

Docket Item #11-A
MASTER PLAN AMENDMENT #2006-0002

Planning Commission Meeting
June 6, 2006

ISSUE: Consideration of a series of amendments to the Eisenhower East Small Area Plan related to specific blocks, including increases to floor area, density, height, site area, principal use, ground floor retail, labels on various blocks and urban squares, street layout, and changes to make the plan consistent with the Eisenhower East Design Guidelines, the approved Hoffman CDD Concept Plan #2005-0002, and various density bonus and transfer provisions.

LOCATION: Area within the boundaries of the Eisenhower East Small Area Plan, bounded generally by Duke Street, Holland Lane, Telegraph Road, and the southern boundary of the city.

STAFF: Department of Planning and Zoning

CITY COUNCIL ACTION, JUNE 17, 2006: City Council approved the Planning Commission recommendation.

PLANNING COMMISSION ACTION, JUNE 6, 2006: On a motion by Ms. Fossum, seconded by Mr. Komoroske, the Planning Commission voted to recommend approval and adopt the resolution for MPA 2006-0002, subject to compliance with all applicable codes, ordinances and staff recommendations. The motion carried on a vote of 6 to 0; Mr. Dunn was absent.

Reason: The Planning Commission agreed with the staff analysis.

Speakers:

Mr. Jonathan Rak, representing the Alexandria Sanitation Authority, remarked that the Authority had no objection to deleting a footnote from Figure 4-10 of the Small Area Plan as earlier requested by a property owner. However, Mr. Rak noted that the Authority continues to have a need to expand its facilities.

Ms. Ellen Pickering spoke concerning the open space formula (Docket Item #11B) and the Master Plan Amendment. In regard to the Master Plan Amendment, Ms. Pickering stated that Hooffs Run Dr. should not be classified as a 'C' street as indicated on the Carlyle Block P special use permit.

STAFF RECOMMENDATION: Staff recommends that the Planning Commission adopt the following amendments to the Eisenhower East Small Area Plan.

I. SUMMARY

The Eisenhower East Small Area Plan (EESAP or Plan) was adopted by City Council in April, 2003 as a new chapter to the 1992 Master Plan. The area covered by the EESAP, bounded generally by Duke Street, Holland Lane, Telegraph Road, and the City's southern boundary, includes three Coordinated Development Districts (CDDs) – CDD#1 (*Duke Street*), CDD#2 (*Eisenhower Avenue Metro*), and CDD#11 (*South Carlyle*). The Plan, along with the CDDs and subsequent Eisenhower East Design Guidelines (Design Guidelines), seeks to encourage the development of a new transit-oriented urban neighborhood that includes a balance of jobs, housing, and retail activity, as well as a substantial variety of open space.

The Plan has created a shared vision among the community, property owners and the City concerning the future direction of this neighborhood. The Eisenhower East planning effort is now well into the implementation stage, where the Plan's overall vision is being realized. The certainty and assurance of the Plan, coupled with the pace of development throughout greater Washington has meant that the neighborhood's build-out is occurring faster than anticipated. The EESAP anticipated ultimate build-out through 2020; today there is approximately 14 million square feet of building space currently in the development planning process at either the preliminary, concept, or final stages within the Eisenhower East/ Carlyle CDDs. This figure includes the 6.68 million square feet of development approved for the Hoffman Concept Plan, which may take 10 to 15 years to achieve full development.

The primary purpose of this amendment is to ensure that the Eisenhower East Small Area Plan conforms to the Design Guidelines as approved by Planning Commission. In addition to the Design Guidelines amendments, there are amendments related to the Hoffman Concept Plan and the ATA and Marriott proposals.

Specifically, during the course of planning process since the adoption of the Plan, and the review of the concept plans, DSUPs and related submission in that process, some changes have occurred which are addressed in this amendment. However, those changes recommended and adopted, as well as

those undergoing current review, have remained consistent with the spirit, intent and goals contemplated in the Plan. Most important, the underlying balance of uses and their location, the provisions for substantial open space in the form of parks and RPA, neighborhood and urban squares, and the inclusion of a broad median in Eisenhower Avenue, has been maintained or improved upon through the planning process and this proposed amendment. This update to the EESAP will ensure that the Plan remains current and relevant.

