

ORDINANCE NO. 3381

AN ORDINANCE to amend and reordain the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended, by adopting and incorporating therein the Old Town Small Area Plan and Addendum, and to repeal all provisions of the said 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as may be inconsistent with said Small Area Plan.

WHEREAS, the City Council of Alexandria finds and determines that:

1. In April 1987, city council directed that the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, be updated and revised.

2. Pursuant to this directive, the Department of Planning and Community Development has held a series of meetings with residents and property owners within the area which comprises the Old Town Small Area Plan and Addendum, for the purpose of identifying land use and other master plan issues within such area and soliciting public comment and suggestion as to such issues.

3. At the conclusion of these meetings, the Department of Planning and Community Development has prepared, and has submitted to the Planning Commission of the City of Alexandria, the aforesaid small area plan.

4. After full opportunity for comment and public hearing, the planning commission revised the said small area plan, and by resolution adopted and certified such revised small area plan to city council for adoption as an amendment to the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended.

5. City council has heretofore conducted an informational public hearing on such small area plan, as certified by the planning commission, and, for the reasons stated in the record of such public hearing, has revised the small area plan in conformity with the form and language in Exhibit D, attached hereto.

6. No credible evidence contrary to the findings and conclusions of the planning commission expressed in its resolution adopting the said small area plan has been presented to the city council.

7. Based upon the foregoing findings and all other facts and circumstances of which city council may properly take notice in its capacity as the legislative body of the City of

Alexandria, adoption of this ordinance is necessary and desirable to protect the public health, safety and general welfare of the residents of the City of Alexandria; now, therefore,

THE COUNCIL OF THE CITY OF ALEXANDRIA HEREBY ORDAINS:

Section 1. That the findings and conclusions expressed by the planning commission in its resolution adopting as an amendment to the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended, the Old Town Small Area Plan and Addendum, which resolution is attached as Appendix 4 and incorporated fully herein by reference, are ratified, confirmed and adopted by the Council of the City of Alexandria.

Section 2. That the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended, be, and the same hereby is, amended and reordained by incorporating fully therein all text, descriptive matter, plats, maps, charts, tables and other materials comprising and the Old Town Small Area Plan and Addendum, as set forth in Exhibit D, which exhibit is attached hereto and incorporated fully herein by reference.

Section 3. That the hereinabove approved and adopted amendment to the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended, shall, and the same hereby does, supercede all text, descriptive matter, plats, maps, charts, tables and other materials heretofore comprising the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, as amended, which are in conflict with such hereinabove approved and adopted amendment.

Section 4. That the City Clerk shall transmit a duly certified copy of this ordinance to the Clerk of the Circuit Court of the City of Alexandria, Virginia, and the said Clerk of the Circuit Court shall file same among the court records.

Section 5. That this ordinance shall become effective upon the date and at the time of its final passage.

JAMES P. MORAN, JR.  
Mayor

Final Passage: May 31, 1989

Exhibits A through C, pages 004 - 143, formerly included as part of this ordinance, pertain to the Fairlington/Bradlee, Northeast and Potomac West Small Area Plans. These Small Area Plans were separately adopted as amendments to the 1974 Adopted Consolidated Master Plan of the City of Alexandria, Virginia, by Ordinance No. 3380, on May 20, 1989.

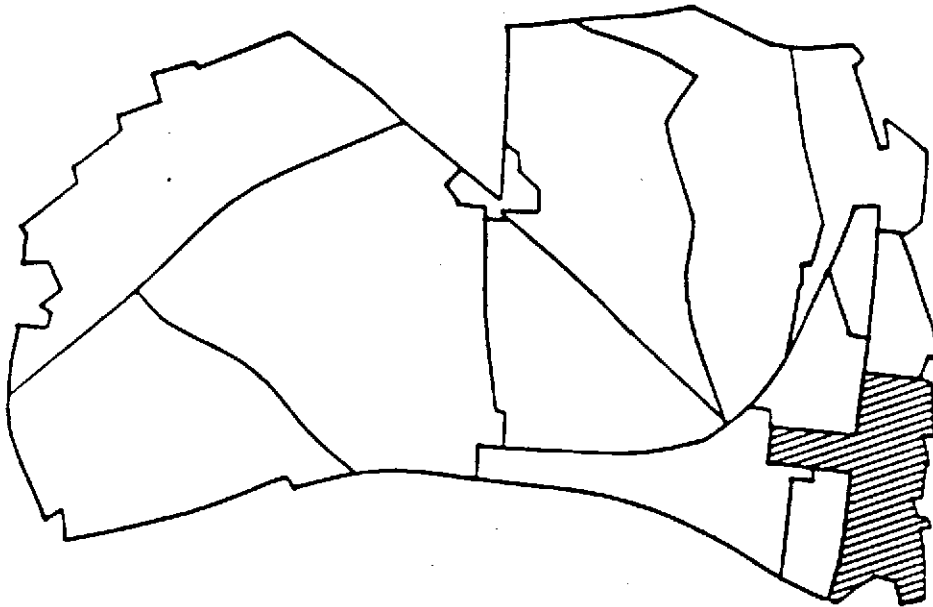
Helen Holleman  
City Clerk

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# OLD TOWN

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SMALL AREA PLAN  
ADOPTED MAY 31, 1989  
ORD. # 3381



OCTOBER 1988

AMENDED BY THE CITY  
COUNCIL MARCH 22, 1989 & APRIL 11, 1989 &

MAY 31, 1989

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DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT  
CITY OF ALEXANDRIA, VIRGINIA

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EXHIBIT D

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Cocca

**OLD TOWN  
SMALL AREA PLAN**

OCTOBER 1988  
ADOPTED AS AMENDED  
MAY 31, 1989  
ORDINANCE # 3381

**STAFF**  
**SHELDON LYNN, DIRECTOR**  
**PRINCIPAL AUTHOR:**  
**ROBERT L. CRABILL, CHIEF, SPECIAL PROJECTS DIVISION**  
**GRAPHICS: V.E. TOWNSEND**



**DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT**  
**CITY OF ALEXANDRIA, VIRGINIA**

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5  
1988

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## OLD TOWN AREA PLAN

### INTRODUCTION

This plan has been prepared to update the adopted 1974 Consolidated Master Plan as amended for the Old Town Alexandria area. The review of this area includes an examination of the adopted 1982 Waterfront Plan and a portion of the 1978 King Street Station Area Plan. This plan will provide policy guidance to update the Master Plan.

### SUMMARY

The Old Town area consists of a mix of land uses. The predominate use of the area is residential. This plan proposes that the residential character of the neighborhood be maintained and protected from commercial encroachment.

New development in the area should be of a scale and character compatible with the existing residential scale. This is specifically proposed for the Waterfront and the Washington Street corridor where height limits have already been reduced.

Since most of the Old Town area has been developed, future use will be primarily infill. While the zoning classifications for the most part will remain unchanged in this area, the density allowed is recommended to be reduced in several areas.

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## ORGANIZATION AND CONTENTS

The Old Town Area Plan is organized into four sections: Background, Existing Conditions, The Future, and Implementation. The Background section includes a review of the various elements of the 1974 Consolidated Master Plan which relate to the Old Town Area. This section also includes an overview of changes which have occurred in the area since 1974. The Existing Conditions section examines issues, development potential sites, present zoning and present land use. The Future section presents updated goals and objectives, a revised land use plan and current community facilities and a revised major thoroughfare plan. The Implementation section includes proposed zoning changes and explains actions required to implement the plan.

## PLANNING PROCESS

This plan has been developed in consultation with citizens, property owners, and community and business groups, through a series of meetings which included a review of existing conditions and trends in the Old Town Area, identification of issues, review of previously adopted plans for the area and a review of plan recommendations.

## PLAN BOUNDARIES

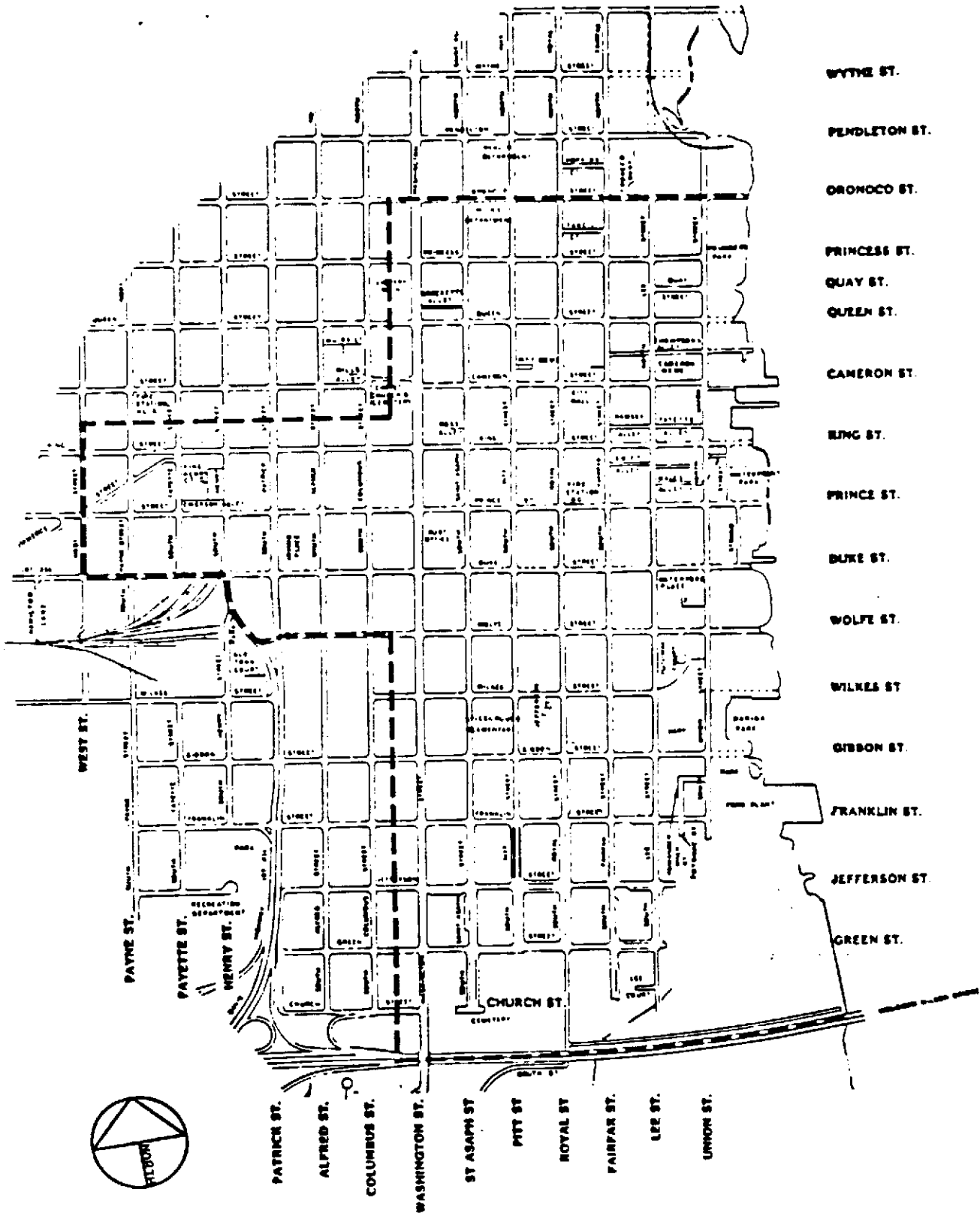
The Old Town Area Plan area is located in Planning District No. 1, in the downtown/waterfront section of the City. The plan area is bounded on the east by the Potomac River, on the south by the Capitol Beltway (I-95), on the north by Oronoco Street and on the west generally by Washington Street, with an extension along King and Duke Streets west to West Street. The boundaries, for the most part, coincide with the boundaries of the Old and Historic Alexandria District. (Map #1)

The northern boundary was established at Oronoco Street, since the area north of this street was included in the Old Town North area plan.

# MAP 1

## PLAN BOUNDARIES

### OLD TOWN STUDY AREA



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## BACKGROUND

### HISTORY OF AREA

The City of Alexandria, including the area of this plan, was established as a Colonial Settlement in 1749 by an Act of the Virginia General Assembly. The Act envisaged that the town "would be commodious for trade and navigation and tend greatly to the best advantage of frontier inhabitants."



ONE OF

The town prospered and flourished and was the most important port town of the eighteenth century, surpassing in its activity the ports of New York and Boston.

