

Docket Item #5
DEVELOPMENT SITE PLAN #2005-0007
HOFFMAN CENTER BLOCK 1
PARKING LOT

Planning Commission Meeting
May 3, 2005

ISSUE: Consideration of a request for a development site plan, for the establishment of a 133 space parking lot, as an interim use.

APPLICANT: Hoffman Family LLC
by Jonathon P. Rak, attorney

LOCATION: 2425 Mill Road

ZONE: CDD#2/ Eisenhower Avenue Metro Coordinated Development District

SITE GRAPHIC
AVAILABLE IN THE PLANNING AND ZONING OFFICE

I. EXECUTIVE SUMMARY:

A. Overview:

The applicant is requesting development site plan approval to construct a 133 space surface parking lot at the southwest corner of Mill Road and Stovall Street. The applicant is about to begin construction of a parking structure for the theaters approved as part of DSUP#2000-0028.

The construction of the 2,650 space parking structure will provide parking for the theater and retail patrons, but will also displace approximately 352 surface spaces used by office workers. In an attempt to replace some of the office parking displaced by the parking structure, the applicant is requesting approval of this proposed surface parking lot. The Zoning Ordinance permits required parking for office buildings to be located within 500 feet of a commercial office building. The office buildings are approximately 350 feet from the proposed lot.



The applicant contends that the surface parking is an “interim use ” until the office use planned for this site, as part of the overall plan for the Hoffman development plan and East Eisenhower is constructed. While the development of East Eisenhower is occurring more quickly than initially anticipated, staff acknowledges that the development of this site may not occur for several years or longer depending on the office market in the future.

While the City and the Commission generally strongly discourage surface parking lots, especially in urban areas such as this one, the lot is an “interim ” use until the office use planned for this site is constructed. In addition, the applicant has worked extensively with the City to design the lot in a way to increase screening and accommodate pedestrians. The plan provides a considerable (20-30 ft.) landscape strip adjacent to Mill Road and Stovall Street for screening and a landscaped buffer for pedestrians, a double row of street trees, evergreen shrubs and a new 10 ft. concrete sidewalk for both street frontages. The considerable amount of pedestrian, landscaping and screening are needed because the surface lot may be on the site for a considerable period of time. With these improvements, staff is recommending approval of the proposed site plan.

II. BACKGROUND:

The approximately 1.4 acre site was created with the realignment of Mill Road. The proposed parking lot will provide 133 parking spaces to replace the 352 spaces displaced by the construction of the parking structure for the theater and retail uses. The Master Plan designates the site as an office use with heights up to 210 feet and up to 379,000 sq ft of office use with a special use permit. The site (Block 1) is part of the larger Hoffman development that includes a mix of office, retail and residential uses.



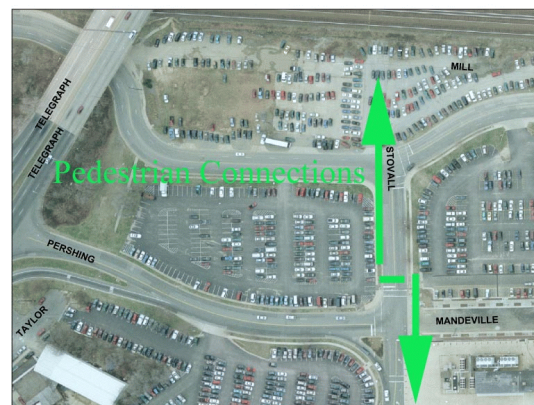
The applicant initially proposed a surface parking lot with minimal screening or pedestrian improvements on the frontages of the site. In the past couple months, the applicant has worked with the City to provide a significant amount of additional screening, buffering and landscaping on the perimeter of the property, which are reflected on the current plan.

III. PROJECT DESCRIPTION:

The proposed parking lot would cover most of the site and include 133 parking spaces, 40 of which would be standard and 93 would be compact spaces. The parking on the lot will be limited to occupants of the office buildings to serve the employees of two adjoining office buildings which are located southeast of the site. Access to the parking lot would be from an existing curb cut on Mill Road, and also from the existing parking lot to the south, which is currently a separate lot. Staff is recommending that these two lots be consolidated as part of this approval.

Pedestrian Access- Crossings

Pedestrian access to the parking lot from the office buildings will occur at the intersection of Stovall Street, and Pershing Avenue. Staff is recommending a pedestrian crossing at this intersection to better accommodate the additional office employees crossing at this intersection. The pedestrians may then enter the new parking lot either by using pedestrian access on the southern portion of the site or the pedestrian access on Mill Road.



IV. ZONING:

The zoning characteristics of the development are summarized in the table below.

