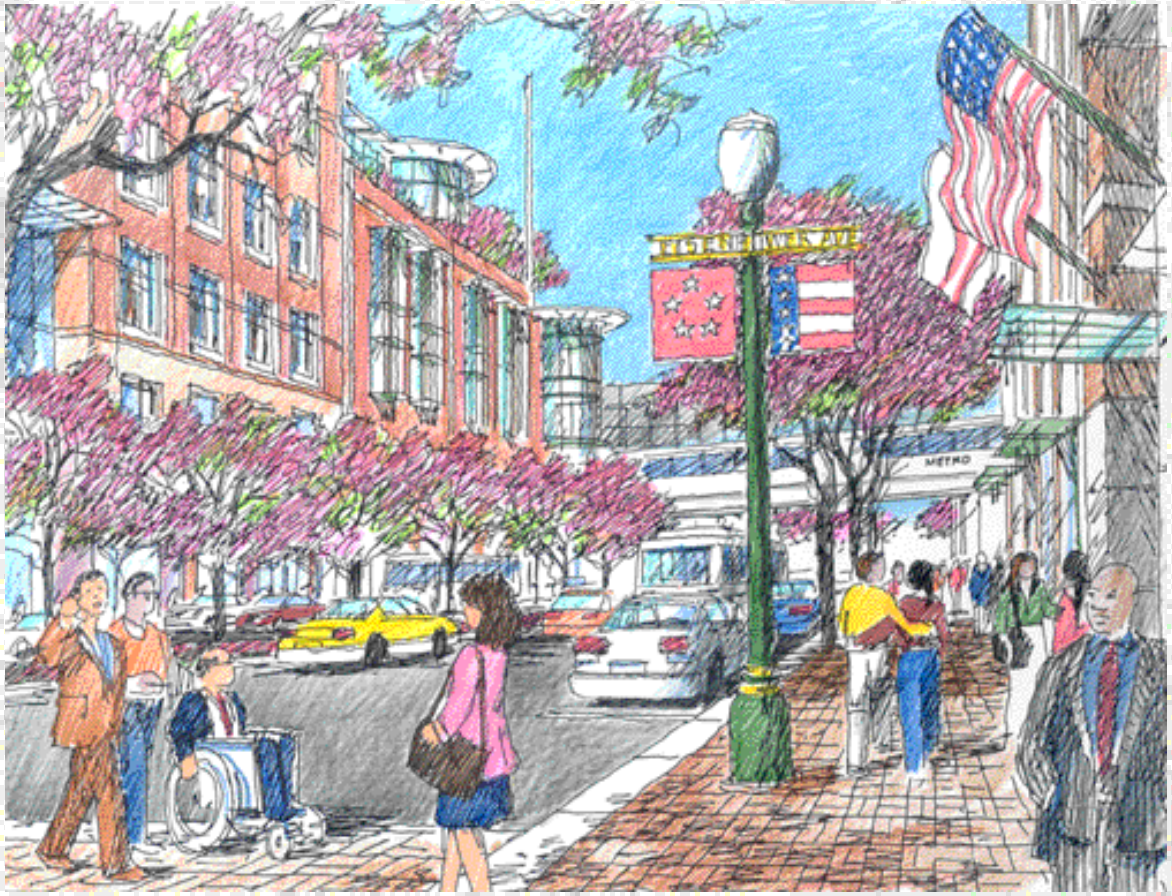

Eisenhower East

Small Area Plan

Alexandria, Virginia

Adopted by Ordinance #4293
April 12, 2003

Amended 9/16/2006 Ordinance #4462
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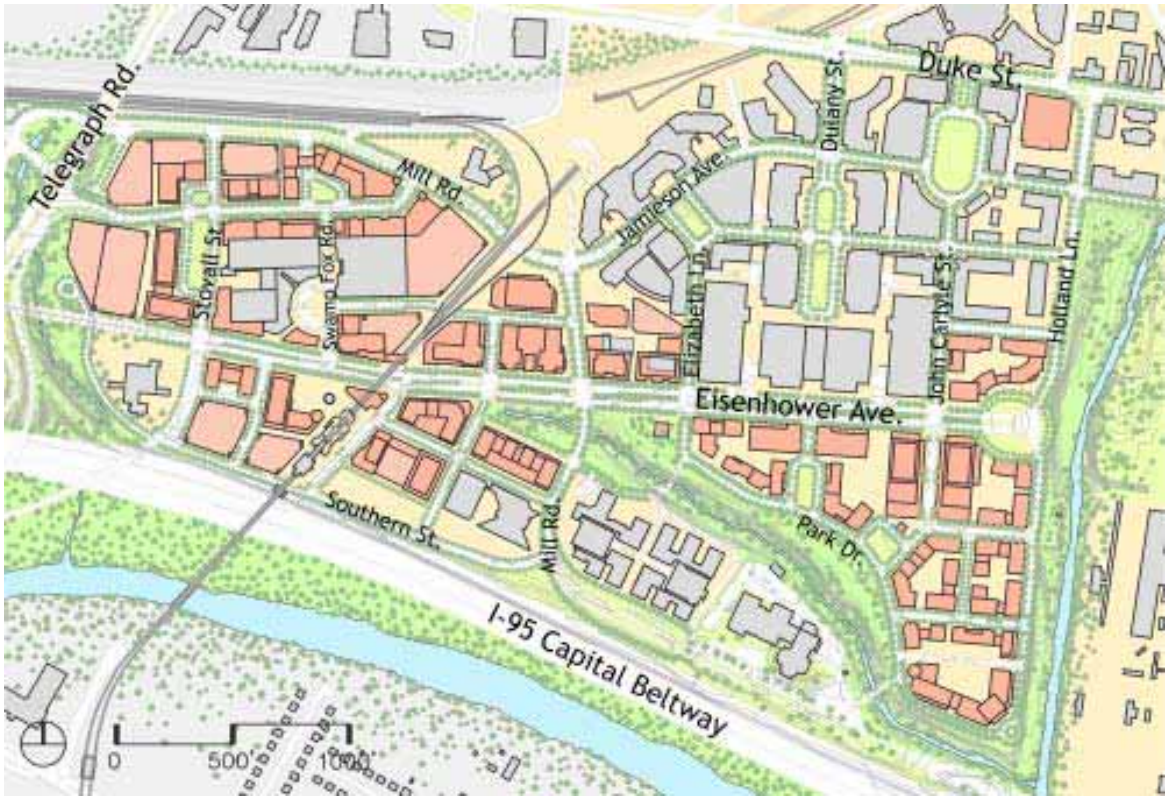
EXECUTIVE SUMMARY

The Eisenhower East planning process is a unique opportunity to create a shared community-wide vision for a vibrant, new, urban, mixed-use community centered on the Eisenhower Avenue Metro Station. This new transit-focused neighborhood will include a variety of natural and urban open spaces and parks, a balance of jobs and housing, and a retail/entertainment center, serving both a local and regional market to capitalize on the existing theater complex.

In economic terms, Eisenhower East is a resource of great importance to the City of Alexandria as it provides the foundation for the City's near and long-term commercial and residential growth. The Plan represents the opportunity to create additional value outside the Alexandria historic core by defining a new sense of place where people will be attracted to visit, to shop, to work, and to live.

The Eisenhower East Plan will create a new "city within a city," with distinctive architecture, a mix of businesses, residences and retail spaces, grand boulevards, and parks and gardens, creating a location and an address complementary to and compatible with Old Town and the surrounding residential neighborhoods.



Eisenhower East Small Area Illustrative Plan

The planning for Eisenhower East echoes the 18th-century challenge that faced Alexandria's forefathers in designing the blueprint for the City's origins at the edge of the Potomac River. The City founders wisely chose to carefully lay out a harmonious street grid system adjacent to the waterfront, providing room for the growth of commerce and domicile. Today, in the current planning effort, the City looks back to these sound urban design principles as the basis for the forward looking approach encompassed in this Plan.

Eisenhower East represents transportation opportunities and challenges. In terms of opportunities, the area is at the confluence of major regional thoroughfares and is serviced by two Metro lines and rail service. In terms of challenges, large undeveloped parcels of land must be configured to take advantage of the location of the Metro stations, incorporate pedestrian-friendly amenities, and minimize the impacts of traffic and parking. A major focus of this planning effort is to ensure that the combination of transit services, highway access, and local streets will be adequate to support the anticipated level of development, while mitigating the traffic on the streets and minimizing the impact on the surrounding neighborhoods.

Neighborhood Context

Eisenhower East includes about 230 acres bounded on the north by Duke Street and the Metro rail yard, on the east by Holland Lane and the African-American Heritage Park, on the south by the Capital Beltway (I-95/I-495), and on the west by Telegraph Road. The planning area includes the 76.5-acre planned Carlyle community (including the 17-acre, 2.5 million square foot U.S. Patent and Trademark Office complex), and the Eisenhower Avenue Metro Station.

The area suffers from limited points of vehicular ingress and egress; however, improvements to the Capital Beltway will connect the area to the east at Mill Road and the west at Stovall Street.

Historical Context

The Eisenhower East area is integral with the City's history. The area was the location of the 18th-century Village of Cameron, which included a grist mill, and later the West End Village was created as the City's first "suburb."

The Orange and Alexandria Railroad came to the area in the 1850s, setting the stage for the industrial activity that would occupy the area for the next 140 years. Much of the southeastern portion of Eisenhower East was marshland that has since been filled, first, with sediment and later, with soil from the construction of the Capital Beltway. Portions of the area were in the Cameron Run flood plain, and as recently as the 1940s, small boats could navigate part of the marsh area.

In the 1980s, the Washington Metropolitan Area Transit Authority (WMATA) constructed the Eisenhower Avenue Metro station as part of the "Yellow Line" of the region's heavy rail transit system. Eisenhower East's proximity and exposure to the Beltway, the presence of large vacant sites, and the availability of buildings with ample parking and less expensive rents compared to downtown Alexandria locations all brought relatively low density, back office space, flex space, government office users, and warehousing to the area.

Eisenhower East is unusual in that the land is held by very few ownership entities. As parcels within Carlyle are sold, more ownership parcels are created, but the undeveloped land is generally held by fewer than 10 parties.

Infrastructure

Water, sanitary sewer, and storm water systems are generally in place to serve Eisenhower East; however, some are aging and need to be relocated to reflect the pattern of ownership and the proposed road system.

The City's Public Safety Center, constructed in the 1980s along Mill Road, houses the City of Alexandria Police Department and serves the entire City. The Department has raised concerns about the size and location of their facility.

The Alexandria Fire Department has also expressed the need for an additional fire station to handle the amount of calls they are receiving in a timely and responsive manner.

Real Estate Market

The Plan assessed the Eisenhower East office and retail market over the next 20 years. Given the strong location in the residential market and the proximity to the Arlington corridor and Washington, D.C. via Metro, it was assumed that the residential market remains strong if interest rates remain within reasonable ranges over the Plan's horizon.

Office

Eisenhower East's office potential was analyzed relative to the regional trends in office construction. Alexandria is part of the Washington, DC regional market of which Northern Virginia comprises 44% of the region's 325 million square feet of office space.

Alexandria's inventory of 13.0 million square feet of office space has grown by an average of 418,000 square feet per year between 1970 and 2004 (including the U.S. Patent and Trademark Office [PTO] complex) and captures 5.2% of the regional market.

Alexandria currently enjoys an office occupancy rate of 91%; the City has not been severely impacted by the recent collapse of the "dot.com" industries.

Given its strategic position, Alexandria should be able to capture a four to five percent market share of the regional office demand, or 250,000 to 350,000 square feet per year, for the next 10 to 15 years (in addition to the space that is currently committed for development at PTO). Eisenhower East should be able to capture between 200,000 and 250,000 square feet annually.

Retail

Eisenhower East includes the potential for a "town center" retail experience offering a diverse mix of retail, restaurant and services to meet the needs of the larger regional population. The area can also support a convenience retail and service center that provides for the needs of residents and employees.

Analysis indicates that Eisenhower East, with the assistance of an experienced retail developer, could support a Town Center retail development of 400,000+ square feet and an additional 100,000 square feet of retail supporting the needs of residents.

LAND USE & CIRCULATION

Circulation

The vision for Eisenhower East is for a dynamic urban mixed-use community, a true "urban village" that encourages the use of transit as an alternative to the automobile and creates a quality Alexandria neighborhood incorporating living, working, shopping, entertainment, and recreation.

Eisenhower Avenue

The vision for Eisenhower Avenue is for a proud, landscaped urban boulevard with wide landscaped sidewalks and a 30-foot wide landscaped median. The intent is to create a beautiful urban boulevard where the pedestrian will feel equally at home with the vehicles. Eisenhower Avenue will include three traffic lanes in each direction with the curb lanes accommodating parallel parking.

New ramps from the Capital Beltway will provide ingress and egress to Mill Road from the express lanes that serve Maryland and Washington, D.C. origins, and a future ramp is also projected at Stovall Street from the Capital Beltway to serve the Eisenhower Valley area. To maximize the use of the Metro, the existing station platform will be extended northward over Eisenhower Avenue to allow direct pedestrian access from the north side of the street.

The Urban Street Grid

The Plan extends an urban street grid throughout Eisenhower East and creates development blocks approximating the size of those found in the original plan for Carlyle and Old Town. Creating an interconnected urban grid of streets is essential to providing vehicular movement alternatives and mitigating traffic. The streets will include generous sidewalks paved with brick, street trees, pedestrian scaled street furniture and classic street lighting to enhance the pedestrian experience.

Land Use/Circulation Strategy

To accomplish the vision for Eisenhower East, the Plan creates a true mixed-use neighborhood with a balance between jobs and housing at a density that will support and be served by the transit system. A major goal of the planning effort was to identify a comprehensive strategy to reduce traffic impacts that would result from development under the existing zoning in place in Eisenhower East. The objecive was a reduction in potential traffic impacts both within the immediate Eisenhower East area and to adjoining neighborhood areas.

An integrated approach was developed that provides a reduction in overall development square footage, balances uses to lower traffic generation, includes a workable internal road network, places limits on parking to reduce the number of vehicles entering the area, and encourages enhanced transit usage.

The approach includes seven traffic strategies that will mitigate the impacts of traffic and enhance the quality of life:

- *Create an urban grid of interconnected streets*
  The street grid reduces traffic congestion by providing alternative routes and turning options, while creating a sense of "openness" throughout the neighborhood.

- *Concentrate the greatest development at the Metro*
  The Plan locates 73% of the new office area, 66% of the new residential and 82% of the new retail/entertainment uses within 1500 feet of the Metro.

- *Achieve a balance between jobs and housing*
  The Plan calls for a balance of office, residential, hotel, and retail/entertainment uses, and a 50/50 distribution of the residential and office square footage, or two jobs for every resident. Balancing the residential and office use has a more positive effect upon traffic impacts than reducing the intensity of overall development.

- *Provide a modest reduction in development intensity*
  A modest reduction in overall development intensity (from the existing maximum zoning) is incorporated into the Plan. To achieve the reduction, the Plan's allowable square footage is based on the gross floor area footage rather than the net square footage. This change provides a better reflection of the actual size of buildings, and results in better buildings as the incentive to construct occupied floor area with ceilings heights less than 7'-6" is eliminated.

- *Extend the neighborhood activity over a 16 hour per day / 7 day per week period*
  The Plan incorporates a regional serving retail/ entertainment complex and a neighborhood serving area to provide for the needs of the workforce and residents of Eisenhower East. Office workers and residents will remain within the neighborhood during the workday, thus reducing the overall number of vehicular trips.

- *Minimize the overall amount of parking/ optimize the short-term parking*
  The Eisenhower East Plan parking strategy establishes a limitation on the amount of parking to encourage the use of transit and limit the number of single occupancy vehicles on the street.

- *Maximize the use of the transit facilities with a Transportation Management Plan*
  The Plan includes the formation of a district-wide transportation management program to ensure a coordinated plan of policies and incentives to maximize the utilization of the existing and proposed transit infrastructure.

The synergy gained through the integration of the seven strategies into the Plan results in substantial improvements in the traffic performance. Compared to an early analysis of the traffic under the current zoning, the Plan's estimated traffic has 25% fewer trips in the PM peak hour and 29% fewer trips in the AM peak hour. The overall reduction in average daily traffic (ADT) is 17%. Perhaps of more importance is that the projected performance of the major intersections within the Eisenhower East area is significantly improved.

Outside of the study area, the comprehensive approach also results in improvement to the level of performance for a number of intersections along Duke Street, particularly during the AM peak hours. Within the adjoining neighborhood area, reductions in projected daily traffic will be 17-18% overall with implementation of the Eisenhower East Plan.

Land Use Concept

The Plan identifies the recommended principal land uses and the maximum allowable gross development utilizing a block-by-block approach. The primary use, the allowable gross square footage (AGSF), the maximum building height, retail locations and size, and the other general development controls are outlined in the Plan for each of the undeveloped or partially developed blocks.

The Plan optimizes the location of land uses based upon an analysis of the proximity to Metro, relationship to major roadways, adjacency to parks and open space, and distance from noise and other environmental hazards.

The amount of development was determined through an analysis of the square footage allowed (including converting net areas to gross areas) under current zoning, a factor for above grade parking, the ability of the site to accommodate the development, the distance to transit and the appropriateness for large or tall buildings. The allowable gross floor area for each block includes a factor to accommodate the above grade parking that cannot be incorporated in two levels of underground parking.

View West Along Eisenhower Avenue

The primary uses within the Plan are office and residential; however, the Plan also envisions retail/entertainment as important uses to create a vibrant mixed-use community. The Plan envisions a modern, cohesive urban retail environment, rather than just accommodating retail in the ground floor of buildings along street frontages.

A major regional retail/restaurant/entertainment center of some 300,000 to 400,000 SF is planned as an integral part of the Hoffman Town Center, and a neighborhood retail center is planned for the foot of John Carlyle Street to serve the retail and service needs of the immediate residential neighborhood. An Illustrative Plan has been prepared to provide a graphic illustration of one scenario of the implementation of Eisenhower East as developed under the Plan.

Open Space

The Plan includes a comprehensive system of integrated and interconnected conservation areas, passive and active parks, and neighborhood and urban squares to meet the needs of residents and visitors. The Plan includes four types of open space and parks:

- *Parks and Resource Protection Areas*
  Parks and Resource Protection Areas (RPAs) are related in form and location to natural amenities such as stream valleys, watersheds and resource protection areas. The Plan creates a major Community Park along the Mill Run RPA. The north side of the RPA is expanded and enhanced to create a new active/passive park—The Meadow. This park also assists in meeting the City's requirement to create a security radius northward from the police facility and jail.

- *Neighborhood Squares*
  Neighborhood squares of green grass surrounded by shade trees are located within the residential neighborhoods to provide for informal and formal activities and a green oasis within the urban fabric.

- *Urban Squares*
  Urban squares are centrally located throughout the higher-density areas, and are generally paved with enhanced materials and defined by shade trees at the edges. Facilities are provided for sitting, small concerts, outdoor markets, and restaurant and café dining.

- *Boulevard Park Space*
  Eisenhower Avenue is designed as a boulevard/linear park with a landscaped median, wide brick sidewalks, street trees, seating areas, ample crosswalks and distinctive lighting. The Eisenhower Linear Park extends the length of the planning area and unifies the Avenue.

Affordable Housing

Affordable housing within Eisenhower East meets the policy of the City to provide housing to meet the income levels of a broad segment of the community. The Plan calls for all developers of new residential or commercial development to provide a contribution to the City's Housing Trust Fund (currently in the amount of $1.00 per gross square foot), or to provide on-site affordable units.

Transportation

Transportation is a determining factor to the amount and type of development and future character of the area. To ensure that Eisenhower East develops into a lively, mixed-use environment, the Plan provides adequate transportation capacity, while minimizing the impacts of traffic.

In 2001, a City study indicated that under the then current zoning the major intersections along Eisenhower Avenue failed or required a number of multiple turning lanes that the community found unacceptable. The failure of the current transportation infrastructure to support the zoning driven land uses was a major impetus for the City to undertake the Eisenhower East planning process.

The Plan recommends a balance between housing and office uses to reduce the number of auto trips, a reduction in the intensity of development, a grid of urban streets, a limited supply of parking, improved local transit alternatives, an improved pedestrian circulation system, an expansion of the Metro platform to the north side of Eisenhower Avenue, and a district wide Transportation Management Program (TMP).

Transit and Supportive Design Principles

A high level of transit use is needed to minimize traffic impacts and support the anticipated levels of development. Transit trips almost always involve a pedestrian trip at one or both ends of the transit portion of the trip; thus, an attractive pedestrian experience is critical to increasing the use of transit. The Plan establishes pedestrian supportive design principles that will make every trip attractive, direct, and safe.

Streets and Regional Access

The Plan integrates a combination of highway access, local grid streets, and transit services to support the existing and proposed development. Significant through traffic pressures are created as the State connects the Capital Beltway express ramps directly to Mill Road.

The Plan recommends the construction of a new Southern Street (with associated connection streets) extending from Mill Road westward on the south side of the study area to provide alternative access to the Hoffman lands. Another roadway providing further distribution options connects Mill Road, south of Eisenhower, to Elizabeth Lane. These new roads will alleviate significant congestion on Eisenhower Avenue, provide additional Metro access, and reduce turning volumes on Eisenhower Avenue. At the Eisenhower Avenue/Mill Road intersection the left turn lanes could be reduced from two to one and the right-turn lanes eliminated.

Parking

The Plan imposes a maximum parking ratio by land use type. Also, the Plan calls for short-term parking for office visitors, and retail and restaurant uses to be managed in order to maintain an adequate supply. The Plan provides a significant number of on-street parking spaces that are also maximized for short-term use.

Achieving the reduced parking ratios requires programs to maximize the use of transit and minimize the use of the single occupant vehicles (SOV). Within 1500 feet of the Metro station approximately 43 percent of the workers will have to commute in non-single occupancy vehicles; e.g., will arrive on transit, foot, bicycle, car or vanpool. These non-SOV rates are achievable with a strong Transit Management Plan as demonstrated in Arlington County, which is achieving rates as high as 55%.

Transit

The Eisenhower East area is well served by high-capacity transit. The Plan builds upon the availability of transit, encouraging a very high level of use through incentives such as employee transit subsidies, shuttle transit systems, improved information, etc., and through automobile use disincentives, included in the parking policies.

Urban Design

The Plan's Urban Design component outlines policies and principles to ensure the implementation of the Plan's vision for Eisenhower East. Integral to the Plan are principles for the design of the urban street network, the system of parks, open spaces, plazas and squares, the height and massing of buildings, and architectural design principles.

The principles are intended to ensure high quality and establish character without prescribing an exact architectural expression or form, where thoughtful solutions to design problems are encouraged in the spirit of creating the best possible public environment for Eisenhower East.

Following the adoption of the Plan, more detailed architectural design guidelines will be prepared by the Department of Planning and Zoning and adopted by the Planning Commission.

IMPLEMENTATION

Adoption of the Plan is an important first step in outlining the future of Eisenhower East; however, given both the scale of the undertaking and the dynamics of the marketplace, successful implementation of the Eisenhower East Plan will require continuous involvement of the City of Alexandria to maintain the integrity of the longer term vision.

With the given number of stakeholders, the range and magnitude of the issues, a changing community, and the likely length of the build-out of Eisenhower East, it is recommended that the City maintain a proactive role in directing and implementing the Eisenhower East Plan. This involvement can be structured in a number of different ways, including:

- Utilizing an existing City Department, with designated staff focused on the Plan implementation;
- Supporting the City's role with assistance from existing organizations such as the Eisenhower Partnership, building their capacity to take on a more active leadership role; and/or
- Establishing a public/private partnership, including City officials, community representatives, and property owners, to provide on-going leadership and management.

The process for Plan implementation must be fair, reasonable, and understandable. The City, the developers, and the community need to understand the rules and the acceptable development parameters. To the degree that the Plan and approval process are predictable, there is greater certainty about land values, development absorption, physical form, financial returns, and the benefits to the greater community.

To equitably finance the community infrastructure elements, the City, working with the property owners and development community should explore funding mechanisms that will ensure a fair allocation of costs relative to the resulting benefits.

Implementation of the Plan begins with the adoption of this Eisenhower Avenue Small Area Plan to modify the existing King Street/Eisenhower Avenue Metro Station Small Area Plan. The Plan recommends the creation of a new CDD 11 zone encompassing the land south of Eisenhower Avenue and east of Mill Road, and the modification of the existing CDD 2 zone.

To ensure the vision of a quality urban neighborhood, a Design Review Board will be established to implement architectural design guidelines that will be developed by the Department of Planning and Zoning and adopted by the Planning Commission.

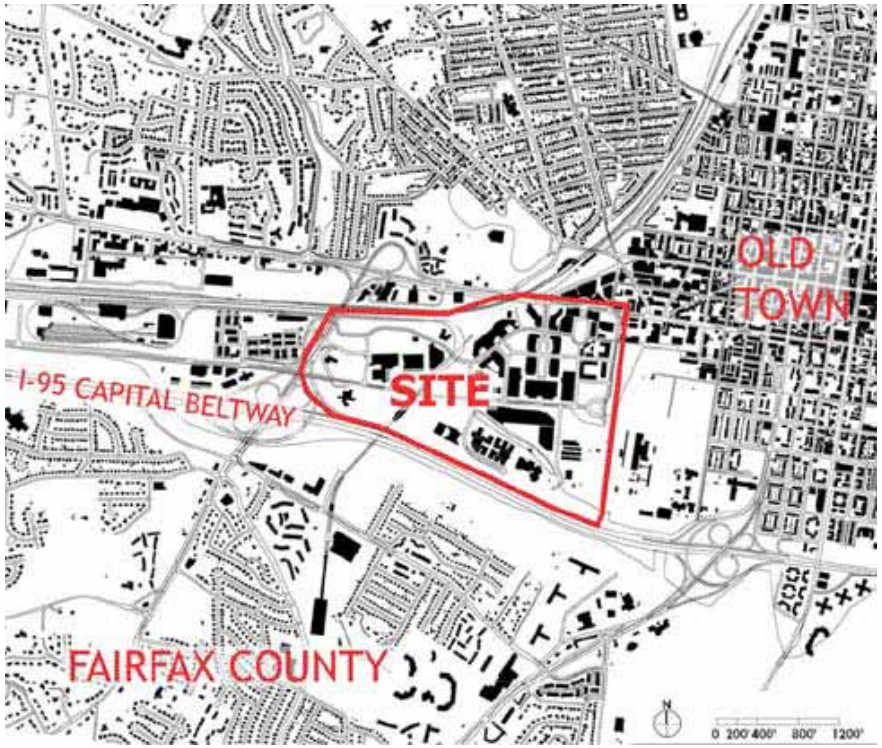


Figure 1-1 Eisenhower East Study Area

1

INTRODUCTION

Eisenhower East provides the City of Alexandria with the unique opportunity to create a shared vision with the community for a vibrant, new, urban, mixed-use community centered around the Eisenhower Avenue Metro Station. This new transit-focused neighborhood will include a variety of natural and urban open spaces and parks, a balance of jobs and residents, and a retail/ entertainment center, serving both a local and regional market that capitalizes on the existing theater complex.

In economic terms, Eisenhower East is a resource of paramount importance to the City of Alexandria, as it provides the foundation for the City's near and long-term commercial and residential growth. It represents, for the City, an opportunity to create additional value outside the historic core by defining a new sense of place to which people and investment will be attracted, thus ensuring a sound fiscal future in the years to come.

Eisenhower East also plays a highly important strategic role in preserving and enhancing the existing historic, Old Town urban core at the center of the City. With the significant development pressure in the City, Eisenhower East captures the new investment capital, which can no longer locate in the well established Old Town, and provides an opportunity for future development to benefit from connection with the historic center. Eisenhower East offers the exciting possibility of creating a new city within a city, with distinctive architecture, a mix of businesses, residences, retail

spaces, grand boulevards and parks and gardens, creating an address complementary to and compatible with Old Town and the residential neighborhoods.

The planning for Eisenhower East echoes the 18th-century challenge that faced Alexandria's forefathers in designing the blueprint for the City's origins at the edge of the Potomac River. In these formative years, the city founders wisely chose to carefully lay out a harmonious street grid system adjacent to the waterfront providing room for commerce and domicile.

Today, in the current planning effort, the City looks back to these sound urban design principles, which are the basis for the City's evolution and forward looking approach to the requirements of modern development.

In transportation terms, Eisenhower East represents enormous opportunities and challenges. In terms of opportunities, it is at the confluence of major regional thoroughfares such as the Capital Beltway, U.S. Route 1 and the scenic George Washington Parkway, and is serviced by two Metro lines, Amtrak passenger train service to New York and Richmond, and the Northern Virginia Railway Express commuter service. Alexandria is minutes from downtown Washington, D.C. and three metropolitan airports.

In terms of challenges, large undeveloped parcels must be configured to take advantage of the location of the two Metro stations that bracket the study area, to incorporate pedestrian-friendly amenities that encourage walking to and from transit, and to minimize the impacts of traffic and parking. A focus of this planning effort is to ensure that the combination of transit services, highway access, and local streets will be adequate to support the anticipated level of development.

Purpose of this Plan

The Need for Planning

The 230 acres comprising Eisenhower East hold promise for the greatest concentration of new development within the City limits in the coming decades. It encompasses not only the 76.5-acre Carlyle development and the U.S. Patent and Trademark Office (PTO) complex, but also large tracts of land held by individual owners and corporations for which no transportation, development or design standards have been established.

Within the study boundaries of Eisenhower East lies the potential for build-out of approximately 17 million square feet of development. At this writing, Eisenhower East includes 4.3 million square feet of existing development, 6.2 million square feet of development approved and under construction, and 6.5 million square feet of potential development addressed in this Plan.

The challenge facing the City in this Plan is how to guide and manage development of this magnitude, while protecting the fabric of existing neighborhoods, in a manner that complements and enhances the urban design and historic characteristics of Alexandria and provides certainty and guidance to the development community.

The quality of life of the citizens in the years to come will be increasingly affected by how the City:

- Manages the projected traffic impacts of this development;
- Encourages the creation of high quality building design and a rich mixture of activities which makes an exciting and livable community; and
- Provides for the integration of broad boulevards, tranquil open spaces and easy pedestrian movement within this new urban context.

How the City responds to these challenges will, to a large extent, determine how the City will continue to grow and prosper in the coming years.

It is clear that the City of Alexandria will benefit most from well-planned development that creates a livable community, maximizes transit and minimizes congestion, and coordinates planning among the large property owners. This approach poses a unique challenge and a unique opportunity to the City, as well as to the development community with which it is working.

The Purpose

The purpose of this Plan is to establish the City's vision for the Eisenhower East area as a sophisticated, full-service urban environment with mass transit amenities and a local grid of streets, incorporating outdoor plazas, parks, and promenades and a broad boulevard flanked by buildings of quality architecture on a human scale. To accomplish this, the Plan recommends establishing the:

- Mix of uses, the intensity of development and the location of uses which best implement the vision;
- Transportation, infrastructure and open space requirements needed to create an attractive urban environment; and
- Architectural and urban design standards needed to construct a streetscape and skyline, contributing to an overall sense of place and capitalizing on development potential.

Policy Directives on Eisenhower East

1974 – 1992 Policy Directives

Over the past quarter-century, the City of Alexandria has undertaken a series of planning efforts designed to clarify the City's policy with regard to the future development of Eisenhower East.

In 1974, a revision to the City's Master Plan recognized:

> "the potential impact of the Metrorail system, the growing problems of traffic congestion, the need for affordable housing, adequate recreational facilities and open space, the growing public concern with good urban design and the need to protect residential neighborhoods, historic areas and the natural environment. The Plan also recognized the need for Alexandria to remain economically competitive within the region and to develop employment opportunities for its residents" [*1992 Adopted Master Plan, "Land Use" summary, p. 3, referencing the 1974 Master Plan.*]

When the City adopted the *King Street/Eisenhower Avenue Metro Station Small Area Plan* as part of the City's 1992 Master Plan, it addressed the issues of land use, development intensity, and zoning in Eisenhower East. It established goals for urban design, mixed use and transit facilities. These goals were to be implemented through the adoption of a "Coordinated Development District Zone" (CDD).

The purpose of the CDD zone was to allow limited levels of development using conventional zones, and to allow greater levels of development for projects that would undergo a discretionary review process governing affordable housing and design quality. This approach was intended to ensure harmonious and coordinated development among individual large parcels.

2000 – 2002 Policy Directives

The City was undergoing extraordinary development pressures as it entered the new millennium. In response to this challenge, the Mayor and City Council determined to undertake a more active role in defining and shaping the City's future by adopting the comprehensive *Plan for Planning* [June, 2001]. Using this approach as a basis, the City, in concert with its citizens, began a series of planning initiatives designed to clearly identify a shared vision for the future and establish how new development should fit within its existing urban context.

The *Plan for Planning* identified Eisenhower East as an area of:

> "explosive growth pressures …unprecedented in our history and influential to our future…The challenge is to ensure that this new development is coordinated with and contributes to the established character of our City. Here, the City does not yet have the development, transportation and design standards in place needed to guide new investment." [p.2]

City Council Directives: Eisenhower East

Responding to this need in November 2001, the City Council offered the following directives for the planning of Eisenhower East. The area should:

- Possess a lively environment with a mix of uses – retail, residential and office;
- Be a pedestrian-friendly urban village;
- Be considered an economic development area with higher density development, taking advantage of the Metro;
- Maximize the use of the Metro and other transit services, with consideration given to reducing parking to the most feasible level; and
- Provide recreation and cultural enhancements with usable open space.

With this directive, the City moved beyond the CDD process of 1992 and endorsed a comprehensive, area-wide planning process that built upon the adopted zoning and the urban design goals of 1992. This directive sought to engage community-wide participation in the development of an area-wide plan, addressing major issues with city-wide impacts such as traffic and transit, open space and recreational facilities, architectural design, and pedestrian amenities.

The Eisenhower East Planning Process: 2001-2003

Under the direction of the Planning Commission, the City designed a wide-ranging planning participation process which included property owners and businesses in Eisenhower, the Eisenhower Partnership, Civic Associations, interested citizens, and all relevant departments and agencies within the City.

Led by the Department of Planning and Zoning, a detailed five phase planning process was outlined that included data compilation and analysis, community workshops, development of framework, identification of alternatives, and refinement of a concept plan.

Planning Commission Policies for Eisenhower East

In May 2002, based on the public input received at the planning workshops as well as consultant analysis of the issues, the Planning Commission endorsed 10 recommendations for development of a comprehensive approach. Eisenhower East should:

1. Create an *urban* not suburban development – an extension of Old Town/Carlyle;

2. Establish Eisenhower East as the City's primary economic development area;

3. Utilize a design process that works with property owners and community stakeholders to realize the vision;

4. Protect adjacent neighborhoods from adverse impacts;

5. Maximize the use of Metro and other transit:

- Office should be concentrated near Metro;
- Housing and retail should also be provided near Metro to support 16 hour/7 day per week activity;
- Shuttle transit options should be provided with frequent headways; and
- Rigorous Transportation Management programs should be implemented.

6. Establish Eisenhower Avenue as a grand "urban boulevard" providing:

- A friendly pedestrian route to Metro; and
- A balance of pedestrian and auto uses and urban open space

7. Ensure a network of urban streetscapes designed to provide:

- A balance of auto, pedestrian, transit and open spaces;
- Smaller blocks consistent with the pattern of Old Town blocks defined by building facades of appropriate heights; and
- Sidewalks sized to accommodate street activity.

8. Create a balanced plan for a quality urban environment by providing:

- A jobs/housing balance by shifting use from office to housing;
- An appropriate economic balance between revenue and cost of services;
- A level of development tied to performance criteria;
- A mix housing types and sizes; and
- An appropriate level of affordable housing.

9. Provide a coordinated open space/recreation system of:

- Public spaces and streets interconnected and varied;
- Resource Protection Areas protected/ rehabilitated & expanded; and
- Open spaces and squares linked with the existing spaces in Carlyle (e.g. Dulany Gardens and John Carlyle Street).