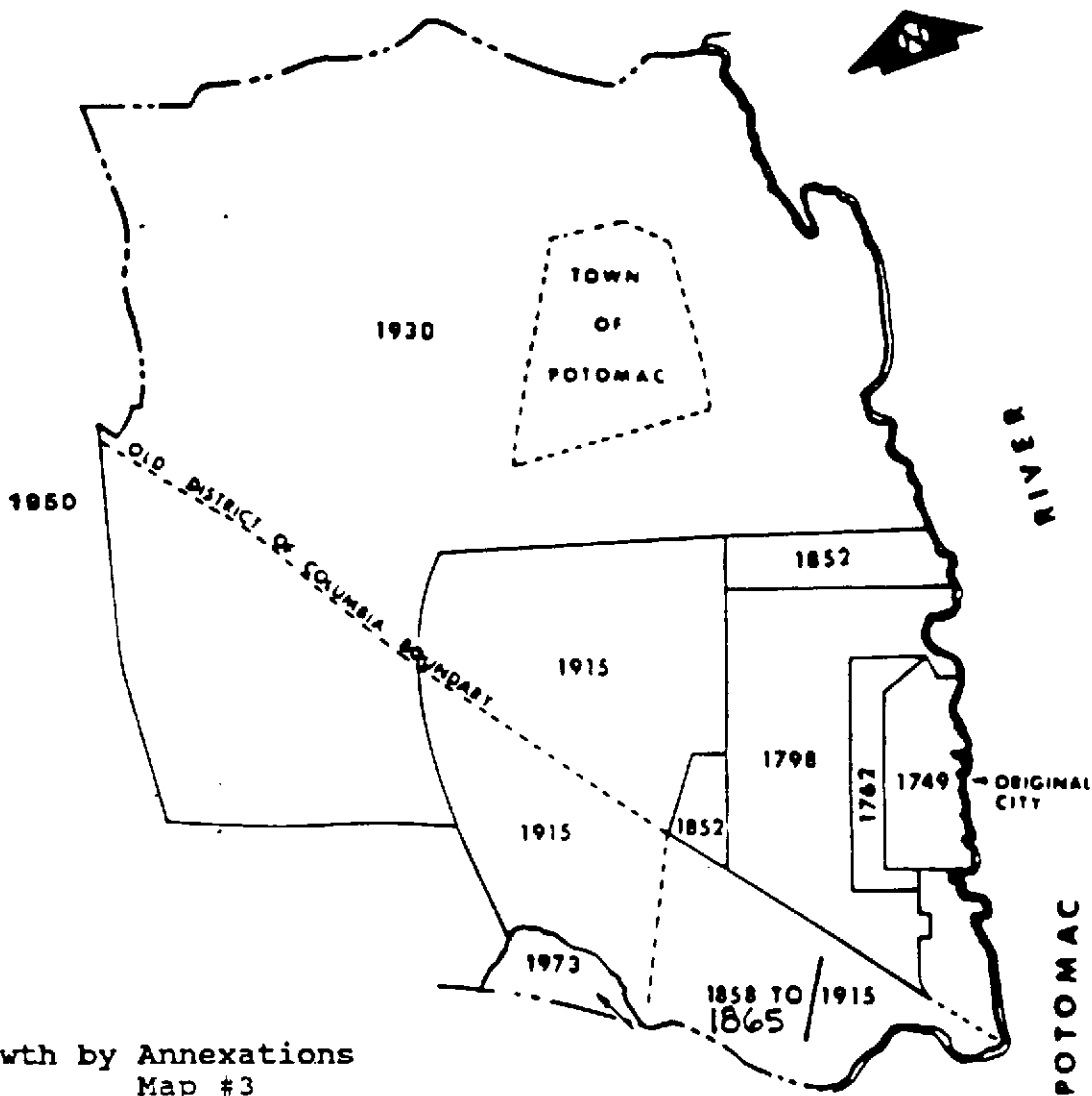
The City as originally established was only approximately 60 acres in area. (Map #2) It extended from the Potomac River as far west as the properties on the west side of Royal Street.



Photostat: Library of Congress

MAP #2

In 1801 it was made part of <sup>the</sup> George Washington's Federal City. However, in 1847 Alexandria was returned to the State of Virginia. (Map #3)



Growth by Annexations  
Map #3

By the end of the nineteenth century, railroads brought profound change to Alexandria. Growth shifted to the western edge of the City, near the Southern Railway and the Richmond, Fredericksburg and Potomac Railroad lines.



Pitt and King Sts., c. 1900.

Generally the rail lines followed the coastal plains, including the marshy land adjacent to Cameron Run. (Map #4) Most of the land which was put into industrial and warehouse use during the last half of the 19th Century was the property directly served by these railroad lines. When the railroad replaced shipping as the major hauler of goods, Alexandria's waterfront area was the primary area to experience decline.

The restoration of Old Town began in the late 1920's. Over the next twenty years, Old Town residents and civic groups were instrumental in saving and rehabilitating many fine Old Town structures. The residents' interest and activities led to public policies for historic preservation.

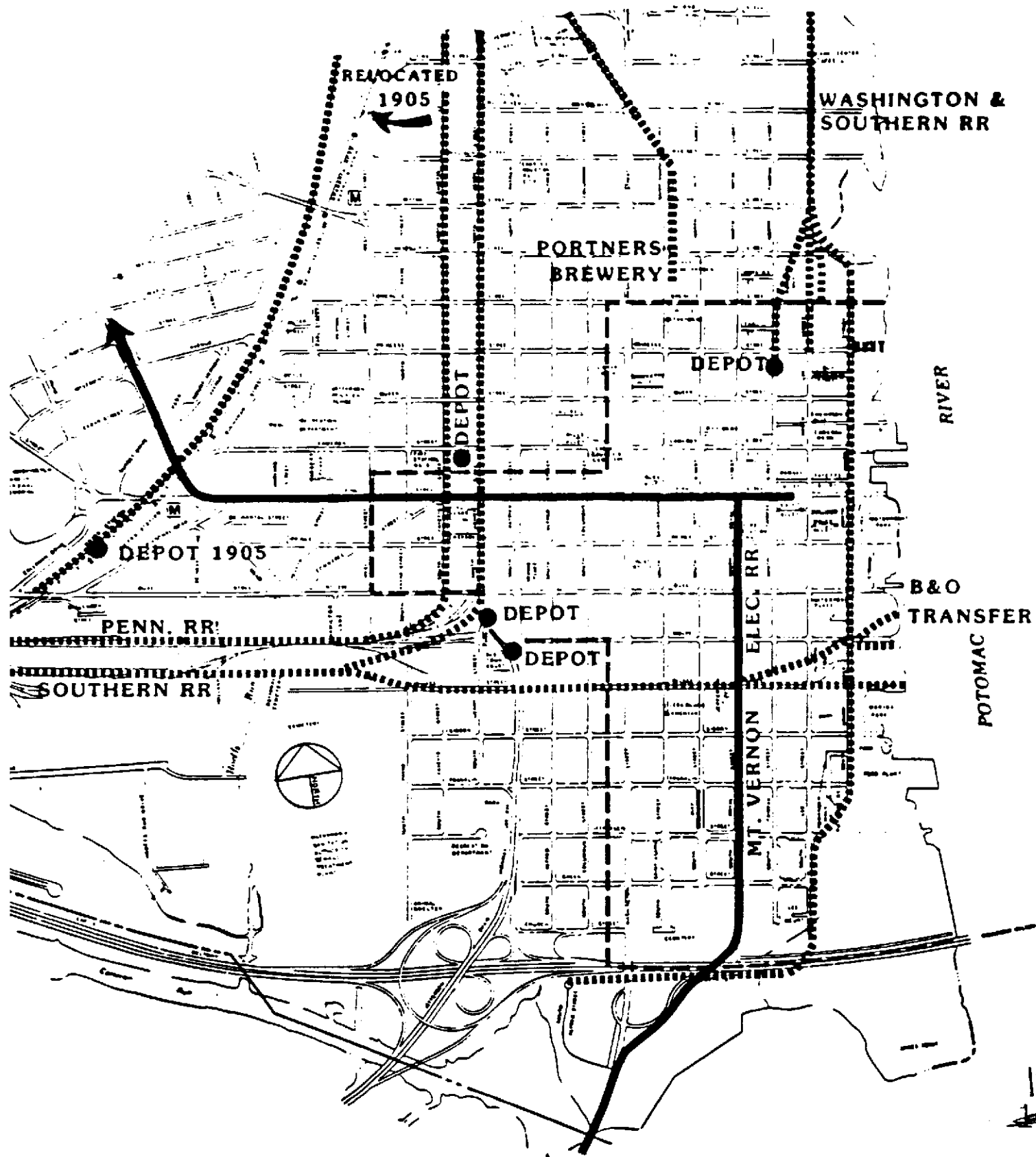
The Old and Historic Alexandria District was created in 1946, running south from Montgomery Street to Hunting Creek and east from Alfred Street to the Potomac River. All structures therein dating from 1846 or earlier were protected from unwarranted demolition and exterior architectural modifications out of keeping with the character of individual buildings or their surroundings. The Board of Architectural Review was established to enforce the provisions of the District.

Subsequent revisions to the Old and Historic Alexandria District Ordinance took place in 1951, 1958, 1965, 1970 and 1984. These amendments changed the District boundaries, expanded the powers of the Board of Architectural Review and established building heights limitations. Map #5 identifies the boundaries of the District as it exists today.

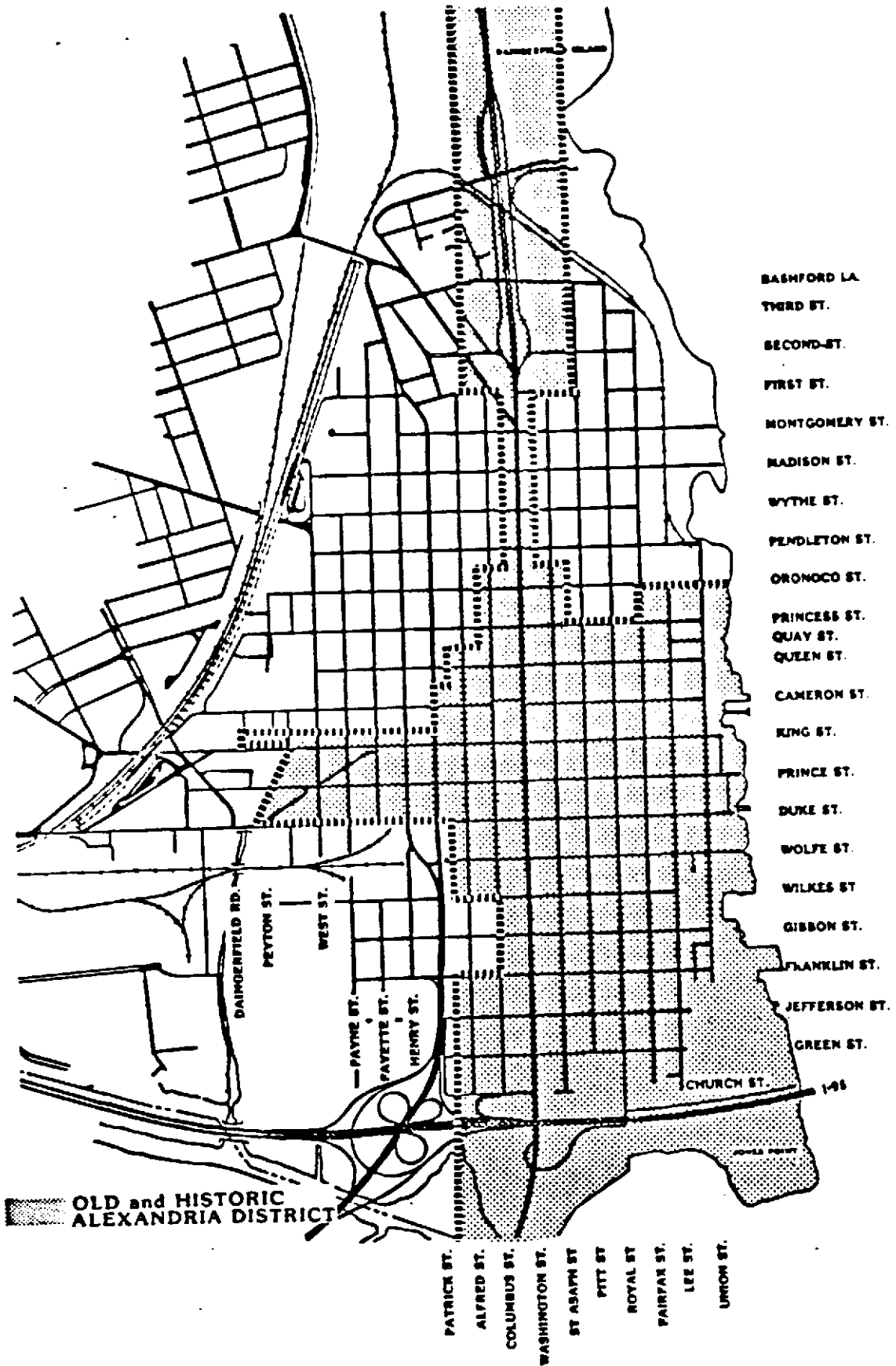
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MAP 4  
RAILROAD ACTIVITIES 1900-1905  
OLD TOWN STUDY AREA



# OLD & HISTORIC ALEXANDRIA DISTRICT OLD TOWN STUDY AREA



In addition, to the industrial areas associated with river commerce and railroads, as well as the residential neighborhoods in the Old Town area, there are two commercial spines, one along King Street and the other along Washington Street.

