

RESOLUTION  
NO. MP-89-7

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

WHEREAS, the Department of Planning and Community Development, as directed by City Council, has prepared the Alexandria West Small Area Plan for adoption as an amendment to the 1974 Consolidated Master Plan of the City of Alexandria, Virginia, as amended; and

WHEREAS, a duly advertised public hearing on said small area plan was held on the 29th day of March 1989 with all public testimony and written comment considered; and

WHEREAS, the Commission finds that:

1. The Department of Planning and Community Development has made comprehensive surveys and studies of the existing conditions, trends of future developments and probable future requirements of the City as a whole and of the geographical division of the City within said small area plan which the Commission ratifies and adopts; and
2. The said Plan should be amended as shown in the Alexandria West Small Area Plan as revised by the Planning Commission March 29, 1989; and
3. The said plan is necessary or desirable to guide and accomplish a coordinated, adjusted and harmonious development of the City and the geographical division thereof encompassed within said small area plan; and
4. The said small area plan shows the Commission's long range recommendations for the general development of the geographical division of the City encompassed therein; and
5. The said small area plan is generally consistent with the newly adopted Master Plan goals and objectives for the City for preserving neighborhoods and for directing economic growth to appropriate locations for the general welfare of the citizens of the City; and
6. Based on the foregoing findings and all other facts and circumstances of which the Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the Alexandria West Small Area Plan will, in accordance with present and probable future needs and resources,

best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City;

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

1. The Alexandria West Small Area Plan, comprised of the maps, plats, charts and descriptive matter attached hereto and incorporated by reference, is hereby adopted in its entirety as an amendment to the 1974 Consolidated Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia; such Small Area Plan to supercede all text and references to the geographic division of the City known as the Alexandria West Area as may be contained in the 1974 Consolidated Master Plan.

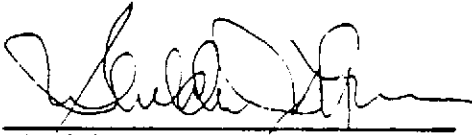
2. This resolution shall be signed by the Chairman of the Commission and attested by its secretary, and a true copy of this resolution accompanied by the Alexandria West Small Area Plan be forwarded and certified to the City Council.

ADOPTED THE 29th DAY OF MARCH, 1989.



T. Edward Braswell, Chairman

ATTEST:

  
Sheldon Lynn, Secretary

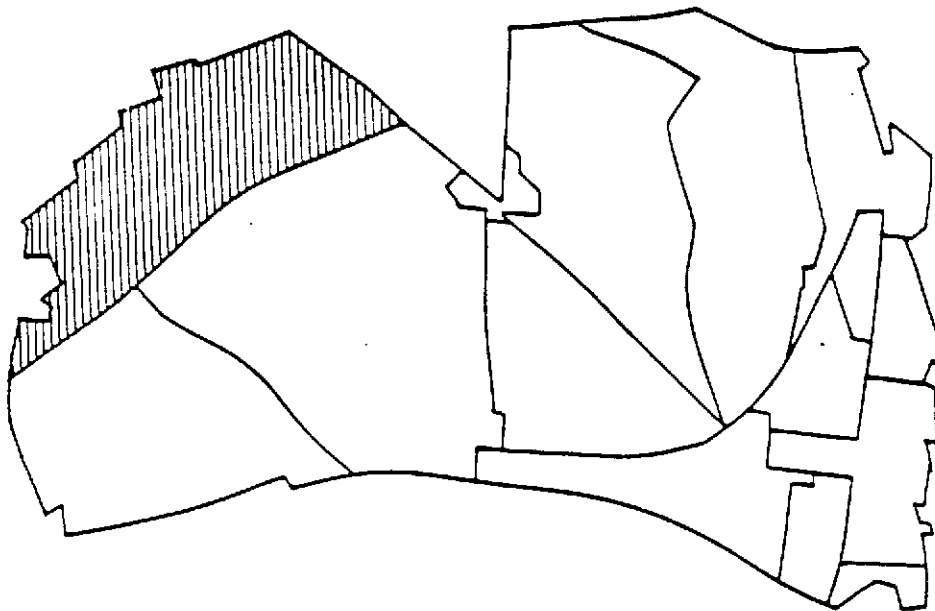
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# ALEXANDRIA WEST

(WEST OF I-395)

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## SMALL AREA PLAN



JANUARY 1989

As Revised by Planning Commission 3/29/89

Department of Planning and Community Development  
City of Alexandria, Virginia

# ALEXANDRIA WEST

## SMALL AREA PLAN

Department of Planning and Community Development  
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## PURPOSE OF THE PLAN

The purpose of this document is to update the Adopted 1974 Consolidated Master Plan for the Alexandria West area and to adopt a 1988 Alexandria West Area Plan as part of the city's new Master Plan. The 1988 Plan, once adopted, will serve as the basis for future City Council policy initiatives and actions affecting land use, zoning, capital improvements and programs in the Alexandria West area.

## ORGANIZATION AND CONTENTS

The Alexandria West area plan is organized into two sections: Background and Issues and Plan Recommendations. The first section reviews and analyzes existing conditions and trends in the study area including physical description, demographics, land use, zoning, economic development activities and trends, transportation and urban design. This section also retraces past City policies in the area, including the 1974 Plan, rezonings, resolutions and capital improvement programs. Based on this analysis this section identifies issues which need to be addressed in the plan for the area.

The second section lists the goals, objectives and specific recommendations on land use, zoning, transportation and urban design.

## PLANNING PROCESS

This plan has been developed in consultation with citizens, property owners and community and business groups, through meetings which included review of existing conditions and trends in the Alexandria West area, identification of issues, review of the 1974 Master Plan and review of plan recommendations.

The final draft of this plan will be sent to the Master Plan Task Force for review and to the Planning Commission and City Council for review and adoption. Once approved, the plan will be referred to the Zoning Task Force for input into the City-wide zoning code revision effort. Based on the approved plan and revised zoning code, the City will proceed with implementing appropriate rezonings in the area.

# **BACKGROUND AND ISSUES**

## DESCRIPTION OF THE AREA

The Alexandria West area is located in Planning District III, west of Shirley Highway (I-395) and bounded to the north, west and south by Fairfax and Arlington Counties. (See Map 1)

The Alexandria West area was annexed from Fairfax County in 1952. At the time of annexation, the area was relatively undeveloped, with only 950 housing units on its 1217 acres. Most of these units were single-family homes concentrated in the Lincolnia Hills and Dowden Terrace areas along the Fairfax County boundary. Except for a few neighborhood oriented service stores along King Street, there were no commercial or industrial uses within the area. After annexation, especially during the sixties and seventies, the Alexandria West area experienced a tremendous amount of residential development, primarily garden and high-rise apartment units.

Almost all of the commercial development in the area has been built in the last ten years. The commercial development has focused along the King Street and Duke Street corridors at the northern and southern ends of the study area. The Duke Street commercial, immediately accessible from I-395, is at moderate densities and includes hotel, retail and office use. Development along King Street is also at medium to high densities, with office uses dominating. A third focus of commercial development in the area is on the Winkler site south of Seminary Road along Beauregard Street. Office development on this tract is surrounded by a large amount of open space, resulting in very low density development even though scales of some individual buildings are high.