10. Ensure parking programs and parking standards consistent with urban – not suburban – models:

- Adequate & convenient on and off-street public parking;
- Parking for office and residential uses consistent with distance from major transit; and
- Incentives for underground parking/ disincentives for above grade parking that dominates the streetscape.

This Plan reflects the directives of the City Council and the recommendations of the Planning Commission and is a result of the continuing dialogue with a wide range of participants, including property owners, developers, and community stakeholders. For that reason, this Plan does not represent a static or inflexible document, but rather one that establishes a broad policy framework to guide the development of programs and projects over an extended period of time.

Planning workshop, May 2002

Planning workshop, May 2002

Planning workshop, May 2002

Specific recommendations are provided where specific approaches are necessary to achieve public objectives, and more general recommendations where multiple approaches may be considered.

Each recommendation within this Plan should be weighed for its ability to accomplish the overall goals, and whether it strengthens and reinforces the other recommendations, and contributes to the creation of the shared vision for the future.

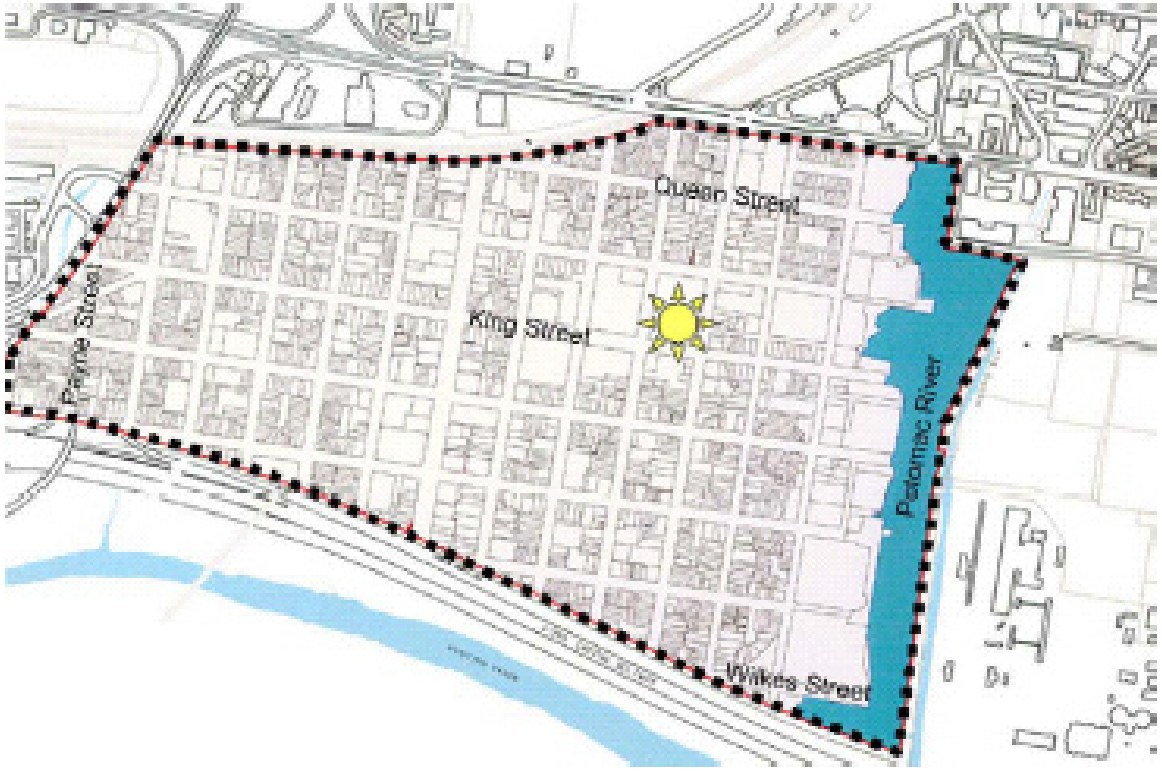


Figure 2-1 Equivalent Old Town Area Laid onto the East Eisenhower District Site

2
Neighborhood Characteristics

The Planning Area

The Eisenhower East Planning Area includes about 230 acres of land located at the southern edge of the City of Alexandria, bordering Fairfax County. It lies just to the west of the Old and Historic Alexandria District, connected to the Old Town area by Duke Street. When compared with Old Town, the size of the area would cover the equivalent of just under 60 blocks of Old Town. This equivalent area would extend from the Potomac River to Payne Street on the west, and from Queen Street south to Wilkes Street. (See Figure 2-1, Equivalent Old Town Area.)

Eisenhower East is bounded on the north by Duke Street and the Metro rail yard, on the east by Holland Lane and the African-American Heritage Park, on the south by the Capital Beltway (I-95/I-495), and on the west by Telegraph Road. The planning area includes the 76.5-acre planned Carlyle community, including the 17-acre, 2.5- million-square-foot Patent and Trademark Office (PTO) complex.

To the north of Eisenhower East, the planning area abuts the mixed-use development of office, retail, and hotels in the King Street Metro area. This area, redeveloped primarily during the 1980s with the opening of the King Street Metro station, interfaces directly with the Metro station, Amtrak, and the Virginia Rail Express system. North of the western end of the study area is the WMATA rail yards and other mainline rail tracks.

Access to the north is limited to Holland Lane, John Carlyle Street, and Dulany Street. There is no access from Eisenhower East to the east, with the location of the African-American Heritage Park, several cemeteries, and the Alexandria Sanitation Authority complex. (See Figure 2-2, Eisenhower East Boundaries.)

The Capital Beltway, Eisenhower East's southern boundary, is currently being improved as part of the widening of the Woodrow Wilson Bridge. At this time, aside from the Telegraph Road interchange to the west of Eisenhower East, there is no access to the south; however, the Capital Beltway improvement program includes the construction of ramps that will provide a direct connection from the Beltway's express lanes to Mill Road. This improvement is currently funded and is expected to be completed around 2007.

Another connection into the area is planned that would extend the Beltway's Telegraph Road ramp directly into the intersection of Stovall Street and Eisenhower Avenue. Funding appropriation for this improvement has not yet been made.

There are three roads connecting Eisenhower East to the west. The primary connection is along Eisenhower Avenue, which extends into the rest of the valley by way of a bridge over Telegraph Road. Direct connection to Telegraph Road takes place at Pershing Avenue, on the north side of Eisenhower Avenue.

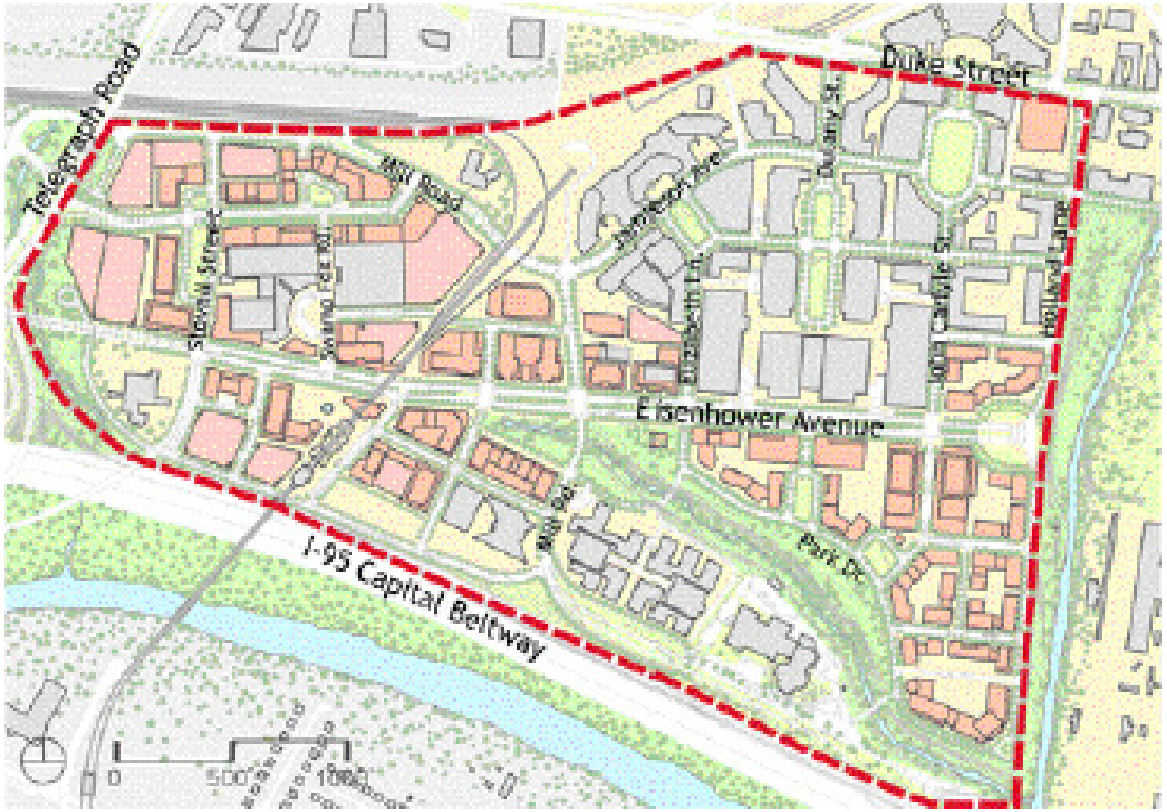


Figure 2-2 Eisenhower East Boundaries

The third road connection is Mill Road, which extends under Telegraph Road and connects back into both Telegraph Road and Eisenhower Avenue on the west side of Telegraph Road.

Mill Road is currently being straightened and improved in the northwest portion of the study area and a proposal has been made to relocate Mill Road on the west side of Telegraph Road to improve its connection to Telegraph Road.

Historical Context

The Eisenhower East area is an early and rich part of the City's history. The area around the intersection of present-day Eisenhower Avenue and Mill Road was the location of the Village of Cameron, beginning in the 1730s. Later, in the late 1790s, West End Village was created in the northeast portion of the area.

The following information on the Village of Cameron and West End Village was derived from "Walk and Bike the Alexandria Heritage Trail: A Guide to Exploring a Virginia Town's Hidden Past," by Pamela J. Cressey, Alexandria City Archaeologist.

View of area from Shuter's Hill, 1860s, with Great Hunting Creek in background (National Archives, Brady Collection)

Village of Cameron

In the early years of the City, Cameron Run was a virtual river as wide as the Capital Beltway and deep enough for European ships to sail from the Potomac River, up Great Hunting Creek and along Cameron Run to where today's Telegraph Road is located. The early transfer of tobacco from ground transport to ship occurred in this location. The Resource Protection Area in the southwest quadrant of the intersection of Eisenhower Avenue and Mill Road is the last remaining vestige of the original Cameron Run in the Eisenhower East area.

In the immediate vicinity, the Village of Cameron grew by the 1730s. It was developed as a small crossroads settlement near the first ford of Cameron Run. By 1752, the village included a few homes, a tavern and a mill. A grist mill (for milling flour) was constructed in the 1790s. A millrace (a channel for water) running between the two mills bringing water to power the wheels. In 1851, the Alexandria Water Company used the mill to pump water up to a reservoir located on the prominently situated Shuter's Hill (today's location of the George Washington National Masonic Memorial).

Old Cameron Mill, late 19th century (William Francis Smith Collection)

The small, square reservoir is still in use. The flour mill continued to operate until about 1920. Over the years, archaeologists have unearthed and studied the foundations of the stone mill, the millrace, the miller's house, and the West family burial vault.

West End Village

The area around the intersection of Duke Street and Holland Lane was the setting for some of Alexandria's early business and residential development. The area, known as West End Village, was the City's first "suburb," dating back to 1796. That year, John West subdivided the land into residential lots to promote development.

One of Alexandria's main arteries, Little River Turnpike (Duke Street), began as a private venture that same year. With badly constructed roads and a few of them, a wide turnpike was in great demand and made it easier to bring agricultural goods into town for processing and shipment. The turnpike also brought cattle to the West End for butchering, while numerous businesses, including hotels, saloons, breweries, blacksmith shops and slave dealerships, developed along its route. Barges traveled down Hooff's Run and Cameron Run transporting meat for export to the wharves located on the Potomac River.

Eisenhower East still contains the archaeological remains of the mill at Cameron, a 1850s brick vault for the storage of beer (still preserved under Duke Street near Dulany Street), and the ruins of the Virginia Glass Company, which operated from 1894 to 1916 (located under the public square on John Carlyle Street).

The planning area is within the Cameron and Backlick Run Archaeological Resource Area, with the potential to contain significant archaeological materials. Archaeological assessment is required as part of the development approval process.

Historical Land Use

The Orange and Alexandria Railroad came to the area in the 1850s, setting the stage for the industrial–type activity that would occupy the area for the next 140 years.

According to Civil War-era maps, much of the southeastern portion of Eisenhower East was marshland that has since been filled in, first with sediment and later with soil from the construction of the Capital Beltway. The original marsh condition and the subsequent filling of the area have created some poor soil conditions. (See Figure 2-3 for the general location of filled land.)

For much of its recent history, Eisenhower East was in the Cameron Run floodplain and therefore subject to periodic flooding. As recently as the 1940s, small boats could navigate part of the marsh area. Through the 1960s and 1970s, the marsh areas were used as a landfill, bringing elevations up to 15 to 20 feet above sea level.

Much of this area was considered a swamp, a landfill site, and an area suitable only for light or heavy industry. Indeed, industrial uses such as the Alexandria Scrap Yard, a steel foundry, the Norfolk-Southern rail yard, and the Virginia Concrete plant found their homes in the area.

A substantial portion of the study area was annexed to the City of Alexandria in 1915, with areas to the west annexed in 1952. The area on the southern end of Eisenhower East, south of what was then Cameron Run was annexed in 1973, after it was filled with the construction of the Capital Beltway.

With the completion of the Cameron Run flood control and channelization project in the late 1960s

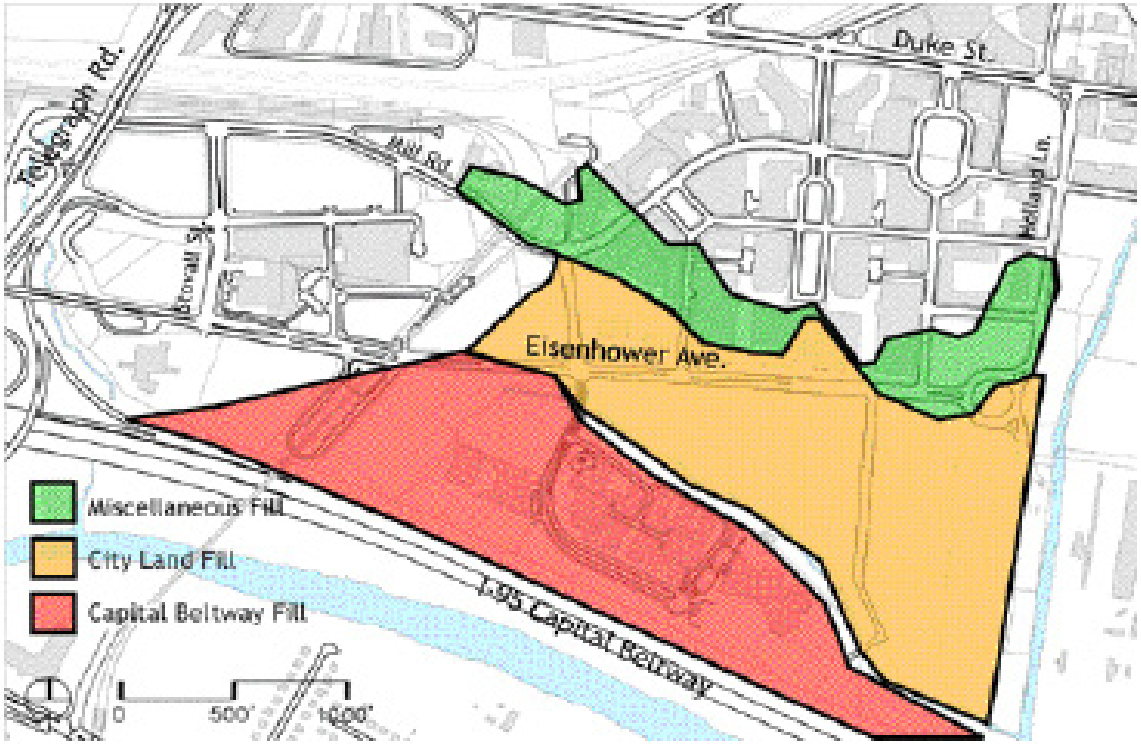


Figure 2-3 Filled Land Areas

and early 1970s, the area became suitable

for commercial development. The Hoffman Center, consisting of about one million square feet of office space, was built between 1968 and 1972.

Other commercial development followed in the late 1970s and 1980s, including the American Trucking Association office building. In addition, the City found the area suitable for the location of the Public Safety Center, the Homeless Shelter and Substance Abuse Center, as well as a Metro station next to the Hoffman Center.

In the 1980s, WMATA constructed the Eisenhower Avenue Metro station as part of the "Yellow Line" of the region's heavy rail rapid transit system. The line runs generally north-south and is located to the west of Mill Road. The Yellow Line currently terminates one station to the south at the Huntington Avenue station.

WMATA's long-range plans for the Metro system include the expansion of the Yellow Line to connect the Branch Avenue Metro station in Prince George's County, Maryland, with the Huntington Avenue Metro station in Fairfax County, Virginia, utilizing the enlarged Woodrow Wilson Bridge.

Eisenhower East's proximity and exposure to the Beltway, the presence of large vacant sites, and the availability of buildings with ample parking and less expensive rents compared to downtown

Alexandria locations, all brought relatively low density,

back office space, flex space, government office users, and warehousing to the area.

During the 1990s, conditions began to change to create the opportunity for Metro-related, mixed use, and higher quality development. A joint venture between The Oliver T. Carr Company and Norfolk-Southern Corporation resulted in the removal of the railroad tracks that had historically separated Eisenhower East from the rest of the City and set the stage for the development of the planned Carlyle community.

Land Ownership

Eisenhower East is unusual in that the land is held by very few ownership entities. As the Carlyle plan is implemented, the land formerly under the ownership of the Norfolk-Southern Railroad is being sold to individual developers, including LCOR, for the development of the PTO complex.

The balance of the land is currently owned by the following entities (See Figure 2-4, Land Ownership Key for the location of properties):

1 — Hoffman Family LLC
2 — Mill Two Associates Partnership

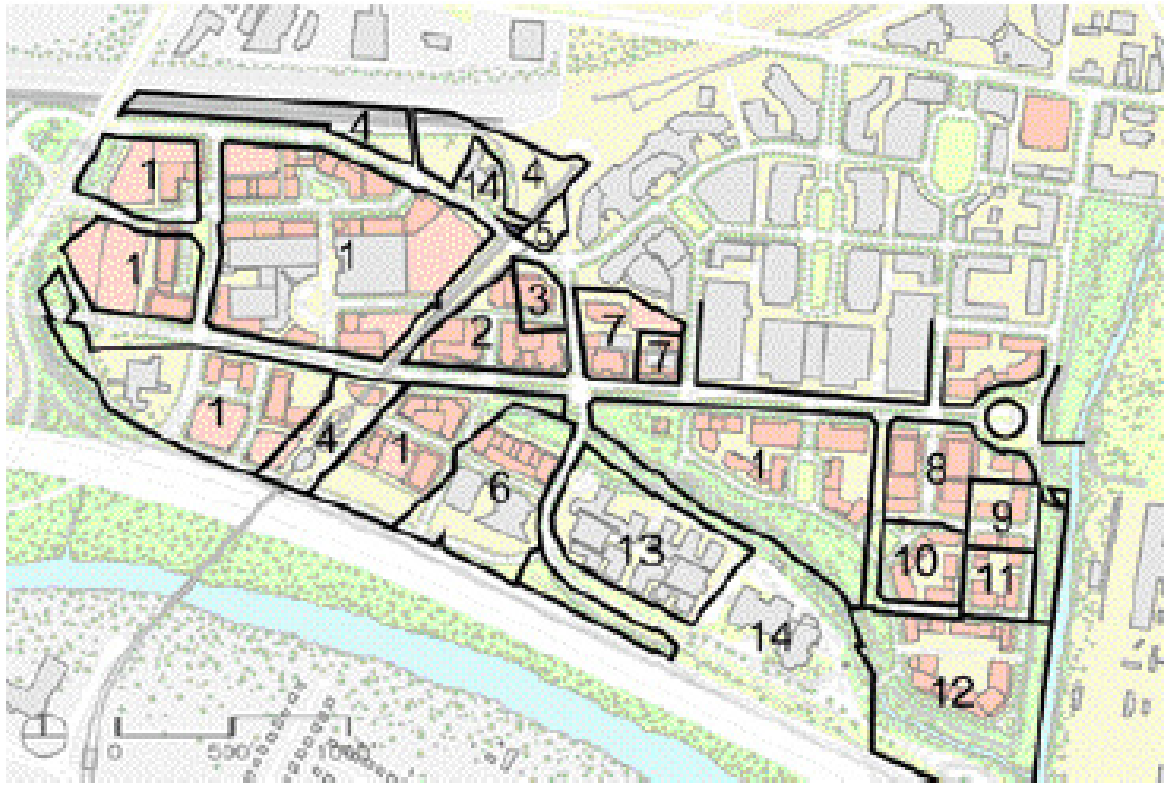


Figure 2-4 Land Ownership Key

3 — Trammell-Crow Company
4 — Washington Metropolitan Area Transit Authority
5 — Thomas H. Andrews Partnership
6 — American Trucking Association, Inc.
7 — Simpson Development Corporation
8 — Carlyle Development Corporation
9 — Alexandria Sanitation Authority
10 — Alexandria Mini-Storage LLC
11 — Virginia Concrete Company
12 — Hooff Fagelson Tract LLC

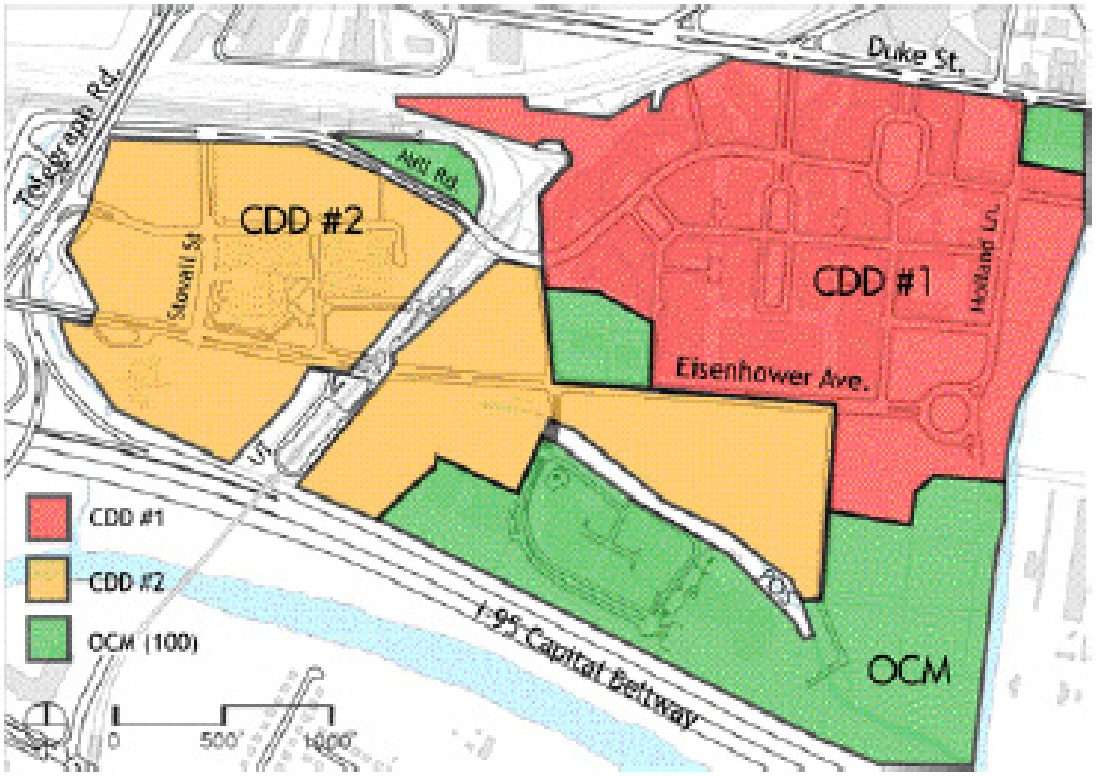


Figure 2-5 Existing Zoning Boundaries

13 — Jefferson at Carlyle Mill LP
14 — City of Alexandria

It is unusual in a highly urbanized area to have so few ownership entities and such large parcels. This pattern of ownership is both an advantage and a disadvantage. Typically, a study area as large as Eisenhower East would require the difficult task of assembling multiple land parcels in order to accomplish the planning goals. This is not the case with the large parcels in this study area. Conversely, the type and pace of the implementation is controlled by relatively few entities, and the implementation is impacted by the amount of management and financial resources within each entity.

Prior Planning

In 1992 the King Street/Eisenhower Avenue Metro Station Small Area Plan was adopted as part of the City's Master Plan. The Master Plan provided general guidance for the appropriate land uses and development. The Carlyle development in the northeast portion of Eisenhower East was planned as an urban neighborhood with a mix of uses, a defined urban grid of streets, and an integrated set of open spaces, parks, and squares.

The City approved the Plan for Carlyle in 1990 and the provisions of the Plan were adopted within the Duke Street Coordinated Development

District (CDD 1) zone, with the adoption of the Master Plan and zoning in 1992. Carlyle has an approved Special Use Permit (SUP) that provides very detailed direction on land uses, intensity of development and design for the project. (See Figure 2-5, Existing Zoning Boundaries.)

The western portion of the planning area is zoned Eisenhower Avenue Coordinated Development District (CDD 2). Included within CDD 2 are the lands owned by the Hoffman Family, the lands owned by Yates and Trammell Crow and a vacant parcel owned by the American Trucking Association.

The Yates/Trammell Crow parcels were approved for a mixed-use, residential, office and retail project under a Special Use Permit in 2002. Prior approvals on the Hoffman lands include a Concept Plan approval in 1998 that calls for a large office development and some retail around the Metro station and residential uses on the Hoffman lands east of Mill Road. The Concept Plan included approximately 5.8 million square feet of development, but provides little guidance in the way of design as it primarily defines land uses, development intensity and parking.

The CDD zone typically is predicated on a cooperative planning effort between land ownerships, architectural design review and a commitment to affordable housing to permit the highest level of density. In fact, there has been little joint planning among the property owners.

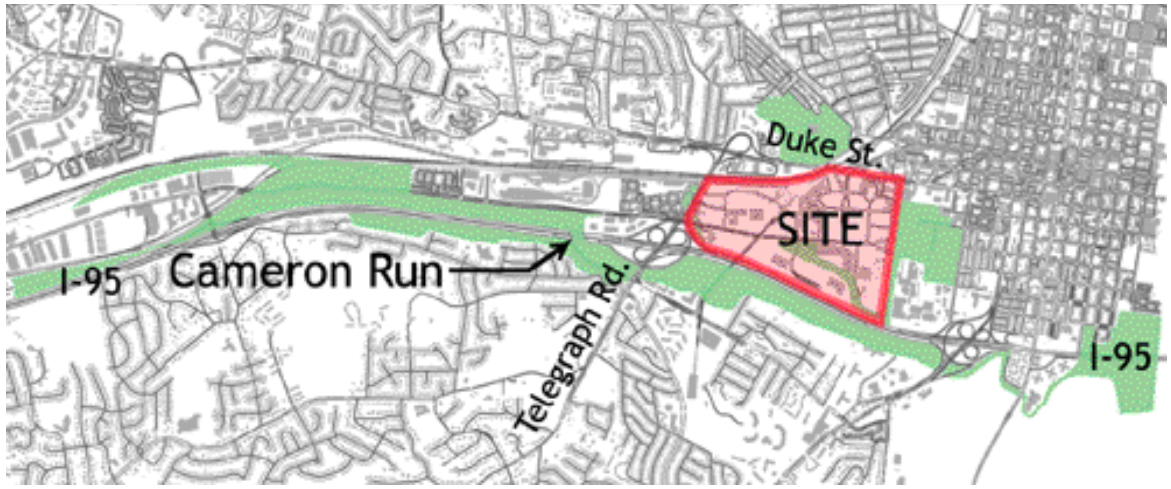


Figure 2-6 Regional Open Space

The balance of the privately owned, under-developed lands are zoned OCM (100) Office Commercial Medium, with a 100-foot height limit.

The OCM (100) district is a medium-density office/commercial district that also allows residential uses. The publicly owned lands are zoned UT Utilities and Transportation, POS Public Open Space and, in the case of the Alexandria Sanitation Authority property, the Public Safety Center and the Substance Abuse Center OCM (100).

Open Space

About five percent of Eisenhower East is currently in natural and public open space. The cemeteries and the African-American Heritage Park on the eastern part of the area and the George Washington National Masonic Memorial add to the open-space visual quality of the study area. While there is natural open space along the streams in the southern and eastern portions of the area, the primary characteristic of open space in Eisenhower East is in the form of urban spaces, including Dulany Gardens and John Carlyle Square, within the Carlyle development.

To the west of the Eisenhower East area, the City has preserved and developed a system of green open space, known as Cameron Run. (See Figure 2-6, Regional Open Space.) This open space/park resource runs for several miles and connects active and passive recreational opportunities with a

Masonic Temple

continuous bicycle and pedestrian route.

Unfortunately, Telegraph Road interrupts the eastern end of this community resource and it is difficult to cross to Eisenhower East through the maze of roads and ramps.

To the east of the study area and Holland Lane, a ;arge green buffer is provided between Eisenhower East and the Southwest Quadrant neighborhood by the African-American Heritage Park, the Hooff's Run watercourse, and the cemeteries.

Within Eisenhower East, urban squares are provided at Carlyle. The John Carlyle Square is designed to provide an active green area surrounded by retail and office uses and the Dulany Gardens, contained within the PTO complex, will provide a green respite anchored on one end with a large atrium building housing the PTO museum.

The Eisenhower East area contains opportunities to recapture and restore natural areas within the area that have been designated by the City as Resource Protection Areas (RPA). The area identified as Mill Run, the extension of the race from the historic mill location, courses parallel to Eisenhower Avenue for several hundred feet just to the east of Mill Road before it bends south and connects with Hooff's Run at the southeast corner of the area. While these areas have largely been neglected, or in some cases built over, they offer the potential for creating natural passive open space, restoring wildlife habitat and providing recreation opportunities.

Infrastructure and Public Facilities

Water, sanitary sewer, and storm water systems are in place to serve Eisenhower East. Major sanitary and storm sewer systems bisect the area. The Holmes Run sanitary sewer trunk line runs in an east-west direction through the area and handles a very large volume from areas of the City further to the west. This line was constructed prior to the construction of Eisenhower Avenue, and for the most part, is located within easements on private property outside of the right-of-way for Eisenhower Avenue.

The eastern segment of this line has been evaluated and found to be in need of upgrading as it will exceed its design capacity by 2020. Improvement to this line has already been funded as part of the City's Capital Improvement Program. Relocation of portions of the line may be necessary as new development takes place, where the location of the line is found to conflict with the proposed location of new construction. While recent upgrades to the Alexandria Sanitation Authority's treatment plant have ensured a design capacity to handle the needs of new development in the Eisenhower East area, projections for potential development indicate the need for additional capacity. (MPA #2007-0004, Ord. #4528, 3/15/08)

Major storm water systems flow through the Eisenhower East area, carrying water from north of the study area into the natural run on the south side. For the most part, this system is located within public rights-of-way; however, in a few instances, relocation may be necessary as part of

new development projects.

The City's Public Safety Center, constructed in the 1980s along Mill Road, houses the City's Police Department, serving the entire City. The Police Department have raised concerns about the size and location of their facility.

The needs of the Department are outgrowing the size of the facility, and they have experienced access problems with the facility's location. Relocation of the Police Department functions to another site in the City is currently being explored.

The Public Safety Center area also includes the location of the City's Jail facility and the Sheriff's Department. With the location of the Federal Courthouse within the Carlyle area of Eisenhower East, this facility houses many high profile federal prisoners. Maintaining a secure facility is a major concern as new development takes place.

The Alexandria Fire Department is in need of an additional fire station to handle the amount of calls they receive in a timely and responsive manner . Due to limited access in the Eisenhower Valley and its projected amount of growth, the area is being explored for the location of a new station. The nearest fire station is located at the intersection of Duke Street and South Quaker Lane.

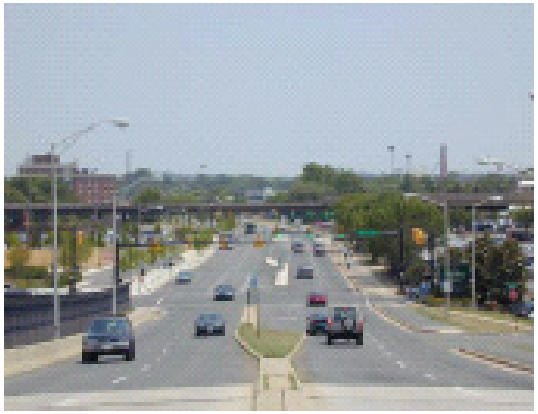
A possible location within the Eisenhower East area is the site just to the west of the City's Homeless Shelter and Substance Abuse Center on Mill Road. This vacant site adjoins the Metro tracks and is currently owned by WMATA. This site has remained open within the Eisenhower East Plan in the event it is found to be a desired site for a new station.

Opportunities

The conditions in Eisenhower East present a number of opportunities, that when capitalized upon, provide the basis for the creation of a vibrant, new, urban, transit-oriented, mixed-use community. These opportunities include:

- Location of Metro
  The Eisenhower Avenue Metro Station provides the setting and condition under which high density mixed use development can occur, while minimizing potential traffic impacts. The City has a significant investment in this station that can be recouped through a quality mixed-use environment around the Metro station.

- Potential for a Grand Boulevard
  The size of Eisenhower Avenue, combined with high-density development, are the basic elements that if properly designed and implemented can transform Eisenhower Avenue into an attractive urban environment, providing a signature address.



View of existing Eisenhower Avenue looking east

View of existing open space at Eisenhower Avenue and Holland Lane

View from Metro looking north along Swamp Fox Road

View across undeveloped parcels looking at elevated Metro tracks

- Opportunity for Open Space Continuity
  The large development parcels and environmental resources within Eisenhower East provide the opportunity to create linkages to the City's overall open space network, building upon the urban open spaces within Carlyle, the existing stream valleys, and the existing regional system.

- Character of Carlyle Development – PTO as a Strong Anchor Tenant
  The Carlyle development has set a standard for a high quality urban environment. The opportunity exists to build upon good quality urban design and building construction to continue this Class A environment into the remaining area of Eisenhower East. The location of PTO will bring additional demand for new office space for businesses benefiting from close proximity to their facilities.

- Transportation Improvements
  A number of transportation improvements are set to help manage the development within Eisenhower East, including the new access ramps to the Beltway at Mill Road and Stovall Street, and the improvements to the Woodrow Wilson Bridge that will help alleviate traffic congestion along Duke Street.

- Large Parcels and Single Ownerships
  The large parcels, with few owners, substantially reduces the problems associated with assembling multiple land parcels and makes it easier to accomplish the goals and approaches set forth in the Plan. While dealing with few land owners is an advantage, it can also pose constraints on implementation of the Plan, as the pace of development is restricted by the management and financial resources of only a few entities.

- Capital Beltway as Window to Alexandria
  The positioning of the Capital Beltway along the entire southern boundary of the study area allows the traveling public to view the quality and character of development in the Eisenhower East area, and to realize that Alexandria has more to offer than just Old Town.

Constraints

There are several conditions within Eisenhower East that need to be overcome in the planning for the area. These constraints are:

- Limited Access and Connections to the City
  Eisenhower East has few connections to the remainder of the City, with only three road connections along Duke Street to the north, no connection to the east, and only limited connection to the south and west. Eisenhower Avenue serves as a spine road, connecting the area with the rest of the Eisenhower

Valley.

