4

Land Use

The Landmark/Van Dorn area we see today was developed with distinct areas of single uses, connected by roads.

The Landmark/Van Dorn area envisioned for the future has a mix of uses at a variety of scales. This mix provides more choice, and makes the place accessible, convenient and interesting for those who live, work, shop or play here.

4.1. Character of Existing Development

The pattern of development in the planning area today was defined in the 1950s through the 1980s as a pattern of large development parcels in even larger blocks designed for automobiles, not pedestrians. While most streets have sidewalks, pedestrians have to negotiate parking lots ranging from 60 to 300 feet deep to reach the front door of most commercial buildings in the planning area.

Landmark/Van Dorn. Large blocks and large, plain, dispersed buildings make walking difficult and provide little to attract the eye

Alexandria's Old Town. A pattern of small blocks and parcels makes the area walkable and gives buildings an intimate pedestrian scale with lots of visual interest.

Buildings, Parcels and Blocks

The scale of buildings within the planning area is much larger than in most other parts of the City. Except for the Metro area, which includes the Summer's Grove residential development, the average size of building footprints is 24,140 square feet, or more than one-half acre. Similar to differences in building size, the planning area has larger parcels than Old Town and most other parts of the City. The average parcel size excluding the Metro area is about 1.5 acres. While large parcels can make

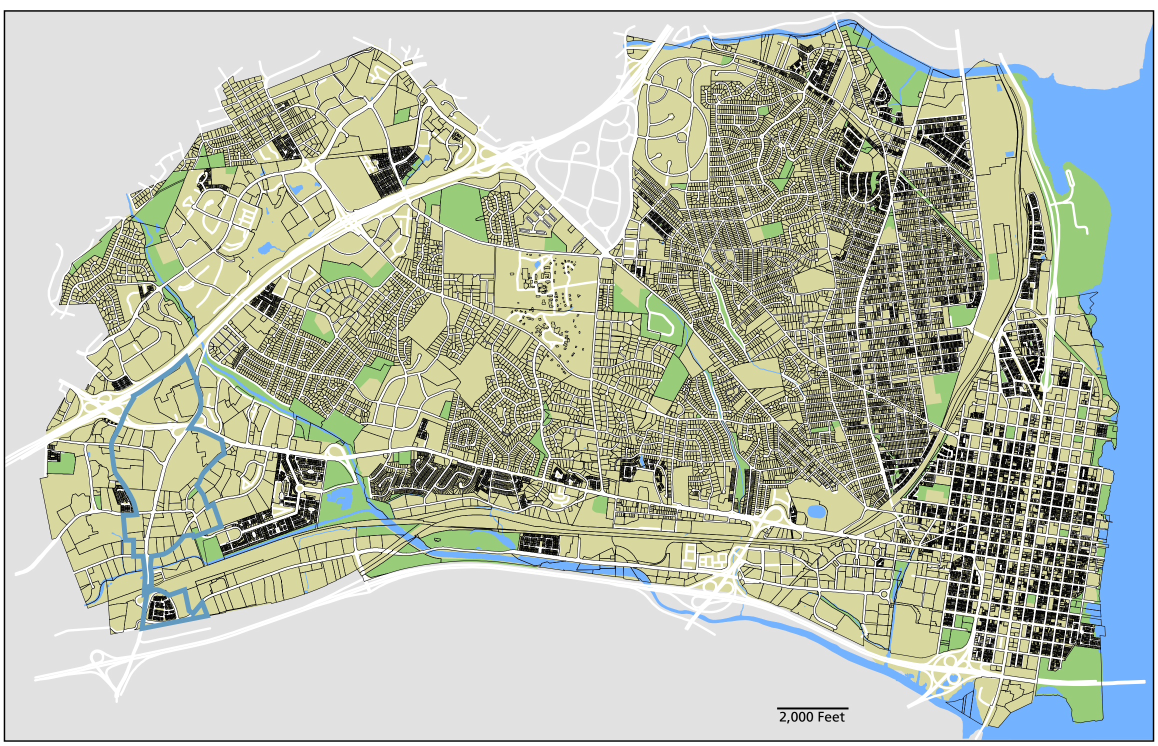
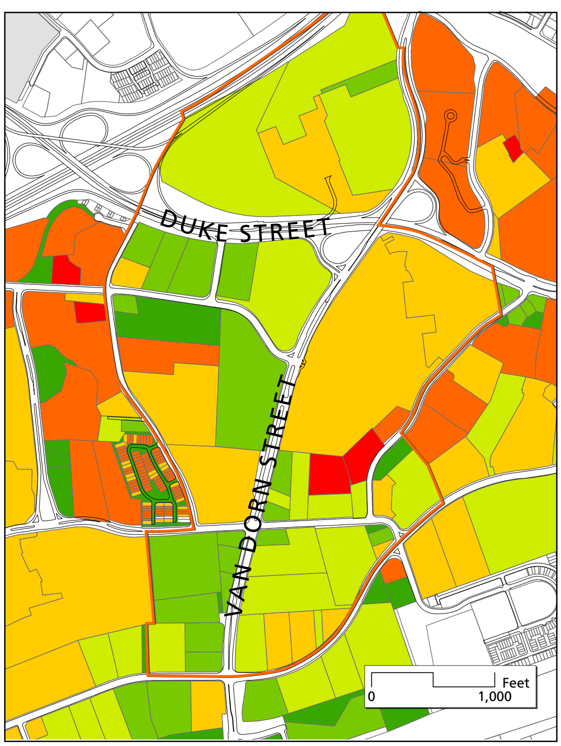


Figure 4-1. City of Alexandria existing parcels: Large parcels in the Landmark/Van Dorn Area create obstacles to pedestrian movement.

Figure 4-2. Structures, Blocks and Parcels in Landmark/Van Dorn Area and Old Town. These diagrams, drawn at the same scale, show clearly the difference between the fine-grained texture of Old Town and the large parcels and blocks of Landmark/Van Dorn.



Floor area ratio is the ratio of floor area on all floors to the area of the site.

Figure 4-3. Existing Floor Area Ratio (FAR). Because they have large surface parking lots, shopping centers have relative low FARs.

redevelopment easier, some key areas are developed in small parcels with separate ownerships that will make achieving a coordinated development with improved circulation difficult. The smallest block in the planning area is much larger than a typical block in Old Town. Some are larger than 50 acres and take 15 to 20 minutes to walk around. Large blocks are obstacles to direct vehicular routes and make the area difficult for pedestrians. When combined with terrain, the large blocks often mean a difficult long walk down and then back up to reach a nearby destination at the same elevation.

Development Intensity

The Landmark/Van Dorn planning area is fully developed with buildings and parking lots, resulting in a high degree of impervious coverage. Approximately 70% of the area consists of buildings, parking areas, driveways, and sidewalks. The lack of undeveloped land and open space within the area contribute to this extremely high percentage.

Analysis of floor area ratios (FARs, gross building area divided by total parcel area) indicates that most parcels are developed at a relatively low intensity typical of uses with surface parking. Landmark Mall is developed at an FAR of 0.44 with some structured parking. Other retail centers are typically developed with single-story buildings at an FAR of 0.2 to 0.4 with large surface parking lots. Industrial properties are typically developed at an FAR of 0.4 to 0.6, and residential properties developed at a floor area ratio of 0.6 to 1.1 and building heights of three to six or more stories, reflecting lower parking requirements per unit of floor area for these uses. The average floor area ratio within the planning area is .48, with most sites not developed to the maximum allowable intensity of development permitted by existing zoning.

Residential Building Types

Residential buildings in the Landmark/Van Dorn Corridor and the immediately surrounding area are predominantly multi-family units. These buildings can be divided into two major types. The majority of the buildings are low-rise, 3-5-story apartments with surface parking. A second building type occurs north of Edsall Road and west of Whiting Street. These "Apartments in the Park" consist of high-rise buildings with surface and structured parking and more extensive green areas.

Residential densities are similar for densely developed garden apartments and high-rise residential buildings. Figure 4.27 shows the residential densities in Alexandria and surrounding areas as listed in the 2000 Census. These densities are based on the gross area of the census block, which includes streets and nonresidential uses.

Commercial Building Types

The planning area contains two major types of commercial buildings. Landmark Mall was built in the mid-1960s as an open-air mall. It was later redeveloped as an enclosed mall with internal circulation in the form of a trident. The enclosed mall with its two anchor stores (Sears and Macy's) and other retail stores exemplifies the larger scale commercial building type typical of an


Garden apartment and condominium building type.


High-rise apartment and condominium building type.

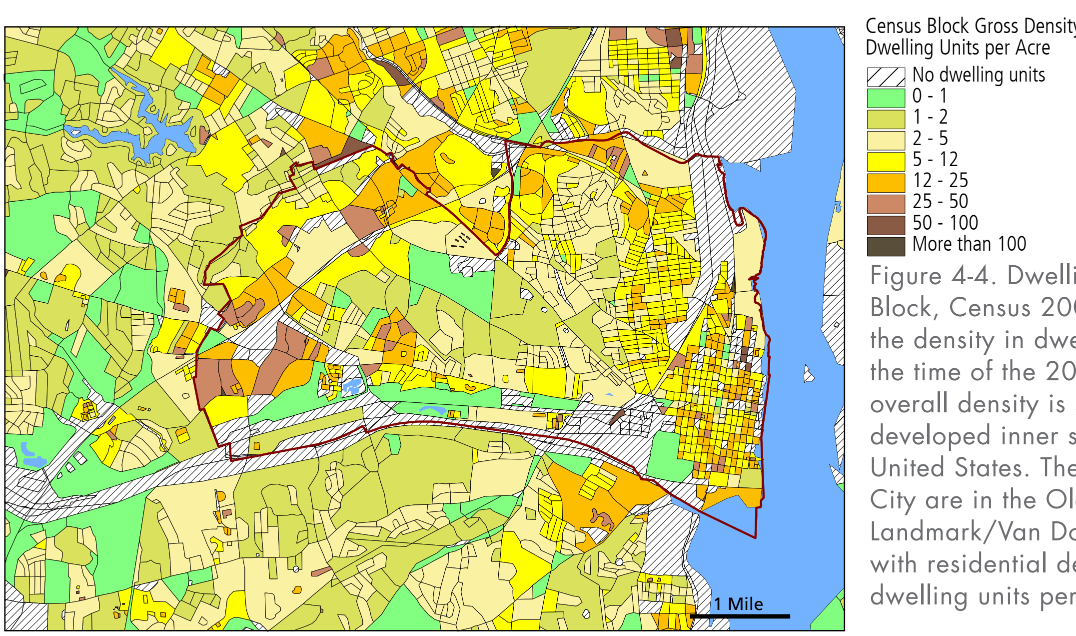


Figure 4-4. Dwelling Unit Density by Census Block, Census 2000. This figure shows the density in dwelling units per acre at the time of the 200 Census. Alexandria's overall density is similar to that of other fully developed inner suburbs throughout the United States. The highest densties in the City are in the Old Town North area, but Landmark/Van Dorn has a substantial area with residential density between 25 and 50 dwelling units per acre.

earlier era of retail development. In addition to Landmark Mall, the area contains numerous one to two-story, large-footprint commercial buildings (retail stores, strip shopping centers, and warehouses).

Landmark Mall

Landmark Mall is the major retail destination within the Landmark/Van Dorn Corridor and the West End. While the mall is readily accessible from the regional street network, it is isolated and disconnected from immediately surrounding properties by barriers formed by topography, arterial streets, and the mall's own internal peripheral roadways and parking lots.

Vehicular access to the mall is complicated by overhead bridges, a variety of access drives and signs, and topography. Pedestrian access is made hazardous by the heavily traveled arterials that surround the mall and the lack of protected access routes and refuge areas. The peripheral access drives and expansive parking areas surrounding the enclosed mall contribute to the unfriendly pedestrian environment.

Landmark Mall. The large structure encloses an area as large as four to six typical city blocks.

Strip shopping centers and big-box stores are typically one story with surface parking.

