



Master Plan Amendment #2015-0006

Eisenhower West Small Area Plan

Issue: Consideration of a request to amend the Landmark/Van Dorn Small Area Plan Chapter and add the Eisenhower West Small Area Plan Chapter to the City's Master Plan	Planning Commission Hearing:	November 5, 2015
	City Council Hearing:	November 14, 2015
Staff: Karl Moritz, Director, Planning and Zoning karl.moritz@alexandriava.gov ; Yon Lambert, Director, Transportation & Environmental Services yon.lambert@alexandriava.gov ; Helen McIlvaine, Acting Director, Office of Housing Helen.mcilvaine@alexandriava.gov ; Jeffrey Farner, Deputy Director, Planning and Zoning jeffrey.farner@alexandriava.gov ; Carrie Sanders, Deputy Director, Transportation & Environmental Services carrie.sanders@alexandriava.gov ; Bill Skrabak, Deputy Director, Transportation & Environmental Services William.skrabak@alexandriava.gov ; Carrie Beach, Division Chief NPCD, Planning and Zoning, carrie.beach@alexandriava.gov ; Steve Sindiong, Acting Division Chief, Transportation & Environmental Services steve.sindiong@alexandriava.gov ; Eric Keeler, Division Chief, Office of Housing eric.keeler@alexandriava.gov ; Radhika Mohan, Principal Planner, Planning & Zoning Radhika.mohan@alexandriava.gov ; Katherine Carraway, Urban Planner, Planning and Zoning Katherine.carraway@alexandriava.gov ; Jesse Maines, Watershed Management Planner, Transportation & Environmental Services; Laura Durham, Open Space Coordinator, Recreation Parks & Cultural Activities laura.durham@alexandriava.gov ; Jesse Maines, Watershed Management Planner jesse.maines@alexandriava.gov ; Tamara Jovovic, Housing Analyst tamara.jovovic@alexandriava.gov .		

PLANNING COMMISSION ACTION, NOVEMBER 5, 2015:

On a motion by Commissioner Lyle, seconded by Commissioner Wasowski, the Planning Commission voted to initiate Master Plan Amendment #2015-0006. **The motion carried on a vote of 7 to 0.**

On a motion by Commissioner Lyle, seconded by Commissioner Wasowski, the Planning Commission voted to adopt and recommend approval of the resolution for Master Plan Amendment #2015-0006 as amended by staff recommendations to the Planning Commission as well as an amendment to page 102 regarding developer contribution amounts:

Attached November 5, 2015, Memo to Planning Commission

Additional edits were drafted after the draft Eisenhower West Small Area Plan was included in the November 5, 2015 Planning Commission Docket. These edits are for your consideration for inclusion in the final Eisenhower West Small Area Plan.

- *Pages 27, 52, 72, 76, 80, 84, 88,92: Remove “Multi-family” and/or “Townhouse” labeling within yellow Residential bar from “Potential Development Summary” and “Land Use” tables.*
- *Page 26, Revise Land Use Principle #10:*
 - *Currently Reads: “Properties can seek to redevelop under existing zoning, they are encouraged to comply with the principles of this plan.”*
 - *Revise to Read: “Properties included in the plan area maintain their rights under existing zoning.”*
- *Page 30, Revise Affordable Housing Guideline #2*
 - *Currently Reads: “Pursuant to Section 7-700 of the zoning code, bonus densities of 30% or more are allowed in order to encourage the production of affordable units.”*
 - *Revise to Read: “Pursuant to Section 7-700 of the zoning code, bonus densities in excess of 20% are allowed in order to encourage the production of affordable units.”*
- *Page 45: Revise label of striped park/plaza in Public Parks and Open Space Diagram to read:*
 - *Currently Reads: “Mix of Park and Plaza Space”*
 - *Revise to Read: “Mixed Open Space”*
- *Page 53, Revise Building heights diagram:*
 - *Revise all blocks within ¼-mile to ½-mile range to be shaded the same color (Medium-High Brown);*
 - *Add “Step Down Zone” shading to blocks in between The Reserve and The Exchange residential communities.*

- *Page 74, Revise Neighborhood 1 Building Height Guidelines:*
 - Currently Reads: “Buildings in this neighborhood located between 1/4 and 1/2 a mile of the Van Dorn Metrorail Station will be a minimum of 10 stories and a maximum of 15 stories. The tallest buildings within this range should front Van Dorn Street.”*
 - *Revise to Read: “Buildings in this neighborhood located between 1/4 and 1/2 a mile of the Van Dorn Metrorail Station will be a minimum of 7 stories and a maximum of ~~10~~ 15 stories. The tallest buildings within this range should front Van Dorn Street.”*
- *Page 77, Revise Neighborhood 2 Land Use Guideline #6:*
 - *Currently Reads: “For parcels affected by the multimodal bridge, development rights will not change if a property is rendered developable as a result of another bridge alignment being selected.”*
 - *Revise to Read: “**If it is determined that parcels shown as open space or the Multimodal Bridge/street right-of-way are not needed for that purpose, redevelopment consistent with neighboring redevelopment parcels is supported by this Plan.**”*
- *Page 77, Revise Neighborhood 2 Transportation and Connectivity Guideline #6 :*
 - *Currently Reads: “Streets located south of, and parallel to, South Pickett Street and adjacent to Backlick Run are required streets. See Figure 5.13.”*
 - *Revise to Read: “Streets located south of, and parallel to, South Pickett Street and adjacent to Backlick Run are required streets. Final location of streets may vary depending on site constraints. See Figure 5.13.”*
- *Page 81, New Neighborhood 3 Land Use Guideline #5:*
 - *To Read: “**If it is determined that parcels shown as open space or the Multimodal Bridge/street right-of-way are not needed for that purpose, redevelopment consistent with neighboring redevelopment parcels is supported by this Plan.**”*
- *Language Added to Clarify Townhouses in the Plan:*
 - *Page 73-74, Neighborhood 1 Land Use and Building Height Guidelines:*
 - *New Land Use Guideline: “A limited number of townhouses will be permitted in this neighborhood.”*
 - *New Building Height Guideline: “Townhouses should be 3-4 stories in height.”*
 - *Page 82, New Parking Guideline #2 to read:*
 - *“Parking for townhouses will be accessed from a rear alley. Front loaded townhouses are prohibited.”*
 - *Page 89, Building Form and Character Guideline #5: Remove.*

On page 102 of the Draft Plan, the Commission agreed to strike the first two sentences of the developer contribution language on page 102 of the Plan and add clarification:

~~“The City’s initial analysis indicates that developer contributions at approximately \$10-12 per square foot (2015 dollars) on average will accommodate the future infrastructure needs and is comparable to contributions in recent small area plans. That figure is included within the small area plan for general information, but there is also information that indicates that rates within this range will not be feasible during the catalyst phase. The Plan envisions that there will be developer contributions to accommodate future infrastructure needs that are comparable to other recent Small Area Plans. The actual developer contribution rates will be determined during a subsequent and more detailed study. That study will recognize that this plan’s goal is to calibrate developer contributions so as to build and sustain redevelopment momentum created by the TSA Headquarters announcement and this plan as well as to fund infrastructure. The Infrastructure and Funding Plan will determine how contributions should be phased in over time and will look at varying contributions by neighborhood and land use such as to encourage office.”~~

The motion carried on a vote of 7 to 0.