- Subsurface Geotechnic Conditions
  As previously discussed, much of the Eisenhower East area is filled marsh land and old landfill area, that has resulted in poor soil conditions, the potential for hazardous materials, and the potential for methane gas production. These conditions pose problems with and increase the cost of construction of large buildings and the placement of parking underground.

- Proximity of Capital Beltway and Waste Water Treatment Plant
  The Capital Beltway generates a considerable amount of noise from the traffic. With the elimination of the tree buffer with the widening of the Beltway, that noise level will likely increase in the area. The Beltway's proximity provides a challenge in the location of land uses in the area. Wastewater treatment plants generally produce strong, unpleasant odors. Current improvements to the plant to cover the filtration ponds will likely improve that condition; however, problems may exist for

3
Real Estate Market Context

The Eisenhower East area is an important economic opportunity for the City of Alexandria. The area is currently undergoing significant change from largely vacant land to a high-density urban district. This summary of the real estate market provides an overview of the market potential for the development of office and retail/ entertainment uses in the Eisenhower East area and the potential fiscal benefits to the City from the future development.

This section summarizes the findings of a report prepared by Whitney & Whitney, Inc., entitled "Analysis of Market Potentials for Office and Retail Space in the Eisenhower East Corridor, December 2002". The residential market was not studied at this time, as it appears that there is a strong, unmet market demand for quality urban residential for the foreseeable future given the current structure of interest rates. Alexandria with its close-in location and proximity to Washington, DC, and the Eisenhower East planning area's superior access to transit service indicates that there is a generally strong market for sale and rental residential uses.

Understanding the market potential to absorb new office, residential, and retail space provided the basis for determining the overall magnitude of the development opportunity, the most appropriate mix of uses, and how these uses should be allocated over the planning area in an economically effective manner.

Office Space Market Potential

The analysis of the Eisenhower East area's office space market potential was analyzed relative to the regional trends in office space construction, and provides a forecast for future office space absorption in the corridor.

Regional Market Context

The City of Alexandria's competitive market for office space consists of the Washington, DC region, encompassing the District of Columbia, Suburban Maryland, and Northern Virginia. As of September 2002, this region had 324.9 million square feet of office space and is considered to be the second largest office space market in the United States. Of this total, 44% of the total market supply is located in Northern Virginia.

Over the 32-year period 1970-2002, the supply of office space in the Washington, DC regional market area has grown at an average annual rate of 8 million square feet. During the peak construction years between 1985 and 1990 the development rate accelerated to 16 million square feet annually.

Spurred on by the market stimulus provided by the "dot.com" industries the Washington region saw an office development boom in the late 1990s and first two years of the 21st Century. The recent decline of this industry has led to office space vacancy rates in some suburban Virginia sub-markets that range as high as 30%. However, on balance, the Washington office space market enjoys a healthy current occupancy rate of about 93%, and should enjoy future annual growth averaging approximately six to seven million square feet of space.

The Alexandria Office Market

The City of Alexandria has an existing inventory of 13.0 million square feet of office space. Its annual growth, including the Patent and Trademark Office (PTO) project currently under construction, has averaged 420,000 square feet annually over the last 30+ years. Effectively, the City has been able to capture a regional market share of 5.2%. Similar to other inner Beltway sub-markets, Alexandria currently enjoys an office space occupancy rate that exceeds 91%, and has not been severely impacted by the recent collapse of the "dot.com" industries.

In addition to its prime location in the City of Alexandria, the major strengths of Eisenhower East as an office site are as follows:

- Immediate proximity to the existing Eisenhower Avenue Metro Station. As demonstrated in Arlington County and numerous other metropolitan areas throughout the United States, a transit station can serve as a lynchpin for a successful high density, live-work environment. It is also a favored location by employers seeking access to a large regional labor pool;
- Access and visibility from the Capital Beltway, a roadway that is currently undergoing substantial improvements including the expansion of the Wilson Bridge across the Potomac River; the addition of travel lanes to the Capital Beltway at the Springfield Interchange; and improvements to the on-and off-ramp systems that provide linkages to the Eisenhower East site;
- Proximity to office centers in Arlington and Washington, DC by either transit or automobile;
- Proximity to the Ronald Reagan Washington National Airport;
- Proximity to the cultural and commercial recreation opportunities found in Old Town Alexandria;
- Potential synergistic benefits associated with a master-planned, mixed-use, pedestrian environment that affords the opportunity to both live and work in Eisenhower East;
- Cost advantages associated with a near-central location that is outside the District of Columbia boundary – realtors indicate that annual operational costs for office buildings are from $4.00 to $7.00 per foot lower in Alexandria than in Washington, DC;

- A proven market location that is proximate to the primary generator of jobs requiring office space, the Federal Government, and satisfies the GSA requirement for contractors to locate within 2,500 feet of a metro station; and

- Potential "spillover" of additional office tenants that are generated by the presence of the Federal Court Building and the PTO offices.

The major weaknesses or deficiencies of Eisenhower East as an office location area as follows:

- Local access via the arterial street system is deficient in a number of important respects due to the historical "spoke" pattern of regional arterial roads focusing on Old Town; the absence of a north-south grid pattern of streets westerly of U.S. 1; and the southerly barrier condition presented by Mill Run and the Capital Beltway. Significant road improvements will be needed to accommodate future traffic generated by both residents and employees, including the widening of Eisenhower Avenue and enhancement of Telegraph Road ingress/egress to the corridor;

- While not a current issue, in the future it will be important to augment the public transit systems serving the immediate Eisenhower East area, such as providing the Metro station with expanded platforms, feeder buses, and improved pedestrian and automobile ingress and egress, as presented within this Plan;

- The proposed urban character of Eisenhower East may not appeal to certain companies that favor the lower-density, stand-alone suburban environment that is provided at locations near Dulles International Airport or in other areas in Fairfax County;

- The proposed limitation on parking to 2.0 spaces per 1,000 gross square feet of office space may not be acceptable to some of the larger space users who prefer the 3.5 to 4.0 space per 1,000 square foot ratios available in suburban locations; and

- The relative scarcity of lower-density residential opportunities to serve senior and junior executives will be considered as a problem by some firms considering the location.

Eisenhower East Office Absorption

Given its strategic position in the Washington, DC metropolitan area, the likely continuation of the federal government as the primary generator of office employment in the region, the completion of the proposed improvements to the regional road system in the immediate vicinity, and the implementation of the Eisenhower East Plan, the City of Alexandria should continue to serve as a prime location for new office development in the region. Accordingly, the City of Alexandria should be able to capture a four to five percent market share of the Washington, DC Regional Market Area office space demand, the equivalent of 250,000 to 350,000 square feet per year, for the next 10 to 15 years in addition to the space that is currently committed for development at PTO. The majority of the future space—between 200,000 and 250,000 square feet annually—should be captured at various Eisenhower East office projects.

Potential Impact of Limiting Office Parking within Eisenhower East

An important consideration in the assessment of the future market potential for office space in Eisenhower East is the recommended restriction of parking in new office developments to an effective ratio of 2.0 parking spaces per 1,000 square feet (SF) of office space for projects located within 1,500 feet of the Eisenhower Avenue Metro Station. A review of this issue revealed the following:

- Empirical studies of office employee parking behavior (see Donald C. Shoup, "An Opportunity to Reduce Minimum Parking Requirements," *APA Journal*, Winter 1995) suggests that employer-paid parking demand is 2.4 spaces per 1,000 square feet, and driver-paid parking demand is 1.8 spaces per 1,000 square feet. Effectively, when the cost of parking is not subsidized by the

community or the employer and passed on to the employee, on balance there is likely to be a significant reduction in net employment-related parking demand;

- Washington, DC restricts parking in office buildings to a standard of 1.66 and Arlington is pushing for a 1.0 standard near metro stations, thus Alexandria is hardly on the "fringe" with respect to this issue;

- While some realtors indicate that some suburban tenants insist upon parking levels at 3.0 or more spaces per 1,000, these users are not likely candidates for the highly-urbanized development that is being proposed for Eisenhower East;

- Discussions with developers and lenders suggested that they did not believe that the parking restriction was a major problem that would potentially constrain new office development programs;

- The recently developed office buildings within Carlyle have been fully leased with similar, and in some cases, lower parking ratios. The parking ratios for office space, based on gross square footage, range from a low of 1.23 spaces per 1,000 square feet to a high of 2.1 per 1,000 square feet. Excluding the Patent and Trademark Offices, which has a 1.56 per 1,000 square foot ratio, the average ratio of all other office buildings in Carlyle is 1.77 spaces;

- On the major sites, there do exist higher ratios of parking supporting the current uses. This existing parking will aid in accommodating potential interim parking needs during the transition to the full urbanization of the area when parking demands are reduced; and

- Finally, the implementation of a comprehensive transportation demand management plan involving transit and other movement systems should be able to mitigate any short-term stresses created by the 2.0 spaces/1,000 SF standard in Eisenhower East.

Summary of Market Potential for Office Space in Eisenhower East

Given its strategic position in the Washington, DC metropolitan area, the continuation of the federal government as a primary generator of office employment in the region and the completion of the proposed improvements to the regional road system in the immediate vicinity of Eisenhower East, the City of Alexandria should continue to serve as a prime location for new office development in the region. Its market "niche" is well established, as a location that is close to the center of the Washington, DC metropolitan area, is highly desirable in terms of operational costs, and is easily accessible by automobile and transit to a large labor pool.

Accordingly, the City of Alexandria should be able to continue to capture a four to five percent market share of the Washington, DC Regional Market Area demand or from 250,000 to 350,000 square feet per year for the next 10 to 15 years in addition to the space that is currently committed for development at PTO. The majority of that space – perhaps 200,000 to 250,000 square feet – should be capturable at Eisenhower East locations.

In order to achieve this level of market penetration it will be necessary for the City to ensure that developers provide the amenities and conveniences that are commonly associated with a highly urbanized location. In addition to providing office space, the developments should offer a range of nearby residential choices that encourage a "live-work" life style and a range of shopping and entertainment experiences that are accessible on a pedestrian basis. The type of "town center" that could serve as an important "anchor" attraction for future office space is reviewed below in the analysis of retail development potentials.

Figure 3-1 Primary Market Area

Retail Market Potential

The retail analysis considered two types of retail development opportunity in the planning area:

- The market potential for a "town center" retail experience offering a diverse mix of retail, restaurant, and services uses that serves the larger regional population; and
- The market potential for convenience retail and service activities that provide for the immediate needs of residents, employees, and visitors located in the Eisenhower East planning area.

Primary and Secondary Market Areas

Market areas for a potential "town center" type of retail development have been derived from: (1) application of appropriate geographic and mileage standards for town centers and urban entertainment/ retail complexes determined from patronage at comparable developments; and (2) direct observation of current customer visitation patterns to the existing cinema complex within the planning area.

Using these sources, the PRIMARY MARKET AREA (PMA) for the proposed town center includes the City of Alexandria and a "pac-man" shaped configuration that extends for a 10-mile radius in the westerly, southerly, and easterly directions from the existing Hoffman cinema complex site (see Figure 3-1, Primary Market Area). The SECONDARY MARKET AREA (SMA) includes Arlington County; District of Columbia; Prince William County, Virginia; and portions of Fairfax County, Virginia and Prince George's County, Maryland that lie more than 10 miles from the existing cinema complex site.

These market area definitions reflect that: (1) the Capital Beltway is a significant determinant of the shape of the PMA by providing access for Prince George's County residents to the site; (2) despite their relative proximity to Alexandria, Arlington residents utilize entertainment/retail opportunities locally, in Washington, DC and northern Maryland (Bethesda) rather than travel southerly to Alexandria; and (3) residents in southern Fairfax County and Prince William County tend to gravitate toward the metropolitan center for entertainment /retail activities and can be "intercepted" at the Eisenhower East location.

The Primary Market Area (PMA) for the Eisenhower East town center is currently estimated at 761,100 persons. The PMA is growing at a rate of 1.1% per year, and by 2007 should exceed 804,000 persons. About 18% of the PMA population, or 133,100 persons, reside within the City of Alexandria. In terms of per capita incomes, the PMA's current average is estimated at $37,144. The PMA is dominated by the City of Alexandria, where average per capita incomes are currently estimated at $46,613. By 2007, average annual per capita

incomes for PMA residents should approach $40,000. Aggregate retail spending by PMA residents should approach $9.6 billion in 2002 and $11.0 billion in 2007.

While SMA residents have lower per capita incomes ($36,513) than PMA residents, their retail spending should approach $35 billion by 2007. A SMA typically contributes from 15% to 20% of the potential market support to a major urban center.

	2002	2007
Baseline Scenario	210,669	241,992
Optimistic Scenario	356,409	408,338

Source:
Whitney & Whitney

Table 3-1 Supportable Retail Space at Eisenhower East Town Center - PMA and SMA Residents

Retail Sales Market Capture Rates

Two sets of retail sales market capture rates were developed in the analysis of market support generated by PMA and SMA residents: a "baseline" capture rate and an "optimistic" capture rate, with the latter representing the market potential if a major retail developer were introduced to the Eisenhower East development program. Application of the sales capture rates to retail categories considered appropriate for a town center produces a retail sales capture projection for the proposed Eisenhower East town center of $80.9 million in 2002 and $92.9 million in 2007 with the Baseline Scenario; under the Optimistic Scenario the capture projection is $130.3 million in 2002 and $149.3 million in 2007.

		2002	2007	2012	2017	2022
Shopper Goods		114,856	151,529	166,357	178,714	190,429
Eating and Drinking		38,170	75,063	98,472	117,980	136,474
Convenience Goods		38,492	66,065	82,373	95,963	108,846
	Total Retail	191, 518	292,657	347,203	392,657	435,749
Services	10.00%	19,152	29,266	34,720	39,266	43,575
	Grand Total	210,670	321,923	381,923	431,923	479,324

Source:
Whitney & Whitney

Table 3-2 Baseline Forecast: Supportable Space in Square Feet

	2002	2007	2012	2017	2022
Shopper Goods	219,876	271,568	286,396	298,753	310,468
Eating and Drinking	61,436	101,424	124,833	144,341	162,835
Convenience Goods	42,696	70,951	87,259	100,849	113,732
Total Retail	324,008	443,943	498,489	543,943	587,035
Services 10.00%	32,401	44,394	49,849	54,394	58,704
Grand Total	356,409	488,338	548,338	598,338	645,739

Source:
Whitney & Whitney

Table 3-3 Optimistic Forecast: Supportable Space in Square Feet

Table 3-1 summarizes the potential supportable retail space in Eisenhower East from existing PMA and SMA residents under the Baseline and Optimistic Scenario assumption structures for the periods 2002 and 2007. The projections indicate that there is potential market support for a town center with between 200,000 and 300,000 square feet of retail space from the existing and projected PMA and SMA resident market before consideration of the additional demand that will be generated by the build-out of the Eisenhower East master plan.

Visitors

Based upon current approval status and best estimates of future entitlements, Eisenhower East could ultimately be developed with over 17 million square feet of residential, office, retail, hotel and related space. In turn, with this magnitude of development the Corridor will generate three major sources of new retail demand: (1) the resident population, projected at more than 11,000 persons at build-out and allowing for a 4.8% vacancy rate; (2) an anticipated work force projected at approximately 32,000 employees at build-out, with a vacancy allowance in office space at 10%; and (3) visitors to the Corridor hotels, projected to represent about 455,000 visitor days at build-out. After consideration of their likely retail expenditures, at full build-out locally generated demand should support an additional 237,400 square feet of retail space within Eisenhower East.

Regional market support is combined with local market support to produce a summary supportable retail space projection under both the Baseline and Optimistic scenarios. Per the more conservative Baseline forecast, the current 2002 demand for retail space in the Eisenhower Corridor master plan area is projected at 210,700 square feet; this increases over the 20-year forecast period to 479,200 square feet, distributed by major retail space category as described in Table 3-2.

Under the Optimistic projection, the total supportable retail space is projected currently projected at 356,000 square feet, and this amount increases to over 645,700 square feet at build-out (see Table 3-3).

As an overall planning parameter, the master plan allocation of almost 600,000 square feet of retail space for Eisenhower East lies between the Baseline projection of 496,300 square feet and the Optimistic projection of 662,700 square feet

that were considered sustainable at build-out from the combined regional and local sources of demand. While slightly aggressive, this scale is consistent with the larger objective of developing a major town center that would serve as a focal point for the region, and it also compares favorably in size with emerging entertainment/retail destinations that are occurring throughout the United States such as the Spectrum in Irvine, California and new facilities found in central Bethesda, Maryland.

Retail Space Allocations

The retail space allocations in Table 3-4 are recommended for the Eisenhower East master plan area, based upon current proposed development program. (See Figure 3-2 for block numbers.)

It should be recognized that the presence of an excellent market opportunity for the development of a major town center with 400,000+/- square feet of retail/entertainment uses and the amount of

Location	Total Square Feet
1. Hoffman Properties, Mill Race and Metro Station Environs: Blocks 6, 7, 8, 9, 10, 12, 13, 14	250,000-300,000
2. Hoffman Properties, Blocks 4, 5	50,000-80,000
3. Eisenhower Avenue Boulevard Retail, Blocks 18, 22, 23, 24	50,000
4. Carlyle Properties, North of Eisenhower	80,000
5. Properties South of Eisenhower, East of Elizabeth Lane	30,000-40,000
6. Whole Foods Market, Duke Street	50,000
Grand Total	510,000-600.000

Source:
Whitney & Whitney

Table 3-4 Retail Space Allocations

Figure 3-2 Block Number Key

new office space does not in itself guarantee a successful development. While the master plan outlines an excellent set of guidelines for future developers to follow, it is important to recognize that proactive public leadership will be required in the following areas:

- Planning of the town center in order to ensure that core activities are provided that serve community needs and provide maximum convenience;
- Planning of public spaces as part of the town center and the urban boulevard experience;
- Utilizing economic incentives in order to guarantee a balanced, mixed use live-work community; and
- Developing adequate infrastructure and careful management of the transportation system, including the integration of public transit systems, existing Metro facility and parking for the town center to ensure public access and convenience.

Market Summary

The market analysis indicates that there is sufficient market potential to accommodate the general office parameters outlined in the Plan over the 20-year plan horizon, and the on-going market for housing in the Alexandria area fulfills the needs residential needs of the Plan. Of particular interest is the strong potential for retail and entertainment uses, first to establish a town center with a regional draw and a neighborhood or convenience center to meet the everyday needs of the workers and residents of Eisenhower East. The market analysis indicates that the involvement of an experienced retail developer in the planning and development of the town center would enhance the scope, scale, and economic potential of the important retail/entertainment component.

Supported by market forces, the City has a unique opportunity to guide and manage new development in Eisenhower East towards the creation of an exciting and inviting urban place that benefits the entire community.

4
LAND USE AND CIRCULATION

The Eisenhower East study area is located along Alexandria's southern boundary immediately south of the King Street Metro station and centered on the Eisenhower Avenue Metro station. The existing circulation and development pattern in Eisenhower East is mixed. A major east-west vehicle route, Eisenhower Avenue, links the area to the rest of the Eisenhower Valley over Telegraph Road, serves the Metro, and connects the east and west ends of the study area.

The northeast quadrant of the Eisenhower East study area includes the planned Carlyle development, with its new grid of streets that roughly match the dimensions of the blocks found in portions of Alexandria's Old Town. The grid within Carlyle extends from Duke Street, a major urban arterial on the north, southward to Eisenhower Avenue, with east-west streets completing the grid. With the exception of Eisenhower Avenue, the balance of the study area currently lacks an appropriate number of public streets (See Figure 4-1, Existing Street System) to create an effective urban grid to facilitate pedestrian circulation and provide alternative routes and turning opportunities for the automobile.

The current street pattern exists because the ownership pattern of the undeveloped property is configured in large, suburban-style parcels with relatively few property owners. Historically, the area was marshland and was not integrated with the balance of the City. At one time, this area was considered a suburb of the urban areas of

Alexandria, especially Old Town. The development pattern consisted of large, suburban-style buildings surrounded by parking or parking provided in large free-standing parking garages—a typical development pattern found in suburban America.

The vision for Eisenhower East is for a dynamic urban mixed-use community within the City of Alexandria. The intent is to create a true "urban village," which focuses on encouraging alternatives to the automobile to create a quality Alexandria neighborhood incorporating living, working, shopping, and entertainment. The key to creating a vibrant urban center is maximizing the potential of the existing Eisenhower Avenue Metro station. The Eisenhower East Plan calls for the extension of the existing Metro station platform northward over Eisenhower Avenue to provide a direct pedestrian connection from the existing station location to the north side of Eisenhower Avenue.

The Plan maximizes the use of the station and the Metro system by enhancing the pedestrian access to the station, providing coordinated shuttle transit service, facilitating connections to Metro with the city-wide DASH transit system, providing a mix of land uses to extend the active hours and days of use, and encouraging greater ridership through incentives provided by a transportation management district.

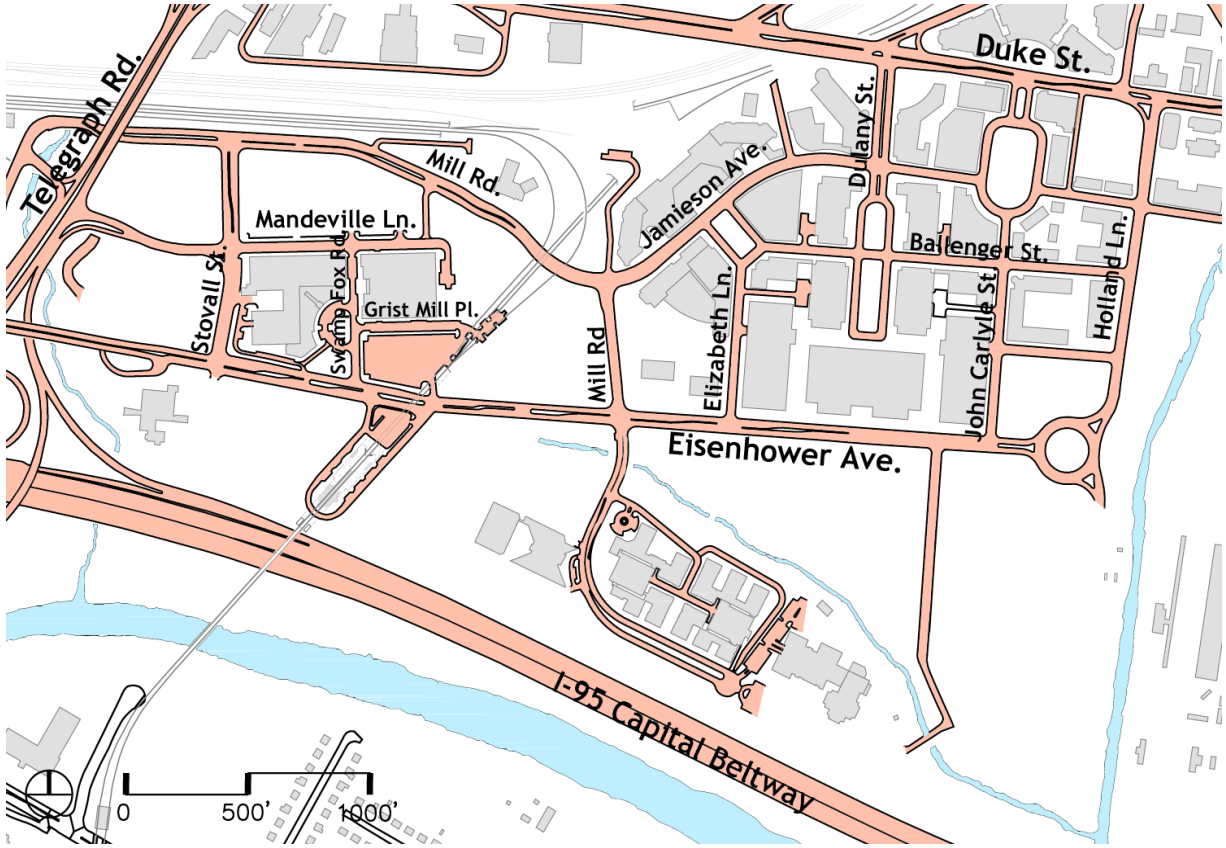


Figure 4-1 Existing Street System

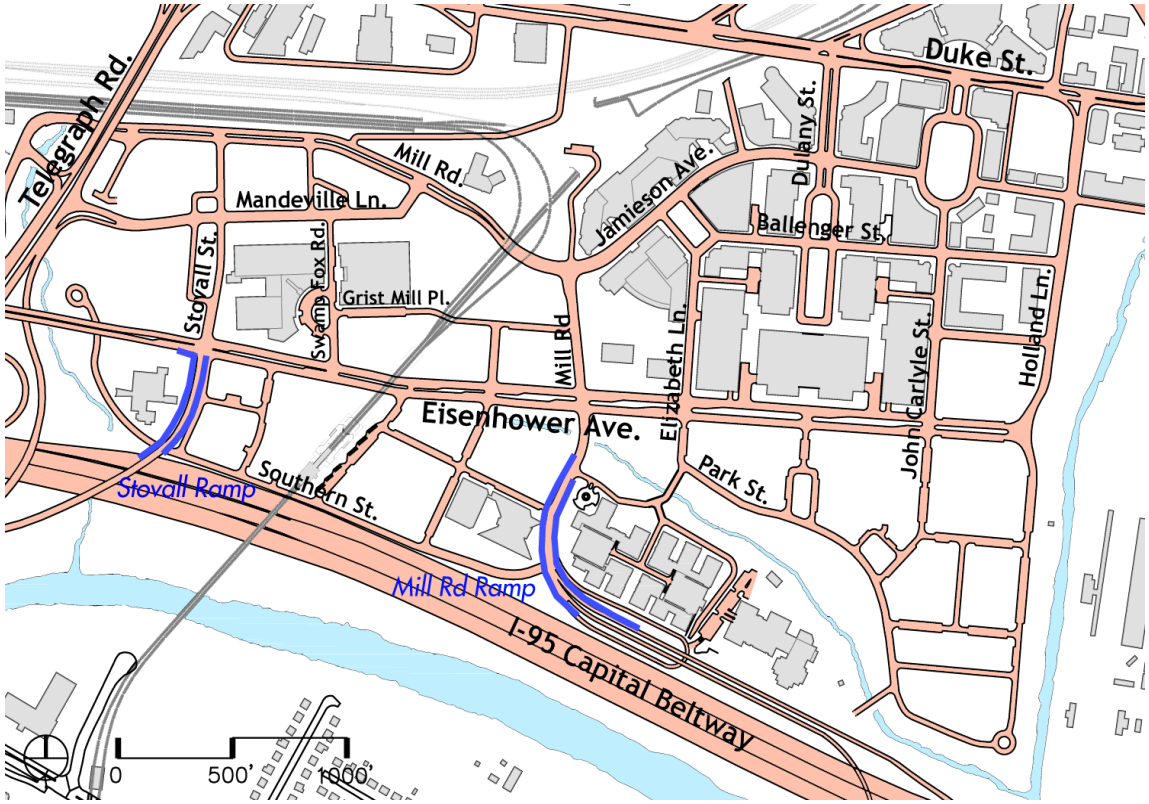


Figure 4-2 New Street Pattern

Eisenhower Avenue

The Eisenhower East Plan calls for Eisenhower Avenue to become a major urban boulevard. The vision is for a proud, landscaped urban boulevard with wide landscaped sidewalks and a thirty-foot-wide landscaped median. (See Figure 4-3, View West Along Eisenhower Avenue on the following page.) The road section will accommodate three lanes of traffic in each direction with the curb lanes accommodating parallel parking. (See the Transportation chapter for further discussion of on-street parking.)

Single left-turn harbors and pedestrian crossings with special paving are provided at each break in the median; however, sufficient width exists in the median to provide two left turn lanes from Eisenhower Avenue to Mill Road and the Capital Beltway ramps if the alternative Elizabeth Lane extension is not constructed (see later discussion). The intent is to create a beautiful urban boulevard where the pedestrian will feel equally at home with the vehicles.

Eisenhower Avenue (See Figure 4-2, New Street Pattern) accommodates both local and through-city traffic. The new boulevard will distribute through-city traffic from the Capital Beltway via new express ramps. These new ramps, which land on the extension of Mill Road, will provide ingress and egress from the express lanes that serve Maryland and Washington, DC origins and destinations on the east side of the river. A future ramp is also

projected at Stovall Street from the Capital Beltway to serve Alexandria and the Eisenhower Valley area.

The Urban Street Grid

The Eisenhower East Plan extends the urban street grid concept of roadways and sidewalks established in Carlyle through the balance of the area (See Figure 4-2). The urban roadway grid establishes development blocks approximating the size of those found in the original plan for Carlyle and Old Town. Early in the planning process, many concerns were raised about the ability for Eisenhower Avenue to carry the projected through and local traffic as a stand alone arterial.

Strategies were explored for reducing the number of vehicle trips and facilitating the movement of vehicles. Establishing an interconnected urban grid of streets was considered paramount for mitigating potential impacts and managing traffic in Eisenhower East.

The blocks created with the grid network establish the framework for a quality street environment, which in turn creates a handsome landscaped pedestrian streetscape with retail frontage where appropriate. The intent is to pattern the streetscape after the primary streets in Old Town. The streets will have generous sidewalks paved with brick, pedestrian scaled street furniture, and classic street lighting.

The grid pattern of streets establishes east-west and north-south circulation. The east-west streets

Figure 4-3 View West Along Eisenhower Avenue

within the grid supplement Eisenhower Avenue in peak hours when greater capacity is needed. The street grid provides alternative routes and provides supplemental locations to accommodate turning movements that slow traffic flow in peak hour conditions.

The Grid Pattern West of Mill Road

The Eisenhower East Plan calls for three primary east-west streets in the western portion of the study area. Mill Road from its intersection with Jamieson Street turns westward and follows along the northern boundary of the Hoffman property and under Telegraph Road, with alternative connections back to Eisenhower Avenue and to Telegraph Road. The existing private Grist Mill Road that exists on the south side of the AMC theater complex is extended eastward under the Metro tracks and through the recently approved Mill Race development to Mill Road.

On the south edge of the Hoffman parcel, a new southern boundary road connects through the ATA property to Mill Road on the east and extends to the west across Stovall Street (or in the future under the Stovall ramps) and then turns northward and passes under Eisenhower Avenue where it is known as Taylor Drive which ends in a cul-de-sac.

A key component of the grid is the northward extension of Swamp Fox Road which lies between the Hoffman One office building and the AMC theater building. This street is currently closed to through vehicular traffic to meet Department of Defense (DOD) security requirements that require vehicle "stand-off" distances from DOD-occupied buildings.

The intent of the Plan is to "harden" the east end of the Hoffman One building, which would obviate the need for a standoff setback along Swamp Fox Road. Swamp Fox would then be extended northward, around a small park that visually terminates Swamp Fox, to meet Mill Road at the north end of the Hoffman properties. Also key to completing the grid is Mandeville Lane that lies on the north side of the Hoffman One Building.

To provide security setbacks for the Hoffman One building, the existing roadway is offset to the north, providing the required standoff distance from the roadway to the building. The street is then extended eastward to intersect with Mill Road. The space created by the standoff distance is in-filled by retail at street level.

The Grid Pattern East of Mill Road

North of Eisenhower Avenue the grid is established by the roadway pattern of Carlyle. An extension of Elizabeth Lane southward to Mill Road is proposed to add capacity for left hand turns from Eisenhower Avenue to Mill Road, and conversely, right turns from Mill Road to Eisenhower Avenue.

South of Eisenhower Avenue, Hooff's Run Drive is vacated and replaced by the extension of John Carlyle Street southward, terminating in South Carlyle Square and connecting around the square to a new roadway, Park Road – that generally runs east and west – and parallels a resource protection area and new park. Dulany Street is also extended from Eisenhower Avenue to the park, and provides a visual extension of Dulany Gardens within the PTO complex to the new park along Mill Run. Additional east-west and north-south streets are created south of Eisenhower Avenue to establish circulation and access, as well as, reasonable development blocks.

The land in the southeast corner of the Eisenhower East Study Area is owned by five private parties and the City. The City will coordinate with the property owners to ensure appropriate rights-of-way for the new roadway pattern. The locations of the new roads have been established to facilitate equitable land trades that will create new rights-of-way to accomplish the new street pattern (see Figure 4-4, Land Ownership and New Rights-of-Way.)

An access road crossing Hooff's Run shall be permitted. Such a road would be constructed by ASA.

If Blocks 29 and 30 are developed as an expansion of the wastewater treatment facility, the proposed street between Blocks 29 and 30 and the portions of Eisenhower Park Drive and Holland Lane to the west, south and east of Blocks 29 and 30 shall not be required to be constructed or dedicated to the City for public use. (MPA#2007-0004, Ord. #4528 3/15/08)

Land Use Element

Land Use/Circulation Strategy

To accomplish the vision for Eisenhower East as a dynamic urban community within the City of Alexandria, the Eisenhower East Plan creates a true mixed-use neighborhood with a balance between jobs and housing at a density that will support and be served by a multi-modal transit system.

Retail and service commercial facilities are added to the land-use mix to ensure the presence of support facilities and to establish a pedestrian-friendly neighborhood that is active and vital 16 hours a day/ 7 days per week. An integrated system of pedestrian streetscapes, squares, plazas, and open space/parks provide a necklace of green throughout the area and green "urban jewels" to enrich the lives of the residents, workers and shoppers.

Key also to creating a quality living and working environment is the need to reduce the amount of traffic that potentially could be developed in the area given the existing zoning and the need to accommodate unrelated through traffic. A series of traffic mitigation strategies were analyzed, and it was determined that within the Eisenhower East study area, the Plan could reduce the negative impacts of traffic and enhance the quality of life through seven key strategies:

- Create an urban grid of interconnected streets;
- Concentrate the greatest development density within 1500 feet of the Metro station;

Figure 4-4 Land Ownership and New Rights-of-Way

- Achieve a balance between jobs and housing commensurate with the ability to maintaining appropriate revenues to serve the needs of the City and the neighborhood;
- Provide a modest reduction in development intensity;
- Create a pedestrian-friendly community with retail/commercial services and entertainment that obviates the need for short internal trips and extends the activity of the neighborhood over a 16 hour per day /seven day per week period;
- Optimize the amount of joint use parking and minimize the overall amount of parking; and
- Maximize the use of the transit facilities by implementing a district wide Transportation Management Program.

The following outlines how the Plan responds to the seven strategies:

Urban Roadway Grid Strategy

The urban grid, outlined above, creates the framework of development blocks for the location of land uses within Eisenhower East. The grid substantially reduces traffic congestion by providing alternative routes and turning options, and in addition, creates a sense of "openness" throughout the neighborhood.

The grid provides connectivity and creates pedestrian options, and provides opportunities for vistas, landmarks, and visual corridors for important buildings. The new block pattern enhances the development potential by providing "development ready" sites of a size appropriate for new urban development. Lastly, the secondary streets provide for the location of service entries and ingress and egress from parking structures.

Land Use Location Strategy

The Eisenhower East Plan capitalizes upon the public investment in the Eisenhower Avenue Metro Station and the potential to create a transit village at a development intensity that would not be able to be attained within a community served only by the automobile. A number of studies have shown that office and residential uses within a tight perimeter of major transit stations generate significant increases in transit use.

The studies show that a significant percentage of the daily office trips within 1500 feet of a major transit station are by transit. The use of the automobile is diminished, resulting in a reduction in the need for street capacity and parking. Similar studies have shown that residential uses within the 1500-foot radius – and indeed further – provide heavy utilization of transit. Residential uses close to a transit station are valued at least 15% more than a similar residential unit in a non-transit location. An added benefit is that the residential uses near a transit station use the transit for a longer period of the day (as opposed to heavy use only in the peak hour for office use) and during all seven days of the week. The Eisenhower East Plan locates the highest office and residential densities within a 1500-foot radius of the Eisenhower Avenue Metro Station. In fact, of all of the planned new development, 73% of the office area, 66% of the residential and 82% of the retail/entertainment uses are located within 1500 feet of the Metro.