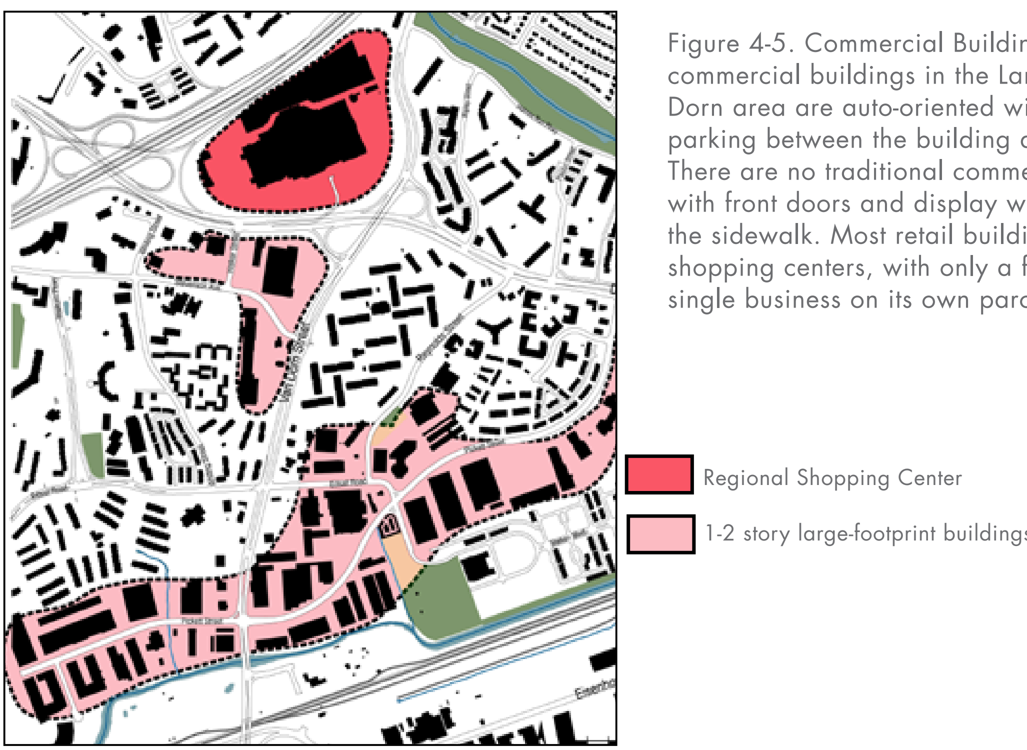


Figure 4-5. Commercial Building Types. All commercial buildings in the Landmark/Van Dorn area are auto-oriented with surface parking between the building and the street. There are no traditional commercial streets with front doors and display windows at the sidewalk. Most retail buildings are in shopping centers, with only a few with a single business on its own parcel.

As a regional shopping destination, the existing retail offerings of Landmark Mall are geared to a regional customer base rather than to local shopping and service needs, reinforcing its disconnectedness from immediately surrounding residential areas and small-scale commercial uses located in the Van Dorn Street corridor. The recent development of new types of centers such as Clarendon Market Common and Pentagon Row, which have a greater variety and mix of uses and more pedestrian-friendly environments, have taken market share from Landmark Mall. The mall also faces competition from other regional centers that have been developed in its market area and the super-regional center at Tyson's Corner, which brings customers from throughout the region to its large number of stores, many of which have their only location in the region there.

The decline of revenue at Landmark Mall was identified by the City Council as a significant economic sustainability issue for the City when it adopted in principle the recommendations of the Economic Sustainability Work Group. The Council's adopted policy calls for the development of Landmark Mall as a major economic center for the City.

Fairfax County

The Landmark/Van Dorn planning area is physically proximate to Fairfax County. Several on-going planning efforts include revitalization and redevelopment studies at Bailey's Crossroads and Springfield Mall, and Base Realignment and Closure (BRAC) related efforts at various sites in the County. The Urban Land Institute (ULI) completed a report for Bailey's Crossroads in 2006 that envisioned an urban place with additional office, retail and housing units and transit to support this development. The County has hired a consultant to build on the report's findings. With regard to Springfield Mall, the new property owner is proposing to renovate the existing mall and has future plans to build a lifestyle center. As to BRAC, the County recently approved comprehensive plan amendments and oriented to attracting new jobs near transit locations.

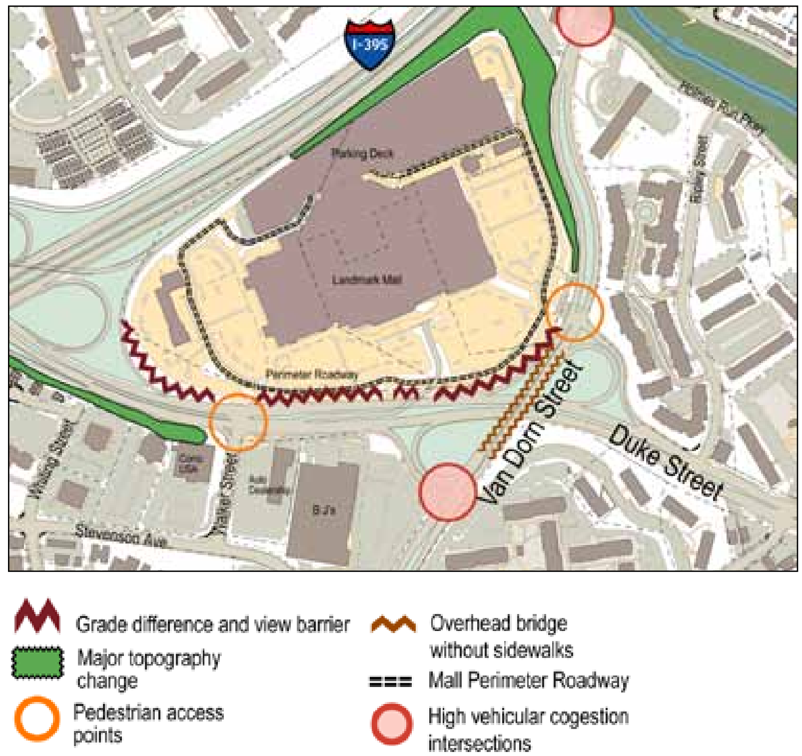


Figure 4-6. Landmark Mall Issues

4.2. Real Estate and Retail Market Context

Background

The years leading up to the preparation of the Landmark/Van Dorn Corridor Plan saw a significant shift in real estate market conditions. The real estate market in western Alexandria has long lagged the eastern part of the City, and the Landmark/Van Dorn area by 2005 had a concentration of underutilized properties and little recent history of significant real estate investment. However, a prolonged period of growth in the real estate sector regionally and in the City of Alexandria in the early and mid 2000s resulted in renewed interest in real estate investment in the Landmark/Van Dorn area. Developable parcels in established urban or urbanizing neighborhoods in the City and surrounding areas were quickly becoming scarce and/or very expensive. The concentration of underutilized properties in the Landmark/Van Dorn area now was a competitive strength, as the area emerged as a relatively affordable place to invest in real estate with several opportunities for large-scale redevelopment, good access to transit and roads, and proximity to a large, affluent trade area.

The residential market was first to emerge in the Landmark/Van Dorn area. Owners and developers of vacant or underutilized sites sought every opportunity to build new townhouses and condominiums, and a number of existing apartment developments, including some of the newest and oldest in Alexandria, were converted to condominiums in a state-regulated process over which the City has little influence and no control. Market-rate rents and prices in the area increased significantly as a result. While this price increase was a boon for those who wanted to build or sell, it squeezed those moving into the market or into the region to less expensive areas further from major employment centers.

The office and retail markets in the Landmark/Van Dorn area were slowest to respond. The retail market was -- and still very much is today – characterized by older, suburban-style strip centers and big boxes, with the aging and increasingly obsolete Landmark Mall as a large, high-profile example of this character. Retail investment typically is a market follower, and significant improvements in the quality and character of the local retail were waiting on continued new investments in the residential sector. The Landmark/Van Dorn area has never been established as a Class A office core. Industrial and flex land uses have historically dominated the commercial market in the Landmark/Van Dorn area, with some of this space transitioning into Class B and C office space in the 2000s.

Since earlier planning efforts in 2005, the regional and local market has shifted once again, with a slowdown in economic growth and overbuilding in certain real estate sectors. In particular, the for-sale housing market has been in a state of decline since the middle of 2006, with the residential condominium market – which was driving much of the recent investment in the Landmark/Van Dorn area – struggling badly with significantly lower sales and pockets of oversupply.

The slowdown in the residential sector has had an impact on other sectors, most notably the retail sector. Slowing economic conditions and a weak housing market limits retail expenditures, as consumers have less income to spend and tend to become more conservative with their spending. Further, investment in new retail is often done as part of a mixed-use project, where the residential use above was the key economic driver. The office market has been affected by slowing economic growth regionally and locally, although employment growth has continued to remain positive and the negative impact on the office market has not been as pronounced as in the residential and retail sectors.

The broader national economic trend in the near term is the credit crunch due to the troubles in the financial markets. The uncertainty surrounding the health of the financial markets and availability of capital will limit the ability to deliver financially viable projects over the next several years, particularly in fringe, emerging submarkets such as the Landmark/Van Dorn area. It is expected that this period of uncertainty will be resolved sometime in 2009, with market strength returning in 2010, but this period of volatility in the real estate investment markets will delay some of the near- and mid-term investment foreseen in the 2005 plan. Still, the long-term fundamentals of the regional and local market are strong, and the plan should reflect the inevitable shift of market conditions as the Landmark/Van Dorn area continues to transition from an aging suburban core into a new urban core.

Market Opportunities

With respect to the City's expressed objectives of creating a greater sense of community for the area as a "town center" for the City's West End, the 2005 market analysis noted a number of opportunities. These opportunities have been confirmed as still viable long-term trends during the most recent update:

- Strong and stable economic growth is projected for the Washington region in the mid and long terms. The Landmark/Van Dorn area is a logical infill location given proximity to transit and access to large and affluent market areas.
- The area has a number of medium and large-scale redevelopment opportunity sites. These sites are attractive considering their location in a growing region with little developable land in close-in locations.
- The area has high visibility and accessibility in the region.
- Planned improvements in transportation infrastructure, including improved transit, internal connections and pedestrian access, will support emerging market trends that support a higher-density environment.
- Broad consumer preferences and demographic shifts support infill "live, work and play" environments such as those envisioned during the Advisory Group and planning process.
- The current challenges of poor aesthetic quality and lack of "sense of place" can be addressed with reinvestment in the public and private built environment.

The result will be a marked shift in land use, with a movement away from suburban-style development with lower-density, single-use buildings surrounded by surface parking into higher-density, mixed- and multiple-use projects with more urban parking options and a more pedestrian-oriented built environment.

Market Potential

Residential Development

IIn the 2005 study, new multifamily residential development demand was estimated at 1,835 new dwelling units by 2015, with an additional 2,030 units by 2030, for a total of 3,865 additional dwelling units by 2030. In addition to this net new demand, a potential demand for replacement or significant rehabilitation of 1,500 existing units by 2015 and another 1,500 units by 2030 was foreseen. The long-term development potential of the Landmark/Van Dorn area has not changed since 2005, but the recent slowdown in the residential market has delayed the onset of new demand, and thus the 2015 estimates are likely too aggressive; however, by 2030, we expect demand to "catch up," and thus the 2030 estimates are still valid for planning purposes.

Because of the strong demand for new residential development, residential use will be the land use that drives most development. The creation of a vibrant, mixed-use environment is critical to pushing residential values and supporting greater densities.

The draft Plan contains an estimate of 5,000 additional housing units. The average household size in Alexandria is 2.04 persons per occupied unit, but the average household size for multi-family units is a bit smaller: 1.88 persons per unit. At 100% occupancy, the 5,000 housing units would contain about 9,400 people.

Character of Residential Development

The residential market will support a wide variety of housing types, but lower-density housing (especially housing with surface parking) is unlikely given the expected land values and the cost of redevelopment.

As infill development and redevelopment ramps up, the market will push towards higher-density, more urban product types (particularly with regard to the mixing of uses, the relationship of the building to the street, and the treatment of parking – moving from surface to structured to below-grade parking). The initial market opportunities will support stick-built multifamily product with structured parking in most areas, but particularly attractive redevelopment sites may be able to initially support mid-rise product and/or underground parking.

In 2005, for-sale multifamily development was foreseen as the key driver of redevelopment, given the disparity between for-sale and rental values. The slowdown in the condo market and continued strength in the rental market makes it more likely that near-term opportunities will be rental, although the condominium market is expected to rebound in the near future, and for-sale condominiums are more attractive product types when attracting pioneering consumers to an emerging location. With that said, over the study period the question of tenure will shift many times over, and on a project-by-project basis will depend greatly on the immediate market conditions and project characteristics.

