

Introduction and first reading: 9/12/2006  
Public hearing: 9/16/2006  
Second reading and enactment: 9/16/2006

### INFORMATION ON PROPOSED ORDINANCE

#### Title

AN ORDINANCE to amend and reordain the 1992 Master Plan (1998 ed.) of the City of Alexandria, Virginia, by adopting and incorporating therein the amendment heretofore approved by city council to such master plan as Master Plan Amendment No. 2006-0002 and no other amendments, and to repeal all provisions of the said master plan as may be inconsistent with such amendment.

#### Summary

The proposed ordinance accomplishes the final adoption of Master Plan Amendment No. 2006-0002 to incorporate a series of amendments, previously approved by the planning commission and city council, into the Eisenhower East Small Area Plan.

#### Sponsor

Department of Planning and Zoning

#### Staff

Eileen P. Fogarty, Director of Planning and Zoning  
Ignacio B. Pessoa, City Attorney

#### Authority

§ 9.01, Alexandria City Charter  
§ 11-900, City of Alexandria Zoning Ordinance

#### Estimated Costs of Implementation

None

#### Attachments in Addition to Proposed Ordinance

None

ORDINANCE NO. \_\_\_\_

AN ORDINANCE to amend and reordain the 1992 Master Plan (1998 ed.) of the City of Alexandria, Virginia, by adopting and incorporating therein the amendment heretofore approved by city council to such master plan as Master Plan Amendment No. 2006-0002 and no other amendments, and to repeal all provisions of the said master plan as may be inconsistent with such amendment.

WHEREAS, the City Council of the City of Alexandria finds and determines that:

1. In Master Plan Amendment No. 2006-0002, an application has been made to amend the Eisenhower East Small Area Plan Chapter of the 1992 Master Plan (1998 ed.) of the City of Alexandria, as variously described *infra*.

2. The said amendment has heretofore been approved by the planning commission and city council after full opportunity for comment and public hearing.

3. All requirements of law precedent to the adoption of this ordinance have been complied with; now, therefore,

THE CITY COUNCIL OF ALEXANDRIA HEREBY ORDAINS:

Section 1. That the Eisenhower East Small Area Plan Chapter of the 1992 Master Plan (1998 ed.) of the City of Alexandria, be, and the same hereby is, amended as described in the staff report and exhibits from the June 17, 2006 public hearing meeting of City Council, attached hereto and incorporated fully herein by reference.

Section 2. That the director of planning and zoning be, and hereby is, directed to record the foregoing amendments, as the Eisenhower East Small Area Plan Chapter of 1992 Master Plan (1998 ed.) of the City of Alexandria, Virginia.

Section 3. That all provisions of the of the 1992 Master Plan (1998 ed.) of the City of Alexandria, Virginia, as may be inconsistent with the provisions of this ordinance be, and same hereby are, repealed.

Section 4. That the 1992 Master Plan (1998 ed.) of the City of Alexandria, as amended by this ordinance, be, and the same hereby is, reordained as the 1992 Master Plan (1998 ed.) of the City of Alexandria, Virginia.

Section 5. That the city clerk shall transmit a duly certified copy of this ordinance to the Clerk of the Circuit Court of the City of Alexandria, Virginia, and that the said Clerk of the Circuit Court shall file same among the court records.

Section 6. That this ordinance shall become effective upon the date and at the time of its final passage.

WILLIAM D. EUILLE  
Mayor

Attachment

Introduction:	9/12/2006
First Reading	9/12/2006
Publication:	
Public Hearing:	
Second Reading:	
Final Passage:	

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EXHIBIT NO. 1

~~15~~  
~~6-17-06~~

Docket Item #11-A  
MASTER PLAN AMENDMENT #2006-0002

Planning Commission Meeting  
June 6, 2006

**ISSUE:** Consideration of a series of amendments to the Eisenhower East Small Area Plan related to specific blocks, including increases to floor area, density, height, site area, principal use, ground floor retail, labels on various blocks and urban squares, street layout, and changes to make the plan consistent with the Eisenhower East Design Guidelines, the approved Hoffman CDD Concept Plan #2005-0002, and various density bonus and transfer provisions.

**LOCATION:** Area within the boundaries of the Eisenhower East Small Area Plan, bounded generally by Duke Street, Holland Lane, Telegraph Road, and the southern boundary of the city.

**STAFF:** Department of Planning and Zoning

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**PLANNING COMMISSION ACTION, JUNE 6, 2006:** On a motion by Ms. Fossum, seconded by Mr. Komoroske, the Planning Commission voted to recommend approval and adopt the resolution for MPA 2006-0002, subject to compliance with all applicable codes, ordinances and staff recommendations. The motion carried on a vote of 6 to 0; Mr. Dunn was absent.

**Reason:** The Planning Commission agreed with the staff analysis.

**Speakers:**

Mr. Jonathan Rak, representing the Alexandria Sanitation Authority, remarked that the Authority had no objection to deleting a footnote from Figure 4-10 of the Small Area Plan as earlier requested by a property owner. However, Mr. Rak noted that the Authority continues to have a need to expand its facilities.

Ms. Ellen Pickering spoke concerning the open space formula (Docket Item #11B) and the Master Plan Amendment. In regard to the Master Plan Amendment, Ms. Pickering stated that Hooffs Run Dr. should not be classified as a 'C' street as indicated on the Carlyle Block P special use permit.

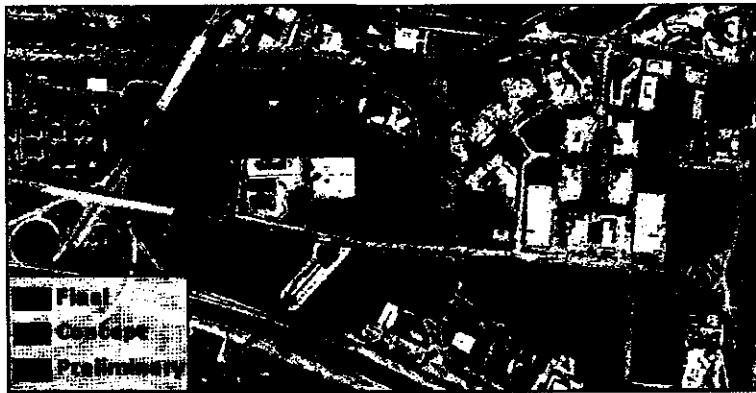
**STAFF RECOMMENDATION:** Staff recommends that the Planning Commission adopt the following amendments to the Eisenhower East Small Area Plan.

## I. SUMMARY

The Eisenhower East Small Area Plan (EESAP or Plan) was adopted by City Council in April, 2003 as a new chapter to the 1992 Master Plan. The area covered by the EESAP, bounded generally by Duke Street, Holland Lane, Telegraph Road, and the City's southern boundary, includes three Coordinated Development Districts (CDDs) – CDD#1 (*Duke Street*), CDD#2 (*Eisenhower Avenue Metro*), and CDD#11 (*South Carlyle*). The Plan, along with the CDDs and subsequent Eisenhower East Design Guidelines (Design Guidelines), seeks to encourage the development of a new transit-oriented urban neighborhood that includes a balance of jobs, housing, and retail activity, as well as a substantial variety of open space.

The Plan has created a shared vision among the community, property owners and the City concerning the future direction of this neighborhood. The Eisenhower East planning effort is now well into the implementation stage, where the Plan's overall vision is being realized. The certainty and assurance of the Plan, coupled with the pace of development throughout greater Washington has meant that the neighborhood's build-out is occurring faster than anticipated. The EESAP anticipated ultimate build-out through 2020; today there is approximately 14 million square feet of building space currently in the development planning process at either the preliminary, concept, or final stages within the Eisenhower East/ Carlyle CDDs. This figure includes the 6.68 million square feet of development approved for the Hoffman Concept Plan, which may take 10 to 15 years to achieve full development.

**Eisenhower East Development Pipeline**



The primary purpose of this amendment is to ensure that the Eisenhower East Small Area Plan conforms to the Design Guidelines as approved by Planning Commission. In addition to the Design Guidelines amendments, there are amendments related to the Hoffman Concept Plan and the ATA and Marriott proposals.

Specifically, during the course of planning process since the adoption of the Plan, and the review of the concept plans, DSUPs and related submission in that process, some changes have occurred which are addressed in this amendment. However, those changes recommended and adopted, as well as those undergoing current review, have remained consistent with the spirit, intent and goals

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EISENHOWER EAST SMALL AREA PLAN - AMENDMENT

contemplated in the Plan. Most important, the underlying balance of uses and their location, the provisions for substantial open space in the form of parks and RPA, neighborhood and urban squares, and the inclusion of a broad median in Eisenhower Avenue, has been maintained or improved upon through the planning process and this proposed amendment. This update to the EESAP will ensure that the Plan remains current and relevant.

The specific items to be amended fall into four categories:

1) *Eisenhower East Design Guidelines*: Guiding principles of development for the area as approved by the Planning Commission.

2) *Hoffman Concept Plan*: Plan submitted by the Hoffman Company governing the development of the Company's land holdings within the Eisenhower East area.

3) *ATA Density Bonus*: Proposed development on Blocks 19 and 20 that includes the request for a bonus increase of height as incentive for the provision of affordable housing.

4) *Marriott Transfer of Development Area*: Proposed development on Block 16 that includes a transfer of development area from Block 17.

5) *Technical Amendments*: Technical and/or minor changes to the Plan and/or Design Guidelines.

The above matters, as well as the other projects currently in the development pipeline, are beneficial to the Eisenhower East area and in keeping with the tenets of the Small Area Plan;

## **II. PROPOSED MASTER PLAN AMENDMENT**

As discussed in the Summary above, the proposed master plan amendment will revise several items (both text and figures) within the Eisenhower East Small Area Plan to bring the Plan into conformity. It will also bring the Plan up-to-date in light of recent DSUP approvals.

### **1. Revisions Pertaining to the Eisenhower East Design Guidelines**

The Design Guidelines for the Eisenhower East Small Area Plan were approved by Planning Commission on March 9, 2006, and serve as the guiding principles for the design of the buildings, streets, and public areas of Eisenhower East. In the course of review, revision and adoption of the approved Hoffman Concept Plan, certain details of the Design Guidelines were modified over the preliminary details in the Plan to reflect the actual field conditions brought out during the review of the Hoffman proposals, most notably along at the Hoffman properties fronting Eisenhower Avenue.

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The following provisions are proposed to bring the Plan into conformity with approved Guidelines regarding street section measurements:

**Page 6-2: (Figure 6-2: Eisenhower Avenue Street Section)** Reconfigure street section measurements (east of Mill Rd.) to conform to measurements shown on page 31 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the park median's width from 30'-36' to 27'-38'.

**Page 6-3: (Figure 6-3: Eisenhower Avenue with Park Median)** Reconfigure street section measurements (east of Mill Rd.) to conform to measurements shown on page 31 of the approved Eisenhower East Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the park median's width from 30'-36' to 27'-38'.

In third paragraph, change the interval of street tree spacing from 30 feet to 25 feet to conform to the measurement on page 32 of the approved Design Guidelines.

**Page 6-4: (Figure 6-4: Eisenhower Avenue Street Section)** Reconfigure street section measurements (west of Mill Rd.) to conform to measurements shown on page 30 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the median's width from 12'-14' to 17'-26'. The bike lane and the sidewalk are shown as a single 22-foot pedestrian right-of-way to permit maximum flexibility for the future configuration of this space.

**Page 6-5: (Figure 6-5: Eisenhower Avenue with Bike Lanes)** Reconfigure street section measurements to conform to measurements (west of Mill Rd.) shown on page 30 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the median's width from 12'-14' to 17'-26'. The bike lane and the sidewalk are shown as a single 22-foot pedestrian right-of-way to permit maximum flexibility for the future configuration of this space.

Change wording in second paragraph to read: *Eisenhower Avenue pedestrian zone will also accommodate a bike lane. Future bike lane conditions will require City Council approval.*

**Page 6-7: (Figure 6-7: Typical Street)** Delete note pertaining to bike path.

**Page 6-8: (Figure 6-8: "A, B, and C" Streets)** Reconfigure street layouts and designations to conform to the illustration shown on page 15 of the approved Design Guidelines.

## **2. Revisions Pertaining to Hoffman Concept Plan**

As the Commission is well aware, the Commission recommended and the City Council approved five Stage 1 DSUPs (DSUP #'s #2005-0031 through 0035) in February, 2006. These recommendations and approvals culminated 15 months of review and revision to the Hoffman concept plan, numerous meetings with the Applicant, work sessions before the Planning Commission and the City Council, and the revised Hoffman Concept Plan, which accounts for the majority of revisions within this proposed amendment.

The Concept Plan and Stage 1 DSUPs "includes the same general layout of blocks, approximately the same amount and mix of uses, parking and building heights as envisioned by the EESAP." This approved development plan conforms to the established vision for the area, and the balance of uses within the area remains consistent with that as approved in the Plan.

The Concept Plan achieves overall consistency with the tenets of the Eisenhower East Small Area Plan, including a similar mix of uses. Some proposed uses for specific blocks have been transferred among some of the development blocks, as permitted in the Plan, but the general mix and balance of uses remains as contemplated in the Plan. As noted at the January work session, the principal changes between the Small Area Plan and the Hoffman Concept Plan are a transfer of some office and residential locations, a shifting of the hotel location, the extension of Swamp Fox Road south of Eisenhower Avenue, and new "internal" streets.

The Hoffman properties in Eisenhower East account for approximately 50% of the total properties in the Eisenhower East area. For the EESAP to remain the primary long-range planning document for this section of the City, it is important for it to reflect the approved changes contained within the approved Hoffman Concept Plan. This proposed amendment updates the Plan to reflect these approved changes.