Land Use Balance Strategy

To create a dynamic day and nighttime community, the Eisenhower East Plan calls for a balance of office, residential, hotel, and retail/entertainment uses. Traffic studies early in the planning process indicated that the balance of residential and office use (sometimes known as the jobs/housing balance) has more effect upon traffic impacts than other factors such as location of uses or reduction in the intensity of the overall development.

Based upon these studies, the Eisenhower East Plan calls for providing residential accommodations for approximately one resident for every two jobs. Assuming an average of 3.5 to 3.75 employees for each 1,000 SF of office and 1.8 to 2.0 residents for each 1,000 GSF of residential development, an equal balance between the area of office and residential results in approximately two jobs for every resident; therefore, the Plan calls for the distribution of the gross square feet of new residential and office uses on a 50/50 basis. This balance is consistent with the goal of reducing trip generation and traffic, development economics and economic benefit to the City.

Land Use Intensity

In addition to the requirements to balance the land uses between office and residential, it was determined through the planning process that to achieve the desired reduction in traffic impacts, some modest reduction in overall development

intensity (from existing maximum zoning) should be incorporated into the Plan.

Several alternatives were considered. The most straightforward and equitable approach found was to base the allowable building floor areas on gross square feet rather than net square feet. This Plan requirement, in addition to creating a modest reduction in allowable area and providing more certainty in the actual size of buildings, will result in better buildings because the incentive to construct occupiable floor area with ceilings heights less than 7'6" would be eliminated.

Retail/Commercial Strategy

The Eisenhower East Plan incorporates a regional serving retail/entertainment complex and a neighborhood serving area to provide for the needs of the workforce and residents of Eisenhower East. These facilities provide the necessary retail, restaurant, entertainment, and service facilities to lessen the need for trips between Eisenhower East and other areas of the City to fulfill daily needs. A variety of restaurants and services will result in office workers remaining within the neighborhood during the workday.

Parking Strategy

The Eisenhower East Plan parking strategy (see discussion below) optimizes the parking for each of the uses within the planning area and establishes a limitation on the amount of parking to encourage the use of transit and limit the number of single occupancy vehicles on the street.

Transit Strategy

The Plan includes the formation of a district-wide Transportation Management Program (TMP) to ensure a coordinated program of policies and incentives to maximize the utilization of the existing and proposed transit infrastructure in the area.

Impact of the Seven Traffic-Reducing Strategies

Each of the seven key strategies are carefully integrated into the land use and circulation aspects of the Plan. The synergy gained through integrating the seven strategies into one plan results in substantial improvements in the traffic performance. In January of 2003, Wilbur Smith compared the AM and PM peaks traffic flows on Eisenhower Avenue under the Eisenhower East Plan with their earlier study that had determined the traffic flows for maximum development under the current zoning.

The results of this analysis indicated that the Eisenhower East Plan will have 25% fewer trips in the PM peak hour than the build out scenario under the current zoning and 29% fewer trips in the AM peak hour. The overall reduction in average daily traffic (ADT) was 17%. Perhaps of more importance is that the projected performance of the major intersections under the Plan performed extremely well. Below is the projected level of 2020 Build-out Peak Hour Levels of Service at major intersections located within the Eisenhower East study area. (See Table 4-1.)
The comprehensive traffic analysis also showed improvement to the level of performance for intersections located outside of the study area, including:

AM Peak Hour:
- Duke Street & Taylor Run Parkway: Level C to B
- Duke Street & Diagonal Road:* Level F to E
- Duke Street & Holland Lane:* Level F to E
- Eisenhower Avenue and Mill Road Extended:* Level F to B

PM Peak Hour:
- Duke Street & Taylor Run Parkway: Level F to D
- Eisenhower Avenue and Mill Road Extended:* Level F to C

	AM Peak	PM Peak
Eisenhower and Mill Road Extension	Level B	Level C
Eisenhower and Stovall Street	Level D	Level C
Eisenhower and Swamp Fox Road	Level B	Level D
Eisenhower and John Carlyle Street	Level B	Level C
Eisenhower and Holland Lane	Level A	Level A

Table 4-1 Projected 2020 Build-out Peak Hour Levels of Service

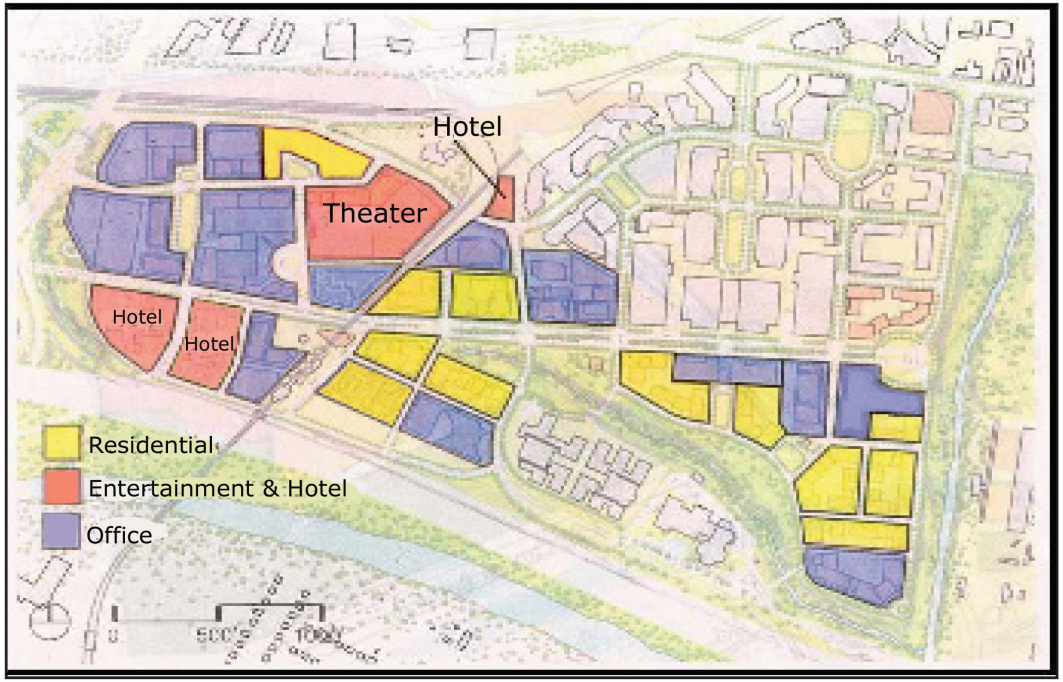


Figure 4-5 Land Use

(*Without the Plan, these intersections are projected to operate at failing levels.)

While traffic reductions resulting from the Plan occurred at the other Duke Street intersections, at Callahan Drive, John Carlyle Street, and Reinker's Lane, these intersections continue to operate at over-capacity in the 2020 Buildout Year.
The traffic analysis explored potential impacts (using ADTs) to the local neighborhoods north of Duke Street. This evaluation included the six streets west of Telegraph Road (Taylor Run Parkway, Cambridge Road, Yale Drive, Quaker Lane, Fort Williams Parkway, and Janneys Lane) and two streets east of Telegraph (Russell Road and Eisenhower Avenue). All showed a reduction in the amount of traffic generated from Eisenhower East under the Plan. Overall, projected traffic reductions (in ADTs) of 17-18% are anticipated along these streets with the implementation of the seven strategies integral to the Plan.

Land Use Concept

Land Use and Development Allocations

Figure 4-5, Land Use, indicates the location of the primary uses on each block. The Land Use Plan and the following Development Controls (that will be incorporated into the revised and new CDD zones) indicate the intended primary land use of the block, required location for ground level retail, the allowable gross building square footage for the block, the maximum height of the building base, and the suggested locations and maximum height of tower buildings.

While the Land Use Plan indicates the "primary" use for the block, the Plan encourages a mix of uses on each block and includes provision for the transfer of the primary use from one block to another within an individual CDD.

The optimum location of land uses was established following an analysis of the proximity to the Metro, proximity to major roadways, adjacency to parks and open space, distance from noise, and other environmental hazards.

The allowable gross development for each block was determined following an analysis of the maximum square footage allowed with all incentives taken into consideration (including converting net areas to gross areas) under current zoning, a factor for above grade parking, the ability of the site to accommodate the development, the distance to transit, the appropriateness for large or tall buildings and the balance between the land uses. The Plan is predicated on modifying the King Street/Eisenhower

Avenue Metro Station Small Area Plan to incorporate the provisions of the new Eisenhower East Plan.

The Plan recommends modification to the boundaries of the existing CDD 1 and CDD 2 zones and the creation of a new CDD 11 to incorporate the land south of Eisenhower Avenue and east of Mill Road. Design Guidelines for each block to achieve the vision of a quality urban neighborhood will be developed by the Department of Planning and Zoning and adopted by the Planning Commission.

Figure 4-6, Existing Zoning Boundaries, indicates the location of the existing zoning in the planning area and Figure 4-7, Proposed CDD Boundaries, indicates the properties to be included within the CDDs under the Plan, including the revisions to CDD 2 and the location of the new CDD 11. The zoning of the properties located outside the proposed CDD boundaries will retain their existing zoning under the Plan. The Plan recommends the location of the principal land use using a block-by-block approach that is based on the desired and appropriate location to achieve the vision and objectives for the Eisenhower East community. It is important to maintain a balance of the new residential and office uses to sustain the retail uses and the overall livability of the neighborhood, in addition to the traffic reductions that come from a balanced distribution of the office and residential uses. Maintenance of a 50% office/50% residential balance is desirable.
However, market conditions will likely affect

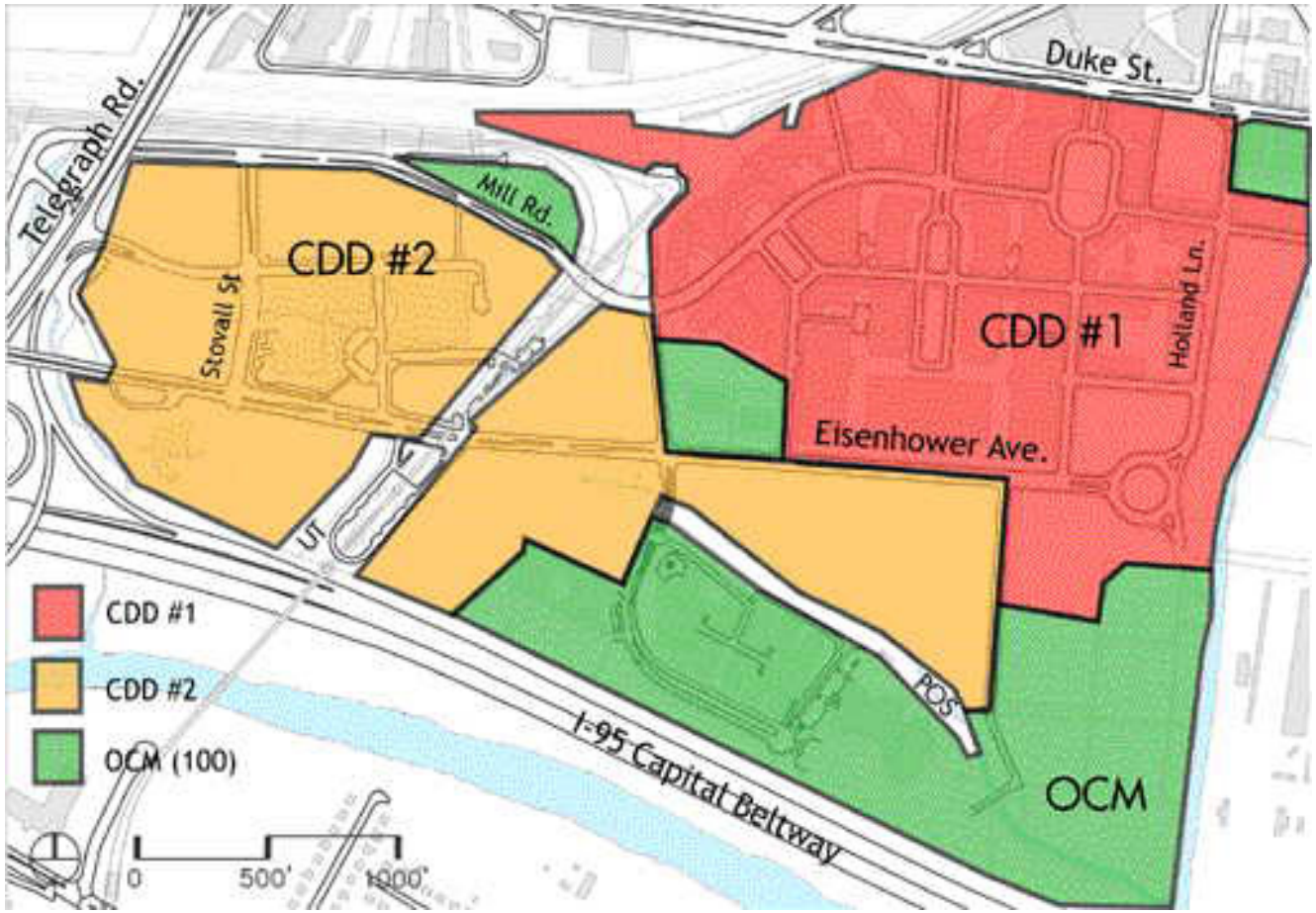


Figure 4-6 Existing Zoning Boundaries

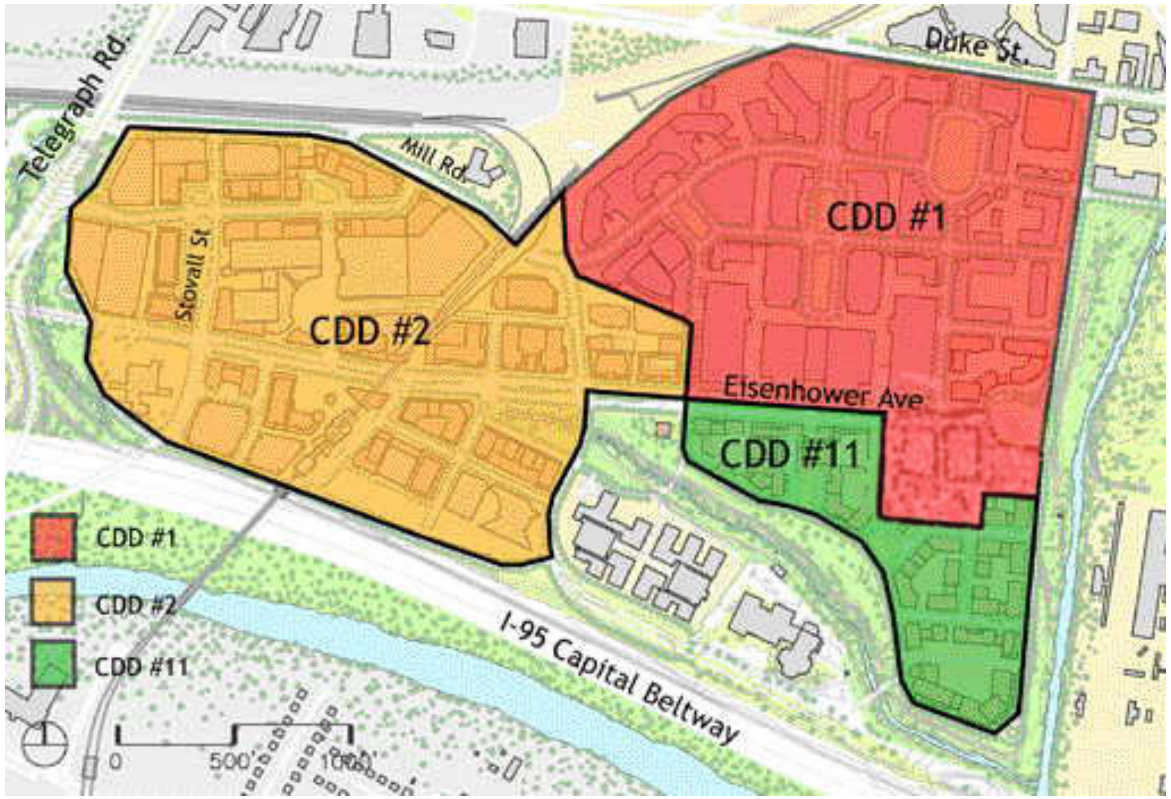


Figure 4-7 Proposed CDD Boundaries

the timing of new construction, and flexibility is incorporated within the Plan to shift the principal land use from one block to another. Change in the primary use of the property (e.g., from residential to office or vice versa) may be permitted during the development approval process, provided that the overall 50/50 balance is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan.

A change of use that results in the transfer of an equal amount of square footage from one parcel to another may be done administratively. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan.

Figure 4-8, Block Numbers, indicates the block designations used in the Plan. Figures 4-9 and 4-10, Development Controls for CDDs 2 and 11, outline the primary use, the allowable gross square footage (AGSF), the maximum building height, retail area, and the other general development controls for each of the undeveloped or partially developed blocks within each proposed CDD.

The allowable gross floor area for each block includes a factor to accommodate the above-grade parking that cannot be incorporated in two levels of underground parking. The methodology for calculating the AGSF is outlined in Parking Strategy.

Retail Centers

The City commissioned a market study by a national real estate economist to assess the potential for retail within the Eisenhower East study area (see discussion above - Real Estate Market Context). The results of the study indicate that, given the proposed scale and development intensity of Eisenhower East, the central location of the Metro and the potential for a regional draw with the existing and potential entertainment venues, there is a market for a regional serving retail/entertainment center focused on the Metro and contained within the Hoffman Town Center, as well as a neighborhood serving convenience retail center at the east end of the study area south of Eisenhower Avenue and located on the extension of John Carlyle Street.

Figure 4-11 indicates the primary concentrations of retail/entertainment uses and the general street frontages where ground floor retail must be located.

The Plan envisions retail/entertainment uses as an integral part of the development of Eisenhower East. The intent is to create carefully planned retail centers integrated into the other uses to create the desired vibrant mixed-use community.

The retail and entertainment uses must be carefully planned to create a modern, cohesive urban retail environment, rather than just accommodating retail in the ground floor of buildings along street frontages. Several quality retail environments have

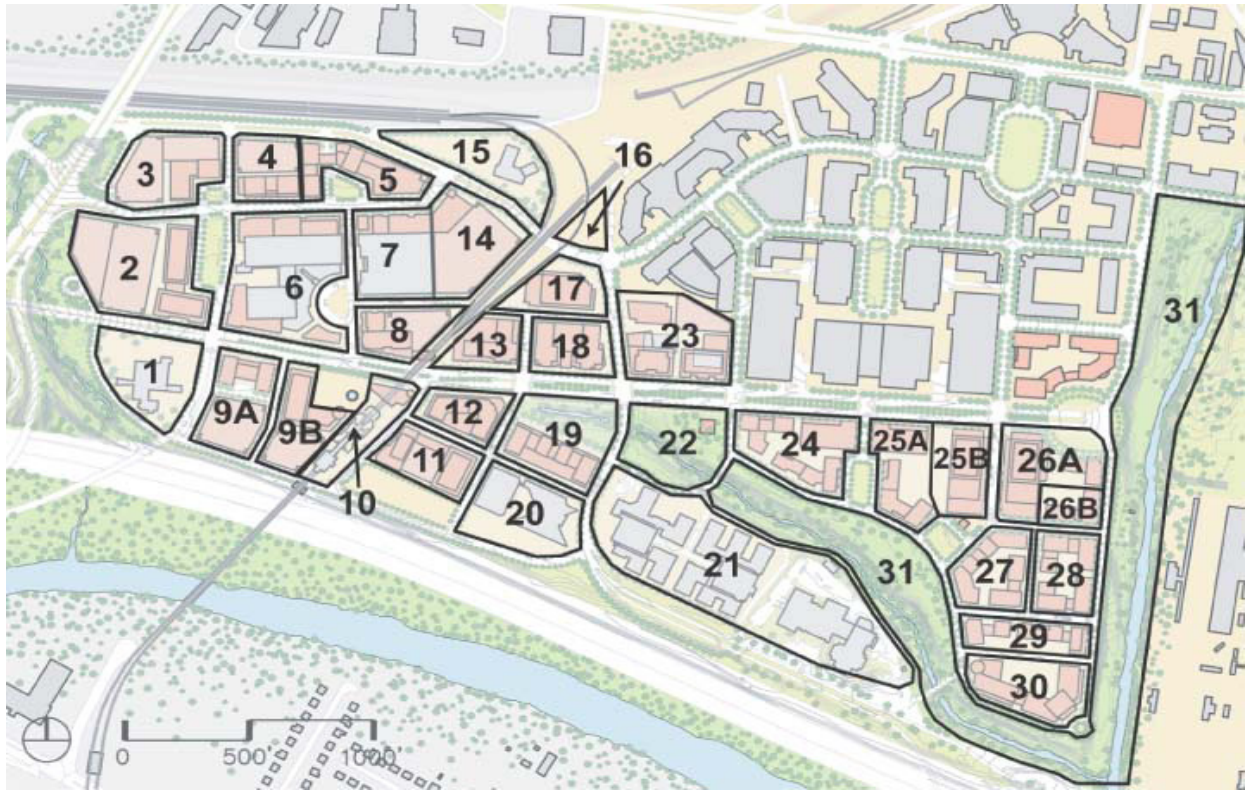


Figure 4-8 Block Numbers

Property Name/Owner	Block	Net Development Site Area*	Principal Use	Allowable Gross Floor Area	Building Height (Stories)	Maximum Tower Height (in feet)	Ground Floor Retail**
Holiday Inn	1	179,119	Hotel	101,000	10-15	150	
Hoffman	2****	168,400	Office	351,959	10-15	210	
West Side Gardens		34,800	Open Space				
Hoffman	3****	98,700	Office	187,873	10-15	210	
Hoffman	4	59,700	Office	685,078	10-15	220	36,950
Hoffman	5	56,400	Residential	329,841	10-15	220	24,050
North Square		10,900	Open Space				
Hoffman	6	195,210	Office	1,036,000	10-15	150	33,500
New Retail	6	-	Retail	50,000	1-2	20-40	50,000
Hoffman	7	105,800	Retail	25,000	1-2	20-40	25,000
Existing Cinema	7	-	Retail	136,000			136,000
Hoffman	8****	59,200	Office	697,417	20-25	250	31,000
Hoffman	9A	82,500	Hotel	551,206	15-20	220	0
Hoffman	9B	74,100	Office	863,142	20-25	250	30,000
Eisenhower Station	9B	21,200	Open Space				
Metro	10	9,700	Retail	8,000	1-2	20-40	8,000
Hoffman	11****	66,600	Residential	626,456	20-35	370	50,000
Hoffman	12****	48,300	Residential	545,762	20-30	339	15,000
Mill Race	13	59,260	Residential	490,000	15-25	250	12,000
Hoffman	14	109,400	Retail	18,000	1-2	20-40	18,000
Approved Parking	14					100	
Andrews	16	20,822	Hotel	127,000	10-15	150	
Mill Race	17	77,540	Office	406,000	15-25	200	4,000
Mill Race	18	76,700	Residential	525,000	15-25	220	14,000
ATA	19	57,800	Residential	395,000	15-25	250	
RPA/Park	19	55,000	Open Space				
ATA	20	77,100	Office	585,000	10-15	220***	
Simpson, Phase 1	23	60,100	Office	98,000	10-15	200	
Simpson, Phase 2	23	92,400	Office	304,000	10-15	200	

Figure 4-9 Development Controls CDD 2

*The net development site area does not reflect surveyed information and is based on best available information. This site area may be adjusted in the actual creation of the block areas.
**Reflects desired location and amounts. Accessory retail may be provided on sites not noted for retail.
*** MPA#2008-0006, Ord No 4617, 9/12/2009; ****MPA#2009-0002, Ord. No 4758, 4/14/2012, *****MPA#2011-0005, Ord No 4758, 4/14/2012

recently been constructed in the Washington, DC Metro area, and Clarendon, Bethesda, and Silver Spring. These models can serve as examples of quality planned retail environments.

Hoffman Town Center

The Eisenhower East Plan includes a major retail entertainment center as an integral part of the Hoffman Town Center. To achieve the maximum synergy between the entertainment and retail facilities and the office and residential uses, the Plan envisions the City working closely with the property owner to create a detailed plan and implementation strategy for a retail center stretching from the Metro station and Metro Square northward along Swamp Fox Road past the AMC theater complex and anchored on the north by a quality new hotel.

The AMC theater complex is key to establishing a retail/entertainment center that will not only serve the residents of Eisenhower East and the City of Alexandria, but will serve the entire region. Studies conducted by the City indicate that already the AMC complex, without the support of additional restaurants and retail, is a regional draw. The theater has attracted more than 1.128 million people in its first year of operation and envisions attracting 1.4 million people in the coming year. As indicated in the figure below, Hoffman Town Center Retail Complex, the Plan envisions that new retail, restaurant and entertainment venues will build outward from the theater complex.

Property Name/Owner	Block	Net Development Site Area*	Principal Use	Allowable Gross Floor Area	Building Height (Stories)	Maximum Tower Height (in feet)	Ground Floor Retail
Park	22	116,000	Open Space				
Hoffman	24	61,100	Office	176,007	10-15	200	
Hoffman	24	48,200	Residential	224,920	10-15	200	
So. Dulany Gardens		15,300	Open Space				
Hoffman	25A	60,400	Residential	175,840	10-15	200	
~~Carlyle Plaza Two~~	~~26A[2]~~	~~93,500~~	~~Office Residential~~	~~755,114 56,056~~	~~10-15~~	~~200~~	
~~Alexandria Sanitation Authority~~	~~26B[2]~~	~~41,000~~	~~Residential~~	~~364,717~~	~~4-8~~	~~100~~	
So. Carlyle Square			Open Space				
Alex Mini-Storage	27	73,300	Residential	293,944	4-8	100	
~~Virgina Concrete~~	~~28[2]~~	~~63,600~~	~~Residential~~	~~211,283~~	~~4-8~~	~~100~~	
Alexandria Sanitation Authority	29[1,2]**	55,500	Utility & Office	60,000[3]	4-8	100	
Alexandria Sanitation Authoriry	30[1,2]**	114,000	Utility	~~512,000~~	10-15	200	
Carlyle Plaza Two	**32[2,6]**	**271,222**	**Office Residential (w/ Hotel option)**	**755,114[5] 632,056**	**5-37**	**375**	[7]

* The net development site area does not reflect surveyed information and is based on best available information. This site area may be adjusted in the actual creation of the block areas.

Figure 4-10 Development Controls CDD 11

[1]The Principal Use for these blocks may also be wastewater treatment facility/Public Utility if approved by a special use permit. The Alexandria Sanitation Authority's development of Block 29 and 30 with utility uses shall incorporate a continuos public amenity space located on the top of any above ground storage tanks and associated mechanical equipment.

[2]It is recognized tha tthese blocks have unique site constraints, includeing documented contaminated soils, deed restrictions prohibitying below grade construction, and adjacency to the ASA site. Due to these constraints and if a significant public benefit is provided, including no less than 4.5 acres of high, quality, integrated public space across Blocks **32** ~~26A, 26B, 28,~~ 29, and 30 with connections to the bike path, then parking for these blocks shall not be included in the Allowable Gross Floor Area.

[3]The square footage allocated for this block is park of the existing square footage on the ASA plant site. It is only permitted in South Carlyle if the administration building is relocated from the existing site to Block 29 only. The relocation of the building is encouraged provided that the building is located along the nothern edge of Block 29.

[4]The B street that separates Block 23B and Block 28 and the eastern portion of the C street between Block 28 and 29 may not be required provided that the redevelopment approvals for these blocks demonstrate that doing so will not have an adverse traffic impact. The A street west and south of Blocks 29 and 30, the B street east of Blocks 29 and 30, and the C street south of Block 29 are no longer required.

[5]~~The City Council may approve a reallocation of the allowable gross floor area between properties, adjustments to the maximum building height, and a conversion of a~~ **A** portion of the ~~residential~~ **office** floor area **may be converted** to hotel uses ~~as part of future amendments to this plan~~ **to be used within Block 32**.

[6] **This new block, which is a consolidation of previous Blocks 26A, 26B, and 28, will be developed as one master planned development per the Carlyle Plaza Design Guidelines and the CDD concept plan. Floor area will be constructed in one office building, with two towers and two residential buildings per the two massing schemes outlined in the Design Guidelines. The height of each building, number of stories, and the variation of heights between building shall comply with the requirements of the Carlyle Plaza Design Guidelines.**

[7]**Retail is not required for these blocks; however, should retail be added, the locations will be consistent with the Carlyle Plaza Design Guidelines and the floor area shall come out of the total floor area for the block.**

Figure 4-11 Retail Locations

A hardscaped public open space on a retail street

Nightlife activity spilling onto the sidewalk along a retail street

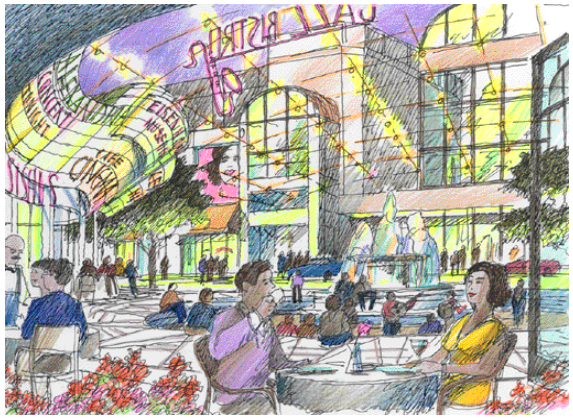


Figure 4-12 View of "Town Center" Looking Towards Cinema

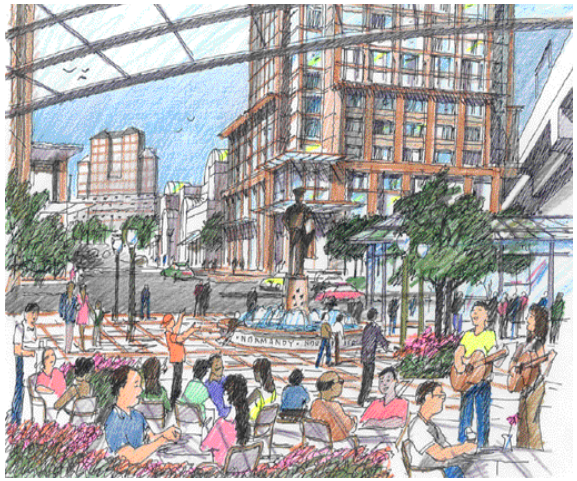


Figure 4-13 View North From Within "Eisenhower Station Square"

New retail buildings will complete the semicircular drive already envisioned in earlier Hoffman proposals, with the center of the semicircle becoming an attractive urban space with outdoor dining and activities as illustrated in Figure 4-12.

The market analysis indicates that Hoffman's planned retail/entertainment center could be developed at a greater density than was considered in the early planning. The target for new retail entertainment at the Hoffman Town Center should range from 300,000 to 400,000 gross square feet (GSF).

The retail will extend northward to Mandeville Lane, where new retail will be located between the Hoffman One building and the new street alignment. To the east of Swamp Fox Road, new retail will be located between the blank north walls of the theater and Mandeville Lane. This new retail matched by retail on the north side of Mandeville Lane will create an active retail frontage for guests who park in the currently approved 2,800+ car parking structure to be located to the north and east of the theater complex. A new urban plaza or small park is located north of Mandeville Lane and on axis with Swamp Fox Road to create a northern terminus to the retail. Key also to the viability of the center is retail extending from the theaters southward to the Metro station.

The Plan envisions a major retail component in Block 8 immediately south of the theaters and fronting on Grist Mill Road, Swamp Fox Road, and Eisenhower Avenue. The retail will extend eastward on the north and south sides of Eisenhower Avenue, with retail space at the ground floor of the Mill Race residential buildings (Blocks 13 & 18) and the new buildings on Block 12.

A new urban plaza, Eisenhower Station Square, in the northeast corner of Block 9 (shown illustrated in Figure 4-13), is faced with retail on two sides and open to the north to the Town Center. New retail is added between the south side of Eisenhower Avenue and the Metro station is revised to facilitate the interface with other transit while surrounding the station with retail.

John Carlyle South Retail Center

A neighborhood retail center is planned for the foot of John Carlyle Street south of Eisenhower Avenue as part of Blocks 25B & 26. As opposed to the Hoffman Town Center, which will focus on entertainment, restaurants, and regional serving retail, the John Carlyle Center is thought to provide for the retail and service needs of the immediate residential neighborhood and Eisenhower East in general.

Alexandria Sanitation Autority

Based on upcoming State and Federal requirements, the Alexandria Sanitation Authority(ASA) facility on the existing 33 acre site will need to expand. The plant expansion is also needed to accommodate the long-term growth of the City. The ASA anticipates that the proposed expansion of

the existing facility will occur within Block 29 and Block 30. While a wastewater treatment facility is permitted with a special use permit in any zone within the City, such a use within Eisenhower East must be designed and constructed in a manner that is consistent with the Plan, applicable special use requirements, and the following:

- To the extent possible, ~~the northern portion of~~ entire the site shall be designed with an active use(s), which could include a ball field (MPA2011-0003&0004, Ord. No 4736, 9/17/2011) building(s), and/or walls to create an appropriate transition to the planned residential uses within Block 27 and Block 28. The building(s) and/or walls shall be designed to be integrated as part of Limerick Street and shall function and/or be architecturally designed to appear as building(s).

- The design of the any future facility shall take into account visibility from the Capital Beltway and associated roadways, adjoining streets, and parkland, and shall include all necessary screening or design elements to minimize the visual impact of such a use, comparable to the existing facility.

- The proposal will not preclude the implementation of Limerick Street, including all sidewalks and appropriate connections as determined by the Directors of P&Z and T&ES. The possible removal and/or relocation of other streets required by the Plan shall be evaluated as part of the special use permit process.

- The proposal shall not preclude or reduce the required area for open space for the Eisenhower Park from development on Block 29 and Block 30. In addition, the design of any future facility within Block 29 and/or Block 30 shall include appropriate screening and/or buffers to minimize impacts to the future Eisenhower Park.

While the expansion of the wastewater treatment facility within Block 29 and/or Block 30 is necessary to accommodate future growth within the City and to comply with applicable State and Federal requirements, it is essential that the design of the facility be done in a manner that is compatible with the adjoining residential blocks, and open space and that it be designed in a manner to fulfill the intent of the Plan to the extent possible.

Parking Strategy

Parking is a significant land use component of any neighborhood and the parking for Eisenhower East has been carefully considered in the Plan. The key is to provide sufficient parking to serve the economic and convenience needs of the neighborhood, while limiting the parking commensurate with a well-planned transit-oriented neighborhood.

Most planning ordinances establish a minimum parking requirement for each land use, which can have the tendency to provide parking in excess of what is necessary and thus increasing the use of the private automobile as the primary mode of travel. To encourage the use of transit the Eisenhower East Plan limits the parking for each land use based upon an analysis of the existing parking in the area, the existing parking program in Carlyle and parking ratios employed in similar transit served areas on the Metro system.

The following are the maximum parking standards for structures located within 1500 feet of the Metro station:

- Office
  - Long-term parking 1.66 cars per 1,000 gross square feet of office
  - Short-term parking .34 cars per 1,000 gross square feet of office
- Residential
  - 1.1 cars/1,000 gross square feet of residential
- Hotel
  - 0.7 spaces/room, plus 1 space for every eight seats for restaurant and conference space
- Retail/Entertainment
  - 2.0 cars/1,000 gross square feet of retail/entertainment

To ensure adequate parking during the initial phases of the retail center development, the maximum retail parking ratio will be increased to 3.0 cars/ 1,000 GSF. This parking ratio will be in effect until such time as 2,000,000 GSF of office (with its attendant parking) exists within 750 feet of the intersection of Swamp Fox Road and Eisenhower Avenue to ensure that adequate joint-use parking is in place to serve the retail. At the time that 2,000,000 GSF of office is in place the parking ratio will effectively be reduced to 2.0 cars/1,000 GSF.

