



DOCKET ITEM #8
Master Plan Amendment #2017-0009
Eisenhower East Small Area Plan Update Phase I

Issue: (A) Initiation of a Master Plan Amendment; and (B) Public hearing and consideration of a resolution to amend Blocks 4 and 5 within the Eisenhower East Small Area Plan chapter of the Master Plan.	Planning Commission Hearing:	January 4, 2018
	City Council Hearing:	January 20, 2018
Staff: <i>Planning and Zoning:</i> Karl Moritz, Director; Jeffrey Farner, Deputy Director; Carrie Beach, Division Chief; Jose Carlos Ayala, Urban Planner; Bill Cook, Urban Planner; Nathan Imm, Urban Planner, Gary Wagner, Principal Planner		

I. BACKGROUND

The Eisenhower East Small Area Plan (Plan), approved by City Council in 2003, established a long-term vision for the 230-acre neighborhood surrounding the Eisenhower Avenue Metrorail station. The plan area is divided into blocks with office, retail, hotel, and entertainment uses and the tallest buildings located near the Metrorail station.

The plan area, with a total of approximately 11.5 million sq. ft. of planned development (20 million sq. ft., including Carlyle), is an important long-term economic development area for the City. Approximately 2.6 million sq. ft. of new development has been constructed in the plan area since its adoption by City Council in 2003. Recently approved amendments for blocks 6A and 20 indicate that additional new development and/or redevelopment is anticipated.

This proposed master plan amendment is the final part of Phase 1 of the Eisenhower East Small Area Plan update. The first part, approved by City Council in September 2017 (MPA#2017-0006, Ordinance 5089), was an amendment to Blocks 6A and 20. The current proposed amendments to Blocks 4 and 5 (Figure 1) achieve the objectives of the Plan, as discussed in Section II: Analysis. The proposed master plan amendment consists of the following:

- Converting principal use in the development table and the land use map to residential/office (Figure 2);
- Allowing consolidation of Blocks 4 and 5 with the provision of a regional grocery anchor store;
- Allowing Blocks 4 and 5 to exceed the maximum parking standards for the provision of a regional grocery anchor store;
- Amending the number of building stories from 10-15 stories to 10-22 stories; (the maximum tower height of 220 feet remains unchanged); and
- Adding 950,938 sq. ft. to the AGFA, for a total of 1,740,287 sq. ft.

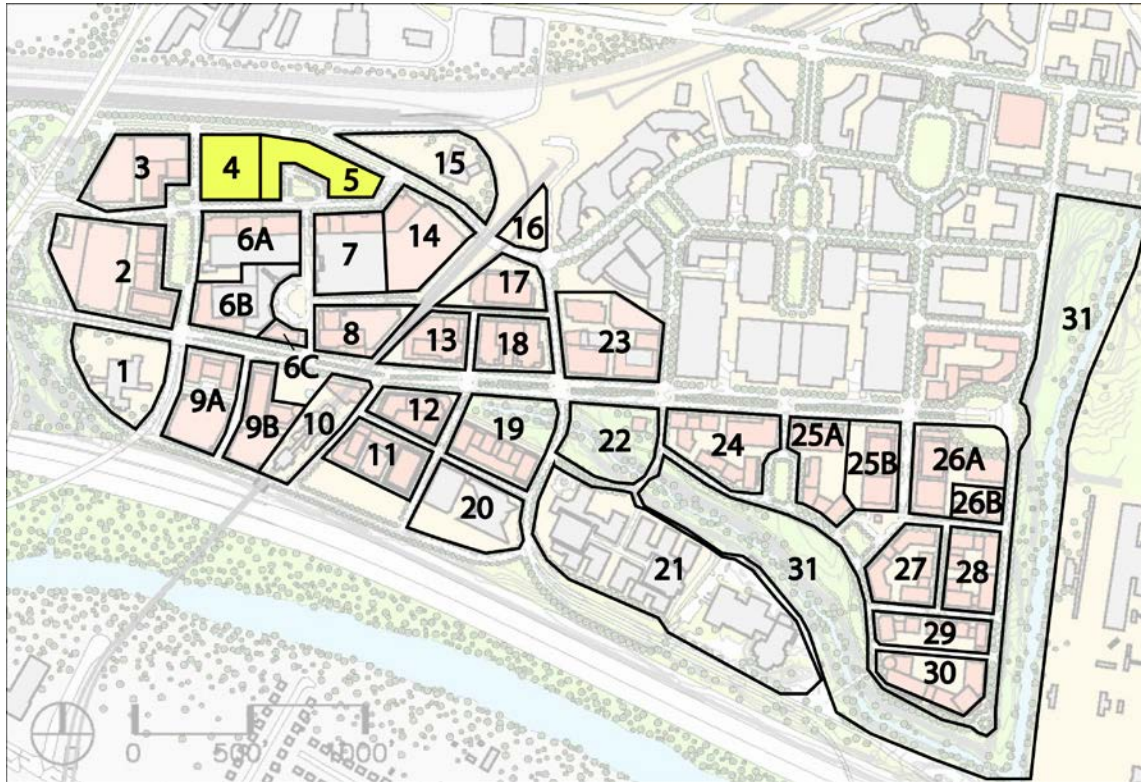


Figure 1 – Location of proposed amendments (Blocks 4 and 5)

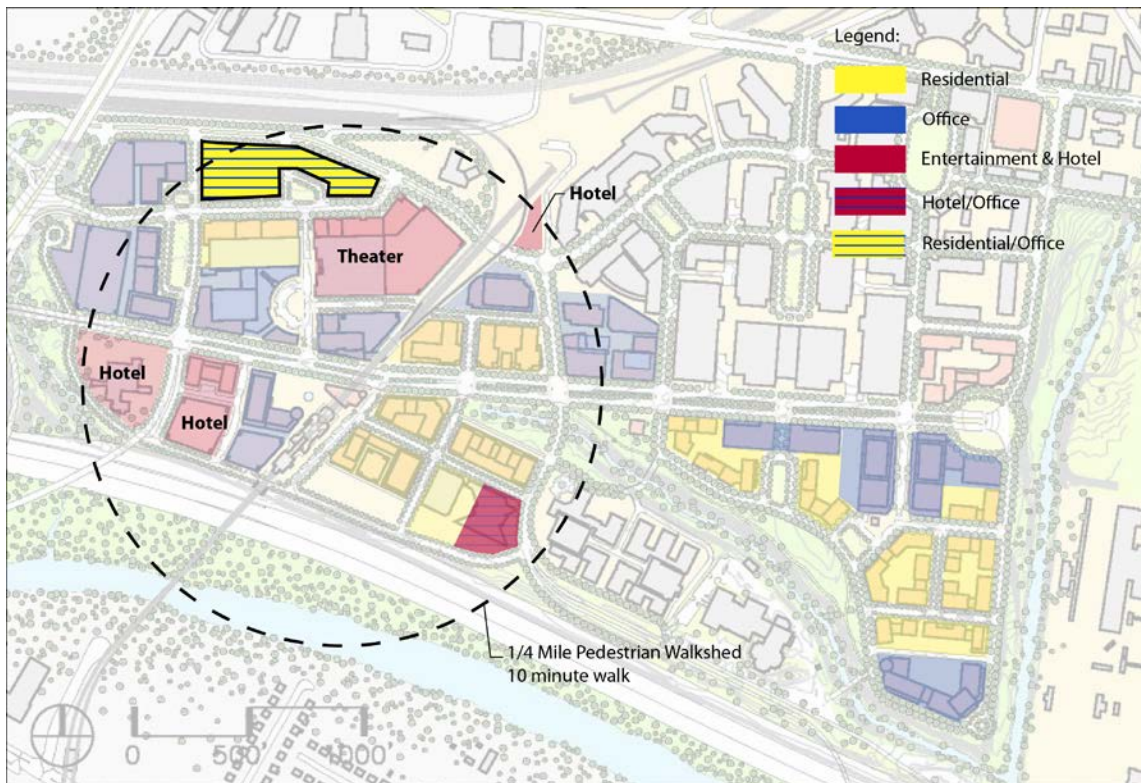


Figure 2 - Proposed Principal Land Use (Residential/Office on Blocks 4 and 5)

II. ANALYSIS

In early 2017, as part of this Phase 1 master plan amendment process for Blocks 4, 5, 6A, and 20, staff performed a land use analysis to evaluate the land use, planning and urban design implications of the proposals, while also taking into consideration the City's recent Fiscal Impact Analysis and Office Conversion and Competitiveness Study. The outcomes of all three studies supported the proposed amendments, as detailed in the September 2017-0006 MPA Staff Report (Attachment 1) and summarized below.

A. Fiscal Impact Analysis

The 2017 fiscal impact model revealed that for new construction across all land uses, tax revenue (after taking into account the costs of City services) was higher than was previously found in the 1999 fiscal impact model. For example, the updated model shows that for every dollar in tax revenue from new residential multifamily development, 38 cents are needed to provide government services to directly support the use and 62 cents are available for other general City budget needs. In other words, new multifamily residential development pays for itself and provides a fiscal benefit to the City. The positive fiscal impact of the proposed land use conversion supports the proposed amendment to Blocks 4 and 5.