Discussion:

Commissioner Brown asked for clarification on the Plan’s recommended neighborhood in which to locate a school (Neighborhood 1) and on the intended level of detail for the Plan. Mr. Moritz confirmed that the planning process functioned on a high level and at a later time will involve analyses on a neighborhood by neighborhood basis.

Commissioner Lyman asked if Coordinated Development Districts by neighborhood are anticipated for the plan area. Mr. Moritz said that would most likely be the case.

Commissioner Lyle suggested that the Plan’s identified dollar amount per square foot for developer contributions is too high and should be adjusted. She also questioned the heights identified in the Plan for ¼ to ½ mile radius from the metro. Commissioner Lyle recommended that the Plan not designate private property as public park space, even on an illustrative basis. Finally, she shared concern that the final results of the Transportation Study had not yet been shared with the Steering Committee.

Mr. Moritz shared his hesitancy to remove any suggested developer contribution dollar amounts, but noted that a more detailed study is forthcoming and contributions can be addressed at that time. The Commission agreed to strike the first two sentences of the developer contribution language on page 102 of the Plan and add clarification:

~~“The City’s initial analysis indicates that developer contributions at approximately \$10-12 per square foot (2015 dollars) on average will accommodate the future infrastructure needs and is comparable to contributions in recent small area plans. That figure is included within the small area plan for general information, but there is also information that indicates that rates within this range will not be feasible during the catalyst phase. The Plan envisions that there will be developer contributions to accommodate future infrastructure needs that are comparable to other recent Small Area Plans. The actual developer contribution rates will be determined during a subsequent and more detailed study. That study will recognize that this plan’s goal is to calibrate developer contributions so as to build and sustain redevelopment momentum created by the TSA Headquarters announcement and this plan as well as to fund infrastructure. The Infrastructure and Funding Plan will determine how contributions should be phased in over time and will look at varying contributions by neighborhood and land use such as to encourage office.”~~

Mr. Moritz also noted that the heights in the Plan document were identified incorrectly due to an administrative error and that they should show as 7 to 15 stories. He said that Mr. Sindiong noted that final results of the Transportation Study had been received this week and will be circulated next week.

The Commission discussed Commissioner Lyles’ concern with designating private property on the Plan as public park space. Commissioners Koenig and Macek emphasized that this Plan is a vision and does not negate any property owners’ rights to develop their property. Commissioner Wasowski suggested again that the Plan is high level and it is helpful to hear the constraints of specific properties with the plan area. She also noted that there are tools available for compensating land owners for their property.

The consensus of the Commission was to leave the Plan as drafted with the inclusion of amendments noted in the November 5th memorandum to the Planning Commission and amendments discussed at the November 5th meeting.

Commission members commended the overall planning process, thorough Steering Committee and staff work, and community participation.

Speakers:

Mary Catherine Gibbs, attorney, identified herself as a Steering Committee member and supports the Plan. She also noted that community support for the Plan as well as the process.

Cathy Puskar, attorney, represented a property owner on South Pickett St. who is concerned with the illustrative plan showing a potential multimodal bridge on the property. Ms. Puskar emphasized the property owner’s right to redevelop in the future and appreciates the language included in the Plan addressing the concern.

Ken Wire, attorney, identified himself as a Steering Committee member and supports that Plan along with the community and land owners. He suggested that the heights in the ¼ to ½ radius be shown as 7-15 stories and requested that the intent of the Plan be maintained to allow flexibility for property owners to redevelop in the future.

Lawrence Horowitz identified himself as a Managing Partner of Velsor Properties LLC, which owns three properties on Eisenhower Avenue and supports the Plan along with his firm. He commended staff on the transparency of the planning process and believes the Plan will create a vibrant community that will also be feasible to implement.

Agnés Artemel identified herself as a Steering Committee member and representative of the Eisenhower West Partnership. She commended staff on outreach efforts and stated that the planning process was very constructive. On behalf of the Partnership she shared that implementation of the Plan is critical and needs to begin immediately, and include Fairfax County and WMATA in the process; the Plan is flexible and conceptual, which gives the ability for property owners to adjust to market conditions; and the Plan and its implementation be reviewed periodically for any necessary adjustments.

I. OVERVIEW

The Eisenhower West Small Area Plan (“Plan”) establishes a long-term (25+ year) vision and development framework for the planning area. It addresses future land use, transportation and connectivity, parks and open space, building character, environmental sustainability, and implementation, and is intended to guide public and private investment in the plan area. The Plan builds on existing assets including the Van Dorn Metrorail Station, access to Interstate 495, Ben Brenman Park, and the mix of land uses. In addition to establishing a needed framework for connectivity and development, the Plan also identifies a series of future steps and a process for implementing the plan (see Figure 1 below).

This Plan provides an overarching vision for Eisenhower West with supporting guidelines and recommendations. It was developed through an extensive community and stakeholder engagement process guided by *What’s Next Alexandria* and supported by planning-level analysis of major elements including urban design, land use, transportation, parks and open space, energy, environment, and market economics. Additionally, economic development and feasible implementation strategies were of particular focus in order to capitalize on the area’s proximity to Metrorail and the Beltway, and to be responsive to changing conditions in the plan area.