The text and graphic revisions pertaining to the Hoffman Concept Plan are as follows:

**Page 4-9: (Figure 4-5: Land Use)** Update land uses to reflect the Hoffman Concept Plan and approved Development Special Use Permit #'s #2005-0031 through 0035, including:

- Change certain uses in Block 5 from Hotel to Residential.
- Change certain uses in Block 8 from Residential to Office.
- Change certain uses in Block 9A from Residential to Hotel.
- Change certain uses in Block 11 from Office to Residential.

**Page 4-13: (Figure 4-9: Development Controls CDD 2)** Revise Net Site Development Area, Principal Use and Allowable Gross Floor Area figures to conform to the approved Concept Plan and Stage 1 DSUPs as follows:



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- Allowable Gross Floor Area - Blocks 2, 3, 4, 5, 8, 9A, 9B, 11 and 12.
- Principal Use - Blocks 5, 8, 9A and 11.
- Ground Floor Retail - Blocks 4, 5, 8, 9A, 9B 11 and 12.
- Net Development Site Area - Eisenhower Station open space.
- Building Height - Block 11.
- Maximum Tower Height - Block 11.

**Page 4-14:** (*Figure 4-10: Development Controls CDD 11*) Revise Principal Use and Allowable Gross Floor Area figures to conform to the approved Concept Plan and Stage 1 DSUPs for the following blocks:

- Allowable Gross Floor Area - Blocks 24 and 25A..
- Principal Use - Block 25A
- Building Height - Blocks 24 and 25A.
- Maximum Tower Height - Blocks 24 and 25A

**Page 5-10:** (*Figure 5-4: Eisenhower Avenue Metro Station*) Reconfigure Metro Station area to reflect extension of Swamp Fox Road south of Eisenhower Avenue, as per the approved Hoffman Concept Plan.

**Page 6-8:** (*Figure 6-8: "A, B, and C" Streets*) Reconfigure street layout to reflect extension of Swamp Fox Road south of Eisenhower Avenue and reconfigured streets in Block 9A and 9B, as per the approved Hoffman Concept Plan.

### **3. Revisions Pertaining to ATA Height Bonus**

The proposed development at the American Trucking Association (ATA) properties (Blocks 19 and 20) include the request for a bonus increase of height as incentive for the provision of affordable housing, as per § 7-700 of the Zoning Ordinance. In order to facilitate the provision of affordable housing, this amendment seeks to increase the Building Height and Maximum Tower Height for Block 19.

The revisions pertaining this height bonus include:

**Page 4-13:** (*Figure 4-9: Development Controls CDD 2*) Block 19: Modify Building Height from 10-15 stories to 15-25 stories and modify Maximum Tower Height from 220 feet to 250 feet.

**Page 6-13:** (*Figure 6-11: Building Heights*) Modify Building Height shown for Block 19 from 10-15 stories to 15-25 stories.

#### **4. Revisions Pertaining to the Marriott Transfer of Developable Area**

The proposed Development Special Use Permit #2005-0011 (Marriott) includes a transfer of development area to Block 16 (Marriott) from Block 17 (Mill Race). The revision pertaining to this transfer of development area include:

**Page 4-13:** (*Figure 4-9: Development Controls CDD 2*) Revise Figure 4-9 in order to reflect the transfer of development area to Block 16 (Marriott) from Block 17 (Mill Race). This revision brings these figures into agreement with the transfer. This transfer will only be effective if Development Special Use Permit #2005-0011 (Marriott) is approved by City Council.

#### **5. 'Technical' Revisions**

The final component of this master plan amendment is the inclusion of several textual and graphic revisions made in the interest of greater accuracy in order to better reflect existing conditions regarding land ownership, CDD boundaries, and administrative processes. This 'technical' amendments are aimed at ensuring that the Plan remains accurate and current.

The text and graphic revisions pertaining this general maintenance include:

**Page 4-6:** (*Figure 4-4: Land Ownership and New Rights-of-Way*) Change label from "City Land" to "City Right-of-Way /ASA" to more accurately reflect current ownership.

**Page 4-9:** (*Figure 4-5: Land Use*) Change northeast section of Block 26A (Carlyle Block P) from Residential to Office to reflect a proposed Development Special Use Permit (#2006-0042) if this Permit is approved by Planning Commission.

**Page 4-11:** Change wording to reflect that when a primary land use is shifted from one block to another within the limits of the EESAP, it is not required that both blocks be located within the same CDD.

**Page 4-11:** (*Figure 4-7: Proposed CDD Boundaries*) Change Blocks 25B and 26A [Carlyle Block P] from CDD #11 to CDD #1 to reflect Rezoning #2003-0001 as approved by City Council on March 15, 2003.

**Page 4-13:** (*Figure 4-9: Development Controls CDD 2*) Re-label Hotel Square to North Square.

**Page 4-14:** (*Figure 4-10: Development Controls CDD 11*) Change owner of Block 26 from "City of Alex" to "Alex. Sanitation Authority" to more accurately reflect current ownership.

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**Page 4-14:** Add footnote relating to Blocks 29 and 30 stating that public utility use may be permitted as an additional use.

**Page 4-21:** Re-label Hotel Square to North Square to reflect the relocation of the Hotel from Block 5 to Block 9.

**Page 4-22:** (*Figure 4-16: Urban and Neighborhood Squares*) Re-label Hotel Square to North Square.

**Page 4-24:** Re-label Hotel Square to North Square and change references in text to a hotel.

**Page 6-11:** Re-label Hotel Square to North Square and change references in text to a hotel.

**Page 7-4:** (*Figure 7-1: Proposed Zoning Changes*) Change Blocks 25B and 26A [Carlyle Block P] from CDD#11 to CDD #1 to reflect Rezoning #2003-0001 as approved by City Council on March 15, 2003.

### **III. STAFF ANALYSIS**

Staff recommends approval of this proposed master plan amendment for the Eisenhower East Small Area Plan. The Plan's intent of enabling Alexandria to create a "city within a city" in the Eisenhower Valley depends on solidly maintaining the intent of the Eisenhower East Small Area Plan's overall framework. This amendment remains true to that intent.

This master plan amendment amends the details of several graphics and text items within the Plan in order to achieve greater accuracy and currency, and to conform the Plan to the recently adopted Design Guidelines, to approved plans, plans pending approval, and other actions pertaining to the development of Eisenhower East area properties according to the tenets of the Plan.

The overall development guidance within the Plan remains unaltered – the intent is to ensure high quality development, public improvements, and development framework through a mix and proportion of uses that will best serve the existing and emerging neighborhood. This proposed amendment will help continue to achieve a balanced mix of commercial, residential, and retail uses, consistent with the Master Plan, in order to create a cohesive, pedestrian-friendly, transit-oriented environment for Eisenhower East.

**STAFF:** Eileen Fogarty, Director, Department of Planning and Zoning;  
Jeffrey Farner, Chief, Development;  
Eric Forman, Urban Planner.

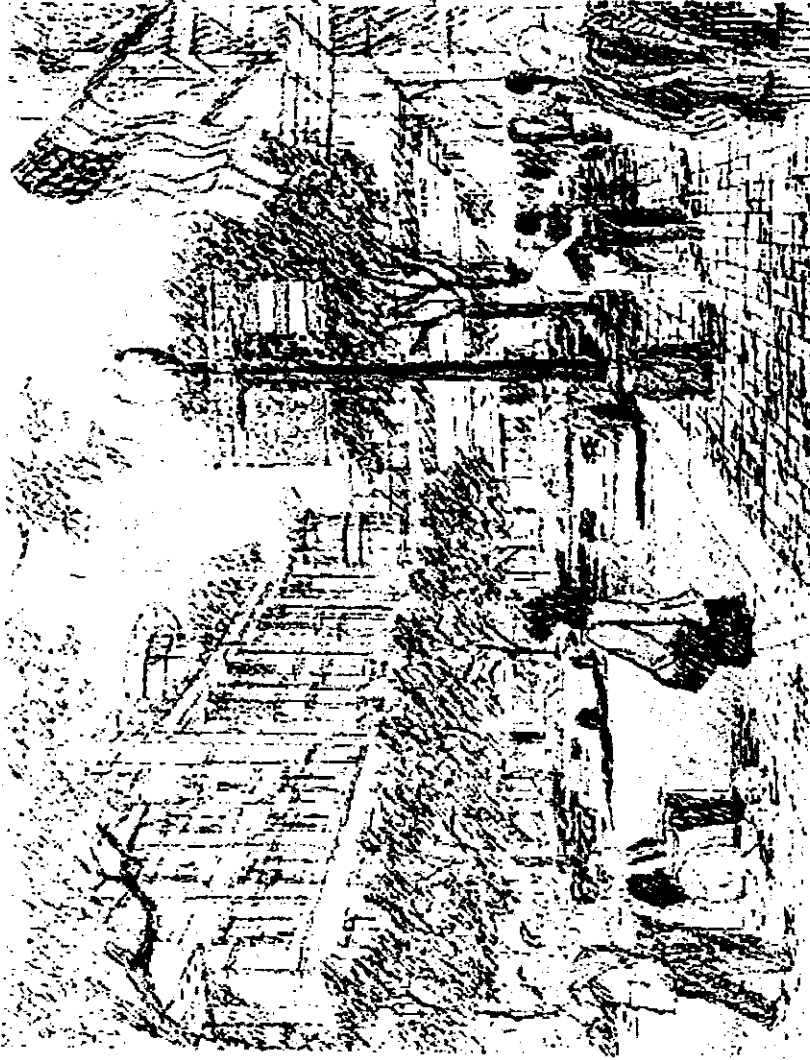
**Attachments:**

- 1 – Eisenhower East Small Area Plan, including all text and graphic revisions.
- 2 – Resolution.

**EISENHOWER EAST**  
**SMALL AREA PLAN**

**ATTACHMENT 1**

CHAPTERS 4-7  
HAVE BEEN REVISED  
AS OF MAY 30TH  
2006



## LAND USE AND CIRCULATION

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

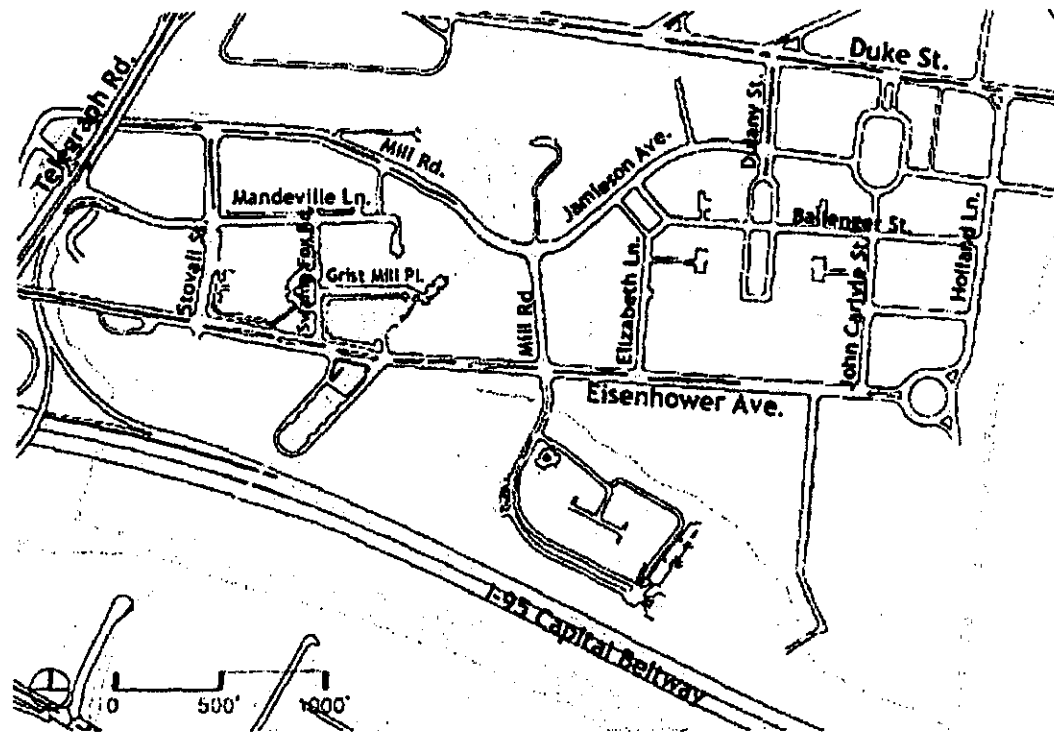


Figure 4-1 Existing Street System

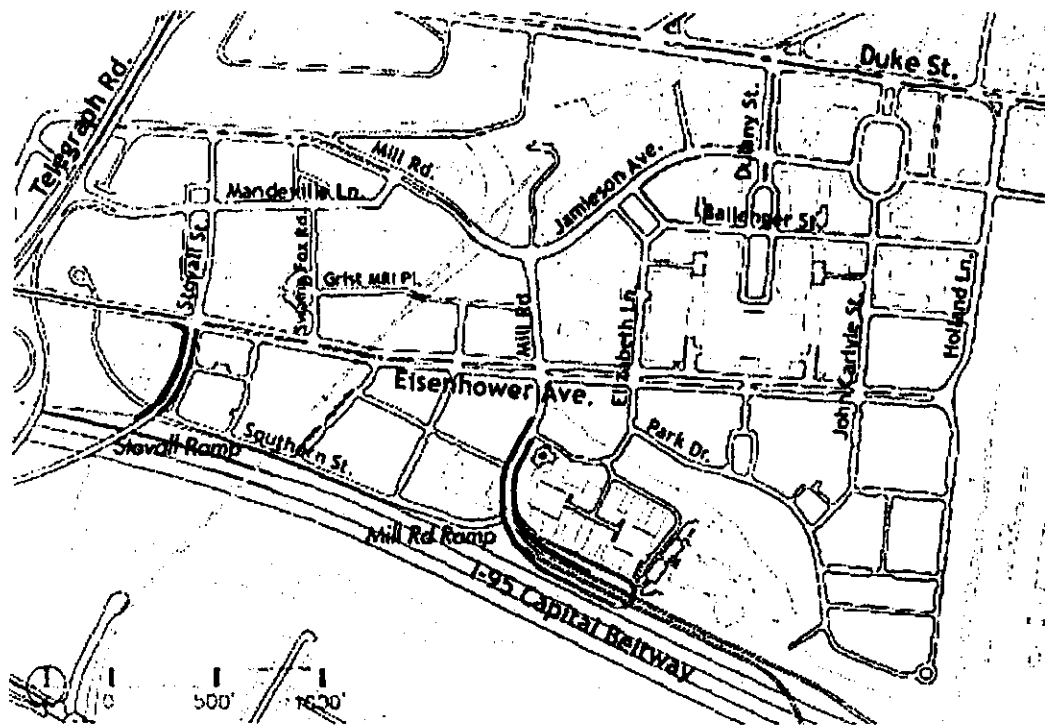


Figure 4-2 New Street Pattern

use, and encouraging greater ridership through incentives provided by a transportation management district.