HOFFMAN BLOCK 1- PARKING LOT		
Property Address:	2425 Mill Road	
Total Site Area:	60,352 sq. ft./1.3855 acre	
Zone:	CCD#2 or Eisenhower Avenue Metro Coordinated Development District	
Current Use:	Vacant	
Proposed Use:	Surface Parking	
	<u>Permitted/Required</u>	<u>Proposed</u>
FAR	NA	NA
Yards	NA	24 to 30 feet
Height	NA	0 ft
Open Space	none	12,960 sqft
Parking	----	133 spaces

V. STAFF ANALYSIS:

Staff was initially concerned about a proposal for a surface parking lot in this location due to the lack of screening or pedestrian improvements and the general policy of the City to discourage surface parking lots. However, in the past couple months the applicant has worked extensively with the City to address the screening and pedestrian issues raised by the City as part of the review process. Specifically, the applicant has revised the plan to provide a 24 to 30 foot landscaped area adjacent to the public streets. Initially the parking lot was proposed extending to the property line without the landscaped screening currently proposed. Within this 24 to 30 foot landscape area the applicant is now providing a double row of street trees and evergreen shrubs to screen the parking lot. In addition, the City has requested a 10 ft. concrete sidewalk on the perimeter of the site to better accommodate pedestrians, where the applicant initially proposed a 5 ft. wide asphalt sidewalk.

While the applicant has provided a significant amount of screening, landscaping and pedestrian improvements, the proposal continues to be a surface parking lot in an area that will eventually be an urban extension of the Carlyle and East Eisenhower area. The applicant contends that the proposal is a “interim” use. However, the surface lot may be on the site for several years or more depending on the market demand for office use.

While a surface parking lot in urban areas is less than ideal, the applicant has provided all landscaping, screening and pedestrian improvements requested by the City and the site will eventually be developed in a more urban manner. In addition, the Ordinance does permit parking for office buildings to be located off-site with approval of a site plan. In addition, the parking lot does not provide additional parking spaces but rather provides spaces that will be displaced with the construction of the parking structure for the theater and retail uses within the Hoffman town center.

Because the applicant has worked with the City to address the screening, landscaping and pedestrian issues and because the site will eventually be redeveloped, staff recommends approval of the proposal with the conditions as outlined in this report.

STAFF: Eileen Fogarty, Director, Department of Planning and Zoning;
Jeffrey Farner, Chief, Development;
Matthew Le Grant, Urban Planner.

VI. STAFF RECOMMENDATION:

Staff recommends **approval** subject to compliance with all applicable codes and ordinances and the following conditions:

Landscaping:

1. A landscape plan shall be provided with the final site plan to the satisfaction of the Directors of P&Z and RP&CA. At a minimum the plan shall provide:
 - a. An additional street tree on Stovall Street to provide a continuous row of street trees 30 ft. on-center.
 - b. Additional evergreen shrubs for additional screening for the existing transformer on Mill Road.
 - c. Decrease the spacing of the shrubs to provide a continual evergreen screening for the lot.
 - d. Tree protection shall be provided for the trees to be protected on Mill Road and the southern portion of the site.
 - e. Any new utilities and utility structures shall be located away from the proposed landscaping and street trees to the extent feasible, to minimize any impact on the root systems of the proposed landscaping.
 - f. The location of all light poles shall be coordinated with the street trees.
 - g. All landscaping shall be maintained in good condition and replaced as needed.
 - h. All plant materials and specifications shall be in accordance with the current and most up to date edition of the American Standard For Nursery Stock (ANSI Z60.1) as produced by the American Association for Nurserymen; Washington, D.C.
 - i. Coordinate the tree planting detail with the proposed list.
 - j. Revise the tree species in the parking lot islands due to the full sun exposure. (P&Z)(RP&CA)

Pedestrian Improvements

2. The 10 ft. wide sidewalk on the perimeter of the property shall be City standard concrete. All sidewalks for the development shall be and shall comply with City standards. (P&Z)
3. The width of the landscape strip on the perimeter of the property shall be increased from 4 ft. to 6 ft., while maintaining the 10 ft. concrete sidewalk on the perimeter of the property to eliminate the conflict with the existing street lights to the satisfaction of the Director of P&Z. (P&Z)

4. A pedestrian countdown signal shall be provided for the pedestrian crossing at the intersection of Stovall Street and Pershing Avenue. (P&Z)

Site Plan:

5. The two existing lots shall be consolidated. The plat of consolidation shall be submitted with the submission of the first final site plan. The plat of consolidation shall be approved and recorded prior to the release of the final site plan. (P&Z)
6. The driveway accessing Mill Road shall be increased in width to accommodate two-way circulation. Provide the curb radii at the existing driveway entrance into the proposed parking lot and it should conform to AASHTO turning radii. (T&ES)
7. Any inconsistencies between the various drawings submitted by the applicant shall be reconciled to the satisfaction of the Directors of P&Z and T&ES. (P&Z)
8. A temporary informational sign shall be installed on the site prior to approval of the first final site plan for the project and shall be displayed until construction is complete. The sign shall notify the public of the nature of the upcoming project and shall provide a phone number for public questions regarding the project. (P&Z)
9. Provide a site lighting plan to the satisfaction of the Director of T&ES in consultation with the Chief of Police. The plan shall show the existing and proposed street lights and site lights. Indicate the type of fixture, and show mounting height, and strength of fixture in Lumens or Watts. Provide manufacturer's specifications for the fixtures. Provide lighting calculations to verify that lighting meets city standards and are located to prevent excessive spillover lighting and glare to adjacent properties. (T&ES) (P&Z) (Police)
10. Provide the invert elevation into the existing 24" pipe culvert. (T&ES)
11. Provide details for all structures used on this site. (T&ES)
12. A storm water waiver request was submitted with this submittal, the city is unable to determine the validity of the reasons stated in the waiver letter. The letter suggests that the outfall for the site drains into an existing ditch, provide the detail for the ditch and ensure non erosive velocity of the outfall into the ditch. Provide the cross section of the existing ditch at intermittent points down stream from the outfall location. The information regarding storm water waiver request should be provided on this plan. (T&ES)

13. Provide traffic controls including signs, markings and signals where applicable. Clearly depict signalized intersections. (T&ES)
14. Provide the following information on the final site plan:
 - a. Show existing water main which was not shown on the preliminary plan. (T&ES)
 - b. Provide storm sewer profiles.
 - c. Ensure City standard end wall or flared end section. (T&ES)
 - d. Provide Rip Rap at outfall of 18" RCP.(T&ES)
15. Provide an Erosion & Sediment Control Plan. (T&ES)
16. Show existing and proposed street lights and site lights and indicate the type of fixture and show mounting height and strength of fixture and lumens or watts. Also, provide manufacturers' specifications for the fixtures. Provide lighting calculations to verify that lighting meets City standards. Provide site lighting plan. Lighting shall be shielded to prevent excessive spillover lighting and glare onto adjacent properties. (T&ES)
17. The walkways across driveways and walkways to the parking lot should have access ramps to provide an easy transition to pedestrians without abrupt changes in grades. (T&ES)
18. Staff is concerned that the Telegraph Road bridge pillars may obstruct the sight distance of the Mill Road Driveway. (T&ES)
19. The proposed STOP sign for the Mill Road driveway needs to be moved closer to Mill Road. (T&ES)
20. The sidewalk on the Pershing Avenue side needs to be a minimum of 6 feet wide. (T&ES)
21. The storm water collection system is part of the Cameron Run watershed. All on-site storm water curb inlets and public curb inlets within 50 feet of the property line shall be duly marked to the satisfaction of the Director of T&ES. (T&ES)
22. The City's storm water management regulations in terms of water quality are two-fold: phosphorus removal requirements and water quality volume default. Compliance with the phosphorus requirements does not relieve the applicant from the water quality default requirement. The water quality volume from the site's proposed impervious area must be treated in a Best Management Practice storm water facility. Any deviation from this requirement must be addressed through a formal letter to the City as discussed in Memorandum to Industry #2002-0001. (T&ES)

23. The Applicant shall submit a storm water quality BMP Maintenance Agreement with the City to be reviewed as part of the Final #2 Plan. Agreement must be executed and recorded with the Land Records Division of Alexandria Circuit Court prior to approval of the final site plan. Revise Note 37 of the General Notes to indicate this requirement.(T&ES)
24. Indicate the location of the 0.038 acre offsite pervious area that is listed in the Project Description on the BMP map provided. Match the areas shown on the BMP Map with the areas shown in Worksheet C and the Project Description. Verify the drainage divide to BR#2. Divide shown does not include the entire area of the bio-retention facility on the western side of the site. (T&ES)
25. Final plan calculations must include dimensions of the proposed bio-retention areas that have sufficient volume to provide treatment of the default WQV. Soils information will be required to demonstrate that the bio-retention areas are capable of infiltrating the WQV, and details provided for underdrain piping if required. (T&ES)
26. For any surface-installed storm water Best Management Practice (BMP), i.e. Bio-Retention Filters, Vegetated Swales, etc. that are employed for this site, descriptive signage for the BMPs is required to be installed to the satisfaction of the Director of T&ES. (T&ES)
27. The final site plan shall not be released and no construction activity shall take place until the five (5) copies of the following have been submitted and approved by the Director of T&ES:
 - a. Submit a Site Characterization Report/Extent of Contamination Study detailing the location, the contaminants, and the estimated quantity of any contaminated soils and/or groundwater at, or in the immediate vicinity, and/or impacting the proposed site.
 - b. Submit a Risk Assessment indicating any risks associated with the contamination.
 - c. Submit a Remediation Plan detailing how any contaminated soils and/or groundwater will be dealt with, including plans to remediate utility corridors. "Clean" backfill shall be used to fill the utility corridors. The Remediation Plan is to include a soil management plan detailing the procedures to be employed in the handling, stockpiling, and disposal of contaminated materials. Remediation Plan is to be included in the Final Site Plan.