The following are the maximum parking standards for structures located greater than 1500 feet from the Metro station:

- Office
  - Long-term parking 2.25 cars per 1,000 gross square feet of office
  - Short-term parking .25 cars per 1,000 gross square feet of office

- Residential
  - 1.3 cars/1,000 gross square feet of high rise residential
  - 2 cars/townhouse unit

- Retail/Entertainment
  - 3.5 cars/1,000 gross square feet of retail/ entertainment

In the case of residential and retail uses, minimum parking standards are suggested to ensure these uses remain competitive and viable, as follows:

- Residential – 1 space/unit
- Retail - 2 spaces/1000 gross sq. ft.

To ensure adequate access, the implementation of the Plan's parking ratios will require an aggressive Transportation Management Program to reduce the amount of single occupancy vehicle (SOV) use. The Plan seeks to achieve a 43% share in non-SOV office trips as a percent of the total daily trips within 1500 feet of the Metro station. It is believed that this ratio can be achieved for Eisenhower East within the twenty-year full build out horizon of the Plan as the Ballston/Rosslyn corridor is currently achieving a non-SOV trip ratio of 44%. Under the residential parking scenario, the residential non-SOV trip ratio is targeted at a 45% share. The Plan recognizes that the current parking ratios in the area exceed the maximum standards outlined in the Plan; however, the standards closely follow those that were recently proposed by experienced developers for the Mill Race residential/office development and approved by the City.

The Plan allows for a phasing in of the parking standards to accommodate existing development and leases, and to recognize that the area will be urbanizing over time. The following are specific provisions for garages not currently approved:

- New garages built to serve new facilities shall meet the maximum parking standards outlined in the Eisenhower East Plan;

- Existing on-grade parking may be maintained on the balance of the undeveloped land in excess of the maximum parking standards outlined in the Plan.

- Property owners/developers with existing on-site parking, when submitting plans for approval of the first building to be built under the Eisenhower East Plan, shall submit a Parking Plan outlining a phased program to transition from the interim stage (where total structures and on-grade parking may exceed the maximums) to full compliance with the provisions of the Plan. In all cases the parking must be brought into full compliance when 75% of the allowable build-out of the parcels in question occurs.

In addition to the influence of the physical amount of parking on the transportation system, a major concern in the planning of Eisenhower East is the potential visual impact of parking structures on the urban environment. Preliminary applications submitted to the Department of Planning and Zoning prior to start of the Eisenhower East planning process showed parking structures that were more than a block in length and twelve stories in height with ten of the stories above ground.

The mass and visual bulk of those proposed parking structures along with the suburban character of a freestanding building linked directly to a free standing parking structure, created a built environment contrary to the expressed goals of the City for Eisenhower East.

The Eisenhower East Plan analyzed several options to reduce the visual impact of the parking. First, lowering the parking ratio to encourage use of transit and mitigate the traffic has the positive effect of also reducing the visual impact of parking. Secondly, the approach to parking at Carlyle has

[1] Gross Floor Area (GFA) is defined as the sum of all gross horizontal areas under a roof or roofs. These areas are measured from the exterior faces of walls or from the center-line of party walls. Elevator and stair bulkheads, multi-story atriums and similar volumetric construction, not involving floor space are excluded.

resulted in a positive visual urban environment. Carlyle encourages underground parking and requires above ground parking to be screened from major streets by active uses.

The Eisenhower East Plan provides a strong incentive for incorporating at least two levels of underground parking under the entire development block. The Plan recognizes that there is a cost for underground parking above the cost of on-grade parking. Indeed, there is a premium above the cost for open, stand-alone parking structures. However, it is believed that the benefits to the community from changing the physical approach to parking outweigh the long-term costs. The more urbanized communities along the Metro corridors provide prototypes for Eisenhower East. The new development in these areas emphasizes the use of underground parking.

The Plan includes, within the Allowable Gross Floor Area (AGFA)[1] on each block, an allotment for above grade structured parking, as an increase in the allowable floor area otherwise allowed. The above grade parking allotment assumes that two floors of underground parking have been built; the remainder of the parking for the block, calculated by the following formula, has been added to the non-parking active use floor area for the block, to result in the AGFA.

The area of the site is multiplied by a factor of .9 (assumes that 90 percent of the site can be utilized for underground parking); the resulting number is then multiplied by a factor of 2 to account for the two levels of underground parking. The underground parking area is then divided by 375 SF/car to determine the number of cars that can be theoretically accommodated in the two levels of underground parking. This number of cars is then subtracted from the maximum number of cars to be parked for the active uses in the block to determine the number of cars that may be parked above grade. The number of cars allowed to be parked above grade is then multiplied by 350 SF/car to determine the number of SF to be added to the AGFA.

A hierarchy of streets within the Eisenhower East Plan has been identified and each street is designated as either an “A,” ”B,” or “C” streets for the purpose of the Urban Design Guidelines. As indicated in the guidelines, each of the street types requires the above-grade parking to be screened to a different degree. The screening ranges from the “A” type street where active uses are required to screen the parking from the street to a “C” type street where appropriately designed parking structures may abut the street façade and may be located on the ground floor. (See Urban Design chapter.) In all cases, it is expected that all exposed garage faces will have special architectural treatment to ensure that the garage design, materials and scale are integrated and compatible with the primary building.

Under the provisions of the Plan, there is strong incentive for locating at least two levels of the parking under the building block. If the developer/

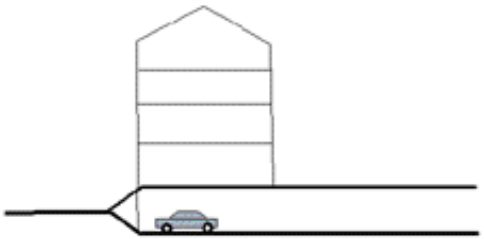


Figure 4-14 CDD 11 Parking Flexibility

property owner intends to include the maximum amount of active use (as identified in the Plan) on the block, the design generally must include two levels of underground parking. However, the Plan offers the incentive for the developer/property owner to build more than two levels underground and utilize the full AGFA for active uses.

However, if the developer proposes a lower parking ratio, the additional AGFA may be used for active use. Conversely, if the developer/owner would prefer, more parking could be located above grade (assuming it meets the screening criteria for the street category), but the additional area of the parking would consume floor area originally conceived for active use. In no case shall the amount of parking on the block exceed the maximum parking ratio as designated in the Plan.

The Plan provides for flexibility to the parking program in limited locations and under strict conditions:

In certain areas with the approval of the Director of

Planning & Zoning, the Department will consider the option of parking located one-half level below grade or on-grade if the parking is completely concealed by the active use, and the resulting building volume is not deemed to be too large for the site. This approach may be appropriate for high density residential in the new CDD 11 area, where sites are constrained. With the approval of the Director, the AGFA would be limited to the allowable active use area –a parking area would then not be included in the AGFA. (See Figure 4-14, CDD 11 Parking Flexibility.)

Due to its limited visibility and the location of the existing Courthouse parking structure, an above grade parking structure may be constructed on the northeast corner of Block 23 abutting the courthouse property where it can be integrated into the slope between the courthouse and the subject property. In the interim, surface parking displaced by this structure may be replaced in the new parking garage, in order to maintain the current parking ratio for the two office buildings on the property. The structure must be architecturally designed with special attention to the Elizabeth Lane façade and constructed of quality materials. The structure should be no more than five levels above grade or exceed the height of 45' to the upper parapet as measured from the sidewalk in the northeast corner of the property adjoining Elizabeth Lane. Lighting shall be controlled so that the light source is not directly visible from the street. With the approval of the Director, the area for this parking structure would not be counted toward the AGFA, provided that the visible portions of the parking structure are architecturally treated in a manner acceptable to the Director of Planning and Zoning.

In Blocks 2 & 3, because of their location along the western perimeter of Eisenhower East and abutting Telegraph Road, the parking for office uses in these two blocks may be located above grade, if the structures are integrated into the slope adjacent to Telegraph Road, architecturally designed with quality materials, and generally screened from Stovall Street by the office buildings. In no case shall the structure have more than five levels above grade or exceed the height of 45' to the upper parapet. Lighting shall be controlled so as the light source is not directly visible from the street. Provided that the visible portions of the parking structures are architecturally treated in a manner acceptable to the Director of Planning and Zoning, the AGFA would be limited to the allowable active use area and the parking area would not be counted toward the AGFA.

Open Space Element

Open Space Concept

The Eisenhower East Plan includes a comprehensive system of integrated conservation areas and passive and active parks and urban squares to meet the needs of the residents and visitors to the area. A major goal of the open space concept is to provide connectivity of green spaces within the Eisenhower East area and with the rest of the City.

Early on in the planning process it was determined that the open space and parks within the planning area should be planned holistically, rather than having each development parcel provide a nominal amount of public open space. The Plan establishes a coordinated plan of open space and parks along with an implementation strategy to be undertaken by the City's Department of Recreation, Parks and Cultural Activities.

Under the implementation program, each development proposal within the Eisenhower East Plan area would pay a fair share of the cost of the acquisition and development of open space and parks serving the Eisenhower East area.

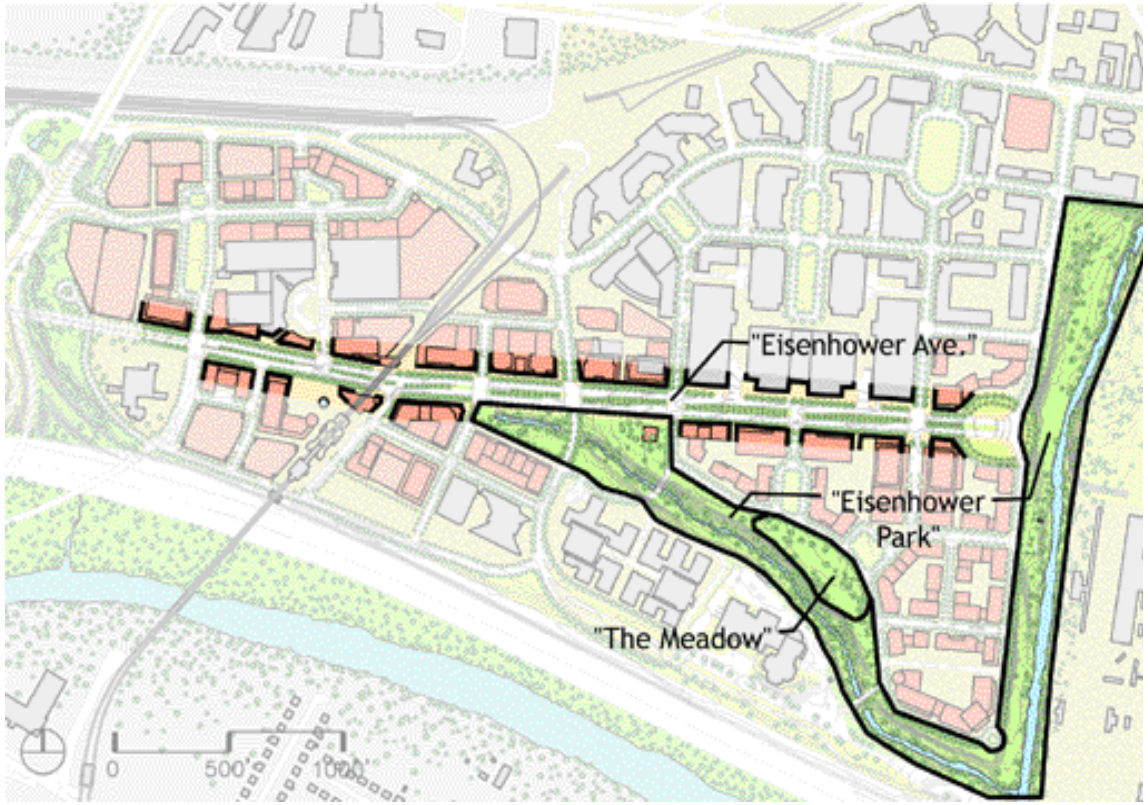


Figure 4-15 Parks, RPA and Boulevards

Types of Parks and Open Spaces

The Plan includes four types of open space and parks:

Parks/Resource Protection Area

Parks and Resource Protection Areas within Eisenhower East are the largest public spaces and are related in form and location to natural amenities such as stream valleys, watersheds, and resource protection areas. Parks are generally at the edges of a neighborhood and offer large expanses of open space for formal and informal recreational activities. Community amenities such as nature trails, bike trails, and recreational fitness trails are located in parks (See Figure 4-15).

Parks/Resource Protection Areas: Eisenhower Park, The Meadow, Community Park (RPA)

Neighborhood Squares

The neighborhood square is generally a green space with grass at its center and trees defining the edge of the space. The neighborhood square is the center of a smaller neighborhood unit and provides formal green space for adjacent development. The park can be used for informal and formal activities, such as concerts, etc. but is primarily a green oasis in the urban fabric (See Figure 4-16).

Neighborhood Squares: West Side Gardens, South Dulany Gardens Square, South Carlyle Square

Urban Squares
The urban square is a centrally located space surrounded by active uses and covered by a hard paving material such as brick or stone. Trees mark the confines of the plaza and provide shade at the edge of the space. The urban square is the location of activities such as concerts, outdoor markets, and areas for exterior restaurant and café seating (See Figure 4-16).

Urban Spaces: Eisenhower Station, Hoffman Town Center Square, North Square

Boulevard Park Space
The central spine of Eisenhower Boulevard is to be developed as a linear park with double rows of trees, pathways, seating areas, ample crosswalks, and distinctive lighting. This linear park extends the eastern length of the boulevard and helps to unify development on both sides of Eisenhower Avenue (See Figure 4-15).

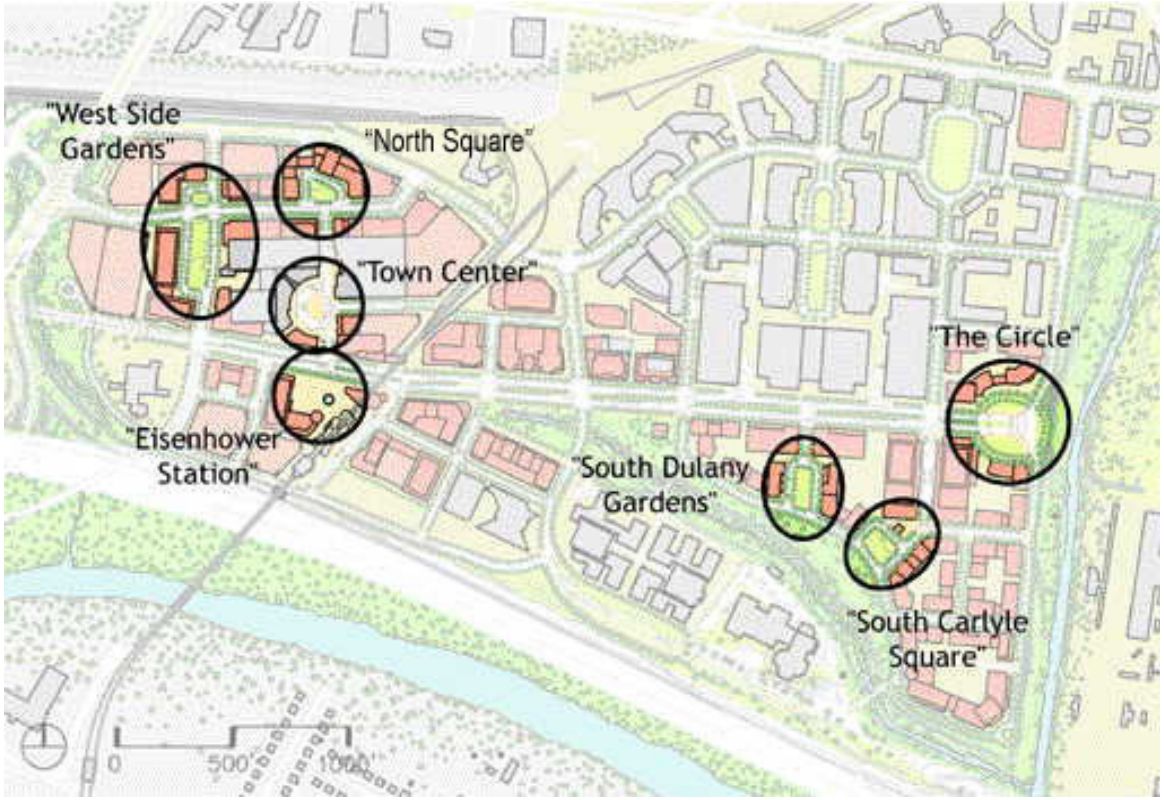


Figure 4-16 Urban and Neighborhood Squares

The Parks and Open Space of Eisenhower East

Parks and Resource Protection Areas within Eisenhower
Key to the open space program is the restoration of the RPA lands from Eisenhower Avenue eastward to the southeast corner of the plan area where it meets up with Hooff's Run. Much of this area has historically been neglected or paved over by inappropriate development. The restoration of

Figure 4-17 View North into "South Dulany Gardens" from the Community Park

the RPA into the Community Park will open up a cultural resource, as much of this area was part of an important watershed and the outfall of the historic Mill Run.

The north side of the RPA is expanded and enhanced to create a new active/passive park—The Meadow. A City requirement identified during the planning process was to create a security radius northward from the police facility and jail. The near curb of the roadway facing the RPA and the park is located to meet the setback requirement. This new meadow area creates a usable green recreational open space for use of the neighborhood residents and the City. The RPA park will include a recreational trail running generally east-west for pedestrians and bicycles.

Neighborhood Squares

Two smaller neighborhood squares, South Carlyle Square and South Dulany Gardens (see Figure 4-17 for an illustrative view of South Dulany Gardens), are located south of Eisenhower Avenue at the foot of John Carlyle Street and at the southern extension of Dulany Gardens.

Each of these parks provides open space for the residents of the southeast portion of the planning area, and, with their position fronting the larger Meadow, will assist in transitioning to the Community Park and opening up glimpses of the enhanced RPA from Eisenhower Avenue. At the west end of the planning area, West Side Gardens will provide a natural green open space on the easterly edge of Blocks 2 & 3. The park will provide

a green foreground to new office buildings and natural setback—and perhaps a security setback—from the major traffic carrier, Stovall Street (See Figure 4-16).

Urban Squares
Included within the Hoffman Town Center is an enhanced transit plaza that will surround the Metro station and provide the interface between the transit station and the bus transit loading and unloading zones. A major plaza, Eisenhower Station Square, is located along the south side of Eisenhower Avenue to the west of the Metro tracks on axis with Swamp Fox Road. This station plaza will provide a major gathering and social space along Eisenhower and anchor the southern end of Swamp Fox Road, the major north south shopping street and the route to the entertainment complex.

Further north on Swamp Fox is Town Center Square, the heart of the entertainment district with restaurants and sidewalk cafes ringing the crescent-shaped square (See Figure 4-16). The square will be the major gathering place for day and nighttime activities associated with the shopping, dining, and entertainment venues. This area will include fountains and facilities that will accommodate street musicians, entertainers, and small concerts. Terminating the visual axis of Swamp Fox Road is North Square, which will provide a foreground for the residential building that will anchor the northern end of the Hoffman Town Center retail complex.

Boulevard Parks
Eisenhower Avenue, with its wide landscaped brick paved sidewalks, will be a major pedestrian route. The street will be visually narrowed by the very large landscaped center median. There will be a variety of activities and things to see along the Avenue as one passes by the enhanced resource protection park, the Metro station, the retail and gathering space at the Eisenhower Station Square, as well as the Patent and Trademark Museum housed in the grand atrium of the PTO building complex.

Affordable Housing

The provision of affordable housing within Eisenhower East is an integral part of meeting the City's goals and needs for housing that meets the income levels of a broader segment of the community. Alexandria's Affordable Housing Policy was adopted in 1993 to address a number of key concerns: the high cost of housing in the City, the loss of previously affordable market rate housing, insufficient federal expenditures for housing, potential losses of federally-assisted housing, a need for rental housing appropriately sized for families, the increasing demand for affordable housing in connection with projected employment growth, and transportation/traffic concerns.

The policy calls for developers of new residential or commercial development to provide a contribution to the City's Housing Trust Fund (currently in the amount of $1.00 per gross square foot), or to provide on-site affordable units. The City subsequently adopted a preference for on-site affordable units, in lieu of a monetary contribution, whenever feasible.

While the City of Alexandria has established this preference for on-site affordable units, the subsidy cost of providing those units must also be taken into consideration. The City encourages developers to provide to City staff a preliminary calculation of the number of affordable units that can be provided on-site, assuming discounts equal to the formula contribution. The City will determine on a case-by-case basis whether the number of units that can be made affordable using the formula contribution is reasonable for the amount of subsidy required. A cash contribution will be preferred if the subsidy amount does not yield a meaningful number of affordable units at a reasonable subsidy cost per unit.

Affordable sales units should be targeted to households who are income-eligible for the City's homeownership programs (current maximum incomes are $68,700 for households of one to two persons and $79,500 for three or more persons) and should be sold at prices not exceeding the limits prescribed by the City for these programs. Currently the maximum sales price limit is $225,000, with a preference for lower prices (preferably not to exceed $173,200) for one-bedroom units. These income and sales price limits will be adjusted periodically.

For rental units, rents (adjusted to take into account any tenant-paid utilities) should not exceed rent levels published by the Virginia Housing Development Authority, under the Low Income Housing Tax Credit Program, for households with incomes at or below 60% of the area median income. It is anticipated that some of these units can also serve as a housing resource for households with Section 8 vouchers, although these rent levels may require households to pay slightly more than the 30% of income normally required under the Section 8 program.

Coordinated Development District Zone and Development Guidelines

The proposed CDD zones are structured to allow limited levels of development as a matter of right, using conventional zones and to allow greater levels of development for projects that undergo a discretionary review process. The main considerations for development approval under the CDD procedures are conformance with the Eisenhower East Small Area Plan and conformance with the use and design guidelines established herein.

Eisenhower Avenue Metro Coordinated Development District (CDD 2)

Development Without a Special Use Permit

Within the Eisenhower Avenue Metro CDD area, the OC Office Commercial zoning regulations shall apply provided that the maximum Floor Area Ratio without a Special Use Permit (SUP) shall be 1.25. The maximum Floor Area Ratio with an Architectural SUP shall be 2.0. The maximum height without a special use permit for property within the Eisenhower Avenue Metro CDD shall not exceed 100 feet, except on the property known as the Hoffman Tract, where the maximum height shall not exceed 150 feet. Any project proposed for development under the OC Office Commercial zoning shall conform to the Design Guidelines outlined in the Eisenhower East Plan.

Development is prohibited on any portion of the property delineated in the Plan as public open space or roadways. This provision is not intended to affect the amount of total development on the parcel.

Development With a CDD Special Use Permit

Coordinated Development shall occur subject to the following guidelines:

Land Use and Development Controls

There shall be a mix of uses in the area including office, residential, hotel and retail in the location and amount provided within this Plan.

The development controls for each development block include allowable gross floor area (AGFA), maximum building height, the size of public open spaces, the principal use of the property and the desired amount of ground-level retail space and are delineated in Figure 4-9.

Change in the principal use of the property may be permitted within the CDD during the development approval process, provided that the overall 50/50 balance (counting both CDD 2 and CDD 11) of residential and office use is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan. A change resulting in the transfer of an equal amount of square footage from one parcel to another may be done as part of the development approval process. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan. The development figures outlined in Figure 4-9 reflect the transfer of density for original underlying parcel(s) to a smaller net development area. Development is prohibited on any portion of the property delineated in the Plan for public open space or roadways.

Design Guidelines

The area shall include a variety of architecture and building heights that are in general conformance with the height guidelines and architectural principles outlined in this Plan. All above-grade parking structures shall be screened by either active uses or architectural treatment, depending on the type of street on which they are located and visible, as outlined in the urban design section of this Plan. New development projects shall comply with any detailed design guidelines subsequently adopted pursuant to this Plan.

Transportation and Parking Management
All new development projects shall participate in any established Transportation Management District for the Eisenhower East area.

The amount of parking provided with new development projects shall not exceed the maximum amount outlined in the Plan. Where parking is currently provided at a higher ratio for existing uses, the property owner shall submit a Parking Plan for approval by the City outlining the proposed strategy to stage a reduction in the amount of parking provided to the maximum ratio by the time 75% of the allowable development on the property subject to common ownership or control is constructed.

Street, Open Space and Other Public Improvements
All new development in the District shall participate in any program adopted by the City Council for the equitable distribution of costs associated with the implementation of street, streetscape, open space, parks and other public improvements necessary to support development in the Eisenhower East area.

South Carlyle Coordinated Development District (CDD 11)

Development Without a Special Use Permit
Within the South Carlyle CDD area, the OCM (100) Office Commercial Medium zoning regulations shall apply provided that the maximum Floor Area Ratio without a Special Use Permit shall be 1.0. The maximum height without a special use permit for all property within the South Carlyle CDD shall not exceed 100 feet. Any project proposed for development under the OCM (100) Office Commercial Medium zoning shall conform to the Architectural Principles and Design Guidelines outlined in the Eisenhower East Plan.

Development is prohibited on any portion of the property delineated in the Plan as public open space or roadways. This provision is not intended to affect the amount of total development on the parcel.

Development With a CDD Special Use Permit
Coordinated Development shall occur subject to the following guidelines:

Land Use and Development Controls
There shall be a mix of uses in the area including office, residential, and retail in the location and amount provided within this Plan.

The development controls for each development block, including allowable gross floor area, maximum building height, the size of public open spaces, the principal use of the property and the desired amount of ground-level retail space, are delineated in Figure 4-10 of this Plan.

Change in the principal use of the property may be permitted within the CDD during the development approval process, provided that the overall 50/50 balance (counting both CDD 2 and CDD 11) of residential and office use is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan. A change resulting in the transfer of an equal amount of square footage from one parcel to another may be done as part of the development approval process. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan.

The development figures outlined in Figure 4-10 reflect the transfer of density for original underlying parcel(s) to a smaller net development area. Development is prohibited on any portion of the property delineated in the Plan for public open space or roadways.

In the event Blocks 29 and 30 are acquired for expansion of the wastewater treatment facility, a transfer of the planned office and residential floor area to other sites within the Eisenhower East boundaries may be considered. Any such transfer should maintain the overall balance of uses set forth in the Plan. (MPA #2007-0004, Ord. #4528, 3/15/08)

Design Guidelines
The area shall include a variety of architecture and building heights that are in general conformance with the height guidelines and architectural principles outlined in this Plan. All above-grade parking structures shall be screened by either active uses or architectural treatment, depending on the type of street on which they are located and visible, as outlined in the urban design section of this Plan. New development projects shall comply with any detailed design guidelines subsequently adopted pursuant to this Plan.

The following guidelines shall apply to Blocks 26A, 26B, 28, 29, 30 only if the 2011 South Carlyle conceptual plan for an elevated green deck is implemented:

Parking - given the unique site constraints (contaminated soils, deed restrictions prohibiting below grade construction, and adjacency to the ASA plant), above grade parking may be excluded from AGFA, but only if a significant public benefit in the form of no less than 4.5 acres of intergrated open space on these blocks with connections to the bike path is provided. Parking shall be located below the eleveated green deck on Blocks 26A, 26B, and 28 to support the office and residential development on these blocks and will connect to the green deck over the ASA tanks and support area on Blocks 29 and 30. Active uses fron the office and residential buildings shall screen the parking areas and appropriate screening along Holland Lane, which will function as a service entrance to the garage and ASA site, will be evaluated during a development application.

Open Space - A minimum of 4.5 acres of publicly accessible open space will be provided on the elevated deck and will include an area large enough for a regualtion sized soccer field above the ASA tanks, areas for passibe recreation, and an upper and lower plaza area linked by an atrium component. Private amenity space for the residential buildings will also be provided.

Street Network - The construction and dedication of right-of-way to complete the existing streets surrounding Block 27 shall be part of a development application for this conceptual plan. Elimination of other streets or segments of streets that are not yet constructed will be evaluated with a development application.

Adjacent Uses - The proposed buildings in this conceptual plan shall be designed to be compatible with the existing surrounding buildings, in terms of massing and height, particularly at the street level. However, this does not preclude additional height from being considered for future buildings, as long as it is planned in a way that is compatible with the area and the Plan's vision (MPA2011-0003 & 0004, Ord No. 4736, 9/17/2011).

~~Specifically, t~~ The following shall apply for development on Block 26A **if the 2011 South Carlyle conceptual plan for an elevated deck is not implemented (MPA2011-0003 & 0004, Ord No. 4736, 9/17/2011) :**

- *Open Space* - The land remaining after the rotary is modified to a T-intersection shall be converted to a crescent shaped open space. The City shall be responsible for the design and construction of the adjoining "T" intersection, including curb, gutter, sidewalks, street lights, and associated elements. The applicant shall be responsible for the design and installation of landscaping including trees, lawn, and an irrigation system to the satisfaction of the Directors of P&Z, RP&CA, and T&ES. The design of the open space-park should be complimentary to the open space-park on the north side (Block O) of Eisenhower Avenue. The maintenance of the park shall be the responsibility of the City.

- *Street Network*- At the City's request, the applicant shall dedicate to the City for construction by others the property along the southern portion of the block required to complete the construction of the street and sidewalk improvements per the Plan. If the segment of the future east-west street from John Carlyle Street to the Alexandria Sanitation Authority property has not been constructed by others prior to the issuance of the building permit for the final building on Block 26A, the developer of Block 26A will construct this segment at such time as required for fire access prior to the release of the Certificate of Occupancy for such building. This segment shall be built as shown on the Plan unless the necessary right of way is not dedicated by Block 27, in which case, Block 26A shall only construct the 30 foot wide portion of this segment that is Block 26A.

- *Location of Easements*-The future southern street and sidewalk adjacent to the street shall be provided as generally depicted in the Plan through the provision of a public access easement of 30 foot wide right-of-way.

- *Sidewalks*-John Carlyle Street: A 22 -35 foot Pedestrian – Bike Landscape Zone; Holland Lane and the Future Southern Street: 14 foot wide sidewalk, consisting of a 10 foot wide unobstructed sidewalk with 4foot wide tree wells. All sidewalks shall be within the public access easement.

- *Ground Floor Office Summary*-Primary entries shall be located on John Carlyle Street. Public pedestrian access from a parking garage on this block to John Carlyle Street may be provided through the building's retail frontage.

- *Retail*-Storefront retail entries shall have primary access fronting Eisenhower Avenue, the rotary/crescent, portions of John Carlyle Street, Holland Lane, and any public park or open space. The location, amount, and depth of retail shall be consistent with the Plan. Minimum 60 foot retail depth on Eisenhower Avenue and minimum 40 foot retail depth on John Carlyle Street.

- *Parking and/or Service Access Zones*-A zone approximately 35 feet wide from Holland Lane and 50-60 foot linear zone to the south of the rotary/crescent. A drop off or lay by area may be permitted from Holland Lane to provide for short-term parking and accessible access to the retail pavilion. A zone approximately 35 feet wide adjacent to the east property line may be provided at the future southern right of way.

- *Emergency Egress Zone*-22 foot emergency vehicle easement which connects Eisenhower Avenue and Holland Lane. The emergency vehicle easement shall be within 15 feet of the building. A 22 foot minimum width along southern property line should be provided until the future street is constructed.

- *On Street Parking*-Parallel parking shall be provided on both sides of John Carlyle Street.

- *At Grade Parking*-Along southern edge of eastern portion of the block immediately to the south of the retail building on the rotary, diagonal, perpendicular or parallel spaces are permitted.

- *Parking Above Grade*-Below the 20 foot street wall line: Located within area 120 feet from Eisenhower Avenue property line, 70 feet from centerline of John Carlyle Street, 30 feet from south property line and 18 feet from eastern property line. Above the 20 foot street wall line: Located within area 120 feet from Eisenhower Avenue property line, 33 feet from centerline of John Carlyle Street, 30 feet from south property line, and 18 feet from the eastern property line.

- *Bulk–Streetwall*-Rotary/crescent: 25-30 feet, John Carlyle Street: 20 feet, Eisenhower Avenue: 20 feet. Architectural embellishments or parapets are exempt from this restriction.

- *Heights*-80 foot minimum, 120 foot maximum at north end (Eisenhower Avenue) and 60 foot maximum at south end, except for at the rotary/crescent, 25 foot minimum and 30 foot maximum.

- *Ground Floor Setbacks*-Eisenhower Avenue: 22 to 35 feet; John Carlyle Street: 14 feet from curb line; Rotary/crescent: Minimum 22 feet from the property line and 22 feet from south edge of rotary spur; Holland Lane: 40 feet from curb; Future Street: 30 feet from southern property line parallel to Eisenhower Avenue
- *Upper Floor Setbacks*-3-7 foot maximum setback at a building height of 20-30 feet.

- *Architectural Expression and Lines*-An expression line is required at the top of the required street walls. The parking structure shall be treated with high quality materials to appear as an extension of the buildings(s) and the openings–fenestration shall be comparable to the building. A gateway element is encouraged at the rotary/crescent location with a signature building visible from the Holland Lane gateway at the intersection of John Carlyle Street and Eisenhower Avenue.

- *Minimum Distance between Buildings* - Multiple towers above 80 feet in height must be placed 45 feet apart. (MPA2009-0003, Ord No. 4643, 1/23/2010)

Transportation and Parking Management Plans

All new development project shall participate in any established Transportation Management District for the Eisenhower East area. The amount of parking provided with new development projects shall not exceed the maximum amount outlined in the Plan.

Street, Open Space and Other Public Improvements

All new development in the District shall participate in any program adopted by the City Council for the equitable distribution of costs associated with the implementation of street, streetscape, open space, parks, and other public improvements necessary to support development in the Eisenhower East area.

5

TRANSPORTATION

Early in the process of developing the Eisenhower East Plan, the Planning Commission and City Council realized the importance of transportation in the future development of this area, both in terms of the amount and type of development and the future character of the area. The desire of policymakers to see Eisenhower East develop as a lively, mixed-use environment with office, retail and residential uses, supported by open space, recreation, entertainment, and cultural activities, implied that the transportation plan elements must provide adequate capacity while minimizing the impacts of traffic.

In 2001, faced with multiple planning applications totaling several millions of square feet of development, the City undertook a traffic study to determine the traffic impacts related to the Eisenhower East area if it was to be developed at the maximum densities under the current zoning. This study indicated that major intersections along Eisenhower Avenue failed or required unacceptable numbers of multiple turning lanes to improve the performance of the roadway system.

The failure of the current transportation infrastructure to support the zoning-driven land uses and the physical and aesthetic concerns about the development proposals was a major impetus for the City to prepare the Eisenhower East Plan. A plan for development that protects and enhances the character of the City implies a transportation plan that supports transit use to the maximum extent achievable, with pedestrian-friendly streets.

Transportation Objectives

Given the vision for Eisenhower East, the following key objectives for the transportation elements of the plan were established:

- Development should be coordinated with available transportation capacity;
- Access should be improved to and from the Capital Beltway and Duke Street;
- Improvements should be made to enhance the existing transit facilities;
- Single-Occupant Vehicles (SOVs) should be reduced;
- Safe, convenient pedestrian and bicycle options should be provided;
- Pedestrian-friendly streets should be provided;
- Public transit modes should be linked within and without the neighborhood; and
- A District Transit Management Program should be established.

Transit and Supportive Design Principles

The land use strategies, physical layout, and urban design characteristics are treated in greater detail elsewhere in the Plan, but it is important to note the transportation impacts of these principles.

Most of the land area of Eisenhower East is within a 1,500-foot radius of a Metro station (either the Eisenhower Avenue station or the King Street station). A high level of transit use will be needed to minimize traffic impacts and support the levels of development that are anticipated. Transit trips almost always involve a pedestrian trip at one or both ends of the transit portion of the trip; thus, making the pedestrian trip attractive has a major impact on the increasing the use of transit. Pedestrian supportive design principles included in the Plan involve:

- Establishing an interconnected grid of streets that results in short blocks;
- Ensuring a higher intensity of land use at the Metro station area;
- Creating a mix of uses overall and at the Metro station areas, so there is pedestrian activity at all times of day, not just peak hours;
- Providing active retail uses on the street facades;
- Designing streets of minimum widths and/or pedestrian islands, where appropriate, to facilitate pedestrians crossing the street;
- Developing parking strategies that minimize the impact of parking structures, and
- Creating an urban boulevard along Eisenhower Avenue to provide a pedestrian-friendly link to the Metro station area.