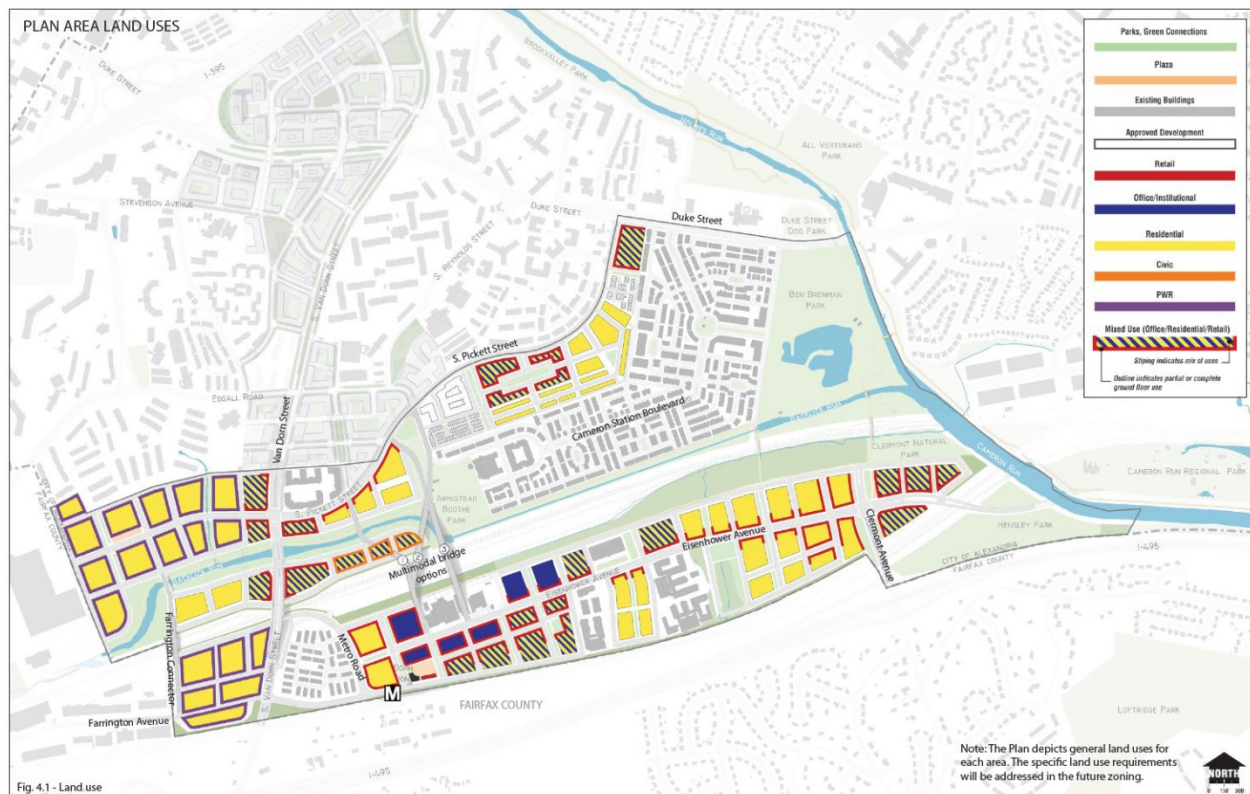


Figure 1: Eisenhower West Plan Area and Land Use

A. Key Elements of the Plan

- Establishes a new grid of streets and connections for pedestrians, bikes and cars;
- Incorporates a straightening of Eisenhower Avenue on the western end of the plan area to create a more urban pedestrian-oriented environment adjacent to the Van Dorn Metrorail station, while also increasing the flexibility in redevelopment of adjacent parcels;
- Introduces five potential alignments for the north-south multimodal bridge that will connect pedestrians, bikes, transit, and cars from South Pickett Street to the Van Dorn Metrorail Station, highlighted in the Landmark/Van Dorn Corridor Plan;
- Introduces Production, Wholesale, and Repair (PWR) uses including “maker” and flex space to keep some of the types of existing uses within the plan area while also providing new opportunities for business and employment growth;
- Provides a mix of office/institutional, retail, residential, and PWR uses (see Figure 2 below for an overview of anticipated total build out by use);
- Concentrates height and density at the Van Dorn Metrorail Station;
- Encourages height transitions adjacent to existing communities such as Cameron Station and Summers Grove;
- Consistent with the Housing Master Plan, encourages co-location of civic and municipal uses with affordable housing, including, potentially, a mixed-income assisted living facility, inclusion of affordable housing in each neighborhood, where feasible, and bonus densities of 30% or more, particularly where taller heights are allowed, to increase the production of affordable residential units;
- Creates an open space network by enhancing existing parks and creating new parks, open spaces, and green connections including a revitalized Backlick Run Greenway, a plaza near the Van Dorn Metrorail Station, and a new Bush Hill park;
- Identifies nodes of mixed-use activity near the Van Dorn Metrorail Station, Clermont Avenue, South Pickett Street, and west of Van Dorn Street;
- Establishes six distinct neighborhoods within the plan area; and
- Establishes a threshold of development allowed and concurrent with necessary public infrastructure improvements.







STAGES 1 & 2 POTENTIAL DEVELOPMENT SUMMARY				
Neighborhood	Site Area	Building Heights	Land Uses	Total
1 - Van Dorn Innovation District	79.6 acres	5-15 floors	 Multifamily + townhouse	
2 - Backlick Run	26.5 acres	5-15 floors	 Multifamily	
3 - South Pickett	29 acres	5 floors	 Multifamily + townhouse	
4 - Van Dorn Metro Center	34.2 acres	10 - 20 floors	 Multifamily	
5 - Bush Hill	48.3 acres	5-15 floors	 Multifamily	
6 - Clermont Exchange	25.9 acres	5-8 floors	 Multifamily	
TOTAL	244 acres			9.3 M GFA

Figure 2: Stages 1 and 2 Potential Development Summary

Note: Development density does not include existing buildings, nor planned or approved projects with the exception of the existing Victory Center building. The total Gross Floor Area and land area is approximate; the specific allocation of development will occur with the rezoning of the plan area; the goals are for Stages 1 and 2, Stage 3 has not been tested.



B. Eisenhower West Steering Committee and Community Meetings

The planning process was guided by the City's civic engagement policy established during the *What's Next Alexandria* initiative, and featured a combination of Steering Committee meetings, larger interactive community meetings, online engagement activities, a neighborhood walking tour, stakeholder workshops, and presentations to neighborhood civic associations, various business groups, and City Boards and Commissions, as well as work sessions with the Planning Commission and City Council.

A 12-member Steering Committee established by City Council in late 2013 held 17 public meetings between February 2014 and October 2015. The group consisted of the following members and representation: Mindy Lyle/Planning Commission and Chair, Judy Coleman/Park and Recreation Commission and Vice Chair, Maria Wasowski/Transportation Commission, Tyler Orton/Environmental Policy Commission, Michael Adams/Community Representative, Arthur Impastato/Community Representative, Charles Sumpter/Community Representative, Jim Durham/Community Representative, David Heiden/Business Representative, Agn  s Artemel/Business Representative, Mary Catherine Gibbs/Business Representative, and Ken Wire/Landowner Group Representative.

Six community meetings were held between June 2014 and September 2015, meeting topics included identifying issues and desires in the plan area, creating a vision and plan goals, identifying connections and centers within the plan area, evaluating four conceptual plan options, strengthening elements of the preferred conceptual option, and discussing the draft plan. The larger community meetings were complimented and guided by the Steering Committee meetings, which focused on more technical elements and analysis incorporated in the Plan through recommendations and guidelines. The Steering Committee unanimously endorsed the draft Eisenhower West Small Area Plan, as described in their letter of support dated October 16, 2015.

II. DISCUSSION

The Eisenhower West planning area (See Figure 3 below) lies within the boundaries of the Landmark/Van Dorn Small Area Plan, adopted by City Council in 1992. It has been amended a number of times since 1992, including the adoption of the Landmark/Van Dorn Corridor Plan overlay in 2009, which did not address the majority of the Eisenhower West plan area. With its proximity to the Van Dorn Metrorail Station, Interstate 495, new development along South Pickett Street, and potential development interest along Eisenhower Avenue, a community vision for the future of this area is essential to guide future redevelopment. It is intended that the Plan recommendations supersede any references to the study area within the 1992 Landmark/Van Dorn Small Area Plan and applicable requirements.



