

EXHIBIT NO. 1

25  
3-11-08


*City of Alexandria, Virginia*

**MEMORANDUM**

(Revised)

DATE: MARCH 5, 2008

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: JAMES K. HARTMANN, CITY MANAGER 

SUBJECT: POSSIBLE AMENDMENTS TO THE RECOMMENDED COMPREHENSIVE  
TRANSPORTATION MASTER PLAN

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**ISSUE:** Possible amendments to the recommended Comprehensive Transportation Master Plan.

**RECOMMENDATION:** That City Council consider the following amendments to the recommended transportation master plan.

**BACKGROUND:** Some questions and concerns that have been raised by Council members suggest the need to consider some amendments to the language in the transportation plan as recommended to Council by the Planning Commission. This memorandum responds to those questions and concerns, and provides staff suggestions for possible amendments.

The original February 22 memorandum has been revised to reflect Council member comments and requests that were received during and following the February 23 public hearing. These are addressed in revised sections (1) and (8), and in new sections (4A), (11) and (12). All other sections of the February 22 memorandum remain unchanged.

**(1) Potomac Yard and Eisenhower Valley Metrorail Stations** - Included in the Planning Commission's recommendation of the transportation plan was an amendment to include specific reference to possible new Metrorail stations in Potomac Yard and Eisenhower Valley. A correction to this amendment, as adopted by the Commission, is needed prior to plan adoption. This correction is to require that a feasibility study and funding plan for a new Eisenhower Valley station be included as part of the Eisenhower West Area Plan, not the Landmark/Van Dorn small area plan. Given the Landmark/Van Dorn planning process is ongoing and the area is already served by the Van Dorn Metrorail station it would not be appropriate to hold up that Landmark/Van Dorn plan until the concept of adding an additional Metrorail station in the Eisenhower Valley was studied.

Council also expressed concern that the language of the amendment recommended by the Planning Commission was not sufficiently strong with respect to the expectation that these stations would be feasible and funding plan would be developed.

Below is the amendment adopted by the Planning Commission, revised to reflect comments received from Vice Mayor Pepper and Council members Krupicka and Wilson. This text would replace the text for strategy T6 and actions T6.A and T6.B on page 1-14.

*T6. The City will ensure that development and redevelopment does not preclude efforts to expand public transit infrastructure.*

*T6.A. The City ~~will ensure~~ expects that any amendment to the Potomac Yard/ Potomac Greens Small Area Plan ~~for the purpose of which results in an increase in~~ increasing density beyond what is currently approved ~~shall study~~ will include reasonable provisions to address the feasibility of the development and funding of an additional Metro Rail Station.*

*T6.B. The City ~~will ensure~~ expects that any amendment to the ~~Landmark/VanDorn Small Area Plan~~ Eisenhower West Area Plan, the King St. Metro/Eisenhower Avenue Small Area Plan or the Seminary Hill Small Area Plan that includes land in the Eisenhower Valley ~~(including the anticipated Eisenhower West Small Area Plan)~~ and that proposes which results in an increase in density beyond what is currently approved ~~shall study~~ will include a study of the feasibility of the development and funding of an additional Metro Rail Station.*

**(2) Address the feasibility of providing fully dedicated transit lanes through the full length of all corridors** – The Task Force recognized that the proposed transit concept would have to be developed in a context sensitive manner and that dedicated transit lanes (running ways or rights-of-way) might not be feasible along the entire length of any one particular corridor due to prevailing constraints. Under these circumstances, it was recognized that dedicated running ways may have to be combined with other transit priority techniques, such as operating in mixed traffic with transit priority at signalized intersections and “queue jumping” in critical congestion areas, in order to achieve a feasible implementation plan. Despite its recognition of this possibility, the Task Force felt strongly that the City should pursue the concept of fully dedicated transit running ways until such time as prevailing constraints might force acceptance of lesser transit priority treatments in specific segments of the proposed corridors. In order to clarify this point in the recommended plan, staff recommends incorporating the text that is presented after discussion of the next issue – factors to be considered in developing implementation plans for the transit corridors.