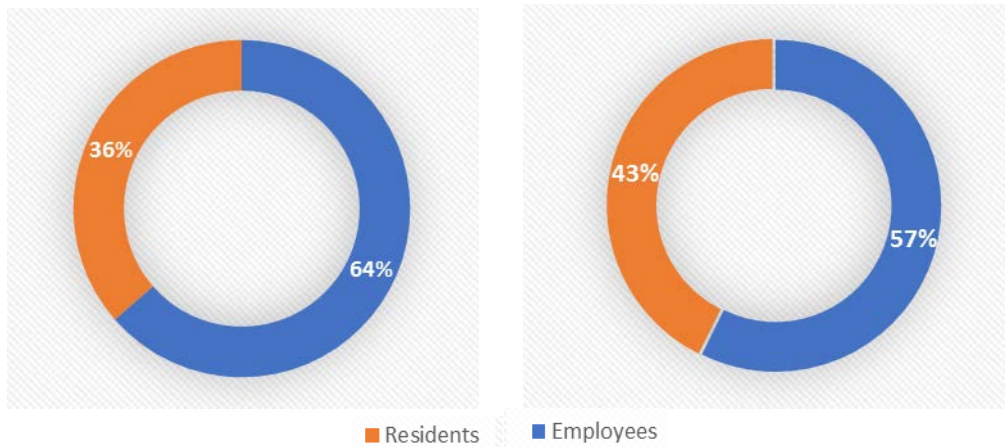
B. Office Competitiveness Study

The office market has become highly competitive in recent years. The most successful areas meet all the desirability factors of prospective tenants: proximity to a Metrorail station (preferably ¼ mile), retail and personal services, a great pedestrian realm, bike facilities, and building ceiling heights and depths that accommodate the modern work environment. Eisenhower East represents one of the best areas within the City to meet the requirements for new office uses. However, to make this area more competitive for attracting future office tenants, more residential and retail uses are needed, as well as improvements to create an attractive and lively public realm. The proposal for Blocks 4 and 5 supports helps support this objective.

C. Land Use Analysis

a. Balance of Office and Residential Uses

While the character, occupancy, size, design, and demands for office and residential uses have changed dramatically since 2003 when the Plan was adopted, the Plan's goal for a balance of employees and residents has not. Therefore, it is important to allow the planned land uses to be adjusted to account for this changing environment. Within one-quarter mile of the Metrorail station, currently planned and/or constructed land use includes proportionately more office, which, based on today's typical occupancy trends, equates to roughly 64% employees and 36% residents. The proposed land use conversions on Blocks 4 and 5 to allow more residential use will bring the ratio slightly closer to balance with roughly 57% employees to 43% residents (Figure 3), supporting retail and enabling the active, vibrant place envisioned by the Plan.



Per approved land use With proposed amendment to Blocks 4 and 5
Figure 3 - Ratio of residents to employees within 1/4 mile of the Eisenhower East Metrorail Station

b. Proximity to Metrorail Station

The regional competition for office tenants favors new buildings within a quarter-mile of a Metrorail station, particularly buildings that can offer flexible layouts. The City has a limited supply of these locations, with its best opportunities for new office buildings within Eisenhower East and Potomac Yard. The proposed amendment allows flexibility for Blocks 4 and 5 to be office or residential, with the immediate proposal under consideration for residential, in addition to the grocer and ground floor retail. Even with these blocks as residential use, within a quarter-mile of the Metrorail Station there remains approximately 1.2 million sq. ft. of potential office space based on the mix of land uses as depicted in Figure 2, in addition to the approximately 2.7 million already constructed.

c. Retail / Placemaking

In addition to proximity to Metro, one of the most important factors in attracting future office is an established “place” with retail, restaurants, and services for employees during the day and after work, as well as an attractive public realm and gathering areas. The infusion of retail and residential proposed on Blocks 4 and 5 will directly support the City’s ability to attract future office tenants.

The amendment for Blocks 4 and 5 will enable approximately 54,000 sq. ft. of ground-floor retail on Mandeville Lane that will front future retail anticipated for Block 6A. Moreover, the proposal includes an approximately 80,000 sq. ft. regional grocery anchor store that will further activate the street and attract shoppers from outside the plan area to Eisenhower East. This combined proposal for ground floor retail, a regional grocery anchor store, and additional residents will help implement the retail strategy established in the Plan (Figure 4), an important benefit for existing and future office employees.

Ensuring high quality architectural design, a central gathering area, and programming will be important to the long-term success of the retail. As these blocks proceed through the

development review process, it is critical that the architectural design of the buildings and public spaces be held to a high standard to ensure retail success, establish the area's character, accelerate private development, and attract future office tenants.

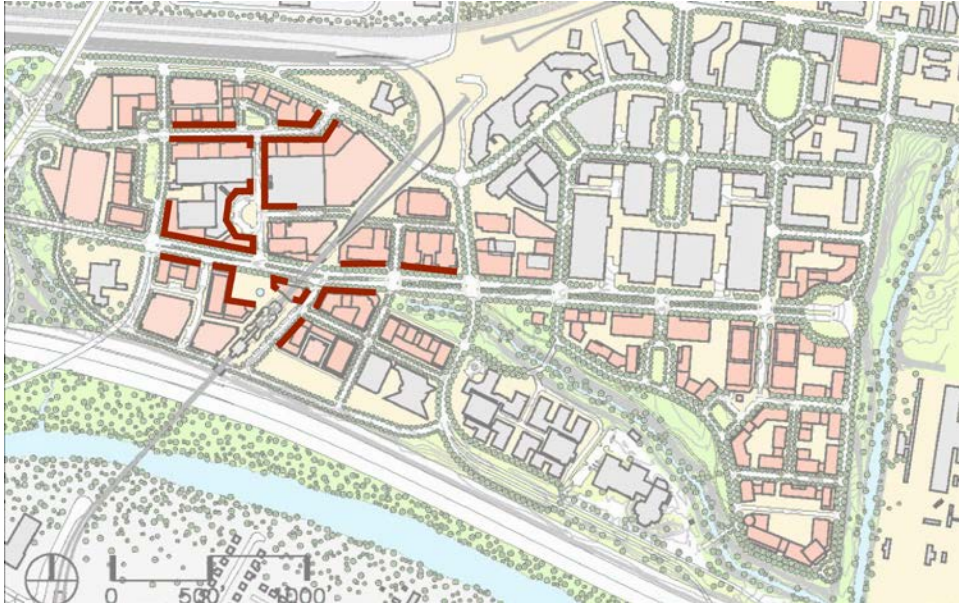


Figure 4 - Approved Retail Locations (Per 2003 Plan)

While not a recommendation of this master plan amendment, staff anticipates an analysis and discussion of establishing a retail management structure such as a business improvement district (BID) for managing and programming the retail to increase the district's competitiveness in the area as part of the phase 2 update of the Eisenhower East Small Area Plan.

D. Staff Analysis - Proposed Amendments

The proposed additional density, retail, and regional grocery anchor are significant benefits that help achieve the objectives of the Eisenhower East Small Area Plan. The uses and density will help to create the "place" by introducing new amenities necessary to support existing uses and helping to attract future uses and developments. However, in order to capture these benefits, some compromises to urban planning and design principles in the Plan will need to be made. For example, the parking and other requirements of the regional grocery anchor necessitates amendments to the master plan, such as combining the blocks, allowing additional above grade parking, and allowing a higher parking count

On balance, the amendments to the Plan, even with these compromises, do provide significant overall benefits to Eisenhower East, and the potential urban and architectural design impacts can be mitigated through the development review process. The final architectural design of the buildings and building base must be done in such a way that the additional density and building volume is integrated in an urban and pedestrian-oriented manner. Below is a summary of the justification for the proposed master plan amendments:

1. Conversion of the principal land use to residential/office.

The proposed amendment would allow office or residential land use for these blocks, rather than just office. This approach is consistent with the recently-completed analysis for the Eisenhower East Small Area Plan and recently-approved small area plans which allow flexibility and help achieve a better jobs-housing balance and support for retail as described above. This change may not be appropriate for all blocks, such as the blocks immediately adjacent to the Metrorail station, which may need to be retained as office. This will be evaluated next year as part of Phase II Eisenhower East Small Area Plan update.

2. Allowance to exceed the maximum parking standards for the regional grocery anchor store.

The applicant is requesting to exceed the Plan's maximum parking ratio of 3 spaces per 1,000 sq. ft., with 6 spaces per 1,000 sq. ft. for the regional grocery anchor. This is significantly higher than envisioned in the Plan and the draft future commercial parking standards now under consideration. However, staff recognizes that the provision of the grocer will serve as a catalyst in strengthening the area's position as a regional destination and attracting additional future residential, office, and retail uses, in addition to serving existing residents. In all cases, pedestrian traffic and street activity will be increased, helping to create a vibrant urban environment. Further, if excess parking is available, this site could serve a "collector garage" function in the future for other sites. On balance, staff believes that amending the Plan to allow a parking increase for the regional grocery anchor store to 6 parking spaces per 1,000 sq. ft. is justifiable as an overall benefit of activating the area.

3. Ability to consolidate Blocks 4 and 5 into one block with the provision of a regional grocery anchor store.

The applicant is requesting the consolidation of Blocks 4 and 5 which would terminate Swamp Fox Road at Mandeville rather than continuing to Mill Road as recommended in the Plan. This change is necessary to accommodate the regional grocer's parking on one level. Combining blocks is something that should generally be discouraged within all our small area plans. While this change is not ideal from a pedestrian standpoint, there are two specific factors which mitigate staff's general concern about "superblocks." First, the applicant will be providing a central plaza/open space at ground level at the intersection of Swamp Fox and Mandeville (where the building break was originally envisioned), creating a pedestrian hub at the core of a T-shaped retail area. In addition, Blocks 4 and 5 are on the perimeter of the Plan area, and the planned extension of Swamp Fox does not lead to any major pedestrian destinations. Staff has worked with the applicant during the development review process to mitigate any negative impact to the pedestrian experience to allow for the proposed grocery store, which is important to activation of the area.

4. Addition of a total 950,938 of AGFA (653,312 sq. ft. for parking and 252,421 sq. ft. for retail)

The applicant is proposing above grade parking that exceeds the Plan's goals and specifications to accommodate the proposed regional grocery anchor store parking

requirements, as well as non-grocery retail in a “collector garage” approach. The applicant has indicated that the grocery anchor store requires that the parking be located on the same level as the store. The above grade collector garage approach is consistent with other approved coordinated development districts (CDD) and small area plans to accommodate retail parking. Consequently, staff believes that adding the AGFA for parking to support the proposed regional grocery store is appropriate. Similarly, staff supports the addition of 252,421 sq. ft. of retail to the Blocks’ AGFA to support the Plan’s goal of a retail area for Eisenhower East as an amenity for existing and future residents and workers as well as regional visitors.