Figure 3: Eisenhower West Plan Area

A. Conformance with Existing City Plans and Policies

In addition to the Landmark/Van Dorn Small Area Plan, existing City plans, policies, and studies informed the recommendations established in the Plan, shown in the list below:

- Landmark/ Van Dorn Small Area Plan (1992)
- Alexandria Open Space Master Plan (2002)
- Eisenhower East Small Area Plan (2003)
- Eco-City Charter (2008)
- Pedestrian and Bicycle Master Plan (2008, and current update in process)
- Transportation Master Plan (2008)
- 2030 Environmental Action Plan (2009)
- Alexandria Industrial Use Study (2009)
- Green Building Policy (2009)
- Landmark/ Van Dorn Corridor Plan (2009)
- Complete Streets Policy (2011, and current update in process)
- Complete Streets Design Guidelines Policy (2011)
- Transitway Corridor Feasibility Study (2012)
- Parks and Recreation Needs Assessment (2013)
- Citywide Parks Improvement Plan (2014)
- Green Sidewalks BMP Design Guidelines (2014)
- Housing Master Plan (2013)
- Long Range Educational Facilities Plan (2015)

B. Urban Design Framework

The Plan presents an urban framework (see Figure 4 below) to guide the redevelopment through streets, blocks, mix of land uses and a variety of heights.



Figure 4: Eisenhower West Concept Diagram

The framework objectives of the Eisenhower West Small Area Plan are to:

- Create gateways to introduce and distinguish the plan area;
- Establish nodes where mixed-use activity will be concentrated;
- Require a new street grid to improve connectivity for all modes of travel forming new urban scale developable blocks conducive to creating a walkable place;
- Establish a mix of land uses that will spur economic development, provide vitality to the area, and can be implemented over time;
- Enhance existing parks and add new parks, open spaces, and green connections, and;
- Create six distinct, connected neighborhoods.

C. Plan Elements

The five plan-wide elements that shape the vision for Eisenhower West include:

- Land Use: The Plan envisions the long term transformation of the area into a series of distinctive neighborhoods with a rich mix of uses and a range of housing affordability that allows residents, employees, and visitors to live, work, shop, play, learn, and recreate in a cohesive and sustainable environment. While the predominant land use is residential, a high-density mix of predominantly office and retail is envisioned for the area around and near the Van Dorn Metrorail Station. Lower density mixed use is envisioned for other neighborhoods in the plan area (see Figure 1: Eisenhower West Plan Area and Land Use). Below is an approximate breakdown of proposed land uses in the Plan:
 - Commercial/Institutional: 32%
 - Retail: 6%
 - Flex: 3%
 - Residential: 60%
- Transportation & Connectivity: The Plan implements improved multimodal connectivity throughout Eisenhower West and adjoining neighborhoods. The City conducted a transportation study for an area encompassing, but larger than, the plan area, which assessed the transportation implications of future development in the area and the potential location, alignment, and impact of a new multimodal bridge between Eisenhower Avenue and South Pickett Street. The Plan recommends that the bridge would provide additional multimodal connectivity between Eisenhower Avenue and the Van Dorn Metrorail station to the south and roadways and neighborhoods to the north. The new grid of complete streets and blocks accommodates multiple modes of transportation, building on existing primary streets and providing improved mobility.

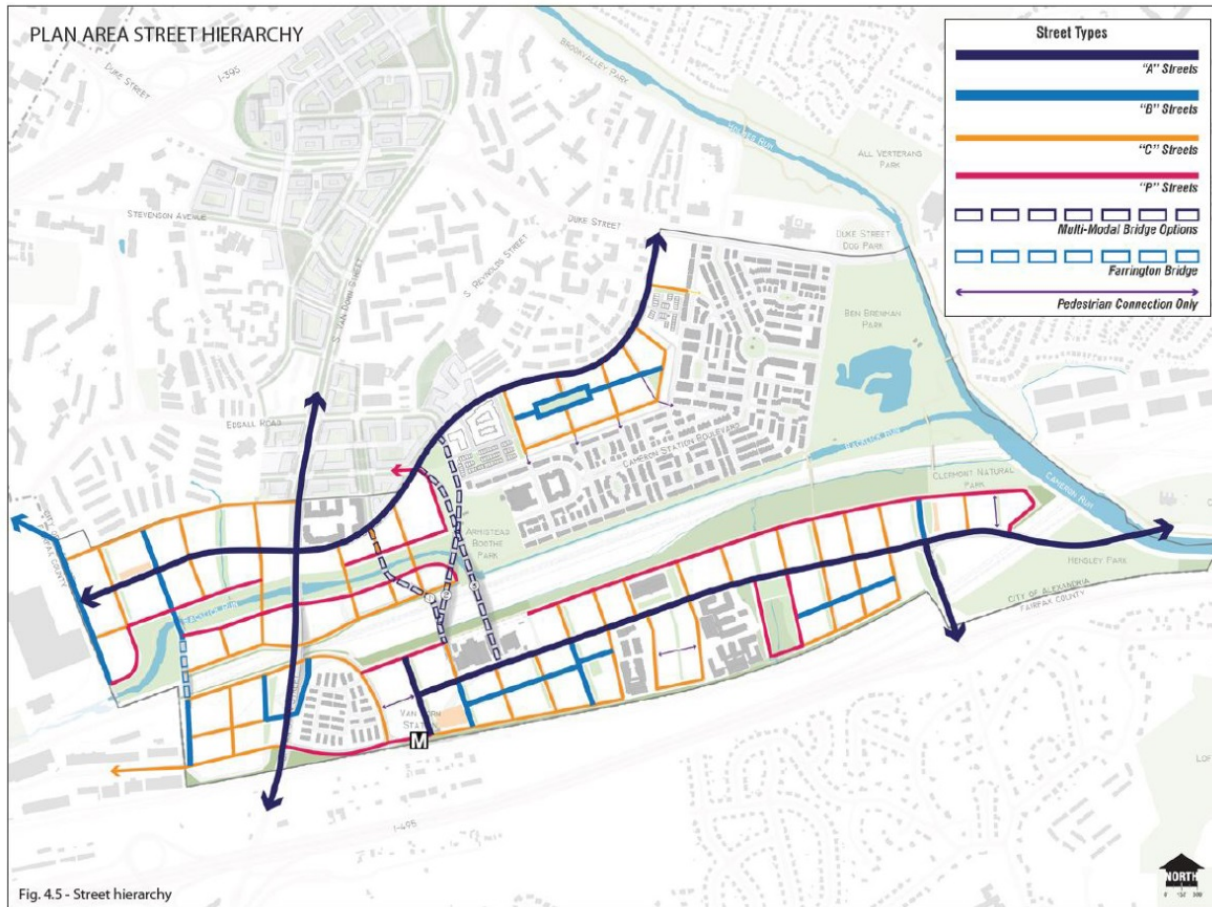


Figure 5: Eisenhower West Street Hierarchy

Eisenhower Avenue is an important existing primary street, traversing much of the City east to west. The plan envisions Eisenhower Avenue as a “Great Street” - an inviting multimodal complete street that accommodates pedestrians, cars, a raised cycletrack for bicycles, and transit. It will have activating land uses and streetscape that create a desirable street with an attractive and comfortable pedestrian environment. The curve at the western end of Eisenhower Avenue is proposed to be straightened to create a new mixed-use destination around a redeveloped Van Dorn Metrorail Station. The proposed multimodal bridge will connect the Landmark-Van Dorn area north of the Norfolk Southern tracks to the Van Dorn Metrorail Station. In addition, a new street connection between Farrington Avenue and Edsall Road will provide additional north-south connectivity.