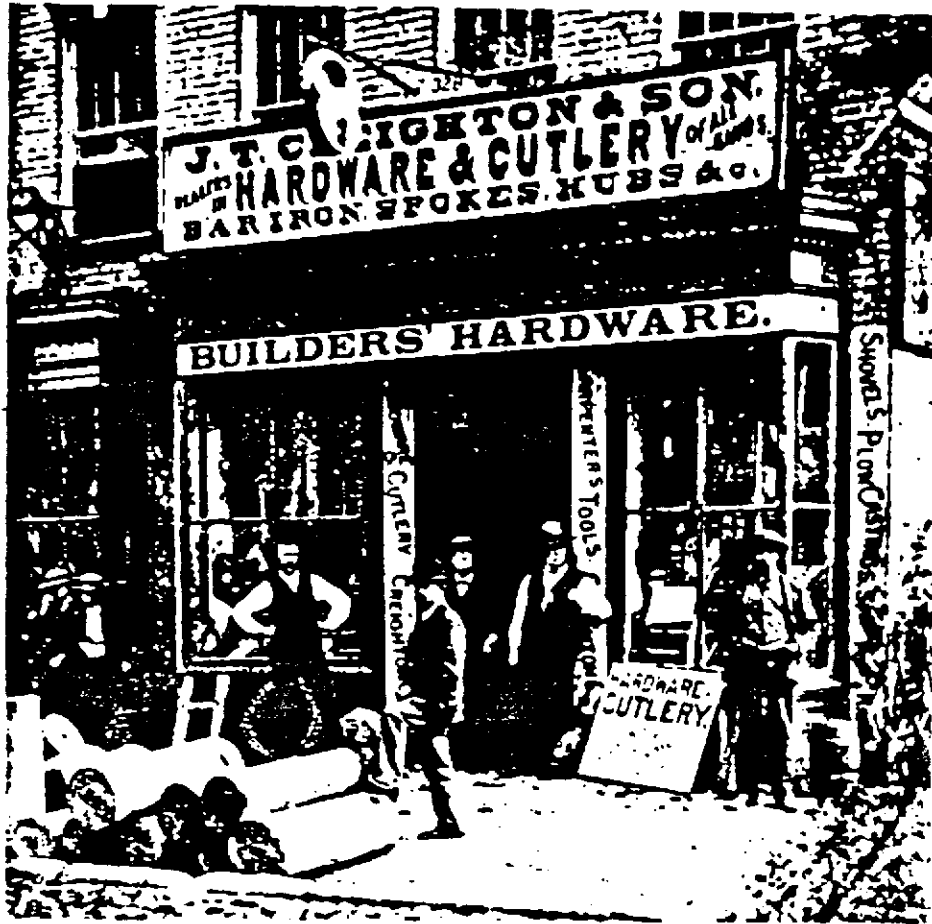
King Street at its lower end near the river initially housed industrial uses with some limited retailing. Uses in this area related to both port and rail facilities. West of Fairfax Street the area was predominantly retail, which served the needs of residents of the area. The area was viable until the 1950s when outlying shopping centers began to appear in the Washington metropolitan area.

SOME LARGE CONCERNS (EG., WULFISH-HARDWARE) DID CONSIDERABLE BUSINESS, DIRECTLY AND AS JOBBERS, WITH THE CITY'S AGRICULTURAL HINTERLAND (MAINLY FAIRFAX AND PRINCE WILLIAM COUNTIES). THE LOSS OF THIS TRADE WAS A MAJOR FACTOR IN THE DETERIORATION OF THE CBD.



100 block of King St. c. 1906

The decline of the downtown shopping area caused the City to consider steps to revitalize the area as a commercial center. In the 1960s an urban renewal plan was adopted for King Street from Fairfax Street west to St. Asaph Street. These new offices, commercial and hotel uses served as a catalyst to breath new life into the downtown area.



328 King St., c. 1880.

Following the King Street renewal efforts, the City embarked on a program to remove from the waterfront industrial activities which were no longer compatible with the nearby restored residential areas and the revitalized commercial area. After much study and public input, a joint plan for the area was prepared by the U.S. Interior Department and the City of Alexandria in May 1982. This plan resulted in reuse of the Old Torpedo Plant as an office/residential and art center. A series of public parks were also created with a pedestrian walk way along the river. These efforts resulted in upgrading the character of Alexandria's deteriorating industrial port area.

xi

and which were not dependent upon waterborne transportation. 50

The City of Alexandria, like most cities, is an ever evolving community. It has changed from a major port, to a modern office, commercial center with attractive housing areas. This evolution will continue into the future, thus necessitating a review of how change will effect the area and how change should be managed.

### CONSOLIDATED MASTER PLAN

In the late 1960s a citizen task force known as the Planning Advisory Committee was appointed by City Council, with the charge to prepare a new master plan for the City. In the early 1970s they presented a Consolidated Master Plan which, for the first time, included all of the plan elements in one document. This plan included, goals and objectives, a land use plan, a capital facilities and recreation and parks section, a major thoroughfare plan and an urban design section. This plan was adopted by City Council in 1974 following a series of public hearings held by both the Planning Commission and City Council.

The 1974 Plan contained a generalized land use plan for the entire city. At that time, it was proposed that small area plans be prepared for various neighborhoods to further refine and update the recommended land uses contained in the generalized plan, and for the purposes of providing a more detailed land use document. Since then, plans have been prepared for the Waterfront, King Street Station, Braddock Road Station, Potomac West, Old Town North, Cameron Run Valley, Bradlee/Fairlington, Duke Street and Landmark Van Dorn. This plan is a continuation of that process, now involving the Old Town area.

### 1974 GOALS AND OBJECTIVES

The 1974 Consolidated Master Plan contains the following goals which relate to the Old Town Area. **THE GOALS ARE STILL VALID.**

#### 1. General

- In order to accommodate this anticipated growth, the plan recommends that 19 areas within the City be designated as Development Potential Areas in which most of the future growth of the city will occur. Most of these areas should be developed as living-working activity centers which could help lower the dependency on the automobile. All other areas of the City will generally be held constant in both land use and density.
- Most areas presently used for single family dwellings should be encouraged to remain single family.

- Improvements to the existing highway system should be undertaken in order to route traffic away from established residential areas.
- General design guidelines have been recommended for Alexandria's waterfront to establish a visual scale compatible with the surrounding environs. Variety within intense development with adequate transitions is necessary in order to blend old with new. A continuous pedestrian pathway system should be built along and through the waterfront development. The development along the waterfront should be related to a series of intervals scaled to pedestrian activity. A visual awareness of the river must be carefully preserved.

## 2. Land Use

- Separate incompatible land uses.
- Expand tax base.
- Protect areas of historic value.
- Develop potential of waterfront.
- Preserve sound residential areas.
- Provide more flexibility in development.
- ALL NEW RESIDENTIAL AND COMMERCIAL PROJECTS SHOULD PROVIDE

## 3. Transportation OPEN SPACE AND RECREATION OPPORTUNITIES FOR THEIR OCCUPANTS.

- Protect residential areas from heavy through traffic.
- Separate through and local traffic.
- Encourage maximum use of transit facilities.

## 4. Urban Design

- Strengthen community identity.
- Blend old and new development.
- Eliminate above ground utility lines.
- Enhance City landmarks.

## 5. Old and Historic District

- It is recommended that the City encourage the tourist potential of Alexandria resulting from its historic past and its proximity to the Nation's Capital. Compatible uses can be located adjacent to Old Town, especially along the waterfront area. Such a policy can serve to encourage development of adequate motel and conference facilities to serve the region as well as the City. In doing so, the City should impose requirements that will preserve the historical attractiveness from which this potential is derived.

The recommendations specifically for the Old Town area contained in the section on Alexandria Planning Districts are as follows:

- Retain the retail pattern on King Street from Washington Street to the Potomac River.
- Protect the appearance of Washington Street as the gateway of Planning District I.
- Encourage the relocation of industrial uses from Planning District I to more appropriate sections when one or more of the following conditions exist:
  - Close proximity to single-family homes
  - New uses being planned
  - Obsolescence of buildings
  - Environmental hazards
- Redevelopment of the Alexandria waterfront including:
  - Replacement of older industrial and storage uses.
  - Provision for a continuous pedestrian walkway between Jones Point and Daingerfield Island.
  - Encouragement of new high density residential and office development in the North Waterfront area.
  - Limit residential density east of Lee Street to no more than 40 units per acre.
  - Creation of parks and recreation areas and assure public access to the water.

● VISUAL AWARENESS OF THE RIVER MUST BE PRESERVED.

#### 1974 LAND USE PLAN

The 1974 Land Use Plan as amended by the Waterfront Plan and the King Street Station Area Plan shows Old Town as primarily residential with two commercial spines; one along King Street and the other along Washington Street. The waterfront is indicated for mixed use and parks. These land use patterns are shown on the following generalized land use map from the 1974 Consolidated Master Plan.

The predominant land use category shown on the map is medium density residential which covers most of the areas south and north of King Street and east of Washington Street. This land use extends west of Washington Street to Henry Street between Prince and Wolfe Streets.

The waterfront is designated for Waterfront mixed use, which includes office, retail and residential with water oriented activities; for park, recreational and open spaces; and for a small amount of industrial along the east side of Union Street, from Wilkes Street to about Cameron Street. King Street, most of Washington Street, and portions of Prince and Duke Streets are shown for commercial use. Within the Prince and Duke Street area, the King Street plan indicates that the portions of the area should be developed for residential uses.

Schools and cemeteries are designated institutional on the plan.

# 1974 GENERALIZED LAND USE PLAN AS AMENDED OLD TOWN STUDY AREA



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# 1974 GENERALIZED LAND USE PLAN AS AMENDED OLD TOWN STUDY AREA WEST OF WASHINGTON STREET



**PRESERVATION AREA-ONLY MINOR  
INFILL REDEVELOPMENT  
(KING STREET STATION AREA PLAN)**

**THE KING STREET STATION AREA PLAN:** "Areas bordering established residential neighborhoods should be developed for residential uses. This would apply to parcels fronting Prince Street and Cameron Street and to some extent, Duke and Peyton Streets."

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Klein

## COMMUNITY FACILITIES

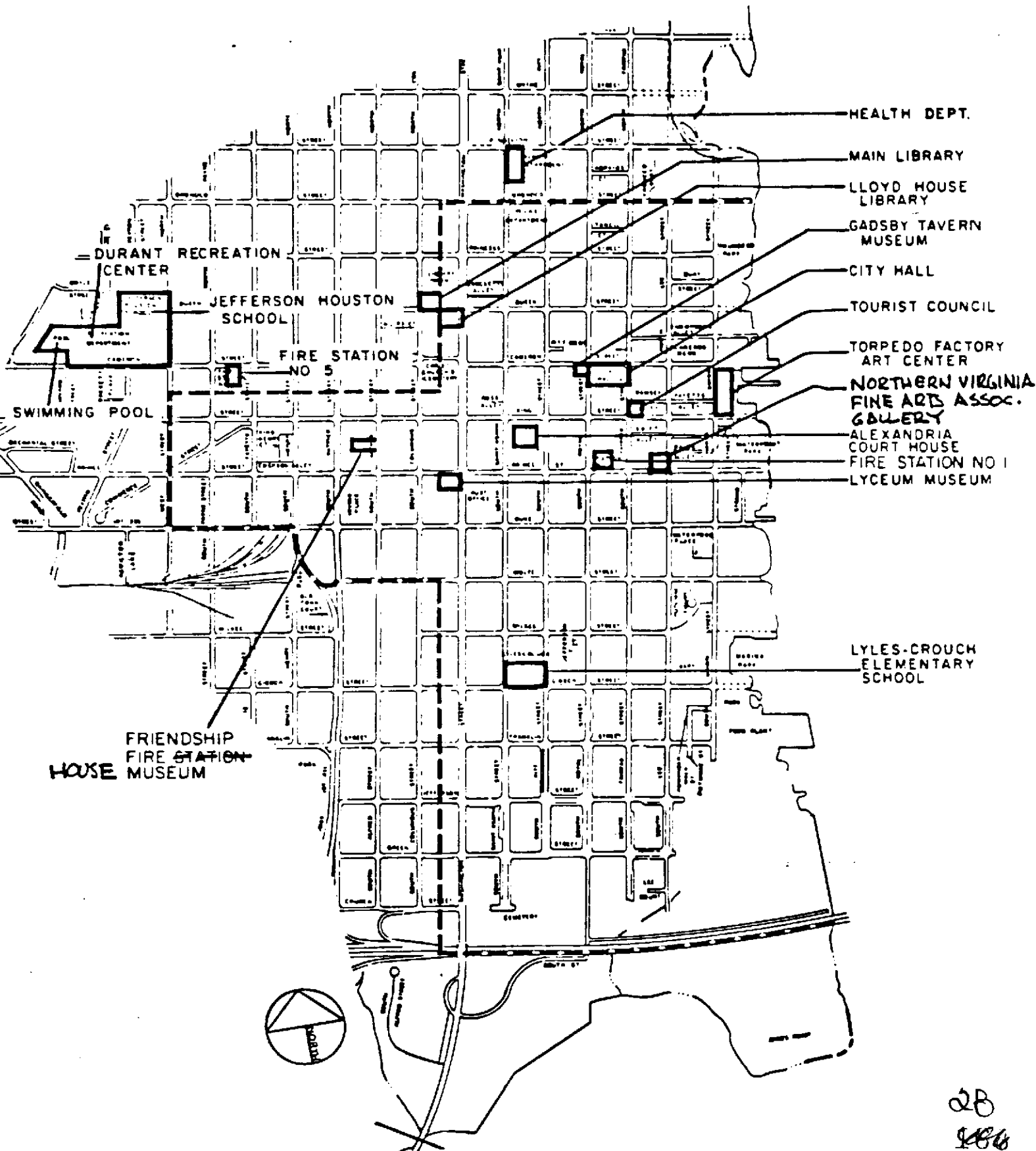
The community facilities which service the Old Town Area are shown on the following map. The seat of local government is located within this area in the 300 block of King Street. There are two library facilities, a public health facility and one public school. Nearby is the Durant Recreation Center, a swimming pool and the Jefferson Houston School. The area contains one fire station on Prince Street and another nearby on Cameron Street.