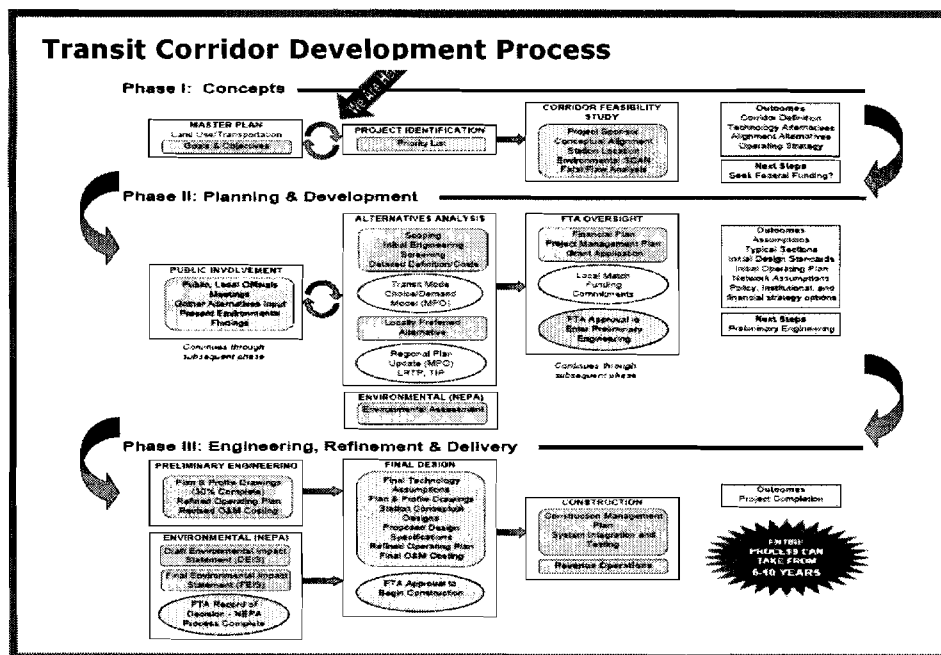
**(3) Provide examples of the factors that will be evaluated in developing plans to implement the proposed transit corridors** – In order to preserve eligibility for federal funding to support implementation of the proposed transit corridors, the process that will be followed requires the identification, evaluation and documentation of potential project impacts in several areas of concern, and ongoing public involvement. A key requirement of this process is the preparation of environmental impact documents pursuant to the National Environmental Protection Act (NEPA) to ensure that information is available for public officials and citizens to properly balance infrastructure development, economic prosperity, health and environmental protection,

community and neighborhood preservation, and quality of life issues. Specific resources and potential impacts that are required to be considered in environmental evaluations for transit projects include: air quality; endangered species; environmental justice; floodplains; hazardous materials and brownfields; historic, archaeological and cultural resources; navigable waterways and coastal zones; noise and vibration (both during construction and operation); parklands and historic sites; social and economic impacts (factors influencing the character and nature of the community); transportation (including traffic and parking); water quality; and wetlands.

In order to provide this information in the recommended plan and address the previously discussed issue regarding the feasibility of fully dedicated transit lanes, staff recommends Council consider incorporating the following text as a new implementation section following the end of the funding section on page 1-13.

### Implementation

*The transit concept that is presented in this plan is an innovative and ambitious proposal that will challenge City leaders and residents throughout the implementation process. The proposed transit corridors and services must be developed from a concept level to an operating transit service following a process that will be context sensitive, provide ongoing opportunity for public involvement and preserve eligibility for federal funding to support implementation. As illustrated in the graphic below, the development process that will be followed is intended to identify and evaluate increasingly refined alternatives based on information that becomes broader in scope and more detailed during each development phase. Progressing from the initial corridor feasibility studies through alternatives analyses, environmental impact assessments, and preliminary and final engineering to construction and initiation of service, the process is open for public input as key implementation decisions (such as the preferred transit route and mode for a particular corridor, the level of service to be provided, the type(s) of transit priority that will be provided in individual corridor segments, and the locations of stations and stops) are being made. For any individual corridor, this process may take six to ten years to complete.*