5. Amending the number of building stories from 10-15 stories to 10-22 stories; (the maximum tower height of 220 feet remains unchanged).

Additional height within ¼ mile of the Metrorail station is an appropriate location for additional height in the Plan area, and consistent with the original intent of the plan for a maximum tower height of 220 feet and taller buildings adjacent to the Metrorail Station.

III. Master Plan Amendments

a. Land Use Map

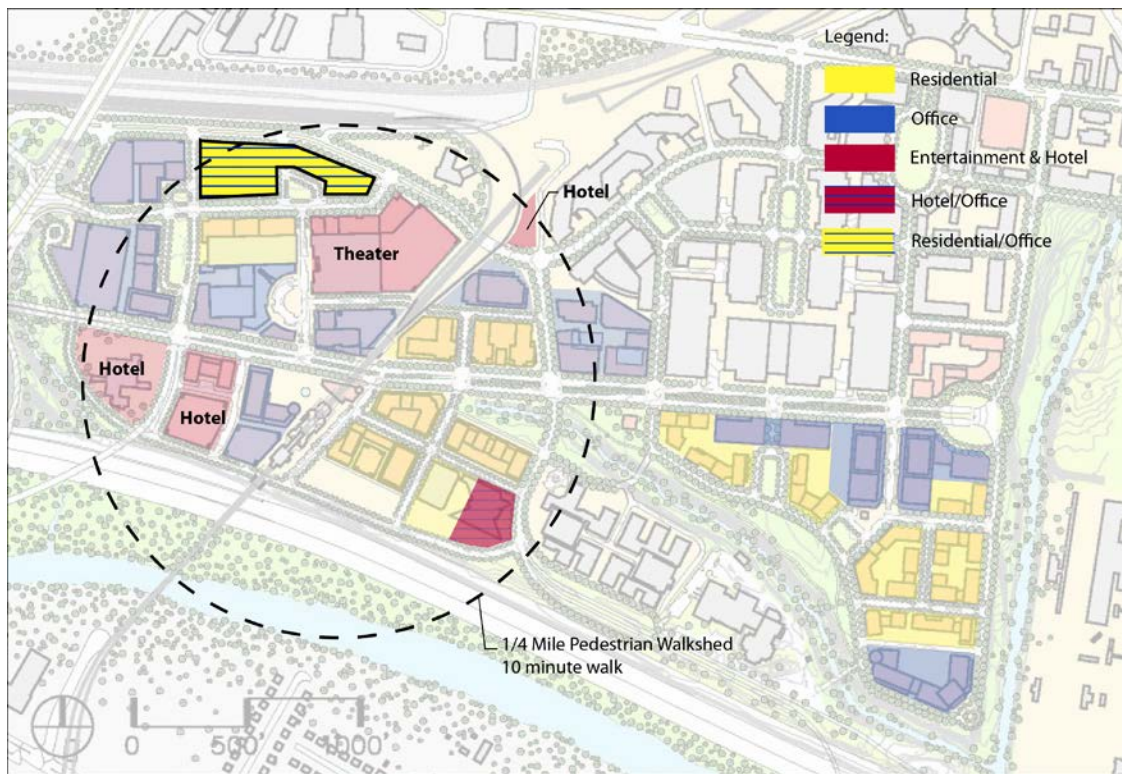


Figure 5 – Proposed Principal Land Use

The proposed master plan amendment replaces Figure 4-5 Land Use in the Eisenhower East Small Area Plan with the Proposed Land Use Map shown above (Figure 5). The proposed land use change is the designation of “Residential/Office” as the principal land use on Blocks 4 and 5.

b. Development Controls Table for CDD2

The proposed master plan amendment replaces Figure 4-9, “Development Controls CDD2,” in the Eisenhower East Small Area Plan with Table 1 provided below. Changes to the table are shown as underlined and highlighted.

Table 1 – Development Controls for CDD2 (Figure 4-9 in Eisenhower East Small Area Plan)

Block	Net Development Site Area ⁹	Principal Use	Allowable Gross Floor Area	Building Heights (Stories)	Maximum Tower Height (in feet)	Ground Floor Retail ¹⁰
1	179,119	Hotel	101,000	10-15	150	
2 ⁴	168,400	Office	661,386 ⁶	15-22 ⁶	260 ⁶	
	34,800	Open Space				
3 ⁴	98,700	Office	187,873	10-15	210	
4	59,700	Office	459,508 ⁶	<u>10-22</u>	220	36,950
5	56,400	Residential	329,841	<u>10-22</u>	220	24,050
5	10,900	Open Space				
<u>4 /5 w/ Regional Grocery Anchor^{8, 13}</u>	<u>220,940</u>	<u>Residential/Office</u>	<u>1,740,287</u>	<u>10-22</u>	<u>220</u>	<u>54,000</u>
<u>4 /5 w/ Regional Grocery Anchor^{8, 13}</u>	<u>10,900</u>	<u>Open Space</u>				
6A ^{7,11}	65,161	Residential	665,552	16	210	36,500
6B ⁷	92,898	Office	362,066	10-15	150	39,100
6C ⁷	9,815	Office	7,900	10-15	150	7,900
7	105,800	Retail	25,000	1-2	20-40	25,000
7		Retail	136,000			136,000
8 ⁴	59,200	Office	697,417	20-25	250	31,000
9A	82,500	Hotel	551,206	15-20	220	
9B	74,100	Office	779,284 ⁶	20-25	250	30,000
9B	21,200	Open Space				
10	9,700	Retail	8,000	1-2	20-40	8,000
11 ³	66,600	Residential	626,456	20-35	370	50,000
12 ³	48,300	Residential	545,762	20-30	339	15,000
13	59,260	Residential	490,000	15-25	250	12,000
14	109,400	Retail	18,000	1-2	20-40	18,000
14					100	
16 ¹	20,822	Hotel	127,000	10-15	150	
17 ¹	77,540	Office	406,000	15-25	200	4,000
18	76,700	Residential	525,000	15-25	220	14,000
19 ⁵	57,800	Residential	432,000	15-25	284	
19	55,000	Open Space				
20 ^{7, 12}	154,101	Residential/Hotel	585,000	10-30	310	
23	60,100	Office	98,000	10-15	200	
23	92,400	Office	304,000	10-15	200	

Further, Figure 4-9 should be amended to add the underlined notes below: (Existing notes are not underlined).

1. MPA2006-0002. Ord 4462 (See Also DSUP 2005-0011)
2. MPA#2008-0006.Ord No.4617. 9/12/2009
3. MPA#2009-0002.Ord No.4758. 4/14/2012
4. MPA#2011-0005. Ord No.4758. 4/14/2012

5. MPA#2013-0002. (Ord No. Unknown). 6/15/2013
6. MPA#2014-0009. Ord No.4917. 12/13/2014
7. MPA#2017-0006. Ord No. 5089. 10/14/2017
8. MPA#2017-0009 Ord No. #####. ##/##/####
9. The net development site area does not reflect surveyed information and is based on the best available information. This site area may be adjusted in the actual creation of the block areas.
10. Reflects desired location and amounts. Accessory retail may be provided on sites not noted for retail.
11. With adaptive reuse of the building on Block 6A, above grade parking will not count against AGFA, as long as the parking is screened and integrated into the design of the building.
12. Block 20 must provide 95,000 sq. ft. minimum hotel or office use.
13. With the provision of an 80,000 sq. ft. minimum regional grocery anchor and 54,000 sq. ft. minimum ground floor retail, Blocks 4 and 5 may:
 - a. Combine into one development block without the provision of a mid-block street connection identified in the Plan;
 - b. Exceed the parking standards for the 80,000 sq. ft. regional grocery anchor but may not exceed 6 parking spaces per 1000 sq. ft.

IV. Outreach

When City Council approved the process to update the Master Plan as part of the Long-Range Planning Interdepartmental Work Program, a project web page was created to make materials and updates related to the effort accessible to the public. The summary and results of the land use analysis, fiscal impact analysis and the office competitiveness study for the blocks discussed were presented to Planning Commission and City Council in May and June 2017 for discussion and feedback. Materials for the work sessions were posted to the project website for public review.

The development proposals for Blocks 4 and 5 are subject to review and approval by the Carlyle/Eisenhower East Design Review Board (DRB). To date, the DRB has reviewed Blocks 4 and 5 for compliance with the design guidelines. Planning Commission and City Council Public Hearings on the development application for Blocks 4 and 5 will occur in January 2018 and will be paired with the Master Plan Amendment.

VI. Staff Recommendation

Staff recommends that the Planning Commission, on its own motion, initiate an amendment to the Eisenhower East Small Area Plan Chapter of the Master Plan and adopt Resolution MPA 2017-0009 recommending approval of an amendment to the Master Plan to update the Eisenhower East Small Area Plan Chapter approved in 2003 with the updated amendments.