Retail Development

The urban mixed-use environment envisioned in the Landmark/Van Dorn Corridor Plan takes time to create, and depends on breaking up the current suburban form with the interconnected pedestrian network of new local streets planned for these areas. More urban environments require a high level of residential density, a significant concentration of existing street front retail, and a strong degree of pedestrian connectivity.

The demand for retail away from the large-scale, heavily-anchored retail center at or near Landmark Mall will be primarily for convenience and neighborhood-serving retailers, as well as some share of boutique retailers, limited-service and full-service restaurants. In the initial years of the study period, new neighborhood-serving retail development will likely concentrate in new retail centers, as retailers will initially desire a location with concentrated retail that will maximize the volume of traffic.

Character of Retail Development

These new neighborhood centers will likely take more of an urban form and may be integrated with other uses. Ground-floor retail in mixed-use buildings will provide complementary retail space to the newer retail concentrations in the near term, but it is not expected to be the primary method of delivering new retail space, as it is difficult at the outset to create an effective retail environment on a parcel-by-parcel basis.

A more urban, streetfront retail environment, with a broader range of boutique comparison retailers and a larger concentration of restaurants, will be increasingly more feasible in the mid and long terms. In this environment, ground-floor retail in mixed-use buildings will take a more prominent role. Medium-box retailers have smaller footprints than bigger-box anchors, and are more likely to accept two-story formats. They often work well in urban, street front retail environments, but these uses require an established urban place in order to locate away from other anchors.

Office and Industrial Space

In 2005, an opportunity for up to one-half million square feet of new boutique class A and B office development was foreseen over the 25-year development period. This assumption is still valid, with the boutique office space developing as part of mixed-use projects throughout the corridor. The opportunity for larger class A office space is limited, and has strong regional and local competition. Rents will need to increase substantially to support the density and parking associated with urban office development. Over the long term, as available close-in sites for office uses are developed, Class A office demand may increase, driven by visibility and access to I-395 and I-495, market absorption at Mark Center, and access to the Van Dorn Metrorail station. Interchange locations are generally not preferred, with Metrorail access a primary driver of the office market locally and regionally. The Landmark Mall redevelopment may also present an opportunity, over time, for the delivery of Class A trophy space, as this large-scale project will potentially create an attractive environment to work, play, and live.

The niche of secure office buildings for government agencies and their contractors is not compatible with the urban planning guidelines for mixed use, pedestrian-oriented streets, and transportation accessibility proposed for the area. These buildings require secured sites with large setbacks from public roadways, guarded entrances, and fencing. However, this product type is likely to locate in the nearby Victory Center along Eisenhower Avenue, which may create spin-off Class A office demand, some of which can potentially be captured within the study area. Similar spin-off demand may result from the location of the Pentagon's Washington Headquarters Service at Mark Center at the next interchange north of Duke Street on I-395.

The quantity of flex and industrial space is not anticipated to grow, but rather is expected to decline in the face of competition by retail and residential developers for these current industrial locations. These low-intensity uses cannot compete for the high land prices typical of urban areas with the kind of urban amenities that support higher-density development nearby. The majority of flex and industrial tenants use under 10,000 square feet, and most of these tenants focus on serving the large concentration of households within a 10-mile radius of the area.

A share of the industrial stock in the area today is functionally obsolete, which creates pockets of chronic vacancies and makes those sites ripe for future redevelopment.

Character of Office Development

Some demand will generally be driven by small tenants seeking boutique space in small-scale office buildings integrated into multiple-use settings, as well as ground-floor spaces below residential uses (often mixed with retail uses). Office users will include those seeking to lease and those seeking to purchase for-sale office condominiums. Large-scale office buildings require a large anchor tenant, which is a limiting factor for this location. These buildings will tend to have larger floor footprints (20,000 to 30,000 square feet).

Given its location adjacent to I-395, Landmark Mall represents an opportunity for large-scale office development. Its location and proximity to Mark Center, Fort Belvoir and the Pentagon would be especially appropriate for defense and other government contractors and related businesses.

Retail Market Analysis

This retail study completed in 2008 as a part of the Landmark/Van Dorn Corridor planning process focused on local, community and regional potential retail market demand for the Van Dorn planning area.

This retail analysis concludes that the Van Dorn Corridor can support multiple new retail development projects by 2010, and has an opportunity to fill in current and future retail voids in the market, creating an urban shopping district to serve the local, community and regional markets. The Corridor's numerous underperforming retailers and vacant shopping centers are not representative of the area's existing and future market potential. Additional retail development is supportable along the Van Dorn Corridor because of the numerous dated shopping center typologies and retail store buildings. New proven retail formats require building sizes and layouts that are, for the most part, not available within the planning area.

The retail analysis completed for the planning study indicates that up to 1,040,000 square feet of additional retail and restaurant space may be supportable in the planning area by 2010, if the new retail space is integrated by means of design and scale into the proposed new character of the planning area. The new supportable retail space includes; 169,900 sf of supermarkets, specialty/ethnic food stores and convenience food stores, 327,200 sf of warehouse club and discount department

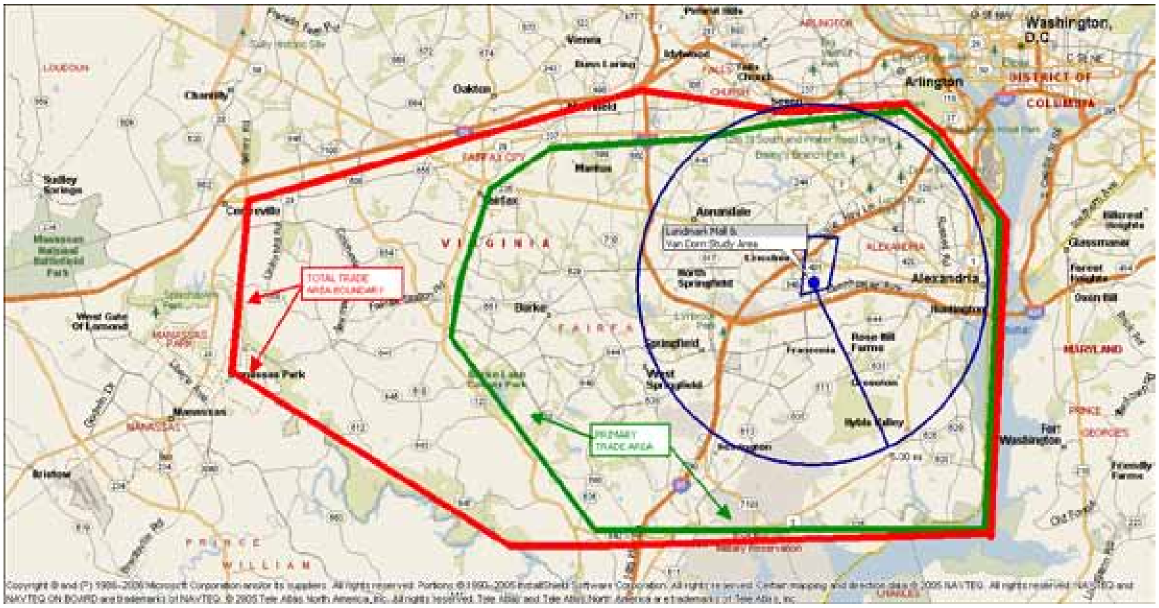


Figure 4-7. Market Area. The Van Dorn's retail market study is based on the above trade area boundaries. The red line indicates the estimated total trade area and the green line defines the primary trade area limits.

stores, 100,700 sf of apparel, 108,700 sf of restaurants, 87,000 sf of home improvement and 45,700 sf of drug stores.

These new retailers will likely be located in new dense mixed-use shopping centers. These new commercial centers will serve local, community and regional unmet shopping demands for the Van Dorn trade area and reduce the amount of spending that is presently leaving the trade and occurring in surrounding markets. Table 4.1 summarizes the types of retailers and shopping centers that are supportable in the planning area.

This study estimates that this new retail development will generate up to $323.6 million annual sales by 2010, growing to $345.1 million by 2013 (assuming normal economic growth and market conditions and no additional new retail development within the trade areas below). This new 1,040,000 square feet of supportable retail and restaurant space is in addition to the existing Landmark Mall and Van Dorn retail space.

This additional retail development can be grouped in up to 14 to 20 corner stores and stand alone shopping centers throughout the Van Dorn study area. This study recommends that these shopping centers be planned and programmed pursuant to industry standards as defined by the International Council of Shopping Centers (ICSC). Table 4.2 summarizes the supportable shopping center types that Gibbs Planning Group finds are supportable in the study area.

Should the existing Van Dorn Corridor's retailers and shopping centers increase their annual sales, or upgrade existing retailers with better-performing stores, then this net increase in sales would likely reduce the 1,040,000 square feet of new supportable retail. Although the planning area's retail demand is strong, the present economic downturn could significantly delay the time frame of the above new retail development. The proposed redevelopment and expansion of the Landmark Mall could also reduce the amount of additional supportable retail throughout the area.

Table 4-1
Landmark/Van Dorn Additional Supportable Retail Floor Area by Store Category*

Business Type	New Supportable Size	Number of Stores	Annual Sales
Apparel & Shoes	100,700 sf	20-30 stores	$31.5 million
Bldg. Improvement	74,100 sf	2 – 3 stores	$13 million
Discount Dept. Stores	120,000 sf	1 - 2 stores	$23.6 million
Drug Stores	45,700 sf	4-5 stores	$23.6 million
Electronics	26,500 sf	3 - 4 stores	$12.7 million
Home Furnishings	50,400 sf	6 - 10 stores	$13.3 million
Personal Services	29,500 sf	1 0 – 15 stores	$ 9.8 million
Restaurants	108,700 sf	25 – 35 restaurants	$34.8 million
Sporting Goods	23,000 sf	1 – 5 stores	$ 6.1 million
Supermarkets	111,500 sf	3 - 4 stores	$50.4 million
Warehouse Clubs	207,200 sf	3 – 4 stores	$62.6 million
Totals:	1,040,100 sf		$ 323,550,000 (2008)
			$ 345,112,000 (2013)

* The above figures are in addition to the existing floor area at Landmark Mall and in the rest of the Van Dorn corridor planning area

Table 4-2
Van Dorn Corridor Additional Supportable Shopping Center Types *

Number of Centers	Center Type	Typical Size (sq ft)	Typical Trade Area	Typical Trade Area Housing Units
6 – 8	Corner Stores	1,000 sf	¼ mile	1,000 homes
3 – 5	Convenience Centers	25,000 sf	1 mile	1,500 homes
2 – 3	Neighborhood Centers	80,000 sf	2-3 miles	8,000 homes
2 – 3	Community Centers	300,000 sf	5-7 miles	30,000 homes
1	Lifestyle Center	200,000 sf	5-7 miles	100,000 homes

* The above figures are in addition to the existing Landmark Mall retail floor area.

The findings of this market study are based upon trade area or catchment boundaries. These trade areas are determined by natural features, transportation systems, demographic clusters and existing shopping center locations. The total trade area represents approximately 80% to 85% of Van Dorn Corridor's consumer base. The balance of the Corridor's sales and consumer traffic will be generated from out of town visitors, drive through traffic and employment centers.

The demographics of the total trade area population base reflect a 2008 dense core of consumers (820,224 persons) that is projected to grow 0.70% per year to 849,147 persons by 2013. Most (74.2%) are white-collar employed in Professional (30.8%) and Management/Business/Financial (22.6%) services and 59.9% hold a college degree. The persons-per-household is reported as 2.58, and median age is 37.7. Incomes in the total trade area are higher than average, with household incomes reported as $93,864 and per-capita incomes as $45,315. A total of 63.6% of households had an income over $75,000 per year.

Market Analysis Conclusion

Creating vibrant, mixed-use nodes generates significant momentum that begets further urban redevelopment. These environments create residential premiums, which allow for the delivery of higher-density residential development, which then supports more streetfront retail development.

A catalytic project is the key to changing market realities and perceptions. The redevelopment of Landmark Mall has the scale to be a very strong catalytic development, and spur further redevelopment throughout the study area.

The market for mixed-use development will evolve over time, as market premiums support a higher cost of construction. The first phase of redevelopment (with the exception of Landmark Mall) will likely create strong integrated multiple-use environments, where uses are built adjacent and planning creates strong functional and visual linkages. Over time, vertical mixed-use development will be supported in areas that have begun to establish an urban character.