*During the implementation process, it may be determined that providing fully dedicated transit lanes or running ways along the full length of the corridor may not be possible due to prevailing constraints. Under these circumstances, it may be necessary to employ other transit priority techniques, such as operating in mixed traffic with transit priority at signalized intersections and “queue jumping” in critical congestion areas, in certain corridor segments in order to achieve a feasible implementation plan.*

*A key element of the project development process is the preparation of environmental impact documents pursuant to the National Environmental Protection Act (NEPA) to ensure that information is available for public officials and citizens to properly balance infrastructure development, economic prosperity, health and environmental protection, community and neighborhood preservation, and quality of life issues. The potential project impacts that are required to be identified, evaluated and documented in these environmental evaluations include several factors that have already been identified as early community concerns. These include: air quality; environmental justice; historic, archeological and cultural resources; noise and vibration (both during construction and operation); historic sites; social and economic impacts (factors influencing the character and nature of the community); and transportation (both traffic and parking).*

**(4) Include specific priorities for implementing sections of the proposed transit corridors –**

Prioritization of the proposed corridors is addressed in strategy T3 on page 1-14. Recognizing that the information that is currently available is limited in scope and detail for purposes of prioritization of these corridors, staff strongly recommends that this strategy be retained as drafted and that prioritization remain part on the implementation process, during which more complete and detailed information will be available.

However, if Council determines that an initial prioritization is necessary in the plan, staff suggests adding the following as action T3.C on page 1-14. The prioritization below relates to the likely areas where redevelopment is likely to occur in what order it may occur.

*T3.C. Until such time that the implementation process may develop information to indicate otherwise, the City’s initial priorities for implementing transit corridors are: (1) completion of the Crystal City/Potomac Yard Transit Corridor that is currently being implemented; (2) the Van Dorn / Beauregard Corridor in the vicinity of Landmark Mall; (3) the Van Dorn / Beauregard Corridor extended to the Pentagon; (4) the Duke Street Corridor; and (5) the Route 1 corridor through the Old Town area.*

**(4A) Redesignate the proposed transit corridors –** During Council discussion, it was noted by several members that the designations of the three proposed transit corridors in the recommended plan was confusing and potentially misleading inasmuch as the specific alignments of these corridors is not yet known. Rather than referring to the proposed corridors by their associated major streets – Route 1, Duke Street and Van Dorn/Beauregard – more generic names or references should be used. Staff recommends that the proposed Route 1, Duke Street and Van Dorn/Beauregard transit corridors could be referred to as corridors A, B and C, respectively. To implement this change, Council can simply direct staff to change these references in the text and graphics in the recommended plan.

**(5) Include specific reference to coordination of transit technologies with surrounding jurisdictions** – In order to ensure that Alexandria’s future investments in transit information technologies are coordinated among regional transit service providers for seamless user access, staff recommends Council consider adding the following as action T7.C on page 1-15 as follows.

T7.C. The City will coordinate the development and deployment of transit information technologies with regional service providers to provide seamless delivery to transit users.

**(6) Include beautification and traffic calming as part of future street improvements** – These items are addressed in the plan as recommended to Council. Action S1.C on page 4-9 calls for continued funding of the city’s traffic calming program, which is also embraced in actions S2.A and B. Strategy S6 calls for the inclusion of landscaping, street trees, pedestrian amenities and public art in street improvements. The streetspace design manual strategy (S7 on page 4-10) also includes these issues, although in a less explicit manner.

Should Council feel that this issue should be more explicitly addressed, staff suggests adding the following as action S6.C on page 4-9.

S6.C. Incorporate traffic calming features in street improvement projects whenever possible.

**(7) Include an evaluation of the City’s existing high-occupancy vehicle (HOV) lanes** – Specifically, this request was to evaluate the need to expand the operating hours of the existing HOV lanes on Patrick and Henry Streets and on Washington Street. If Council desires, staff recommends amending strategy S8 on page 4-10 as follows.