Attachments

1. Staff Report for MPA 2017-0006
2. Resolution 2017-0009



Master Plan Amendment #2017-0006
Eisenhower East Small Area Plan Update Phase I

<p>Issue: (A) Initiation of a Master Plan Amendment; and (B) Public hearing and consideration of a resolution to amend blocks 6A and 20 within Eisenhower East Small Area Plan chapter of the Master Plan.</p>	<p>Planning Commission Hearing:</p>	<p>September 7, 2017</p>
<p>Staff: <i>Planning and Zoning:</i> Karl Moritz, Director; Jeffrey Farner, Deputy Director; Carrie Beach, Division Chief; Jose Carlos Ayala, Urban Planner; Mary Catherine Collins, Urban Planner; Stephanie Free, Urban Planner; Ashley Labadie, Urban Planner; <i>Office of Housing:</i> Tamara Jovovic, Housing Analyst</p>	<p>City Council Hearing:</p>	<p>September 16, 2017</p>
<p><u>CITY COUNCIL ACTION, SEPTEMBER 16, 2017:</u> City Council approved the Planning Commission recommendation.</p> <p><u>PLANNING COMMISSION ACTION, SEPTEMBER 7, 2017:</u> On a motion by Commissioner Macek, seconded by Commissioner Wasowski, the Planning Commission voted to initiate Master Plan Amendment #2017-0006. The motion carried on a vote of 6 to 0.</p> <p>On a motion by Commissioner Macek, seconded by Commissioner Wasowski, the Planning Commission voted to adopt the resolution and recommend approval of Master Plan Amendment #2017-0006. The motion carried on a vote of 6 to 0.</p> <p><u>Speakers:</u> Mary Catherine Gibbs, attorney representing Paradigm, the contract purchaser of Block 20, spoke in support of the Master Plan Amendment (MPA), stating that the MPA and the associated forthcoming DSUPs support findings from the fiscal impact, land use, and office competitiveness analyses that the City completed. She noted that Block 20 is requesting two changes: conversion of use and additional height, and that both changes as implemented by her client, will enhance Eisenhower East.</p> <p><u>Discussion:</u> Commissioner Koenig asked whether staff anticipates that the Block 20 DSUP will follow later in the Fall. Staff noted that Block 20 is currently tracking for December.</p> <p>Commissioner Brown asked whether the additional above grade parking being proposed for Block 6A roughly matches the additional height under consideration, and whether the allowable gross square footage (AGFA) is still below the CDD maximum. Staff responded in the affirmative to both questions.</p> <p>Commissioner Koenig indicated his support for the MPA. The findings of the fiscal impact, land use, and office competitiveness analyses shared with the Planning Commission in their May work</p>		

session support the proposed amendment. He commended staff for proposing a strategic surgical amendment that was comprehensive yet focused and for the cogent, concise staff report. He further stated that the work was completed in a timely way to support the subsequent DSUPs for Blocks 6A (to be heard on the same evening), and Blocks 20 and 4/5 later in the fall. He commended the proposal for 6A to adaptively reuse an obsolete office building by including the parking within the existing envelope of the building and increasing the height of the building to offset the parking square footage. He noted that he has also been following the progressing proposal of Block 20 through the Design Review Board (DRB), and finds it to be a thoughtful and skillful architectural design, improved by the collaborative process of DRB. He concluded by stating that he is in support of everything in the MPA.

Commissioner Wasowski noted that she supports the amendment and commented on the compelling message illustrated by the pie charts showing the employee-resident ratio per the 2003 Plan compared to the ratio under the proposed amendment, and that she is pleased to see that the Master Plan is being adjusted to the reality of how people live and work today.

Commissioner Macek indicated that he is very supportive of the MPA, especially commending staff on the quick timeframe within which it was completed. He also noted that he looks forward to a time in the future when residents in Eisenhower East come speak out at planning commission, as it will mean that we have created a place that people want to be.

Commissioner Brown asked about the proposed height changes in the MPA, and whether his fellow commissioners believe there is a height that is *too* tall.

Commissioner Koenig responded by saying that a pedestrian on the street cannot perceive the difference between a 250-foot or 310-foot building. He stated that he supports the maximum height possible at the metro station to capture density within walking distance of the metro, as well as the benefit of differentiation in the City skyline.

I. BACKGROUND

The Eisenhower East Small Area Plan (Attachment 1), approved by City Council in 2003, established a long-term vision for the 230-acre neighborhood surrounding the Eisenhower Avenue Metrorail station. The plan area is divided into blocks as depicted in Figure 1, with office, retail, hotel, and entertainment uses (Figure 2), and the tallest buildings located near the Metrorail station.

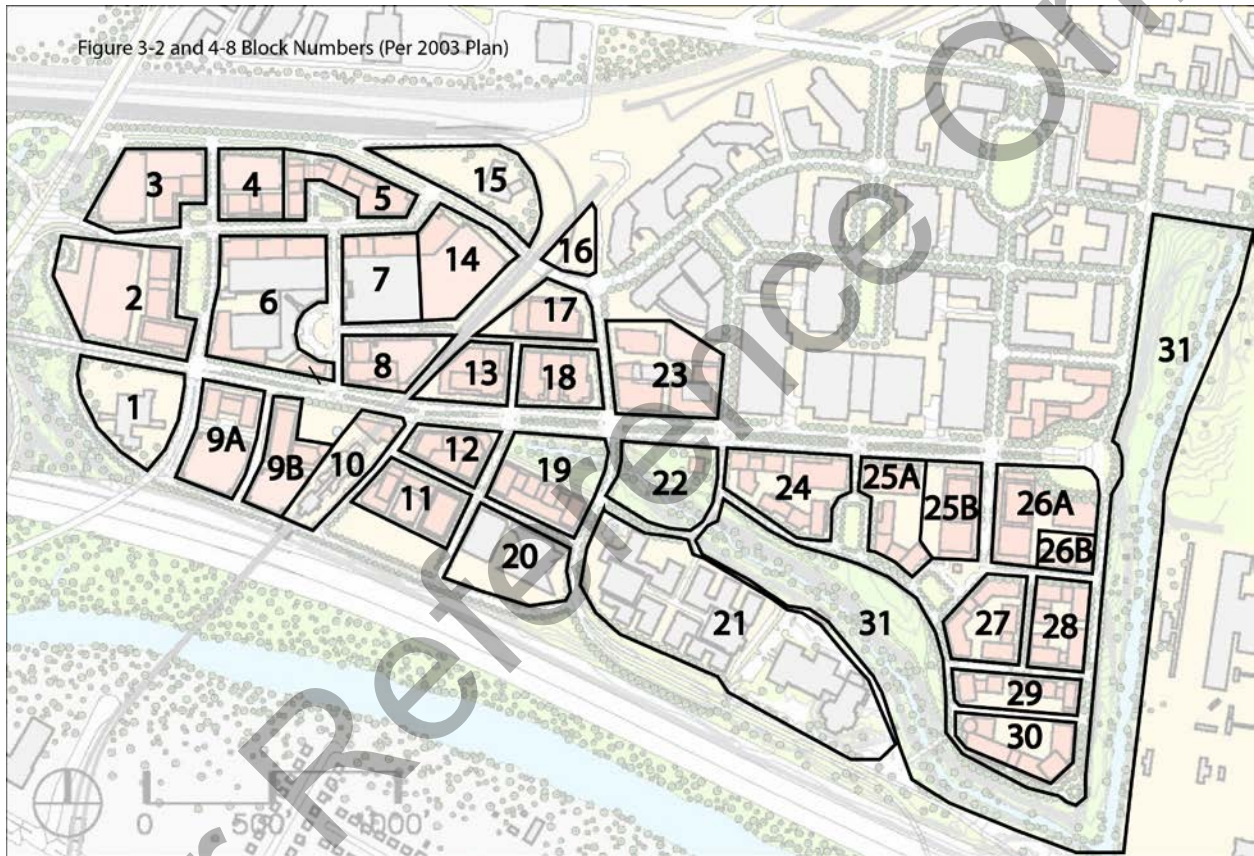


Figure 1 – Approved Blocks Map (Per 2003 Plan)

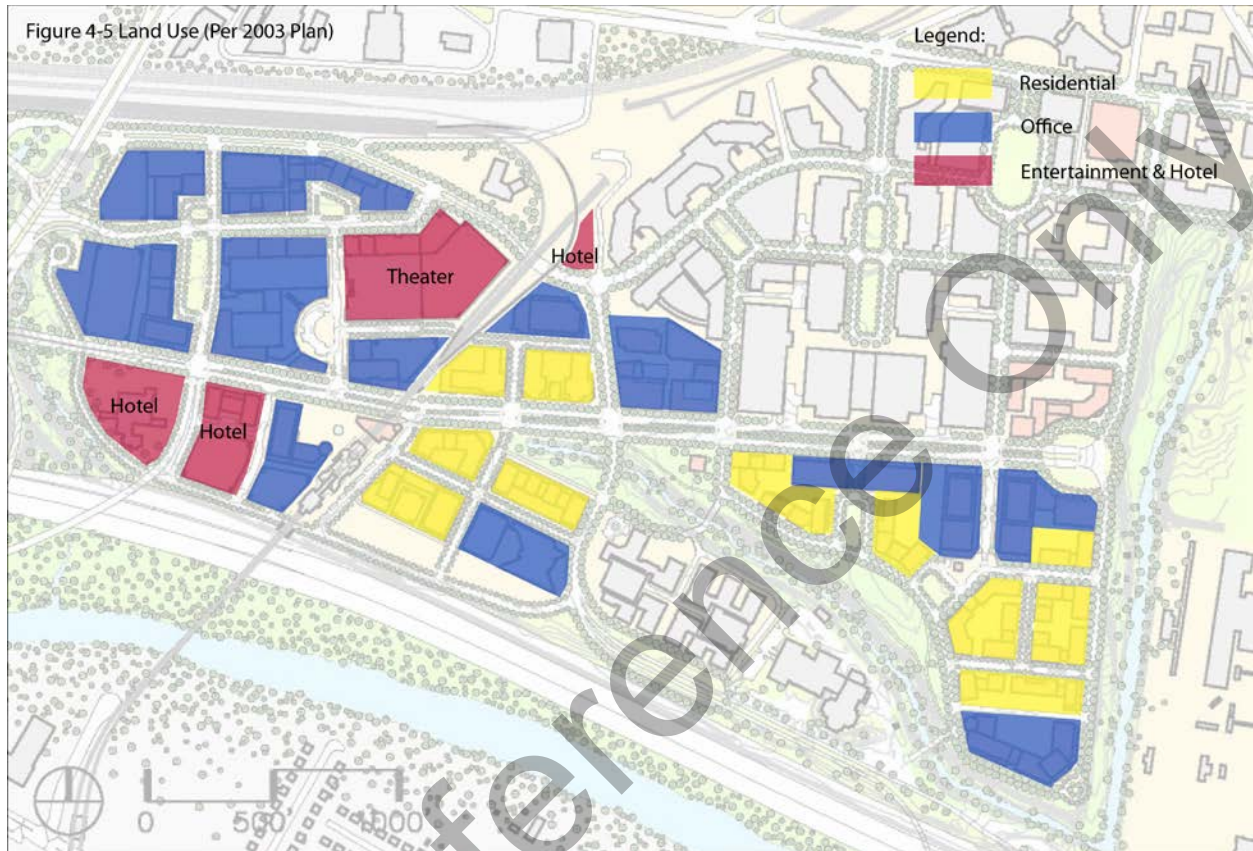


Figure 2 – Approved Land Use Map (Per 2003 Plan)

Note: Per MPA 2009-0003 (ord. 4643), Block 29 land use was changed to Utility and Office and Block 30 land use was changed to Utility.