The Landmark/Van Dorn planning area includes numerous small to medium sized independent retailers and offices that offer vital goods and services for the community. Community members have expressed their desire for small, locally-owned businesses in the Landmark/Van Dorn Corridor. Redevelopment of existing commercial centers will likely displace many of these important businesses. The Plan recommends that a careful policy be implemented to encourage and to assist these small businesses to relocate within the planning area. In some cases, a temporary holding location or sites may be needed to provide a practical location for these businesses to operate.

Moving a business is a difficult and risky task that may require special assistance and resources to cover relocation, tenant improvements, marketing and operations disruptions. The City may consider implementing a special relocation assistance program and offering developers incentives for retaining existing businesses.

Economic Sustainability

An important criterion used to establish the mix of land uses for the plan was the Economic Sustainabilty Work Group Final Report adopted in principle by the City Council in October, 2007. The policy encourages development of retail, office and tourist-oriented uses in the City because these uses are seen as generating municipal revenues that substantially exceed their costs on an ongoing basis. Retail and hotel uses in particular are high revenue generators per unit of floor area. Residential uses require more population-oriented services including schools than nonresidential uses for the same amount of development. While high-value and high-density residential uses are generally considered to have a positive net fiscal impact on municipal revenues, the overall revenue/cost ratio for residential uses on an ongoing basis is typically lower than that for most nonresidential uses.

Because of the positive impact of office, hotel and retail uses on City revenues, the policy places an emphasis on preserving areas with high potential for retail and office development in the City, and not permitting these areas to be developed prematurely with residential uses that preclude their ultimate potential use for nonresidential development.

Although the ongoing revenue/cost benefit is higher for nonresidential uses, office and retail uses are much more intense generators of peak-hour trips and transit demand than residential uses per unit of floor area, and may have high capital costs for transportation infrastructure. However, the creation of mixed use neighborhoods creates an economic synergy that increases values for the residential and non-residential uses and will reduce overall trip demand.

4.3. Current Land Use and Zoning

The Van Dorn Corridor is unique within the City of Alexandria. Landmark Mall is the City's only regional mall and has the only Commercial Regional (CR) zoning in the City. Land use and zoning surrounding the mall include high-density residential and commercial districts along Van Dorn Street, and light industrial / warehouse districts along Pickett Street to the south. This pattern differs sharply from the pedestrian-oriented commercial and residential pattern of Old Town and the single-family residential neighborhoods in the central portion of Alexandria.

The distribution of land uses within the context area for the plan, which includes the planning area and additional

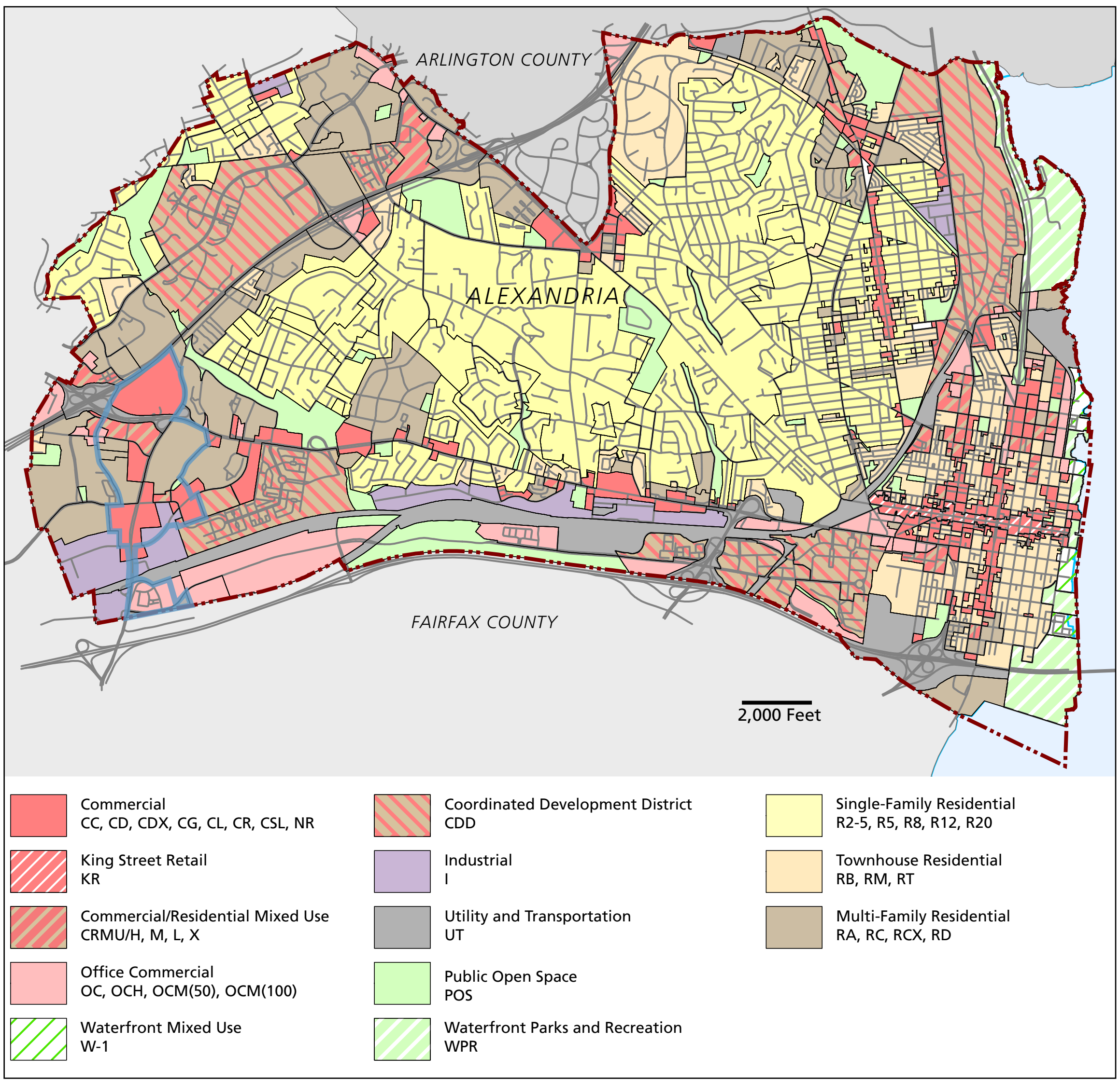


Figure 4-8. City of Alexandria Existing Zoning. Compared to most of the rest of Alexandria, the Landmark/Van Dorn area is characterized by large contiguous areas of land designated for commercial and multi-family development.

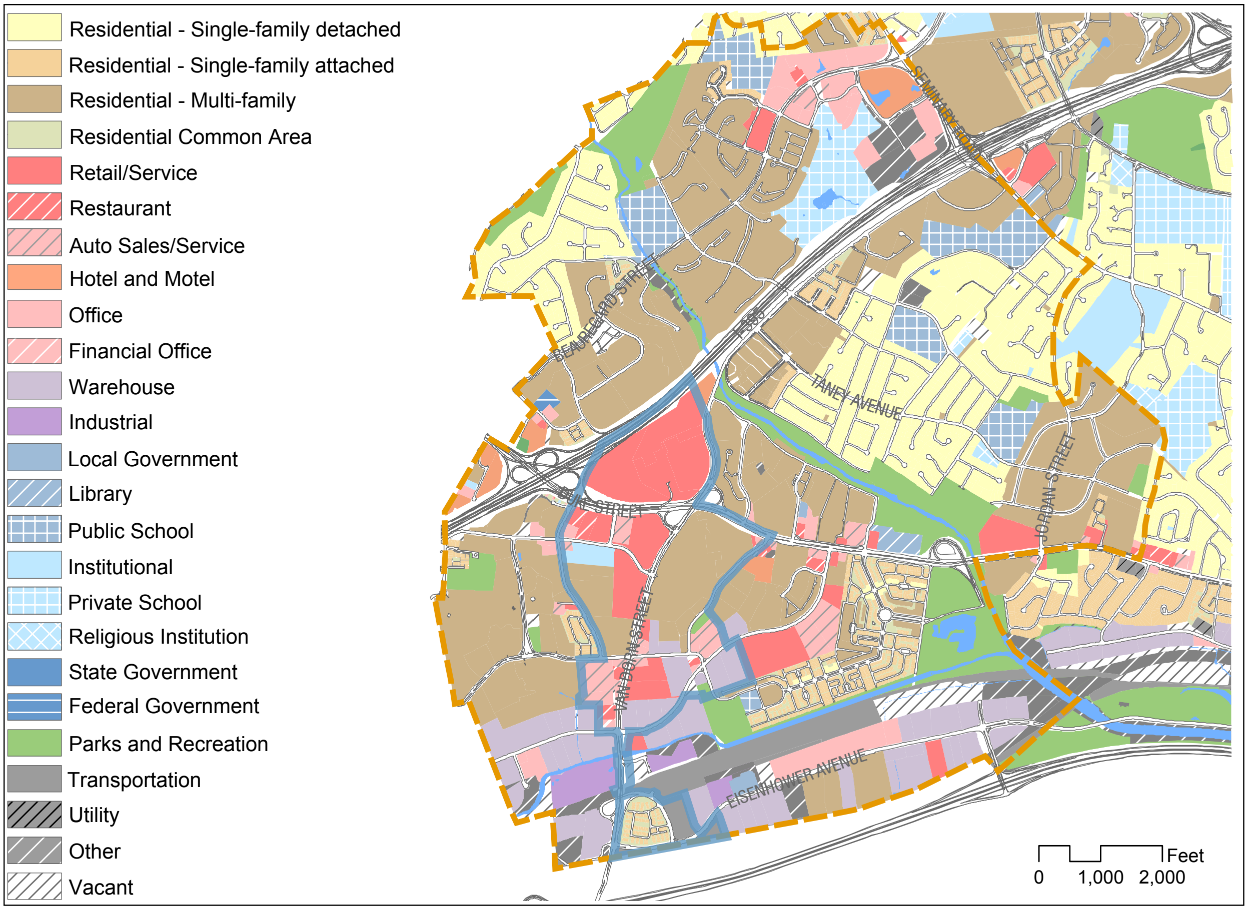


Figure 4-9. Landmark / Van Dorn Context Area Existing Land Use

Table 4-3
Existing Land Uses, Planning Area and Context Area

	Planning Area		Context Area Including Planning Area	
Land Use	Area (Acres)	%	Area (acres)	%
Multi-Family Residential	66	28.2%	1,458	49.6%
Single-Family Residential	12	5.1%	397	13.5%
Parks, Open Space, and Cemeteries	2	0.8%	272	9.3%
Institutional	6	2.6%	210	7.1%
Commercial Retail and Services	115	49.2%	180	6.1%
Industrial / Warehouse	22	9.4%	149	5.1%
Office	2	0.8%	49	1.7%
Hotel	-	-	30	1.0%
Utilities	-	-	19	0.6%
Other	9	3.8%	175	6.0%
Total	234	100.0%	2,939	100.0%