- d. Submit a Health and Safety Plan indicating measures to be taken during any remediation and/or construction to minimize the potential risks to workers, the neighborhood, and the environment.(T&ES)
28. Due to the historic uses at the site and the potential for contamination, the following condition should be included:

The applicant shall design and install a vapor barrier and ventilation system for the parking areas to prevent the migration or accumulation of methane or other gases under parking areas, or conduct a study and provide a report signed by a professional engineer showing that such measures are not needed to the satisfaction of Directors of T&ES and Code Enforcement. (T&ES)
29. A “Certified Land Disturber” shall be identified in a letter to the Division of Environmental Quality and a copy to Construction and Inspection Division prior to the pre-construction meeting and commencement of any land disturbing activity in accordance with the Virginia Department of Conservation and Recreation guidelines. (T&ES)
30. During the construction phase of this development, the site developer, its contractor, certified land disturber, or owner’s other agents shall implement a waste and refuse control program. This program shall control wastes such as discarded building materials, concrete truck washout, chemicals, litter or trash, trash generated by construction workers or mobile food vendor businesses serving them and sanitary waste at the construction site and prevent its off site migration that may cause adverse impacts to the neighboring properties or the environment to the satisfaction of Directors of Transportation and Environmental Services and Code Enforcement. All wastes shall be disposed off site properly in accordance with all applicable federal, state and local laws. (T&ES)
31. All Alexandria Archaeology immediately (703-838-4399) if any buried structural remains (wall foundations, wells, privies, cisterns, etc.) or concentrations of artifacts are discovered during development. Work must cease in the area of the discovery until a City archaeologist comes to the site and records the finds. The above statement must appear in the General Notes of all site plans so that on-site contractors are aware of the requirement. (Arch)

Staff Note: In accordance with section 11-506(c) of the zoning ordinance, construction or operation shall be commenced and diligently and substantially pursued within 18 months of the date of granting of site plan approval.

CITY DEPARTMENT CODE COMMENTS

Legend: C - code requirement R - recommendation S - suggestion F - finding

Transportation & Environmental Services:

- C-1 All drainage facilities must be designed to the satisfaction of T&ES. Drainage divide maps and computations must be provided for approval.
- C-2 The applicant shall comply with the following:
- A. City of Alexandria Noise Control Code, Title 11, Chapter 5, which sets the maximum permissible noise level as measured at the property line.
 - B. Article XIII of the City's Environmental Management Ordinance, which includes requirements for storm water pollutant load reduction, treatment of the water quality volume (WQV) default, storm water quantity management, and any applicable RPA and Wetland impacts.
 - C. City of Alexandria, Erosion and Sediment Control Code, Section 5, Chapter 4.
- C-3 All required permits from Virginia Department of Environmental Quality, Environmental Protection Agency, Army Corps of Engineers, Virginia Marine Resources and Virginia DCR, must be in place for all project construction and mitigation work prior to release of the final site plan. This includes the requirement for a VSMP permit for all construction activities greater than 2500 sq. ft. within the Chesapeake Bay Resource Management Area. List all required permits on the coversheet.

Historic Alexandria (Archaeology):

- F-1 The Hoffman property was the site of a residential/agricultural/industrial complex beginning in the 18th century. The property was part of the 18th-century West family plantation. Beginning in 1790, two mills were established on Block 3, and a mill race cut through the site. In the mid-19th century, Robert and Reuben Roberts acquired the property, continuing to run Cameron Farm and one of the mills. The other mill was converted for use as a pumping station for the city's new water system. Previous archaeological work conducted on Blocks 2, 3,4, and 10 of the Hoffman property has located the 18th-century West family cemetery, remnants of the 18th through 19th-century mill race, foundations of Cameron Mills, part of a small pier, and foundations of several historic residential structures, one of which may have served as an early tavern. While there is no historical evidence uncovered to date of any structures on Block 1 prior to 1904, it is possible that the current development project could lead to the discovery of

additional archaeological resources that could provide insight into domestic, agricultural and industrial activities during the 18th and 19th centuries.

Police:

No comments received

DSP#2005-0007
HOFFMAN PARKING LOT - BLOCK 1

**REPORT ATTACHMENTS
AVAILABLE IN THE PLANNING AND ZONING OFFICE**