The plan area, with a total of approximately 11.5 million sq. ft. of planned development (20 million sq. ft., including Carlyle), is an important long-term economic development area for the City. Approximately 2.6 million sq. ft. of new development has been constructed in the plan area since its adoption by City Council in 2003. Recently completed and pending sales of properties in the plan area indicate that additional new development and/or redevelopment is anticipated in Eisenhower East.

Two updates are anticipated for the Eisenhower East Small Area Plan based on the Long-Range Work Program (Attachment 2). The first update, the subject of this proposed master plan amendment, is limited to Blocks 6A and 20 (Figure 3) and is intended to address existing market and building conditions for the blocks and the marketability of the area in the near term. It was intended that Blocks 4 & 5 would also be included in this amendment, however, given the scale and complexity of the proposal, additional analysis is needed, and therefore Blocks 4 and 5 will be addressed in a subsequent amendment. The second Eisenhower East Small Area Plan update will begin in Spring 2018 and will be an overall update to the Plan.

Staff believes it is important for amendments to Blocks 6A and 20 to move forward now since the current development proposals achieve the objectives of the Plan, as discussed in Section II: Analysis. The master plan amendment proposes the following summary changes to Block 6 and 20, depicted in Figures 3 and 4 and discussed in further detail in Section III: Proposed Amendments:

Block 6A:

- Separation of Block 6 into 6A, 6B, and 6C
- Conversion of office to residential and retail use
- Allowance of above-grade parking to be excluded from the permitted allowable gross floor area (AGFA) with the adaptive reuse of the existing building
- Increase in maximum building height from 150 feet to 210 feet

Block 20:

- Conversion of office to residential and hotel (or office) use
- Increase in maximum building height from 220 feet to 310 feet

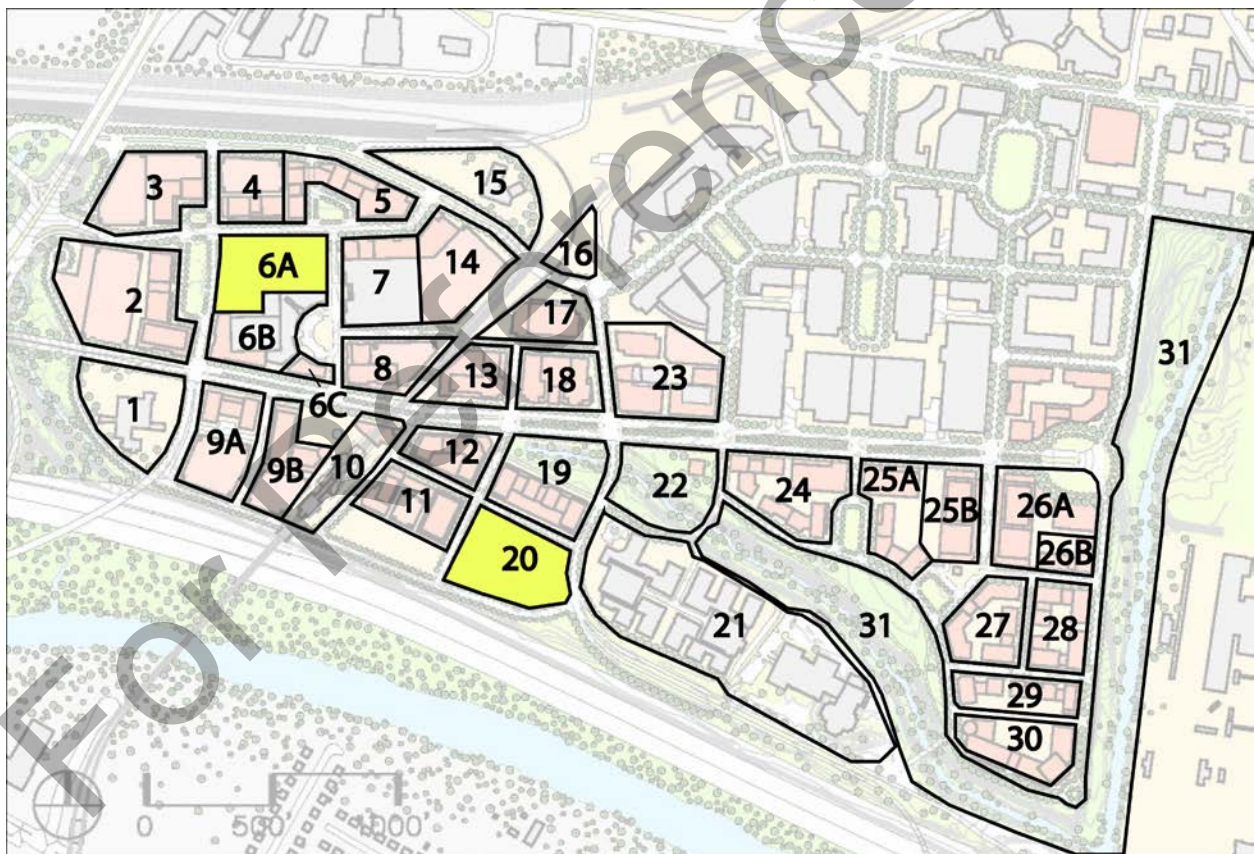


Figure 3 - Proposed Amendments - Blocks 6A and 20

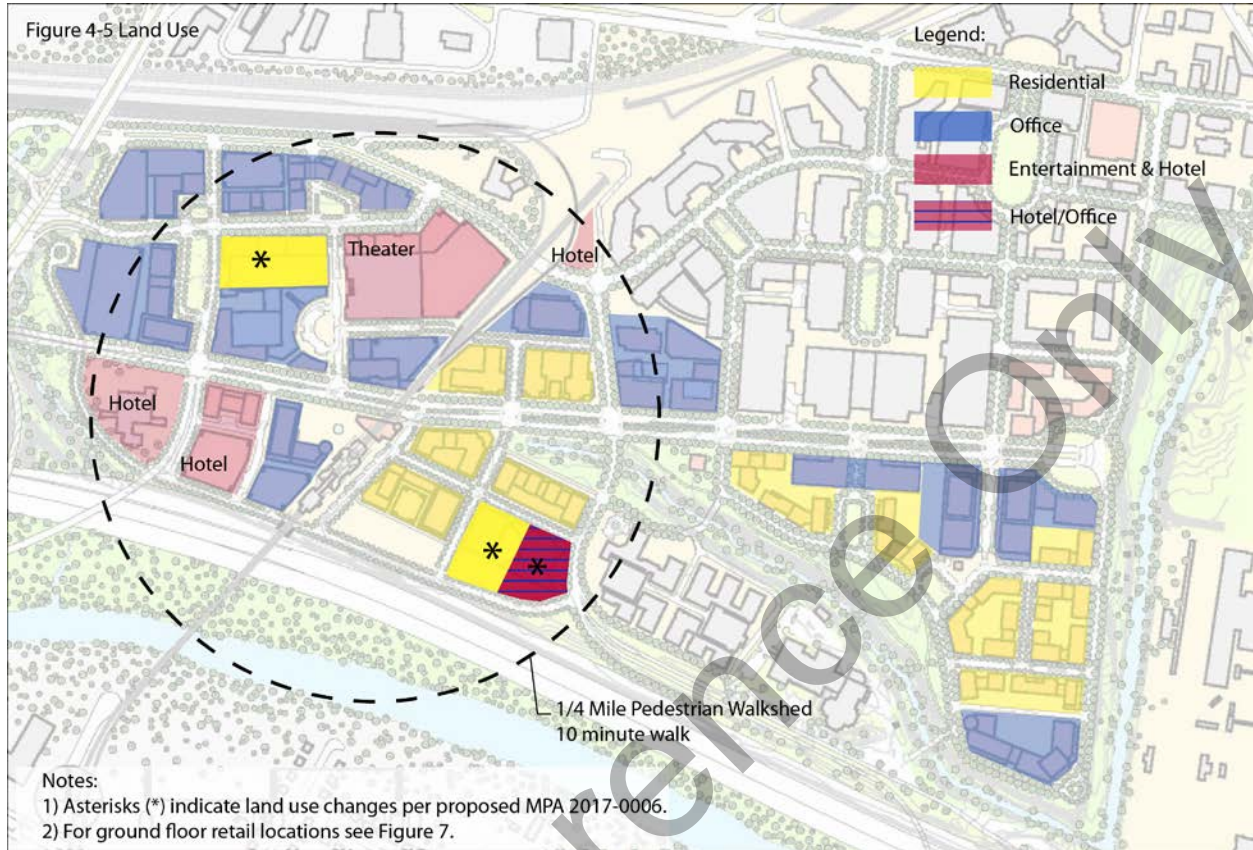


Figure 4 - Proposed Land Use Amendments

Note: Per MPA 2009-0003 (ord. 4643), Block 29 land use was changed to Utility and Office, and Block 30 land use was changed to Utility.

II. ANALYSIS

As part of this Small Area Plan amendment process, staff performed a land use analysis to evaluate the proposed land use, planning and urban design implications of the proposals, while also taking into consideration the City's recent Fiscal Impact Analysis and Office Conversion and Competitiveness Study. The outcomes of all three studies support the proposed amendments.