The specific items to be amended fall into four categories:

- 1) *Eisenhower East Design Guidelines*: Guiding principles of development for the area as approved by the Planning Commission.
- 2) *Hoffman Concept Plan*: Plan submitted by the Hoffman Company governing the development of the Company's land holdings within the Eisenhower East area.
- 3) *ATA Density Bonus*: Proposed development on Blocks 19 and 20 that includes the request for a bonus increase of height as incentive for the provision of affordable housing.
- 4) *Marriott Transfer of Development Area*: Proposed development on Block 16 that includes a transfer of development area from Block 17.
- 5) *Technical Amendments*: Technical and/or minor changes to the Plan and/or Design Guidelines.

The above matters, as well as the other projects currently in the development pipeline, are beneficial to the Eisenhower East area and in keeping with the tenets of the Small Area Plan;

II. PROPOSED MASTER PLAN AMENDMENT

As discussed in the Summary above, the proposed master plan amendment will revise several items (both text and figures) within the Eisenhower East Small Area Plan to bring the Plan into conformity. It will also bring the Plan up-to-date in light of recent DSUP approvals.

1. Revisions Pertaining to the Eisenhower East Design Guidelines

The Design Guidelines for the Eisenhower East Small Area Plan were approved by Planning Commission on March 9, 2006, and serve as the guiding principles for the design of the buildings, streets, and public areas of Eisenhower East. In the course of review, revision and adoption of the approved Hoffman Concept Plan, certain details of the Design Guidelines were modified over the preliminary details in the Plan to reflect the actual field conditions brought out during the review of

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the Hoffman proposals, most notably along at the Hoffman properties fronting Eisenhower Avenue. The following provisions are proposed to bring the Plan into conformity with approved Guidelines regarding street section measurements:

Page 6-2: (*Figure 6-2: Eisenhower Avenue Street Section*) Reconfigure street section measurements (east of Mill Rd.) to conform to measurements shown on page 31 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the park median's width from 30'-36' to 27'-38'.

Page 6-3: (*Figure 6-3: Eisenhower Avenue with Park Median*) Reconfigure street section measurements (east of Mill Rd.) to conform to measurements shown on page 31 of the approved Eisenhower East Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the park median's width from 30'-36' to 27'-38'.

In third paragraph, change the interval of street tree spacing from 30 feet to 25 feet to conform to the measurement on page 32 of the approved Design Guidelines.

Page 6-4: (*Figure 6-4: Eisenhower Avenue Street Section*) Reconfigure street section measurements (west of Mill Rd.) to conform to measurements shown on page 30 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the median's width from 12'-14' to 17'-26'. The bike lane and the sidewalk are shown as a single 22-foot pedestrian right-of-way to permit maximum flexibility for the future configuration of this space.

Page 6-5: (*Figure 6-5: Eisenhower Avenue with Bike Lanes*) Reconfigure street section measurements to conform to measurements (west of Mill Rd.) shown on page 30 of the approved Design Guidelines. This modifies the travel lanes' width from 33 feet to 32 feet and the median's width from 12'-14' to 17'-26'. The bike lane and the sidewalk are shown as a single 22-foot pedestrian right-of-way to permit maximum flexibility for the future configuration of this space.

Change wording in second paragraph to read: *Eisenhower Avenue pedestrian zone will also accommodate a bike lane. Future bike lane conditions will require City Council approval.*

Page 6-7: (*Figure 6-7: Typical Street*) Delete note pertaining to bike path.

Page 6-8: (*Figure 6-8: "A, B, and C" Streets*) Reconfigure street layouts and designations to conform to the illustration shown on page 15 of the approved Design Guidelines.

2. Revisions Pertaining to Hoffman Concept Plan

As the Commission is well aware, the Commission recommended and the City Council approved five Stage 1 DSUPs (DSUP #'s #2005-0031 through 0035) in February, 2006. These recommendations and approvals culminated 15 months of review and revision to the Hoffman concept plan, numerous meetings with the Applicant, work sessions before the Planning Commission and the City Council, and the revised Hoffman Concept Plan, which accounts for the majority of revisions within this proposed amendment.