S8. The City will explore opportunities ~~for the implementation of additional or expanded HOV travel lanes or reduction of existing HOV travel lanes on City streets~~ to enhance the use of high-occupancy vehicle (HOV) lanes as a traffic management strategy for periods of peak travel demand.

S8.A. The City will study its existing HOV travel lanes to determine if changes in their operations would improve traffic flow during peak travel periods.

S8.B. The City will evaluate opportunities for implementation of additional or expanded HOV travel lanes or reduction of existing HOV travel lanes on City streets.

**(8) Include a parking reduction near Metro stations in the final plan** – This is primarily a land use issue that is addressed in the City’s current zoning ordinance. Although omitted from the parking requirements table shown on page 5-3, the zoning ordinance defines a parking district 6 that includes all properties within 2,000 feet of a Metro station. Within district 6, parking requirements are reduced for commercial land uses; however, not for residential uses. Under the current planning process, parking requirements near Metro stations are considered as the small area plans that include Metro station sites are being updated, such as was done in the Eisenhower East plan and is now being done in the Braddock Road Metro plan. Strategy P1 on

page 5-5, completion of a comprehensive parking study, is also intended to include consideration of this issue within actions P1.1.a and b.

It is understood that this requested amendment is intended to be supportive of transit-oriented development (TOD), whereby parking demand (and therefore the required supply) can be reduced without encouraging spillover into existing neighborhood parking areas. Effective parking management is well-recognized as an important element in TOD planning. It is also well recognized that all TOD elements (often summarized as the 3 D's – density, development and design) must work together to create an environment that truly enables a transit-oriented lifestyle and achieve the most important goal of TOD - reducing travel by automobile. These TOD elements should be considered and planned comprehensively, not in a piecemeal manner. Otherwise, unintended and often undesirable outcomes may result. For example, a development that is proximate to a transit station and provides limited parking, but does not include either the mix of retail uses that enable neighborhood shopping or the pedestrian/bicycle facilities needed to conveniently travel to these uses, would not support a transit-oriented lifestyle and residents would be automobile reliant for much of their travel need. Consequently, auto ownership would not decrease and parking spillover into surrounding areas could result.

Staff recommends that reduced parking requirements/parking maximums near Metro stations be included in parking management strategies developed in concert with comprehensive transit-oriented development guidelines for the City. To include this in the recommended transportation plan, staff recommends inserting the following as strategy P2 on page 5-5, renumbering the remaining parking strategies

P2. The City will develop and implement comprehensive guidelines and requirements for transit-oriented development (TOD) that support the principles of TOD and include maximum parking ratios, unbundled parking infrastructure, and parking cash-out programs as parking management strategies for development/redevelopment of properties proximate to Metrorail stations.

**(9) Include strategies to better manage our municipal parking** – This is the overall goal of strategies P1, 2 and 3 on page 5-5, and a specific outcome of action P1.2. By bringing the management, allocation, enforcement and development of parking together as a consolidated responsibility, the City's municipal parking resources can be more effectively managed.

Should Council feel that this issue should be more explicitly addressed, staff suggests adding the following as action P1.6 on page 5-5.

P1.6. The City will identify, evaluate and adopt appropriate “best practices” for municipal parking management to more effectively manage its parking resources.

**(10) Discourage surface parking lots all areas, not just commercial districts** – Staff recommends amending strategy P4 on page 5-5 as follows to address this issue.

P4. The City will implement policies to discourage the development of surface parking lots ~~in commercial districts~~.

**(11) Include as an overall theme improved or enhanced quality of life** – Enhancing Alexandria’s quality of life was a central concern to the framers of the recommended plan and is central to its overall goals, as noted in the transportation vision (Overview-1) and the discussion of guiding principles (Overview-2), and subsequently referenced in several modal sections. Should Council wish to further reinforce this as a central issue in implementing this plan, staff suggests the following revision to Guiding Principle 5 on page Overview-2:

5. *Alexandria will further transportation policies that enhance quality of life, support livable, urban land use and encourage neighborhood preservation, in accordance with the City Council Strategic Plan.*

**(12) Include the taxicab industry as a modal section** – The taxicab industry provides valuable transportation service throughout the City, as do other private providers such as limousines, and community and business-sponsored vans and shuttle buses. Should Council wish to incorporate privately-provided transportation services as a modal element in the transportation plan, staff recommends that it consider adopting the recommended plan at this time, with previous amendments as desired, and instructing staff to return at a later date with a plan amendment incorporating privately-provided transportation services as an additional modal element.

