

Docket Item # 2
MASTER PLAN AMENDMENT #2003-0002
REZONING #2003-0001
TEXT AMENDMENT #2003-0001

Special Planning Commission Meeting
February 26, 2003

ISSUE: Consideration of an amendment to the 1992 Master Plan to add the Eisenhower East Small Area Plan, including CDD guidelines; consideration of an amendment to the King Street/Eisenhower Avenue Metro Station Small Area Chapter of the 1992 Master Plan to remove that land area to be included in the new Eisenhower East chapter; consideration of amended zoning maps to reflect the Eisenhower East CDD zoned areas; and consideration of amendments to Section 5-602 of the zoning ordinance with respect to CDD #2, and a new CDD #11.

APPLICANT: Department of Planning and Zoning

LOCATION: Area bounded generally by Duke Street, Holland Lane, Telegraph Road, and the southern boundary of the city.

CITY COUNCIL ACTION, MARCH 15, 2003: City Council closed the public hearing and approved the Planning Commission recommendation.

Councilman Speck asked staff to look at the question of whether there should be something procedurally in place of addressing, short of having to come back with a new special use permit application, in the event conditions prevent them from accomplishing what we want them to accomplish and what apparently they want to accomplish which is where appropriate and where possible to underground parking, and for that get the density that goes with that. He stated that over the next few months as staff is looking at the design guidelines, if staff, in conjunction with the Planning Commission, can just look at whether that is something that ought to be part of the mechanics of this plan. Tell us if you think so. If you do, we'll look at it; if you don't, we won't.

Councilwoman Eberwein asked if staff would take an additional look at the parking compared to other jurisdictions just to allay some of the concerns.

PLANNING COMMISSION ACTION, MARCH 4, 2003: On a motion by Mr. Komoroske, seconded by Mr. Leibach, the Planning Commission voted unanimously to recommend approval

of the Eisenhower East Small Area Plan, with the motion carried by a 7 to 0 vote, to specifically recommend approval of:

- Amendment to the 1992 Master Plan to adopt the Eisenhower East Small Area Plan as a new chapter to the Master Plan, with additional discussion on page 4-8 and in the Executive Summary to address the results of the traffic impact analysis on roads located outside the Eisenhower East study area;
- Amendment to the King Street/Eisenhower Avenue Metro Station Small Area chapter of the 1992 Master Plan to remove from that chapter the land area now covered by the Eisenhower East Small Area Plan;
- Amendment to the zoning maps with respect to the land covered by the Eisenhower East Small Area Plan to reflect the boundaries of CDD #1, CDD #2, and a new CDD #11, as amended on the revised zoning map dated 02-26-2003 to maintain the CDD#1 zoning for Carlyle, Block P; and
- Amendment to the text of Section 5-602 of the zoning ordinance (the CDD chart) to reflect zoning consistent with the Eisenhower East Small Area Plan chapter of the Master Plan, as provided in Attachment #2.

On an earlier motion, later reconsidered, by Mr. Komoroske, seconded by Mr. Leibach, the Planning Commission voted to recommend approval of the same motion noted above. The motion carried by a vote of 5-1-1, with Mr. Robinson abstaining as he was not present for the public hearing and Mr. Gaines dissenting. The original vote was reconsidered as all the Planning Commissioners felt a unanimous vote was essential in accurately representing both the enthusiasm and full support the Planning Commission had for the Eisenhower East Plan and the inclusive planning process. They specifically applauded the Plan for its comprehensive approach toward managing traffic and significantly reducing future traffic impacts.

Reason: The Planning Commission enthusiastically endorsed the Plan. The members discussed the issues raised in the public testimony with regard to increasing densities when not providing underground parking, the potential to change uses and densities, and expressed the concern that modifying individual elements of the plan would unravel the Plan as a cohesive approach. The Commission discussed the connections between Eisenhower East and the Eisenhower West area, and the desire to rename Eisenhower Avenue to Eisenhower Boulevard. The idea of extending the jurisdiction of one Design Review Board for both the East and West areas was raised. With regard to affordable housing and the need for affordable places for people to live near their work, it was expressed that attention should be paid to the types of jobs that are generated in order to provide the opportunity for everyone to work and live in the Valley.

The Commission expressed the need to pay attention to the design details, particularly with the streetscape and street furniture, in implementing the plan, as well as taking a proactive, workable approach towards implementation. Parking was discussed as a critical element to support the

proposed retail uses, and the Commission expressed the desire to maintain the Plan's approach to retail parking.