- **Parks & Open Space:** Eisenhower West is home to a number of high quality parks and green spaces including Armistead Boothe Park, Ben Brenman Park and Hensley Park, which serve citywide recreational needs. Future redevelopment of properties in Eisenhower West will bring new residents and workers to this area, requiring the addition of new parks and open spaces. All portions of the Eisenhower West area will be within a five to ten minute walk of accessible open

space. Accessible open space will include neighborhood parks which are multi-use spaces oriented to the surrounding neighborhood.

As part of the Plan, the inaccessible and degraded stretch of Backlick Run located between the City of Alexandria/Fairfax County line and Cameron Station will be revitalized into an active greenway, a key open space feature of the plan. Revitalization of this greenway will include stream restoration, the removal of structures from the Resource Protection Areas (RPAs) and invasive species, and replacement with native vegetation. This natural area will include a multi-use trail and passive open space. Some benches and picnic areas will also be provided. The open space may include stormwater management features.

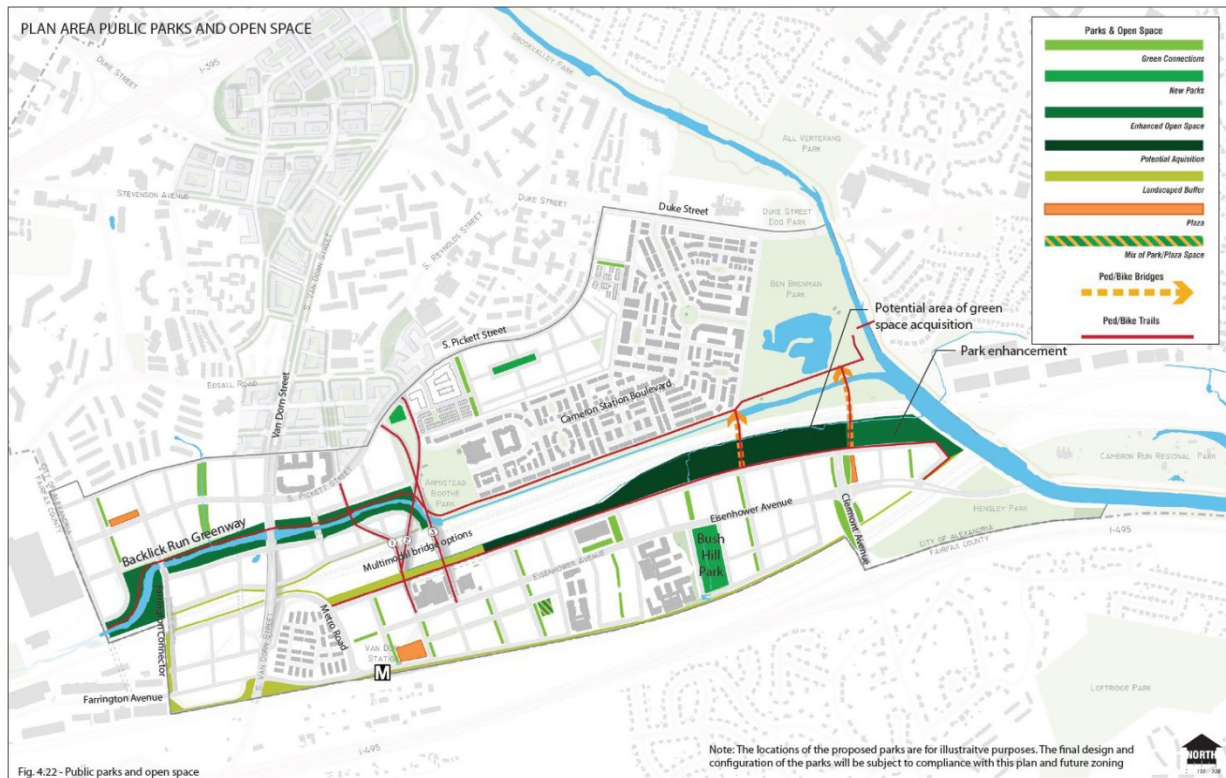


Figure 6: Public Parks and Open Space in Eisenhower West

- **Building Character:** The character, image, and marketability of Eisenhower West will be shaped in large part by the quality of building and public spaces. Taller buildings are generally concentrated within a ¼-mile of the Van Dorn Metrorail station, ranging from 15-20 stories and decreasing to 5-10 stories over ½-mile from the Van Dorn Metrorail station (see Figures 7 and 8). Building designs should promote the character of each neighborhood and further the overall placemaking goals of the Plan. While no specific architectural style is mandated, buildings and structures in Eisenhower West will be contemporary, innovative, and high quality in design and materials. The Plan also recommends future design guidelines, standards for taller building and expressive building tops for taller buildings.