I hope this information satisfactorily responds to your questions and concerns. If any additional information is needed, please contact either Rich Baier or Tom Culpepper.

cc: Larry Robinson, Chair, Ad Hoc Transportation Task Force  
Michele Evans, Deputy City Manager  
Mark Jinks, Deputy City Manager  
Jackie Henderson, Clerk of Council  
Rich Baier, Director, Transportation and Environmental Services  
Faroll Hamer, Director, Planning and Zoning  
Tom Culpepper, Deputy Director, Transportation and Environmental Services

# **City of Alexandria Transportation Master Plan**

***Docket Item 25  
Master Plan Amendment 2008-0001***

City Council  
March 11, 2008



# 1. Metrorail Stations

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## February 22 Memorandum:

*T6. The City will ensure that development and redevelopment does not preclude efforts to expand public transit infrastructure.*

*T6.A. The City will ensure that any amendment to the Potomac Yard/Potomac Greens Small Area Plan for the purpose of increasing density beyond what is currently approved shall study the feasibility of the development and funding of an additional Metro Rail Station.*

*T6.B. The City will ensure that any amendment to the ~~Landmark/VanDorn Small Area Plan~~ Eisenhower West Area Plan, the King St. Metro/Eisenhower Ave Small Area Plan or the Seminary Hill Small Area Plan that includes land in the Eisenhower Valley (~~including the anticipated Eisenhower West Small Area Plan~~) and that proposes an increase in density beyond what is currently approved shall study the feasibility of the development and funding of an additional Metro Rail Station.*

# 1. Metrorail Stations

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## Staff Drafted Revisions:

T6. *The City will ensure that development and redevelopment does not preclude efforts to expand public transit infrastructure.*

T6.A. *The City ~~will ensure~~ expects that any amendment to the Potomac Yard/ Potomac Greens Small Area Plan ~~for the purpose of which results in an increase in increasing density beyond what is currently approved~~ shall study will include reasonable provisions to address the feasibility of the development and funding of an additional Metro Rail Station.*

T6.B. *The City ~~will ensure~~ expects that any amendment to the ~~Landmark/VanDorn Small Area Plan~~ Eisenhower West Area Plan, the King St. Metro/Eisenhower Ave Small Area Plan or the Seminary Hill Small Area Plan that includes land in the Eisenhower Valley ~~(including the anticipated Eisenhower West Small Area Plan)~~ and that proposes which results in an increase in density beyond what is currently approved shall study will include reasonable provisions to address the feasibility of the development and funding of an additional Metro Rail Station.*

# 1. Metrorail Stations

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## March 5 Memorandum:

T6. *The City will ensure that development and redevelopment does not preclude efforts to expand public transit infrastructure.*

T6.A. *The City ~~will ensure~~ expects that any amendment to the Potomac Yard/ Potomac Greens Small Area Plan ~~for the purpose of which results in an increase in~~ increasing density beyond what is currently approved ~~shall study~~ will include reasonable provisions to address the feasibility of the development and funding of an additional Metro Rail Station.*

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## 2 & 3. Transit Corridor Development

### *Implementation*

*The transit concept that is presented in this plan is an innovative and ambitious proposal that will challenge City leaders and residents throughout the implementation process. The proposed transit corridors and services must be developed from a concept level to an operating transit service following a process that will be context sensitive, provide ongoing opportunity for public involvement and preserve eligibility for federal funding to support implementation. As illustrated in the graphic below, the development process that will be followed is intended to identify and evaluate increasingly refined alternatives based on information that becomes broader in scope and more detailed during each development phase. Progressing from the initial corridor feasibility studies through alternatives analyses, environmental impact assessments, and preliminary and final engineering to construction and initiation of service, the process is open for public input as key implementation decisions (such as the preferred transit route and mode for a particular corridor, the level of service to be provided, the type(s) of transit priority that will be provided in individual corridor segments, and the locations of stations and stops) are being made. For any individual corridor, this development process may take six to ten years to complete.*