## DEMOGRAPHIC BACKGROUND

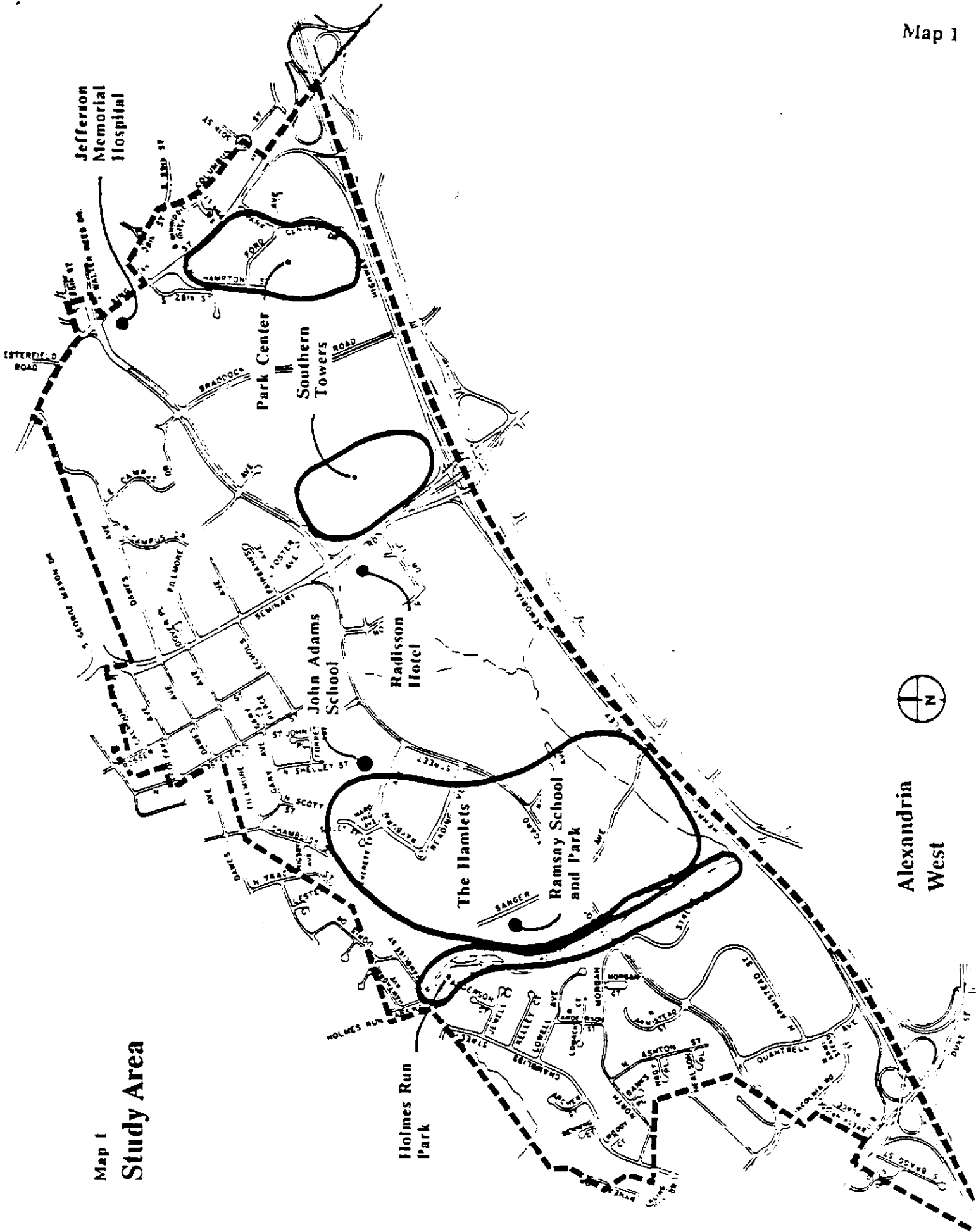
### Population

The 1985 population of the Alexandria West area was 19,578, up 3,164 people (over 19 percent), from 16,414 in 1970. (See Table 1.) This substantial increase in population occurred during a period when the total population of the City declined. The population growth is attributable to the construction of almost 3,300 housing units in the Alexandria West area from 1970 to 1985 and also reflects the Alexandria West area's low residential vacancy rate, 1.8 percent, in 1985.

TABLE 1

	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>2000</u>
Population	16,414	18,904	19,578	19,965	21,226
% of City Population	14.8%	18.3%	18.0%	18.2%	19.0%
Housing Units	7,535	10,374	10,822	11,239	12,275
% of City Housing Units	17.0%	19.9%	19.3%	19.6%	20.0%
Households	7,348	10,164	10,622	11,030	12,037
Housing Vacancy Rate	2.5%	2.0%	1.8%	1.9%	1.9%
Average Household Size	2.23	1.86	1.84	1.81	1.77

SOURCES: 1970 and 1980: U.S. Census.  
1985, 1990 and 2000: COG Cooperative Forecast, Round IV.



Map 1  
Study Area



Alexandria  
West

Given the availability of additional residential sites in the Alexandria West area, the area's population is expected to continue to grow, reaching approximately 21,200 people by the year 2000. With population growth in the Alexandria West area far exceeding growth in other parts of the City, the Alexandria West area's share of the total City population is expected to have increased from 15% in 1970 to almost 20% by the year 2000.

**Employment**

An estimated 6,851 people worked within the Alexandria West area in 1985, including self employed persons. This reflects a 122 percent increase in employment in the area from 1976, when the number was 3,090 (Table 2). During the same period, employment in the entire City increased by only 49 percent.

The greatest growth in employment in the Alexandria West area during the 1975-85 period was within the service sector, with an increase of over 200 percent from 1,225 to 3,713 service jobs. The retail/wholesale and government employment sectors also grew substantially in the Alexandria West area during the 1975-1985 period.

TABLE 2

**Employment  
Alexandria West Area**

	<u>1976</u>	<u>1980</u>	<u>1985</u>	<u>% Change</u>
Industrial	333	518	69	- 79.3%
Wholesale/Retail	305	385	580	+ 90.2%
F.I.R.E.	418	574	380	- 9.2%
Services	1,225	2,296	3,713	+ 203.1%
Federal/State/Local	621	504	1877	+ 199.0%
Self Employed	188	366	252	+ 34.0%
Total	<u>3,090</u>	<u>4,643</u>	<u>6,851</u>	+ 121.7%

SOURCE: COG Regional Employment Census 1976, 1980, 1985.

Major commercial sites are still available for development in the Alexandria West area, and employment is forecasted to grow at even a faster rate during the 1985-2000 period than in the previous fifteen years. The number of employees in the area is forecasted to grow to over 19,000 people by the year 2000. This is a 175 percent increase and is nearly twice the rate of growth forecasted for the entire City during the 1985 to 2000 period.

**SUMMARY--DEMOGRAPHICS**

- o The Alexandria West area has experienced population and employment growth substantially greater than the City average over the past decade.
- o With large vacant tracts suitable for both commercial and residential development, population and employment rates are expected to continue to grow faster than the rest of the City.

## EXISTING LAND USE

Excluding street and alley right-of-ways, the Alexandria West area study area includes approximately 910 acres of land, with a mix of uses. (See Table 3.) Residential uses predominate. Generally, the non-residential uses are concentrated along King Street, Duke Street, and the western half of the Seminary Road/Beauregard Street intersection. (See Map 2.)

TABLE 3

### Existing Land Use Alexandria West Area

<u>Land Use</u>	<u>Sq. Ft.</u>	<u>Acres</u>	<u>% of Total</u>
Industrial	335,412	7.7	0.7%
Commercial	2,950,627	67.7	7.4%
Residential	21,273,308	487.0	53.7%
Institutional	4,772,739	109.6	12.0%
Open Space/Recreation	2,946,227	67.6	7.4%
Vacant	<u>7,415,323</u>	<u>170.2</u>	<u>18.7%</u>
Total	39,632,067	909.8	100.0%

#### Residential Land Use

The Alexandria West area is predominately residential, with 54 percent (487.0 acres) of the total land area developed in residential uses. These uses range in density from low to high and include a mix of housing types. The estimated total number of housing units in the area in 1985 was 10,822. This number reflects a dramatic increase, over 30 percent, in dwelling units since 1970.

Low density single family detached housing is located primarily in the Dowden Terrace and Lincolnia Hills neighborhoods, west of Beauregard Street.

Medium density garden apartments and townhouses are scattered throughout the study area. Toward the north are the Larchmont Village, Newport Village and Fairlington garden apartments. Moving southward along Beauregard near Seminary Road there are the Seminary Heights and Seminary Park townhouse projects, along with several smaller townhouse developments. Further south along both sides of Beauregard are the Hamlet Hills, Hamlet West and Hamlet East garden apartments and the Saxony Square, Overlook Gardens and Mayflower units.

The high density residential development is concentrated at the northern and southern ends of the study area; to the north are the Park Center apartments and Southern Towers. Toward the south are the Holmes Run, Seasons, Tower 2000 and Bragg mid and high rise residential buildings.

#### Commercial Land Use

Commercial uses cover about 7.4 percent (67.7 acres) of the land area in the Alexandria West area at the northern and southern ends of the study area, and south of the Beauregard Street/Seminary Road intersection. Commercial uses include high-rise and



townhouse office, hotels/motels, and supporting and neighborhood serving retail and services.

In total, there is approximately 1.8 million net square feet of office space in the study area. Much of this office space has been built in the past five years, and much of this space is included within two large mixed use developments: Park Center and the Winkler Development. Park Center has about 695,000 net square feet of office space and the Winkler office development includes 730,000 net square feet of office space.

The Radisson Mark Plaza Hotel is located in the study area, on the Winkler tract at the southwest corner of Beauregard Street and Seminary Road. It has 500 rooms in a 30 story structure and is Alexandria's largest hotel and tallest building. Along Duke Street, there is the 150 room, mid-rise Quality Inn and the 200 room low-rise Days Inn.

The commercial retail uses in the area are concentrated along King Street, in the Clermont Shopping Center and Summit Plaza, and in the Hamlet Shopping Center on Beauregard Street. Other retail uses are scattered throughout the Mark Center office development and toward Duke Street.

#### Industrial Uses

There is only one industrial use in the study area, the Coca-Cola bottling plant located along Dawes Avenue, north of Seminary Road. This facility covers 0.7 percent of the study area (7.7 acres).

#### Institutional Land Uses

Hospitals, schools and other institutional uses cover 12.0 percent of the study area (109.6 acres).

The largest institutional use is the Alexandria campus of the Northern Virginia Community College, which covers over 50 acres and is located toward the northern end of the study area off of Dawes Avenue. Phase I and II of the planned campus are complete, and include about 300,000 gross square feet of space located in four main buildings, with a small amount of additional maintenance and storage space located in several small buildings and temporary trailers. A performing arts center, 50,000 sq. ft. in size, is tentatively planned for the campus in the near future. It would be located south of Dawes Avenue on East Campus Drive, near the exiting Bisdorf building. In conjunction with development of the Performing Arts Center, structured parking may also be built on land now used for surface parking along Dawes Avenue next to the Coca Cola Plant. The master plan for the campus also calls for three additional buildings located toward the center of the campus near existing buildings. Although these additional buildings are envisioned in the long term, none are funded and none are likely to be built in the next five to ten years.