In addition to these facilities, the area contains several museums and an art center (Map 8).

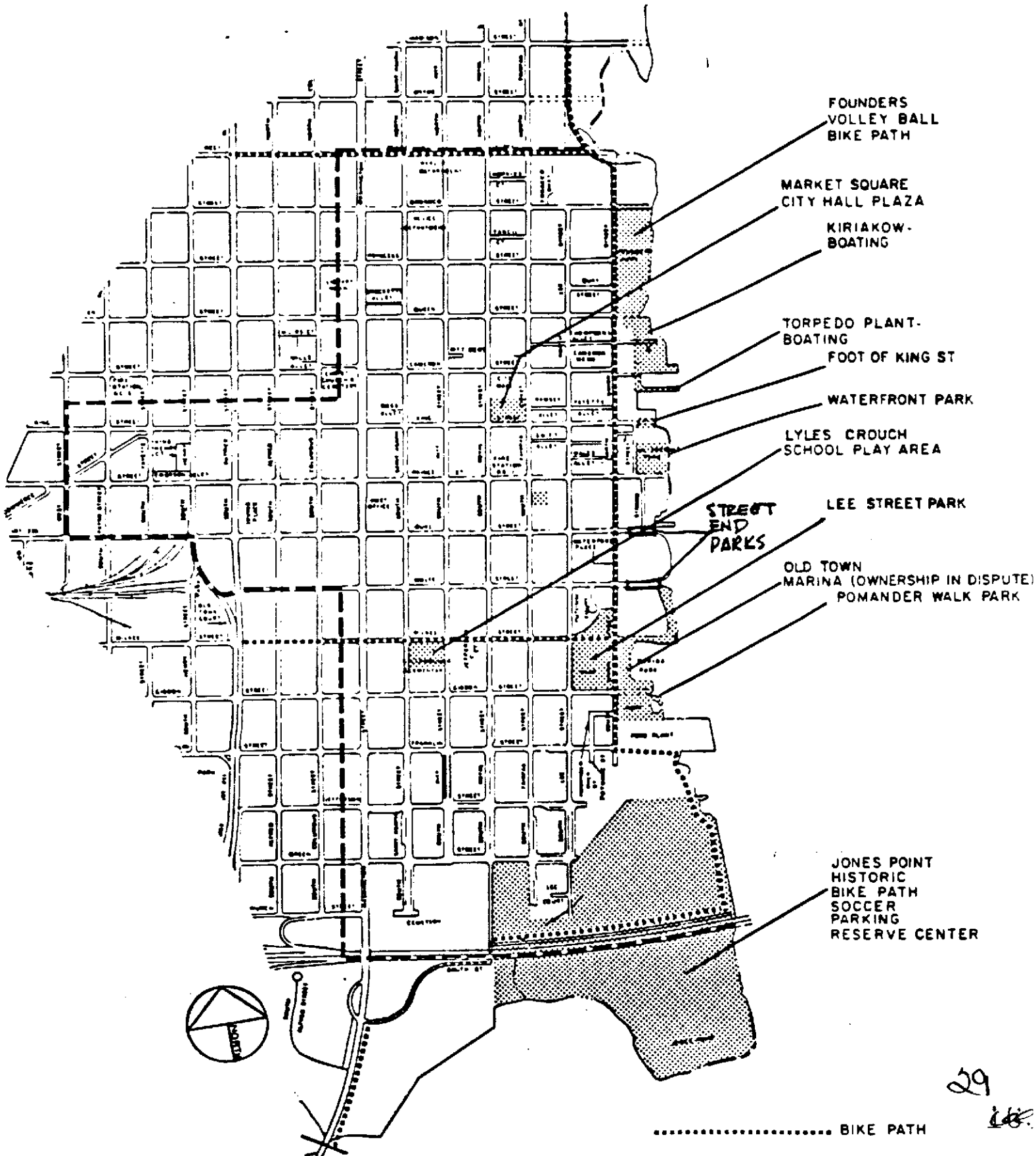
## PARKS

The Old Town area is served by a major park facility at Jones Point. This park includes bike and hiking trails, soccer fields, passive areas and a historic lighthouse. In addition, there are a series of public parks along the river and a pedestrian/bike path which provides almost continuous access along the river. Public open space is also provided on the City Hall plaza and at the Lyles Crouch School (Map 9).

MAP 8  
**COMMUNITY FACILITIES**  
 OLD TOWN STUDY AREA



MAP 9  
**EXISTING PARKS**  
**OLD TOWN STUDY AREA**



**MAJOR THOROUGHFARE PLAN**

The Old Town Area portion of the Adopted Major Thoroughfare Plan is shown on Map 10. Along the southern boundary of the plan area is the Capital Beltway (I-95) and an 8 lane expressway connecting to Maryland by way of the Woodrow Wilson Bridge. This is the primary north-south highway from Maine to Florida. It is physically part of the Capital Beltway around Washington, D.C. and has become the "main street" of the region.

Main north/south streets through the Old Town Area are Washington Street, an arterial, and Patrick and Henry Streets, also arterial streets. Patrick and Henry Streets are paired one way north and south and carry the official designation of U.S. Rt. #1. Some streets have been designated residential collectors. They are Union, St. Asaph and Columbus Streets. Residential Collectors are supposed to carry local traffic to primary collectors and arterial streets.

Major east/west streets are King, Cameron, Prince, Duke and Franklin Streets. King Street is shown as a primary collector, as is Franklin Street east of Washington Street. Cameron and Prince Streets are residential collectors for their entire lengths, west of St. Asaph Street. Duke Street west of Patrick Street is designated as a arterial street, as is Franklin Street between Patrick and Washington Streets.

The City Code defines streets as follows:





Designation

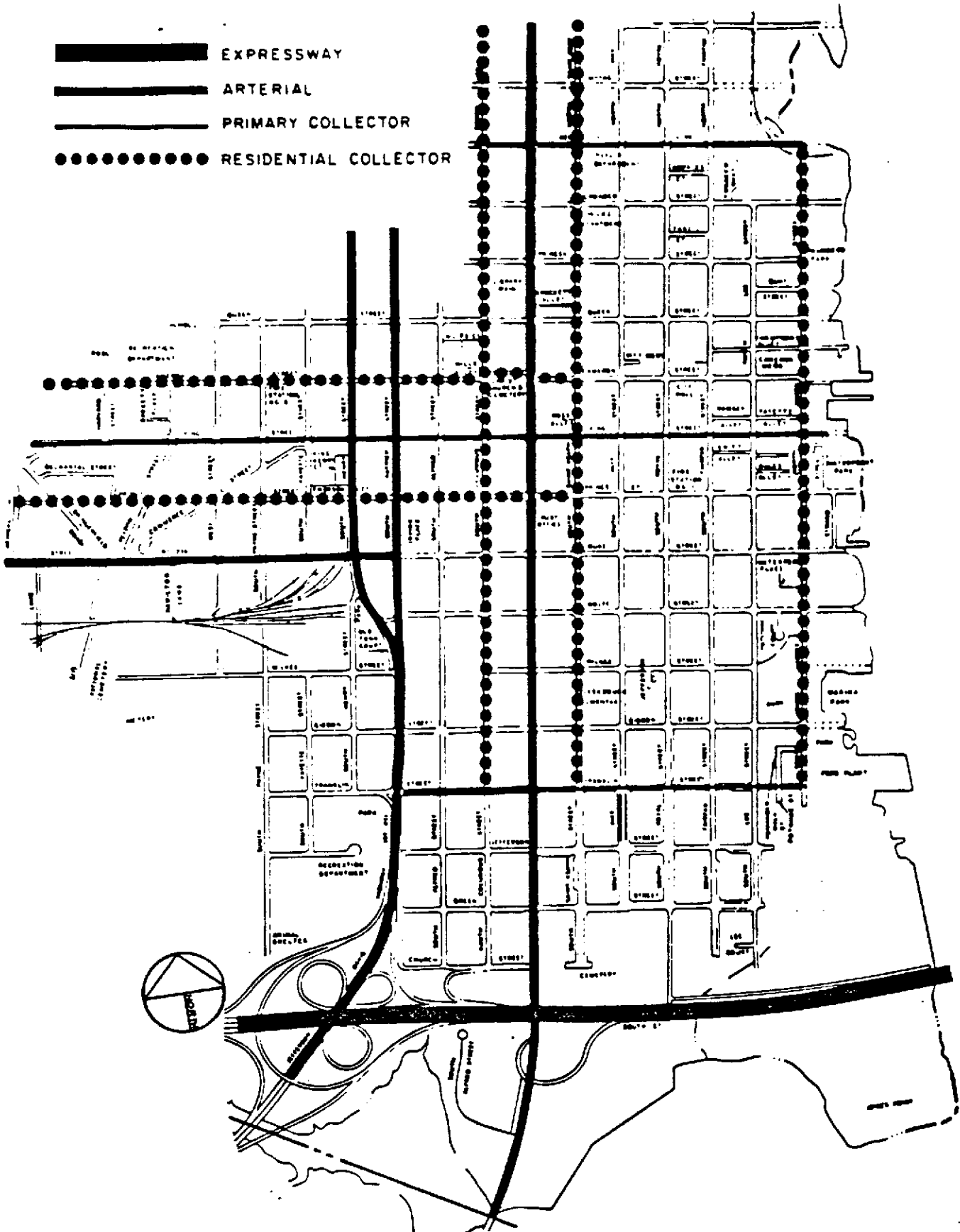
Minimum Row Width

- |                                           |   |          |
|-------------------------------------------|---|----------|
| ● Freeway (expressway, beltway or bypass) | - | 200 feet |
| ● Arterial                                | - | 100 feet |
| ● Collector-primary                       | - | 80 feet  |
| ● Collector-residential                   | - | 66 feet  |
| ● Local                                   | - | 60 feet  |

All of the undesignated streets on the Major Thoroughfare Plan are local streets.

# MAJOR THOROUGHFARE PLAN OLD TOWN STUDY AREA

-  EXPRESSWAY
-  ARTERIAL
-  PRIMARY COLLECTOR
-  RESIDENTIAL COLLECTOR



CHANGES SINCE 1974

Population

The population of the Old Town Plan area has declined since the 1970 Census, but is expected to remain stable in the future. The 1985 estimated population of the area was 5,239, down from the 1970 Census of 6,638, but up from the 1980 Census of 5,108.

Most of the population decrease is attributable to the decrease in average household size from 2.36 in 1970 to 1.83 in 1980 and was estimated to be about 1.92 in 1985. Overall, the number of households increased slightly from 1970 to 1980, but declined in 1985 from 2,919 to 2,814. This phenomenon, decreasing household size, is being experienced nationwide as well as in Alexandria.