AMENDMENTS BY THE PLANNING COMMISSION: The Commission incorporated two amendments as part of its motion to recommend approval of the Small Area Plans and zoning amendments, as follows:

- Add additional discussion in the Eisenhower East Small Area Plan on page 4-8 and in the Executive Summary to address the results of the traffic impact analysis on roads located outside the Eisenhower East study area; (See new text following)
- Adoption of a revised zoning map, dated 02-26-2003, maintaining the CDD#1 zoning for Carlyle, Block P, with the provision that the design guidelines outlined in the Eisenhower East Plan shall apply to the property (See attached revised zoning map dated 02-26-2003)

Planning Commission Amendments to Eisenhower East Small Area

Plan

1. Amendment by Planning Commission to Page 4-8, Land Use and Circulation, Eisenhower East Small Area Plan, February 2003 Draft:

New text shown underlined; deleted text shown as ~~strikeout~~

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 peak traffic flows on Eisenhower Avenue under the Eisenhower East Plan with ~~their~~ its 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. The following is the projected level of 2020

Build-out Peak Hour Levels of Service at major intersections located within the Eisenhower East study area:

	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

The comprehensive traffic analysis also showed improvement to the level of performance for intersections located outside of the study area, including:

AM Peak Hour:

• <u>Duke Street and Taylor Run Parkway</u>	<u>Level C to B</u>
• <u>Duke Street and Diagonal Road*</u>	<u>Level F to E</u>
• <u>Duke Street and Holland Lane*</u>	<u>Level F to E</u>
• <u>Eisenhower Avenue and Mill Road Extended*</u>	<u>Level F to B</u>

PM Peak Hour:

• <u>Duke Street and Taylor Run Parkway*</u>	<u>Level F to D</u>
• <u>Eisenhower Avenue and Mill Road Extended*</u>	<u>Level F to C</u>

*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 Reineker's Lane, these intersections are projected to continue to operate at over-capacity in the 2020 Build-out 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, For Williams Parkway and Janneys Lane) and two streets east of Telegraph Road (Russell Road and Commonwealth Avenue). All of these streets 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 Eisenhower East Plan.

2. Amendment by Planning Commission to Page vii, Executive Summary, Eisenhower East Small Area Plan, February 2003 Draft:

Land Use/Circulation Strategy

To accomplish the vision for Eisenhower East, the Plan creates a true mixed-use neighborhood with a balance of 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 objective 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 were identified that will mitigate the impacts of traffic and enhance the quality of life:

3. Amendment by Planning Commission to Page viii, Executive Summary, Eisenhower East Small Area Plan, February 2003 Draft:

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.

Speakers:

Harry P. Hart, representing Simpson Development Corp., complimented the plan and stated that his client was in agreement with the Plan as it applied to Phase 1 of the Simpson development. He further expressed concern that it would not be economically feasible to place parking underground in Phase 2 due to the soil conditions.

Donald Simpson, Sr., representing Simpson Development Corp, commented that he thought it was a very positive planning process. He stated that most of the remaining land is old landfill area and that he was concerned about the location of methane gas on his property when he develops Phase 2 of his property.

Jonathan Rak, representing Hoffman Family LLC, stated that his clients were the owners of the majority of the land in the area and that there was much to commend in the Eisenhower East Plan. He provided background information on the Hoffman properties, emphasizing an approved concept plan dating back to 1998. He stated that the most radical change from their approved concept plan is the shift in the balance of uses – to increase residential use on their property. He indicated that they were willing to work with the City as to the uses. Mr. Rak expressed concern that the maximum parking ratios provided in the plan may not be sufficient for the parking demand, and that the retail/entertainment ratio at 2 spaces per 1,000 s.f. to be too low. He referenced the AMC theater lease requiring 600 spaces and expressed the desire to have a “grandfather” provision for Hoffman’s existing parking. He also expressed specific concern that the plan does not make provision for above-grade parking on Blocks 24 and 25A.

Andrew MacDonald stated that he thought it was premature to approve the plan, stating that the City should not look at projects independently. He expressed his belief that the RPA area should not be counted as open space. He also stated that perhaps we do not need the grid and that there

was no exit onto I-95 from the area.

Bill Harvey, representing the Carlyle-Eisenhower Civic Association, complemented the staff and Planning Commission, and particularly the open planning process. He stated that he supported the formation of a Design Review Board and felt that most of the comments raised by Carlyle were addressed in the Plan. He believed that revisions should be made to the traffic circle to remove the open space.

Howard Middleton, representing American Trucking Association, Inc. (ATA), commended the staff and Planning Commission for an outstanding job. He expressed a desire to work with the staff in the development of the specific design guidelines for his client's property. He discussed the potential existence of methane gas on the ATA property and expressed concern about the ability to provide underground parking. He requested that a provision be included in the Plan that, if it was not feasible from a public health and safety standpoint to develop underground parking, they be awarded additional square footage to place the parking above grade without reducing their leaseable floor area. He also expressed the belief that 420 square feet per parking space better reflects the amount that could be provided underground. Mr. Middleton requested that the road proposed between the two ATA properties be designated for pedestrians only. He also discussed the approach in the Plan that applied specific use designations to individual properties with an allowance to change uses and suggested that the process for changing uses be more specifically defined.

Katy Cannady stated that the plan represented great new value to the landowners and does not address the neighborhoods. She expressed concern that the parking ratio was too large and should be reduced to a ratio of 1.25 spaces per 1000 square feet or the density of development should be reduced so that there would be fewer cars in the area.

Julie Crenshaw spoke to the infrastructure needs, expressing her thought that the area needs to be very pedestrian friendly, allowing sufficient sidewalk width to accommodate pedestrian flows. She commented on connecting green space and emphasized that small parks should have true green space, not simply hardscape.

Stewart Schwartz, representing the Coalition for Smarter Growth, spoke in support of the plan, and stated that the Eisenhower East Plan was "a great plan" He emphasized the need to remember that the Plan strategies are all integrated and should remain intact, and believed the plan was on the right track with the parking approach and the need for transit. He stated that form-based codes, an approach similar to that of the plan, were the wave of the future. He stated that there should be more money for affordable housing and some type of inclusionary zoning, as used in neighboring Maryland jurisdictions, would promote affordable housing in the future.