Other institutional uses include the Jefferson Memorial Hospital on King Street and the John Adams and William Ramsey Elementary Schools.

Open space and parks cover about 7.4 percent (67.6 acres) of the study area and includes the Winkler Botanical Preserve., the Dora Kelly Nature Park, the Rynex Nature area and the Holmes Run Park. Another 26 acres of park land is currently provided by the Winkler family in the Winkler Botanical Preserve.

## Vacant Parcels

The Alexandria West area has 170.2 acres of undeveloped land, 18.7 percent of the total land area. Much of the vacant land is in two key areas: the Winkler Development off of Beauregard between Seminary Road and Holmes Run, and the Stone Tract, on the north side of Braddock Road just west of I-395. The vacant land within the Park Center development has approved concept plans for high-rise office and residential development. The vacant Stone Tract, bounded by medium rise residential to the west and I-395 to the east and high rise residential to the north and south, has a proposed plan for 1.8 million square feet of office and 360 dwelling units. The vacant portion of the Winkler Tract has been subject to numerous master plan processes by the Mark Winkler Company. Their most recent plans for the 104 vacant acres include 2.8 to 3.8 million square feet of office over the long term, with 30-40 acres being reserved as a nature park.

Toward Duke Street, at the southern end of the study area, there are two smaller vacant parcels. The 3.1 acre Skypointe parcel, located on Lincolnia Road at the southbound ramp from I-395, has been the proposed site of high density office and/or residential in the past year. Neither proposal was approved by the City. The largely vacant 3.0 acre site on Breckenridge Place south of Lincolnia Road had an approved site plan for 390,000 sq. ft. of office space which has expired.

The second vacant parcel, 3.8 acres at the southwest corner of Beauregard Armistead Streets was the site of proposed high-rise residential in the 1970s. Although approved, the project was never built and the approval has expired. This site is surrounded by low-scale medium density residential uses.

## SUMMARY--LAND USE

- o Residential land use predominates in the Alexandria West area and includes the full range of housing types and densities, from low density single family neighborhoods to high-density high rise residential areas.
- o Commercial uses are focused near King and Duke Street, and on the Winkler Tract.
- o A substantial amount of vacant land in large tracts is available for development.

## ZONING

Almost three-fourths (70.9 percent) of the Alexandria West area is zoned for residential uses. Of the remainder, less than one percent is zoned for industrial, about 5 percent is zoned for mixed use and the remaining 23.8 percent is zoned for commercial. In all, the Alexandria West area has 14 different zoning classifications. (See Table 4.)

### Residential Zoning

There are significant amounts of both single family and multi-family residential zoning within the west end: multi-family residential zoning covers 41.8 percent of the land area, and single-family residential zoning covers 29.1 percent of the land area.

**TABLE 4**  
**Existing Zoning**  
**Alexandria West Area**

		<u>Sq. Ft.</u>	<u>Acres</u>	<u>% of Total</u>
Industrial:	I-1	274,070	6.3	0.7%
Commercial:	C-1	24,816	0.6	0.1%
	C-1-B	108,900	2.5	0.3%
	C-2	8,681,508	199.3	21.9%
	C-2-B	607,439	13.9	1.5%
	C-O	1,875,130	43.0	4.7%
Residential:	RA	10,193,040	234.0	25.7%
	RB	618,038	14.2	1.6%
	RC	5,079,233	116.6	12.8%
	RT	677,993	15.6	1.7%
	R5	22,116	0.5	0.1%
	R8	948,005	21.8	2.4%
	R12	9,268,743	212.8	23.4%
	R20	<u>1,252,836</u>	<u>28.8</u>	<u>3.2%</u>
<b>Total:</b>		<u>39,632,067</u>	<u>909.8</u>	<u>100.0%</u>

RA is the most prevalent type of multi-family zone, covering 25.7 percent of the total land area in the Alexandria West area. RA allows single and multi-family units at densities up to 27.23 units/acre. The RA zoning is located on most of the Hamlet residential development sites, the Newport and Larchmont Village sites, the Fairlington Village development and on much of the Northern Virginia Community College Campus. About 14 acres of the 104 acre vacant Winkler holdings are zoned RA, including three of the eighteen acres deeded to the Botanical preserve for use as park land. A small amount of RB zoning, allowing the same density as RA (27.23 units/acre) but also townhouse development, is located primarily on Seminary Heights and Seminary Parks townhouse developments.

RC is the second most prevalent multi-family zone, covering 12.8 percent of the total study area. The RC zone allows considerably higher densities than RA and RB, 54.43 units/acre. The RC zoning is located on the Mayflower, Overlook, Tower 2000 and Fountains units at the southern end of the study area, and on the Hamlet Hills and Hamlet North residential developments. Many of the projects with RC zoning have been developed at densities considerably less than that allowed under the zoning.

There is a small amount of RT multifamily, a very low density townhouse zone allowing 9.12 units/acre, along the western end of Seminary Road and toward the southern end of Beauregard Street on the Beauregard Heights development.

The R-12 single family zone covers 23.4 percent of the total area and allows single family dwelling units at densities up to 3.63/acre. Other single family zones in the area are R20, R8 and a very small amount of R5. These zones allow 2.18, 5.45 and 8.71 units/acre, respectively. The single family zoning is concentrated west of Beauregard Street, adjacent to the Fairfax County border in the Dowden Terrace and Lincolnia Hills neighborhoods.

## Commercial Zoning

There are five commercial zones within the Alexandria West area: C-1, C-1-B, C-2, C-2-B and CO.

C-2 zoning dominates by far, covering 21.9 percent (199.3 acres) of the total land area. C-2-B, which is essentially the same zone, covers an additional 14 acres. The C-2 and C-2-B zones allow commercial development at densities up to a 3.0 floor area ratio and heights up to 150 feet. They also allow residential development at densities up to 54.45 units/acre. The largest block of C-2 zoning covers a section of the Winkler holdings, focused around Beauregard Street and Seminary Road. Existing development on this C-2 zoned land includes the 730,000 square feet of Winkler office development, the Hamlet retail center and the Southern Towers high rise residential complex. About 90 of the 104 acres of vacant Winkler holdings are zoned C-2, including most of the 25 acres leased to the Nature Preserve.

Adjacent to the Winkler Southern Towers development, most of the vacant Stone Tract is zoned C-2 and C-2-B commercial, allowing development at densities up to a 3.0 floor area ratio. However, the C-2-B section of Stone Tract, north of Braddock Road, was rezoned from RC to C-2-B in 1981 on the condition that development not exceed a 1.5 floor area ratio, rather than the 3.0 normally allowed by C-2.

The rest of the C-2 and C-2-B zoning in the area is located at either end of the study area, generally along King and Duke Streets. Along King Street the C-2 zoned land contains office, retail, a high-rise residential building, and the Jefferson Memorial Hospital. Little C-2 or C-2-B land is left for development along King Street.

Along and near Duke Street, the C-2 zoned parcels are the site of the Bragg office building and Bragg high-rise apartment building/residential hotel. Fifteen units of scattered site public housing are also located on the C-2 land south of Duke Street. On the northern side of Duke Street, the C-2 zoned land includes a motel, a cemetery and some retail/service uses. In this general area, but not directly accessible from Duke Street, there are two three acres parcels which are zoned C-2.

The CO commercial office zone covers 4.7 percent (43 acres) of the Alexandria West area's total land area. The CO allows for commercial and residential development at densities up to a 2.0 floor area ratio for commercial and a .75 floor area ratio for residential. It provides for heights up to 150 feet or "unlimited" heights on Planned Developments. This zone was designed for sites of two acres or more to encourage large-scale office, commercial and residential complexes under a unified and approved development plan and to offer developers flexibility in site layout and design, while at the same time providing for ample open space and green areas and maximizing the use of off-street parking facilities. The largest CO zoned site is Park Center, a high-rise office and residential project located south of King Street just west of I-395. CO zoning is also located on the Mark Radisson Plaza Hotel site, on the Winkler tract at the corner of Beauregard and Seminary Roads. The final CO zoned site in the study area is located along Lincolnia Road and is the site of a midrise office building and a U.S. Post Office.

Less than one percent of the land area in the Alexandria West area has C-1-B or C-1 zoning which allow for low density neighborhood serving commercial development, up to a 1.0 floor area ratio and heights of 150 feet. In addition C-1 allows residential development at densities up to .75. The small amount of C-1 zoning is on the site of the bank north of King Street at 28th Street, and on the the site of the medical townhouse-offices along Seminary Road at the intersection with Dawes Avenue.

**Industrial Zoning**

There is only one site zoned industrially in the Alexandria West area. Part of the Coca-Cola site at the northwest corner of Seminary Road and Dawes Avenue, about 6 acres, is zoned I-1 commercial, allowing commercial and industrial development at densities up to a 2.5 floor area ratio and heights up to 150 feet.