## 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

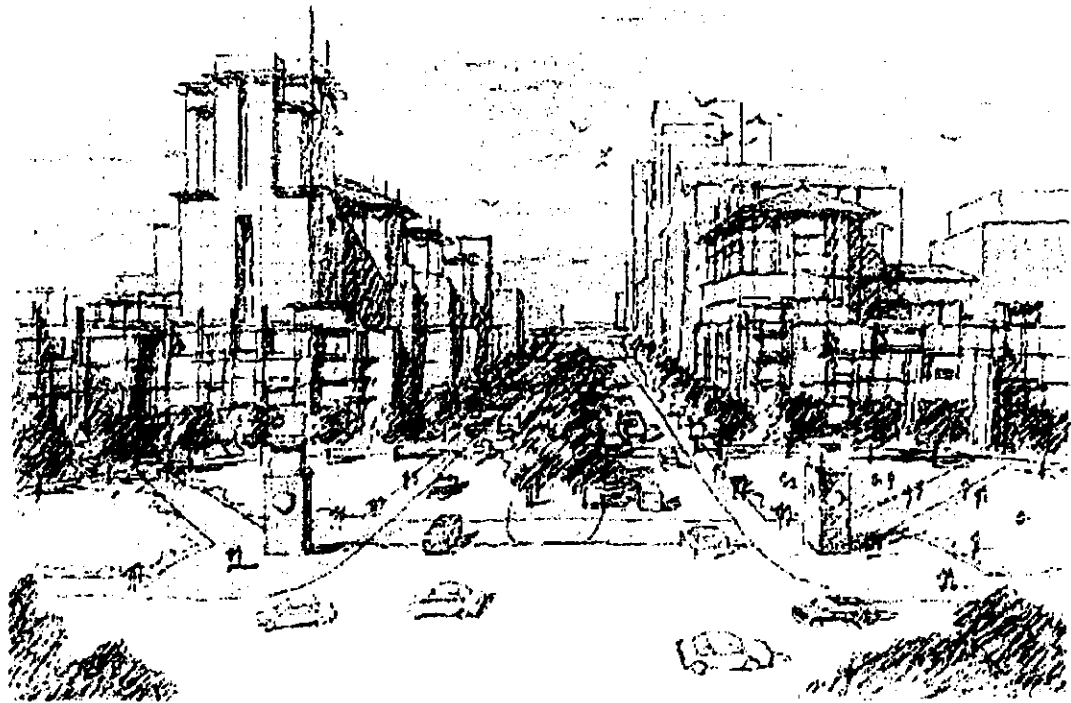


Figure 4-3 View West Along Eisenhower Avenue

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 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.)



## 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;

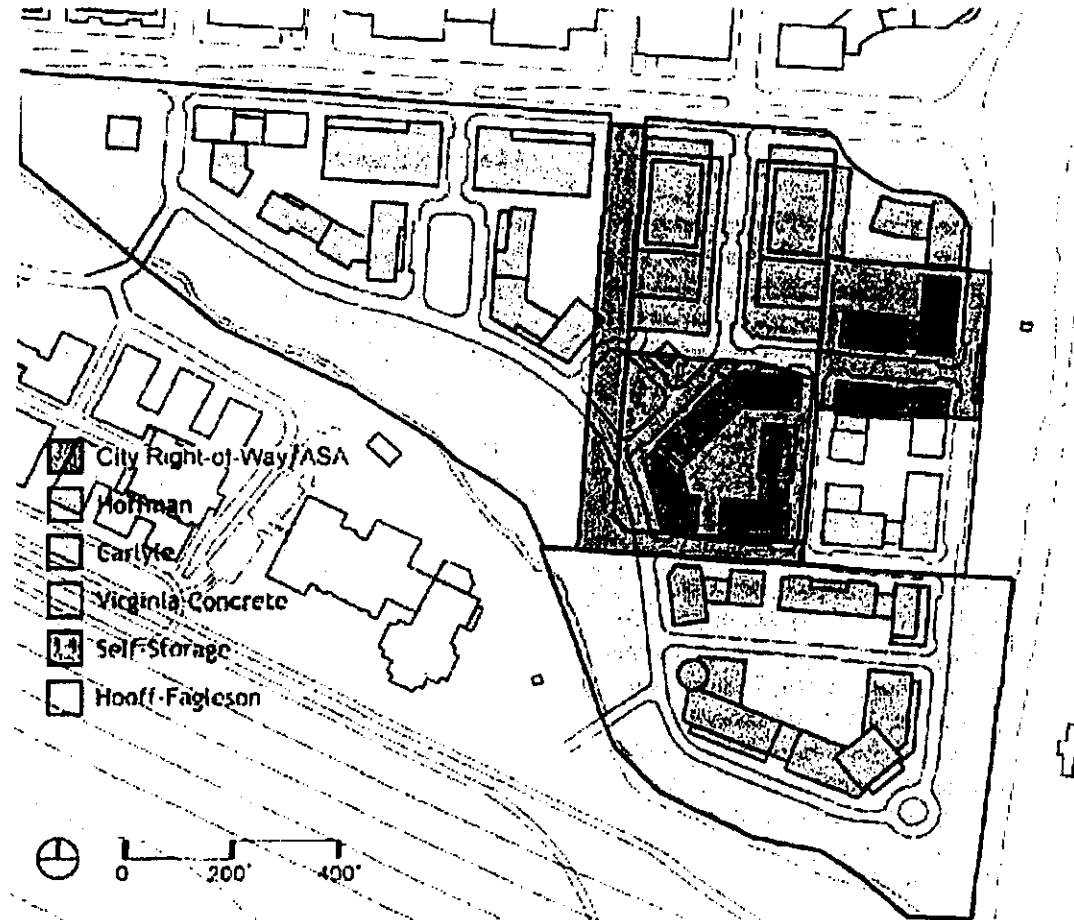


Figure 4-4 Land Ownership and New Rights-of-Way

- 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.

	AM Peak	PM Peak
Eisenhower and Mill Road	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 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

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

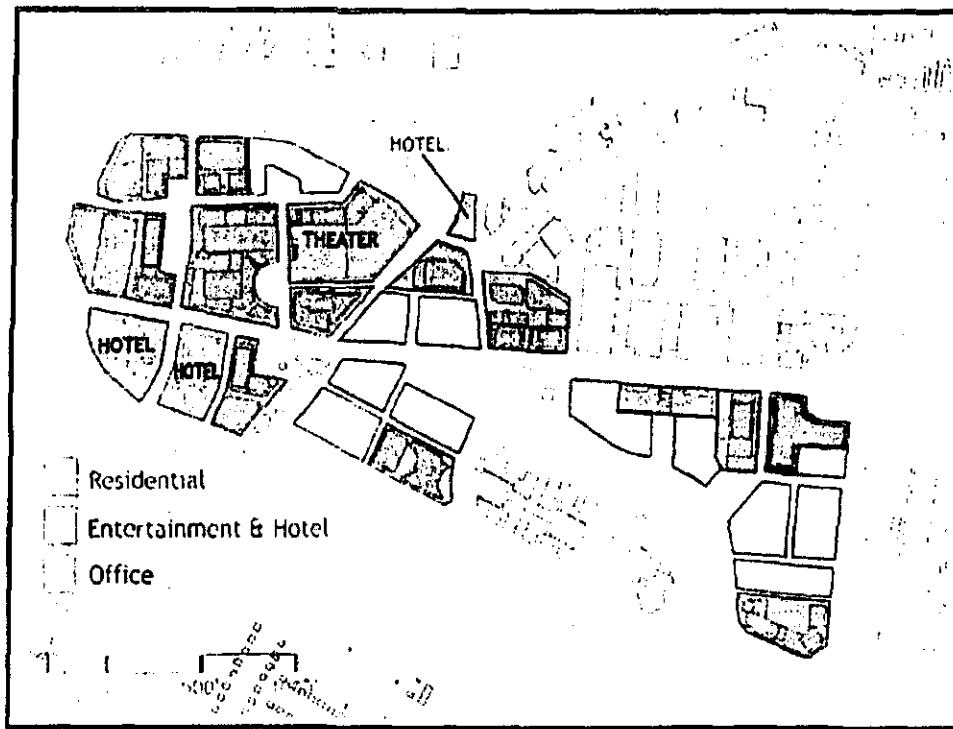


Figure 4-5 Land Use

- 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

(\*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

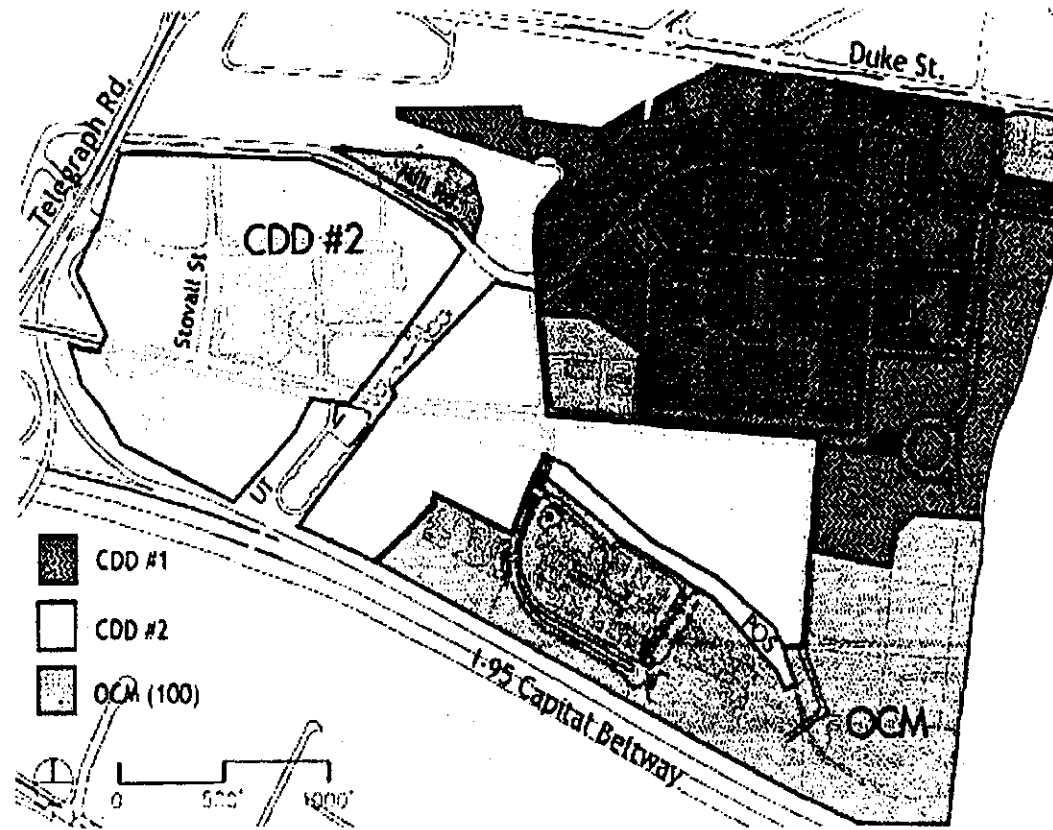


Figure 4-6 Existing Zoning Boundaries

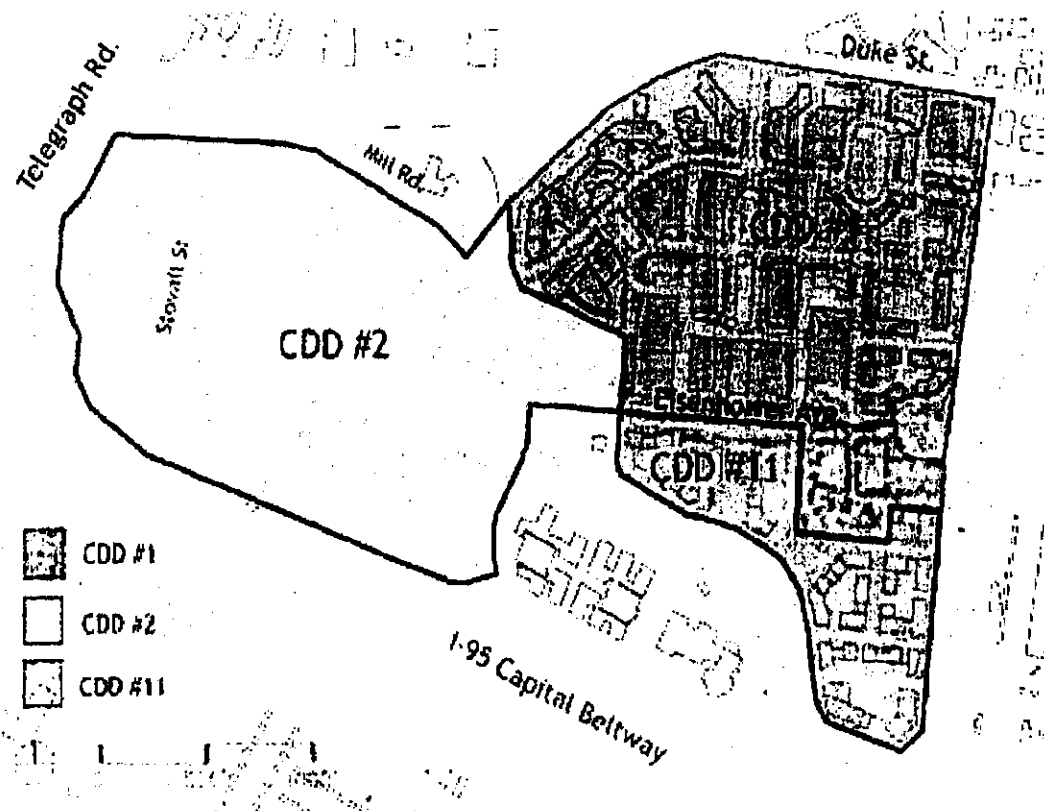


Figure 4-7 Proposed CDD Boundaries

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 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

## LAND USE AND CIRCULATION

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.