Ellen Pickering expressed enthusiastic support for the Plan as it "takes giant steps to bring order

to the area, and it is a plan to get excited about”. She strongly recommended that the plan add a flyover (over the rail tracks) to connect the northern end of Stovall Street to Dove/Duke Street. She also felt it was important to have 4-way pedestrian crossings at the intersections. She expressed the need to increase the width of sidewalks by 5-6 feet if the adjoining building was taller than 5-6 floors along the street face. She questioned the future use of an existing pedestrian tunnel that connects from Duke Street to Mill Road. Ms. Pickering commented on the need to reduce parking and noted that Alexandria House was built on methane gas. She closed with the statement “let’s stick to this Plan”.

Jim Alexander, The Albemarle Group, LLC, representing the Alexandria Mini-Storage facility, expressed his concern about by-right densities and below grade parking.

Beverly G. Stephenson, representing Thomas Andrews Partnership, requested that the land area for their property as shown in the chart reflect the added land that should be incorporated from the vacation of some Mill Road right-of-way.

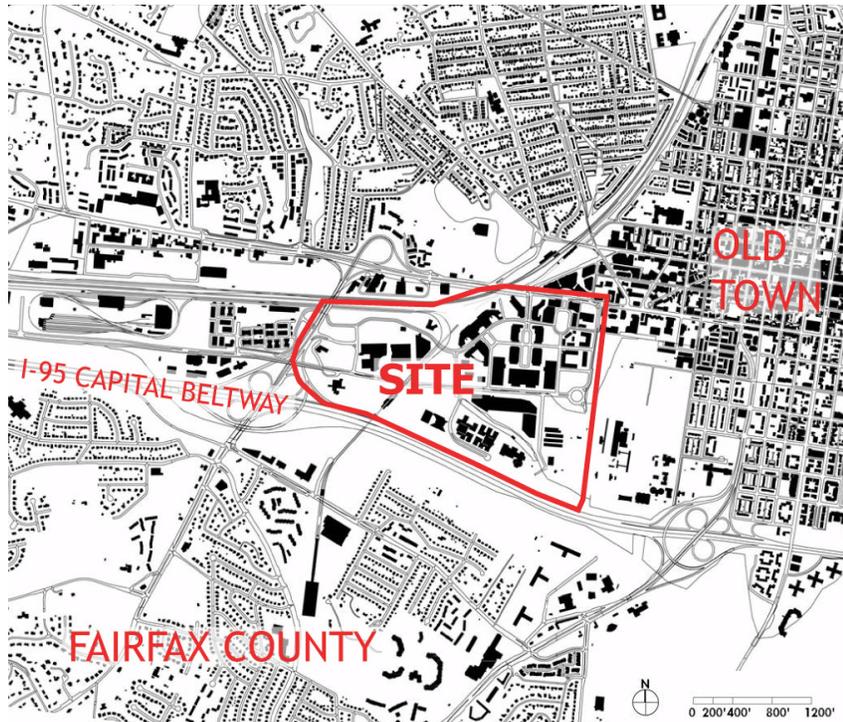
Poul Hertel commented that the planning process was a very good process, and the City should support and adhere to this Plan. He specifically endorsed the grid system and the pedestrian friendly aspects of the Plan. He felt the uncertainty of the funding of the Stovall ramp was problematic. He stated the importance of removing the existing (Hoffman) garage from the green space in the RPA. Mr. Hertel also expressed his opinion that the width of sidewalks should be commensurate with building size.

Tom Parry stated that many aspects of the plan were jewels. He questioned why attention was paid to Beltway access and not to Duke Street. He felt there was a traffic problem and questioned the incentive to use Metro. He commented that the grid network was solely internal to the Eisenhower area.