**Theoretical Development Potential**

Table 5 shows the theoretical amount of development which is allowed under existing zoning on the six largest developable tracts in the Alexandria West area (Map 3). Assuming that residentially zoned land is developed in residential uses and commercially zoned land is developed in commercial uses, the zoning rights on these six tracts amount to 15.2 million square feet of office space and 995 dwelling units. This is over eight times the 1.8 million square feet of existing office space in the area, and does not include 600,000 sq. ft. of approved office space at the Park Center and Winkler developments.

**TABLE 5**  
**Development Rights under Existing Zoning on Key Parcels**  
**Alexandria West Area**

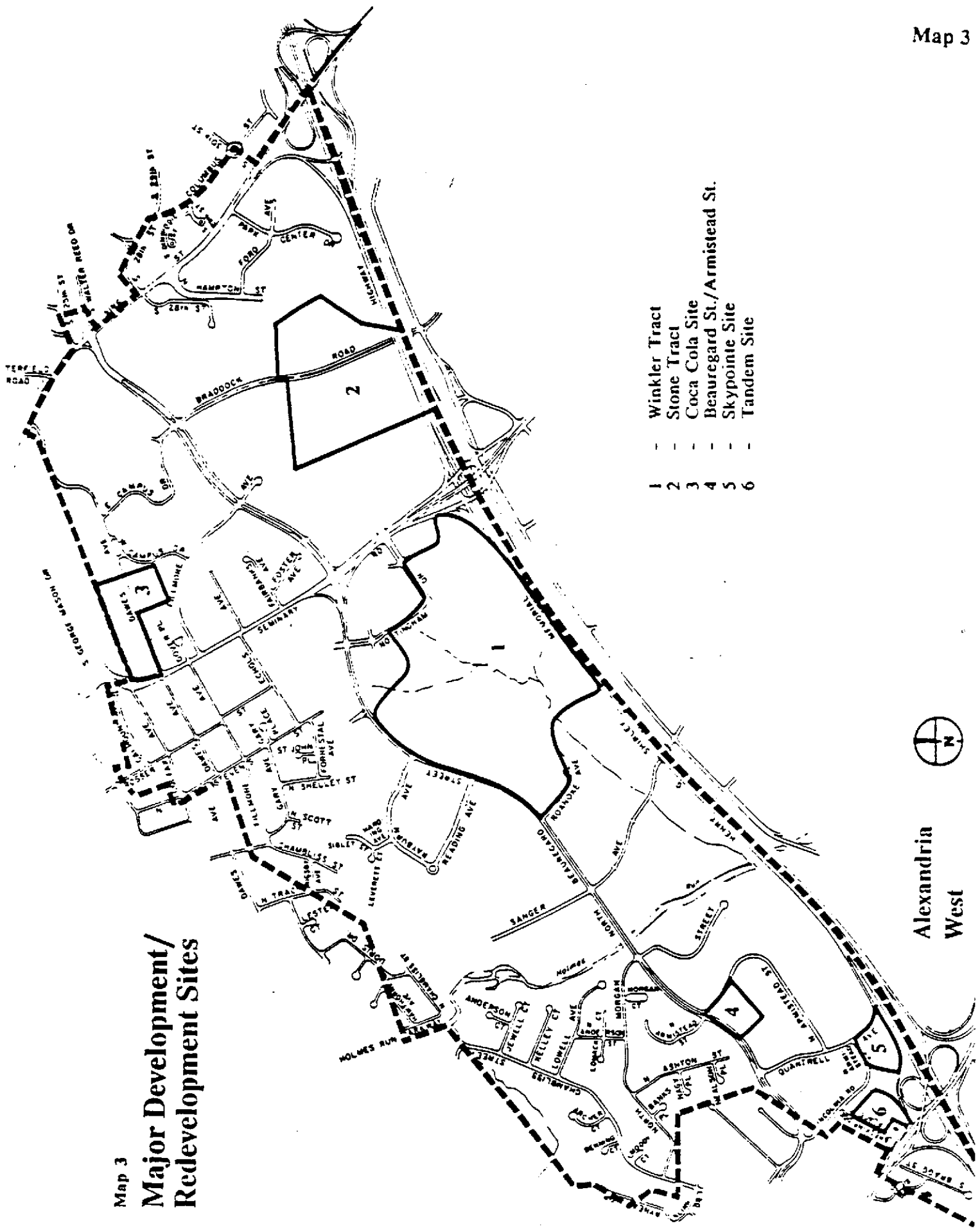
	<u>Parcel Size (Acres)</u>	<u>% Zoned Commercial</u>	<u>Maximum F.A.R./ D.U.s/Acre*</u>	<u>Maximum Commercial Development (Sq. Ft.)**</u>	<u>Maximum Residential Development (Units)**</u>
1 Winkler Tract	103.9	86.6%	3.0/27.23	11,761,200	378
2 Stone Tract	32.8	77.8%	3.0/54.45	2,445,885	400
3 Coca-Cola Site	8.8	60.7%	2.5/3.63	232,536	10
4 Armistead/Beauregard	3.8	0.0%	--/54.45	0	207
5 Skypointe Site	3.1	100.0%	3.0/--	408,921	0
6 Tandem Site	3.0	100.0%	3.0/--	386,982	0
<b>Total</b>	<b>155.4</b>	<b>81.7%</b>		<b>15,235,524</b>	<b>995</b>

\* Maximum F.A.R. for commercial zoning and maximum dwelling units per acre for residential zoning on parcel.

\*\* Assumes commercially zoned land developed in commercial space and residentially zoned land developed in residential units at maximum densities allowed under existing zoning.

**SUMMARY--ZONING**

- o Zoning within the Alexandria West area is predominantly residential.
- o Almost all of the commercially zoned land is zoned C-2 or C-2-B which allows for very high density, high scale development.



Map 3  
**Major Development/  
 Redevelopment Sites**

- 1 - Winkler Tract
- 2 - Stone Tract
- 3 - Coca Cola Site
- 4 - Beauregard St./Armistead St.
- 5 - Skypointe Site
- 6 - Tandem Site



Alexandria  
 West

- o Seventy-eight percent (121.6 acres) of the vacant and developable land in the Alexandria West area is zoned C-2 or C-2-B for high density development.
- o Existing zoning on the five largest commercially zoned vacant parcels would allow up to 15.2 million square feet of development.
- o Several existing medium density residential developments are located on tracts with high density residential zoning; likewise, some high density residential uses are located on tracts with commercial zoning.

## ECONOMIC ACTIVITY AND DEVELOPMENT TRENDS

The Alexandria West area has experienced a considerable amount of development in the past. Through the fifties and sixties, into the seventies, most of the development within the area was residential, with garden apartments and high-rise units being built. In the last decade, most of the new development in the area has been commercial. With almost 170 acres of vacant land available for development, there is substantial potential for additional development. Most of this vacant land is either in very large parcels or is assembled under one owner in larger tracts.

### Recent and Approved Development

#### King Street Area

One of the larger recent developments in the study area is the office, residential and retail mixed use Park Center project, south of King Street on North Hampton and Park Center Drive. This 40.9 acre tract, part of the Stone Estate, was rezoned from RC and C-2 to the CO zone in 1985. The master plan for the project provides for the development of 1,464 residential units and 1,227,000 net square feet of commercial space in predominately high-rise structures. To date, 578 dwelling units, 695,000 square feet of office space and 65,000 square feet of service and retail space have been built on the site. Another 342 dwelling units and 185,000 net square feet of office are currently under construction.

In addition to the office space at Park Center, another 356,000 gross square feet of office space have been built on other sites along King Street in the past decade. This office space includes the Alexandria West townhouse project and the Alexandria Financial Center and Summit Center buildings. It also includes an addition to Jefferson Memorial Hospital and the construction of a medical office building adjacent to the hospital.

Also along King Street, at the interchange with I-395, the Wyndham high-density garden apartment residential project was approved by the City in 1988. Construction is expected to begin on this 482 unit project in the near future.

#### Duke Street Area

Development in the past ten years in the Duke Street area has included the 200 room Days Inn and the 150 room Quality Inn, both south of Duke Street. Also south of Duke Street, the 48,000 sq. ft. Bragg office building was completed in 1985. The Alexandria Redevelopment and Housing Authority constructed 15 units of scattered site public housing on Bragg Street, south of Duke Street.

### The Winkler Tract

Within the study area, the Winkler Family and related entities own about 278 acres of contiguous land in the area south of Seminary Road, east of I-395 and north of Holmes Run, almost one-third of the entire Alexandria West Study area. Development on this tract includes Hamlet garden apartments, the Hamlet Shopping Center, the Mark Radisson Plaza Hotel and almost 730,000 square feet of office space. About 18 acres have been deeded to the Winkler Botanical Preserve, for maintenance as a nature park, and another 25 acres are currently leased by the Winklers to the Preserve for use as parkland. In the past, the Winkler Family has gifted about 18 acres to the City for Ramsey School, Holmes Run Park, public tennis courts and Beauregard Street. The Winklers are also the co-owners and developers of the 2,500 unit Southern Towers high-rise residential complex, north of Seminary Road.

The residential and most of the retail development within the Winkler tract was largely completed by the mid-1970s. In the past decade, commercial development has prevailed.