	<u>1970</u> <sup>1</sup>	<u>1980</u> <sup>1</sup>	<u>1985</u> <sup>2</sup>	<u>1990</u> <sup>2</sup>	<u>2000</u> <sup>2</sup>
Population	6,638	5,108	5,239	5,248	5,217
Housing Units	2,919	2,961	2,814	2,854	3,061
Households	2,806	2,798	2,729	2,767	2,968
Average Vacancy Rates	3.90%	5.50%	3.04%	3.04%	3.04%
Average Household Size	2.36	1.83	1.92	1.80	1.73

1 SOURCE: U.S. Census.

2 SOURCE: COG Round IV Forecasts and 1980 U.S. Census.

Employment

An estimated 11,300 people work at locations in the Old Town area. Because of data reporting areas, this includes all of the plan area except a six block area in the extreme western section (Map 11). This reflects an increase of about 63% in jobs in the area since 1976, primarily as a result of office development. By the Year 2000 employment in Old Town is expected to reach 13,608 persons.

1976-1985

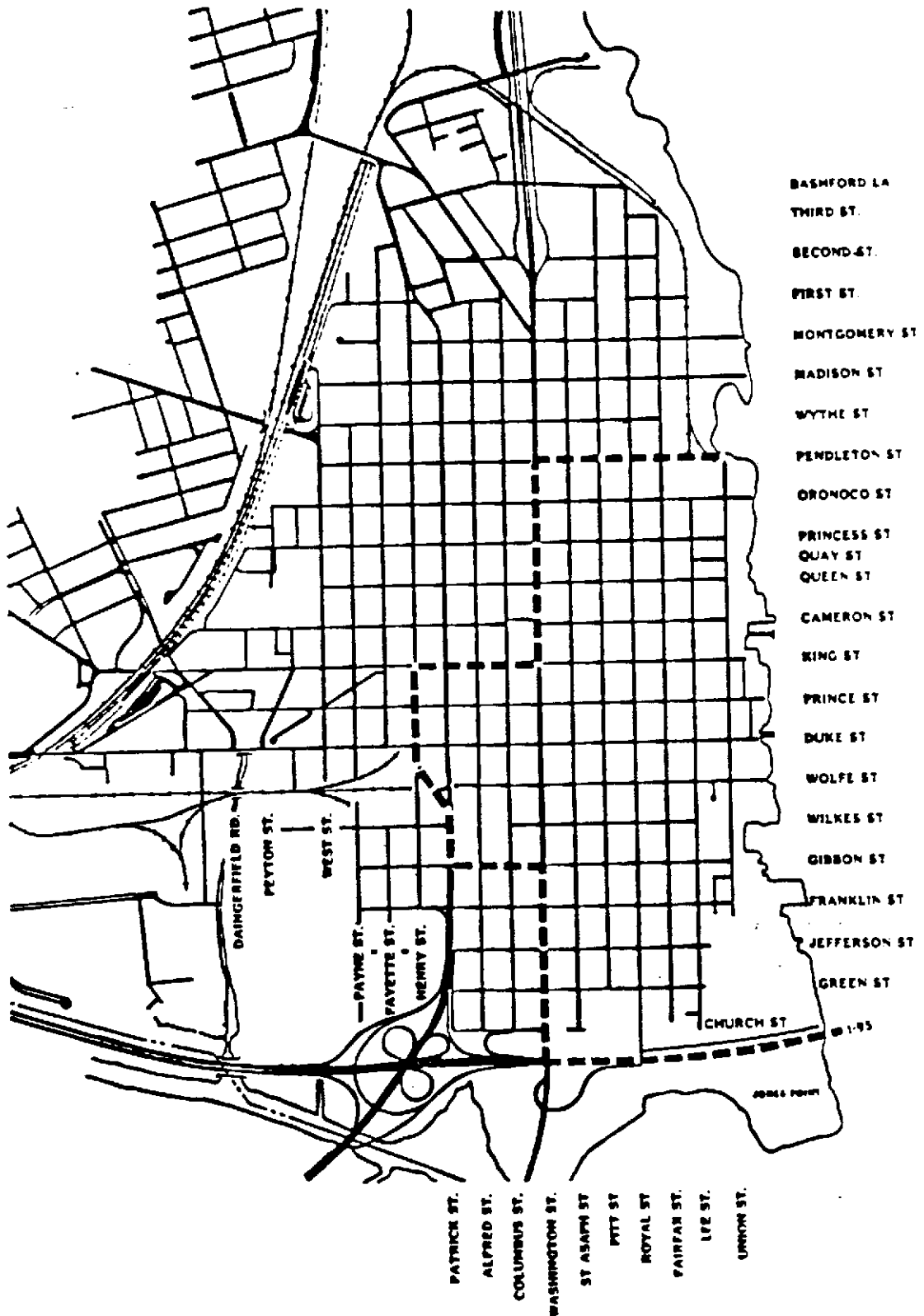
Employment

	<u>1976</u>	<u>1980</u>	<u>1985</u>	<u>Change</u> <u>1976-1985</u>
Industrial	703	999	1,384	+ 96.9%
Wholesale ]	1,625	199	121 ]	+ 39.4%
Retail ]		1,901	2,144 ]	
Fire F.I.R.E. <sup>1</sup>	1,040	1,314	1,211	+ 16.4%
Services	1,758	1,917	3,705	+110.8%
Federal Government ]	1,365	206	352 ]	+ 28.2%
State/Local		1,332	1,398 ]	
Self Employed	453	832	985	+117.4%
	-----	-----	-----	
TOTAL	6,944	8,700	11,300	

SOURCE: WMCOG "Regional Employment Census"  
1976, 1980, 1985.

1. FINANCE, INSURANCE AND REAL ESTATE

MAP 11  
**EMPLOYMENT DATA AREA**  
**OLD TOWN STUDY AREA**



PROJECTED EMPLOYMENT

	<u>1985</u>	<u>1990*</u>	<u>2000*</u>
Private Employment	8,565	8,992	10,314
Federal Government	352	370	424
State/Local Government	1,398	1,468	1,684
Self Employed	985	1,034	1,186
	-----	-----	-----
TOTAL	11,300	11,864	13,608

\*Estimates based on 1985 distribution of jobs.

OFFICE DEVELOPMENT AND EMPLOYMENT

Since adoption of the Consolidated Master Plan in 1974 there have been 39 office buildings or additions built in the Old Town Plan area. The total size of these developments is 1.2 million square feet gross. This amount of development has added 4,570 employees to the 2,650 employees already working here. The office development added is shown on the following chart.

Office space currently under construction is expected to increase employment in the area by 615. The additional employees reflected by this increase will be working in the following buildings which are presently under construction.

Office Space Under Construction

<u>Project</u>	<u>Address</u>	<u>Square Feet</u>
Fairfax Court	326 N. Fairfax	21,379
Firehouse Square	902 King	31,300
1010 King	1010 King	5,833
National Association of Board of Education	1012 King	8,230
Gateway Center	309 S. Patrick	76,186
916 Prince	916 Prince	9,000
Torpedo Plant	Union/King	19,000
Bloomvale	115 S. Union	30,000
		-----
		170,928

35  
2000

OLD TOWN  
OFFICE DEVELOPMENT  
1974 - 1988

Name	Address	Year	Square Feet
	105 N. Alfred	1986	7,218
Rust addition	108 N. Alfred	1984	11,760
	112 S. Alfred	1985	23,700
Law Office	108 N. Columbus	1976	6,023
Barrister Square	106 S. Columbus	1978	7,419
	111 S. Columbus	1976	5,800
DIP Block 4 Townhouse	1000 Duke St.	1984	26,695
Office Building	1020 Duke St.	1984	5,094
	1015 Duke St.	1985	9,634
Standard Flr.Off.Bldg.	1321 Duke St.	1985	29,870
N. Henry Comm. Bldg.	109 N. Henry	1983	18,973
Am.Assoc.Mot.Veh.Admin.	100 S. Henry	1984	17,519
Court House Square	500 King St.	1980	125,287
Office Building	600 King St.	1981	6,698
Burke & Herbert	621 King St.	1980	5,106
	815 King St.	1978	26,938
Tycon	1101 King St.	1985	212,614
Nat.Off.Products Assoc.	301 N. Fairfax	1977	22,878
Black Manafort & Stone	322 N. Fairfax	1983	5,600
Essex Building	331 N. Fairfax	1979	45,735
Crilley Warehouse	220 N. Lee	1976	23,000
Lee Street Square	413 N. Lee	1980	26,890
Dalton Warehouse	428 N. Lee	1981	61,010
One Prince	1 Prince	1985	26,919
Church Building	601 Prince	1981	12,957
Office Building	901 Prince	1984	9,856
Prince Street School	1001 Prince	1984	21,579
Nat.Mental Health Assoc.	1021 Prince	1983	17,519
Morgan Office	128 S. Royal	1980	5,200
Torpedo Factory	201 N. Union	1984	112,275
Harbor Center	211 N. Union	1986	56,739
Heritage Wash.St.Grp.	225 N. Washington	1984	19,125
PWF Insurance Agents	400 N. Washington	1982	28,112
Gannon Office	411 N. Washington	1975	5,544
Old Port Company	422 N. Washington	1977	7,875
George Mason	114 S. Washington	1977	59,081
Lloyds Row	224 S. Washington	1984	19,130
The Atrium	277 S. Washington	1977	116,575
West Street Office	123 N. West	1986	18,989

1,268,931

Proposed and possible office projects in the Old Town Plan area amount to 142,350 square feet in 6 projects. This will add an additional 675 employees to the work force. Consequently, by the Year 2000 the Old Town area may have 8,500 office employees.

PROPOSED AND POSSIBLE OFFICE PROJECTS

		<u>Square Feet</u>
Port of Alexandria	0 Prince	49,550
104 S. Union	104 S. Union	8,695
Strand II	Strand and Prince	31,360
Bloomvale, Inc.	115 S. Union	30,000
Meushaw Office	100 S. West	13,310
ELC Corp.	112 S. West	9,435

DOWNTOWN BUSINESS

Since adoption of the Consolidated Master Plan in 1974 the downtown business area has continued to prosper and grow. This business vitality is due in part to the completion of the final phases of the Gadsby Urban Renewal project, completion of the King and Washington Streets streetscape, improvements to the Waterfront and a continued growth in tourism.

The business area has experienced a large increase in restaurant activities. Since 1974 the number of restaurants in Old Town has increased from 13 to 88. Approximately 40 percent of the restaurants in Alexandria are located in the Old Town Plan area. This increase is associated with the same factors which caused the growth in general business activities, plus enactment of liquor by the drink in Virginia. Restaurants, while being beneficial to the liveliness of the business area, have also caused some concerns to nearby residents and to the City Council. The factors of most concern are parking in residential areas and nighttime noise from restaurant/tavern patrons. The parking issue has been addressed by imposition of residential parking permit zones and the nighttime problems through better police surveillance of the area.

WATERFRONT -- TITLE DISPUTE -- 1981 PLAN

Since 1973, the ownership of the Alexandria Waterfront has been clouded by a title dispute between the U. S. Department of Justice on the one hand and the City and private claimants on the other. The U. S. Department of Justice asserted the United States claim to all lands lying east of the 1791 High Water mark of the Potomac River at Alexandria in the 1973 lawsuit, U.S. v. Bryant, et. al.

The National Park Service and the City worked together for two and one half years to devise a joint land use plan to serve as the basis for an out-of-court settlement between the U. S. Department of Justice and the City. This land use plan was presented to the public at a joint public hearing May 14, 1981. On October 6, 1981, City Council approved settlement conditions proposed by the U. S. Department of Justice for five City-claimed properties and certain dedicated public streets and alleys. Included within the proposed stipulation of settlement was the requirement that on or before December 31, 1982, Alexandria would adopt, and thereafter keep in force, a comprehensive plan and zoning ordinance for the Alexandria Waterfront in general accordance with the height and use restrictions shown in the Alexandria Waterfront Draft Joint Land Use Plan issued in May, 1981. The Alexandria Waterfront, as defined in the U. S. Justice Department stipulation of settlement, includes approximately two miles of waterfront between the U. S. General Services Administration owned Ford Plant and the National Park Service owned Daingerfield Island.

The draft plan addressed proposed changes to the long range land use plan map only. The creation of height districts and special waterfront zones were addressed in a separate study.

The proposed waterfront land use plan addressed those properties within the Alexandria Waterfront District as defined by the October, 1981 stipulation of settlement between the U. S. Department of Justice and the City of Alexandria. The ten acre U.S. General Services Administration owned Ford Plant has also been included in the proposed land use plan changes because of City Council's action in May, 1980 approving acquisition of the Ford Plant for water-oriented public/private uses.

The proposed waterfront land use plan differed significantly from the adopted plan. The North Waterfront, high-density mixed-use zone was eliminated and the majority of the waterfront was proposed for waterfront mixed use and recreational and open space uses. The proposed plan showed major existing uses in the North Waterfront as they are today; thus, Marina Towers was shown as Residential High, the PEPCO power plant was shown as Industrial, and the Fairfax Street office/hotel corridor was shown as Commercial.