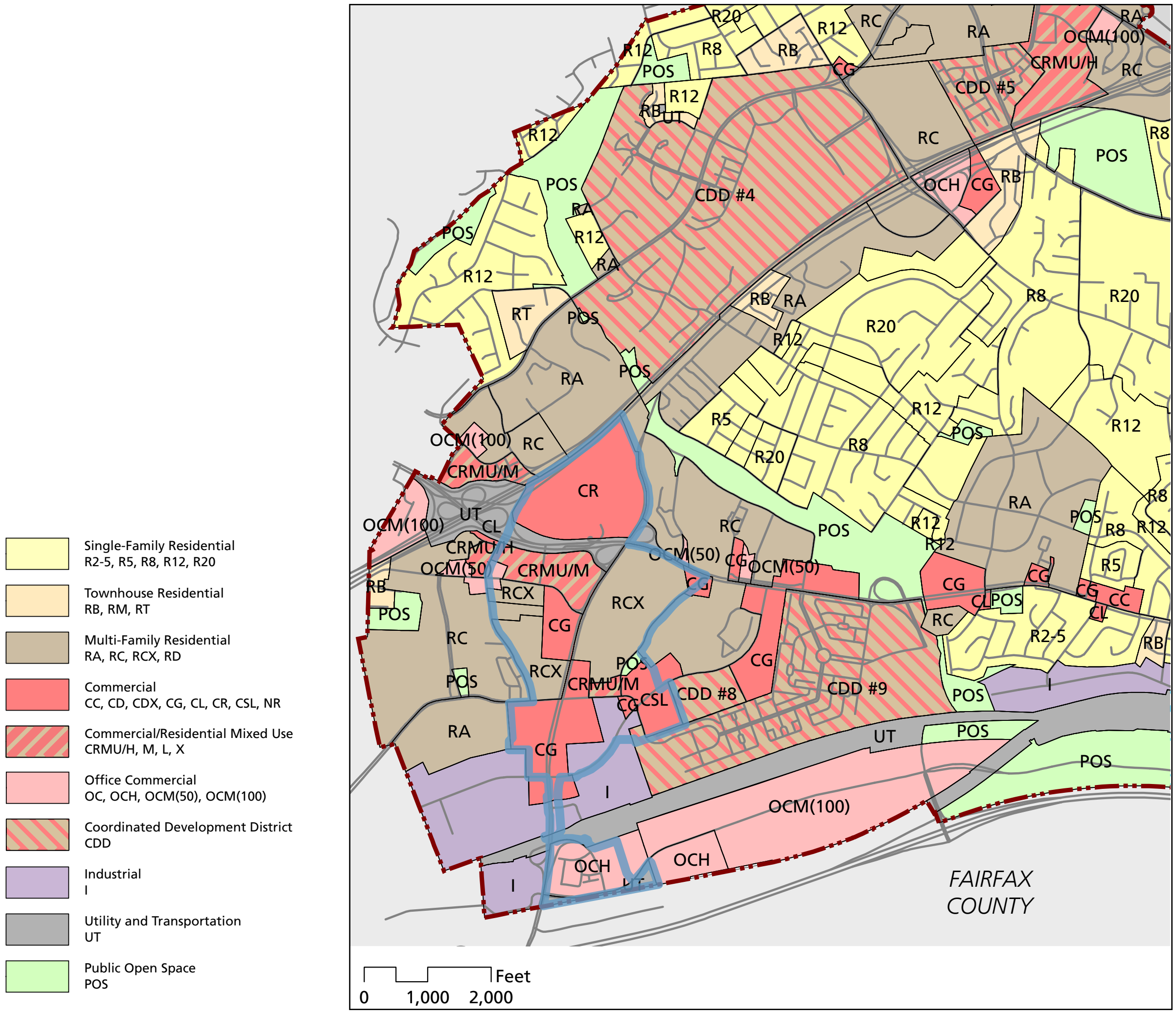


Figure 4-10. Context Area Existing Zoning

areas within the City within about one mile of Landmark Mall, is shown in Table 4.3. Multi-family residential is the predominant land use within the overall context area. Commercial uses are concentrated in the Landmark/Van Dorn Corridor and are found in scattered locations in the surrounding context area, primarily along Duke Street and Pickett Street. Warehousing and light industrial uses are concentrated to the south along Pickett Street and in the Eisenhower Avenue corridor. Office uses in the Context Area are concentrated in the Seminary-Beauregard area and on Eisenhower Avenue, with little office use in the Landmark/Van Dorn Corridor planning area. Existing zoning largely matches the current land use pattern. Properties zoned for mixed-use development (residential/commercial) have commercial uses only.

4.4. Land Use Plan

Existing and proposed land uses are shown in Figures 4-9 and 4-11, respectively. The land use concept includes maintaining and enhancing the retail use pattern of the area with an important regional shopping center at Landmark Mall as part of a mixed-use Town Center, and neighborhood and community shopping centers in new mixed-use developments serving surrounding neighborhoods and replacing existing neighborhood shopping centers.

Figure 4-11 shows the expected locations where use above the ground floor is expected to be predominately office, a mix of residential and office uses, and predominately residential use.

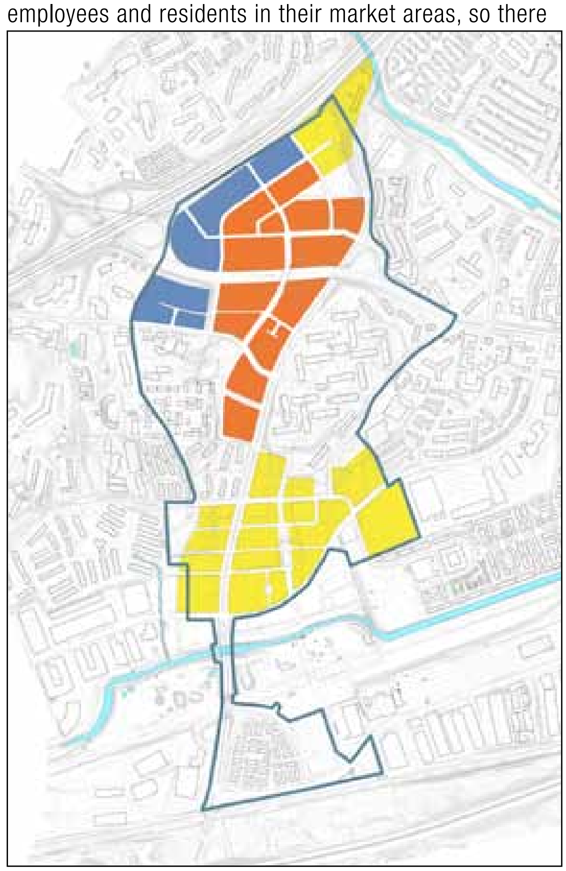
The proposed Land Use Plan supports retention of the established residential areas adjacent to the two activity centers by maintaining the existing multi-family residential zoning for these properties. The Northern Virginia Juvenile Detention Home, located on the south side of Stevenson Avenue near the western planning area boundary at Whiting Street, retains the "Institutional" designation. This use is not anticipated to change within the foreseeable future. A portion of the site is designated for mixed-use development in case the City determines that development on that parcel is desirable and creates sufficient value to acquire desired parkland elsewhere in the Plan area Several additional sites are proposed for open space. The Land Use Plan retains the existing land use designations for properties in the vicinity of the Van Dorn Street Metro Station.

Table 4-3 provides a comparison of existing and proposed land uses by development block in the planning area. Chapter 6.0 establishes the overall urban design framework, design principles, and guidelines for development in accord with the land use recommendations presented in this chapter. Chapter 7 provides detailed block-by-block guidelines for uses and patterns of development.

The land use changes envisioned in the plan will be implemented by owner and developer applications for CDD rezoning including overall development plans, and applications for development special use permits for specific developments in accordance with the overall development plan.

Mix of Uses

In order to create new developments that will be successful in the long term, a mix of uses is needed. Districts composed entirely of offices and retail uses typically have activity only in the daytime during the work week, and may have little or no street life on evenings and weekends. Retail areas benefit from having both employees and residents in their market areas, so there



Primary Use Above First Floor

Office

Office and Residential

Residential, Some Office

Figure 4-11. Conceptual Land Use Map for Redevelopment Area are shoppers during the day as well as on evenings and weekends. Restaurants that have both noon-time and evening customers are typically more successful than those that depend on one or the other. A mix of uses within projects, particularly a mix of retail uses with either office or residential uses, means fewer auto trips for daily convenience items and the ability to distribute peak-hour traffic over a longer period as people have the choice to take advantage of nearby shops.

Maximums and minimums are established for each development block in the planning area to meet the following objectives:

- Each development block should have sufficient convenience retail uses or strong pedestrian connections to such uses on an immediately adjacent block to minimize auto use for convenience trips by employees and residents.
- Both West End Town Center and Pickett Place should include at least one neighborhood retail center including a grocery, drug store, and neighborhood restaurants and shops, so that both residents and employees can shop for a variety of daily needs without having to drive.
- Owners within development blocks should have the incentive to redevelop by having flexibility to respond to development demand and market cycles within the range of City objectives for a lively mix of uses, development of successful retail shopping districts, provision of adequate infrastructure to support the mix of uses over time, and development of an overall mix of uses that is economically sustainable and fiscally beneficial to the City.
- Residential development minimums are established to ensure that major subareas of the planning area have a 24-hour population that is sufficient to create a feeling of community and a significant presence of residents on the street, and does not seem isolated or overwhelmed by nonresidential uses.
- Residential development maximums and office development minimums are established to ensure that sites remain available for office, hotel and retail uses in the long term to provide the strong economic activity and fiscal strength to support the public improvements expected to be funded by project revenues. Office minimums are particularly important to preserve the long-term potential for office development along I-395 and Duke Street in the Town Center area. The total of the residential development maximums for the planning area is approximately 50% of the total development permitted.
- Ground floor retail development minimums and specific retail locations are established to capture identified local and regional retail demand in compact mixed-use retail centers that achieve the critical mass and continuity needed to be successful. Ground floor retail areas and required retail locations must be developed to accommodate industry-standard retail space requirements and must meet urban design guidelines for successful retail use outlined in Chapter 7, Urban Design.
- Development minimums are established to ensure that the overall development pattern has the intensity needed to support the level of contribution to public benefits anticipated, and has the resident population and economic activity needed to become an active, lively center that supports a mix of uses and a strong local and regional transit system.
- Open space requirements are established to ensure that public gathering places, places for play, places to promenade, places for performance and cultural celebrations, places for public art, and quiet places for contemplation are available throughout the planning area to establish each area's unique character and identity.
- While the maximums and minimums are important to achieving the Plan's objectives, they are recommendations. During the development process, a land use mix outside the recommended mix ranges may be

considered if a somewhat different mix better meets the Plan's objectives.

Development Parameters

To support the Land Use Plan, parameters for total minimum and maximum development to be achieved in a development plan for each site, mix of uses with minimum and maximum by use where appropriate to achieve the plan's objectives, and building height are recommended for key redevelopment sites within the planning area. The land use parameters are summarized in Table 4-4. The accompanying text and figures address the different parameters and compare them to existing zoning requirements.

Zoning

The current zoning reflects the planning area's fragmented land use and ownership pattern, consisting of seven different districts in some instances applied almost on a parcel-specific basis. This configuration does not support the land use vision for the Landmark/ Van Dorn Corridor with two distinct, mixed-use centers integrated into the surrounding residential community. To address this issue, the Plan proposes that the zoning for each activity center eventually be changed to the Coordinated Development District (CDD), promoting the purposes stated in Section 5-601 of the Zoning Ordinance:

"…The CDD is established for those areas which are of such size or are so situated as to have significant development related impacts on the city as a whole or a major portion thereof and in order to promote development consistent with the master plan. A site zoned CDD is intended for a mixture of uses to include office, residential, retail, hotel, and other uses with appropriate open space and recreational amenities to serve the project users and residents of the city. A CDD zone is intended to encourage land assemblage and/or cooperation and joint planning where there are multiple owners in the CDD zoned area. A review process is established to ensure that such developments exhibit a proper integration of uses, the highest quality of urban and architectural design, and harmony with the surrounding areas of the city."

The underlying zoning districts would apply to development proposed without a CDD Special Use Permit, except that the development should conform to the design guidelines established in Chapter 6.0 in order to ensure that development under zoning is compatible with the pattern of framework streets and the pattern of adjacent uses to be developed under the plan, and does not preclude the ultimate redevelopment of the site for mixed use as envisioned in the plan. Development proposed using the CDD process would be required to comply with the Floor Area Ratio (FAR) and other development parameters described in this section and the design guidelines in Chapter 6.0.

Floor Area Ratio and Mix of Uses

Floor Area Ratio or FAR – the total floor area of all buildings on a lot divided by the total lot area – provides a basic measure of development intensity that affects urban form, level of activity and infrastructure impacts. Table 4-4 compares the existing FARs permitted in the planning area to proposed maximum FARs under the plan. Increased FARs are proposed for the new activity centers for three reasons: to provide an incentive for redevelopment of the older retail uses in accord with the vision, to encourage more human activity on the street to make it an interesting and lively place, and to provide an intensity that supports pedestrian-oriented uses and transit. The plan recommends that above-grade parking be counted as FAR because it adds to the visual and physical bulk and mass of the development and reduces the amount of ground-level area developed with active uses

The base area on which FAR is defined is the total area within today's property lines or any property that may be added (such as by the vacation of a street). The potential floor area resulting from areas that may be dedicated for streets or public parks within a parcel can be built on other parts of the parcel or site, subject to the other conditions that apply to development. If an existing parcel or multi-parcel development site is divided into blocks by new streets, the floor area ratio may vary among the newly created blocks, provided that the overall minimum and maximum floor area ratio for the major development block (Blocks A, B, C, etc. in Table 4-5) is maintained.

West End Town Center

Properties within the West End Town Center are envisioned for a minimum FAR of 2.0 and a maximum FAR of 2.5 to encourage regional scale development at this prominent entry into Alexandria. Full development of the Regional Activity Center is intended to achieve an overall land use mix of approximately 70% office, retail and related commercial uses, and 30% residential uses, in order to maximize the potential for regional office and retail development. The development of Landmark Mall as a major economic activity center for the City was one of the important recommendations of the Economic Sustainability Work Group Final Report. The plan expands this concept to include the properties along the south side of Duke Street as part of the Town Center and its focus on economic activity.