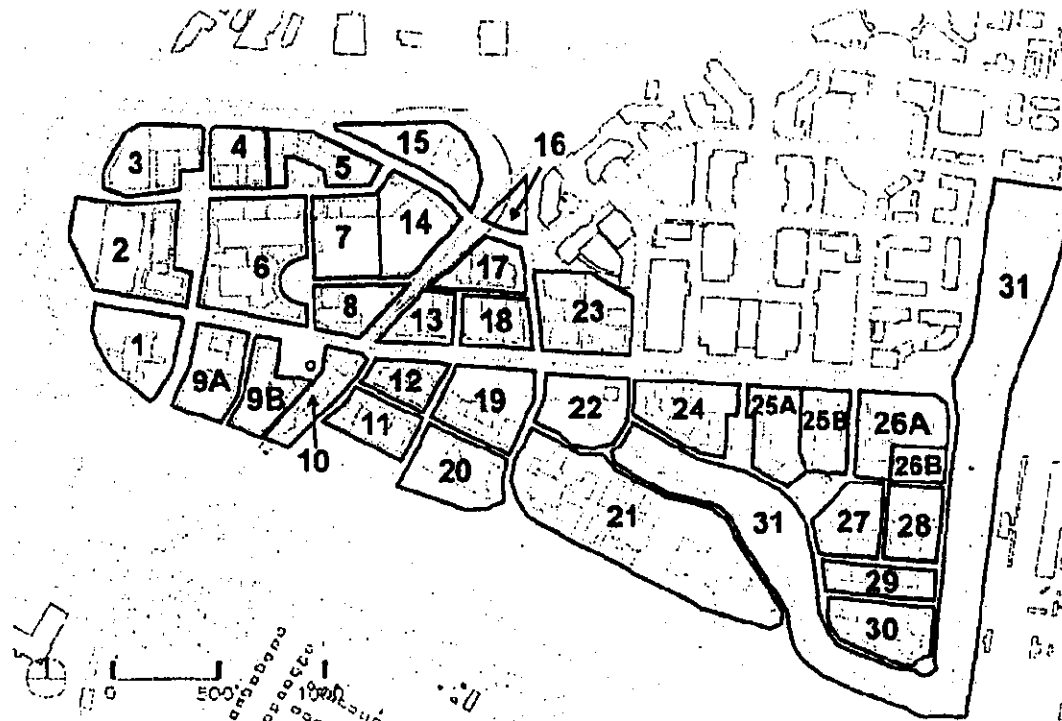


Figure 4-8 Block Numbers

# LAND USE AND CIRCULATION

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	454,452	10-15	210	
West Side Gardens		34,800	Open Space				
Hoffman	3	98,700	Office	290,367	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	492,430	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	15-25	250	50,000
Hoffman	12	48,300	Residential	545,762	15-25	250	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	245	
RPA/Park	19	55,000	Open Space				
ATA	20	77,100	Office	585,000	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	

\*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.

Figure 4-9 Development Controls CDD 2



# LAND USE AND CIRCULATION

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 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

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	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
Alex. Sanitation Authority	26	41,000	Residential	124,000	4-8	100	
So. Carlyle Square			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	

Figure 4-10 Development Controls CDD 11

\*Public utility use may be permitted pursuant to the provisions of the underlying OCM (100) zone, if the Alexandria Sanitation Authority acquires the property for expansion of their facilities.

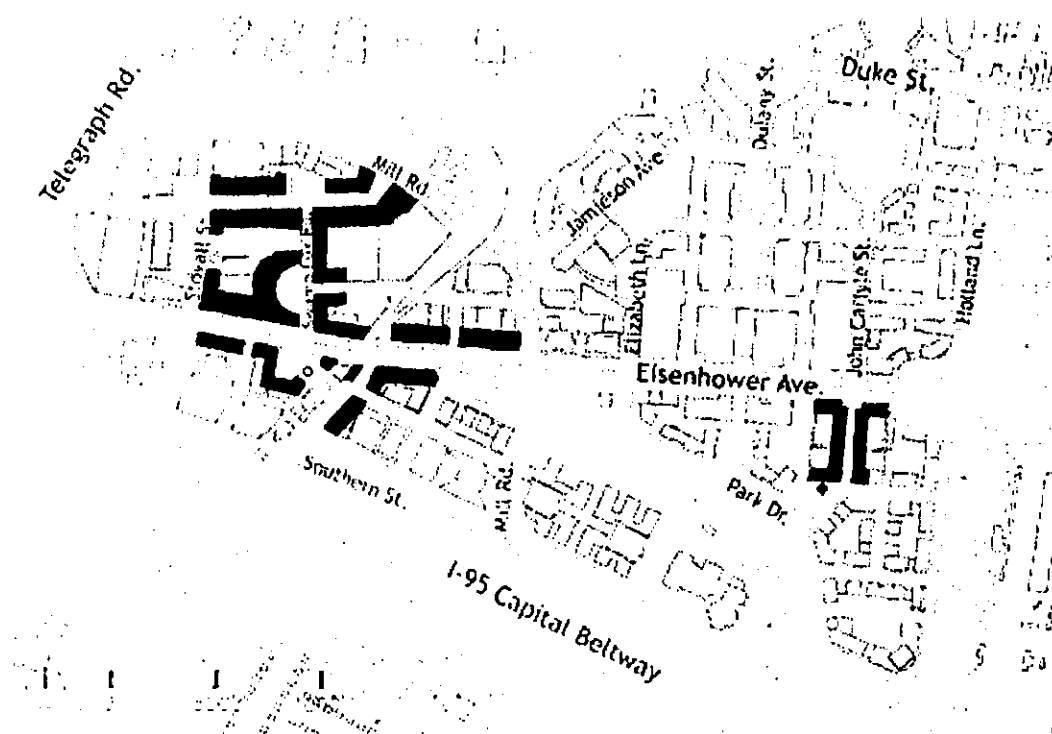


Figure 4-11 Retail Locations



A landscaped public open space on a retail street



Nightlife activity spilling onto the sidewalk along a retail street

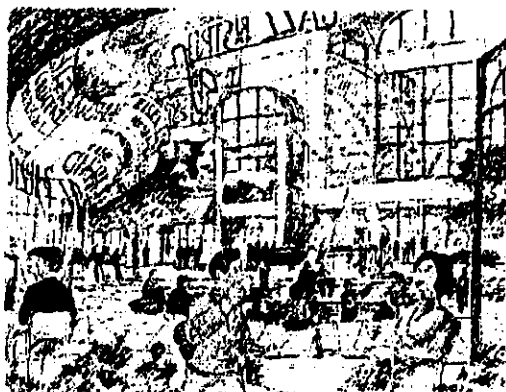


Figure 4-12 View of "Town Center" Looking Towards Cinema



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

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.

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.

### 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
  - o Long-term parking 1.66 cars per 1,000 gross square feet of office
  - o Short-term parking .34 cars per 1,000 gross square feet of office
- Residential
  - o 1.1 cars/1,000 gross square feet of residential
- Hotel
  - o 0.7 spaces/room, plus 1 space for every eight seats for restaurant and conference space
- Retail/Entertainment
  - o 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
  - o Long-term parking 2.25 cars per 1,000 gross square feet of office
  - o Short-term parking .25 cars per 1,000 gross square feet of office
- Residential
  - o 1.3 cars/1,000 gross square feet of high rise residential
  - o 2 cars/townhouse unit
- Retail/Entertainment
  - o 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.

29 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 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

<sup>1</sup> 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.

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)<sup>1</sup> 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/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

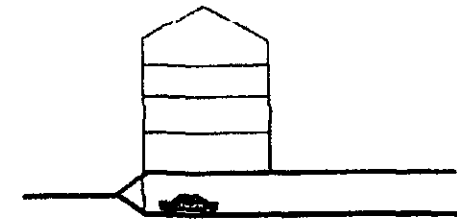


Figure 4-14 CDD 11 Parking Flexibility

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.