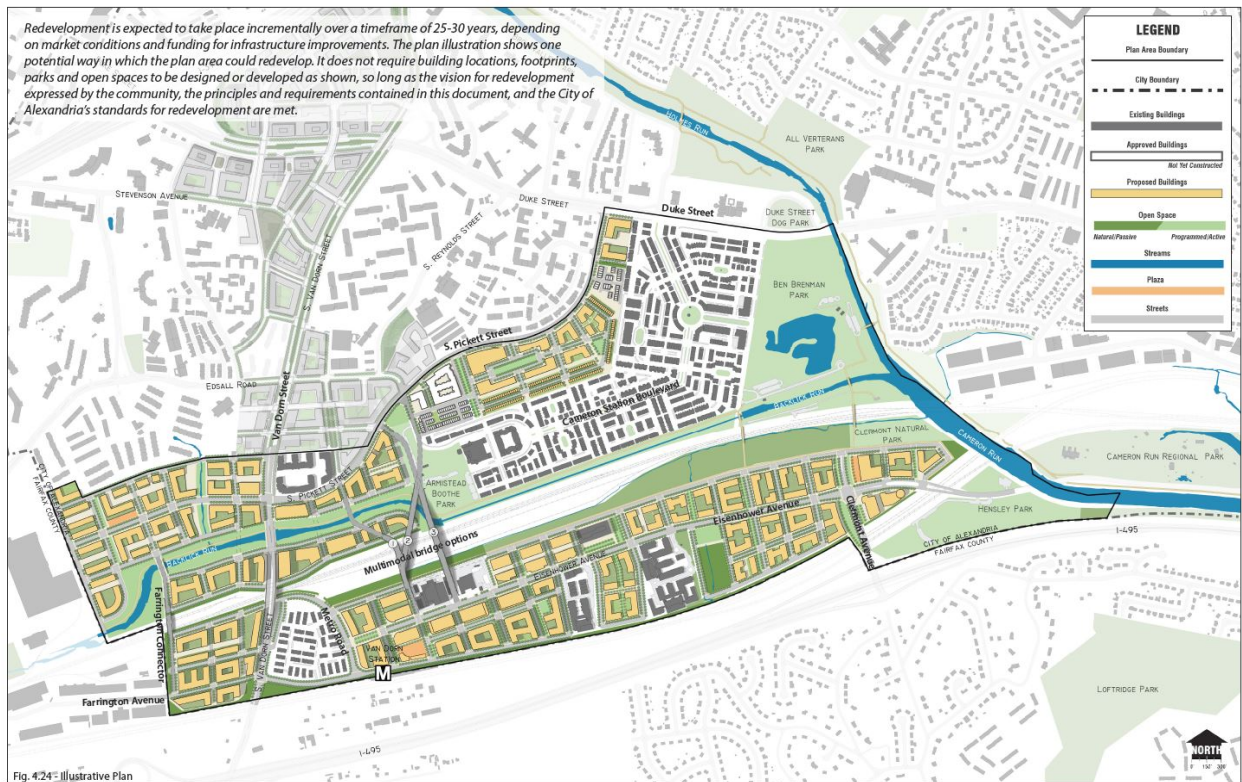


Figure 7: Eisenhower West Illustrative Plan



Figure 8: Eisenhower West Building Height Range Diagram

- Environmental Sustainability: In an effort to achieve the overall goals of the 2008 City of Alexandria Eco-City Charter, the Plan recommends a series of sustainability measures as it relates to the overall energy systems and environmental requirements within the development area. The Plan recommends stream revitalization strategies be implemented to restore the health of existing streams and contribute to the creation of the Backlick Run Greenway. The stream system will be the focal environmental element within the plan area. As such the Plan recommends a Backlick Run Restoration Master Plan be pursued as a next step. Additionally, the Plan recommends detailed air modeling near the Van Dorn Metrorail station and Covanta to help further determine potential building heights and development parameters.

D. Neighborhood Elements

The Plan also identifies six distinct neighborhoods to implement the vision for Eisenhower West as it develops. Below is a brief description of each neighborhood; more specific recommendations by neighborhood are located in Chapter 5 of the Plan.



Figure 9: Eisenhower West Neighborhoods Plan

- Neighborhood 1- Van Dorn Innovation District: Redevelopment from existing low density warehouse spaces to a vertical and horizontal mix of residential and commercial development fronting on to a new Backlick Run greenway.
- Neighborhood 2- Backlick Run: Continued redevelopment to primarily residential with some mixed use along Van Dorn Street and the Virginia Paving site that includes retail and services with commercial and/or residential above, while connecting to a new greenway along Backlick Run.

- Neighborhood 3- South Pickett: Primarily residential development with some mixed use areas that include maintaining existing neighborhood-serving retail with small office and/or residential above.
- Neighborhood 4- Van Dorn Metro Center: Redevelopment as a high density, transit-oriented mixed use neighborhood, including retail at the ground level and commercial and/or residential uses above. This neighborhood is where the largest concentration of office space would be located.
- Neighborhood 5- Bush Hill: The eastern half of this neighborhood will be predominantly residential with more commercial uses on its west end closer to the Van Dorn Metrorail Station.
- Neighborhood 6- Clermont Exchange: Mixed use redevelopment with residential areas that include neighborhood-serving retail/services with office and/or residential above. This neighborhood also has the potential for interim uses such as large format retail.

E. Eisenhower West Transportation Study

As part of the effort to review the feasibility of the proposed Plan, staff conducted a transportation study that considered:

- Bicycle and pedestrian connectivity;
- Existing and future transit needs;
- Existing and forecasted levels of traffic; and
- Additional north-south connectivity across Backlick Run and the Norfolk Southern railroad.

The transportation study limits were larger than the boundary of the Plan area in order to be consistent with the boundary that was defined in the Clermont Avenue Interchange with I-95 Environmental Assessment (EA), completed in 1993. An EA Update is being conducted that will determine whether existing and planned transportation improvements assumed in a Baseline scenario are adequate, and that the Connector, as originally envisioned, is not required. The EA Update is a separate planning process, and is anticipated to be completed in Spring 2016. The Eisenhower West transportation study was coordinated with other ongoing projects, including the West End Transitway Environmental Assessment, and the Pedestrian and Bicycle Master Plan update. The study assumes 9.3 million square feet of the Plan area by the year 2040 and assumes changes in regional traffic patterns over that period. The analysis also assumes increases in traffic attributed to regional growth, including approved development in the Plan area by 2040.

It should be noted that all future redevelopment applications associated with the Plan will require additional traffic studies to analyze specific impacts based on the development plans for each site, and will include new transportation data and development information available at that time. The future studies will update the traffic impacts associated with

specific development and refine the recommended improvements to the transportation plan.

The transportation study includes an analysis of a number of scenarios, including:

- Existing Conditions (2014)
- 2040 Baseline – Assumes current planned and approved land uses and planned transportation improvements.
- 2040 Build – Assumes an addition of 9.3 million square feet of new development, and transportation improvements associated with the Plan. This scenario included an analysis with the multimodal bridge and without the multimodal bridge.
- 2040 Build with Mitigation - Assumes additional transportation improvements that were identified as additional mitigation needed to improve traffic operations. This scenario included an analysis with the multimodal bridge, and without the multimodal bridge.

The Plan recommends a comprehensive transportation strategy and improvements to the transportation system to support the proposed development as outlined below:

- Transportation network that includes a new street grid to distribute vehicular traffic, improve traffic flow, and improve pedestrian, bicycle and transit connectivity;
- Additional north-south connections over the Norfolk Southern Railroad, including the Multimodal bridge, Farrington Connector, and additional non-motorized crossings;
- Improved pedestrian network that includes improved, safe sidewalks along all streets within the plan area to provide connectivity to parks, commercial uses, transit and regional trail facilities;
- Improved bicycle network that includes enhanced bicycle facilities along Eisenhower Avenue, S. Pickett Street, Van Dorn Street, Farrington Connector, the Multimodal bridge and Clermont Avenue;
- Bicycle parking and proposed bikeshare stations within each neighborhood and at major activity centers throughout the Plan area;
- Improved transit including the West End Transitway, a realigned Van Dorn Circulator, improved transit headways on DASH routes, and enhanced transit service along Eisenhower Avenue between the Van Dorn Metrorail station and Eisenhower Metrorail station;

The results of the traffic analysis show that additional development beyond Baseline levels generates additional traffic and that capacity improvement are needed to mitigate the traffic impacts. The multimodal bridge is a key transportation improvement that is needed to improve multimodal connectivity and improve overall traffic operations. Without the bridge, there are more intersections that fail than with the bridge, both with and without the additional mitigation improvements. If the multimodal bridge is not constructed, then Van Dorn Street (between S. Pickett Street and Eisenhower Avenue) would need to be widened to accommodate the West End Transitway, and also improve pedestrian and bicycle connectivity. The intersection of Eisenhower Avenue at Van Dorn Street is expected to

experience severe congestion and delay under the 2040 Baseline alternative. However, under the 2040 Build scenario with the multimodal bridge and other mitigation improvements, the operation improves significantly at that intersection. In general, the 2040 Build scenario with the multimodal bridge and with the additional mitigation results in lower overall intersection delays and improved travel times along Van Dorn Street and Eisenhower Avenue, as compared to the 2040 Build scenario without the bridge, or without the mitigation.