A total of 8.7 million square feet of development is contemplated on the 82 acres of redevelopment sites within the West End Town Center area, compared to 1.3 million square feet of development on these sites today. Of this development, at least 3.75 million square feet must be office use and 1.0 million square feet must be retail use, maintaining the strong regional retail role of the Town Center. A major full-service hotel is required, with the potential for additional hotels provided. A minimum of 1.2 million square feet of residential use, or 1,000 to 1,200 residential units, is required to achieve the mix of uses and level of activity desired by the community at the town center. A maximum of 3.1 million square feet of residential development is permitted.

Pickett Place

Properties within Pickett Place are envisioned for a minimum FAR of 1.5 and a maximum FAR of 2.0, providing an incentive for redevelopment, but at a lower scale consistent with the community-level center being proposed. Full development of the Community Activity Center is intended to achieve an overall land use mix of approximately 70% residential uses and 30% retail, office, and related commercial uses, though a higher ratio of nonresidential uses is permitted in the event that the market for these uses becomes stronger in the future.

A total of 4.8 million square feet of development is permitted on 55.3 acres of redevelopment sites in Pickett Place, compared to approximately 850,000 square feet of development on these sites today. A minimum of over 450,000 square feet of retail use is proposed, providing both a strong community retail center and convenience centers for adjacent residential areas. A minimum of 250,000 square feet of this development capacity is to be reserved for office use, anticipating office demand as the character of the area changes with development of a more urban, mixed-use environment and improved transit service. A minimum of 500,000 square feet of residential development is required. Substantially more residential use is expected, and a maximum of approximately 3.7 million square feet of residential use is proposed in accordance with fiscal sustainability guidelines.

Development targets by land use are established for each development block as a guide to achieving the overall land use mix within West End Town Center and Pickett Place. Development targets provide guidelines for review of CDD development plans, and should be considered in light of development markets and conditions at the time of approval, and the mix of uses in previously approved CDD development plans within the planning area. While the maximums and minimums are important to achieving the plan's objectives, they are recommendations. During the development process, a land use mix outside the recommended mix ranges may be considered if a somewhat different mix better meets the Plan's objectives.

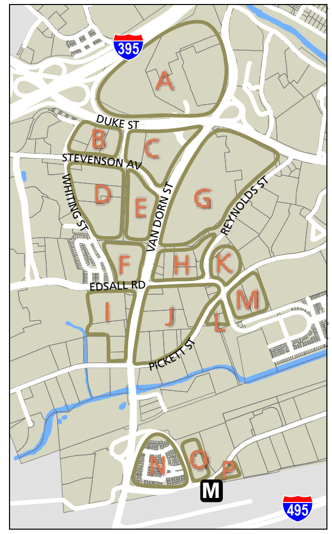
Table 4-4
Development Parameters for Redevelopment Blocks

Development Block[1]	Gross Site Area[2] (acres)	Floor Area Ratio[3] Maximum (Minimum)	Allowable (Minimum) Gross Floor Area[3, 4]	Land Use	Maximum Height Feet (stories[5])	Retail Minimum[3, 6]	Residential Maximum (Minimum)[3]	Office Minimum[3]
West End Town Center								
A. Landmark Mall	51.48	2.5 (2.23)	5,606,000 (5,000,000)	Regional Town Center	85 - 250 (5-25)	800,000	1,800,000 (1,200,000)	2,500,000
B. Choi	8.21	2.5 (2.0)	895,000 (715,700)	Regional Town Center	85 - 250 (5-25)	10,000	300,000	500,000
C. Millennium/ Saul Centers	12.46	2.5 (2.0)	1,357,000 (1,085,500)	Regional Town Center	85 - 150 (5-15)	125,000	445,000	700,000
E. Van Dorn Plaza	10.67	2.0 (1.5)	930,000 (697,000)	Residential/Office Mixed Use	65 - 85 (4-8)	100,000	550,000	
Total Town Center	82.82		8.788,000 (7,498,200)			1,035,000	3,095,000 (1,200,000)	3,700,000
Pickett Place								
H. Edsall/ Van Dorn North (part[8])	5.35	2.0 (1.5)	466,000 (350,000)	Residential Mixed Use	65 (4-6)	25,000	325,000	0
I. Koons Collision	13.86	2.0 (1.5)	1,207,000 (905,000)	Residential Mixed Use	65 - 85 (4-8)	60,000	800,000	50,000
J. Edsall/Pickett/ Van Dorn	23.25	2.0 (1.5)	2,025,000 (1,519,000)	Mixed-Use Community Retail Center	65 - 120 (4-12)	250,000	1,450,000 (500,000)	200,000
K. Auto Dealer	5.09	2.0 (1.5)	443,000 (332,000)	Residential Mixed Use	65 - 85 (4-8)	12,000	431,000	0
M. Gateway II Pickett	7.80	2.0 (1.5)	669,000 (509,500)	Residential Mixed Use	65 - 85 (4-8)	12,000	657,000	0
Total Pickett Place	55.34		4,810,000 (3,615,500)			359,000	3,673,000 (500,000)	250,000
Total Development Sites	138.17		13,598,000 (11,113,700)			1,394,000	6,768,000 (1,700,000)	3,950,000
Max nonresidential with max residential			6,841,000					
Max nonresidential with min residential			11,909,000					

Notes:

1. Data is provided only for blocks expected to redevelop for mixed use. Existing residential properties are not expected to be redeveloped.
2. Site area is approximate based on the best available information.
3. Density and uses identified here can be transferred among development blocks within a CDD as part of a CDD SUP.
4. Gross Floor Area based on 2.5 floor area ratio (FAR) north of Stevenson Avenue and 2.0 FAR south of Stevenson Avenue, should be adjusted based on surveyed site area. Site area for FAR calculations includes required setbacks, rights of way and public open space to be dedicated. GFA shown is only available through rezoning and development under a CDD Special Use Permit with development plan. Below-grade active uses and structured parking levels at or above grade are included in floor area. Below-grade parking is not included. Below-grade parking area equal to site area excluding rights of way is required before above-grade structured parking is permitted. See Chapter 7 for detailed discussion of structured parking.

Other major uses[3]	Public Open Space[3]	Required Uses[3]
Hotel 500 - 700 rooms	3.5 acres	At least one full-service department store. Grocery, minimum 12,000 sq ft Civic use minimum 25,000 sq ft
	0.5 to 1.0 acres[7]	Grocery, minimum 12,000 sq ft
	1.0 acres	
	0.5 acres	Grocery, minimum 12,000 sq ft Civic use, minimum 12,000 sq ft
Hotel, 500-700 rooms	5.5 acres	



Development Blocks Key Map

5. Height limits are in feet. Number of stories at maximum height provided for information. Low end of range based on 20-foot first floor, 15-foot office floors, 10-foot residential and hotel floors with 20-foot hotel 2nd floor. High end of range based on 12-foot office floors and 10-foot residential and hotel floors.
6. Minimum retail includes ground floor retail and retail uses which include at least 35% of floor area at ground level with interior connections to upper or lower level. Minimum retail floor area must be developed to industry standards for occupancy by retail or restaurant uses.
7. Park to be along Stevenson Avenue between Van Dorn Street and Walker Street.
8. Excludes area of existing residential properties assumed not to be redeveloped.

Table 4-5
Existing Development and Development Permitted Under Existing Zoning

Development Block	Gross Site Area (acres)	Existing Development		Development Permitted under Current Zoning	
		FAR	Floor Area (sq ft)	FAR	Floor Area (sq ft)
A. Landmark Mall	51.48	0.44	978,488	1.00	2,242,469
B. Choi	8.21	0.24	86,256	2.00	688,287
C. Millennium/Saul Centers	12.46	0.25	134,568	2.00	1,085,515
D. Foxwood Place, The Fields	19.08	0.67	556,072	1.26	1,045,940
E. Van Dorn Plaza	10.87	0.24	111,321	0.75	355,123
Total Town Center	102.10	0.42	1,866,705	1.22	5,417,334
F. Landmark Terrace	7.98	0.67	233,120	1.25	434,511
G. EOS-21	40.65	0.78	1,376,880	1.24	2,200,942
H. Edsall Road	10.94	0.70	333,870	1.23	587,988
I. Koons Collision	13.86	0.15	93,474	0.75	452,806
J. Edsall/Pickett/Van Dorn	23.25	0.55	552,085	0.96	978,071
K. Auto Dealer	6.10	0.27	71,908	0.63	166,150
L. Mini Storage	2.43	0.31	32,689	0.75	78,939
M. Gateway II	7.80	0.53	181,166	0.75	254,751
Total Pickett Place	113.01	0.58	2,875,192	1.05	5,154,158
N. Summer's Grove	11.57	0.70	352,688	3.00	1,512,360
O. Metro Parking	5.50	0.00	0	3.00	718,590
P. Metro Station	2.08	0.00	0	0.50	45,223
Total Metro	19.15	0.42	352,688	2.73	2,276,173
Total Planning Area	234.26	0.50	5,094,585	1.26	12,847,665

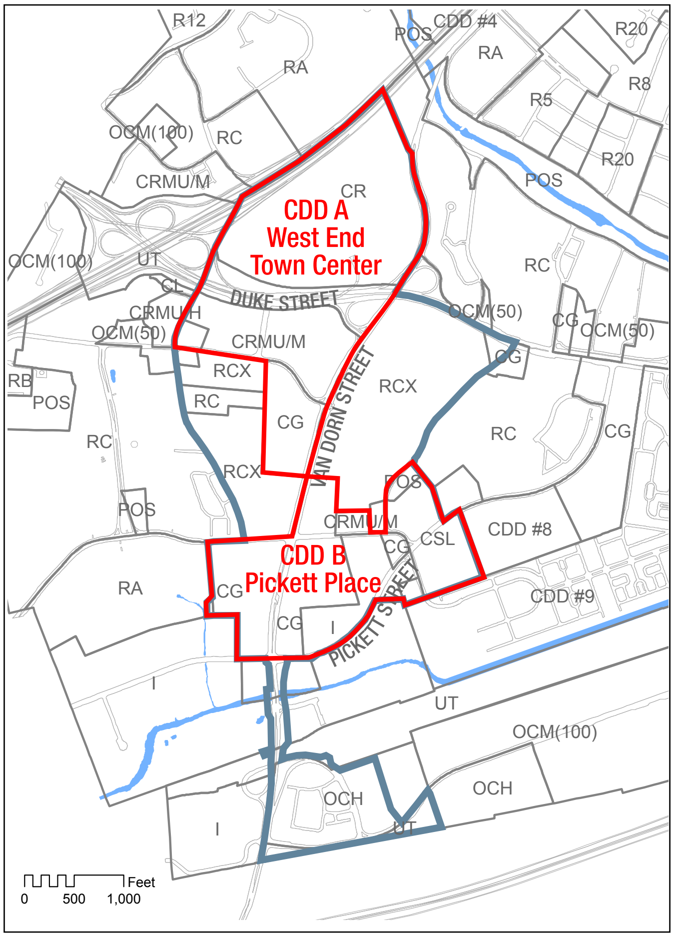


Figure 4-12. Proposed CDD Zoning. Areas proposed for CDD zoning are outlined in red. Two new Coordinated Development District zones are proposed, one for West End Town Center, and one for Pickett Place. Rezoning would be considered on application by property owners, and would be subject to approval of a detailed development and implementation plan reflecting the recommendations and design guidelines of the Landmark/Van Dorn Corridor Plan.