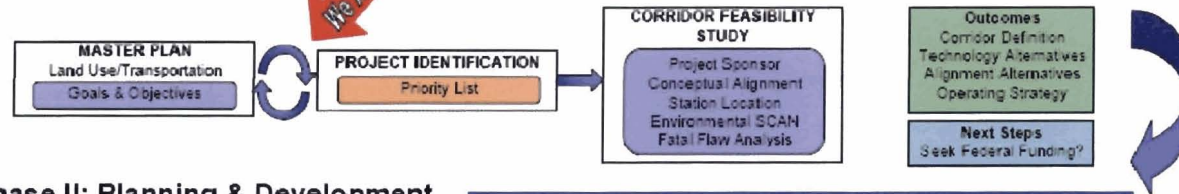
## 2 & 3. Transit Corridor Development

*During the implementation process, it may be determined that providing fully dedicated transit lanes or running ways along the full length of the corridor may not be possible due to prevailing constraints. Under these circumstances, it may be necessary to employ other transit priority techniques, such as operating in mixed traffic with transit priority at signalized intersections and "queue jumping" in critical congestion areas, in certain corridor segments in order to achieve a feasible implementation plan.*

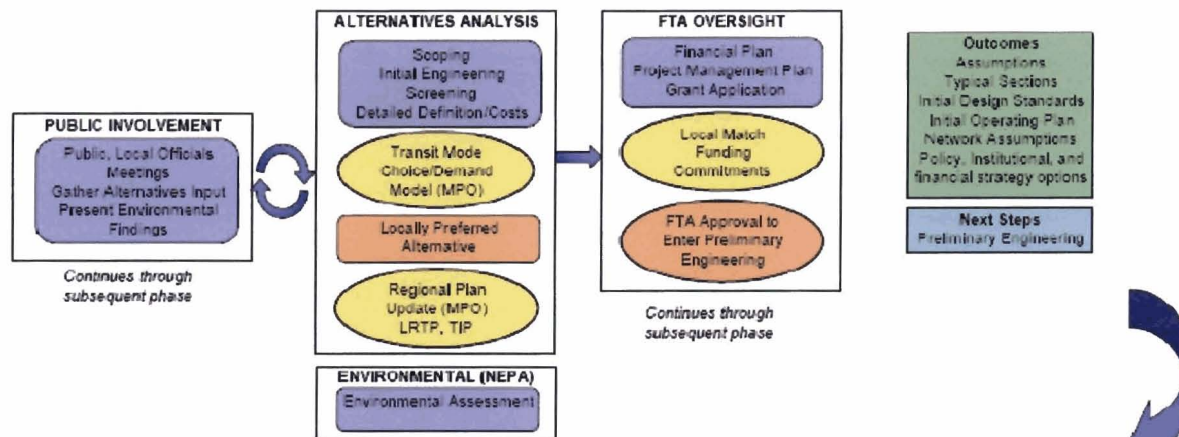
*A key element of the project development process is the preparation of environmental impact documents pursuant to the National Environmental Protection Act (NEPA) to ensure that information is available for public officials and citizens to properly balance infrastructure development, economic prosperity, health and environmental protection, community and neighborhood preservation, and quality of life issues. The potential project impacts that are required to be identified, evaluated and documented in these environmental evaluations include several factors that have already been identified as early community concerns. These include: air quality; environmental justice; historic, archeological and cultural resources; noise and vibration (both during construction and operation); historic sites; social and economic impacts (factors influencing the character and nature of the community); and transportation (both traffic and parking).*