F. Multimodal Bridge Analysis

The plan envisions a multimodal bridge to connect the Van Dorn Metrorail Station to South Pickett Street, as initially recommended in the Landmark Van Dorn Corridor Plan (2009). The bridge will serve as a future connection for the West End Transitway, providing dedicated transit lanes between the station and South Pickett Street, and connecting buses to South Van Dorn Street. In addition, the bridge will include ample width for pedestrians and bicycles, improving multimodal connectivity between the station and existing and future development areas to the north.

During the Small Area Planning process, a number of alignment options for the bridge were identified (see Figure 10 below), and evaluated to help inform the decision on the preferred alignment for the multimodal bridge. Outreach was conducted with all of the affected property owners, including the Norfolk Southern railroad. The City will continue to work with Norfolk Southern and other impacted property owners, and additional engineering analysis will be conducted to help determine a preferred bridge alignment as part of the future implementation process. The Plan does not identify a specific preferred alignment, and all alignment options, as well as other potential solutions are still open for discussion and additional analysis.



Figure 10: Multimodal Bridge Options

G. Consideration for a School in Eisenhower West

The 2015 Long Range Educational Facilities Plan (LREFP), developed in a joint effort between Alexandria City Public Schools and the City of Alexandria, offers a range of options for providing educational facilities in Alexandria that meet the needs of increasing enrollment and that accommodate 21st century learning environments. In the Eisenhower West planning area, the LREFP recommends reserving a new elementary school site and considering a second in or near the plan area if growth continues to increase. Enrollment projections in the LREFP coupled with the potential addition of approximately 250 students generated from the Eisenhower West Small Area Plan support this recommendation. The Plan identifies Neighborhood 1 as a potential location for a school; however other sites should also be considered. If the school is located in this area, it could be collocated with a recreational facility and must be in close walkable proximity to a neighborhood park containing a children's play space and school fields as specified in the LREFP. Options to co-locate affordable housing, including a mixed-income assisted living facility, with any municipal use, should also be explored.

III. IMPLEMENTATION

The Plan outlines implementation strategies, public infrastructure investments and their phasing, costs, and potential resources for funding these investments. In addition, the Plan highlights a number of action items and next steps in order to being implementation.

A. Implementation Strategies

Realizing the vision of a vibrant mix of uses across the planning area will depend on the capacity for current and future market conditions to support a range of residential and commercial uses. To understand the pattern of development leading to the expected future build-out of Eisenhower West, typical development scenarios were analyzed to assess the high-level financial feasibility of intended development typologies across the planning area, and to identify a set of strategies to advance the implementation of the plan. The following implementation strategies are practical with respect to current market forces and targeted approaches that will establish the foundation for the realization of the plan.

- **Strategy 1:** Use near term residential development to build on the current levels of demand and establish a denser residential base in the area.
- **Strategy 2:** Continue to strengthen the area's appeal to commercial development, leveraging the TSA headquarters announcement as well as the fact that residential development will help support amenities that establish the area as an attractive place to live and work.
- **Strategy 3:** Encouraging mixed-use industrial and innovation uses will create a diverse economic and employment foundation.
- **Strategy 4:** Structure a coordinated open space planning strategy to accelerate the development.

- **Strategy 5:** Attract interim uses to have a catalytic impact on the area by generating activity and drawing new visitors to the Eisenhower West.
- **Strategy 6:** Following adoption of this Plan, begin work on a detailed Infrastructure and Funding Plan to refine the Plan's preliminary phasing of development and infrastructure, complete preliminary engineering on planned infrastructure, and refine the funding strategy based on the principles in the Plan.
- **Strategy 7:** Explore a range of potential zoning options, from existing zoning categories to new zones, for parcels in Eisenhower West that will occur at the time of redevelopment.

B. Funding

- **Developer Contributions:** Developers are required to build on-site improvements such as new streets, adjacent infrastructure (including sewers), and some key open space features such as the proposed Backlick Greenway and stream restoration and the plaza near the Metrorail station. In addition, the City requires a developer contribution to support larger off-site infrastructure improvements that will be necessary with increased development. The City's initial analysis indicates that developer contributions at approximately \$10-12 per square foot (2015 dollars) on average will accommodate the future infrastructure needs and is comparable to contributions in recent small area plans. That figure is included within the small area plan for general information, but there is also information that indicates that rates within this range may not be feasible during the catalyst phase. The actual developer contribution rates will be determined during a subsequent and more detailed study. That study will recognize that this plan's goal is to calibrate developer contributions so as to build and sustain redevelopment momentum created by the Transportation Security Administration (TSA) Headquarters announcement and this plan as well as to fund infrastructure. The Infrastructure and Funding Plan will determine how contributions should be phased in over time and will look at varying contributions by neighborhood and land use such as to encourage office.

During the period that the Infrastructure and Funding Plan is under development, contributions will be evaluated on a case-by-case basis taking into account the financial feasibility of each project and its status as a catalyst project. The Infrastructure and Funding Plan will also confirm the list and timing of infrastructure improvements and public facilities called for by the small area plans and determine funding sources for each. Funding sources will likely vary by category of infrastructure or facility. Contributions to affordable housing will follow the City's guidelines at all phases of implementation.

- **Net New Tax Revenue:** Annual net tax revenue from full development of the plan area is expected to yield \$21.3 million per year of which a portion will be used to fund improvements in the plan area. Along with this revenue, resources from the general fund and other grants can be used to build the improvements listed in Figure 11.

As noted in Figure 11, the total new development in the Plan is approximately 9.3 million square feet, with the breakdown by neighborhood and use described in Figure 2. However, development should not exceed 7.1 million square feet until Stage 1 transportation and other improvements have been completed. Allocation of the 7.1 million square feet of development to the “catalyst” phase and the “choice location/limited connectivity” phase will occur in the Infrastructure and Funding Plan action item, which will also provide greater detail regarding the pacing of development and infrastructure within Stage 1.

C. Infrastructure and Phasing

A number of public investments were highlighted in the Plan as well as their potential costs, timing, and funding sources. Figure 11 below highlights these transportation and municipal investments. The Plan offers a variety of tools and strategies to explore in subsequent phasing in order to implement the recommendations and vision for Eisenhower West. The plan identifies preferred land uses by neighborhood that can be implemented through a variety of futures zones such as CDD zoning or equivalent zoning. In addition, three stages are suggested to implement the plan as outlined in Figure 11 below. The first stage includes 7.1 million square feet of development and major improvements. The second stage includes 2.2 million square feet of development with additional improvements.