The 1974 adopted land use plan segments the waterfront into four land uses (from north to south being Mixed Use, Residential Medium, Commercial, and Recreational and Open Space). The Waterfront Plan recommended a mix of Waterfront Mixed Use and Recreational and Open Space uses along the length of the waterfront. The Torpedo Plant remained in the Commercial use designation as the only exception. The plan defined the approximate boundaries of a 30 acre waterfront park stretching from Daingerfield Island on the north to the Ford Plant on the south.

The proposed plan was essentially a refinement of the 1978 draft waterfront land use plan and the 1981 draft Joint City/National Park Service Plan. Most importantly, it provided substantial parkland on the waterfront, public access to the river, a continuous walkway/bikeway, controlled density of development, emphasis on water-oriented uses, and continuation of river-related activities.

The waterfront plan was adopted in 1982 and most of the land along the river was rezoned to the new W-1 waterfront and WPR waterfront park and recreation zones. The only property not rezoned was the City owned Torpedo Plant and the Ford Plant complex.

#### HIGHWAYS AND TRAFFIC

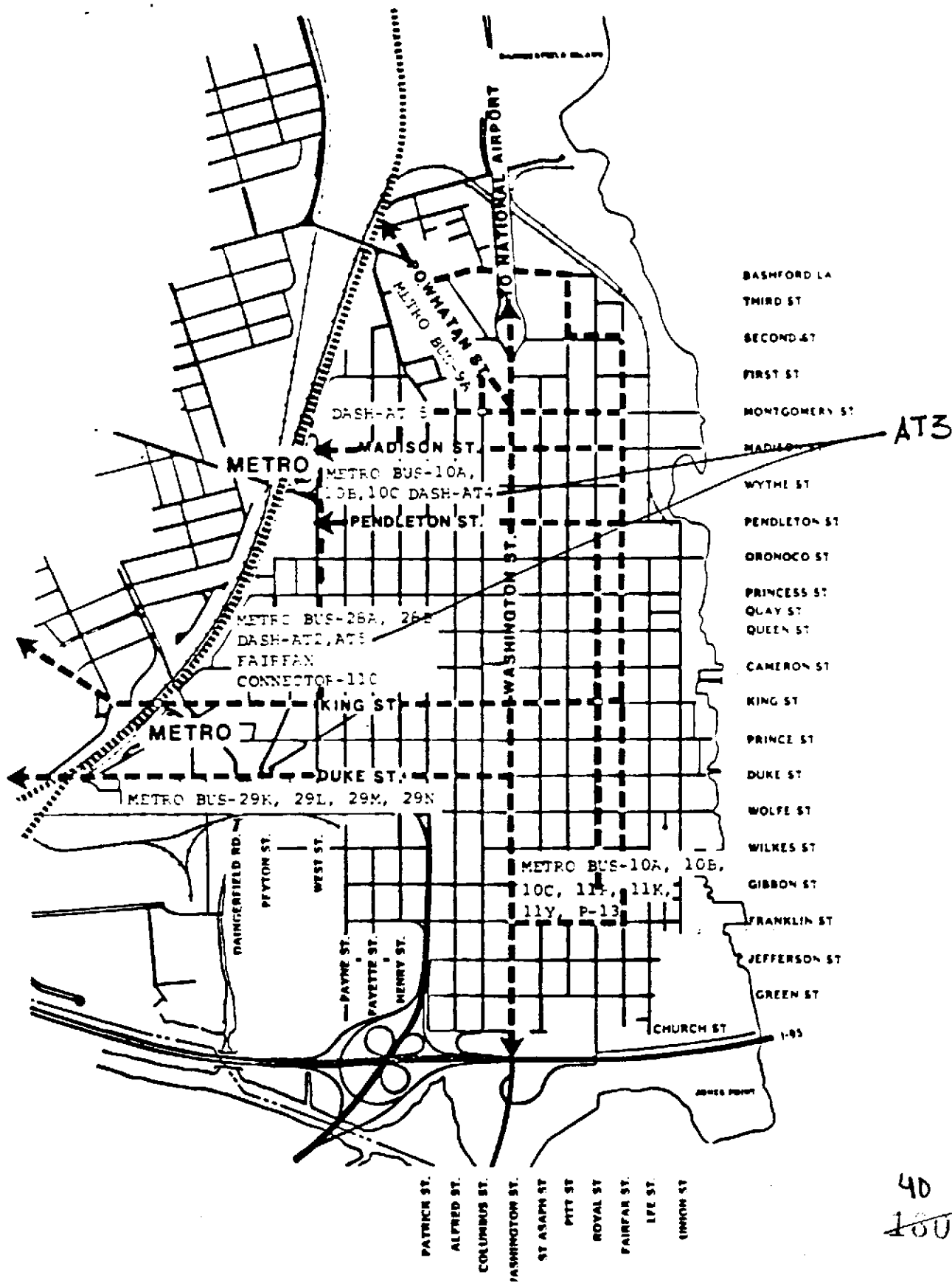
The Major Thoroughfare Plan in the 1974 Consolidated Master Plan recommended that no new highways be constructed in Alexandria. No new streets have been created in the study area. City Council, however, did approve widening Duke Street from Diagonal Road to Henry Street in accord with the arterial designation in the plan.

North/south traffic into and through the area has increased during the past 14 years. This increase is associated with new offices built in and around the Old Town area, as well as new office development built in Arlington County and in the District of Columbia. In an effort to discourage through traffic in residential areas Alexandria has installed a series of all way stops throughout the Old Town area. The City has also implemented HOV lanes on both Washington Street and Patrick and Henry Streets to encourage peak hour car pooling. Traffic through this area has been improved by installation of a computer controlled signal system.

The study area is served by two Metro stations at King Street and Braddock Road. These stations are within walking distance of much of the study area. The study area is also well served by bus service to the stations and to the Pentagon and National Airport. The major routes of DASH, The Fairfax Connector and Metro Bus are shown on Map 12.

# OLD TOWN BUS ROUTES

## OLD TOWN STUDY AREA



## EXISTING CONDITIONS

Excluding street right-of-ways, the area covered in the Old Town Area Plan area includes approximately 250 acres of land not including streets, with a mix of residential, office, retail, industrial, institutional and open space activities, with residential uses predominating. Generally, the non-residential uses are concentrated along King Street, Washington Street and portions of Prince and Duke Streets. The rest of the plan area is mostly residential. The existing land uses are shown on Maps 13 and 14.

## RESIDENTIAL USE

About 48 percent of the total land area in the Old Town Plan area is developed in residential uses. Most of these residences are townhouses built at medium to higher densities. Some of the residential uses include medium to high density garden apartments.

Recent residential development in this area, with the exception of the area in the boundaries of the DIP Residential Urban Renewal area, has been limited to infill townhouses, since there is little vacant residential land available for development.

## COMMERCIAL (OFFICE/RETAIL) USE

Commercial uses cover about 25 percent of the land in the plan area. Most of this commercially used land is located along King Street and Washington Street. Some commercial uses are also located along Union, Prince, and Duke Streets.

In addition to retail and restaurant uses, the commercial area contains office buildings. Since this area is covered by a 50 foot height limit most of the buildings are relatively low in scale and are constructed in a style which is compatible with the character of the Old Town area with a few unfortunate exceptions. Most of the office buildings are located in the Gadsby Urban Renewal project area along the 300, 400 and 500 blocks of King Street and along portions of North and South Washington Street. There are a few office buildings near the waterfront in the north end of the plan area.

## INDUSTRIAL USE

Industrially used land accounts for about 5 percent of the land area within the plan boundaries. The largest remaining industrial uses are the Robinson Terminal Corporation, InterArms and the vacant Ford Plant (under consideration for residential reuse).

In the past, the waterfront area had a large amount of land devoted to industrial use. Planning efforts and economic conditions have seen this type of activity decline to a few industrial uses involving a small amount of land adjacent to or near the river. Over time, it is expected that all of the industrial uses, with the exception of the Robinson Terminal shipping facilities, will disappear from the Old Town area.

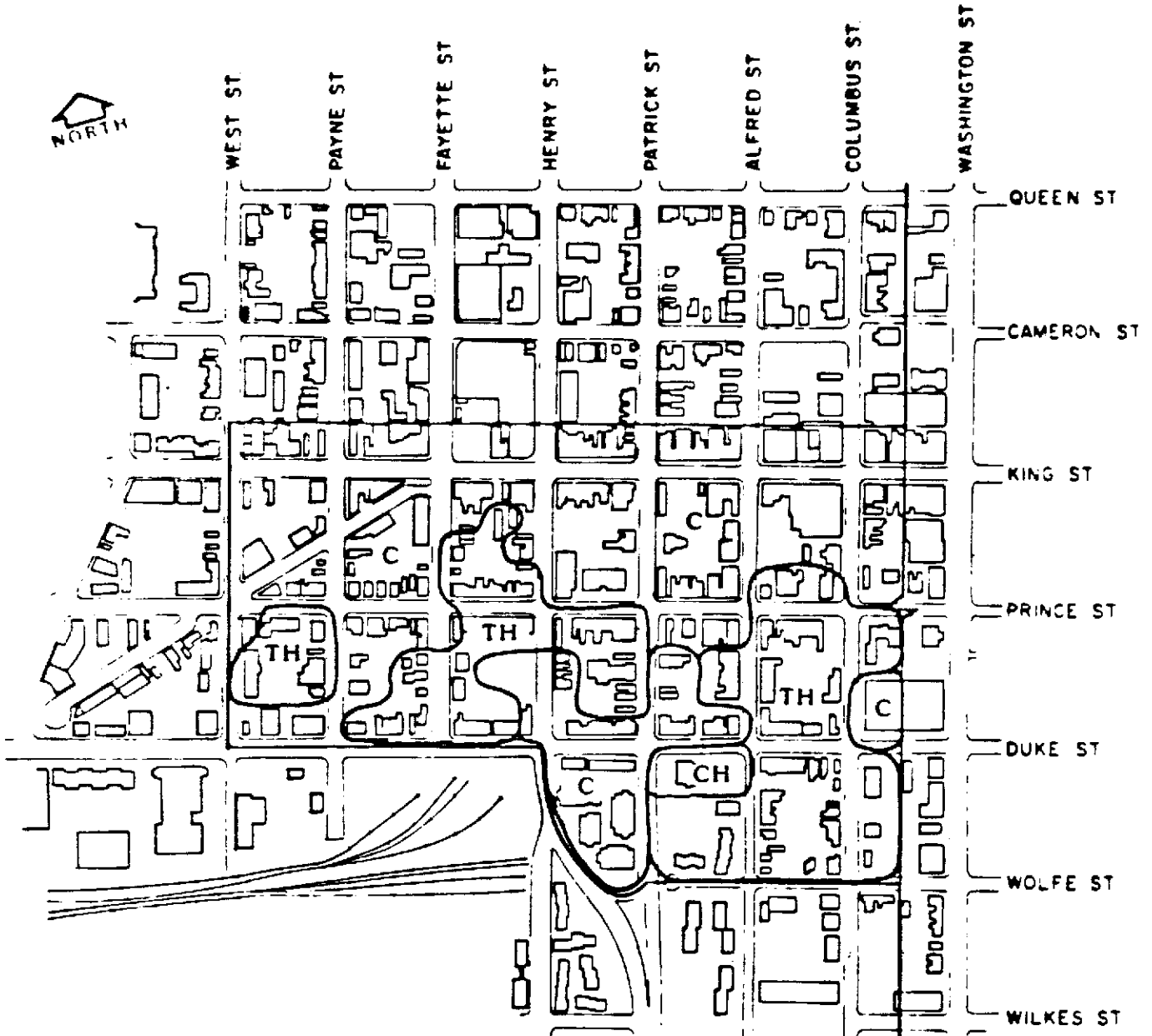
# EXISTING GENERALIZED LAND USE OLD TOWN STUDY AREA

- TH-TOWNHOUSE/  
RESIDENTIAL
- GA-GARDEN APTS.
- C-COMMERCIAL
- I-INDUSTRIAL
- O-OFFICE
- P-PARK
- IN-INSTITUTIONAL



# EXISTING GENERALIZED LAND USE

OLD TOWN STUDY AREA  
WEST OF WASHINGTON STREET



TH TOWNHOUSE RESIDENTIAL

C COMMERCIAL

CH CHURCH

NOTE: THE BLOCKS DESIGNATED COMMERCIAL INDICATE PREDOMINATE USE. SOME BLOCKS CONTAIN RESIDENTIALLY USED BUILDINGS ESPECIALLY ALONG PRINCE STREET.

184  
44

## PARK & OPEN SPACE

This is the land use which has increased most since adoption of the 1974 Consolidated Master Plan. Parks now account for about 17 percent of the land area in the Old Town area. The largest park area is Jones Point in the south east corner of the plan area. The other large parks are Market Square, Founders, Torpedo Plant, Waterfront, Pomander Walk~~X~~ and Lee Street. Also included in this park calculation is the Old Town Marina.