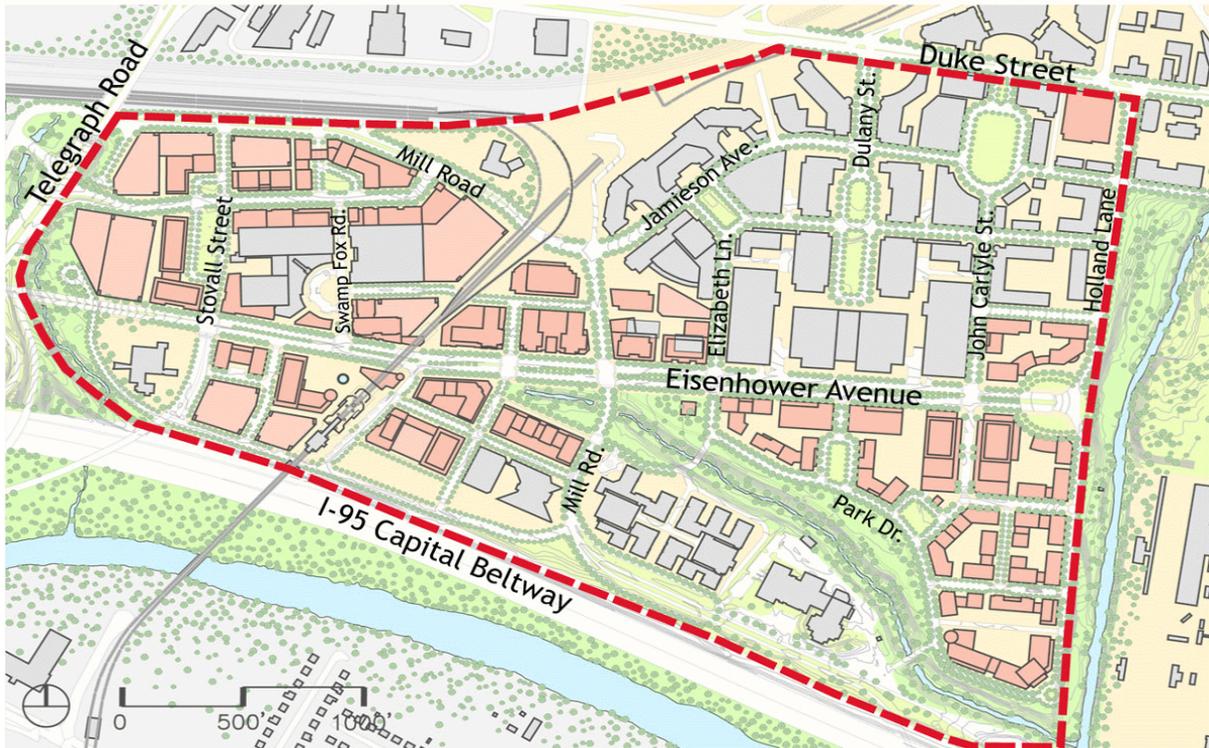
Roland Gonzales stated that this Plan “is much better than planning in the past and that the challenge will be consistent implementation of the plan”. He felt the parking ratio of 1.66 spaces per 1,000 s.f. for office will bring in more cars than can be handled, and that, with this ratio, there should be a reduction in density.

Jonathan Rak, representing Carlyle Development Corporation, commented that his clients would like to have Block P of the Carlyle development remained zoned as CDD#1.

Vicinity Map of Eisenhower East Area



Eisenhower East Small Area Plan Boundaries



STAFF RECOMMENDATION:

Staff recommends that the Planning Commission, on its own motion, initiate the following amendments:

1. Amendment to the 1992 Master Plan to adopt the Eisenhower East Small Area Plan as a new chapter to the Master Plan;
2. Amendment to the King Street/Eisenhower Avenue Metro Station Small Area chapter of the 1992 Master Plan to remove from that chapter the land area now covered by the Eisenhower East Small Area Plan (see Attachment #3 for revised plan);
3. Amendment to the zoning maps with respect to the land covered by the Eisenhower East Small Area Plan to reflect the boundaries of CDD #1, CDD #2, and a new CDD #11, as shown on the proposed zoning map in Attachment #1; and
4. Amendment to the text of Section 5-602 of the zoning ordinance (the CDD chart) to reflect zoning consistent with the Eisenhower East Small Area Plan chapter of the Master Plan, as provided in Attachment #2.

BACKGROUND

The Eisenhower East planning effort has resulted in the creation of a shared vision among the community, property owners and the Planning Commission itself for a new, vibrant mixed use urban place focused around the Eisenhower Avenue Metro Station. This new urban place will be a transit-oriented neighborhood, including a balance of jobs and housing, a variety of natural parks and urban open spaces, with a retail/entertainment center that capitalizes on the existing theater, as well as a smaller retail area to serve the needs of residents and workers in the area.

The challenge in this planning effort has been how to guide and manage the potential build-out of approximately 17 million square feet of development allowed under existing zoning in the Eisenhower East area, in a manner that complements the existing characteristics of Alexandria. Specifically, the planning effort sought to enhance the City's quality of life by:

- Managing the projected traffic impacts of this development;
- Encouraging the creation of high quality building design and a rich mixture of uses that will create an exciting and livable community; and
- Providing for the integration of enhanced street design, tranquil open spaces and easy pedestrian movement within a new urban environment.

EISENHOWER EAST PLAN

The Eisenhower East area has been experiencing extraordinary development pressures in recent years. With the total development potential under existing zoning at about 17 million square feet, approximately 4.3 million square feet is existing development (with the Hoffman and Carlyle developments) and an additional 6.2 million square feet of development had already been approved or is under construction. The remaining 6.5 million square feet of potential development is the primary focus of the Eisenhower East Plan.

The 230 acres comprising the Eisenhower East planning area represents opportunity for the greatest concentration of new development within the City in the coming decades. It encompasses the 83-acre Carlyle development, including the U.S. Patent and Trademark Office complex, as well as large tracts of land held by individual owners and corporations for which no transportation, development or design standards have been established. Creation of a shared vision and standards to guide this new investment was necessary to ensure that this new development will be coordinated with and contribute to the established character of the City.