### 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

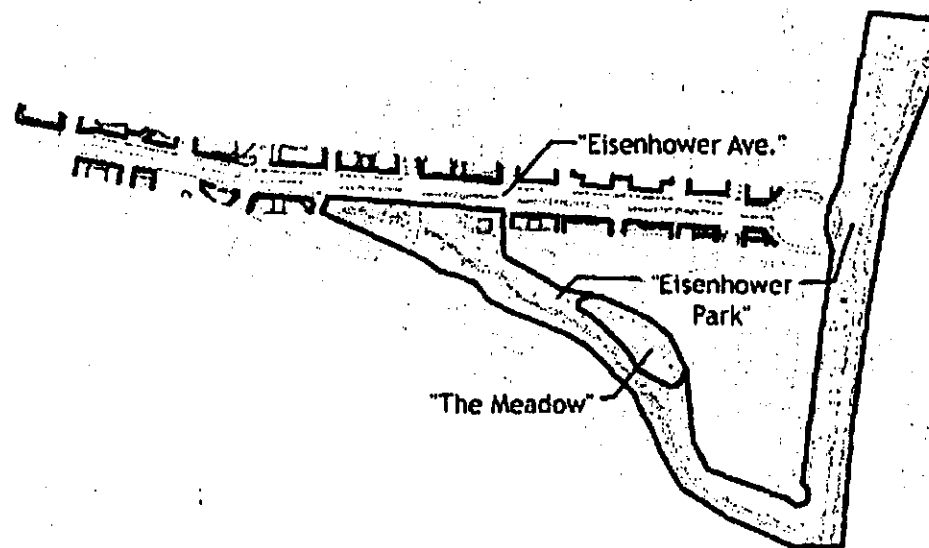


Figure 4-15 Parks, RPA and Boulevards

### 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).

## 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 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.

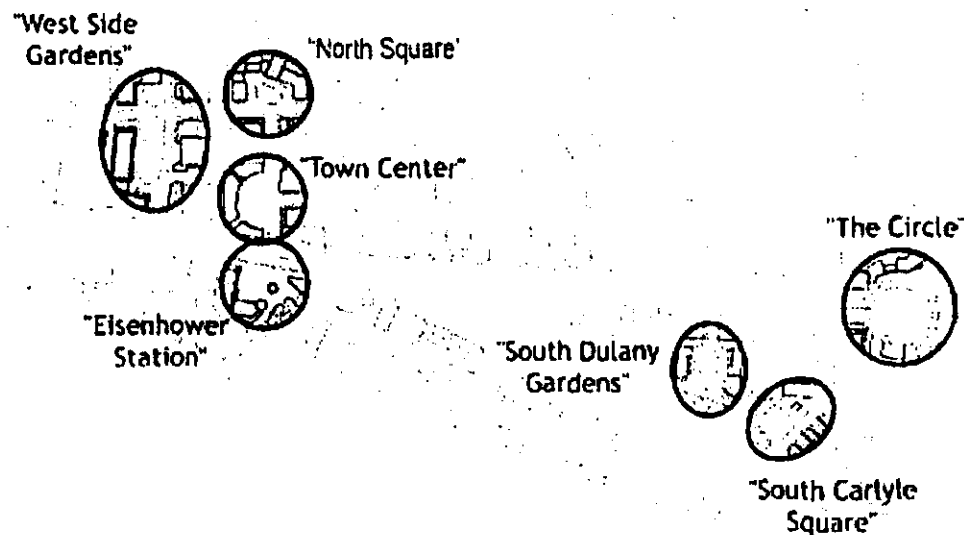


Figure 4-16 Urban and Neighborhood Squares

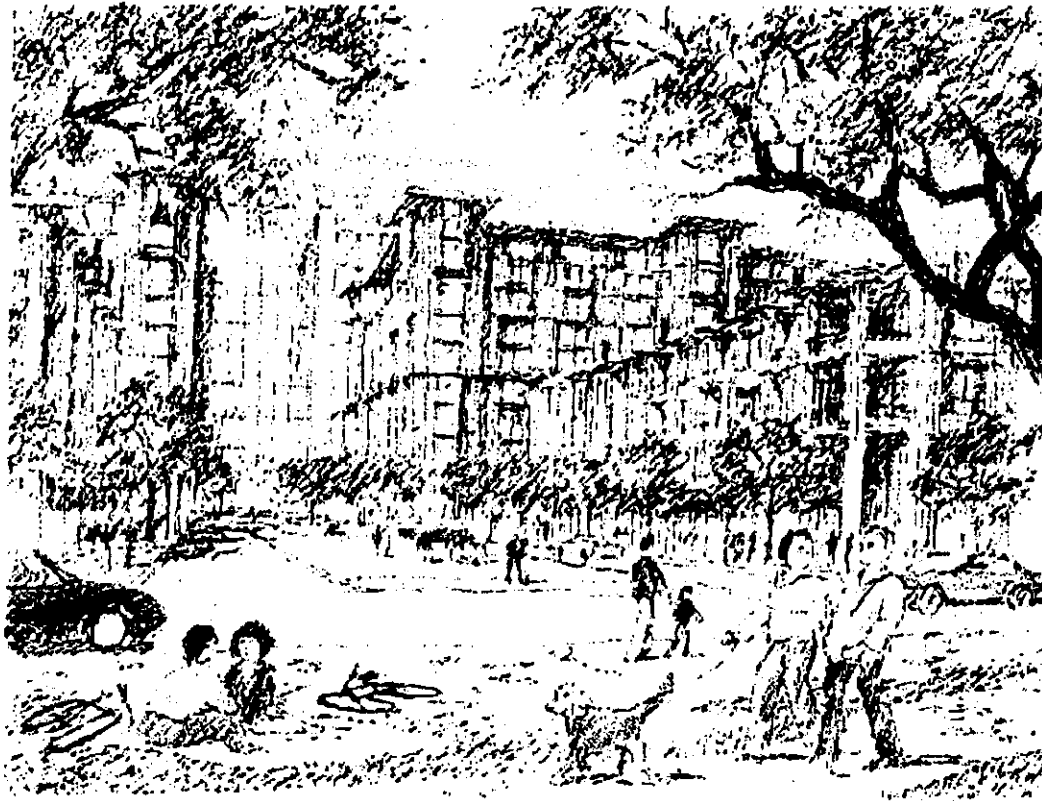


Figure 4-17 View North into "South Dulany Gardens" from the Community Park

#### 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 the 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.

##### **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 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.

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.

# 5

## TRANSPORTATION

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.

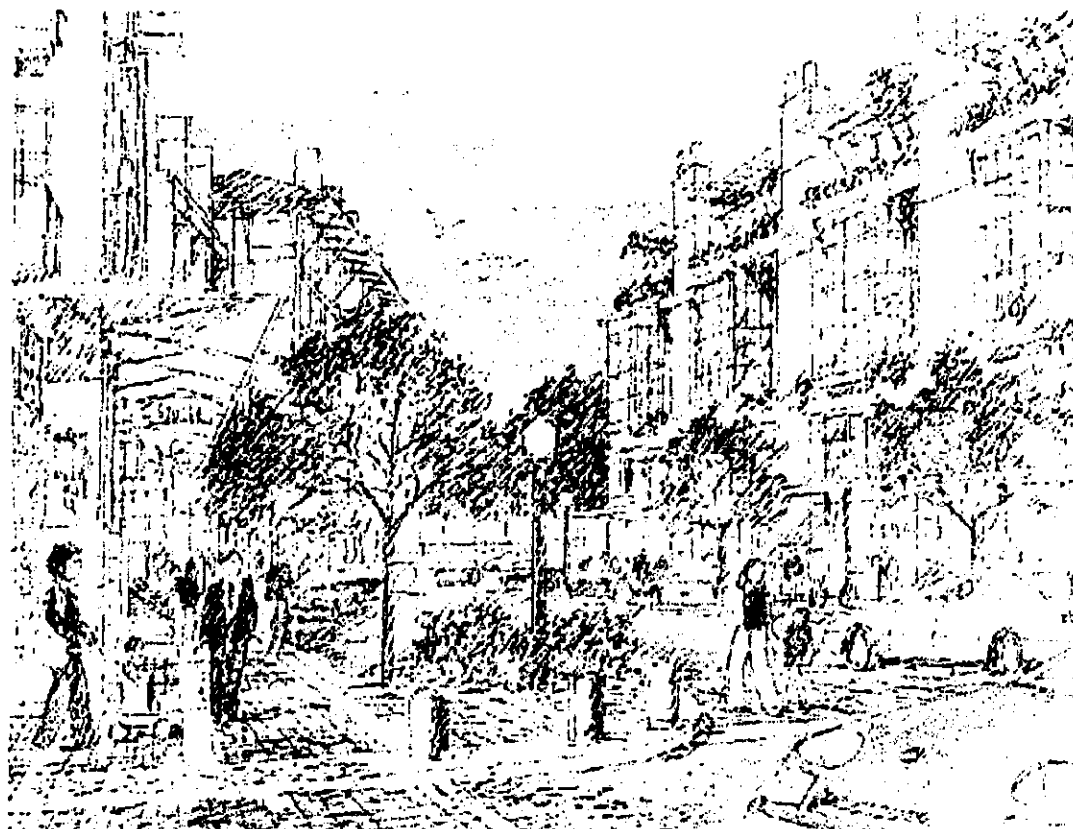


Figure 5-1 View South From Eisenhower Avenue toward "South Carlyle Square"

## 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.

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 1,500 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.

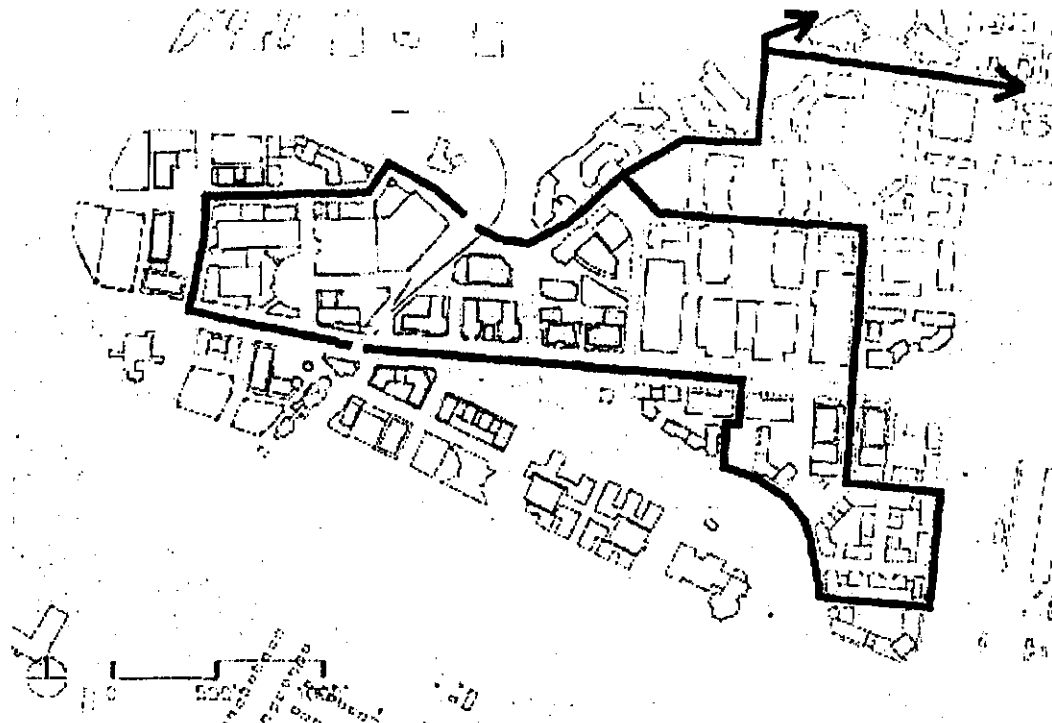


Figure 5-2 High Coverage Shuttle Route

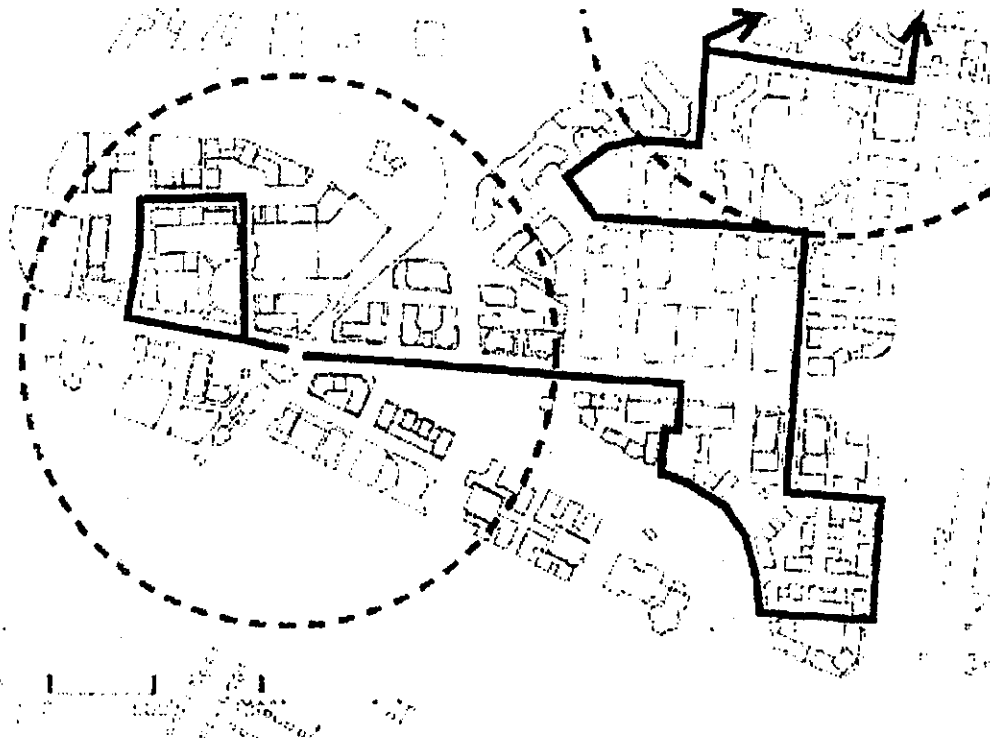


Figure 5-3 Low Coverage Shuttle Route

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

## TRANSPORTATION

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

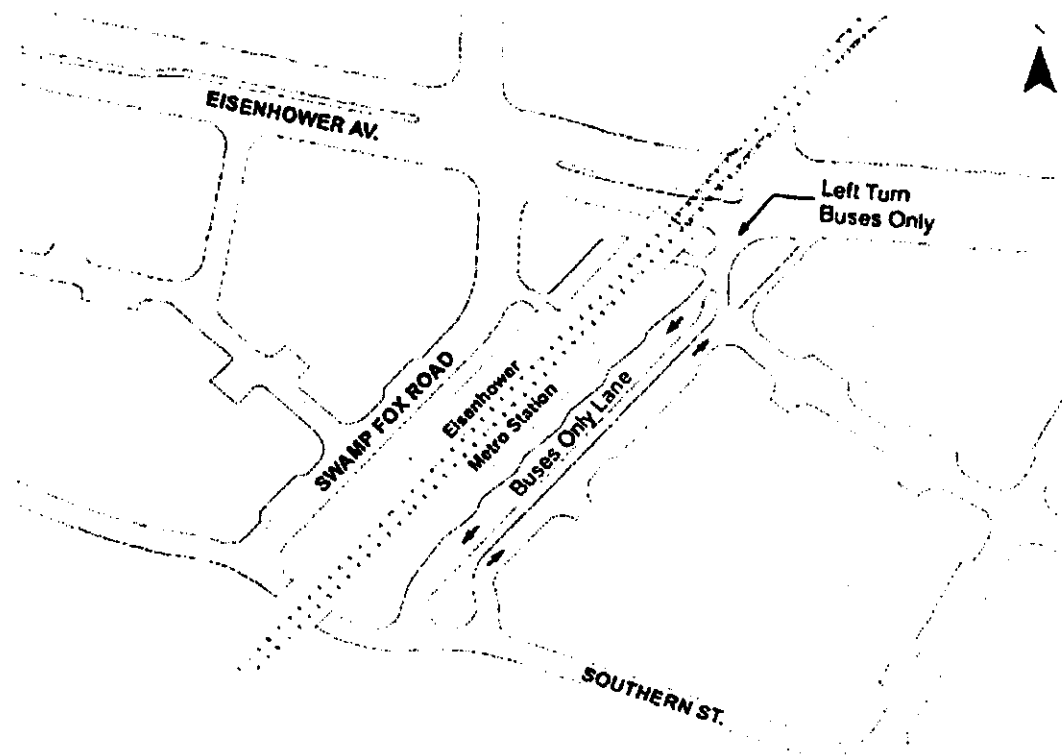


Figure 5-4 Eisenhower Avenue Metro Station

has been prepared by WMATA. Its construction is desirable (as a midterm improvement—2010-2015) 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.

Overtime, 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.

## T R A N S P O R T A T I O N

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.