A. Fiscal Impact Analysis

This year, the City and the Alexandria Economic Development Partnership (AEDP) conducted a fiscal impact analysis and developed a fiscal impact model to evaluate new projects' fiscal impacts for the City. The factors used to define the impact of these land uses include data such as persons per household, student generation rates, employment per 1,000 square feet, vehicles trips and miles traveled, and assessed property values. The 2017 fiscal impact model revealed that for new construction across all land uses, tax revenue after taking into account the costs of City services (fiscal impact ratio) was higher than was previously found in the 1999 fiscal impact ratio. For example, in 1999 the fiscal impact ratio for a multifamily development was 40 percent

(meaning that for every dollar in tax revenues, 40 cents are available for general City budget needs while 60 cents are needed to provide government services to directly support the use). The updated 2017 fiscal impact model shows that the ratio is 62 percent for new residential multifamily development (meaning that for every dollar in tax revenues, 38 cents are needed to provide government services to directly support the use, and 62 cents are available for general City budget needs). In other words, new multifamily residential development pays for itself and provides a fiscal benefit to the City. The fiscal impact of the land use conversions proposed support the proposed amendments for Blocks 6A and 20.

B. Office Competitiveness Study

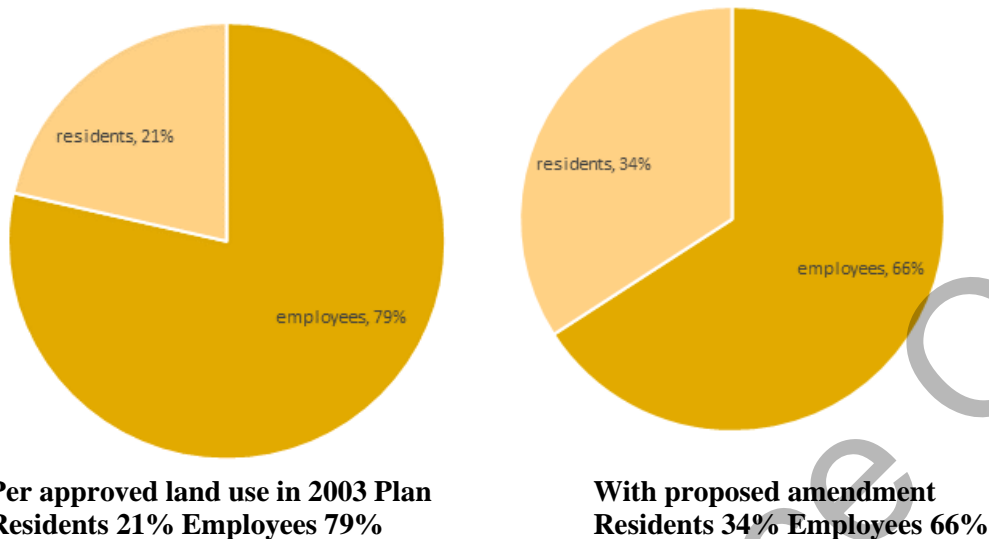
In recent years, the office market has been highly competitive. The most successful areas meet all the desirability factors of prospective tenants, including proximity to a Metrorail station (preferably a ¼ mile), retail and personal services, a great pedestrian realm, bike facilities, and building ceiling heights and depths that accommodate the modern work environment. The goal of the City's Office Competitiveness Study was to produce policy recommendations and guidelines to preserve and encourage commercial development and to maintain/ improve the city's competitiveness in the regional economy. These factors among others were taken into consideration during the analysis of the proposed land use conversions. Eisenhower East represents one of the best areas within the City to meet the requirements for new office uses. However, to make this area more competitive for office tenants, more residential and retail uses are needed, as well as improvements to create an attractive and lively public realm.

C. Land Use Analysis

a. Balance of Office and Residential Uses

The character, occupancy, size, design, and demands for office and residential uses have changed dramatically since 2003 when the Eisenhower East Small Area Plan was adopted. For example, the number of employees for office use has increased from 3.4 employees /1,000 sq. ft. to 5 employees /1,000 sq. ft. or greater. Also, technology has allowed teleworking and working remotely to increase substantially since 2003. In fact, for some of the buildings within Eisenhower East, between 30 to 50% of building occupants telework.

For these reasons, the land uses in the plan area need to be better balanced with current market demand, technology, and occupancy. As currently planned, Eisenhower East, is 79 percent office use, equating to roughly 21,000 employees and 6,800 jobs within a one-quarter mile of the Metrorail station (Figure 5). The proposed land use conversions from office to residential will better balance jobs and housing in the plan area and within one-quarter mile of the Metrorail station (Figure 6). While the calculation for balancing a mix of uses has substantially changed since the adoption of the Plan 14 years ago, the concept of balancing jobs and housing remains a goal of the Plan. Balancing jobs and housing benefits transportation and retail and ensures the active, vibrant place envisioned by the Plan.

Figure 5 - Ratio of residents to employees within ¼ mile of Metro**b. Proximity to Metrorail Station**

The regional competition for office tenants favors new buildings within a quarter-mile of a Metrorail station, particularly buildings that can offer flexible layouts. The City has a limited supply of these locations. Alexandria's best opportunities in the future for new office buildings are within Eisenhower East and Potomac Yard.

While the proposed amendments do allow some conversion of office use to residential use, there remains approximately 780,000 sq. ft. of potential commercial use and 1.1 million sq. ft. of constructed office within a one-quarter mile of the Metrorail station, with the mix of land uses as depicted in Figure 4. As office uses tend not to be the pioneers of change in an area, unlike residential use, it is important that the City establish a mix of uses, amenities and a more established identity around the Metrorail station to attract office uses in the future.

c. Importance of Retail – Placemaking

One of the important amenities for attracting future office and commercial uses will be an established retail area and services for employees during the day and after work. The amendment for Block 6A will enable ground floor retail on Mandeville Lane that will front future retail anticipated in the proposal for Blocks 4 & 5. Strengthening the Eisenhower East town center retail and amenities as envisioned in the Plan (Figure 7) will be an important factor for existing office employees, such as 30,000 (+/-) employees for the National Science Foundation (NSF) and other existing office, as well as attracting tenants for the planned office around the Metrorail station.

Retail will be important for retaining the existing office uses, maintaining higher satisfaction among the employees and the ability to attract future commercial uses. In addition to retail amount and location, quality design, a central gathering area, and programming will be critical to the long-term success of the retail. Therefore, as these blocks proceed through the development review process, it is critical that the design of the buildings and public spaces be held to a high standard to ensure the success of the retail, to establish an identity for the area and to accelerate private development in the area. Neighborhood matters.

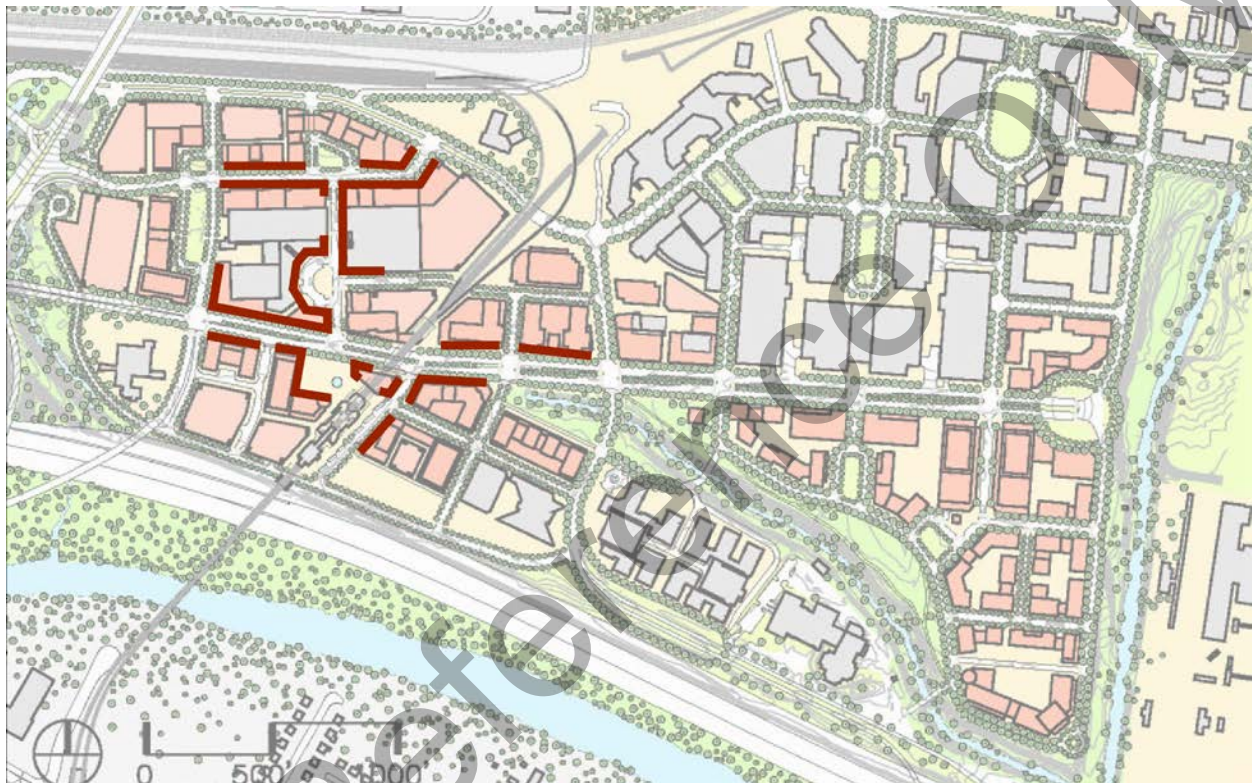


Figure 7 - Approved Retail Locations (Per 2003 Plan)

While not a recommendation of this master plan amendment, staff anticipates an analysis and discussion of establishing a retail management structure such as a business improvement district (BID) for managing and programming the retail to increase the district's competitiveness in the area as part of the phase 2 update of the Eisenhower East Small Area Plan.

III. Proposed Amendments

A. Block 6A

Block 6A is an example of a challenge that the City has been facing in other areas of the City: an existing vacant office building that does not meet modern requirements for office use (ceiling height, depth, etc.). At approximately 630,000 sq. ft., the building is significantly larger than modern office buildings. For instance, most potential new office buildings under discussion in the City are approximately 100,000 sq. ft.