The Radisson Mark Plaza Hotel, on the main site at the intersection of Seminary Road and Beauregard Street, was built in 1985. With 500 rooms in a 30 story structure, the Radisson is the City's largest hotel and tallest building. Office development began on the Winkler Tract in 1978. The first phase of office development included five low and mid-rise buildings with surface parking at a very low overall density. These first office buildings were located north of Beauregard Street. Development of the main site, south Beauregard Street, began in 1980. Two mid-rise office buildings with a combination of structured and surface parking were built just off Beauregard Street on the main site in 1980-1981. The first high-rise office building was completed in 1986 and was located near the intersection of Seminary Road and I-395. A second high-rise office building is approved for the main site, near the existing mid-rises. Including this planned high-rise building, the Winkler tract has almost 1 million square feet of office.

### Other

Several residential townhouse projects have been built in the Alexandria West area within the past fifteen years. The Seminary Park and Seminary Heights projects are located just north of the Seminary Road and Beauregard Street intersection and have a total of 198 units. The Beauregard Heights and Beauregard Manor projects are located along Beauregard Street at North Morgan Street and have a total of 136 units. All are at low densities, 9-13 dwelling units/acre.

The Alexandria Housing and Redevelopment Authority has built 40 public housing units scattered amongst three different sites, on 28th Street, Sanger Avenue and Bragg Street.

### Potential Development and Redevelopment Sites

There are several key vacant tracts in the Alexandria West area which are likely to be developed. The two largest sites are the vacant portion of the Winkler Tract and the Stone Tract. But there are also several smaller sites with a substantial amount of development potential, including the Coca-Cola site, most of the parcels in the area north of Duke Street and south of Quantrell Road, and the vacant parcel at the corner of Beauregard and Armistead.

### Winkler Tract

As noted above, the 278 acre Winkler Tract (excluding the Southern Towers site which the Winkler Corporation only co-owns) is partially developed in residential, retail, office and hotel uses. The existing residential development, about 2,300 units, covers 45 percent of the Winkler Tract. Another 17 percent of the tract is developed in the commercial uses, including over 100,000 sq. ft. of retail space, 730,000 sq. ft. of office and 500 hotel rooms.

There are 104 acres on the Winkler tract which remain vacant. The C-2 and RA zoning on this tract would allow for development of 11.7 million square feet of commercial development and 378 residential units.

Of these 104 acres, 18 are now deeded to the Winkler Botanical Preserve for maintenance as parkland. In addition, the Winklers currently plan to deed an additional twenty to thirty acres to "the Preserve for perpetual park use and scientific study . . . as part of the continuing development of Mark Center."

The remaining area, that likely to actually be developed, includes about 60 acres and is located on two separate plateaus that are divided by the valley that runs through the Winkler tract from north to south. The first site, located south of Beaugard Street between Roanoke Avenue and an area developed by the Winklers at the southwest corner of Beaugard and Nottingham Drive, contains approximately thirty acres, about nine of which are zoned residential and 11 of which are zoned C-2. The second site, which is also approximately 30 acres, is zoned C-2 and is located near the intersection of I-395 and Seminary Road.

Primary access to the site is I-395 via Seminary Road. Beaugard Street provides access from King and Duke Streets.

### Stone Tract

The Stone Tract is a vacant 33 acre site, located on both sides of Braddock Road, just west of I-395, with access to King Street via North Hampton Drive. Most of this site is zoned C-2-B with proffers and C-2; there is a 7.3 acre section of RC zoning along the south side of Braddock Road. These zones allow for the development of about 2.4 million square feet of office space and 400 dwelling units on the site. A proposal for 1.8 million square feet of office space and 360 dwelling units has been submitted by the owners.

The Stone Tract is surrounded by residential development. The high-rise residential component of the Park Center mixed use development is immediately to the tract's north. To the west of the tract, on the north side of Braddock Road, is the Newport Village garden apartment project. To the west of the project, on the south side of Braddock road is part of the Hermitage Hill garden apartment project and the planned site of a small number of scattered site public housing units. Adjacent to the tract, to the south, is the high density Southern Towers residential development.

Access to this site is very poor, compared to other potential development sites within the City. Major access to this site will be from King Street via North Beaugard Street and North Hampton Drive, and from Seminary Road via Beaugard Street. There is no access to I-395 at Braddock Road.

### Coca-Cola Site

The Coca-Cola site is a 8.8 acre site located at the Western edge of the City on Seminary Road and Dawes Avenue. Development activity in the area, including the adjacent Skyline development, and increased land values make redevelopment of this site likely in the future. Sixty percent of the site is zoned I-1 industrial, which allows commercial and industrial development up to a 2.5 floor area ratio and heights up to 77 feet by right. The remainder of the site is zoned R-20 and R-12, single family residential. Considering only the development of the industrially zoned part of the parcel, a maximum of about 580,000 net square feet of commercial space could be built on the site by right under the existing zoning.

This site is in two parcels and is separated by Dawes Avenue. To the east of the site are surface parking lots of the Alexandria Campus of the Northern Virginia Community College. South of the site is the Seminary Village medical townhouse complex. Across Seminary road to the west is the single family Dowden Terrace residential area. Directly adjacent to the north, in Fairfax County, is a Build America low scale flex space project, primarily used for retail. Just beyond the Build America buildings is the high density, high-rise residential and commercial Skyline project.

### Other Parcels

Within the Area bounded by Duke Street, I-395, Quantrell Avenue, Lincolnia Street and Breckenridge Place are a number of parcels likely to develop and/or redevelop. These parcels form two main sites, each with about 3 acres. The first consists of one parcel adjacent to I-395 just south of Quantrell Avenue and Lincolnia Street. This 3.1 acre parcel was the site of a proposed high density office building and, subsequently, a second proposal for high density residential development with CO zoning at 112 units/acre. Both proposals were rejected by the City. The second site is an assemblage of four largely vacant parcels under single ownership, off of Breckenridge Place. A 390,000 sq. ft. office project was approved for this site by the City in 1985, but the approval has since expired.

Both of these sites are zoned C-2, which allows for high density commercial development, with heights up to 150 feet and an F.A.R. up to 3.0. It also allows residential development up to 54.45 units per acre. Given the existing zoning, about 400,000 sq. ft. of office development or 165 dwelling units could be built on each of the sites.

These parcels both have extremely poor access. There is no direct access to Duke Street. Primary access into and from them is via Lincolnia Street to Beauregard and Duke Street. Almost direct access into the sites from I-395, via Quantrell is available only for southbound traffic on I-395. Neither Quantrell nor Lincolnia Road will be able to carry much traffic, even when lights are installed at their intersections with Beauregard Streets. Traffic will impact the Duke and Beauregard Street intersection, the most congested intersection in the area.

At the southwest corner of Beauregard Street and Armistead Street is a vacant steeply sloped 3.8 acre parcel with RC-multifamily zoning. This parcel is surrounded to the south and west by the Mayflower Square garden condominium projects. A plan for a high rise residential building was approved for this site in the mid-1970s, but this plan has since expired. The existing RC zoning allows residential development up to a maximum of 54.45 units/acre, or a maximum of 206 units on this site.

## SUMMARY--ECONOMIC ACTIVITY AND DEVELOPMENT TRENDS

- o With the exception of Park Center, which has a large residential component, development in the Alexandria West area in the last decade has been mostly commercial.
- o Commercial development has ranged from very low to very high density, with the highest densities generally focused along King Street, moderate densities along Duke Street, and low densities (but high scales) on the Winkler Tract.
- o There are two very large sites, with predominantly commercial zoning, where development will occur: the 87 acre vacant section of the Winkler Tract and the 33 acre vacant Stone Tract.
- o Three other large vacant tracts are available for development: two commercially zoned three acre sites at the northwest corner of Duke Street and I-395, and the residentially zoned 3.8 acre site at the corner of Beauregard and Armistead Streets.
- o Development activity in the area and increased land values make likely the redevelopment of the 8.8 acre Coca-Cola site on Seminary Road at the Fairfax County. Sixty percent of this site is zoned I-1 with the rest in R-20 and R-12 zoning.

## TRANSPORTATION

### Street System

Although the Alexandria West area is a substantially residential area, the densities of both residential and commercial development at various locations generate substantial amounts of traffic. In addition, the area is bounded on three sides by heavily trafficked expressways and streets which also serve through traffic. The eight lane I-395 (Shirley Highway) north-south expressway bounds the area to the east, with interchanges at Duke Street, Seminary Road and King Street. The heavily trafficked King Street and Duke Street east-west arterials bound the study area to the north and south. Two other increasingly heavily trafficked arterials traverse the study area. Seminary Road runs east-west near the center of the study area, and Beauregard Street cuts through the center of the study area running north-south.