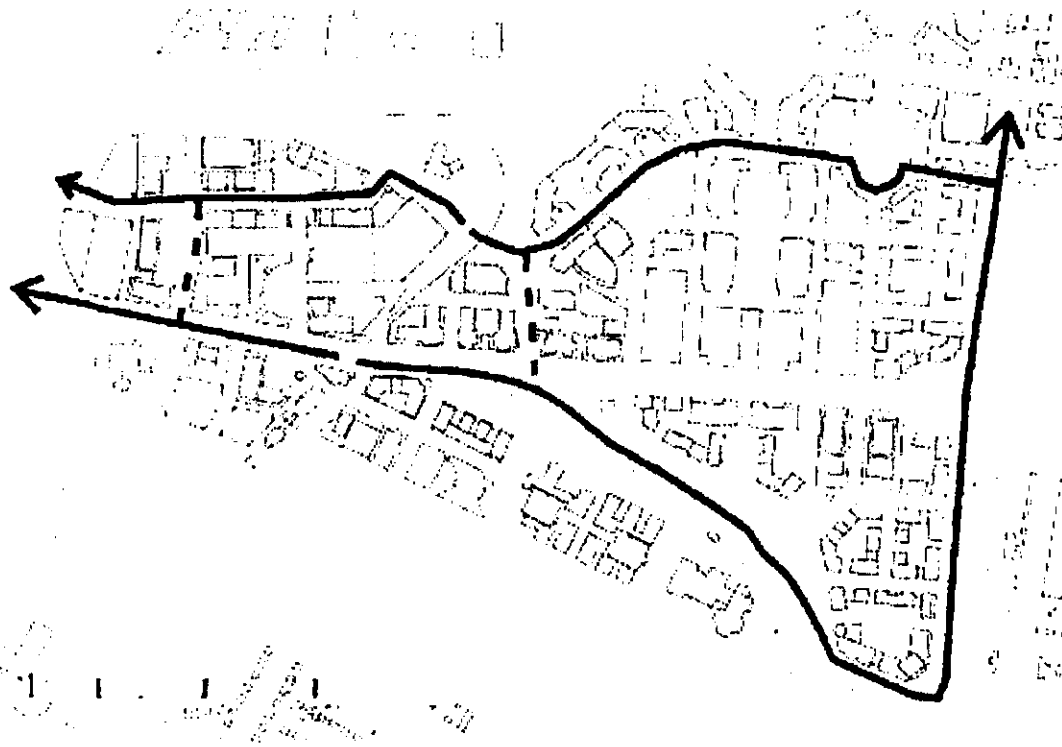


Figure 5-5 Bike Paths

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. 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 5-4 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.

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

# 6

## URBAN DESIGN



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

streets in a hierarchy of street types, defined by use 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

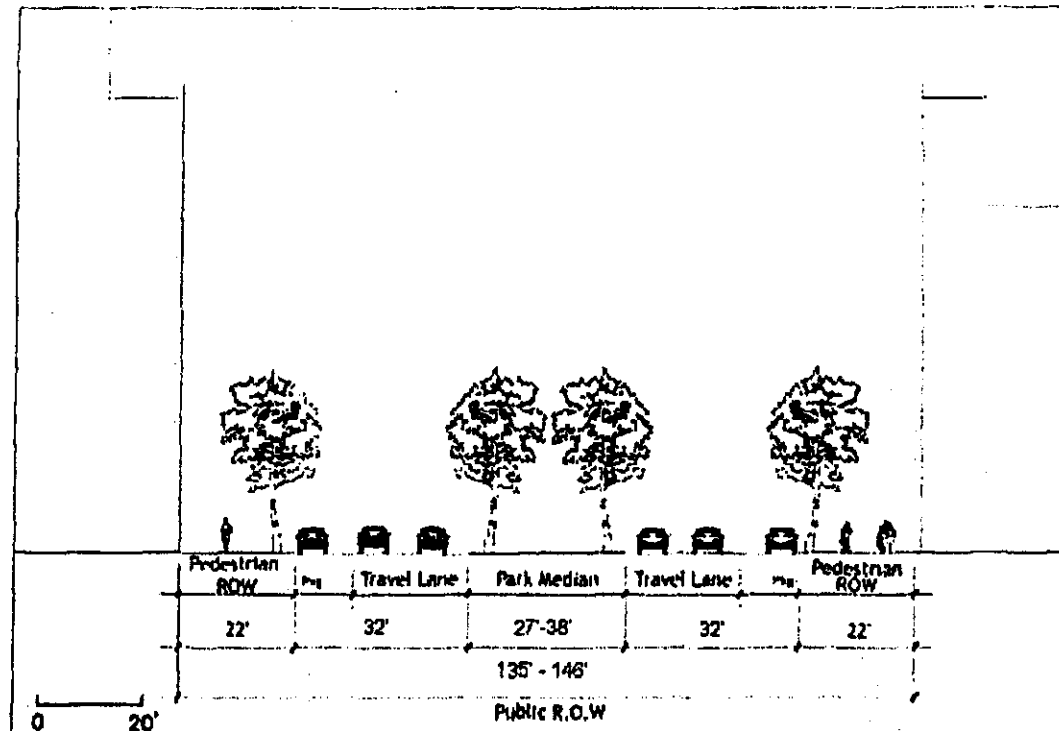


Figure 6-2 Eisenhower Avenue Street Section

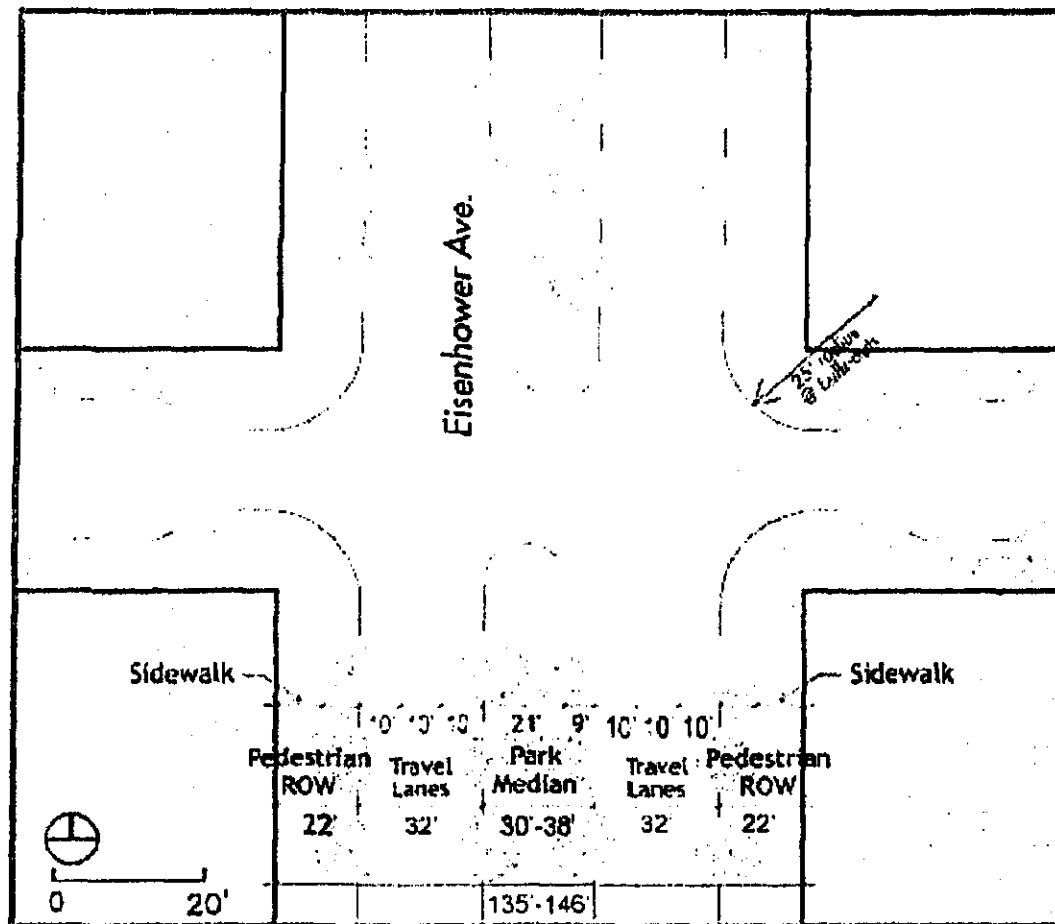


Figure 6-3 Eisenhower Avenue with Park Median

will transform from a back service street to a tree-lined boulevard. A 30- to 36-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.



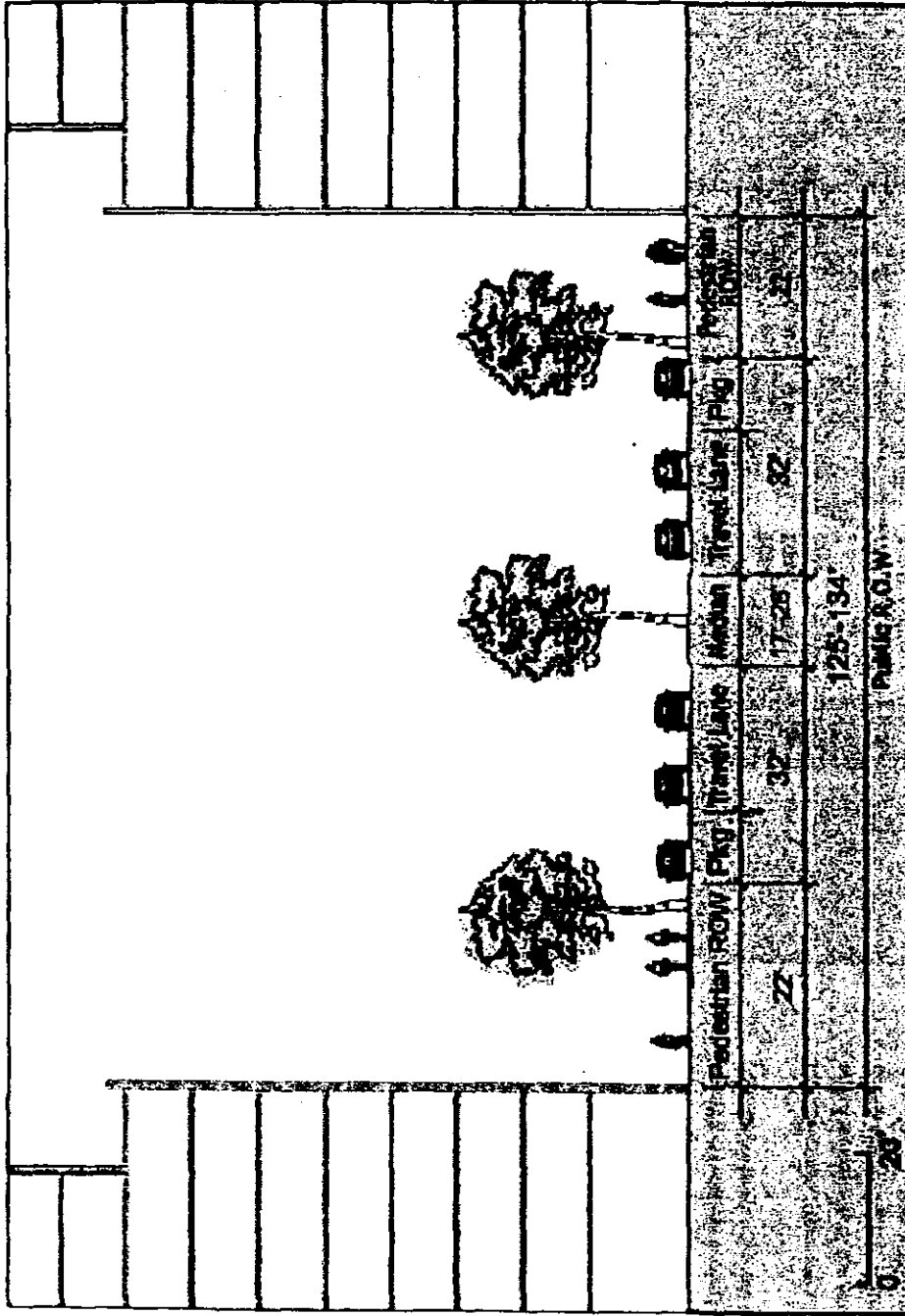
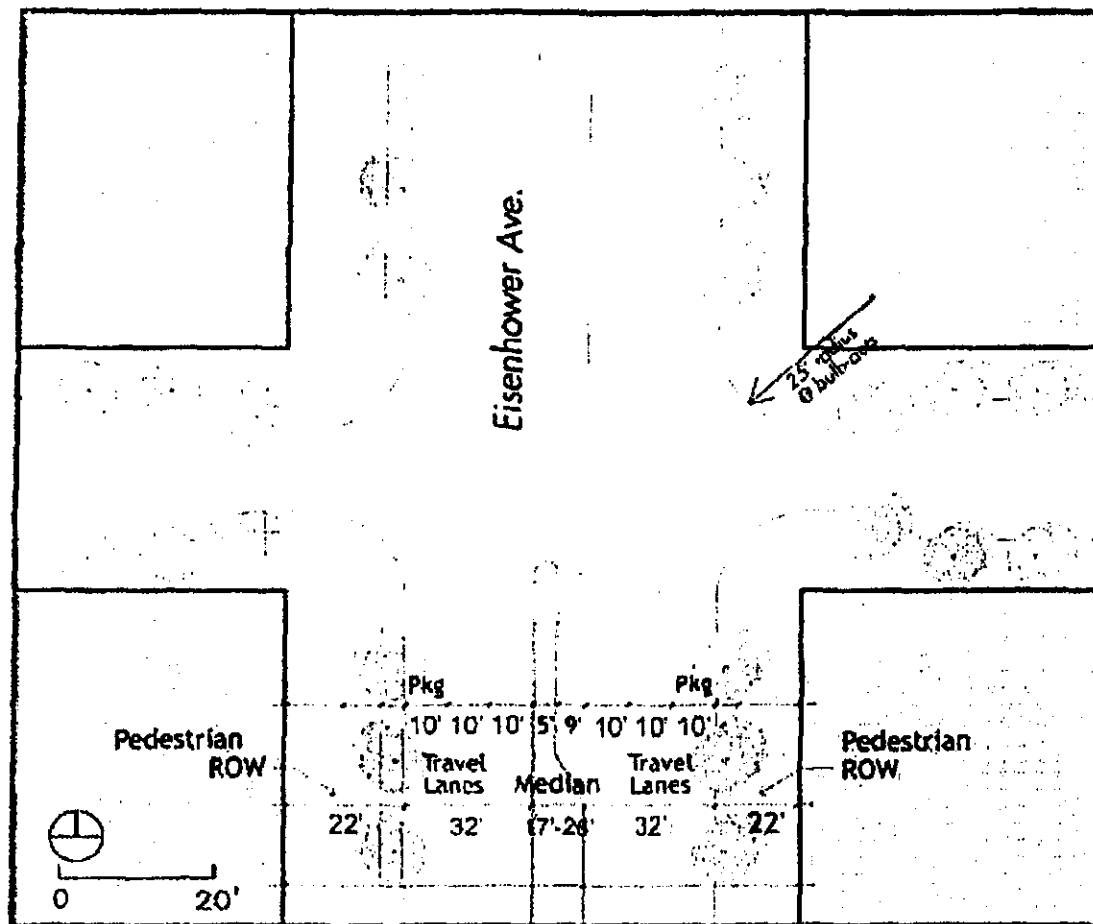