Staging	Projected Development	Needed Improvements	Cost (2015)
Stage 1	Total: 7.1M SF (includes TSA site) <i>Allocation of this amount of development to the “catalyst” phase and the “choice location/limited connectivity” phase will occur in the Implementation Phasing and Funding Plan to follow.</i>	Initial Spot Improvements (For Planned / Approved) <ul style="list-style-type: none"> • Van Dorn/Eisenhower • Van Dorn/Main • Van Dorn/Edsall • Van Dorn/Pickett • Pickett/Edsall Major Improvements <ul style="list-style-type: none"> • Enhanced transit service • Farrington Ave Connector Bridges (Alexandria) • Multimodal Bridge or Widening Van Dorn • Van Dorn / Courtney • Pedestrian Bridge (Clermont to Ben Brenman Park) • Community Facility • Housing* • Open Space Acquisition • Clermont Cove Acquisition • Mitigation of Impacts to the Waste-to-Energy Facility • School • Construction • Land Acquisition <i>*Estimated potential City investments to achieve affordable housing or mixed-income assisted living co-located with community facility</i>	\$1 Million \$450,000 \$630,000 Minimal Minimal \$400,000 + \$44 Million \$51 Million Minimal \$14,300,000 \$19,000,000 \$5,250,000 \$8,200,000 TBD TBD \$45,000,000 TBD <hr/> \$188 Million +
Stage 2	2.2 Million SF <i>Following Phase: Implementing the Long Term Vision</i>	<ul style="list-style-type: none"> • Rebuild Metro Rd NB ramp; Remove SB loop ramp • Farrington Ave Connector (Fairfax responsibility) 	\$2.8 Million \$15M plus ROW 2.8 Million +
Stage 3	<i>To be determined</i>	Additional Infrastructure could provide additional development capacity to be determined by future studies.	To be determined

Figure 11: Stages, Phasing, and Associated Public Infrastructure Costs

D. Next Steps and Action Items

In order to achieve the vision for Eisenhower West, a number of action items have been identified to begin implementation:

- Detailed Air Modeling Analysis Near the Van Dorn Metrorail Station
- Infrastructure and Funding Plan (Including the Landmark/Van Dorn Corridor Plan Area)
 - Curb/ROW to 20-20% design
 - Multimodal bridge alignment
 - Farrington Connector alignment
 - Geometric review of other planned streets
 - Widening of Van Dorn Street bridge analysis
 - Sewer upgrades
 - Design guidelines
 - Developer Contribution Study and detailed phasing analysis
 - Establish a task force to guide completion of the Infrastructure and Funding Plan and provide guidance on implementation of these two plans
- Analysis with Norfolk Southern on crossings
- Backlick Run Restoration Master Plan
- Combined Heat Study
- Reclaimed Water Study
- Recreation Center/School Site Analysis, including options for potential co-location of affordable housing or a mixed-income assisted living facility
- Eisenhower West Open Space Fund and related contribution formulas

IV. COMMUNITY

The Eisenhower West planning process was guided by the City's civic engagement policy, and over the course of the 21 month process, featured a variety of opportunities to learn about, participate in, and provide feedback on both the Plan content and the process, in person and online. The process was led by the community, which met 6 times, and the Steering Committee, which met 17 times between January 2014 and October 2015. Community engagement included:

- Flyers delivered to libraries, recreation centers, local businesses, residential communities, and passed out at the Van Dorn Metrorail Station
- Letters sent to commercial and industrial property owners
- 1 Cameron Station walking tour
- 17 Steering Committee Meetings
- 6 Community Meetings
- 5 online engagement opportunities
- 9 Briefings to City Boards and Commissions
- 1 work session each with the Planning Commission and City Council

- 14 Briefings to business and civic associations
- Numerous individual meetings with stakeholders scheduled on request
- Meetings with existing industrial businesses including Covanta, Virginia Paving, and Vulcan Materials
- 3 meetings with Fairfax County
- 2 meetings with WMATA
- Plan Working Draft posted for public comment on AlexEngage
- eNews notifications, social media, and City Calendar notices
- Website with background information and meeting materials
- Meetings posted on City Calendar prior to meeting date

The Working Draft of the Plan was distributed to the public on September 17 and presented and discussed at the September 19, 2015 community meeting. At October 2015 final Steering Committee meeting, the group unanimously adopted the Plan as outlined in their October letter. In their discussion, they highlighted positive features of the Plan, such as the vision for Eisenhower West, the flexibility of the Plan to assist in redevelopment, consistency with existing plans and policies, and the importance of connectivity and infrastructure in realizing the vision for Eisenhower West. In addition, the Plan was also well received by the Environmental Policy Commission, Transportation Commission, the Parks and Recreation Commission, the Alexandria Housing Affordability Advisory Committee, and WMATA.

Community Comments

Over the 21 month process, the Steering Committee and community provided input that built and strengthened the Plan. As refinements were being made to the working and final drafts, some comments were incorporated in whole or in part and others were not. Below is a highlighted list of refinements made to the final Plan to address community comments.

- Included key summary points of the Plan in the beginning of the document.
- Incorporated stronger language on TSA and the importance of office uses in the plan area.
- Included language on the importance of historic resources in open space and placemaking principles.
- Clarified parking in plan-wide and neighborhood chapters and included language on site-specific constraints related to underground parking.
- Incorporated language on flexibility of mid-block connections.
- Clarified heights in plan-wide and neighborhood chapters to address current zoning and shouldering, or stepping down, to address existing adjacencies in the plan area.
- Clarified “P” and “C” streets designated in the plan to address connections behind Victory Center and streets abutting rail lines.
- Incorporated language on further consultation with affected property owners regarding the multimodal bridge alignment.
- Clarified language on elements that will determine a range of developer contributions analyzed in the Infrastructure and Phasing Plan in phase 2.

- Incorporated language on interim and short-term infrastructure improvements.

V. STAFF RECOMMENDATION

Staff recommends that the Planning Commission initiate an amendment to the Landmark/Van Dorn Small Area Plan to remove the Eisenhower West plan area from the Landmark/Van Dorn plan area, initiate an amendment to the Master Plan to incorporate the Eisenhower West Small Area Plan as a new chapter of the Master Plan, and adopt Resolution MPA2015– 0006 recommending approval of the boundary change and adoption of the Eisenhower West Small Area Plan to City Council. Any references in the 1992 Landmark/Van Dorn Small Area Plan to the Eisenhower West planning area shall be superseded by this plan and applicable requirements.

Attachments:

1. Eisenhower West Small Area Plan, Revised Draft October 2015
2. Eisenhower West Small Area Plan Appendix, Revised Draft October 2015
3. Letter of Endorsement, Eisenhower West Steering Committee
4. Letter of Endorsement, Alexandria Housing Affordability Advisory Committee
5. Letter of Support, WMATA
6. Master Plan Amendment Resolution