The Concept Plan and Stage 1 DSUPs “includes the same general layout of blocks, approximately the same amount and mix of uses, parking and building heights as envisioned by the EESAP.” This approved development plan conforms to the established vision for the area, and the balance of uses within the area remains consistent with that as approved in the Plan.

The Concept Plan achieves overall consistency with the tenets of the Eisenhower East Small Area Plan, including a similar mix of uses. Some proposed uses for specific blocks have been transferred among some of the development blocks, as permitted in the Plan, but the general mix and balance of uses remains as contemplated in the Plan. As noted at the January work session, the principal changes between the Small Area Plan and the Hoffman Concept Plan are a transfer of some office and residential locations, a shifting of the hotel location, the extension of Swamp Fox Road south of Eisenhower Avenue, and new “internal” streets.

The Hoffman properties in Eisenhower East account for approximately 50% of the total properties in the Eisenhower East area. For the EESAP to remain the primary long-range planning document for this section of the City, it is important for it to reflect the approved changes contained within the approved Hoffman Concept Plan. This proposed amendment updates the Plan to reflect these approved changes.

The text and graphic revisions pertaining to the Hoffman Concept Plan are as follows:

Page 4-9: (*Figure 4-5: Land Use*) Update land uses to reflect the Hoffman Concept Plan and approved Development Special Use Permit #'s #2005-0031 through 0035, including:

- Change certain uses in Block 5 from Hotel to Residential.
- Change certain uses in Block 8 from Residential to Office.
- Change certain uses in Block 9A from Residential to Hotel.
- Change certain uses in Block 11 from Office to Residential.

Page 4-13: (*Figure 4-9: Development Controls CDD 2*) Revise Net Site Development Area, Principal Use and Allowable Gross Floor Area figures to conform to the approved Concept Plan and Stage 1 DSUPs as follows:

- Allowable Gross Floor Area - Blocks 2, 3, 4, 5, 8, 9A, 9B, 11 and 12.
- Principal Use - Blocks 5, 8, 9A and 11.
- Ground Floor Retail - Blocks 4, 5, 8, 9A, 9B 11 and 12.
- Net Development Site Area - Eisenhower Station open space.
- Building Height - Block 11.
- Maximum Tower Height - Block 11.

Page 4-14: (*Figure 4-10: Development Controls CDD 11*) Revise Principal Use and Allowable Gross Floor Area figures to conform to the approved Concept Plan and Stage 1 DSUPs for the following blocks:

- Allowable Gross Floor Area - Blocks 24 and 25A..
- Principal Use - Block 25A
- Building Height - Blocks 24 and 25A.
- Maximum Tower Height - Blocks 24 and 25A

Page 5-10: (*Figure 5-4: Eisenhower Avenue Metro Station*) Reconfigure Metro Station area to reflect extension of Swamp Fox Road south of Eisenhower Avenue, as per the approved Hoffman Concept Plan.

Page 6-8: (*Figure 6-8: "A, B, and C" Streets*) Reconfigure street layout to reflect extension of Swamp Fox Road south of Eisenhower Avenue and reconfigured streets in Block 9A and 9B, as per the approved Hoffman Concept Plan.

3. Revisions Pertaining to ATA Height Bonus

The proposed development at the American Trucking Association (ATA) properties (Blocks 19 and 20) include the request for a bonus increase of height as incentive for the provision of affordable housing, as per § 7-700 of the Zoning Ordinance. In order to facilitate the provision of affordable housing, this amendment seeks to increase the Building Height and Maximum Tower Height for Block 19.

The revisions pertaining this height bonus include:

Page 4-13: (*Figure 4-9: Development Controls CDD 2*) Block 19: Modify Building Height from 10-15 stories to 15-25 stories and modify Maximum Tower Height from 220 feet to 250 feet.

Page 6-13: (*Figure 6-11: Building Heights*) Modify Building Height shown for Block 19 from 10-15 stories to 15-25 stories.