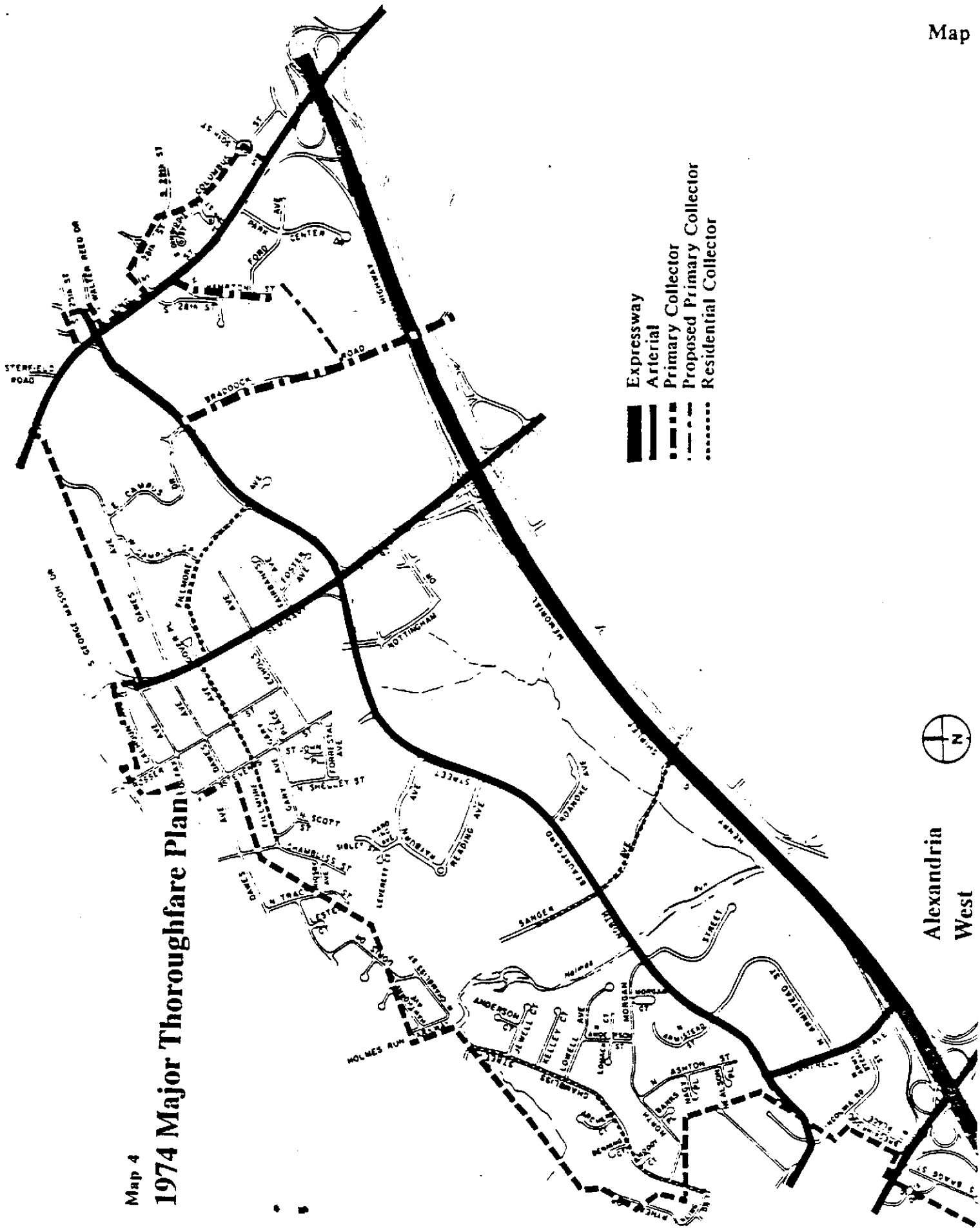
### 1974 Major Thoroughfare Plan

The 1974 Major Thoroughfare Plan for the Alexandria West area is shown on Map 4. This plan classified streets into these five categories: expressways, arterials, primary collectors, residential collectors and local streets.

The 1974 plan denoted I-395 (the Shirley Highway) as an expressway. King Street, Seminary Road, Duke Street and Beauregard Street were designated as major arterials. Two streets were designated as residential collectors: North Hampton Drive and Braddock Road. North Chambliss Road, Fillmore Street and Sanger Avenue were designated as residential collectors. In addition, the 1974 plan called for study of the intersections of Beauregard with King Street and Seminary Road. These intersections have been studied subsequently, and are discussed further in another section.

Map 4

# 1974 Major Thoroughfare Plan



### Existing Traffic Flow

Map 5 shows estimated a.m. and p.m. peak hour levels of service in 1988 of all major intersections within the Braddock area. The level of service is a measure which is based upon amount of traffic, number of lanes and signal timings, and which indicates how good or bad traffic conditions are. An A rating is excellent, with no delays and traffic less than 60 percent of capacity; while at the other extreme are the E rating where traffic is over 90 percent of capacity and delays are extreme. The F rating describes intersections with badly jammed conditions resulting in unpredictable volumes of traffic being carried.

Most of the intersections along King and Beauregard Streets were operating at acceptable levels of service in 1987. The King Street/Beauregard Street intersection has the poorest level of service in the study area, at over eighty percent capacity backups and delays are common. The Seminary Road/Beauregard Street intersection is at an adequate C level of service, but will become increasingly congested as develop in the area occurs. The Beauregard Street/Sanger Avenue intersection was at D during the am peak, but recent widening of Sanger Avenue should improve that intersection. Directly outside of the study area, in Fairfax County, the Duke and Beauregard Streets intersection is operating at an F level of service during both the morning and evening peak hours.

### Recent and Planned Capital Improvements

A number of street improvements are proposed and/or planned for the Alexandria West area. Most of the projects are related to intersections along Beauregard Street. Several other improvements are likely to be financed privately, in conjunction with development proposals.

### Beauregard and King Street Intersection

In December 1987, the City Council approved a project to improve the King Street/Beauregard Street intersection. The project was in the State budget as of July 1, 1988 and construction is expected to begin in either 1992 or 1993.

The planned intersection improvement will widen King Street to six lanes between North Hampton Drive and the City limits, and will provide a diamond interchange between King and Beauregard Streets. King Street will be raised 5 feet and be signalized, with ramps to Beauregard Street. Beauregard Street will drop 15 feet and go under King Street. It will not be signalized and will have ramps to King Street. All movements will be possible. This plan will require the acquisition of right-of-way at the Fairlington development and at the southwest corner of the intersection, at the site of the Clermont shopping center.

### Beauregard Street Corridor Study

The Beauregard Street corridor, from Duke Street through Arlington County, is currently under study by the State. As part of this study, the intersection of Beauregard Street with Seminary road will be studied. After the study is completed, if it is determined that improvements are needed on this intersection, the State may then study it in more detail. Traffic studies have shown that this intersection will be at a saturated "F" level by 1993 if no improvements are made.



Also as part of this Beauregard Street Corridor Study, the Beauregard Street, Duke Street intersection will be studied by the State. Immediately outside of the City boundary in Fairfax County, the extremely congested condition of this intersection severely affects Alexandria traffic on Duke Street to east of I-395, as well as southbound traffic on Beauregard. Fairfax County has also undertaken an independent study of this intersection, including feasibility and design, in order to speed up the project process.

#### Other Beauregard Street Intersections

The widening of Sanger Avenue from Beauregard Street to Van Dorn Street was recently completed. This widening is expected to improve the Beauregard Street/Sanger Avenue intersection flow. Further south, along Beauregard, the intersections of Beauregard Street with Quantrell Avenue and Lincolnia Road are unsignalized, making turns onto Beauregard difficult. These intersections will be signalized in conjunction with nearby development.

#### Privately Financed Improvements

In conjunction with development of the vacant Stone Tract, North Hampton Street will be extended through to Braddock Road, providing a connection to King Street. Signalization of the intersections of both Quantrell and Lincolnia with Beauregard Street is also anticipated in conjunction with nearby private development.

#### SUMMARY--TRANSPORTATION

- o The study area is bounded and traversed by a number of heavily trafficked streets: the I-395 expressway and the King Street, Duke Street, Seminary Road and Beauregard Street Arterials.
- o Major points of congestion are found along Beauregard Street, at King and Beauregard and directly outside the area at Duke Street and Beauregard. Seminary Road and Beauregard, while currently not congested, is expected to be so by 1993 unless improvements are made.

#### URBAN DESIGN

The Alexandria West area is predominately residential and encompasses an extensive range of residential types, from the lowest density and scale to some of the highest densities and scales allowed.

There is a large area of low density single family residential located along the northwestern edge of the area, adjacent to the Fairfax County border. The single family neighborhoods extend in some areas as far south as Beauregard Street. Generally, large areas of moderate density and scale development, primarily garden-apartments but also some townhouses, surround the low density residential areas and provide a transition to areas of high density residential and/or commercial uses.

The single family areas should continue to be preserved and protected. The existing density of surrounding development works well as a buffer and should be maintained. Increases in density within the low density area itself should be discouraged.

Most of the commercial retail and office development are concentrated at the northern and southern ends of the study area, along King Street and Duke Street, and at along the southern half of the Seminary Road/Beauregard Street intersection. High density residential uses are located in these same areas, almost always directly adjacent to commercial uses and often provide a transition to the more moderate density residential areas.