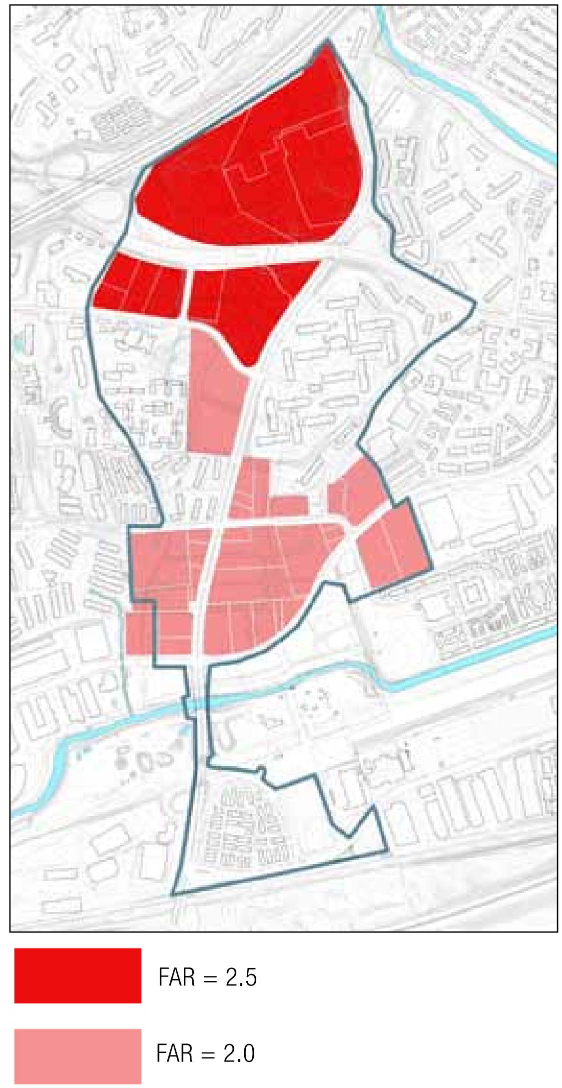


Figure 4-13. Proposed Floor Area Ratio (FAR) with CDD Rezoning. The maximum floor area ratio proposed for West End Town Center parcels north of Stevenson Avenue is 2.5. For parcels south of Stevenson Avenue, proposed CDD floor area ratio is 2.0.

4.5. Other Land Use Issues

Several additional land use concerns were raised by participants during the planning process and are addressed below:

- Retain and provide affordable housing
- Ensure that capacity is available or will be provided in the sanitary sewage collection and treatment system.

Affordable and Workforce Housing

The years since 2000 have seen housing costs in the Washington, D.C. metropolitan area rise much faster than incomes, causing a substantial reduction in the number of housing units affordable to low- and moderate-income households in Alexandria. From 2000 to 2007, annual incomes have increased 14% from $82,800 to $94,500. However, the average monthly rent for a two-bedroom apartment in Alexandria increased by 47% from $1,034 to $1,519. The changes in the housing market also resulted in the conversion of a number of the City's more affordable apartments to condominiums, further restricting affordable housing choices. In 2000, Alexandria had 18,218 housing units that were affordable to households earning at least 60 percent of the median income. In 2007, there were only 8,456 units affordable to households in that income bracket. This shift in housing affordability will challenge the City's ability to sustain the economic and cultural diversity that is important to the vision for Alexandria and important to the character of the West End.

In 2007 and 2008, housing prices in Alexandria stabilized, and in some cases declined. However, price reductions were greater for homes priced above the City median, and housing affordability is only modestly improving for households earning at or below the area median income. For the future, the continued growth of the national capital region, and the City's advantageous location within that region, is likely to make it increasingly difficult to maintain a significant share of affordable housing without public regulatory or financial intervention. If prices and rents increase faster than incomes, the City stands to lose much of its remaining economic and cultural diversity over the next decade.

The definitions of "affordable" and "workforce" housing can vary. At the recommendation of the City's Affordable Housing Initiatives Working Group, the City Council adopted these definitions in June, 2008:

Rental housing is affordable when households earning up to 60 percent of the area's median income can afford the monthly rent, and it is considered workforce housing when households earning up to 80 percent of the area's median income can afford the monthly rent.

For-sale housing is affordable when households earning up to the mathematical 80 percent of the area's median income can afford the monthly mortgage payment, and it is considered workforce housing when households earning up to 120 percent of the area's median income can afford the monthly mortgage payment.

Virginia law prohibits the City from enacting the broad inclusionary housing requirements available to cities in many other states. Inclusionary housing laws can require all developers to include a substantial share of affordable housing in new development projects. Virginia law permits the City to request voluntary affordable housing contributions from developers and to offer increased density as an incentive for developers to provide affordable housing. The City's affordable housing formula outlines developer contributions for three situations, or "tiers:"

The preservation or replacement of existing assisted and/or market rental units is the primary emphasis of the Landmark/Van Dorn affordable housing strategy, in an effort to maintain the current level of assisted housing and to prevent further losses of market affordable housing. Workforce housing is also a desirable element of mixed-income redevelopment, and is a secondary element of the affordable housing strategy, to be achieved only when financially feasible to do so in addition to meeting the affordable rental housing goals.

In cases where the developer is not requesting additional density, the formula calls for a voluntary contribution of $1.50 per square foot of new commercial development and rental housing and $2.00 per square foot of new for-sale housing.

In cases where the developer is requesting a density increase allowed with a Special Use Permit or increase through rezoning to densities recommended in an area plan, the formula calls for a voluntary contribution of $4.00 per square foot of increased density.

In cases where the developer is requesting a density bonus over and above the densities allowed with a Special Use Permit (or in this context, recommended in an area plan) the formula calls for one-third of all bonus units in the project to be affordable units.

Not all locations in Alexandria are appropriate for the density bonus program (Tier 3), since most of the City's permitted residential densities were established before the state law was enacted and allowing additional height and density may not be appropriate based on adjacent uses and available infrastructure. When preparing new area plans, there is greater certainty for both residents and developers if the plan recommends that density increases be achieved through rezoning (Tier 2), rather than through the bonus density program.

It is the intent of this plan that the current formula be followed while the area is in Phase I, with contribution requirements to be increased, successively, as it enters Phases II and III. Particularly after the area enters Phase II, affordable housing contributions are likely to be requested in the form of units preserved in an existing affordable property, possibly through partnerships with non-profit organizations or other property owners. New, on-site housing would be requested only when such units could be provided in substantial numbers and/or could be deemed replacement units for current affordable units, including public housing units.

The apartments and condominiums in Landmark/Van Dorn provide a substantial resource of affordable and workforce housing for Alexandria. Figure 2-22 shows the distribution of household incomes for Landmark/Van Dorn's three census block groups that include existing residential units in 1999, the most recent year for which data is available. Of the 2,355 households living in the planning area at the time of the 2000 census, 1,758, or 75%, had year 1999 household incomes lower than the median household income for the Washington, D.C. metropolitan area and the City of Alexandria as a whole.

The existing housing in the Landmark/Van Dorn Corridor planning area consists of multi-family rental housing, condominiums and townhouses:

- The EOS 21 garden apartment complex was built in 1967 and consists of 1,180 units, of which just over half are one-bedroom, for which rents range from $1,175 to $1,430 per month. There are 236 efficiencies ($1,000 to $1,115) and 340 two-bedroom units ($1,505 to $1,740). Units at the northern edge of the complex were converted to condominiums; in 2007 sales prices ranged from $158,500 to $325,763.
- Foxwood Place was built in 1973 and consists of 76 efficiencies renting from $985 per month, 133 one-bedroom units renting from $1,230 per month, and 19 two-bedroom units renting from $1,775 per month.
- The Landmark Terrace apartment complex was built in 1964 and consists of 224 units, of which 96 are efficiencies renting from $1,050 per month, 113 are one-bedroom units ranting from $1,300 per month, and 15 are two-bedroom units renting from $1,600 per month.
- The Fields at Landmark garden apartment complex was built in 1965 and consists of 290 units, of which 3 are efficiencies renting for $825 per month, 99 are one-bedroom units renting for $950 per month, 134 are two-bedroom units renting for $1,150 per month, and 54 are three-bedroom units renting for $1,188 per month. All of these units are

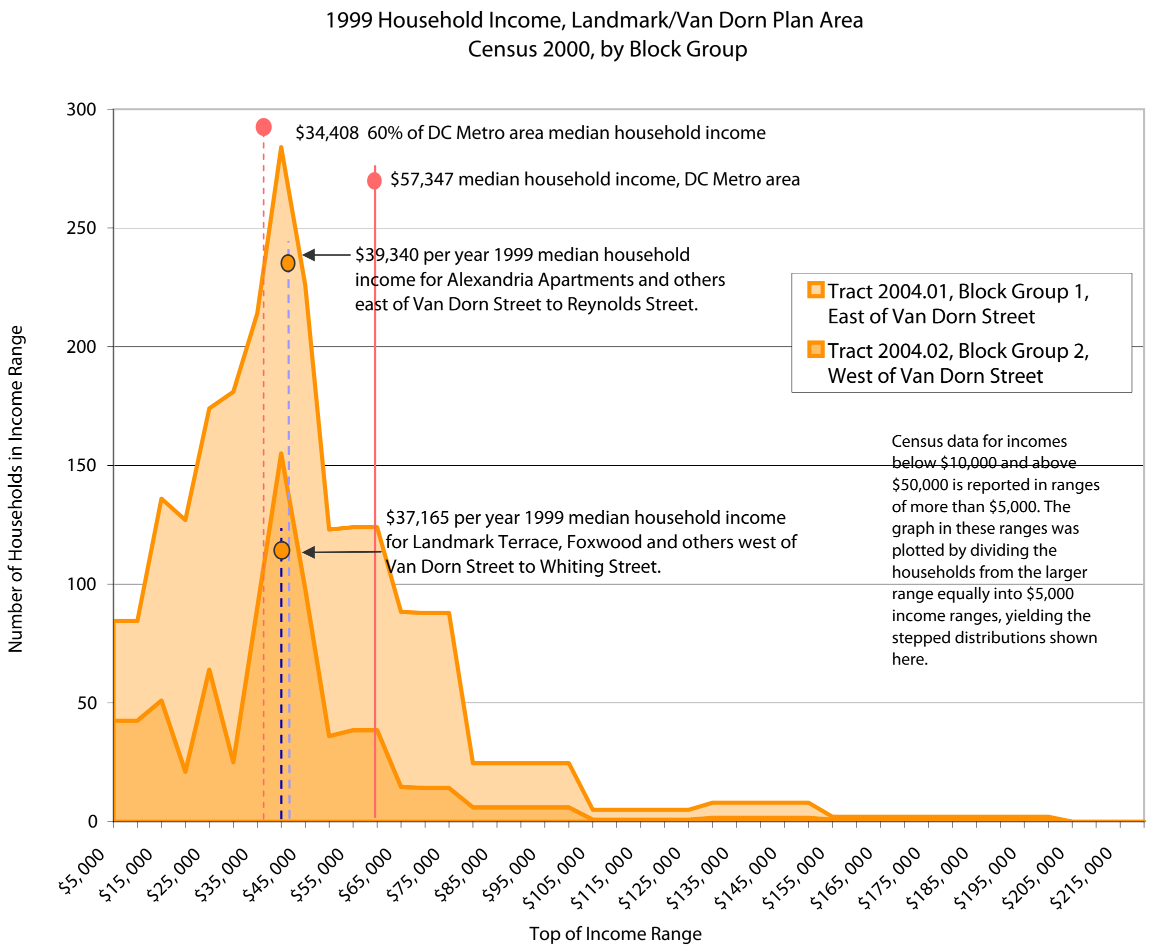


Figure 4-14. Household Incomes in the planning area, Census 2000. This graph illustrates that the housing in the planning area provides housing for households with incomes substantially below the areawide median. While both rents and incomes have changed substantially since 1999, the housing stock in the area continues to provide housing for households with moderate incomes. This housing is a valuable resource to the City in meeting its objective to be a community that is economically diverse.

currently assisted under the Low Income Housing Tax Credit Program.

- Brent Place, formerly known as Essex House, a mid-rise apartment building built in 1975, consists of 207 units. Of these, 50 are one-bedroom units renting for $995 per month, 105 are two-bedroom units renting for $1,195 per month, and 52 are three-bedroom units renting for $1,474 per month. This property was built as assisted housing under the Section 236 program, and is now assisted under the Low Income Housing Tax Credit Program.

- The Reynolds Street public housing scattered site (a portion of the Braddock/Whiting/Reynolds development) consists of 18 units on South Reynolds Street, constructed in 2005. Residents of this development pay 30 percent of their incomes for rent. The companion Whiting Street scattered site is located immediately to the west of the plan area.

- The Summers Grove townhouse community was built in the mid-1990s near the Van Dorn Metro and consists of 192 homes. In mid-2008, home prices averaged $450,000.

The majority of the City of Alexandria's "affordable housing" stock is privately owned and rents at market rates. While this stock has been rapidly dwindling citywide, the West End is home to a large percentage of the City's privately-owned market-rate affordable and workforce housing. The West End has 53% of the City's total housing units. The West End has 66% of the City's market rate rental units (in complexes of 10 units or more), and 63% of the City's market rate affordable rentals. Affordable means affordable to households earning no more than 60% of the area median income.