4. Revisions Pertaining to the Marriott Transfer of Developable Area

The proposed Development Special Use Permit #2005-0011 (Marriott) includes a transfer of development area to Block 16 (Marriott) from Block 17 (Mill Race). The revision pertaining to this transfer of development area include:

Page 4-13: (*Figure 4-9: Development Controls CDD 2*) Revise Figure 4-9 in order to reflect the transfer of development area to Block 16 (Marriott) from Block 17 (Mill Race). This revision brings these figures into agreement with the transfer. This transfer will only be effective if Development Special Use Permit #2005-0011 (Marriott) is approved by City Council.

5. 'Technical' Revisions

The final component of this master plan amendment is the inclusion of several textual and graphic revisions made in the interest of greater accuracy in order to better reflect existing conditions regarding land ownership, CDD boundaries, and administrative processes. This 'technical' amendments are aimed at ensuring that the Plan remains accurate and current.

The text and graphic revisions pertaining this general maintenance include:

Page 4-6: (*Figure 4-4: Land Ownership and New Rights-of-Way*) Change label from "City Land" to "City Right-of-Way /ASA" to more accurately reflect current ownership.

Page 4-9: (*Figure 4-5: Land Use*) Change northeast section of Block 26A (Carlyle Block P) from Residential to Office to reflect a proposed Development Special Use Permit (#2006-0042) if this Permit is approved by Planning Commission.

Page 4-11: Change wording to reflect that when a primary land use is shifted from one block to another within the limits of the EESAP, it is not required that both blocks be located within the same CDD.

Page 4-11: (*Figure 4-7: Proposed CDD Boundaries*) Change Blocks 25B and 26A [Carlyle Block P] from CDD #11 to CDD #1 to reflect Rezoning #2003-0001 as approved by City Council on March 15, 2003.

Page 4-13: (*Figure 4-9: Development Controls CDD 2*) Re-label Hotel Square to North Square.

Page 4-14: (*Figure 4-10: Development Controls CDD 11*) Change owner of Block 26 from "City of Alex" to "Alex. Sanitation Authority" to more accurately reflect current ownership.

Page 4-14: ~~Add footnote relating to Blocks 29 and 30 stating that public utility use may be permitted as an additional use.~~

Page 4-21: Re-label Hotel Square to North Square to reflect the relocation of the Hotel from Block 5 to Block 9.

Page 4-22: (*Figure 4-16: Urban and Neighborhood Squares*) Re-label Hotel Square to North Square.

Page 4-24: Re-label Hotel Square to North Square and change references in text to a hotel.

Page 6-11: Re-label Hotel Square to North Square and change references in text to a hotel.

Page 7-4: (*Figure 7-1: Proposed Zoning Changes*) Change Blocks 25B and 26A [Carlyle Block P] from CDD#11 to CDD #1 to reflect Rezoning #2003-0001 as approved by City Council on March 15, 2003.

III. STAFF ANALYSIS

Staff recommends approval of this proposed master plan amendment for the Eisenhower East Small Area Plan. The Plan's intent of enabling Alexandria to create a "city within a city" in the Eisenhower Valley depends on solidly maintaining the intent of the Eisenhower East Small Area Plan's overall framework. This amendment remains true to that intent.

This master plan amendment amends the details of several graphics and text items within the Plan in order to achieve greater accuracy and currency, and to conform the Plan to the recently adopted Design Guidelines, to approved plans, plans pending approval, and other actions pertaining to the development of Eisenhower East area properties according to the tenets of the Plan.

The overall development guidance within the Plan remains unaltered – the intent is to ensure high quality development, public improvements, and development framework through a mix and proportion of uses that will best serve the existing and emerging neighborhood. This proposed amendment will help continue to achieve a balanced mix of commercial, residential, and retail uses, consistent with the Master Plan, in order to create a cohesive, pedestrian-friendly, transit-oriented environment for Eisenhower East.

STAFF: Eileen Fogarty, Director, Department of Planning and Zoning;
Jeffrey Farner, Chief, Development;
Eric Forman, Urban Planner.

Attachments:

- 1 – Eisenhower East Small Area Plan, including all text and graphic revisions.
- 2 – Resolution.

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