### Open Space Character

There are several areas, particularly along Beauregard Street, which are wooded, and developers such as Winkler have helped to maintain these areas with their interest in preservation. Winkler has donated parkland along Holmes Run to the City and has also reserved a large portion of their tract for a Botanical Park, scenic easements and natural buffers. This effort should continue and new developments should be encouraged to provide as much natural open space as possible.

### Design Considerations for Major Development Sites

#### The Winkler Tract

This 278 acre tract contains approximately 104 acres of undeveloped land, south of Beauregard Street, west of Seminary Road. There are two key physically prominent features of the site: the amount of open space and the 30 story Radisson Mark Plaza Hotel. The vacant area is heavily wooded and 18 acres are currently deeded to the Winkler Botanical Preserve for use as a preserve and parkland. Another 25 acres are leased to the preserve for use as Parkland. The Radisson Mark Plaza Hotel, located at the southwest corner of Seminary Road and Beauregard Street, is almost immediately adjacent to the vacant portion of the tract. The hotel has become a landmark for the area, and forms a focal point in the area from almost every direction.

Development on the remaining portion of the Winkler tract should be sensitive to both of these physical features. The open space should be integrated into the proposed development. Pedestrian walkways and trails should also be used to connect development and to provide access into the open space for neighborhood residents.

Some transition or buffer will be needed between the existing residential development adjacent to the western end of the vacant area and new development. Additional residential uses, at higher densities, could be used to provide a transition between the existing garden apartments and the more intense commercial development on the rest of the site. The portion of the vacant area south of the Reading Avenue/Beauregard Street intersection is currently zoned for residential uses and most of this area could be used for the transitional residential uses. Open space could also be used as a natural buffer between the more and less intense uses.

The natural topographic features of the site should be preserved and development should be focused on the relatively flat plateau areas along Beauregard Street and near the intersection of Seminary Road and I-395. Development on both plateaus should seek to preserve, to the maximum extent practicable, trees and other natural features of the site.

The existing character of Beaugard Street, low density and relatively low scale with increasing heights possibly near Seminary Road, should be preserved. Very high heights are generally not appropriate along Beaugard Street, and heights along Beaugard should not exceed 77 feet. Additional heights, up to 150 feet, should be allowed as the setback from Beaugard increases, near the middle of the tract and in the area at I-395 and Seminary Road. Landscaping treatment along Beaugard should, at a minimum, reflect the concept which exists on the northern side of the street and should provide for screening and buffering of the development along the street.

Use of Beaugard Street to service the site should be kept to a minimum; commercial traffic should be focused on Seminary Road. Accordingly, the highest densities of development should be focused in the area at Seminary Road and I-395, with more moderate densities along Beaugard. Traffic impacts on the surrounding street should be minimized by creating an internal circulation system to handle as much traffic as possible. The Winklers have initiated an effort to establish a direct ingress ramp into the tract from the Seminary Road/I-395 Interchange. This proposal should be investigated further, and considered by the City.

#### Stone Tract

The Stone Tract contains approximately 33 acres and includes property on both sides of Braddock Road. The site is vacant and contains ample natural vegetation to screen Braddock Road from existing development. The topography varies quite dramatically on both parcels, sloping up from Braddock Road on both sides and then dropping at about 25 percent of slope to drainage ravines midway into the site.

Existing development on Braddock Road, toward Beaugard consists mostly of garden apartments. Toward King Street is the residential component of the Park Center high-rise mixed use project. Toward the south is the high-rise Southern Towers residential project.

The main access to the site will be Braddock Road, which serves mostly as a residential collector providing an east-west link for City residents. This road has low scale residential and park and open space on both sides. Where development exists it has been set back with natural areas or landscaped to provide a buffer. There will also be access to the site from Park Center and King Street with the extension of North Hampton Drive through to Braddock Road. Although I-395 bounds the property to the west, there is no direct access.

Because of site topography, development will be limited without substantial regrading and the installation of retaining walls. In recognition of the constraints of the site, access to the site and the existing character of development around the site, future development should be predominantly residential. Site accessibility does not justify major commercial development which would adversely impact the residential character of the area.

A buffer area should be provided along both sides of Braddock Road in the form of a scenic easement. Higher density development should occur along the eastern edge of the two sites, on the areas nearest I-395 and lower density development should be located adjacent to the moderate density Newport Village. Except for locally oriented service commercial, the southern site should be entirely residential. The remaining area north of Braddock Road should be at least 60 percent residential, with office-commercial nearest to North Hampton Drive and the high density commercial of Park Center. Residential access to the property should be

from Braddock Road, with office limited to North Hampton Drive and connections to King Street. In order to preserve open space, as much parking as possible should be structured.

### SUMMARY--URBAN DESIGN

- o Need to preserve open space areas on major development tract, particularly the Winkler Tract and to some extent the Stone Tract.
- o Need to preserve and protect the diverse mix of residential neighborhoods which range from low density single family areas to intense high rise complexes.
- o Need to coordinate the development of major development sites to ensure that development on these sites provides appropriate scale and density transitions to adjacent development and so that development on these sites does not overwhelm adjacent development in terms of traffic.

### POLICY HISTORY

The area west of I-395 was annexed from Fairfax County along with the rest of Planning District III in 1952. The 1974 Master Plan for the City made general recommendations for Planning District III, including the Alexandria West area. These recommendations were to:

1. Uphold the present zoning pattern to maintain the character of existing single-family sections.
2. Encourage the provision of ample open space and of in-structure parking in future apartment developments.
3. Provide stream valley parks along Holmes Run and a pedestrian trail along the length of the Run from the western city limits to south of Duke Street.
4. Provide for housing for all income groups in future development and redevelopment of Planning District III.
5. Encourage consolidation of commercial development.
6. Discourage through traffic in residential neighborhoods.

The 1974 Plan also identified "Development Potential Sites" in the City and made specific recommendations regarding the future development of these key parcels. These "Development Potential Sites" included the vacant Winkler tract located south of Seminary between Beauregard Street and the Shirley Highway and the vacant Park Center/Stone Tract site located west of the Shirley Highway, south of King Street and along Braddock Road. Both of these key vacant sites were recommended for mixed use development, with the Winkler site being recommended for higher densities.

On the 1974 Long Range Land Use Plan Map for the City, most of the Alexandria West area was designated for residential uses, with low density residential predominating west of Beauregard and medium and high density residential predominating between I-395 and Beauregard. Land was designated for commercial

uses at three locations within the Alexandria West area: along Duke Street, along the western half of King Street and a section along Beauregard, toward the center of the study area. The two key vacant parcels noted above, the Winkler Tract and the Park Center/Stone Tract, were designated for mixed use.

The 1975 Report of the Committee on Potential Growth Areas addressed development potential on the key development sites in the city, including the Winkler and Park Center/Stone Tracts within the Alexandria West area.

For the Winkler tract, the Committee on Growth considered a development scenario then foreseen by the Winkler Corporation: 70 percent elevator apartments, 25 percent office space and 5 percent retail. This development combination would have resulted in development of the tract with 6,000 dwelling units, 1.5 million square feet of office and 170,000 square feet of retail space. The Growth Report recommended that office space be limited to 1 million square feet on the site, primarily because of potential traffic problems. The report also recommended that the City seek to preserve as much of the tract as possible in undeveloped open space by promoting compact rather than sprawled development and that the City encourage the use of the CO zone in order to have some design control.

The other Alexandria West area development parcel analyzed by the Growth Committee was the Park Center/Stone Tract. For this tract, the Committee considered development of Park Center at the levels stated in the existing master plan for the project: 74 townhouses, 1390 elevator dwelling units, 450,000 square feet of retail space, 706,000 square feet of office space and a 330 room hotel. The remainder of the tract, the Stone Estate portion along both sides of Braddock Road, was considered for primarily residential development. Estimated development on that portion included 1750 elevator dwelling units, 54,000 square feet of professional office space and 19,000 square feet of service retail. The Growth Committee recommended the widening of King Street to six lanes between the City limits and the Shirley Highway in order to accommodate some of the traffic generated by the Park Center Development. The Committee also recommended that the City reduce the permissible heights and densities on the vacant areas (the Stone Tract on both sides of Braddock Road) to "prevent the emergence of another Park Center."

### Rezoning

There have been several major rezonings in the Alexandria West area during the last decade. The major rezonings include the rezoning of a section of the Winkler Tract from C-2 to CO, the rezoning of the Park Center site from RC and C-2 to CO, and the rezoning of part of the Stone Tract from RC to C-2-B. The City has also rezoned several small residential parcels from single family zones to townhouse zones. An attempted rezoning of the Skypointe parcel from C-2 to CO was denied by the City. These rezonings are described below.

### Winkler Tract

In 1981, a 12.9 acre section of the Winkler Tract, at the southwest corner of Seminary Road and Beauregard Street, was rezoned from C-2 to CO in conjunction with the planned development of the 500 room Radisson Mark Plaza Hotel. The CO zoning provided flexibility in the layout of the hotel and also allowed for the additional height of the 30 story tower.

### Park Center, Wyndham and King Street West Parcels

The 40.9 acre Park Center tract along the south side of King Street was rezoned from RC and C-2 to CO in 1985. The rezoning was requested primarily in order to provide flexibility in the siting of buildings and also to allow for parking reduction. This rezoning was in accordance with the Master plan for the site, which called for a mix of commercial and residential uses. The mixed use development proposed for Park Center under the CO zoning did not exceed the amount of development that had been possible under the previous RC and C-2 zoning.