## OTHER USES

Other uses include government, church and school uses. These uses account for about 5 percent of the land area within the plan area. These uses have remained relatively stable since 1974. The largest of these uses is City Hall and the Courthouse. Included also is a Federal Court house and one fraternal organization.

## VACANT LAND

There is virtually no vacant land in the plan area. When development takes place in Old Town, it is usually on land used for some existing land use. An example of this is the Vepco waterfront site which is presently used for parking and transformer storage, and is the site of an electrical substation. This site, in all likelihood, will be used for residential purposes.

## ISSUES

One of the first steps in the planning process for Old Town was to identify issues in the area. The issues identified by staff and participants in the area plan meetings are:

1. Nonconforming uses (commercial uses on land zoned for residential use) (see attached list and Map #16).
2. Areas with potential for future development (see Maps 21 and 22).
3. How to require mixed uses development where plan calls for mixed use.
4. Industrial zoning on lower King where actual use is commercial.
5. Zoning and future use of InterArms property.
6. Density of commercial zoning.
7. Preservation of open space in residential area.

8. Back Yard Boats - future use of property.
9. Office uses in buildings zoned RC residence, with special use permit approval.
10. Home occupations in RM residential zone.
11. Bed and breakfast establishments.
12. Resolution of ownership by Old Town Yacht Basin and acquisition by City.

Nonconforming uses and areas for future development will be discussed in the latter sections of this plan.

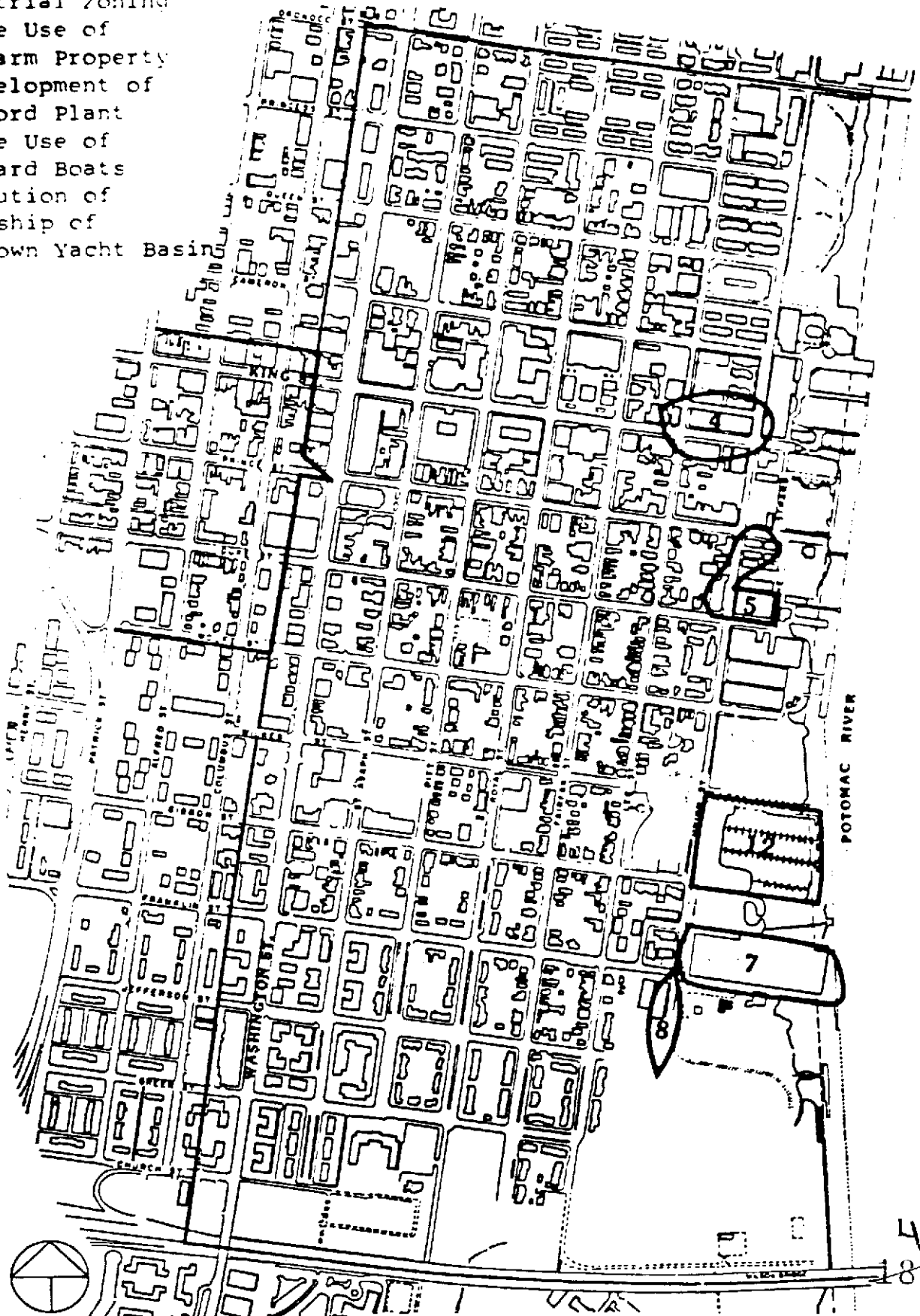
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# ISSUES

## OLD TOWN STUDY AREA

- 4. Industrial Zoning
- 5. Future Use of Interarm Property
- 7. Redevelopment of Old Ford Plant
- 8. Future Use of Backyard Boats
- 12. Resolution of Ownership of Old Town Yacht Basin



The issue of requiring mixed use where mixed use is mandated or desired is a Citywide issue raised in most of the other area plans, and will be reviewed by the Zoning Task Force with the assistance of the City's Zoning legal consultant.

Much of the 100 block of King Street and part of the 200 block are zoned industrial. This is the remnant of the era when this area was industrial. Now that all of these uses have relocated elsewhere and the area is used for commercial activities, industrial zoning is inappropriate and the properties should be rezoned to an appropriate commercial zone.

The density of commercial activity is important in Old Town. The area is limited by the Old Town 50 foot height limit and by the Board of Architectural Review's consideration of building plans. Nonetheless, the densities of new buildings as they relate to the scale of Old Town needs to be controlled to be compatible with nearby residential uses, so they can exist in harmony.

Open space in individual lots is being filled with additions and in some cases subdivided for additional dwellings. The Zoning Task Force, as part of their zoning code review, may wish to consider amending the open space regulations in the RM zone to have open space provided on a sliding scale based on lot area, whereby small lots would provide less open space than larger lots. The larger amount required for large lots will reduce the possibility of large additions being built in areas which have been open and usable space.

Areas in Old Town, along North St. Asaph Street north to Cameron Street are zoned RC, a high density multi-family residential zone. This is incompatible with Old Town development. Therefore, these areas should be rezoned to RM to retain the residential character of the area and to eliminate the threat of office use also permitted in the RC zone.

Home occupations including doctors' offices and similar office uses are permitted by the Zoning Code.

To assure that businesses and offices are not operated in residential areas in Old Town, consideration should be given to amend the Zoning Code to prohibit home occupations as a permitted use.

Consideration should be given to control of the situation where rooms are rented to less than three individuals. This is not now defined as a rooming house or boardinghouse and therefore does not require Special Use Permit approval.

The control of bed and breakfast facilities in Alexandria should be investigated. Consideration needs to be given to defining the use and determining where and under what circumstances they should be allowed.

[THIS SERIES OF ISSUES SHOULD BE CONSIDERED BY THE ZONING CODE TASK FORCE. THE PLANNING COMMISSION WILL SEE THEM LATER AND HAVE TO ASSESS HOW WELL THEY FIT IN TO WHAT THE COMMISSION THINKS WAS DONE WITH THE VARIOUS AREA PLANS.]

180 48

## NONCONFORMING USES

The City Code regulates nonconforming uses created by zoning code or map changes. Nonconformity relates to any use of land or buildings which is not consistent with the regulations of the zone in which the use is located. Commercial uses occupying land zoned residential in 1951 are required to terminate at the end of a 40 year amortization period. Consequently, several properties must cease operations in 1991.

There are 7 nonconforming uses located in the Old Town Plan area (Map 16). These uses were discussed at citizen meetings and it was the opinion of the majority of those in attendance that all of the nonconforming uses should be terminated as required by the code.

A separate policy study is being prepared by the Planning Staff for consideration by City Council. That paper will provide guidance on a Citywide approach to the 1991 nonconforming use situation.

THE NONCONFORMING USE ISSUES WILL REACH THE  
PLANNING COMMISSION IN A SEPARATE STUDY.

# NON-CONFORMING USES

(Commercial Uses on Land Zoned Residential)  
OLD TOWN STUDY AREA



(Commercial Uses on Property Zoned Residential)

- ①. 120 S. Fairfax Street - RM - Office - State Justice Institute
- ②. 216 Prince Street - RM - Office - Julian T. Burke, Inc. Insurance
- \* ③. 301-303 N. Pitt Street - RM - Office - Law
- ④. 229 N. Royal Street - RM - Retail/office - Fota Gallery
- \* ⑤. 200 N. Pitt Street - RA - Office
- ⑥. 139 S. Fairfax Street - RM - Retail - The Enchanted Florist
- ⑦. 200 S. Royal Street - RM - Retail - Old Towne Antiques Prince Royal Gallery, Inc.

\* Status to be determined



## ZONING

Zoning in the Old Town area follows the land use pattern discussed previously. About 50 percent of the land area is zoned residential and the balance is zoned for commercial, industrial and park purposes (Maps 17, 18 and 18a).

### RESIDENTIAL ZONING

The predominant residential zone in the area is the RM which is a townhouse zone especially designed for application in the Old Town area. The zone permits between 30 and 42 units per acre at a floor area ratio of 1.50. The maximum building height permitted is 4 stories or 45 feet. Apartments are allowed only in masonry buildings existing in 1951.

The area also contains land zoned RA, RB and RC residential. The RA and RB zones are garden apartment and townhouse zones permitting a density of approximately 22 dwelling units per acre. The floor area ratio for these zones is 0.75 and the basic building height is 4 stories or 45 feet.

The RC is essentially a high density, usually high-rise residential zone. The maximum density is slightly over 54 dwelling units per acre at a floor area ratio of 1.25. The maximum building height is 150 feet; however, since this area is in a special height district, the maximum building height allowed is 50 feet. The RC zone was applied to garden apartments in the southern end of the area and along N. St. Asaph Street in the north, but staff believes that RA zoning is a more appropriate designation.

### COMMERCIAL ZONING

There are four commercial zones in the Old Town area, C-1, C-2, C-3 and CO. The predominant zone is the C3 central business district zone, which is a retail commercial zone that permits office use as well as residential uses at the same density as the RC zone. This zone is located along both sides of King Street and along segments of Prince and Duke Streets. The floor area ratio of this zone is 1.25 for residential uses and 3.0 for all other uses. Heights in the area are limited to 50 feet.

The C-1 and C-2 commercial zones are similar to the C-3 zone except for uses permitted and density. These zones, found primarily along Washington Street, permit a mix of uses, but the uses allowed are more restricted than the C-3 zone.

The C-0 zone is a commercial office zone which allows residential uses and has a planned unit development provision. Some mixed office and retail use in low scale buildings have been built along streets using this zone. It has also been used for the townhouses at the Torpedo Factory and for an office building also located in that complex.

## INDUSTRIAL ZONING

The Old Town area still contains land zoned I-1 and I-2 industrial. This land is located along the 100 block of King Street and is found in and near the waterfront. The I-1 is a light industrial zone and the I-2 is a heavy industrial zone. Both zones permit planned unit developments in addition to retail, office and industrial uses. The main difference between the two zones is the floor area ratio which is 2.50 in I-1 and 3.0 in I-2. The Robinson Terminal Corporation and InterArms are both located on land zoned industrial. The other large industrial parcel is the Old Ford Plant, which is now under consideration for possible change in zone classification.

## WATERFRONT ZONES

There are two zones along the Waterfront, adopted and applied to land in accord with the 1982 adopted Waterfront Plan. These zones are the W-1 zone, a mixed use zone, and the WPR zone, a waterfront park and recreation zone. Along the areas where these zones have been applied the height is restricted to 30 feet by right, with additional height up to 50 feet allowed with approval of a special use permit.