Given the desire to minimize traffic impact, any and all steps that can be taken to make using transit attractive should be implemented. The proposed street grid, street widths, mix of uses, and Eisenhower Avenue urban design elements all address the needs of pedestrians, and are integral to the development of the overall transportation plan.

These elements are developed and illustrated in the urban design section in greater detail, where the street systems relationship to the overall vision and its consistency with the character of Alexandria are discussed. The key point is that making the pedestrian part of every trip attractive, direct and safe also supports the desired transportation system.

The Overall Transportation Plan

Consistent with the Land Use/Circulation Strategy outlined earlier, the overall transportation plan developed in response to the goals and objectives for the area involves seven key strategies which are mutually supportive, and have been developed in concert. They include establishing:

1. An urban network of streets and regional highway access;
2. A land use strategy to locate uses close to the Metro;
3. A land use strategy to create a balance of jobs and housing;
4. A pedestrian-friendly community;
5. A reduction in development intensity;
6. A district-wide transportation management program; and
7. An optimized parking program policy.

Streets And Regional Access

The planning process included a continuing effort to ensure that the combination of highway access, local streets, and transit services would be adequate to support the potential development. This process is an iterative process, involving analysis of potential land use scenarios within the context of existing and planned regional transportation improvements, followed by assessment of options for the planning area, and then adjustments in the planned level of development and mix of uses.

This effort was then followed by additional assessment of the amount of traffic to ensure that the proposed street network and regional access will be adequate—given reasonable assumptions about the potential for non-SOV usage by future workers and residents in the area.

Prior to beginning the Eisenhower East planning process, the City contracted with Wilbur Smith Associates (WSA) to perform traffic studies related

to the planning area. Initially, the *East Eisenhower Valley Traffic* Study developed trip generation estimates for both the near term and for the maximum potential development scenarios, based on the existing zoning.

That effort included assumptions regarding the potential for trip reduction based on transit usage, ridesharing, use of alternative modes, and increased internal trips due to mixing of uses. These trip reduction factors were based on the ITE Trip Generation Handbook, and reported experience in Arlington, Bethesda, Silver Spring and elsewhere.

However, when the 2020 maximum build-out generated trips were converted into peak hour volumes and distributed to the network for the level of service analysis, this study revealed that the cross section of Eisenhower Avenue would need to be increased, with a basic six-lane configuration and up to three auxiliary turn lanes at key intersections, and that Mill Road, Jamieson Avenue, Holland Lane and Stovall Street would require four-lane cross-sections with auxiliary left-turn lanes.

In addition, significant external capacity issues into and out of the land bay were identified, including the capacity limitations associated with access to Duke Street, and capacity issues at the Capital Beltway ramp to Stovall Street.

Some specific roadway improvements were identified by Wilbur Smith Associates, and the study team recommended several policies and strategies to mitigate the traffic impacts. These recommendations included: a mixed-use balance between housing and office to reduce the number of auto trips, a reduction in the intensity of development, a grid of urban streets, a district wide Transportation Management Program (TMP), a limited supply of parking, improved local transit alternatives, an improved pedestrian circulation system, an expansion of the Metro platform to the north side of Eisenhower Avenue. All of these recommendations are included in the final plan.

Analysis of Alternative Access Concepts

Significant traffic pressures are created with the current proposal for the State to connect the Capital Beltway express ramps directly to Mill Road. The concerns generated about the intersection of Mill Road with Eisenhower Avenue led to further analysis of how to accommodate the highway access into the planning area.

The team studied several alternatives and the Plan recommends the construction of a new Southern Street extending from the Capital Beltway ramps westward on the southern side of the study area and then under Eisenhower Avenue to provide access to Block 2. Another roadway providing further distribution options connects Mill Road, south of Eisenhower Avenue to Elizabeth Lane. This roadway crosses a Resource Protection Area and will require a sensitive design that minimizes any environmental impacts.

The Southern Street requires modification of approved VDOT plans for the runout areas at the foot of the Capital Beltway ramps and will require coordination with WMATA because of the proximity to the Metro station; however, this roadway provides several key benefits. This road will alleviate significant congestion on Eisenhower Avenue, provide additional Metro access, and reduce turning volumes on Eisenhower Avenue. At the Eisenhower Avenue/Mill Road intersection the left turn lanes could be reduced from two to one, and the right-turn lanes eliminated, significantly reducing the cross-section and enhancing pedestrian access.

Impact on Trip Generation and Peak Hour Volumes

Parking policies are included that impose maximum parking provisions by use. The Mill Race project that recently received City approval with a comprehensive TMP offers a model for future development.

The City asked Wilbur Smith Associates to revise the trip generation estimates to reflect potential increases in the trip reductions due to the parking restrictions, the district TMP concept, and the other land use strategies included in the Plan. WSA analyzed the strategies included in the Plan and updated information based on recent data from the Ballston-Clarendon corridor in Arlington to calculate new trip generation and auto traffic volume estimates.

Table 3-4

The resulting overall vehicle trip reduction factor was 43 percent; meaning that 43 percent of the traffic generated by the proposed development would use modes other than SOVs.

This is a significant improvement over the 32- percent trip reduction factor found in the assessment of the maximum potential land use scenario in the original Eisenhower East study.

A major reason is that the proposed land use scenario has much more of a balanced mix of office and residential than the original scenario, which was largely office (causing a mass entering and exiting of the study area during the peak periods).

Other elements of the transportation plan are all focused on achieving at least this level of non-SOV usage, including managing the parking supply, improved transit, Transportation Management Plans, and bicycle/pedestrian supportive requirements.

Parking Policy

Given the goal of reducing vehicle trips, particularly in the peak hours, the Plan's parking strategy provides for adequate parking for the level of SOV use identified in the traffic plan, but provides incentives for both employees and residents to use transit or other alternatives to the maximum extent possible.

The basic philosophy is that transit access to the study area or ridesharing should be the preferred mode for those who would park all day if they drove (office employees, typically), and for those who live in the area as they leave to go to other employment destinations. There must be adequate short-term parking for office visitors, and retail and restaurant uses must have a relatively high supply of short-term spaces to be viable.

The Plan's parking requirements are outlined in the Land Use and Circulation section (above). The parking facilities are to be operated to maximize sharing of parking resources, so that the overall supply needed can be reduced by having multiple users at different times of the day, and includes provision for pricing long-term office parking for SOV commuters at market rates.

On-Street Parking:

- All on-street parking should be maximized for short-term daytime parking through the use of meters, signage, and enforcement of maximum time restrictions (to minimize meter-feeding). Pricing should encourage short-term use, with on-street parking (during the day) priced higher than garage parking.
- Eisenhower Avenue west of Mill Road will have on-street parking in the right lane 24 hours a day until the traffic reaches the volume that would require removal in the peak traffic periods.
- Eisenhower Avenue east of Mill Road will have short-term on-street parking except during the AM/PM peak traffic periods on Monday thru Friday.

Implications of the Parking Strategy

The Plan's maximum parking requirements will affect the new development within CDD 2 and CDD 11. For the new office uses, there are approximately 6,600 spaces to serve a projected daily attendance of 11,100 (at 3.5 employees per 1,000 gross square feet, including a 10 percent absentee factor).

Within 1,500 feet of the Metro stations, this implies that 43 percent of the workers will have to be non-SOV; i.e., will arrive on transit, foot, bicycle, car, or vanpool. Outside the 1,500-foot area, the non-SOV mode share will have to be 19 percent, and overall the combined mode share required by these parking requirements is 37 percent.

The office requirements for Eisenhower East also include an additional 1,200 short-term visitor spaces, which allows for access by those who

are not daily commuters. It should be noted that the proposed Eisenhower East requirements are comparable to the maximums also contained in the Patent and Trademark Office Transportation Management Plan, which averages 1.725 spaces per 1,000 square feet of office area, and is consistent with the TMP approved for the Mill Race project.

The 37 percent non-SOV mode share implied by the office parking maximums is slightly less than the overall trip reduction factor (non-SOV trip percentage) estimated separately by WSA for the same potential mix and amount of land uses, which is predicted to be 41 percent.

The WSA study also used data from an Arlington County parking supply inventory, which found parking ratios of 1.7 spaces per 1,000 square feet in the comparable Courthouse area of Arlington. (Arlington County had previously required 1.72 per 1,000 square feet as a minimum in that area but is now moving towards a 1.0 spaces/1,000 standard). Arlington County had also surveyed employees in that area, and found a 55 percent SOV mode share in that area, with a combined 45 percent non-SOV mode share.

Given this data from the trip generation study performed by WSA, the non-SOV mode share required by the Eisenhower East parking strategy is achievable, given comparable TMP efforts.

In addition, it should be noted that it appears that the parking requirements for Eisenhower East offer a bit of a safety margin, in that the parking requirements needed to achieve a 37 percent non-SOV mode share; however, the traffic study forecasts a 41 percent non-SOV share (trip reduction).

The residential parking requirements are also maximums, and they also imply high transit mode shares: 45 percent near Metro, and 35 percent beyond 1,500 feet, for an overall share of 40 percent non-SOV. This also is comparable to the 41 percent overall trip reduction factor, and is expected to be achievable based on Alexandria's prior experience with King Street and Carlyle. Residential visitor parking is not explicitly included, as shared parking with nearby parking for offices should cater to overnight visitors, and on-street parking will also be available. The City has estimated that the proposed grid street network would provide approximately 1,200 spaces, which should be short-term during the day but allow extended parking in the evening and at night.

Retail parking ratios are set with the assumption that there will be shared parking with office uses, and that short-term on-street parking will also be available for retail users. It is recognized that successful retail and restaurant uses require an adequate parking supply, as transit use for these trip purposes is likely to be low.

Although this parking strategy will in itself create incentives for commuters and residents to use modes other than SOV, successful implementation will also require the full implementation of a Transportation Management Plan, if the non-SOV mode share is to be achieved.

Transit

The Eisenhower East area is currently well served by high-capacity transit that links the area with the region. This includes Metro service on the Blue and Yellow Lines at King Street Station (much of the planning area is within 1500 feet of the station), and Metro service on the Yellow Line at Eisenhower Avenue Station. Virginia Railway Express (VRE) service from both the Fredericksburg and Manassas lines stops at King Street Station, as does Amtrak.

Existing bus service in the study area is more limited. Alexandria DASH route AT7 (Landmark Mall to King Street) serves the Eisenhower Avenue Metro Station and is the basic bus service in the study area. DASH AT2 links the Braddock Road Station with the Van Dorn Street Station via Seminary Road.

On weekends and in the rush hours, the route is extended from Van Dorn Street to Eisenhower Avenue Station, via Eisenhower Avenue. Metrobus routes N11 and N13 serve the Eisenhower Avenue Station, linking the study area with the Branch

Avenue Metro station in Prince George's County, Maryland.

The long-range plans for the Metro system include the expansion of the Yellow Line to connect the Branch Avenue Metro Station with the Huntington Metro Station in Fairfax County. Huntington Station is the terminus of the Yellow Line to the south of the Eisenhower Avenue Station.

The construction of this connection, should it come to fruition, would greatly enhance the transit opportunities for commuters and shoppers into and out of Eisenhower East.

The transit elements in the Plan build upon the availability of transit, encouraging a very high level of use through transit incentives such as employee transit subsidies, improved information, etc., and through auto use disincentives, such as the parking policies described in the TMP and parking sections. The primary new transit service that is proposed is the development of a shuttle serving the district, and the major transit capital investment of a new entrance to the Eisenhower Avenue Metro station.

Eisenhower Shuttle

Research on transit use among people with trip origins or destinations at different distances from rail transit confirms that very high levels of transit mode shares can be expected within 1,500 feet of transit stations.

In addition, high-quality shuttle services can extend the high usage "shed" around transit stations, raising transit ridership. In the Eisenhower East planning area, such a shuttle is proposed to operate between the two Metro stations (King Street and Eisenhower Avenue) to provide a connection from the areas beyond 1500 feet of the stations to either of the stations. The areas are primarily the southeast corner of the planning area, including part of the PTO complex. In order to ensure residents, employees and shoppers in this area have a reason to use transit, the Plan calls for the development of a shuttle that combines these characteristics:

- Distinctive, attractive vehicles such as low-floor buses in special paint schemes, rubber-tired trolleys—to differentiate it from the conventional transit services.
- Free to the user, with no perceived fare.
- High frequency of service
- Distinctive, well-marked stops, with shelters at key points, and real-time arrival databased on automatic vehicle location (AVL) technology.

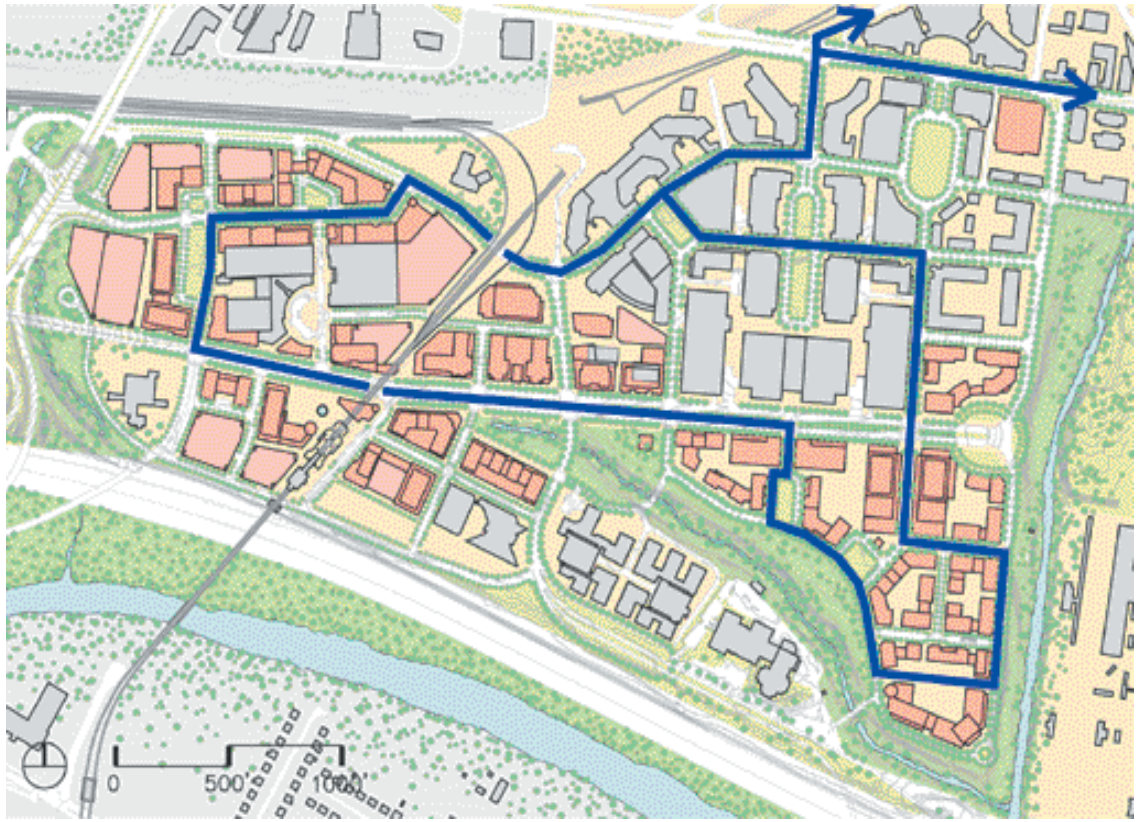


Figure 5-2 High Coverage Shuttle Route

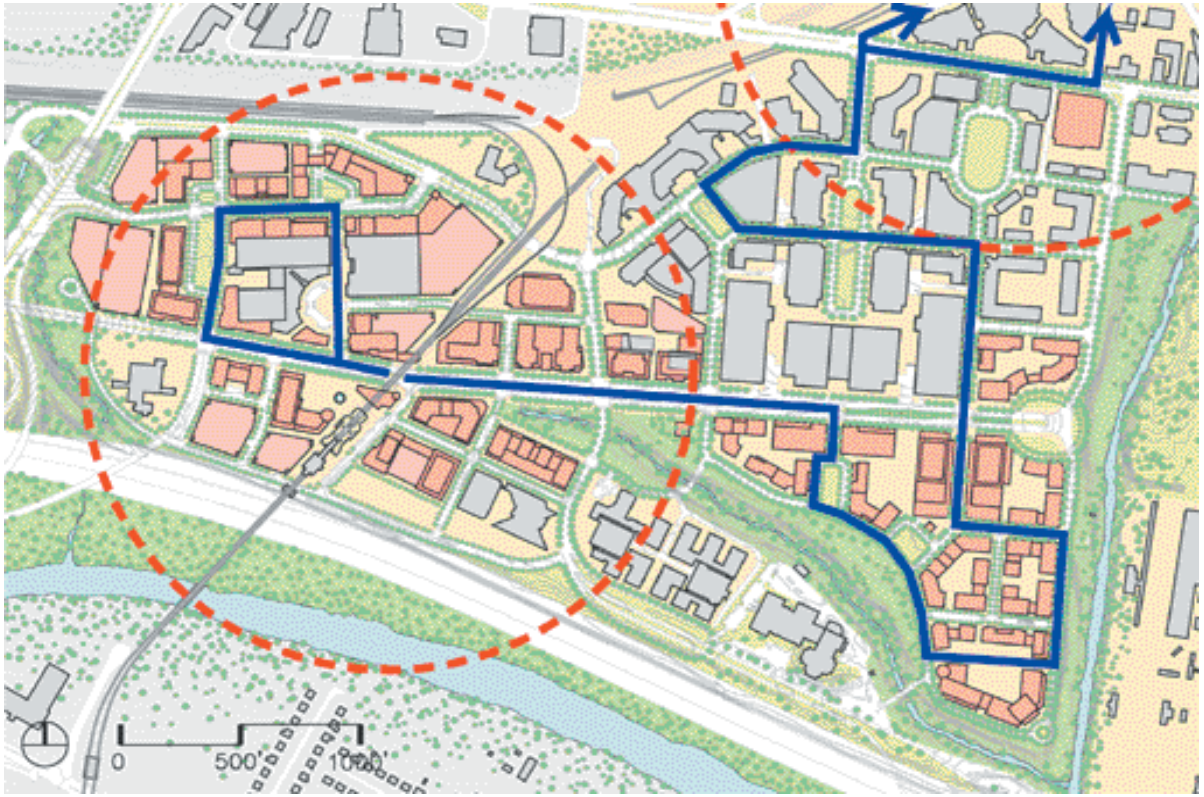


Figure 5-3 Low Coverage Shuttle Route

Examples of such Metro-extending services can be found elsewhere in the region, such as the ARTS buses in the Crystal City area, the Bethesda 8 in Bethesda, and the VanGo in downtown Silver Spring. Another example of a successful shuttle is the "blue bus" operated between Dupont Circle Metro, Georgetown and Rosslyn Metro, and along K Street in the District of Columbia. This privately- owned shuttle is operated by a contractor for the Georgetown Partnership, the Business Improvement District for that area. Ridership has been well above expectations, with current ridership at 4,000 persons per day on 10 buses. The service was originally planned for 800 boardings per day on six buses.

While the exact routing will need to be determined with Plan implementation, a conceptual shuttle route with a high level of coverage is presented in Figure 5-2 High Coverage Shuttle Route.

A more direct route alternative may be preferred, because usage will be low if potential users perceive that walking is faster; a more direct alternative concept is presented in Figure 5-3 Low Coverage Shuttle Route. The exact route may well need to be defined based on the site plans for the southeast corner of the planning area.

A related transit service option involves extension of the shuttle concept to provide additional links to other neighborhoods in Alexandria. Extending the shuttle past King Street Station to Old Town would address the Metro connection link in that area, as

well as tie together these three activity centers. Similarly, future plans for the Eisenhower West planning area may well consider an extension of the Eisenhower shuttle to the Van Dorn Station or beyond. This may involve restructuring DASH routes to provide higher frequencies in this corridor, and include the link to Old Town. A detailed approach should be explored further as part of the district-wide Transportation Management Program.

New Entrance to the Eisenhower Avenue Metro Station

The other major transit access improvement included in the plan is a new entrance for the Eisenhower Avenue Metro Station on the north side of Eisenhower Avenue. Currently the only station entrance is on the south side. The traffic study called for the new entrance, and the Mill Race Special Use Permit now includes an easement for pedestrian access to a north side station entrance, and easements for construction of an extended platform and entrance. With the opening of the north side entrance, a small Kiss-N-Ride area could be located on Grist Mill Road, just to the north of the new station entrance.

In the interim, before the extension and new entrance are constructed, the developer will provide and maintain the space intended for this station as open space. It is across the street from the main station entry area and bus interchange point. A conceptual design for this new entrance has been prepared by WMATA. Its construction is desirable (as a midterm improvement –2010-2015)

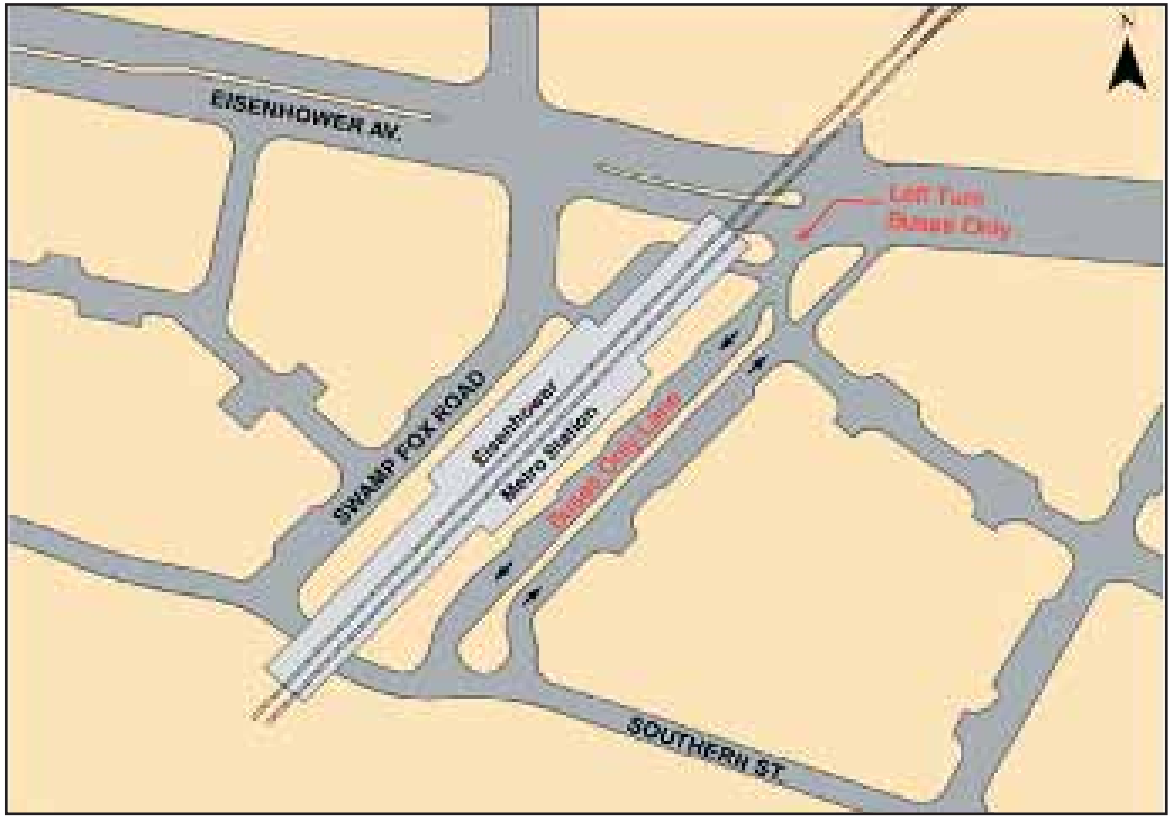


Figure 5-4 Eisenhower Avenue Metro

in order to accommodate the growing transit needs as the area develops.

Bus Access

The current Eisenhower Avenue Metro Station design provides for buses to pull off Eisenhower Avenue into a dedicated lane that provides dedicated bus stops located effectively under the station, with a short, direct and visible connection to the station entrance and the escalators up to the platform level. The Plan calls for buses to approach the east side of the Metro station either through a right turn from Eisenhower Avenue from the west or a left turn through a dedicated left turn harbor from the east. (See Figure 5-4 - Eisenhower Avenue Metro Station.) The Plan includes a direct drop-off to a landscaped plaza on the east side of the station. Buses will then exit to the south with movements to the east and west via the Southern Road.

Transportation Management Plans (TMPs)

As indicated above, the high non-SOV mode shares sought by the Eisenhower East Plan will require an aggressive Transportation Management Plan (TMP) to inform residents and employees of the options, to provide incentives/disincentives for alternatives to auto use, and to continually promote the options to SOV usage. The Eisenhower East Plan recommends the following elements as the basis for individual project TMPs, which will then form the framework for an area-wide Transit Management District (TMD) as development proceeds. The general TMP elements include:

- Programs and policies to promote Ridesharing
- Programs and policies to promote the use of transit, and
- Programs and policies to support other initiatives such as alternative work hours and telecommuting, and
- Transportation Management Coordinators to implement all of these transportation management strategy elements.

These elements are discussed in the following sections. Parking management and bicycle program elements are presented separately. It should be noted that these are not individual, mutually exclusive program elements, but that they must be combined with the parking supply policies and the transit service improvements already discussed to achieve the desired mode shares.

Ridesharing Information and Incentives

In order to achieve the overall non-SOV mode share, a significant number of employees will need to carpool or vanpool to work in the Eisenhower East area. This will require that all employees receive information about these options, their benefits, and how to find riders or a ride.

Matching of riders and drivers will be coordinated with the regional program, but there is also a need for a local matching program within each employer/ development and Eisenhower East in general. The parking management strategy should also include incentives for rideshare users, such as free parking and dedicated “front-door” parking spaces.

Another element of this program that also supports transit use is the City’s Guaranteed Ride Home program so that transit riders and others can get home if required to leave midday or after peak hours. All persons in the study area, who rideshare or use transit should be registered in the regional Guaranteed Ride Home Program, operated through the Commuter Connection program of the Washington Regional Council of Governments.

The City’s ridesharing program can be used to register participants in the regional program, and a proactive effort to register all study area participants should be included in the overall TMP. Under this program registered transit and rideshare participants are provided with up to four free trips home per year by taxi or other means. This removes concerns about not having a car available during the day for emergencies, making transit and ridesharing more attractive to the potential user.

Transit Incentives

Transit subsidies for employees and residents are an important part of the overall Transportation Management Plan. Employees should be provided with discounted transit fare media. Federal tax provisions allow up to $100 per month in transit benefits to be tax-free and deductible as a business expense by the employer (as of the writing of this report).

Federal employees in the Washington area are provided with this full amount of subsidy, and it is anticipated that the federal policy will help increase the transit mode share for PTO and other federal employees in the study area. Comparable fare discounts will need to be included in the TMPs for other office developments that are not oriented to federal employees.

This subsidy can be provided most effectively through Metrochek or similar programs, and can be accomplished by requiring tenants to provide benefits as a condition of their lease, or by the developer through rent collections.

It is anticipated that this incentive is needed to raise the transit mode share above that typically found at Metro station areas, and that if the desired mode share is reached approximately 25-30 percent of employees will use the benefit.

Provision of discounted fare media to residents of the planning area may also be a potential element of the transportation management strategy. The purpose would be the same, to encourage transit use. While this is not widely done, traffic mitigation requirements are beginning to affect residential development, and this is one technique that can be implemented through lease offices and homeowner associations.

Initially the focus should be multi-family residential development further from the Metro stations, where an additional incentive may be needed to get residents to travel further to access the Metro.

Requiring promotion of short-term car rentals (e.g., Flexcar or Zipcar) to allow transit users the flexibility of making trips during the day to locations that are not transit accessible would also encourage transit usage. A recent innovation by WMATA is a contract with providers of short-term car rental at Metro stations (Flexcar is the provider), allowing transit users to travel to locations without local bus service, or to carry things that are difficult on transit. These short-term rental cars can allow transit users to avoid owning a second car.

The TMP calls for the provision of parking spaces in close proximity to the Metro station for Flexcar vehicles, and arrangements with Metro and Flexcar for usage of these short-term rental cars by employees and residents. Typically individual users must be registered with the car rental company. In this case, the TMP Coordinator would be able to provide needed information to potential users as part of the transit alternatives package. Flexcar requires a onetime lifetime membership fee of $25 for each user; the developer would be asked to pay this fee. Currently there are two cars available at King Street Metro, initially two spaces will be needed at the Eisenhower Avenue Station, with a likely increase as users realize the benefits of combining a transit pass with the availability of a short-term rental car for access to places not served by transit.

Other Initiatives

Traffic volumes into and out of the study area will be highest during the peak morning and evening hours. To the extent that these peaks can be flattened by spreading this volume over a longer period, the congestion can be reduced.

One way to address this is to encourage employers to offer alternative work hours, as an element of the Transportation Management Plan. Staggered work hours allow employees to travel at times other than the worst within the peak period. Alternative workweek schedules, such as four ten-hour days, move trips outside the peak periods and eliminate one round-trip per week. Such policies will be promoted to employers.

Reducing the total number of commuter trips is also a potential method of managing transportation demand. Technology now allows many employees to work from home, or from telework centers—employers and employees need information about implementation of telecommute programs, availability of telework centers, and there is a potential for incentives with equipment and communication expenses.

TMP Coordination

A TMP Coordinator is needed for implementing these transportation management programs and policies, whose responsibilities should include:

- Promoting transit, ridesharing, staggered work hours, parking restrictions and the other program elements to prospective tenants and to employers and their employees, and to residents in the residential buildings;
- Displaying and distributing current information about all transit, ridesharing, and other TMP elements to residents, employers, and employees—including transit schedules, rideshare applications and information, incentive information, parking information, etc. A website with this information and appropriate links to transit providers is provided;
- Promoting and administering a ridesharing program that includes not only participation in the regional Metropolitan Washington Council of Governments Commuter Connections Program, but also site-specific matching efforts;
- Promoting the Guaranteed Ride Home program as part of the ridesharing and transit marketing efforts;
- Administering on-site sales/distribution of transit fare media;
- Working with employers to assist in the implementation of transit fare subsidies and the development of appropriate parking policies for employees to discourage SOV commuting;
- Conducting annual surveys and reports of employees and residents regarding mode choices; and
- Implementing the parking management plan, including restrictions and incentives such as the free spaces for ridesharers, limits on monthly SOV parking, sharing of parking among uses, etc.

Over time, coordination will be necessary among the TMP activities required in the Hoffman Town Center and Carlyle PTO TMPs, as well as with the Alexandria Rideshare program and other commuter programs. It is anticipated that these functions can be consolidated in an Eisenhower East Transportation Management District in the future as build-out continues.

At that time the requirement for individual TMPs will be replaced by a developer contribution based on the square footage of the development, the amount set to meet the budgetary requirements of the program, including staffing, marketing expenses, shuttle operation, general and administrative costs, etc.

Overall, the approach is to provide disincentives to the use of the single-occupant auto for commuting into Eisenhower East, while making transit and other options as cheap and easy as possible. Given this structure, all elements may not be appropriate for each project, varying with the land use type, proximity to Metro, etc. However, a number of them are designed to address the entire area. Individual projects could be required to provide contributions toward any or all of the programs.

The overall strategy for Eisenhower East is likely to include the development of a Transportation Management District that would draw on the resources of each project for support in implementing an area-wide set of actions encompassing the elements listed above.

At this time the mechanism is not fully determined, but the concept is that at some point in the near future individual TMPs will merge into a Transportation Management District to implement these policies and programs throughout the Eisenhower East planning area.

The district has not yet been defined, but would likely involve a shift of project fees to the support of the area-wide program.

Parking Management
A parking management plan includes the elements described above, as well as implementation of the general provisions of the parking strategy as follows:

- Sharing of office and retail spaces with residential visitors;
- Short-term parking for visitors and retail, including appropriate pricing/collection methods to avoid use for all-day parking;
- Market rate parking for office employees, restricted to the number of spaces outlined in the Plan; and
- Free priority location dedicated parking for rideshare vehicles, including carpools and vanpools.

The parking supply requirements are predicated on making the most use of the parking supply, and the parking management strategy will combine policies on pricing and shared parking to address this goal.

Individual commercial projects will be permitted to include a substantial amount of short-term parking, and the available long-term parking may be underused evenings and weekends. However, residential visitors, retail, restaurant, hotel and entertainment uses will all create a demand for parking during these periods, and the owners and operators of the parking supply will have to manage the supply to allow these additional users access to the parking supply, rather than simply closing off garages after work hours.

In the Courthouse area, there is already a substantial shortage of short-term parking, due to the restriction on use of the Courthouse parking to employees only. The problem is currently being alleviated in the short-term through the lease of surface parking on the Hoffman and Simpson parcels.

Ongoing evaluation of this issue will be necessary as new development takes place. In the long run, a possible solution may be the development of a public parking facility that would facilitate shared parking between the daytime uses of the Courthouse (all-day and short-term) and nearby retail, entertainment and restaurant uses.

The sharing of parking, and preserving a sufficient supply of short-term parking, can be accomplished through a combination of pricing and permitting strategies, implemented in garages and on the street. On-street parking will be metered (during the day) for short-term use, and a dedicated portion of the garages will need to be hourly. Overall demand for all-day parking can be addressed by requiring that employees pay market rates for parking permits. Finally, ridesharing can be encouraged by reserving parking for ridesharers in prime locations, and making it free or substantially discounted.

Bicycle Program

Another goal of the transportation program is to encourage the use of bicycles for transportation as well as recreation. Recreational facilities aimed at cyclists and pedestrians are discussed elsewhere, but the bicycle is included here as an alternative access mode to the Metro, to work destinations in the study area and nearby parts of Alexandria, and for shopping and errands.
The study area is relatively flat, and internal distances (as well as distances to Old Town, King Street, etc.) are relatively short, which should help make cycle commuting an attractive alternative.

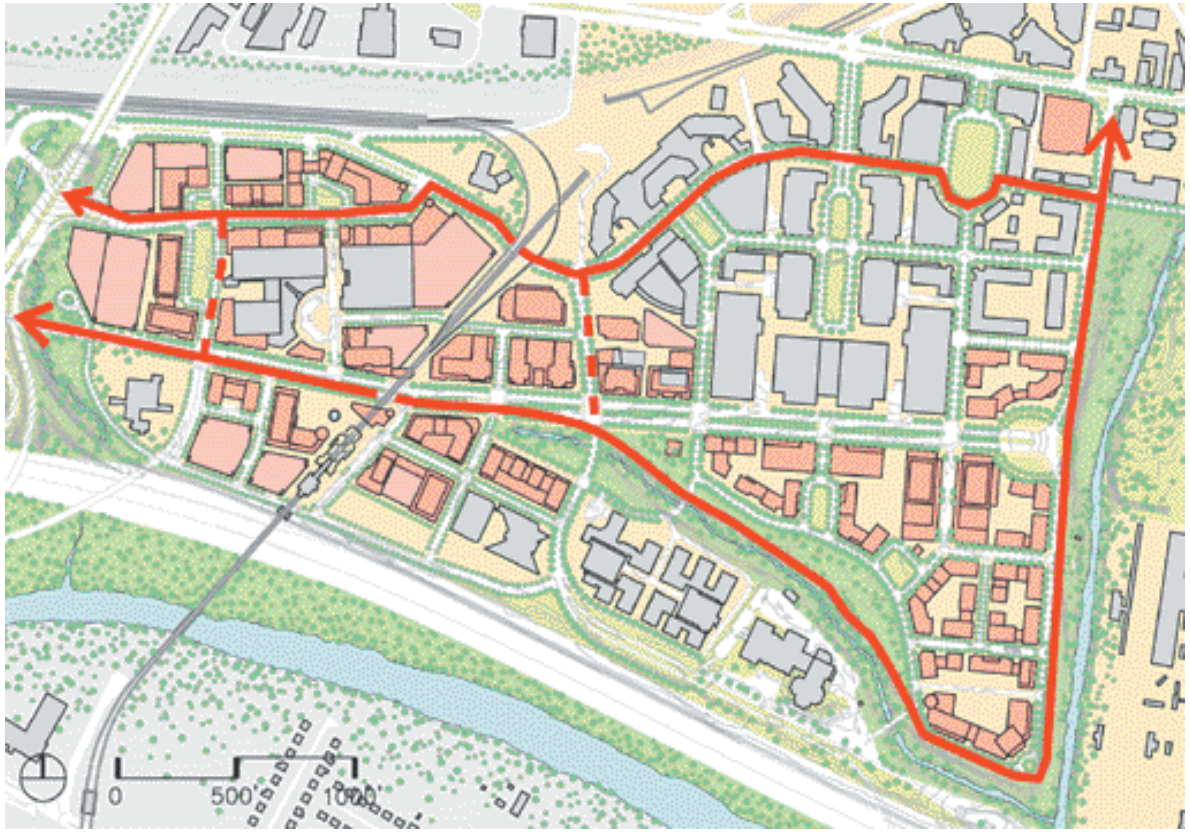


Figure 5-5 Bike Paths

Following consultation with the biking community, it was decided that dedicated bicycle lanes would not be incorporated into the streets; rather the "commuter" cyclists will move with the autos within the normal travel lanes. (See Figure 5-5 for the location of bike routes.) Where the bike route is provided on-street, particularly along Mill Road and Jamieson Avenue, signage should be provided delineating the on-street route.