The Eisenhower East planning process, under the direction of the Planning Commission, was a wide-ranging public participation process that included property owners and businesses in Eisenhower East, the Eisenhower Partnership, Civic Associations, interested citizens, and all relevant departments and agencies within the City. A detailed five-phase process was undertaken that included data compilation and analysis, identification and analysis of framework alternatives, and development and refinement of the concept plan. A series of community workshops were held over a 15-month period to provide information and seek public input. As a result of the public input and analysis, the Planning Commission adopted a series of recommendations in May 2002 that set a comprehensive direction for the development of the Eisenhower East Plan. These recommendations were:

Eisenhower East should:

- Create an urban, not suburban, development extension of Old Town/Carlyle;
- Establish itself as the City's primary economic development area;
- Utilize a design process that works with property owners and community stakeholders to realize the vision;
- Protect adjacent neighborhoods from adverse impacts;

- Maximize the use of Metro and other transit by concentrating a mix of uses and development around the Metro;
- Establish Eisenhower Avenue as a grand “urban” boulevard providing a friendly route to Metro and a balance of pedestrian and auto uses, with urban open space;
- Ensure a network of urban streetscapes designed to balance of auto, transit and pedestrian use, and provide smaller development blocks consistent with “Old Town” blocks;
- Create a balanced plan for a quality environment by providing a jobs/housing balance, an appropriate balance between revenue and cost of services, a level of development tied to performance criteria, and a mix of housing types and sizes;
- Provide a coordinated open space/recreation system, including public spaces, interconnected streets, resource protection areas, and open spaces and squares linked to the existing spaces in the Carlyle development; and
- Ensure parking programs and standards consistent with urban, not suburban, models, including adequate and convenient on- and off-street public parking, parking standards for office and residential uses consistent with the distance from Metro, and incentives for underground parking and disincentives for above-grade parking that dominates the streetscape.

The Eisenhower East Small Area Plan is attached as a separate document.

The principal elements of the Eisenhower East Small Area Plan are: 1) Land Use and Circulation Strategy, 2) Open Space System, 3) Transportation Approach, 4) Urban Design Guidelines and Architectural Principles, and 5) Implementation.

Land Use and 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. Seven traffic mitigation strategies were identified that would reduce 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 83% of the new retail/entertainment uses are located within 1500’ 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 existing maximum zoning) is incorporated into the Plan. To achieve the reduction, the allowable square footage in the plan is based on the gross square footage rather than the net square footage as in the current zoning. 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; and*
 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 program 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.

Open Space System

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

The Plan includes four types of open space and parks.

- *Parks and Resource Protection Areas*

The Parks and Resource Protection Areas are related in form and location to natural amenities such as stream valleys, watersheds and resource protection areas (RPA). 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. These squares are generally paved with enhanced materials and defined by trees that provide shade 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 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 Avenue.

Transportation Approach

Transportation is key to the amount and type of development and the future character of the area. For Eisenhower East to develop into a lively, mixed-use environment with office, retail and residential uses, with open space, recreation, entertainment and cultural activities, 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 numbers 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 the Capital Beltway ramps westward on the southern 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 on parking by land use type. Also, the Plan calls for short-term parking for office visitors, and retail and restaurant uses to be managed to maintain an adequate supply. The Plan provides significant amounts of on-street parking that is also maximized for short-term daytime parking.

To achieve 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 be non-SOV, i.e. will arrive by transit, foot, bicycle, car or vanpool. These non-SOV rates are achievable with a strong Transit Management Plan as Arlington County 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 transit incentives such as

employee transit subsidies, shuttle system, improved information, etc., and through auto use disincentives, such as the parking policies.

- *Urban Design Guidelines and Architectural Principles*
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 will be 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. Given the 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 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
- Establishing a public/private partnership, including City officials, community representatives and property owners, to provide on-going leadership and management.

The process for implementing the Plan 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 plan-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 result in 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 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 is proposed to implement architectural design guidelines that will be developed by the Department of Planning and Zoning and adopted by the Planning Commission.

LAND USE AND ZONING ACTIONS

In order to make that Eisenhower East planning work part of the official land use documentation for the City, the following actions are necessary.

Amend the Master Plan to include a new Small Area Plan: Eisenhower East. The City is now divided into 14 small areas, for master planning purposes. The Eisenhower East plan will be a 15th small area plan. The land that is covered by the new plan is now part of the King Street/Eisenhower Avenue Metro Station Small Area Plan. It is advisable to have a separate plan for the Eisenhower East area, given its distinct character, in order to give it the stature appropriate to this unique urban area.

Much of the land covered by the Eisenhower East plan is zoned CDD/Coordinated Development District. That zoning was developed to address concerns about large land areas, often owned by multiple parties, and to allow flexibility with higher densities provided that property owners complied with (1) the planning and design guidelines outlined in the CDD Guidelines included in the applicable small area plan, and (2) the CDD process outlined in the zoning ordinance. The zoning of CDD land has two alternative development levels: higher densities are allowed with Special Use Permit approval; if a property owner chooses not to follow the CDD approach, an “underlying” zoning is also established. See Section 5-602 of the zoning ordinance, discussed in more detail below.

Because compliance with CDD guidelines is required to take advantage of the higher densities allowed, the Eisenhower East Plan being proposed includes specific guidelines for each of the

CDD areas within the plan area. The CDD guidelines are found on pages 4-25 and 4-26 of the Eisenhower East Plan. These guidelines essentially require compliance with the elements of the Eisenhower East Plan.