The proposed amendment will allow for adaptive reuse of the existing office building, utilizing the existing structure for retail and residential uses within the designated Allowable Gross Floor Areas (AGFA), with approximately 36,500 sq. ft. of ground floor retail and the remaining approved square footage for residential use. While the proposal converts the primary use from office to residential, the additional residential use will activate the streets and provide a better balance of residents and employees, as discussed above. The additional retail enables retail on each side of the street for Mandeville, or a “double-sided” retail street, which is critical for a retail street to succeed.

With the adaptive reuse of the existing building, significant architectural upgrades to the building façade will be implemented. Additionally, as part of its adaptive reuse, above-grade parking may be allowed within the building, without counting against the total AGFA to enable adaptive reuse of the existing building. The above-grade parking must be screened and integrated into the design of the building. With the proposal of above-grade parking, it is recommended that the building height be amended to allow additional building height to 210 feet, remaining consistent with the planned heights surrounding the block.

Finally, as part of this amendment, the Block Number Map (Figure 1) will be amended such that Block 6A is identified as an individual block within Block 6, along with blocks 6B and 6C as depicted in Figure 8. The revised block designation more accurately reflects the ownership and existing buildings.

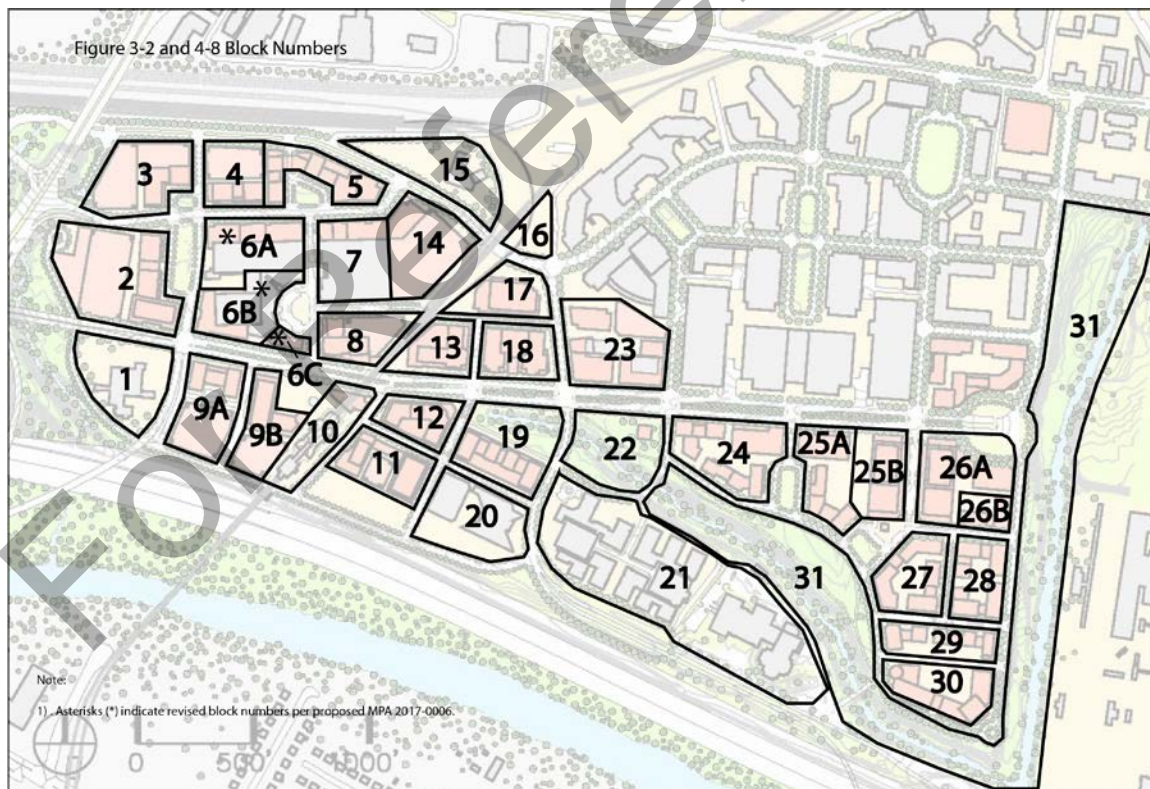


Figure 8 – Proposed Block Number Map

In summary, the amendments to Block 6 consist of the following:

- Identification of Blocks 6A, 6B, and 6C as individual blocks
- Conversion of 665,522 sq. ft. of office use on Block 6A to 36,475 sq. ft. of retail use, and the remaining square footage to residential use
- Allowance of 115,900 sq. ft. for above-grade parking within the existing building on Block 6A, to be excluded from the permitted AGFA as part of the adaptive reuse of the existing building
- An increase in building height from 150 feet to 210 feet on Block 6A

B. Block 20

The amendments proposed for Block 20 will convert 585,000 sq. ft. of office use to approximately 486,000 sq. ft. residential use and approximately 98,000 sq. ft. of hotel or office use on the site, and an increase in height for the residential portion of the site from 220 ft. to 310 ft.

Staff supports the proposed amendment because it brings the overall neighborhood land uses into better balance, as outlined above, and the proposed additional height is consistent with the Plan's goal to provide higher building height around the Metrorail station. Further, with the additional height, the development applicant will provide an affordable housing contribution, which is consistent with the intent of the Eisenhower East Small Area Plan and the Housing Master Plan. The contribution will consist of a monetary contribution as well as affordable housing units equivalent to those produced through the use of the bonus height provisions of Sec. 7-700. The specific affordable housing contribution will be addressed in the future development special use permit.

In summary, amendments for Block 20 consist of the following:

- Conversion of 585,000 sq. ft. of office use to residential and hotel or office use; a minimum of 95,000 sq. ft. must be for hotel or office use
- Increase in building height from 220 feet to 310 feet consistent with existing and proposed buildings height surrounding Block 20

IV. Technical Master Plan Amendments Necessary for Blocks 6A and 20

a. Land Use Map

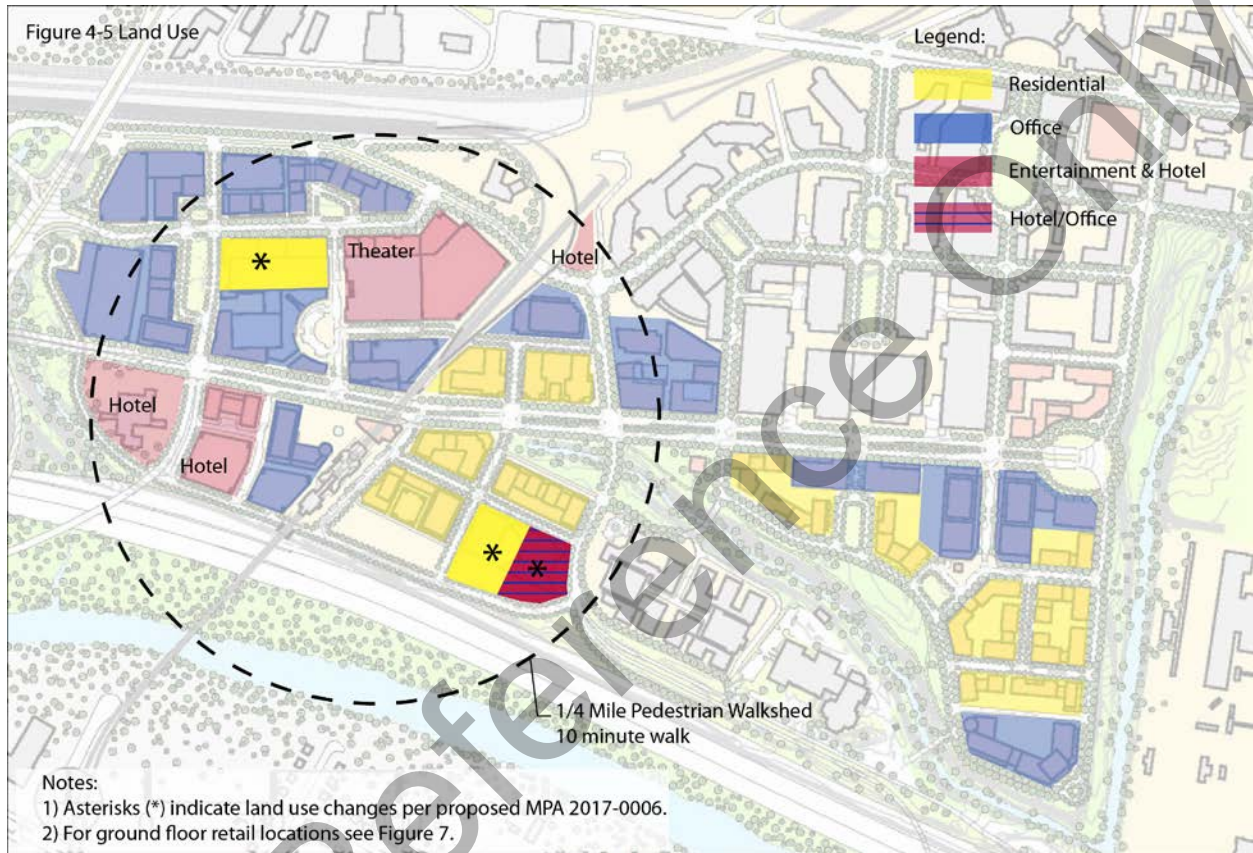


Figure 9 – Proposed Land Use Map

Note: Per MPA 2009-0003 (ord. 4643), Block 29 land use was changed to Utility and Office, and Block 30 land use was changed to Utility.

The proposed master plan amendment replaces the Existing Land Use Map (Figure 2) with the Proposed Land Use Map (Figure 9). The proposed land use changes, denoted by an asterisk (*), include: designation of residential as the principal land use on Blocks 6A and the western portion of Block 20, and designation of hotel or office as the principal land use on the eastern portion of Block 20.

b. Block Number Map



Figure 10 – Proposed Block Number Map

The proposed master plan amendment replaces the Existing Block Number Map (Figure 1) with the Proposed Block Number Map (Figure 10), changing the block number designation for Block 6 into three separate blocks: 6A, 6B, and 6C.

c. Development Controls CDD2

The proposed master plan amendment replaces Figure 4-9, “Development Controls CDD2,” with Table 1. Deletions are shown as strikethrough and changes are underlined.