An off-road recreational bike trail is provided to connect the bike trail at the Eisenhower Avenue Bridge over Telegraph Road to Hooff's Run. The trail is provided as a component within the sidewalk design on the south side of Eisenhower Avenue between Stovall Street and the point where it can enter the RPA area just to the west of Mill Road. At that point, it will become a recreational trail within the RPA/Community Park, connecting to Hooff's Run and an off-road trail running north to Jamieson Avenue.

Bicycle plan elements include:

- Bicycle lockers at Eisenhower Avenue and King Street Metro Stations,
- Office TMP requirements for the provision of secured parking for commuters and visitors using bicycles,

- Office TMP requirements for the provision of changing areas, showers and clothes lockers for use by cyclists, and
- Retail TMP requirements for usable, secure bicycle racks for use by customers.

Examples elsewhere also suggest that quality bicycle facilities will attract commuters and shoppers. The plan also calls for linkages to other bicycle paths in the region, to allow commuters into the area a safe route.

Summary

The implementation of a comprehensive program of transportation improvements integrated with the land use concepts is critical to the Eisenhower East Plan's successful implementation. New construction associated with the current Woodrow Wilson Bridge and Capital Beltway improvements will provide new access to and through the Eisenhower East area.

To achieve an acceptable level of traffic within Eisenhower East and the surrounding neighborhoods will require enhanced transit utilization coupled with roadway and pedestrian improvements. The Plan incorporates a range of strategies to increase transit use and accommodate the projected increase in traffic. These strategies include: creating a urban grid of streets; enhancing the pedestrian experience; concentrating development at the Metro; balancing jobs and housing; reducing development intensity; minimizing local trips; limiting off-street parking; and maximizing the use of transit through a district transportation management program. An analysis of the Plan's projected traffic indicates that the incorporation of these strategies within the Plan results in a reduction of traffic impacts from the zoning in place prior to the Plan's adoption, while enhancing the aesthetic and social qualities of the community.

6
URBAN DESIGN

The urban design concept for the Eisenhower East Plan is an exciting vision for growth and development for the next 20 years. The Plan guides future development to produce a vibrant, mixed-use neighborhood where Alexandria residents may live, work, shop, or simply enjoy green parks and other public places.

The urban design elements consists of:

- An urban street network
- A system of parks, plazas and open spaces
- A clear organization of building heights and massing
- Architectural design principles
- Street Design guidelines

STREETS AND STREET NETWORK

The new Plan is an interconnected network of streets of various types woven together with a variety of public spaces. These new streets offer a sense of spatial enclosure and participate with the architectural character of the area to make new public places. Unlike suburban areas where buildings float in a “sea” of asphalt, buildings in Eisenhower East define the “street wall” by their placement along lot “build-to” lines and add definition and activity to the streets.

An interconnected framework of parks and squares are all joined together by a network of tree-lined streets in a hierarchy of street types, defined by use

Figure 6-1 Eisenhower Avenue as the Spine of the New Street Network

and size. This street network provides the flexibility of movement for pedestrians and automobiles alike while defining locations for new development within the plan.

The street system is based upon the historic 66-foot-wide right-of-way of Old Town Alexandria with provisions for Eisenhower Avenue to be developed into a larger urban boulevard. Street design principles are:

- Eisenhower Avenue is the spine of the new district, running from the gateway at Holland Lane westward along the southern edge of the Carlyle development and through the Eisenhower Avenue Metro station to the west. East of the Metro station, Eisenhower Avenue will transform from a back service street to

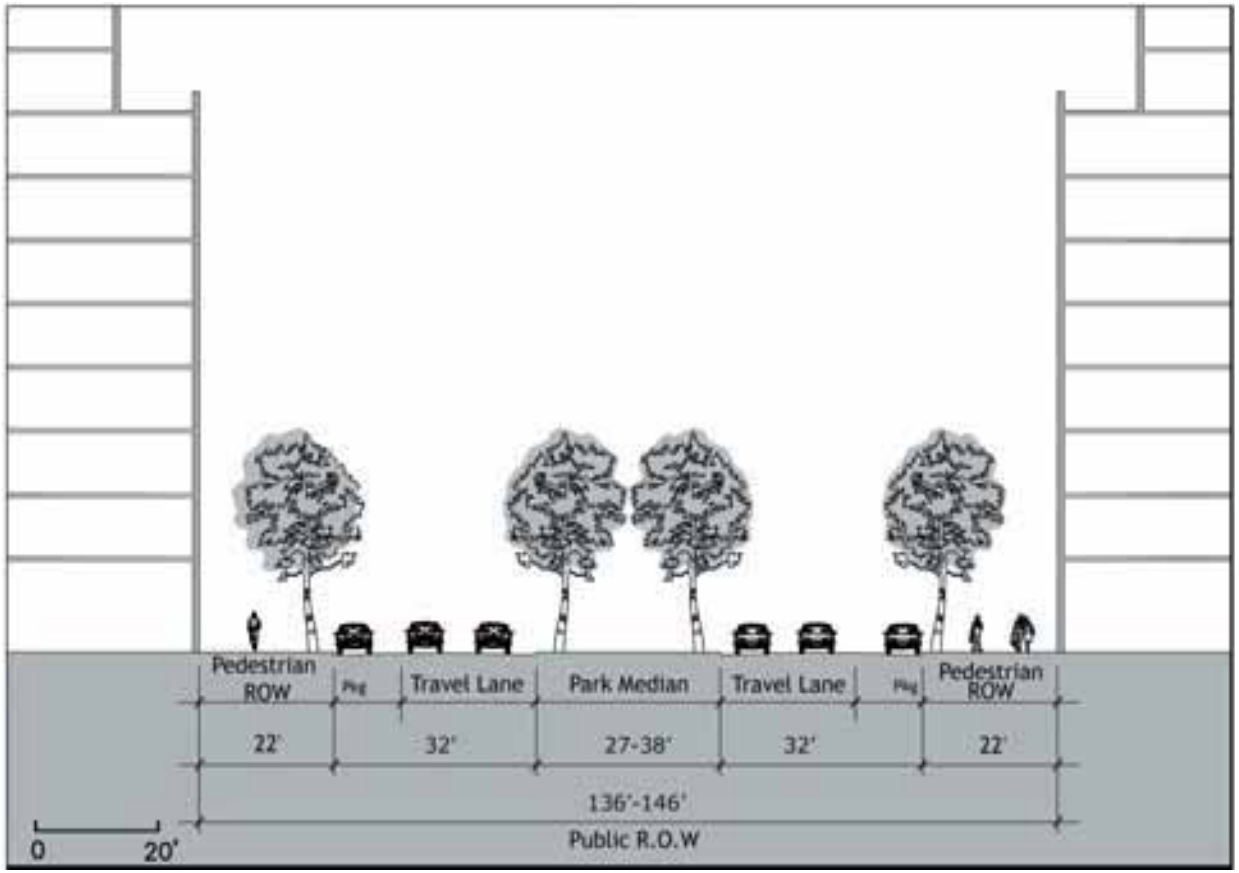


FIgure 6-2 Eisenhower Avenue Street Section

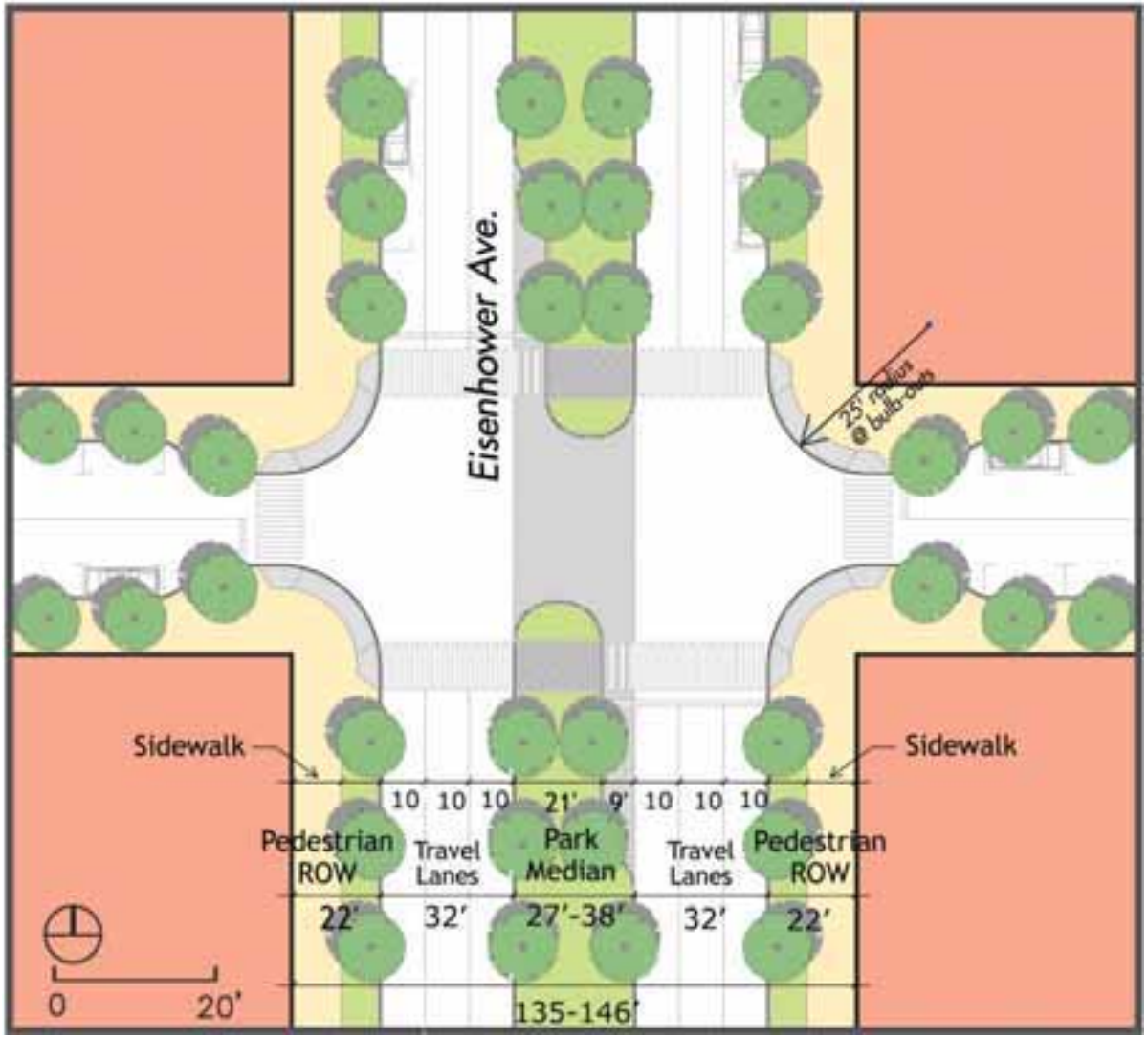


Figure 6-3 Eisenhower Avenue with Park Median

a tree-lined boulevard. A 27 to 38 foot-wide tree-lined center median organizes the eastern end of the avenue while at the western side the street narrows to pass under the Metro platform and provide a narrower street section at the new town center. Three travel lanes are accommodated in each direction with the curb lane dedicated to parking in off peak hours. (See Figures 6-2 and 6-3.)

- Retail development will be located along Eisenhower Avenue at the Metro station area and will complement the entertainment center at the Hoffman Town Center.

- Street trees spaced at approximate 25-foot intervals in a six-foot-wide planting strip run the length of Eisenhower from east to west. These trees not only help define the grand boulevard of Eisenhower Avenue, but they will also help to provide shade in the hot summer months as well as protection for the pedestrian from adjacent traffic.

- In retail areas, trees are planted in tree wells with the majority of the area dedicated to active sidewalk use. Along Eisenhower Avenue, the tree well is six feet wide with the balance dedicated to a 16-foot wide sidewalk. On side streets with ground level retail is a six-foot wide tree well with an eight-foot wide sidewalk.

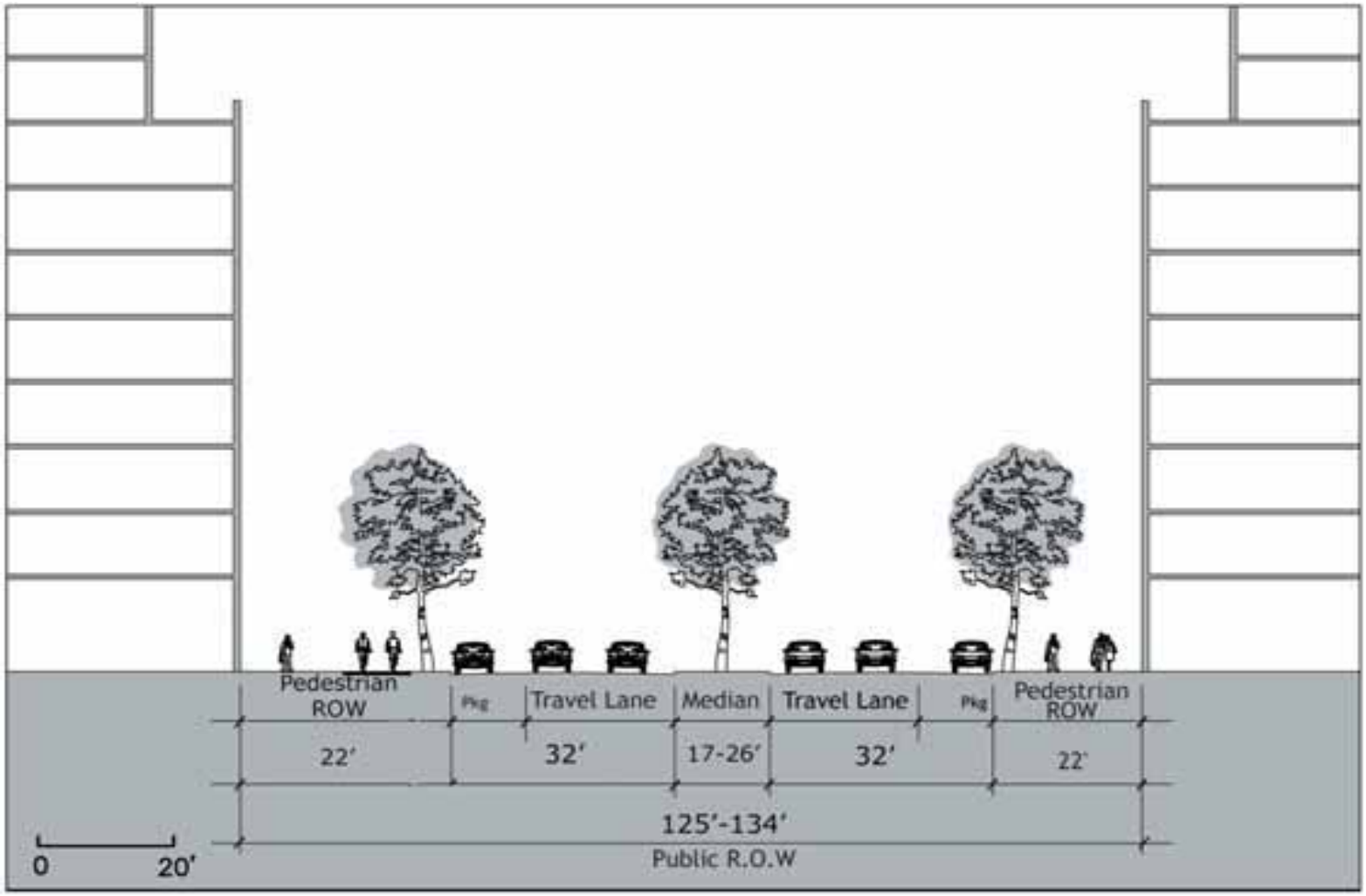


Figure 6-4 Street Section of Eisenhower Avenue

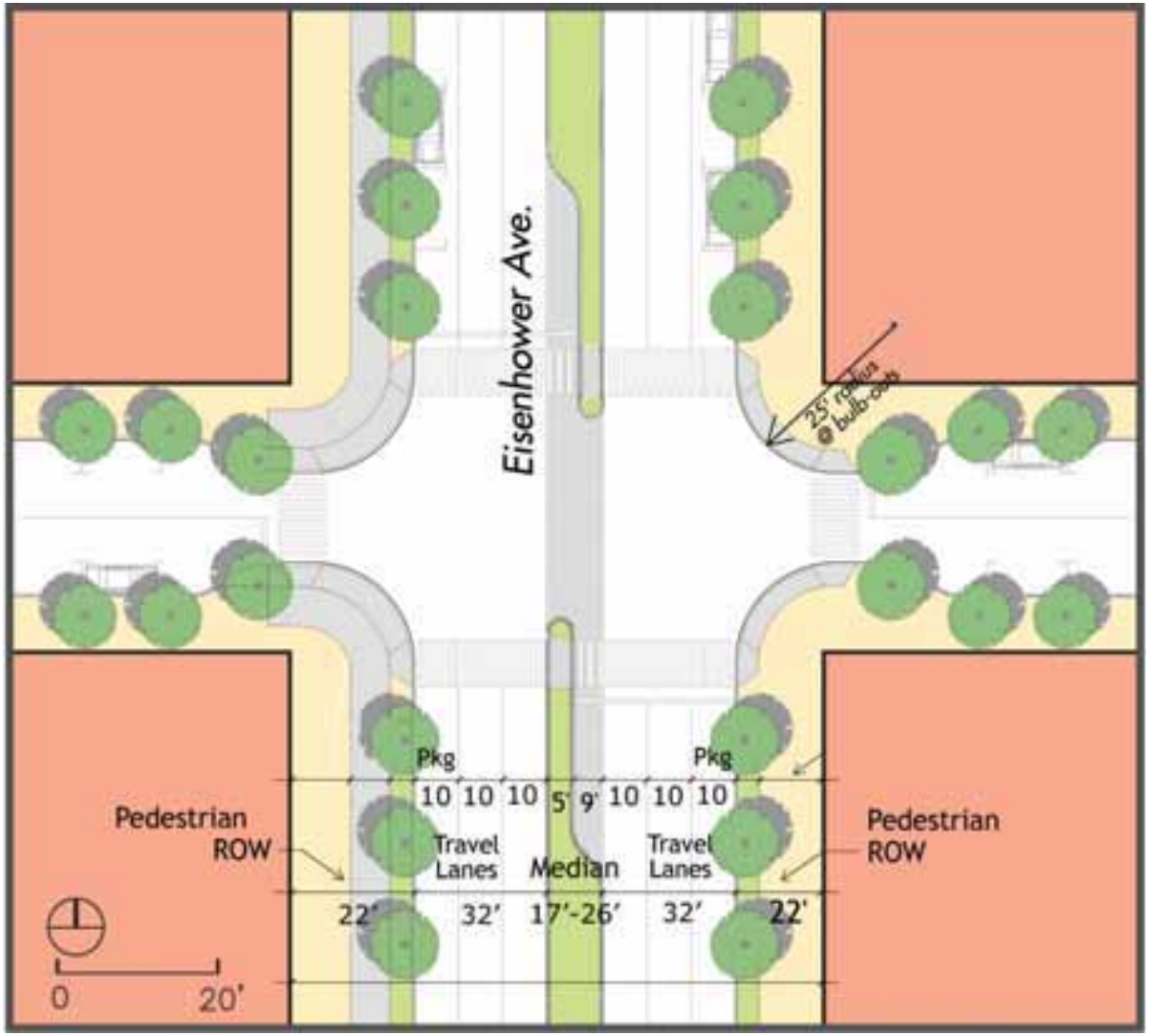


Figure 6-5 Eisenhower Avenue

- On streets without active retail at the ground level, there is a continuous six-foot wide planting strip.
- Eisenhower Avenue pedestrian zone will also accommodate a bike lane. Future bike lane conditions will require City Council approval.

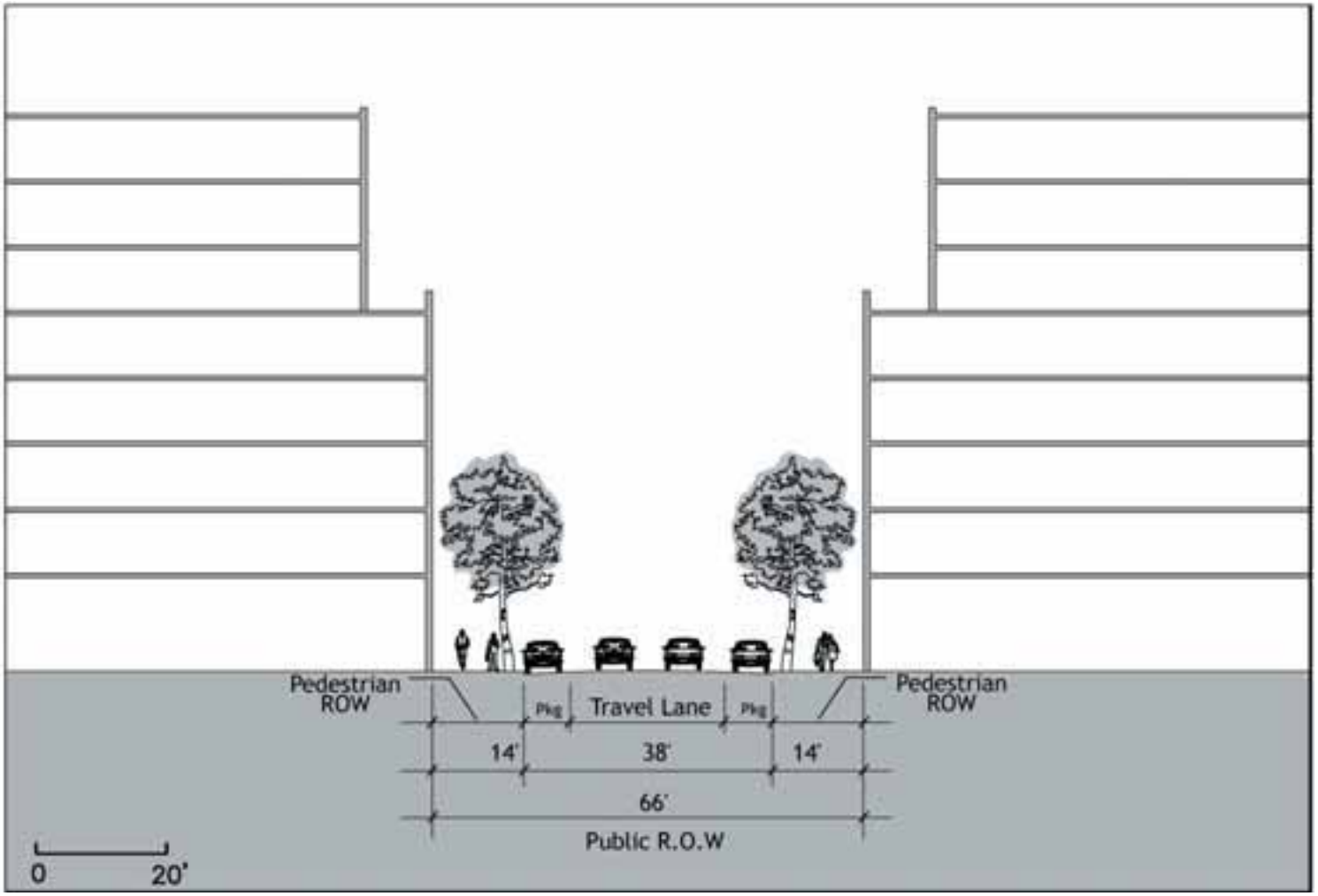


Figure 6-6 Typical Street Section

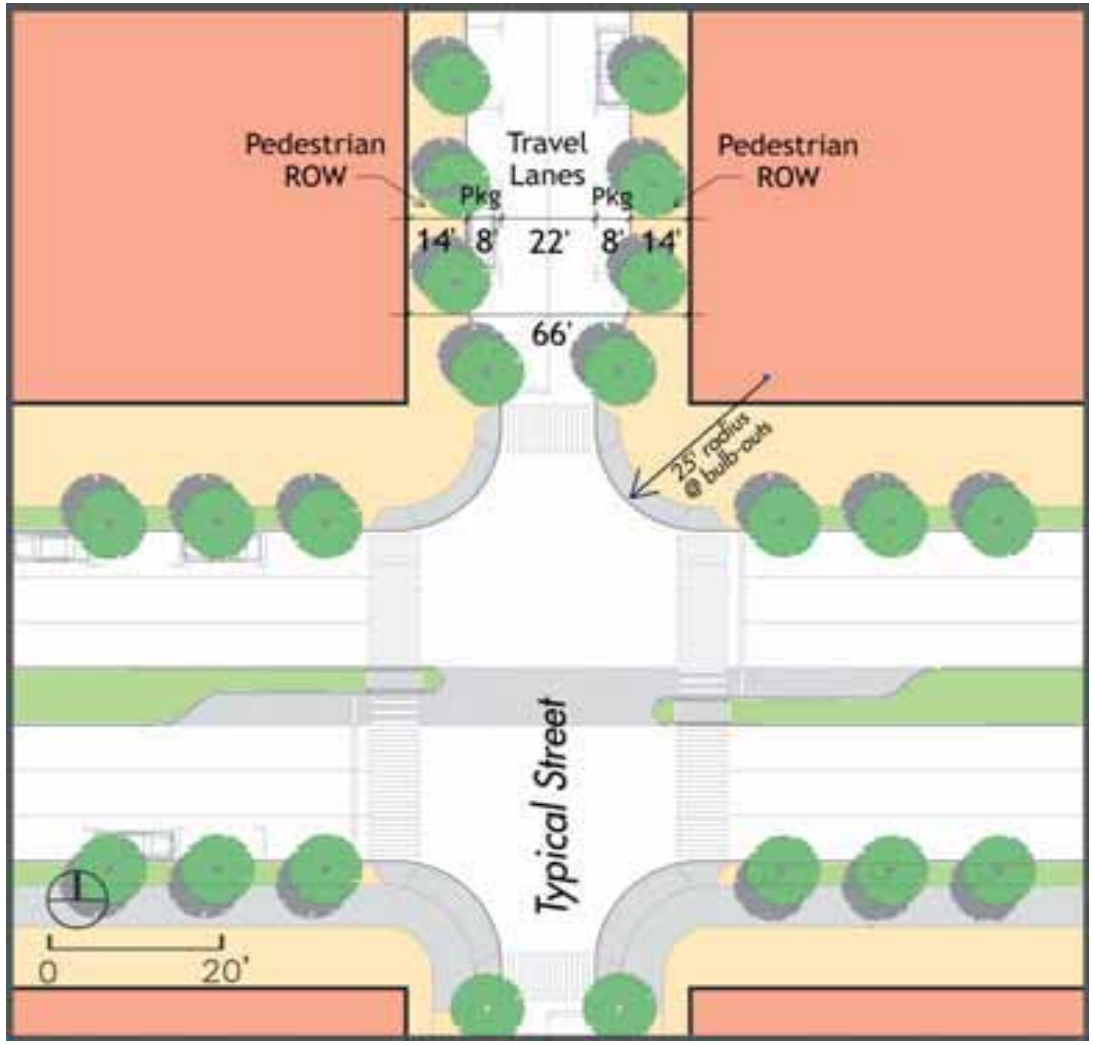


Figure 6-7 Typical Street

- Eisenhower Avenue is the main spine through the district and the widest street. Other streets offer a different character and experience, from such neighborhood streets as John Carlyle Street with its mixed-uses to Park Drive in the Carlyle South neighborhood. The typical 66-foot-wide public right-of-way for streets consists of two 11-foot travel lanes and an eight-foot-wide parking lane on each side. Again, each of these streets is comprised of a six-foot-wide well or strip for trees and a sidewalk zone of eight feet that can be adjusted for increased planting areas per location.

- At the eastern end of the Plan in the South Carlyle area, the Park Drive defines the edge of the built area and offers sweeping views of new parkland to the south. This street is also at the traditional 66-foot width, although the park borders one side.

- A hierarchy of streets has been developed to maintain a high-quality street environment and offer a variety of streets—from the most important to those streets serving garages and parking access.

  - o "A" Streets are primary streets and the main streets of the neighborhood. They set the tone for the character of the community and are most restrictive in terms of use and appearance. This category includes streets such as Eisenhower Avenue and Swamp Fox Lane. (See Figure 6-8 for "A" Streets.)

    Key Guidelines:
    - Buildings shall front the street;
    - Active uses shall be located on all street frontage;
    - Parking shall be screened with active uses to at least 30 feet in depth;
    - The highest quality of architectural facade treatment shall be used;
    - No curb cuts or service alleys shall be in view;

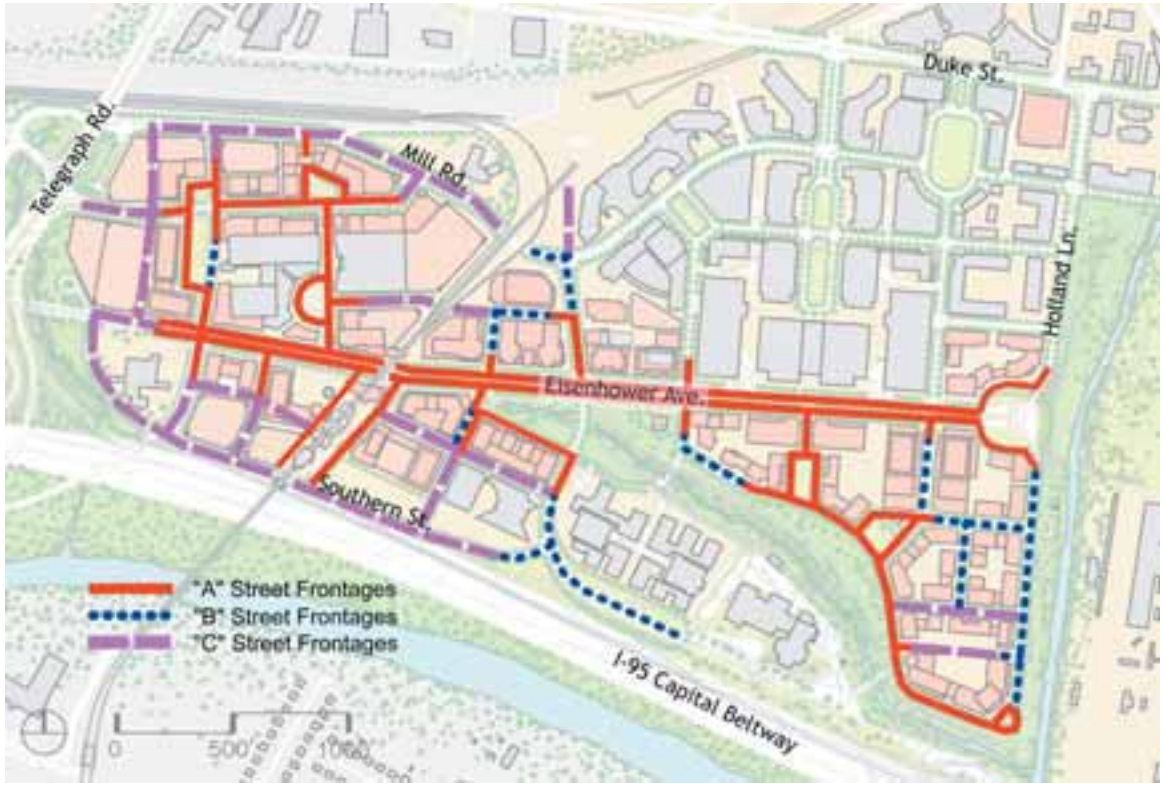


Figure 6-8 "A,B, and C" Streets

An example of an "A street", grand boulevard with a park median

- Main building entries shall be located along frontage.

o "B" Streets are the secondary streets of the neighborhood. They serve both the pedestrian and the automobile by providing options of access through the neighborhood. While not as restrictive as "A" streets, they restrict some uses. Streets in the category include Mill Road John Carlyle, and Holland Lane. (See Figure 6-8 for "B" Streets.)

Key Guidelines:

- Buildings shall front the street;
- Active uses shall be located on all street frontage;
- One curb cut per block shall not be exceeded on both sides of the street;
- Main building entries shall be located along frontage unless adjacent to a higher-category street;
- Parking may come to the building facade above the ground floor;
- Parking structures shall be architecturally treated to be in harmony with the overall building design;
- A high quality of architectural façade treatment shall be used.

o "C" Streets provide a means of access to service entries and parking structures as well as access through the neighborhood. They are the least public in nature of the streets and less restrictive in intent. "C" streets include parts of Mill Road and Southern Street. (See Figure 6-8 for "C" Streets.)

Key Guidelines:

- Parking may come to the building facade and be located on the ground floor;
- Parking structures facades shall be architecturally treated to be in harmony with the overall building design;
- Curb cuts, alley, and parking garage entrances shall be located on "C" streets.

Public Places

Public spaces are varied and occur throughout the new Eisenhower East Plan. The most important public places are the beautiful and varied streets that unify the Plan from north to south and from east to west, and the system of public parks and plazas located throughout the plan.

Many of the new parks and plazas in the Plan could also serve as locations to recall the history of the site with markers based on local themes, helping the city to remember its past.

The plan encourages incorporating interpretations of early history in the detailed design of park and plaza spaces.

An example of an active public open space

The centerpiece of the whole plan is the new Community Park, centered on the stream valley or RPA and extending from one block east of the Metro station, across Mill Road to areas east, and turning north, parallel to Holland Drive. The park, a little more than 20 acres, combines a naturalistic setting for the recovered stream valley with large expanses of play fields, serving both active and passive uses.

This park and its central space, The Meadow, provides the city with much needed new parkland and includes paths, open spaces, and a new recreational bike trail connected to the existing bike trail along Eisenhower Avenue to the west.

Other public places include (See Figures 4-15 and 4-16 for the specific locations.):

- The new Eisenhower Station Square is the heart of the new neighborhood at the station area. The plaza aligns visually with Swamp Fox Road and terminates the view from the north with a new fountain and the relocated statue of General Eisenhower. It is a "hardscape" plaza with paved surfaces throughout, serving the high volume of pedestrian activity. To the west of the station is the pedestrian side of the plaza, facing the location of outdoor restaurants, stores, and activities such as lunchtime concerts. To the east are loading and waiting areas for DASH buses as well as waiting areas for taxis and vanpool vehicles. Eisenhower Station plaza is also convenient to extensive parking resources within a block or two.

Figure 6-9 Winter View across "the Meadow" towards Neighborhood Public Squares in South Carlyle

Figure 6-10 View of "West Side Gardens" Looking North

- Just north of Eisenhower Station Square along Swamp Fox Road is Hoffman Town Center and the multiplex theater complex and associated retail development. Further north is North Square, a small green park serving as a front door for the new residential building, terminating the view.