Amend the Master Plan to remove the Eisenhower East area from the King Street/Eisenhower Avenue Metro Station Small Area Plan. This small area plan, adopted in 1992, includes all of the area around the King Street Metro and extends east to West Street. In addition, the small area plan includes all of the land area in the Eisenhower Valley from Holland Lane to Bluestone Road. The current amendment would remove the land area from the King Street/Eisenhower small area plan that is proposed to be covered by the new Eisenhower East Small Area Plan. The area for deletion is bounded by Holland Lane/Hooff's Run on the east, Duke Street and the Metro tracks on the north, Telegraph Road on the west, and the Capital Beltway on the south. The remaining portion of the Eisenhower Valley land now within the King Street plan will be the subject of the Eisenhower West planning study to begin later this year, and will be included in a new or amended small area plan at the conclusion of that study. It is recommended that the name of the existing small area plan be slightly modified to King Street Metro Station/ Eisenhower Avenue Small Area Plan (relocating the words "Metro Station" to reference the King Street Metro Station area only), until such time as the Eisenhower West work is completed. (See Attachment #3 for the changes to this plan.)

Amend the zoning maps to reflect the CDD zones included in the Eisenhower East Small Area Plan. The general CDD zoning scheme was applied in 1992 to a large part of the land covered by the Eisenhower East plan. Currently, CDD #1 covers Carlyle and includes the Andrews parcel and the Whole Foods site. CDD #2 covers the Hoffman property, the Mill Race sites and the vacant tract owned by American Trucking Association. Most of the remaining land is zoned OCM (100).

In order to ensure coordinated implementation of the Eisenhower East plan, the use of the CDD approach is recommended for the remaining development land in the area. Each of those areas will remain in the CDD areas previously depicted on the zoning maps. In addition, the area south of Eisenhower Avenue will be designated as a new CDD #11. Thus the entire land area covered by the Eisenhower East plan will be incorporated into one or another CDD. The CDD is appropriate for this area because it relies heavily on the small area plan for direction and because by its nature it requires a "coordinated" approach.

The proposed boundaries of the CDD zones include the following additions and deletions of property (please refer to the graphic on the next page showing the block numbers):

CDD #1 Duke Street

Deletions: Blocks 16 and 26A

This includes the Andrews parcel adjoining the Metro tracks on Mill Road and Block P of the Carlyle development, which is located south of Eisenhower Avenue. These two parcels are recommended to be included within other CDDs because the Carlyle development of CDD#1 is almost fully built out and these parcels have a functional relationship to the CDD areas in which they are being proposed.

CDD #2 Eisenhower Avenue Metro

Additions: Blocks 16, 20 and 23

Deletions: Blocks 22, 24 and 25A

The additions include the Andrews parcel noted above, the existing American Trucking Association property on Mill Road south of Eisenhower Avenue and the Simpson property at the northeast corner of Mill Road and Eisenhower Avenue. While these three parcels are located on the periphery of existing CDD#2, they are all within 1,500 feet of the Metro station and can work together as a cohesive transit-oriented development district.

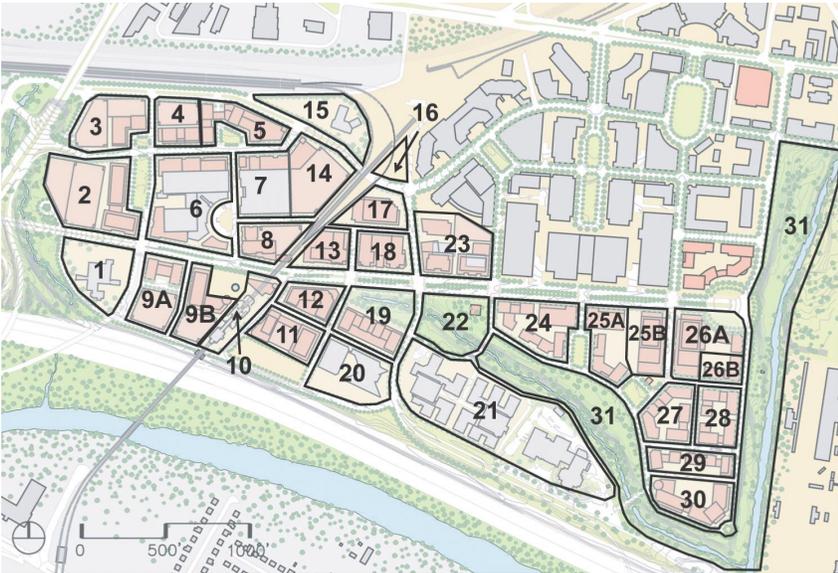
The property to be deleted from CDD#2 is the Hoffman property located south of Eisenhower Avenue and east of Mill Road. This property is not contiguous to the other property located within CDD#2 and is located more than 1,500 feet from the Metro Station. This property is recommended for inclusion within CDD#11.

CDD #11 South Carlyle

Additions: Blocks 22, 24, 25A, 25B, 26A, 26B, 27, 28, 29 and 30 and the portions of Block 31 that are in private ownership.

CDD#11 includes all of the property located south of Eisenhower Avenue, east of Mill Road and bounded on the south and east by Resource Protection Areas. Collectively, these parcels, developed in a coordinated manner, could realize the vision of this area as a lower-scale, mixed use residential/office neighborhood, oriented towards the community park.

Block Numbers



Maps showing the existing and proposed zoning boundaries are included at Attachment #1.