Table 1 – Development Controls for CDD2 (Figure 4-9)

Block	Net Development Site Area ⁸	Principal Use	Allowable Gross Floor Area	Building Heights (Stories)	Maximum Tower Height (in feet)	Ground Floor Retail ⁹
1	179,119	Hotel	101,000	10-15	150	
2 ⁴	168,400	Office	611,386 ⁶	15-22 ⁶	260 ⁶	
	34,800	Open Space				
3 ⁴	98,700	Office	187,873	10-15	210	
4	59,700	Office	459,508 ⁶	10-15	220	36,950
5	56,400	Residential	329,841	10-15	220	24,050
5	10,900	Open Space				
6	195,210	Office	1,036,000	10-15	150	33,500
6		Retail	50,000	1-2	20-40	50,000
<u>6A^{7,10}</u>	<u>65,161</u>	<u>Residential</u>	665,552	<u>16</u>	<u>210</u>	<u>36,500</u>
<u>6B</u>	<u>92,898</u>	<u>Office</u>	<u>362,066</u>	<u>10-15</u>	<u>150</u>	<u>39,100</u>
<u>6C</u>	<u>9,815</u>	<u>Office</u>	<u>7,900</u>	<u>10-15</u>	<u>150</u>	<u>7,900</u>
7	105,800	Retail	25,000	1-2	20-40	25,000
7		Retail	136,000			136,000
8 ⁴	59,200	Office	697,417	20-25	250	31,000
9A	82,500	Hotel	551,206	15-20	220	0
9B	74,100	Office	779,284 ⁶	20-25	250	30,000
9B	21,200	Open Space				
10	9,700	Retail	8,000	1-2	20-40	8,000
11 ³	66,600	Residential	626,456	20-35	370	50,000
12 ³	48,300	Residential	545,762	20-30	339	15,000
13	59,260	Residential	490,000	15-25	250	12,000
14	109,400	Retail	18,000	1-2	20-40	18,000
14					100	
15	0	192380	0		100	150 w/ SUP
16 ¹	20,822	Hotel	127,000	10-15	150	
17 ¹	77,540	Office	406,000	15-25	200	4,000
18	76,700	Residential	525,000	15-25	220	14,000
19 ⁵	57,800	Residential	432,000	15-25	284	
19	55,000	Open Space				
20	77,100	Office	585,000	10-15	220 ²	
<u>20^{7,11}</u>	<u>154,101</u>	<u>Res/Hotel</u>	<u>585,000</u>	<u>10-30</u>	<u>310</u>	
23	60,100	Office	98,000	10-15	200	
23	92,400	Office	304,000	10-15	200	

In addition, the proposed amendment adds the underlined notes below to Figure 4-9:

1. MPA2006-0002. Ord 4462 (See Also DSUP 2005-0011)
2. MPA#2008-0006.Ord No.4617. 9/12/2009
3. MPA#2009-0002.Ord No.4758. 4/14/2012
4. MPA#2011-0005. Ord No.4758. 4/14/2012
5. MPA#2013-0002. (Ord No. Unknown). 6/15/2013
6. MPA#2013-0009. Ord No.4917. 12/13/2014
7. MPA#2017-0006. Ord No.####. ##/##/2017
8. The net development site area does not reflect surveyed information and is based on the best available information. This site area may be adjusted in the actual creation of the block areas.
9. Reflects desired location and amounts. Accessory retail may be provided on sites not noted for retail.
10. With adaptive reuse of the building on Block 6A, above grade parking will not count against AGFA, as long as the parking is screened and integrated into the design of the building.
11. Block 20 must provide 95,000 sq. ft. minimum hotel or office use.

V. Outreach

When City Council approved the process to update the Master Plan as part of the Long-Range Planning Interdepartmental Work Program, a project web page was created to make materials and updates related to the effort accessible to the public. The summary and results of the land use analysis, fiscal impact analysis and the office competitiveness study for the blocks discussed were presented to Planning Commission and City Council in May and June 2017 for discussion and feedback. Materials for the work sessions were posted to the project website for public review.

The development proposals for Block 6A and Block 20 are subject to review and approval by the Carlyle/Eisenhower East Design Review Board (DRB). To date, the DRB has reviewed Block 20 and Block 6 for compliance with the design guidelines. Planning Commission and City Council Public Hearings on the development application for Block 6A will occur in September 2017 and will be paired with the Master Plan Amendment. Hearings for Block 20 are anticipated to occur later in FY 2018.

VI. Staff Recommendation

Staff recommends that the Planning Commission, on its own motion, initiate an amendment to the Eisenhower East Small Area Plan Chapter of the Master Plan and adopt Resolution MPA 2017-0006 recommending approval of an amendment to the Master Plan to update the Eisenhower East Small Area Plan Chapter approved in 2003 with the updated amendments.

Attachments

1. [Eisenhower East Small Area Plan \(2003\)](#)
2. FY 2018 Long Range Interdepartmental Work Program
3. Resolution 2017-0006

APPROVED FY 2018 Interdepartmental Long Range Planning Work Program

23-May-17

LEGEND

- Internal Staff Work
- Staff and Community Engagement
- Public Hearing

ATTACHMENT 2

Departments: Housing; Planning & Zoning; Recreation, Parks & Cultural Activities; Transportation & Environmental Svcs; Project Implementation, Office of Historic Alexandria; Code Administration; General Svcs; AEDP; Visit Alexandria, ACPS

Note: Projects 1-6 completing in FY17 removed from chart can be found in Attach. 3: Project Descriptions

PLANS/PROJECTS STARTING OR CONCLUDING IN FY2018

7	Athletic Field Study Update (RPCA, ACPS)
8	Eisenhower East Phase I Plan Update (PZ, TES, RPCA, AEDP, Housing) (Phase II Beginning in July 2018)
9	Long Range Educational Facilities Plan Phase 2 (ACPS lead, PZ, RPCA)
10	Pocket Park Plan (RPCA, TES)
11	Strategic Facilities Plan (GS, PZ)
11A	Joint City-Schools Facilities Investment Plan (PZ, OMB, GS)
11B	Resolution 830 Modernization (PZ, Housing)
12	RPCA Strategic Master Plan Update (RPCA, ACPS, TES, GS)
13	Rte 1 South Affordable Housing Strategy (PZ, TES, Housing, RPCA, AEDP, OHA)
14	Environmental Action Plan and Green Building Policy Update (TES, PZ, RPCA, Housing, GS)

PLANS/PROJECTS STARTING BEYOND FY2018

16	Funding dep.: Census 2020 Community Outreach (PZ)
17	Sanitary Sewer Master Plan Update (TES, ARenew, DPI, RPCA, PZ)
18	Parker Gray Zoning (PZ)
19	Landscape Guidelines Update (PZ, RPCA, TES)
20	Daingerfield Island Master Plan (NPS lead, PZ, TES, RPCA)
21	Transportation Master Plan - Streets / ITS Chapters (TES, PZ)
8B	Funding dep.: Eisenhower East Phase II Plan Update (PZ, TES, RPCA, AEDP, Housing)
22	Citywide Design Guidelines/Architecture Forum Phase 2 (PZ)
15	Funding dep.: Mt. Vernon Ave Pedestrian Safety and Plan Update (PZ, TES, Housing, RPCA, AEDP)

Note: Projects 23-24, 26 completing in FY17 removed from chart can be found in Attach. 3: Project Descriptions

STUDIES/POLICY INITIATIVES

27	Old Town BID Implementation Planning (AEDP, TES, GS, RPCA, DPI, Visit Alexandria, Finance)
28	Staff Initiated Process for Amending Residential Parking Permit Districts (TES)
29	Parking Standards for New Commercial Development (TES, PZ, Housing, AEDP)
25	Open Space in New Development (PZ, RPCA)
30	Census, Forecasting and Demographics (PZ)

Calendar 2017					Calendar 2018						Calendar 2019						Calendar 2020													
					FY2018						FY2019						FY2020													
Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
[Gantt chart grid with colored cells representing project activity across months and years]																														

RESOLUTION NO. MPA 2017-0006

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

WHEREAS, the proposed amendment would amend the Eisenhower East Small Area Plan chapter of the 1992 Master Plan; and

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

WHEREAS, a duly advertised public hearing on the proposed amendment was held on **September 7, 2017** with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the Eisenhower East Small Area Plan section of the City; and
2. The proposed 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
3. The proposed amendment shows the Planning Commission's long-range recommendations for the general development of the Eisenhower East Small Area Plan; and
4. 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;

Master Plan Amendment #2017-0006
Resolution
Eisenhower East Small Area Plan

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

1. The attached amendments to the Eisenhower East Small Area Plan dated **September 7, 2017** are hereby adopted amending the Eisenhower East Small Area Plan chapter of the 1992 Master Plan of the City of Alexandria in accordance with Section 9.05 of the Charter of the City of Alexandria.
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 7 day of September, 2017.



Mary Lyman, Chairwoman
Alexandria Planning Commission

ATTEST:



Karl Moritz, Secretary

RESOLUTION NO. MPA 2017-0009

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

WHEREAS, the proposed amendment would amend the Eisenhower East Small Area Plan chapter of the 1992 Master Plan; and

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

WHEREAS, a duly advertised public hearing on the proposed amendment was held on **January 4, 2018** with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the Eisenhower East Small Area Plan section of the City; and
2. The proposed 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
3. The proposed amendment shows the Planning Commission's long-range recommendations for the general development of the Eisenhower East Small Area Plan; and
4. 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 attached amendments to the Eisenhower East Small Area Plan dated **January 4, 2018** are hereby adopted amending the Eisenhower East Small Area Plan chapter of the 1992 Master Plan of the City of Alexandria in accordance with Section 9.05 of the Charter of the City of Alexandria.
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 **4 day of January, 2018.**

Mary Lyman, Chairwoman
Alexandria Planning Commission

ATTEST:

Karl Moritz, Secretary