Figure 6-4 Street Section of Eisenhower Avenue



- 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 6-5 Eisenhower Avenue

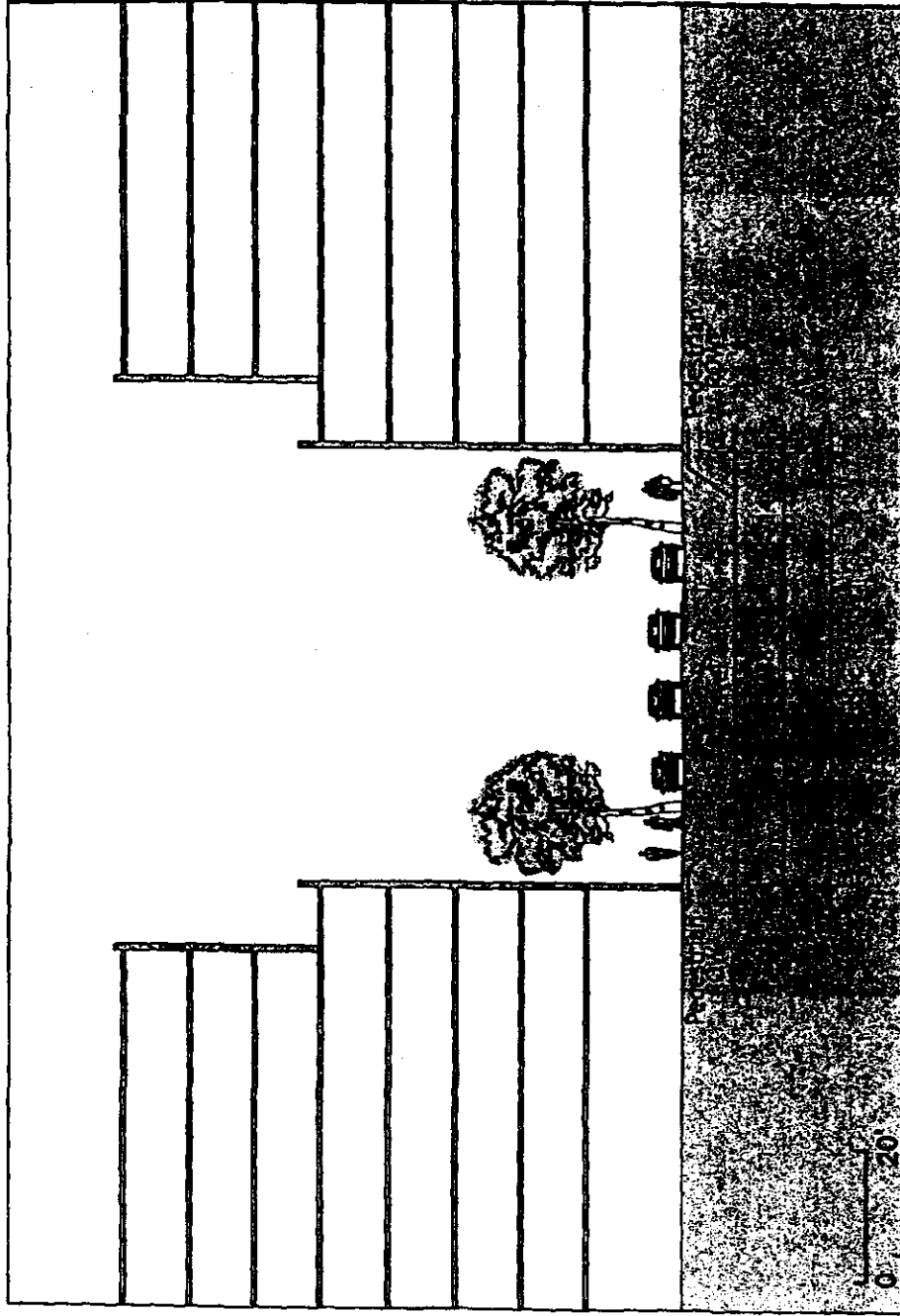


Figure 6-6 Typical Street Section

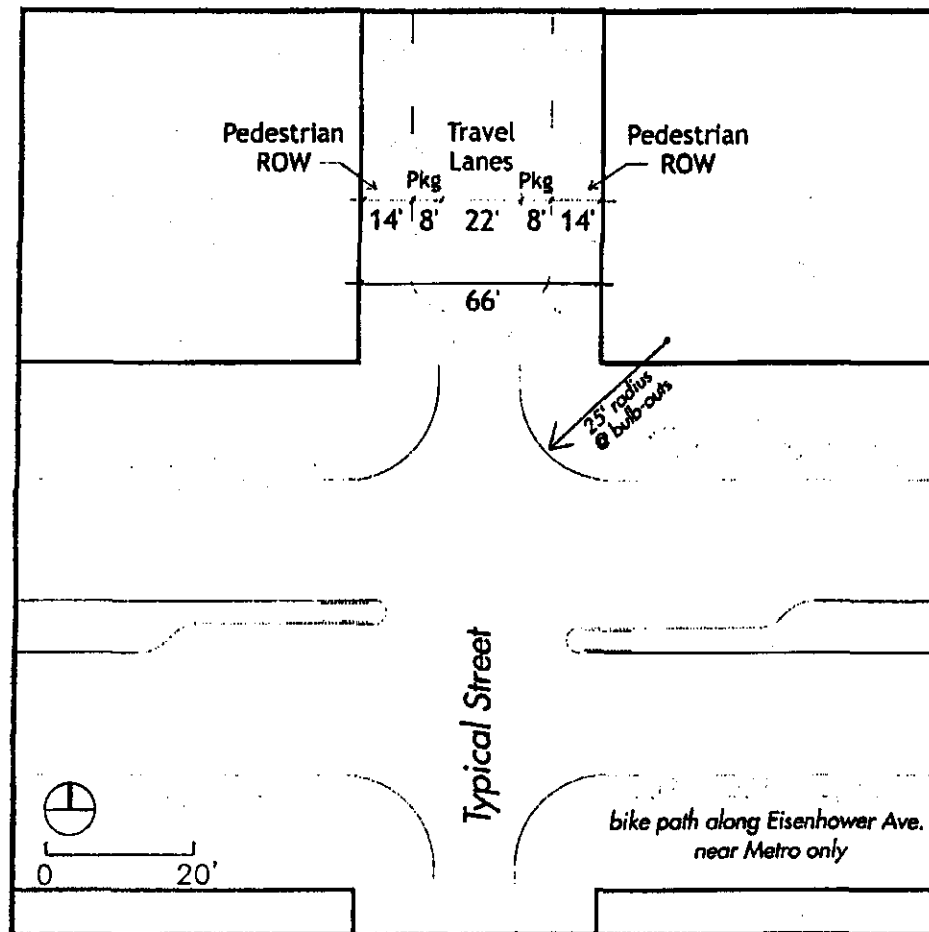


Figure 6-7 Typical Street

- 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;
- Main building entries shall be located along frontage.

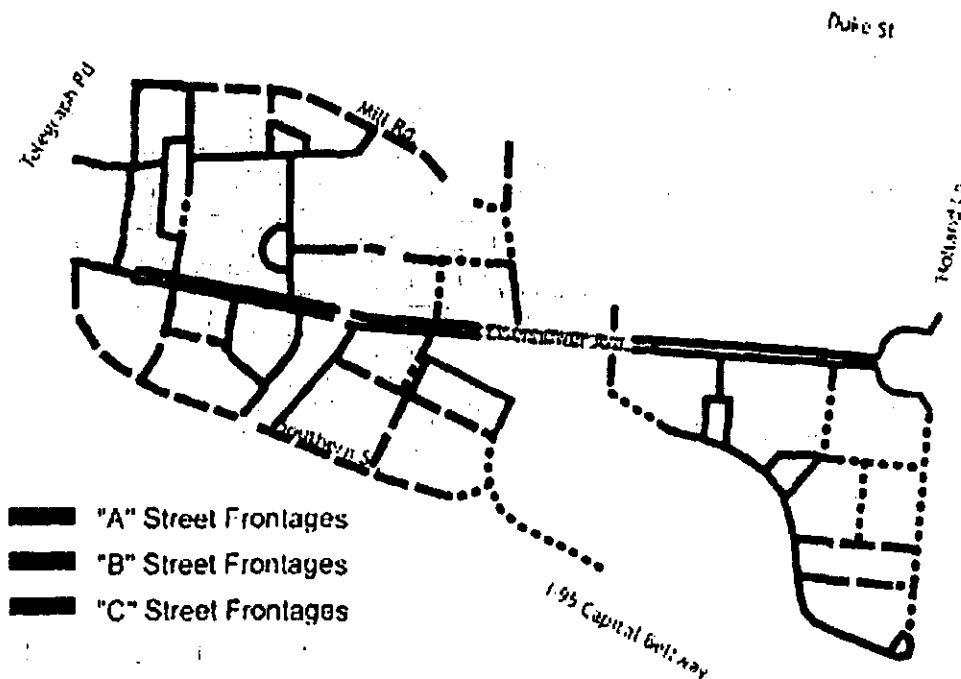


Figure 6-8 "A, B, and C" Streets



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

- 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 facade 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.

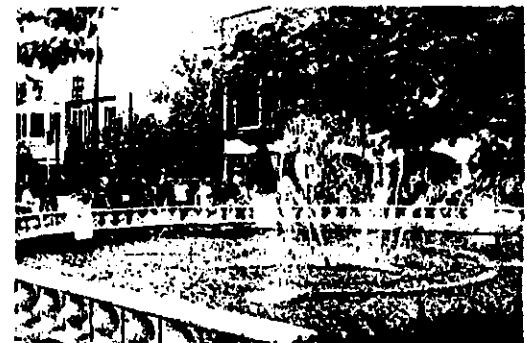
## PUBLIC PLACES

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.

The centerpiece of the whole plan is the new Community Park, centered on the stream valley or



An example of an active public open space

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 6-10 Winter View across "the Meadow" towards Neighborhood Public Squares in South Carlyle