- To the west is West Side Gardens, developed as a long linear green park, providing a setting for office building development and a sense of entry to Eisenhower East from the west. This square is a long green park that provides relief to the western side of the town center and a secure setback for office development with special security needs.

- In South Carlyle, small-scale neighborhood parks, of approximately one-third and two-thirds of an acre, organize the neighborhood and terminate streets extending south from the Carlyle development, South Dulany Gardens and South Carlyle Square. South Carlyle Square is located at the end of John Carlyle Street, the new spine of the South Carlyle neighborhood. South Dulany Gardens provides a green link between the Carlyle development and the Community Park, and frames a view of the new Patent and Trademark Office atrium.

Large storefront windows for retail

A retail street with activity spilling onto the sidewalk

Retail

Retail frontages in the Eisenhower East Plan are organized along designated retail streets. Guidelines for retail development are based upon successful retail streets in Alexandria and other locales. Wide storefronts will be kept to a minimum so that frequent changes in storefronts and their content will guarantee a lively variety of retail experiences and opportunities (See Figure 4-9 for Retail Locations.)

- The Hoffman Town Center retail center is focused at the Eisenhower Avenue Metro Station area along Eisenhower Avenue, Swamp Fox Road, and Mandeville Lane. Conceived to support the successes already in place at the Hoffman Town Center, the new project will expand the destination-entertainment character of the station area. Restaurants, hotels and other complementary development will provide retail opportunities for residents and visitors alike whether one is just visiting to see a movie, or lives in the area.

- To the east, John Carlyle Street serves the South Carlyle neighborhood with neighborhood service or convenience retail, and becomes the neighborhood main street connecting South John Carlyle Square via John Carlyle to Duke Street. John Carlyle Street is designed to be intimate in scale and will serve new residents and office workers alike.

Building Heights and Design Standards

The buildings in Eisenhower East define the streets and parks by building to the edge of the street property line and developing street level uses that enhance pedestrian activity and movement. The Plan requires that streets and urban spaces create a continuous base building at the street front.

- The base building heights for Eisenhower shall range from five to eight stories. All other streets are encouraged to have a five-story base.

- That base is required to be developed at the edge of the right-of-way to define the space of the adjacent street.

- Setback requirements above the base level will establish the size and location of the building wall and control the bulk of the building so that a more articulate, modeled massing is developed above street level.

The Plan defines several zones for tower building heights that change according to specific urban conditions in Eisenhower East. Overall, the entire district will offer a varied and distinctive skyline, unique to the region yet establishing a harmonious experience for the pedestrian. Towers rise from bases filled out to the street wall, defining the pedestrian realm at street level. Above the base,

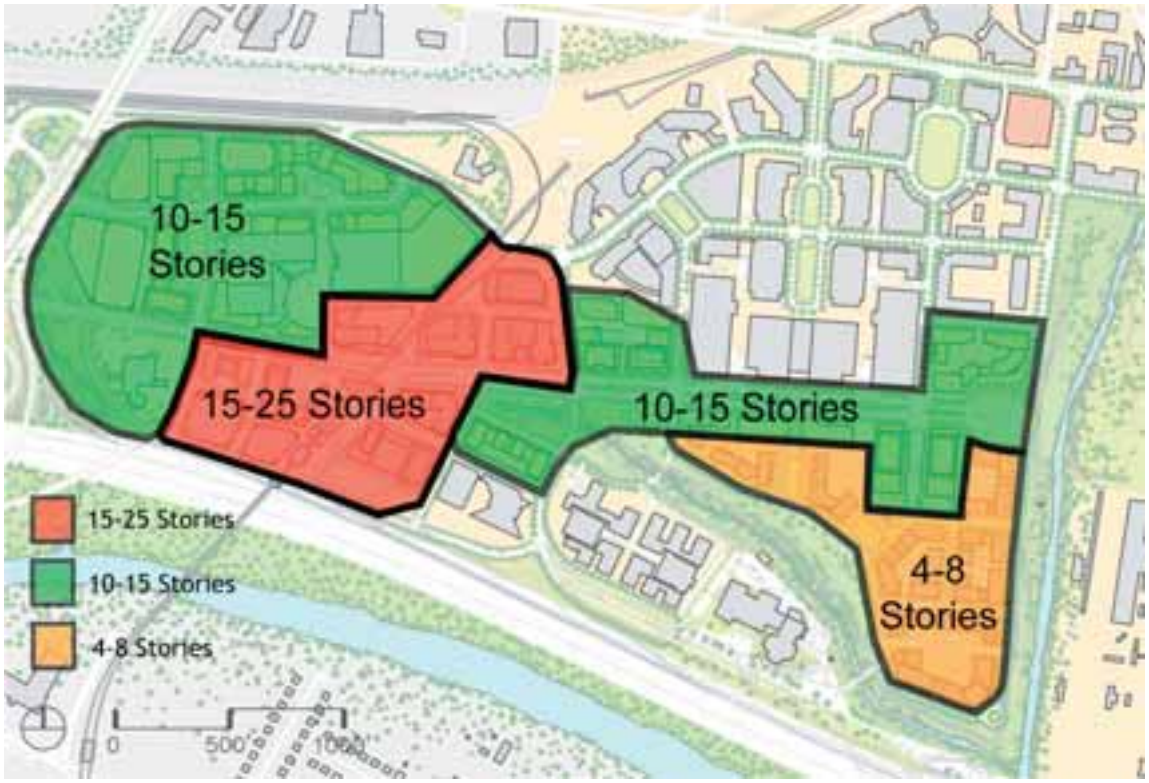


Figure 6-11 Building Heights

setbacks establish the mass of the street wall and permit light and air to circulate to the street below.

- Taller buildings shall be located around the Metro station area and along Eisenhower Avenue.

- Building heights will peak at the station area, with the tallest buildings approaching 250 feet high at the transit site. Heights will slope downward to the west to a range of 10 to 15 stories, while to the east will slope to four to eight stories in the Carlyle South neighborhood. (See Figure 6-11 for Building Heights.)

Building façades are required to provide depth and rich shadow articulation through a variation of surface depth, shape, and materials, overall façade organization and percentage of glass on the façade surface. Like historic Old Town, the architecture of the new district establishes a character that supports the making of the public environment and lines the street wall with facades that offer a rich visual experience to the eye. Individual buildings, while distinct, retain elements to ensure that the overall character of the district is maintained.

Architectural principles that establish a framework for design character for individual building façades are outlined in a separate section on design guidelines.

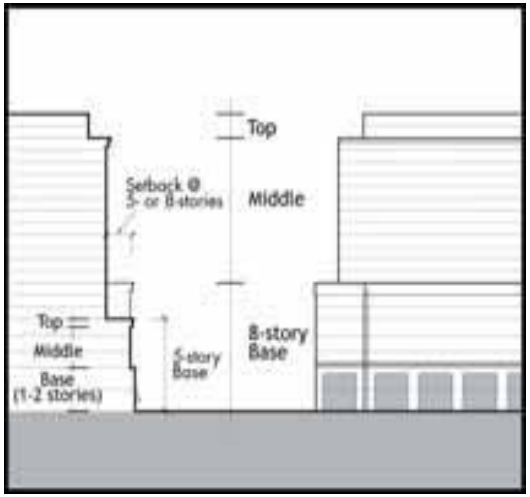


Figure 6-12 Tripartite Composition

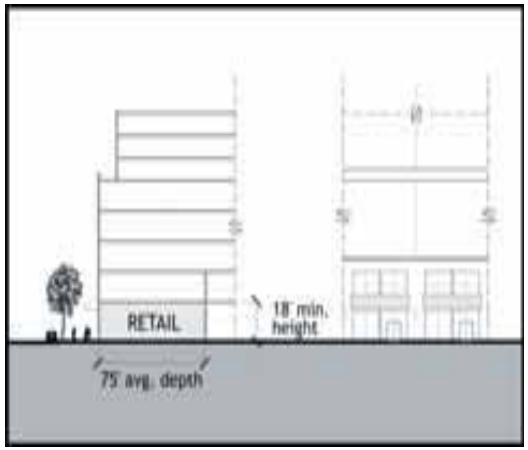


Figure 6-13 Retail Section

Architectural Principles

The following are general architectural principles that will guide the design of new buildings within the Eisenhower East neighborhood. A complete set of design standards and guidelines will be prepared by the Department of Planning and Zoning and adopted by the Planning Commission to supplement this plan and the zoning controls. The architectural principles and the guidelines will outline the design expectations for the property owners, developers, and their architects. The design principles set standards for the design by the applicant and for review of proposals by the staff and the Design Review Board.

1 *Building Base.* The Eisenhower East neighborhood should be defined architecturally by buildings that create a strong and continuous urban street wall. The street wall should be common to all buildings in the district and form the "building base" that will visually support taller buildings.

- The base buildings should create a sense of enclosure for the street through a regular and consistent frontage along the length of the street. The Plan establishes a required build-to line (typically the property line at the street) and all buildings must be constructed up to the build-to lines. This pattern of urban development is similar to that of Old Town Alexandria.

- The base buildings should act in concert to create the "walls" of public urban street space and urban spaces such as streets and squares. Except for important focal elements, buildings should not be "objects" surrounded by open space.

- The base buildings should generally be of a consistent height of five stories, or roughly 60 to 65 feet—except for buildings along Eisenhower Avenue, where the building base may be up to eight stories to recognize the additional street width. Where buildings are taller than five stories, the portion of the building above five stories should be set back from the lower portion of the base and/or differentiated with an expression line or change in architecture, material, and/or color.

An example of an approximately 5-story base building

- The buildings should be designed with a contemporary architectural expression that reflects the context of classical buildings in Alexandria. Generally, buildings should incorporate a tripartite composition of an expressed base, middle, and top. (See Figure 6-12.)

- The base buildings should be articulated utilizing changes in plane, material, and detail to replicate the diversity and variety found in a typical Old Town commercial block. While one owner generally controls the blocks, the building should have architectural elements that emulate the rhythm of the subdivision of lots found in well-functioning cities and Old Town.

- The base buildings should incorporate a strong base component of one to two stories, generally reflecting the location of retail spaces or spaces of interest to the pedestrian.

- The ground floor of the base building facing the street should be visually open to provide pedestrian interest. Retail along the street provides the best opportunity for creating visual interest, along with entryways at regular intervals, show windows, and transparency to the interior of the buildings.

- Ground floor retail should have a minimum 18-foot floor-to-floor height to accommodate quality retail space and major tenants. The retail space should have an average depth of 75 feet, and where the Plan calls for retail on the ground floor, the retail should extend more than 75 percent of the street frontage. (See Figure 6-13.)

- The base should be capped with a strong horizontal expression element or cornice.

- Main entries to the building should generally be located on the largest or most important street fronted by the building. By contrast, service entries and loading should be located on the smallest or least important street fronted by the building consistent with the Plan's street type designations. Parking ingress and egress and service access may not be located on the major traffic-carrying streets.

- Parking garage exhaust vents should not open onto pedestrian ways or sidewalks along a street. Intakes for garage ventilation may be placed along exterior walls adjacent to sidewalks but they must be integrated into the design of the façade and must not negatively impact the pedestrian experience.

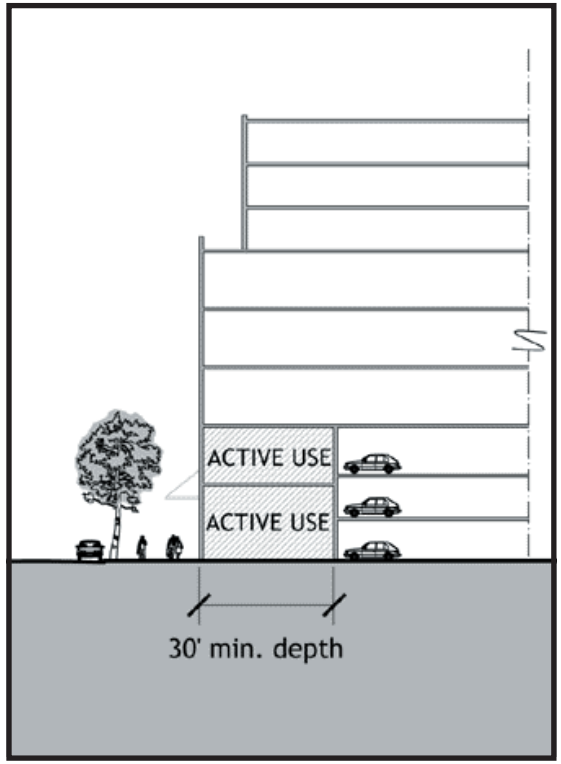


Figure 6-14 Section showing active use on street frontage; parking garage is not visible from the street

- Where the Plan permits above-grade parking screened from the street by active uses, the active use must be a minimum of 30 feet deep. The active use should present a façade that is typical for the use. Functional windows presenting day and nighttime activity, as well as functional balconies, are strongly encouraged.

- Where the Plan permits parking to be constructed to the street frontage, the façade should be architecturally designed to emulate the proportions and scale of the primary use. Materials should be the same as the building or similar quality. The parking should be an integral part of the design of the primary building. Openings should be well proportioned with headers and sills. Architectural grilles are encouraged to screen openings.

- Lighting within parking garages should be designed so that the light sources are fully screened from all public ways.

2 *Tower Elements.* The taller "tower elements" of the Eisenhower East buildings should be designed to the following principles that will govern their massing. (See Figure 6-15.)

- In general, the taller high-rise building elements should be designed to create a varied skyline and to assure air and light between the towers at the street level. The placement of tower elements is intended to avoid the appearance of canyon-like streets lined with undifferentiated masses of buildings.

- The composition of the taller buildings should consist of clearly articulated base (described above), middle, and top elements with each of the elements having an integral relationship to the others. Therefore, the tower elements should be integrated with the design of the base and avoid the impression of an unrelated building element placed on the top of a plinth-like base.

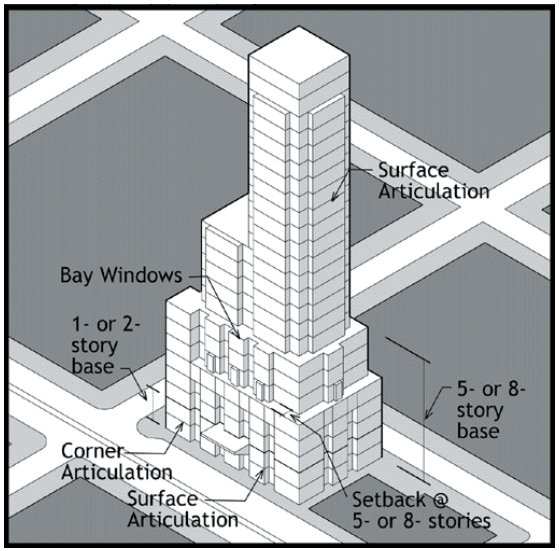


Figure 6-15 Massing of Tower Elements

An example of a building with an articulated roofline

- The massing of the tower elements should be developed both horizontally and vertically with changes of plane, stepbacks or setbacks, regular segmentation, and accent elements. The building articulation should avoid large, unrelieved planes and simple slab-like massing. In general, the tower elements should step back from the base; however, it may be desirable to set portions of the tower flush with the build-to line.

An example of a residential façade using high quality materials

- The rooflines should contribute to an active skyline in the Eisenhower East district. Tower tops should be articulated to meet the sky gracefully and maintain a closely integrated relationship to the mass of the building. Mechanical penthouses should be integrated into the design, to create an articulated building top and to avoid the appearance of a small box on top of a much larger volume.

3 Exterior Details and Materials. The buildings in Eisenhower East should be constructed of high-quality materials and exterior treatments that draw upon and contribute to the existing context of Carlyle and the west end of Old Town.

- The exterior skin of the buildings should be articulated with durable materials and be constructed predominantly of masonry (including stone, brick, tile, and precast concrete). Metal panels or curtain wall elements may be used as an accent but are not permitted as a primary cladding material. Synthetic materials such as plastic panels or exterior insulation finish system (EIFS) are not permitted. The building masses should be perceived as predominantly masonry and should avoid large areas of glazing. No more than 49 percent of the building's exterior should be glazed.

- Highest quality materials should be used at the base of the building to enhance the pedestrian experience of the district, ensure durability, and contribute to the public realm.

- Masonry should extend from the top of the building to the base with materials such as stone, cast stone, or precast concrete providing architectural accents, expression lines, or cornice lines. The floor slab lines should not be expressed in the exterior facade with exposed slab ends or with contrasting materials.

Buildings defining the streetwall made of high quality materials with "heavier" material at the base

- The treatment of windows in the façade should typically be punched openings and vertically-oriented instead of horizontal window openings. Windows should have a relationship to the functions they enclose: residential buildings may have

variously sized windows, some of which are operable; office buildings may have uniform fixed windows; hotels may have uniform windows with an operable portion; etc.

- Windows should be glazed with clear glass to promote transparency. Darkly tinted or reflective glass should not be used.

- Balconies should be enclosed by flanking walls with railings substantial enough to screen stored items from view. Floor slabs may not extend substantially beyond the surface of the façade or the enclosing walls.

- The exteriors of the buildings should be developed with details such as window sills and returns, expression lines, cornices, entrance features, or bay windows that give modeling and scale to the building and minimize use of flat surfaces with no depth or visual interest.

These guidelines are intended to ensure high quality and establish character without prescribing an exact architectural expression or form. Thoughtful solutions to design problems are encouraged in the spirit of creating the best possible public environment for Eisenhower East.

7
IMPLEMENTATION

Adoption of this Plan is an important first step in outlining the future of Eisenhower East , as the Plan provides a vision that reflects the aspirations of the City, the broader community and the immediate stakeholders. However, the mere presence of a planning document and the existence of a significant market opportunity for the development of commercial and residential space at Eisenhower East do not by themselves guarantee that the program will be successfully implemented.

Recent history overwhelmingly reflects the fact that urban development is an extremely complex process, and one that is continuously buffeted by risk and uncertainty brought about in large part by a dynamic economy that is changing at an ever-accelerating rate of speed. These issues are magnified here as well by the scale of the proposed development – its sheer scale raises planning concerns that would not otherwise surface with a smaller project, and the likely length of absorption virtually guarantees that there will be a need to make numerous adjustments to the Plan before it is completed.

Given the scale of the undertaking and the dynamics of the marketplace, successful implementation of the Eisenhower East Plan will almost certainly require the continuous and extensive involvement of the City of Alexandria in order to maintain the integrity of the longer term vision that has been established, and exercise the

necessary leadership to ensure that both private and public actions taken remain consistent with the broader goals and objectives for the neighborhood.

Moreover, if recent experience in comparable development contexts is any guide, this leadership, of necessity, will have to be proactive in nature rather than the more passive role that would limit involvement to regulatory and administrative procedures. To this end, identified below are a number of elements that need to be considered in the formulation of a detailed approach to implementing the Eisenhower East Plan.

With the length of time involved in taking a project from initial conceptualization to actual completion, it is absolutely paramount that the development process be fair, reasonable and completely understandable. Developers need to know the rules of the game and the acceptable development parameters. Such communication shortens the processing time, reduces risk and helps developers obtain necessary financing.

Moreover, to the degree that the plan and plan-approval process are stable, there is greater certainty for both sides about land values, development rates and future financial returns for both the public and private sectors, factors that are key to financial planning.

It is increasingly recognized that rigid zoning ordinances are often detriments to the successful design and execution of larger mixed use developments—particularly multi-phase projects, where there will be an extensive time lapse between initial planning and zoning and actual execution. In such contexts, the developer needs the flexibility to respond to changing market conditions, provided that overall goals and objectives for the Eisenhower East planning district are realized.

Proactive Leadership

Given the number of stakeholders, the range and magnitude of their concerns, and the likely length of the build-out of Eisenhower East, it is recommended that the City take a proactive role in directing and implementing the Eisenhower East Plan. This involvement can be structured in a number of different ways, including:

- Utilize an existing City Department as the primary point of contact and management entity, with designated staff focused primarily on the Plan implementation;
- Support the role of the City with assistance from existing organizations, such as the Eisenhower Partnership, building their capacity to take on a more active leadership role; and/or
- Establish a public/private partnership, including City officials, community representatives and property owners, to provide on-going leadership at the local level.

Whether working within the existing City structure, with existing organizations, through a public/private partnership, or combination thereof, the City needs to take a strong role particularly during the transition period from plan to implementation.

It is important that a leader or lead agency be designated—one who has experience in, understanding of, and appreciation for urban centers. This individual/agency could “champion” Eisenhower East and effectively manage the many facets of a quality urban development.

The public/private partnership approach is one way to bring together all of the stakeholders with interest in the successful implementation of the Plan. An example of such an organization is the Ballston Partnership that was formed to assist in the implementation of new development around the Ballston transit station in Arlington County.

The Ballston Partnership represents an alliance of developers, businesses, residents and local officials that advocate and market the Ballston area. The model that may be considered for such an organization in Alexandria may be that of a special tax district; which in this region, Arlington is establishing in Rosslyn, and has already been established in Maryland and Washington, DC.

Implementation Efforts

Realizing the successful implementation of the Eisenhower East Plan will require proactive efforts in the following:

- Preparing a block-by-block development plan with specific guidelines to ensure new construction that reflects the vision of this Plan;
- Modifying the current zoning to reflect a flexible performance-based approach to development;
- Establishing a strategy to coordinate and phase development to ensure appropriate development phasing over time;
- Working in concert with the private sector on a coordinated retail strategy to ensure the development and marketing of a successful retail center, with a desirable synergy of use and activities;
- Adopting detailed design guidelines for new construction that reflect the stated architectural principles;
- Establishing a design review board with members of the design profession to review new development projects in accordance with the design guidelines;
- Facilitating the adjustments in property boundaries to realize the street network and block development areas outlined in the Plan;
- Structuring a comprehensive approach for the funding of the improvements that benefit the district as a whole;
- Coordinating and implementing the roadway network and other infrastructure and services, including the development of pro-rata shares for specific portions of the improvements;
- Coordinating the development of detailed designs for the public open spaces, and implementation of the parks and open space program including the methodology for funding the program through development assessments;
- Implementing a fair-share Affordable Housing Program;
- Working with the City's Capital Improvement Program and developing other funding sources for the implementation of the "public" improvements in Eisenhower East; and
- Developing and managing the district-wide Transportation Management Program.

As many of the benefits of public investment in Eisenhower East are to be local in nature, consideration should be given to creating a funding mechanism that equitably shares the cost of providing the necessary infrastructure among the various beneficiaries. The City may want to consider an organization that is self-funding and has the ability to raise funds. This type of program could fund the required infrastructure and amenities through some form of financing that shares the burden between the City, Eisenhower East property owners, developers, residents and businesses. A common form of financing public improvements that should be considered is through locally devised Special Tax Districts.

Special Tax District Funding

In order to fund the necessary public infrastructure that will enable the creation of a viable, quality urban environment with transit oriented development in the Eisenhower East area, the creation of a special district to raise funds to finance infrastructure improvements may be the best way for the City's vision of this area to be fully achieved.

It is clear that the costs of the desired infrastructure, when compared to that able to be provided directly by new development, or by the City's Capital Improvement Program, will leave a significant funding gap. A special tax district offers tools to help narrow the funding gap.

In addition, because of diverse land ownership, development does not always occur in a coordinated fashion. A special district can also provide a mechanism to fund needed infrastructure between two nearby but non-adjacent development projects.

The Eisenhower East area will require an improved grid street system, additional and enhanced streetscape, an extension of the Metro platform to the north side of Eisenhower Avenue, new public parking structures, as well as the acquisition and development of additional open space. In addition, enhanced public services (above and beyond those normally provided by the City) could be funded, such as transit shuttle services and other enhancements that are typically provided by many business improvement districts in the United States.

While the boundaries of such a district will need to be determined, the core of a district would likely be defined by those projects that would significantly benefit from the planned infrastructure improvements such as the Mill Race project; the U.S. Patent and Trademark Office project; as well as the area bounded by Holland Lane, Telegraph Road, Duke Street, and the Capital Beltway.

It should be noted that the approval of the Mill Race project included a provision for a special tax district.

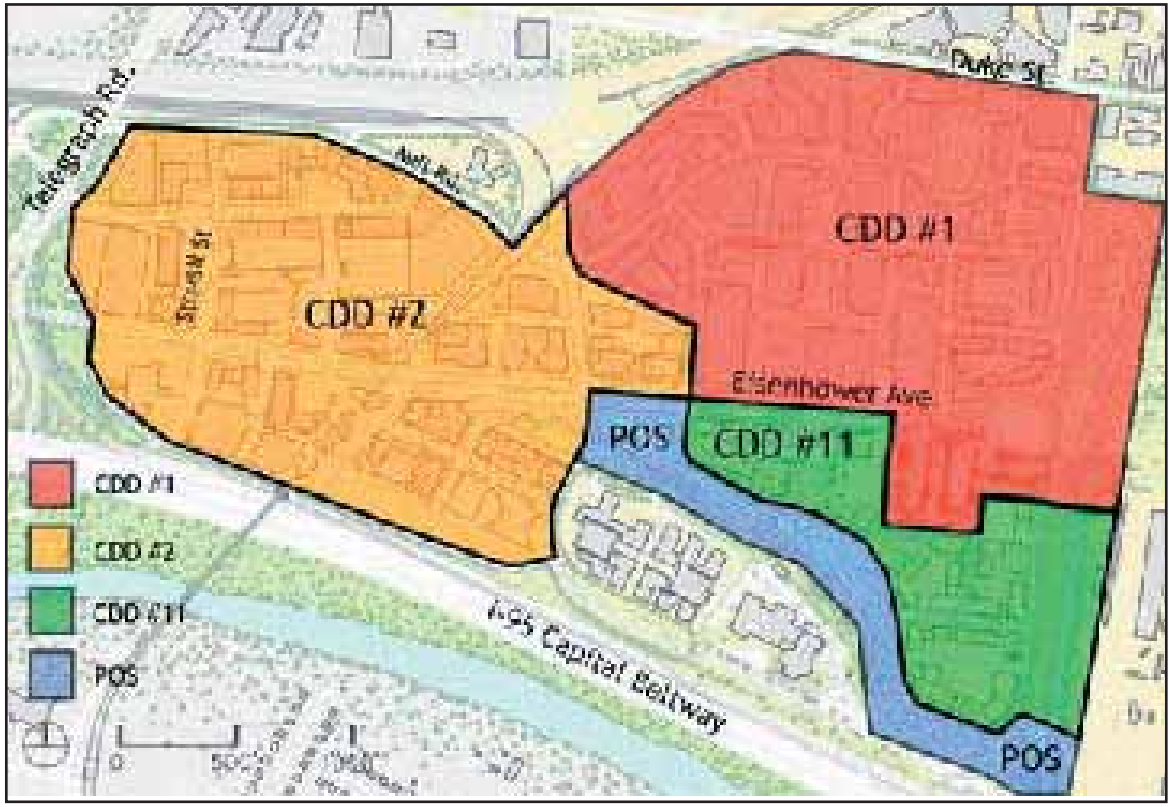


Figure 7-1 Proposed Zoning Changes

Development Controls

The implementation of the Eisenhower East Plan necessitates the following changes to the CDD zoning text and mapping (See Figure 7-1, Proposed Zoning Changes):

CDD 2:
Amend mapping to include Blocks 16, 20 and 23 and to delete Blocks 22, 24 and 25A

New CDD 11:
Create a new CDD 11 to include the mapping of Blocks 24, 25A, 26, 27, 28, 29 and 30

POS:
Amend mapping to include all of Blocks 22 and 31 as public open space (POS)

Both CDD 2 and CDD 11:
Zoning text to include the development controls for each development block, as delineated in Figure 4-8, as follows:

- Allowable gross floor area (AGFA)
- Building heights, to include maximum height of the building base and the suggested locations and maximum height of tower buildings
- Size of public open spaces
- Principal use
- Required location for ground-level retail use

Specific provision to be included in the text to note that development figures reflect the transfer of density for the entire site to a smaller net development area, prohibiting development on any portion of the property delineated in the Plan for public open space or roadways.

Design Guidelines

Develop detailed block-by-block design guidelines to ensure the implementation of the desired urban form, retail streetscape and building articulation compatible with the architectural principles outlined in the Plan. These design guidelines should then be adopted by the Planning Commission and used in the design review of individual building projects.

Design Review Board

Establish a Design Review Board to review and approve the construction of all new private development in the areas outside the approved Carlyle CDD area, in accordance with the design guidelines of this Plan or adopted pursuant to this Plan.

The Design Review Board should consist of the following members:

- Local Architect
- City Planning and Zoning Director
- Non-resident Architect/Urban designer
- Citizen with demonstrated expertise in design and architectural issues
- Other

Retail Strategy

The development of Eisenhower East envisions the creation of a vibrant, successful retail/entertainment center as an integral part of the new community. To ensure success reflective of the Plan, it is imperative that the City work in a cooperative, coordinated manner with the private sector and the property owners to develop a strategy and bring the envisioned retail center to reality.

The relocation of Mandeville Lane, approximately 80 feet to the north, and the introduction of retail along the face of Hoffman Building One is an important element to balance the stand-off security needs of the Department of Defense tenants with the creation of a lively retail/entertainment center.

Land Adjustments

City needs to take a leadership position and facilitate the following adjustments in land ownership in order to facilitate the development as proposed in the Eisenhower East Plan:

- Boundary between the American Trucking Association (Blocks 19 and 20) and Hoffman properties (Blocks 11 and 12)

- Alexandria Sanitation Authority land – split incorporation into the block primarily owned by Carlyle Development (Block P, Carlyle) and land owned by Virginia Concrete (Blocks 26 and 28)
- Ultimate vacation of Hooff's Run Road – split between the property owned by Carlyle Development and that owned by Hoffman (Blocks 25A and 25B)
- Disposition of land associated with reconfiguration of the circle at Eisenhower Avenue and Holland Lane
- Rights from JPI to extend Elizabeth Lane over the RPA to connect into the JPI entrance at Mill Road (Block 21)
- Acquisition of right-of-way from ATA for Southern Street (Block 20)
- Work with WMATA on land adjustments to implement development around Metro station

Roadway System

The development of the major street infrastructure will require determining the equitable or fair share funding of the improvements. This implementation element of the Plan has identified the following roadways as streets that effectively serve all properties within Eisenhower East:

- Eisenhower Avenue
- Southern Street
- Mill Road
- John Carlyle Street (south of Eisenhower Avenue to the public square)
- Elizabeth Lane Extension (Mill Road to Eisenhower Avenue)
- Park Road
- Metro Station Road on the east side of the Metro Station
- Reconfiguration of the traffic circle at Holland Lane

The above roads should be implemented by the City and funded by both the public and the private sector with a determination of the appropriate fair-share contribution of each of the property owners or developers. These improvements will need to be further prioritized and coordinated with the implementation of planned private development.

The following streets have been identified as serving more than one development project or property ownership within Eisenhower East:

- Holland Lane (extension south of Eisenhower Avenue)
- Road around John Carlyle Square

The above roads should be implemented by the City and funded at a defined ratio by the private sector with a determination of the fair-share contribution of each of the abutting property owners or developers benefiting from the roadways.

All other streets and the attendant streetscapes generally serve and benefit one development and the cost of implementation of the improvements should be borne by the adjoining or encompassing property owner/developer.

Development Phasing

The success of Eisenhower East is predicated on a mix of land uses constructed over a period of time to meet the market absorption to create a dynamic neighborhood, encourage the use of transit, and mitigate the potential negative traffic impacts. The private sector must build in a coordinated, planned manner to ensure a general balance of uses. The development phasing should not be left merely to the whims of the current market or available financing. The Plan identifies a primary use and the allowable maximum amount of development for each block.

The intent is to provide some degree of flexibility in the location of primary uses (office and residential) within each CDD zone. Working with the City Department of Planning and Zoning is important in order to monitor the emerging development pattern and make prudent shifts in land use locations as needed, including the exploration of appropriate measures to be undertaken if the desired balance is not being achieved.

In addition, the street and utility infrastructure must be coordinated to serve the private development and the general needs of the City.

The following street and streetscape, open space, and transit improvement phasing has been established for initial planning purposes. However, the City should work closely to refine the phasing as the construction of private sector development proceeds.

Short Term Improvements (2005 – 2010)

- Streets and Streetscapes
  - Eisenhower Avenue (completion of the improvements to be coordinated with the completion of the new Mill Road ramps to the Capital Beltway) and conversion of the traffic circle to a "T" intersection
  - Mill Road (south of Eisenhower Avenue)
  - John Carlyle Street Extended (between Eisenhower Avenue and the public square)
- Parks and Open Space
  - Portion of the park along Eisenhower Avenue, west of Mill Road

Mid-Term Improvements (2010 – 2015)

- Streets and Streetscapes
  - Road around Carlyle Square South
  - Metro Station Road
  - Holland Lane Extended
- Parks and Open Space
  - Public squares adjoining development projects
- Transit
  - Extension of the Metro Station platform and construction of north entrance
  - Reconfiguration of Bus facilities at Metro Station

Long Term Improvements 2015 – 2020

- Streets and Streetscapes
  - Southern Street
  - Elizabeth Lane Extended
  - Park Road
- Parks and Open Space
  - RPA and adjoining City park area

Infrastructure Improvements

As new development and road construction is undertaken, it may be necessary to improve some of the area's infrastructure systems and facilities. The area includes major storm water and sanitary sewer facilities that serve not only the Eisenhower East area but also major segments of the City.

The City's Capital Improvement Program includes funds for some of the major infrastructure; however, significant funding will clearly be required, through an equitable or fair-share funding of the improvements, to accommodate the uses anticipated within Eisenhower East or the rerouting and upgrading to accommodate a new development pattern.

Parks & Recreation

The Eisenhower East parks and open space program is predicated upon a comprehensive system of urban spaces, parks, and conservation areas that are adequately sized and properly located to serve the neighborhood and the City. Explicit in this approach is for the City to create an implementation program to develop detailed designs for the public spaces, acquire the land for public use and develop the parks.

In calculating the allowable gross floor area for the development of each property, the amount of allowable building space was transferred from the gross site area to the net site area, essentially concentrating all of the land value into the smaller net development site area so that the open space has little monetary value, except as open space. In the acquisition and development of the majority of the open spaces, the property owners are the immediate beneficiaries as value-added to their project and must, therefore, provide the majority of the funding.

Development of the public parks and open space within Eisenhower East will need to be further prioritized and coordinated with the implementation of planned private development. The implementation program should include the determination of the appropriate fair-share contribution of each of the property owners or developers.

Capital Improvements Program (CIP)

The City of Alexandria has a six-year CIP that is updated annually and which seeks to establish the City's capital priorities within available financial resources. The CIP includes such elements as:

- Transit facilities;
- Land for public buildings and facilities;
- Parks/open space/plazas;
- Streets and sidewalks; and
- Other infrastructure.

Through its annual allocation process, the CIP considers the phasing schedule issues for large capital improvement projects, such as the public elements of Eisenhower East. Coordination of the private sector development with the public infrastructure is an important component in the development of the phasing schedule.

Transportation Management District

The Eisenhower East Plan calls for the creation of a district-wide Transportation Management Program. The management program would include annexation of existing individual TMPs into the district program, the collection of fees, coordination and funding of shuttle transit programs through the City's transit system, monitoring of the short term parking, management of the transit incentive programs and management and monitoring of the bicycle program.

The Eisenhower East Plan requires continuous monitoring of its transportation systems and parking in order to ensure its capability to provide for a large daytime population of employees and weekend population of a comparable magnitude at a major town center. The services of a local transportation coordinator (likely city staff) should be engaged to provide an integrated approach to the public transit systems, Metro and parking, to ensure public access and convenience.

Of particular significance to the long-term success of Eisenhower East is the provision and management of parking. The pure allocation of required spaces by developers on a project-by-project basis has often proved inadequate and cost-ineffective in urban centers of comparable scale. In this regard, consideration should be given to a program of centrally-managed parking structures to ensure that they are properly located, have common hours and pricing, and are convenient to the short-term needs of the area. Properly conceived and managed shared parking

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