The following chart delineates the tax map parcels included in the rezoning, as follows:

Tax Map No.	Property Address	Owner	Current Zoning	Proposed Zoning
072.00-02-16	2345 Mill Road	Thomas Andrews Ptnrshp.	CDD-1	CDD-2
072.00-02-18	2347 Mill Road	Thomas Andrews Ptnrshp.	CDD-1	CDD-2
073.03-01-01	2111 Eisenhower	2111 Eisenhower Ave. Ltd. Ptnrshp.	OCM(100)	CDD-2
073.03-01-02	2121 Eisenhower	Simpson Development Corp.	OCM(100)	CDD-2
073.03-01-03	2320 Mill Road	Simpson Mill Rd. Family LP	OCM(100)	CDD-2
078.00-01-05	2200A Mill Road	Gateway South Assoc.	OCM (100)	CDD-2
079.00-01-01	2000 Eisenhower	Hoffman Family LLC	CDD-2	CDD-11
079.00-01-09	350 Hooff's Run	Hooff Fagelson Tract LLC	OCM(100)	CDD-11
079.00-01-11	310 Hooff's Run	Alexandria Mini Storage	OCM(100)	CDD-11
079.00-01-12	340 Hooff's Run	Virginia Concrete Co.	OCM(100)	CDD-11
079.00-01-13	1700 Eisenhower	City of Alexandria Sanitation Auth.	OCM(100)	CDD-11
079.00-01-14	1800 Eisenhower	Carlyle Development Corp.	CDD-1	CDD-11
079.00-01-15	700 Holland Ave.	Carlyle Development Corp.	OCM(100)	CDD-11
079.00-01-16	1600 Eisenhower	City of Alexandria Sanitation Auth.	CDD-1	CDD-11
079.00-01-17.L1	414 Hooff's Run	Hooff Fagelson Tract LLC	OCM(100)	CDD-11
079.00-01-17.L2	454 Hooff's Run	Hooff Fagelson Tract LLC	OCM(100)	CDD-11
079.00-01-17.L4	310 Hooff's Run	Hooff Fagelson Tract LLC	OCM(100)	CDD-11

Amend the zoning ordinance with regard to the CDD zoning chart under section 5-602.

The attached amendments to Section 5-602 outline the zoning requirements for CDD #2 Eisenhower Avenue Metro and new CDD#11 South Carlyle. The proposed amendments are a summarized version of the CDD guidelines as they appear on pages 4-25 and 4-26 of the Eisenhower East Small Area Plan. (See Attachment #1 for amended text language to Section 5-602)

No change is proposed for CDD#1 Duke Street (Carlyle). The amended CDD#2 zone includes the following:

- No change has been made to the basic underlying zoning district. The OC zoning regulations continue to apply, with a maximum FAR of 1.25, with an allowance up to 2.0 with an Architectural SUP.
- The maximum building height without an SUP has been reduced to 100 feet, except on the Hoffman tract, where the basic maximum height continues at 150 feet.
- The amended zone requires that any project proposed under the OC district will be required to comply with the architectural and design guidelines outlined in the Eisenhower East Plan.
- In order to ensure that the location of streets and parks/open spaces as outlined in the Plan will be implemented over the long-term, the zoning amendment specifically prohibits development on any portion of property delineated in the Plan as public open space or roadways. The allowable amount of gross floor area, as delineated in the charts, reflects a concentration of allowable development from the larger “gross site area” into the smaller “net development site” area, which is the result of the removal of land designated for roads and open space from the larger “gross site area”. Thus, the prohibition against construction on road or open space areas does not affect the amount of total development on any given parcel.
- Development with a CDD Special Use Permit will be required to comply with the CDD Guidelines and standards outlined in the Eisenhower East Small Area Plan.

The new CDD#11 zone has the following features:

- The basic underlying zoning district is OCM(100), with a maximum FAR of 1.0 and a maximum building height of 100 feet.
- The new zone requires that any project proposed under the OCM(100) district will be required to comply with the architectural and design guidelines outlined in the Eisenhower East Plan.
- In addition, same provision as noted in CDD#2 that prohibits development on any portion of property delineated in the Plan as public open space or roadways is also applied in CDD#11. This is necessary to ensure that the location of streets and parks/open spaces as outlined in the Plan will be implemented over the long-term. This restriction against construction on road or open space areas does not affect the amount of total development on any given parcel.
- Development with a CDD Special Use Permit will be required to comply with the CDD Guidelines and standards outlined in the Eisenhower East Small Area Plan.

The amendments for both CDDs specifically reference Figures 4-9 and 4-10 in the Plan covering specific block-by-block development controls within each CDD. These control charts outline the desirable principal land use, the allowable gross floor area (including above-grade parking, except as elsewhere exempted in the Plan), building height (in stories and feet) and the amount of desired ground floor retail space for each development site. Figure 4-9 outline the development controls for CDD#2 and Figure 4-10 includes those applicable to the properties in CDD#11.