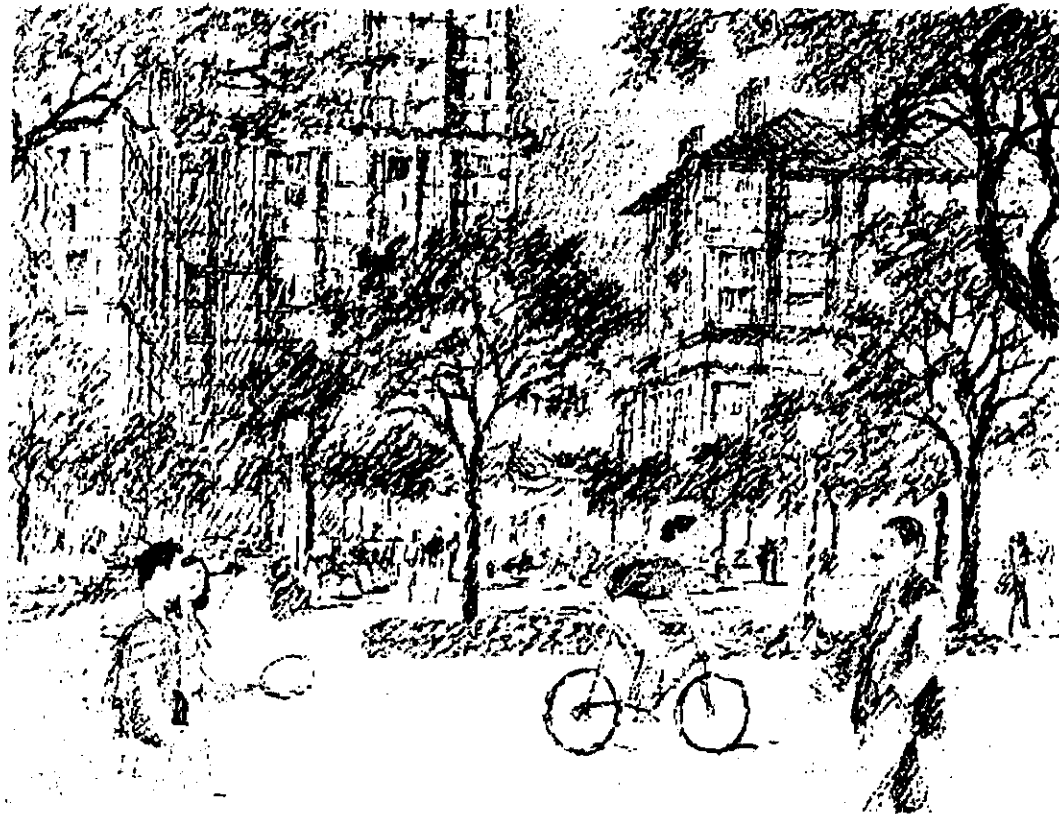


Figure 6-9 View of "West Side Gardens" Looking North

- 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

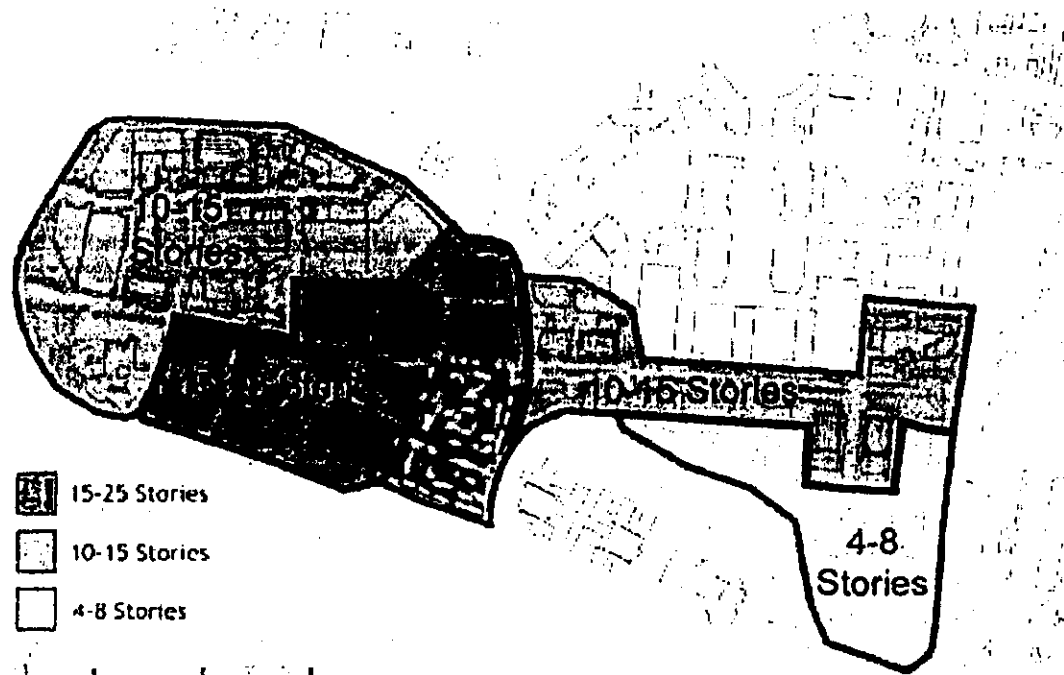


Figure 6-11 Building Heights

base, 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 façades 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.

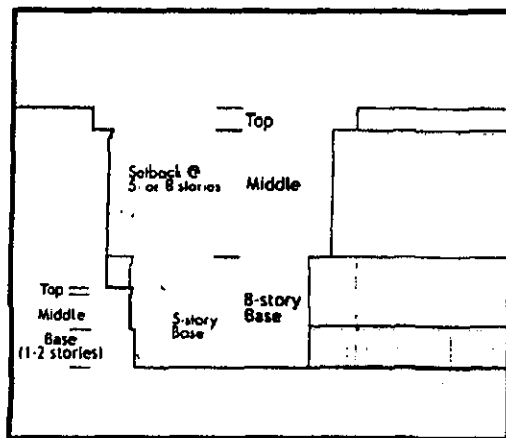


Figure 6-12 Tripartite Composition

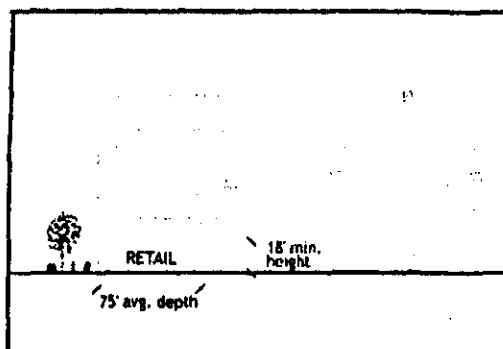


Figure 6-13 Retail Section

## 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.
  - o 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.

- o 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.
- o 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

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

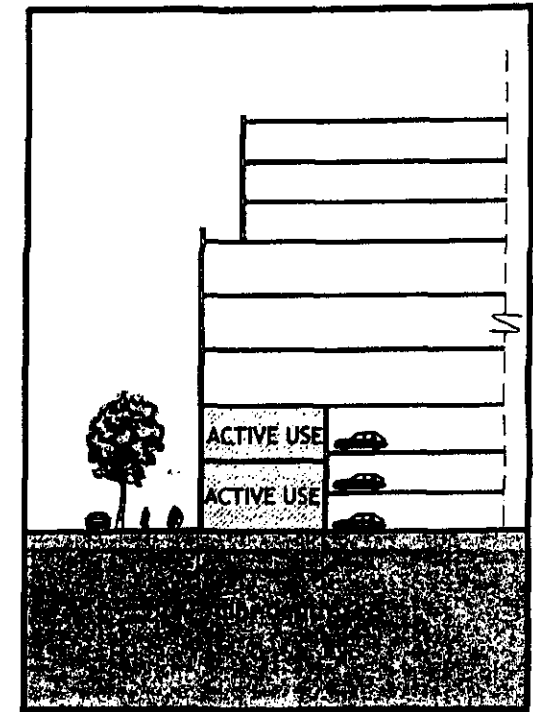


Figure 6-14 Section showing active use on street frontage; parking garage is not visible from the street

- o 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.
- o 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.

- o 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.)

- o 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.
- o 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.



An example of a building with an articulated roofline

- o The massing of the tower elements should be developed both horizontally and vertically with changes of plane, setbacks 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.

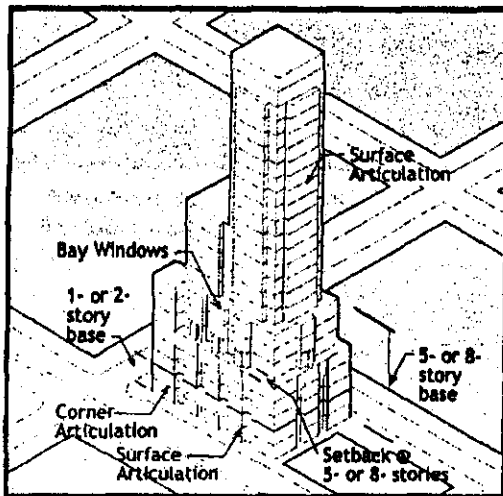


Figure 6-15 Massing of Tower Elements

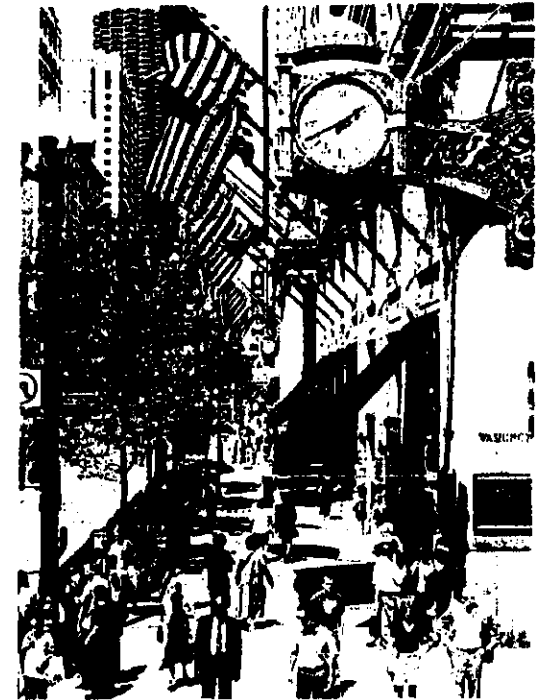


An example of a residential façade using high quality materials

- 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,



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

- 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.
- 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.

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

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

# 7

## IMPLEMENTATION



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.

## IMPLEMENTATION

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.

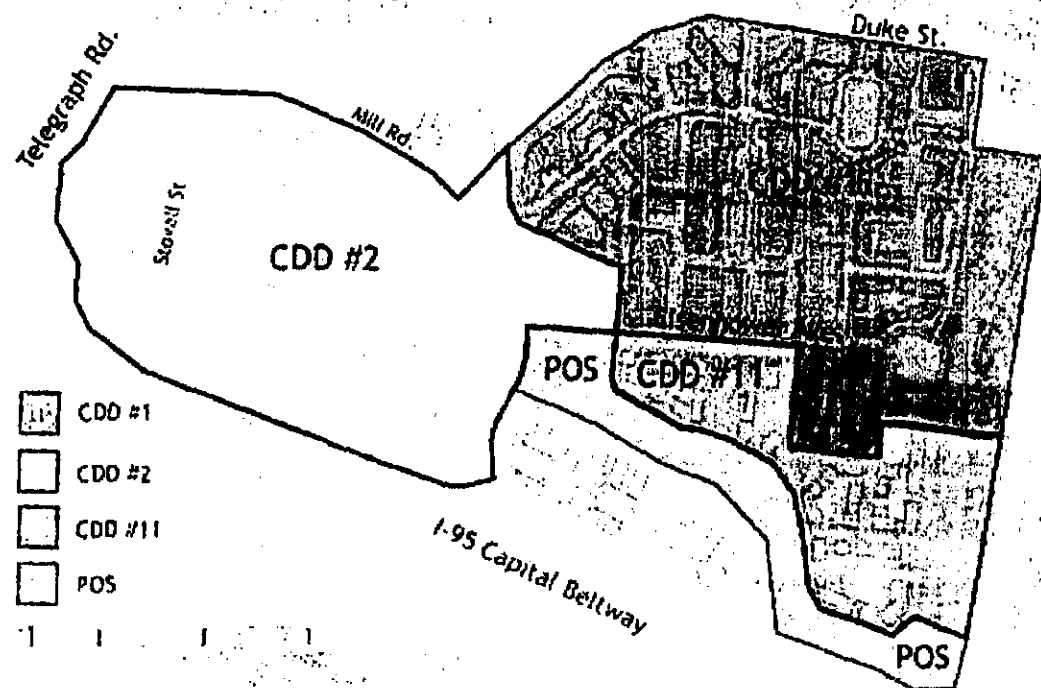


Figure 7-1 Proposed Zoning Changes

## 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)

## IMPLEMENTATION

- 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 within mixed-use areas can reduce the maximum number of parking spaces required by taking full advantage of joint use opportunities.

RESOLUTION NO. MPA 2006-0002

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, an application for amendment to the Eisenhower East Small Area Plan chapter of the 1992 Master Plan was filed with the Department of Planning and Zoning for revisions to the text and the figures of the Plan; and

WHEREAS, the Department of Planning and Zoning has analyzed the proposed revision and presented its recommendations to the Planning Commission; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on June 6, 2006, with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is generally consistent with the overall goals and objectives of the 1992 Master Plan and with the specific goals and objectives set forth in the Eisenhower East Small Area Plan chapter of the 1992 Master Plan; and
2. The proposed amendment reflects 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 amendment to the Eisenhower East Small Area Plan chapter 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;

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

1. The following amendment is hereby adopted in its entirety as an amendment to the Eisenhower East Small Area Plan chapter of 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:

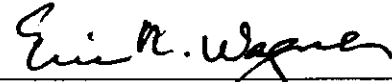
Revisions to the text and figures of the Plan.

2. 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 6th day of June, 2006.



Eric R. Wagner, Chairman  
Alexandria Planning Commission

ATTEST:

  
Eileen P. Fogarty, Secretary

## APPLICATION FOR:

☒ MASTER PLAN AMENDMENTMPA # 2006-0002☐ ZONING MAP AMENDMENT

REZ # \_\_\_\_\_

PROJECT NAME: Eisenhower East Small Area Plan  
 PROPERTY LOCATION: Area within boundaries of the Eisenhower East Small Area Plan, bounded generally by Duke Street, Holland Lane, Telegraph Road, and Southern boundary of City  
 APPLICANT Name: The City of Alexandria - Planning and Zoning  
 Address: 301 King St. Alexandria Va 22314

PROPERTY OWNER Name: The City of Alexandria  
 Address: 301 King St Alexandria Va 22314

Interest in property: ☐ Owner ☐ Contract Purchaser  
☐ Developer ☐ Lessee ☐ Other \_\_\_\_\_

If property owner or applicant is being represented by an authorized agent such as an attorney, a realtor, or other person for which there is some form of compensation, does this agent or the business in which they are employed have a business license to operate in Alexandria, VA:

☐ yes: If yes, provide proof of current City business license.

☐ no: If no, said agent shall obtain a business license prior to filing application.

THE UNDERSIGNED certifies that the information supplied for this application is complete and accurate, and, pursuant to Section 11-301B of the Zoning Ordinance, hereby grants permission to the City of Alexandria, Virginia, to post placard notice on the property which is the subject of this application.

The City of Alexandria  
 Print Name of Applicant or Agent

\_\_\_\_\_  
 Signature

301 King St  
 Mailing/Street Address

703-838-4666  
 Telephone # Fax #

Alexandria Va 22314  
 City and State Zip Code

6/20/06  
 Date

## =====

## FOR CITY STAFF USE ONLY:

Date application received: \_\_\_\_\_ Fee Paid: \$ \_\_\_\_\_  
 Date application complete: \_\_\_\_\_ Staff Reviewer: \_\_\_\_\_

ACTION - PLANNING COMMISSION: Recommended approval/ Resolution Adopted 6/6/06 6-0

ACTION - CITY COUNCIL: 6/17/06 - CC approved the PC recommendation 6-0