According to the Office of Housing, within the planning area there are 965 housing units affordable to households earning up to 80 percent of the area's median income. Of these, 204 are affordable to households earning 60% or less of the area's median income.

Surrounding the planning area, there are 4,005 housing units affordable to households earning up to 80 percent of the area's median income. Of these, 187 are affordable to households earning 60% or less of the area's median income.

The apartments and condominiums in Landmark/Van Dorn provide a substantial resource of affordable and workforce housing for Alexandria. In view of this fact, the Plan does not encourage the redevelopment of the existing affordable housing and proposes no change to the current zoning or land use designation of these sites. These sites are included within the boundaries of the plan to ensure that the area is comprehensively planned, to identify these sites as targets for preservation of affordable and workforce housing, and to indicate that there is a requirement for new framework streets and smaller blocks through these properties in the unlikely case that redevelopment is proposed that conforms with existing densities and zones. The Plan strongly acknowledges these sites as potential opportunity sites for fulfillment of developer affordable housing contributions through preservation of existing units.

With regard to the provision of new housing as part of mixed-use developments, the Plan recommends a phased approach to developer contributions that could include a cash contribution, preservation of existing affordable units, and new on- or off-site units. The City will also seek opportunities to secure public housing units within private development proposals. See Chapter 9.0, Implementation, for more details.

The City is about to undertake a Housing Master Plan to comprehensively address housing issues and policies throughout the City. As the Housing Master Plan is developed, the City will develop strategies and tactics to preserve existing affordable and workforce housing that will be applied in the plan area. In addition, a new task force is being established to make recommendations on developer contributions to affordable housing. If new citywide policies or guidelines are adopted, they may supersede those in adopted small area plans, although it is expected that these efforts will take into account the small area plan recommendations for Landmark/Van Dorn and other plan areas.

Retention of Local Businesses

Residents expressed a desire to continue to provide an opportunity for small, local businesses in the Landmark/Van Dorn Corridor that makes the area unique and gives it an international character. Residents are concerned that redevelopment of the area will bring higher rents in new centers, and that existing independent retailers and restaurants will be forced out due to higher rents or developer preferences for national tenants that can afford the space.

Both the replacement of local businesses by franchises and national retailers and the replacement of industrial users by office, retail or other uses that generate higher returns for landowners are driven by private market trends that are difficult to influence through public sector action. The new retail space provided within mixed-use developments will likely command rents that are difficult to afford for smaller businesses compared to space in older or more marginal shopping centers. The Plan recommends that a portion of space within new developments be reserved for small and local businesses, an approach that has been successfully used in the District of Columbia. Another possibility is outreach to owners of successful local businesses to consider opening establishments (e.g., a second restaurant location) within redevelopment in the Landmark/Van Dorn Corridor. Business operators are encouraged to work with the Alexandria Economic Development Partnership (AEDP) and the Small Business Development Center (SBDC) so that the strongest businesses are able to stay through the redevelopment process.

Community Facilities

Beyond the immediate boundaries of the planning area, a number of community facilities are available to residents, including the Charles E. Beatley, Jr. Central Library and several public schools. However, during the planning process residents voiced a concern that there is a lack of community facilities within the planning area. The Landmark/Van Dorn Corridor lacks community facilities, parks, and public open space within easy walking distance. The Department of Recreation, Parks and Cultural Activities (RPCA) has identified the need for a multi-generational community/recreation center in or near the planning area to serve West End residents, and the Plan recommends that a community/recreation center be provided within the Landmark/Van Dorn Corridor.

A study to identify specific needs and feasibility of the community/recreation center is recommended as an early implementation measure so that the City can take advantage of redeveloping sites, such as the Landmark Mall. The redevelopment of the Mall offers an opportunity to partner with the private sector to build the new center and the Plan recommends that, should the feasibility study support the location of the center at the Mall, the floor area of the new center would not count against the proposed 2.5 FAR at the Mall site.

Public Schools

After years of relatively stable enrollments, Alexandria City Public Schools has in the past two years experienced relatively rapid enrollment growth. Total enrollment decreased from 11,345 students in fiscal year (FY) 2001 to 10,332 in FY 2007. However, between FY 2007 and FY 2009, enrollment increased 8.6 percent to 11,225.

It is not clear at this time whether the recent enrollment increase will continue, and if so, at what pace. Although the long-term school capacity needs are not certain, the Plan provides recommendations to meet the potential need for additional school capacity to serve student enrollment generated by the additional residential development called for in this Plan, increases in student enrollment from existing residential development, and capacity needs that may be created by changes in policies (such as class size) and programs.

The challenge of higher enrollments is most acute at the elementary school level, with more than half of the elementary schools at or near capacity.

The Landmark/Van Dorn Corridor planning area is within the service boundaries of two elementary schools, Samuel Tucker and Patrick Henry. Samuel Tucker's boundary encompasses all of the plan area south of Duke Street while the Patrick Henry boundary includes the current site of Landmark Mall. Currently, the number of elementary students living within the boundary of Samuel Tucker Elementary School exceeds that school's capacity. However, there is some capacity for additional enrollment at Patrick Henry.

The type of residential development envisioned by this plan typically attracts few families with student-age children. Although for economic reasons more families with children may be living in multi-family housing than before, the overall student generation rate for multi-family housing is quite low. Moreover, families with children are much more likely to choose an existing garden-style apartment than a new building of 5 stories or more. Using standard student generation multipliers, the number of elementary students that can be expected to be generated by the residential development in this Plan could be accommodated by eight to twelve additional classrooms. As new residential development projects are approved, the City should determine if developer contributions toward new school capacity are needed, commensurate with the expected additional enrollment. The Implementation chapter of this Plan provides guidelines for developer contributions for school capacity increases.

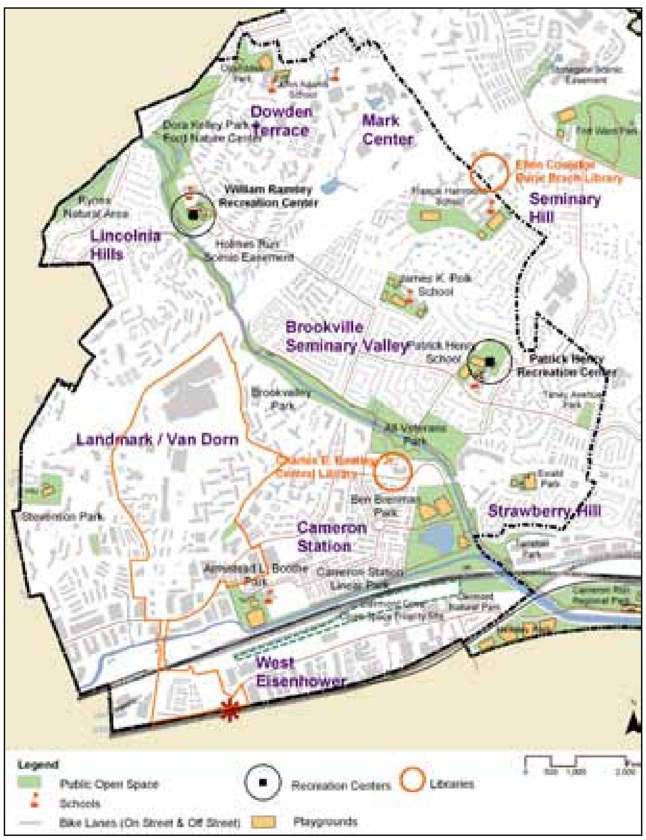


Figure 4-15. Community Facilities in the Landmark/ Van Dorn Context Area. This figure shows parks, recreation centers, schools and libraries in the City in an area within about one mile of Landmark Mall.

Alexandria City Public Schools prefers that elementary schools not exceed 600-650 students, with class sizes limited to approximately 20. In order to accommodate enrollment growth in the area, there are expansion opportunities at Patrick Henry and at James Polk, which is also nearby. The number of elementary students that would be generated by planned residential development in the Landmark/Van Dorn Corridor planning area could possibly be accommodated by the expansion potential at Patrick Henry and James Polk. However, Alexandria City Public Schools has not yet determined if additions to those schools are appropriate (if, for example, the core facilities of the schools can support additional classrooms) and if so, if those expansions might be needed to meet generally increasing enrollment.

With regard to additional sites for school facilities, the Landmark/Van Dorn planning area has few obvious options that meet the traditional criteria for a new public school. Over the life of this Plan, Alexandria City Public Schools' school site requirements may evolve as the City, and the West End, becomes more urban. If so, one or more sites within the Plan area may become suitable for a school or a school use. As the City reviews development applications for major parcels in the area, this Plan recommends that Alexandria City Public Schools be involved in evaluating the potential for that project to include a school site or contribute to school facilities.

The Plan does not encourage the redevelopment of the EOS21 apartment complex. Over the long term, if redevelopment of this complex moves forward, it could potentially provide land for public uses.

Sanitary Sewer Capacity

The sanitary flow from this study area drains into the Holmes Run Trunk Sewer which carries the sanitary sewer effluent to the Alexandria Sanitation Authority Wastewater Treatment Plant. The City has conducted preliminary analyses of the sanitary capacity needs associated with the proposed redevelopment in this plan.

These capacity needs have been analyzed with respect to the following systems:

- Available conveyance capacity within the local collection system.
- Available conveyance capacity in the Holmes Run Trunk Sewer.
- Available treatment capacity at the Alexandria Sanitation Authority Wastewater Treatment Plant.

Local Collection System

The City's local sanitary collection system in the immediate study area was analyzed using available GIS data relating to pipe sizes and slopes. This preliminary analysis showed that there may be areas within this local collection system that are surcharged for the projected sanitary flows and may need to be upgraded. Because much of this local system may be replaced through the normal redevelopment process, and since more accurate survey data relating to the collection system will provide more accurate results, each development application will be required to analyze the local system to determine if on-site and/or off-site improvements will be required to convey the proposed sanitary flows.

Holmes Run Trunk Sewer

The Holmes Run Trunk Sewer (HRTS) conveys sanitary flows from a large part of the City to the Alexandria Sanitation Authority Wastewater Treatment Plant (WWTP). The existing HRTS is currently surcharged at the lower end, near the WWTP. The City analyzed the HRTS with the projected sanitary flows associated with this redevelopment plan. This preliminary analysis indicates that the surcharging in the HRTS will increase due to this proposed plan. The City and the Alexandria Sanitation Authority (ASA), owner of the HRTS, are currently studying alternatives for increasing the conveyance capacity in the HRTS. Current options being studied include, but are not limited to, increasing the diameter of the HRTS, constructing a parallel relief sewer, and constructing storage capacity along the HRTS alignment. Redevelopment projects within this study area will be expected to contribute to these capacity improvements to the extent that the projects contribute to the increase in surcharging within the HRTS.

Wastewater Treatment Plant

The City and the Alexandria Sanitation Authority have analyzed city-wide redevelopment projections which include this study area. These projections indicate that the existing WWTP does not have sufficient long-term capacity to accommodate the City's projected redevelopment. Additional capacity will be needed with regard to both effluent flows and nutrient removal requirements. The City and ASA are studying alternatives for accommodating these additional capacity needs. These alternatives include, but are not limited to, installation of low-flow devices in new development, sanitary effluent/water reuse, partial on-site sanitary treatment, nutrient discharge trading with other treatment facilities and capacity upgrades at the WWTP. Redevelopment projects within this study area will be expected to participate in and/or contribute to any technologies that the City determines to be appropriate for providing the necessary treatment capacity to accommodate this plan.

This plan recognizes that sufficient long-term sanitary sewer capacity does not exist to accommodate the projected redevelopment. Preliminary analyses have indicated that there is insufficient capacity in the local sanitary collection system, the Holmes Run Trunk Sewer (HRTS) conveyance system and treatment capacity at the wastewater treatment plant (WWTP). As discussed previously, the City is currently evaluating improvements and technologies to address these capacity needs. Appropriate solutions have not yet been determined and construction cost estimates are not available. However, these improvements may likely include off-site improvements to the local collection system and the HRTS as well as on-site technologies to reduce flows to the WWTP. Redevelopment projects will be expected to provide improvements as part of the project approvals and/or contribute to improvements that will be implemented by the City. In addition, the City will be evaluating its sanitary sewer connection fee with regard to the level of funding necessary to construct the necessary sanitary sewer improvements. Redevelopment projects will be responsible for paying the connection fee that is in place at the time of the development plan approval.