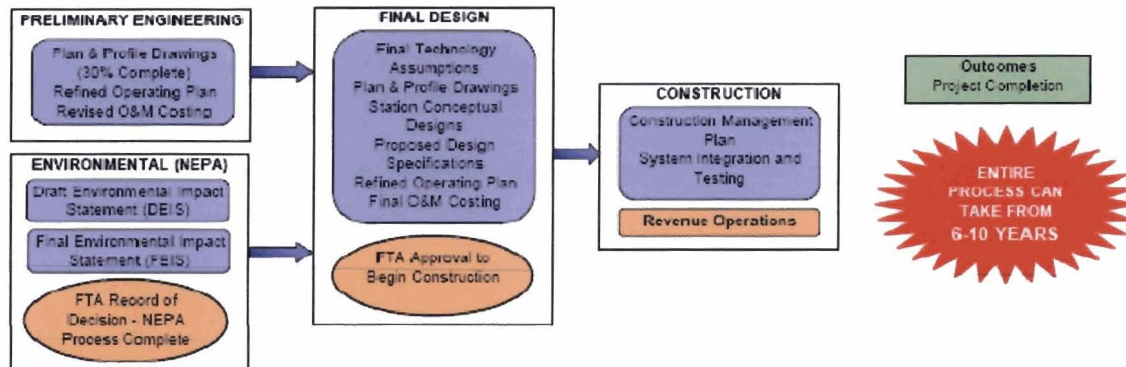
### Phase I: Concepts



### Phase II: Planning & Development



### Phase III: Engineering, Refinement & Delivery



## 4. Transit Corridor Priorities

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T3.C. Until such time that the implementation process may develop information to indicate otherwise, the City's initial priorities for implementing transit corridors are: (1) completion of the Crystal City/Potomac Yard Transit Corridor that is currently being implemented; (2) the Van Dorn / Beauregard Corridor in the vicinity of Landmark Mall; (3) the Van Dorn / Beauregard Corridor extended to the Pentagon; (4) the Duke Street Corridor; and (5) the Route 1 corridor through the Old Town area.

## 4A. Transit Corridor Names

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### Proposed Change:

<i>Route 1 Corridor</i>	<i>Corridor A</i>
<i>Duke Street Corridor</i>	<i>Corridor B</i>
<i>Van Dorn/Beauregard Corridor</i>	<i>Corridor C</i>

### Alternate:

Change the name of the *Route 1 Corridor* to  
*Potomac Yard to Old Town Corridor*



## 5. Coordinating Technology

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*T7.C. The City will coordinate the development and deployment of transit information technologies with regional service providers to provide seamless delivery to transit users.*

## 6. Street Beautification and Traffic Calming

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*S6.C. Incorporate traffic calming features in street improvement projects whenever possible.*

## 7. HOV Lanes

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*S8. The City will explore opportunities for the implementation of additional or expanded HOV travel lanes or reduction of existing HOV travel lanes on City streets to enhance the use of high-occupancy vehicle (HOV) lanes as a traffic management strategy for periods of peak travel demand.*

*S8.A. The City will study its existing HOV travel lanes to determine if changes in their operations would improve traffic flow during peak travel periods.*

*S8.B. The City will evaluate opportunities for implementation of additional or expanded HOV travel lanes or reduction of existing HOV travel lanes on City streets.*

## 8. Parking Near Metro Stations

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P2. The City will develop and implement comprehensive guidelines and requirements for transit-oriented development (TOD) that support the principles of TOD and include maximum parking ratios, unbundled parking infrastructure, and parking cash-out programs as parking management strategies for development/redevelopment of properties proximate to Metrorail stations.

## 9. Parking Management

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### Staff Proposal:

*P1.6. The City will identify, evaluate and adopt appropriate "best practices" for municipal parking management to more effectively manage its parking resources.*

### Additional Proposal:

*P1.7 The City shall seek out parking and transit solutions to minimize, if not eliminate, tour bus traffic in the residential areas of Old Town Alexandria.*

## 10. Surface Parking Lots

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*P4. The City will implement policies to discourage the development of surface parking lots in ~~commercial districts.~~*

# 11. Quality of Life

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## Guiding Principle 5:

*5. Alexandria will further transportation policies that enhance quality of life, support livable, urban land use and encourage neighborhood preservation, in accordance with the City Council Strategic Plan.*