# CURRENT ZONING

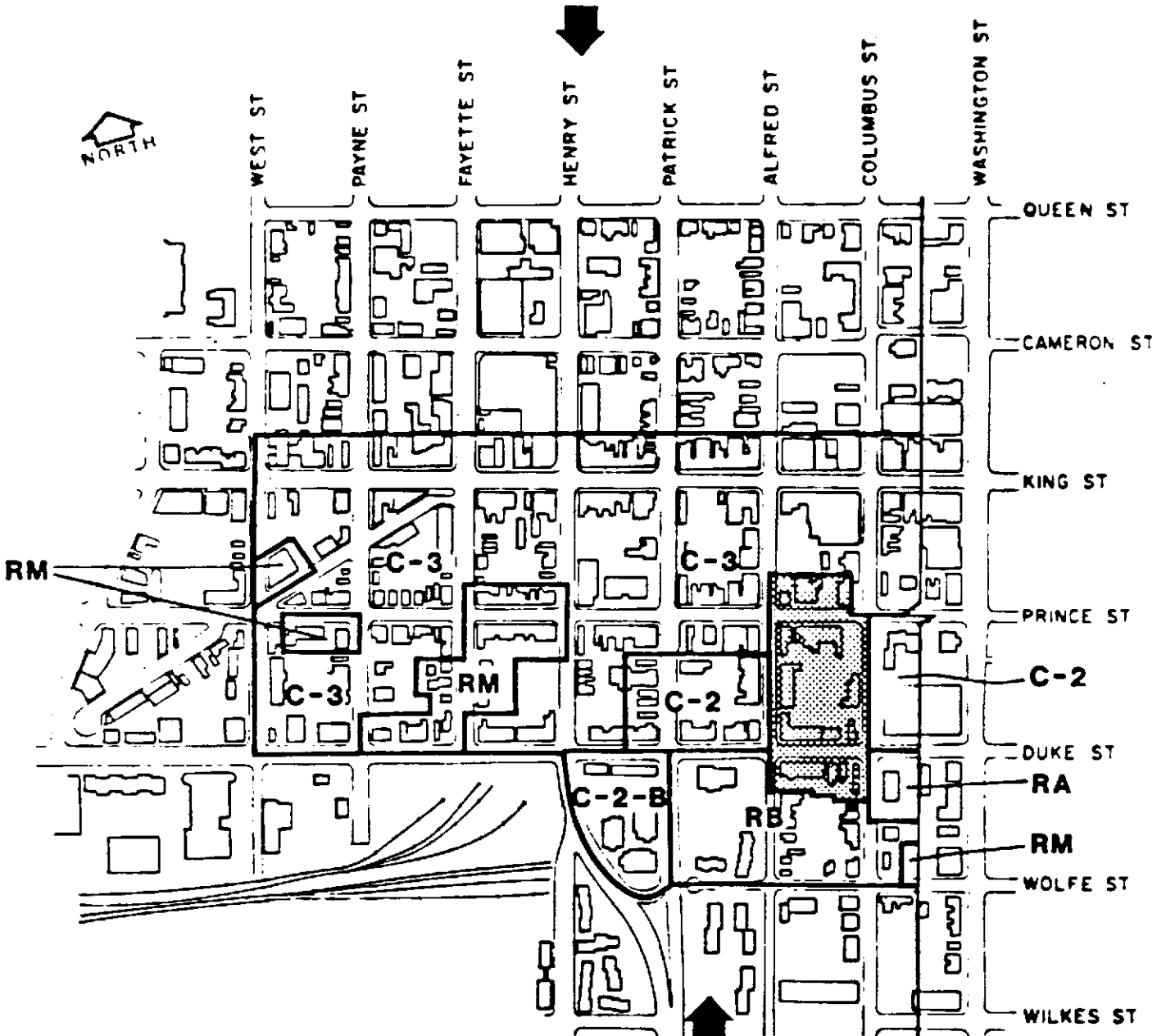
## OLD TOWN STUDY AREA

OLD TOWN NORTH PLAN



MAP 18  
**CURRENT ZONING**  
 OLD TOWN STUDY AREA  
 WEST OF WASHINGTON STREET

**BRADDOCK ROAD STATION  
 AREA PLAN**



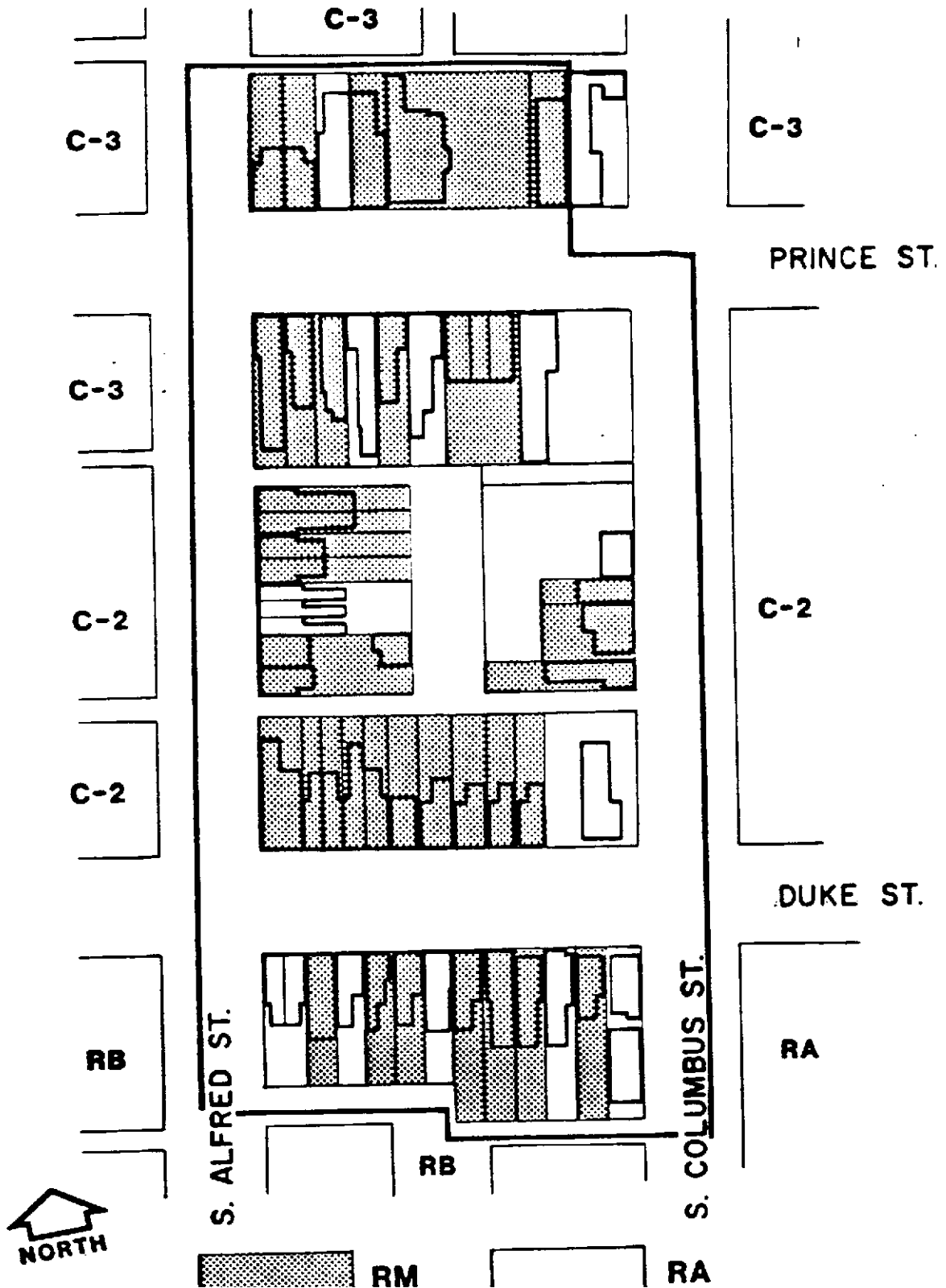
**SOUTHWEST QUADRANT PLAN**



ZONING FOR THIS AREA IS SHOWN  
 IN DETAIL ON A SEPARATE MAP.

54  
 104

MAP 18A  
**ZONING DETAIL**  
OLD TOWN STUDY AREA  
WEST OF WASHINGTON STREET



55  
185

HEIGHT DISTRICTS

With the exception of a small area in the northern portion of the plan area, heights in the Old Town area are regulated by height districts, in addition to the heights permitted in each individual zone. The major portion of the plan is in Height District #1 which includes most of the area within the boundaries of the Old and Historic Alexandria District. Heights within this area are limited to 50 feet with the exception of designated Urban Renewal project areas, where up to 62 feet in height is permitted.

Along the river is the most recently adopted height district, identified as height district #10 (Potomac River Vicinity). Heights in this district are 30 feet by right and up to 50 feet with approval of a special use permit (Maps 19 and 20).

The height limits in the Old Town area are appropriate and it is, therefore, recommended that no changes be made at this time.

150' HEIGHT LIMIT AREA IN NORTHERN PORTION OF OLD TOWN SHOULD BE INCLUDED IN OLD TOWN HEIGHT DISTRICT - 50' LIMIT.

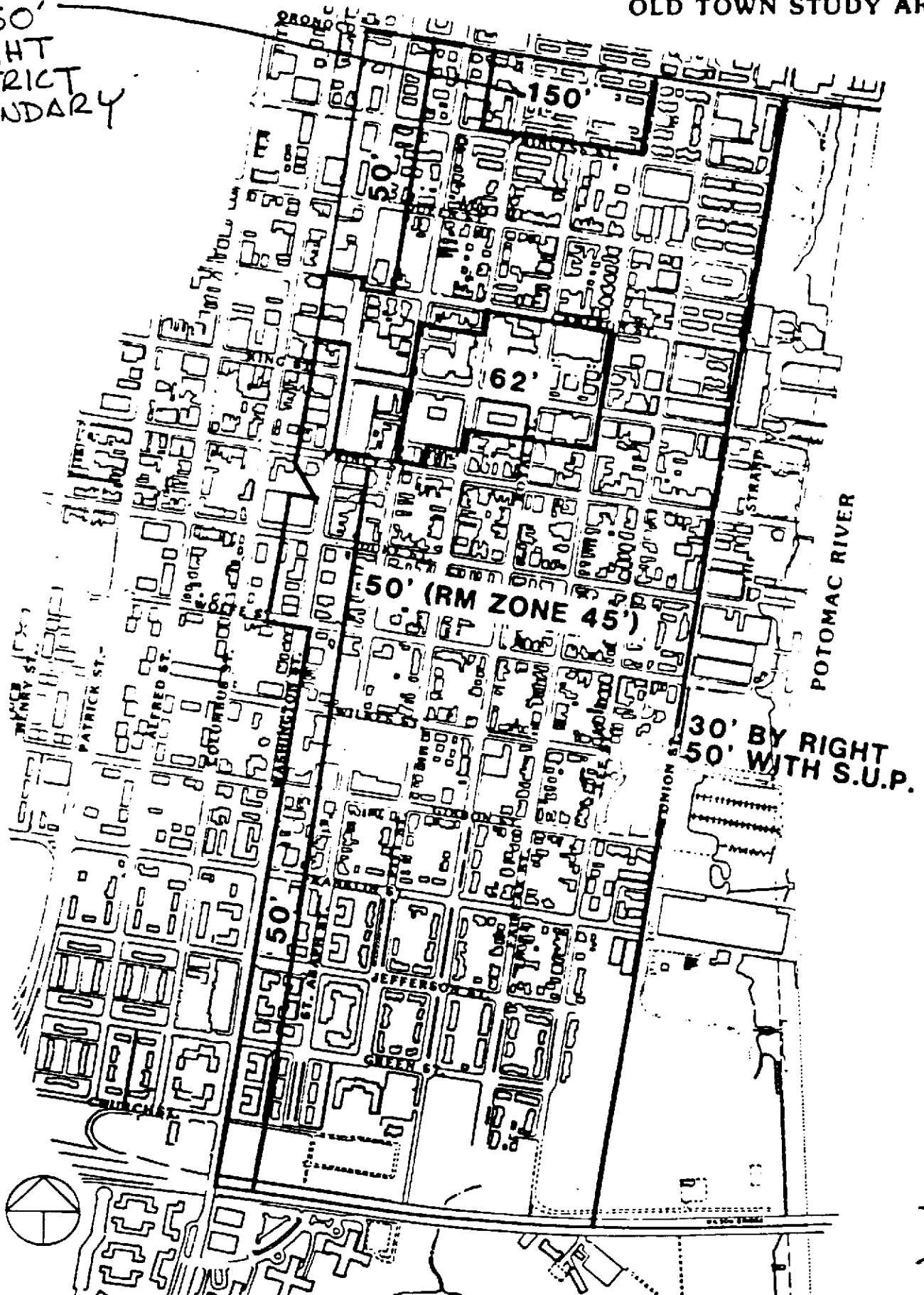
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196

# CURRENT HEIGHT DISTRICTS

OLD TOWN STUDY AREA

INCLUDE  
IN 50'  
HEIGHT  
DISTRICT  
BOUNDARY



15  
187