Figure 4-9 Block Development Controls – CDD #2

Property	Block	Net	Principal	Allowable	Building	Maximum	Ground
Name/Owner		Development	Use	Gross	Height	Tower Height	Floor
		Site Area*		Floor Area	(Stories)	(in Feet)	Retail**
Holiday Inn	1	179,119	Hotel	101,000	10-15	150	
Hoffman	2	168,400	Office	789,000	10-15	210	
West Side Gardens		34,800	Open Space				
Hoffman	3	98,700	Office	379,000	10-15	210	
Hoffman	4	59,700	Office	339,000	10-15	220	18,000
Hoffman	5	56,400	Hotel	304,000	10-15	220	20,000
Hotel 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	Residential	500,000	20-25	250	50,000
Hoffman	9A	82,500	Residential	407,000	15-20	220	15,000
Hoffman	9B	74,100	Office	956,000	20-25	250	50,000
Eisenhower Stn	9B	28,300	Open Space				
Metro	10	9,700	Retail	4,000	1-2	20-40	4,000
Hoffman	11	66,600	Office	591,000	10-15	220	10,000
Hoffman	12	48,300	Residential	549,000	15-25	250	20,000
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	100,000	10-15	150	
Mill Race	17	77,540	Office	433,000	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	10-15	150	
RPA/Park	19	55,000	Open Space				
ATA	20	77,100	Office		10-15	200	
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 4-10 Block Development Controls – CDD #11

Property	Block	Net	Principal	Allowable	Building	Maximum	Ground
Name/Owner		Development	Use	Gross	Height	Tower Height	Floor
		Site Area*		Floor Area	(Stories)	(in Feet)	Retail

Park	22	116,000	Open Space				
Hoffman	24	61,100	Office	151,000	10-15	200	
Hoffman	24	48,200	Residential	144,000	4-8	100	
So. Dulany Gardens		15,300	Open Space				
Hoffman	25A	38,500	Office	135,000	10-15	200	
Hoffman	25A	60,400	Residential	96,000	4-8	100	
Carlyle	25B	66,800	Office	204,000	10-15	200	22,000
Carlyle Block P	26	92,600	Office	411,000	10-15	200	34,000
City of Alex	26	41,000	Residential	124,000	4-8	100	
So. Carlyle Square		28,200	Open Space				
Alex Mini-Storage	27	73,300	Residential	350,000	4-8	100	
Virgina Concrete	28	63,600	Residential	282,000	4-8	100	
Hooff-Fagelson	29	55,500	Residential	170,000	4-8	100	
Hooff-Fagelson	30	114,000	Office	512,000	10-15	200	

*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.

STAFF: Eileen P. Fogarty, Director, Department of Planning and Zoning;
Kimberley Fogle, Chief, Neighborhood and Community Planning;

Attachments:

- 1 – Existing and Proposed Zoning Maps
- 2 – Amended CDD#2 and new CDD #11, Section 5-602
- 3 – Revised King Street Metro Station/Eisenhower Avenue Small Area Plan

RESOLUTION NO. MPA 2003-0002

WHEREAS, under the Provisions of Section 9.05 of the City Charter, the Planning Commission may adopt amendments to the Master Plan of the City of Alexandria and submit to the City Council such revisions in said plans as changing conditions may make necessary; and

WHEREAS, the City initiated an extensive community participation process, with the guidance of the Planning Commission, to establish a shared vision and direction for the future development of the Eisenhower East area; and

WHEREAS, the community planning process culminated in the development of the Eisenhower East Small Area Plan as a comprehensive approach to guide and manage future development in the Eisenhower East area; and

WHEREAS, the Eisenhower East Small Area Plan involves land that was previously included in the King Street/Eisenhower Avenue Metro Station Small Area Plan section of the 1992 Master Plan necessitating an amendment to that plan to delete references and recommendations made in that plan for the land area covered in the Eisenhower East Small Area Plan; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on February 26, 2003 with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendments are necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the Eisenhower East Small Area Plan section of the City; and
2. The proposed amendments shows the Planning Commission's long-range recommendations for the general development of the Eisenhower East Small Area Plan; and
3. Based on the foregoing findings and all other facts and circumstances of which the Planning Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the enactment of the Eisenhower East Small Area Plan section of the 1992 Master Plan and the amendment to the King Street/Eisenhower Avenue Metro Station Small Area Plan section of the 1992 Master Plan will, in accordance with present and probable future

needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City;

RESOLUTION NO. MPA 2003-0002

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NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Alexandria that:

1. The Eisenhower East Small Area Plan is hereby adopted in its entirety as an amendment to the 1992 Master Plan of the City of Alexandria, Virginia, in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia, with the provision that the discussion regarding traffic impacts on Page 4-8 of the plan and in the Executive Summary be expanded to the results of analyses for intersections located outside the study area .
2. The King Street/Eisenhower Avenue Metro Station Avenue Small Area Plan section of the 1992 Master Plan of the City of Alexandria, Virginia is hereby amended, in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia, to change its title to King Street Metro Station/Eisenhower Avenue Small Area Plan and to delete all references to the land area covered in the Eisenhower East Small Area Plan.
3. This resolution shall be signed by the Chairman of the Planning Commission and attested by its secretary, and a true copy of this resolution forwarded and certified to the City Council.

ADOPTED the 4th day of March, 2003.

Eric Wagner, Chairman

ATTEST:

Eileen P. Fogarty, Secretary

**ATTACHMENTS ARE AVAILABLE IN THE
OFFICE OF PLANNING AND ZONING**