Adjacent to Park Center, the smaller Wyndham parcel was rezoned from R-12 to CO zoning to allow for high density garden apartment residential development. The single family zoning was considered inappropriate for this site because of its location at the interchange of I-395 and King Street and the proximity of major commercial development.

Also adjacent to Park Center, the site of the King Street West townhouse office project was rezoned from RC to C-2-B to allow for development of that project.

### Stone Tract

The portion of the Stone Tract north of Braddock Road was first considered for a rezoning from RC to C-2-B in 1981. That application was denied, with the Planning Commission citing the inadequate access for commercial development, the predominant residential nature of surrounding parcels, and the large amount of developable land already zoned for commercial development in the Alexandria West area. In 1982, a second application was made for the rezoning of the same section of the Stone Tract, and this time the rezoning from RC to C-2-B was approved, with proffers. Staff recommended the rezoning, agreeing with the applicant that there was little chance that residential units could be financed or marketed at that location, at that time. Proffers attached to the rezoning limited development on the parcel to a 1.5 F.A.R., provided for a scenic easement along the south side of the site, required that at least 90 percent of the parking be structured and required various transportation related improvements.

### Skypointe Tract

In 1987, the owners of the Skypointe parcel located adjacent to I-395, south of Quantrell Avenue and North Armistead Road, requested a rezoning from C-2 to CO in connection with a proposal to develop a 350 unit, 165 foot building. The density of this proposed residential project was extremely high, 112 units/acre. The application was not approved because the very high density was considered inappropriate for the site.

### Single Family to Townhouse Rezoning

In 1979, a 7 acre site on Seminary Road just north of Beauregard Street was rezoned from R-8 to RB zoning and development of a 79 unit cluster townhouse project was approved. This site was largely vacant, with a few single family dwellings. An adjacent 1 acre parcel was also rezoned from R-8 to RB about a year later, with approval for 16 additional townhouse units. These parcels were developed in the Seminary Park I and II projects, at an overall density of 13.1 units/acre, which is a considerably lower density than the 27.23 units/acre allowed by the RB zone. The Seminary Park developments are located adjacent to the 108 unit Seminary Height units which are also at 13 units/acre. The Seminary

Heights site was rezoned in 1973 from R-8 to RB for townhouse development. City policy, as reflected in the 1974 Master Plan, had been to preserve the existing single family areas in Planning District III, and these sites were designated in the 1974 plan for low density residential. However, the low density townhouse development on RB, was considered to be an appropriate transitional zone for these particular sites, directly adjacent to a C-2 zoned tract which was then being developed in low density mid-rise office buildings.

Toward the southern end of the study area, along Beauregard Street, some additional parcels were rezoned from single family to a townhouse zone in the 1970s. The site of the 103 unit Beauregard Heights and 33 unit Beauregard Manor townhouse developments were rezoned from R-12 to RT in 1973 and 1979. The RT townhouse zone is a very low density zone, allowing 9.12 units/acre. Staff recommended approval of the zoning in order to facilitate development of the site, which had very steep grades. It was also noted that the RT zone, with its extremely low density, is comparable to the higher density single family zone and that this particular site was directly across Beauregard from higher density multi-family development.

#### SUMMARY--POLICY HISTORY

- o The existing land use plan for the Alexandria West area restricts pure commercial development to the tracts along Duke Street, the western end of King Street, and a small section of the Winkler tract northwest of the Seminary Road, Beauregard Street intersection and calls for "consolidation of commercial uses."
- o Part of the Winkler Tract, part of the Stone Tract and the Park Center site have been viewed by the City as growth areas and designated for a mix of residential and commercial uses. A large part of the Winkler Tract was designated for all residential use, as was the section of the Stone Tract south of Braddock Road.
- o The 1974 master plan goals for this area emphasized the protection and retention of existing residential and the provision of adequate open space. A limited amount of single-family to townhouse rezonings have occurred, but only in transitional areas and with zoning allowing very low densities.
- o The pattern of rezoning approvals and denials reflects the City's desire to provide flexibility in development without necessarily providing for increased development levels.
- o The Stone Tract rezoning was the only residential to commercial rezoning in the past decade. This rezoning was contrary to the Master Plan for the area and was disapproved earlier, and was only approved in 1982 because market conditions made it difficult or impossible to finance residential development at that location at that time.

#### ISSUES

The Alexandria West area has undergone a dramatic transformation during the last 25 years, since its annexation from Fairfax County. From a largely vacant area with fewer than 1000 single family units, the area has developed into a mix of

commercial and residential uses encompassing almost all possible intensities and scales of development. The large single family areas remain, but are now bordered by townhouse developments and garden apartment complexes. High rise residential uses have been added along the I-395 corridor. King Street, and to a lesser degree, Duke Street, have become commercial corridors with moderate and high density office uses supplemented by residential uses. The large Winkler Tract was developed around the perimeter with garden apartment units and, in the last decade, has become the site of extensive office development near I-395 and Seminary Road and Beauregard Street.

For the most part, the mix of types and intensities of development have worked well in the Alexandria West area. The single family residential areas, Dowden Terrace and Lincolnia Hills, have been largely preserved, and protected from through traffic. Intense commercial development has been concentrated in relatively few areas, those with good access to the major transportation corridor, I-395. A substantial amount of open space has been retained in the area, despite the level of development. While there is an increasing amount of traffic on the major arterials in the area, most intersections are currently operating at adequate levels of service and substantial amounts of traffic have not been introduced on primarily residential streets.

A large amount of vacant land still remains within this area. The key issue facing the Alexandria West area is certainly the type and level of development which will occur on this land. The area has proven to be a viable location for commercial activity as well as residential uses. And with the large amount of vacant land, more development is also inevitable. However, new development should be located in such a way as to minimize impacts on the residential areas, preserve as much open space as possible and provide for a vital and diverse mix of uses. The Winkler and Stone Tracts are of particular importance, because of their size and location. Existing zoning on these sites, largely C-2, does not require an appropriate mix of use on each of the sites, does not insure appropriate transitions to adjoining uses and is not sensitive to the specific topographical and open space issues on these two sites.

The largest vacant site, part of the Winkler Tract, has by itself 104 acres of land carrying development rights for more than 11.7 million square feet of office development. The Winkler tract is already largely developed in residential uses. The site characteristics and location make much of the vacant area appropriate for commercial uses, with higher density residential uses and/or open space being used to provide transitions between more intense development and existing adjoining lower density residential uses along Beauregard Street. The highest densities of development should be concentrated in the area near the I-395/Seminary Road interchange. The quantity of development on the vacant land can be considerable, even at extremely low densities. While the overall density of development on the vacant tract should be low, it should be concentrated physically, in order to leave a substantial amount of open space. Coordinated Development of this site will provide for this type of development.

A second substantial and vacant site, the Stone Tract, includes almost 33 acres and carries development rights for another 2.5 million square feet of commercial development. Although the existing 1974 master plan for the City calls for substantially residential development on this site, a proposal to develop the Stone Tract as a major office center with 1.8 million square feet of office space and 350 dwelling units has been submitted to the City. Analysis of the site reaffirms the existing land use designation for the site, primarily residential

uses. The site is not an appropriate location for high density office development, primarily because of access issues and the character of adjoining development. However, the existing zoning is predominately commercial and would allow for high density commercial development over most of the site. Coordinated development would provide for a more appropriate mix of uses, with residential predominating, and would also provide for open space buffers and transitional scales next to adjoining development.

Traffic is also an issue for this area. As development continues, traffic will increase. Through traffic is not a major issue in this area, where most of the increases in traffic will be generated by development occurring within the area itself. Some road improvements are necessary, particularly along Beauregard. These improvements should be concentrated on the arterials and should provide for efficient movement of traffic through the area while minimizing impacts through largely residential areas and/or on residential streets.

# RECOMMENDATIONS

## GOALS AND OBJECTIVES

The goals of this plan are to preserve and protect the existing residential neighborhoods and to provide for coordinated development of the large vacant parcels within the area.

The plan objectives are to:

- o prevent redevelopment of existing uses at higher intensities
- o maintain the balance between residential and commercial uses
- o ensure preservation of substantial open space
- o consolidate intense commercial activity on those sites with the best access to major transportation corridors.
- o develop guidelines and appropriate zoning controls for the Winkler Tract and the Stone Tract.

## LAND USE RECOMMENDATIONS

The 1974 adopted land use plan for the Alexandria West area is shown on Map 6. Most of the land in the study area is designated for residential uses, including low, medium and high density residential uses. In general, the commercial designations were focused along King and Duke Streets, at the northern and southern ends of the study area. The 1974 plan designated the large and, in 1974, undeveloped Park Center/Stone and Winkler tracts for mixed use development.

The proposed land use concept for the Alexandria West area is shown on Map 7 and more specific land use designations are shown on Map 8. In large part, the land use concept reflects existing land use in the area, much of which is unlikely to change in the next decade. The residential areas, in particular, are designated to reflect existing densities of residential use. Generally, single family areas are designated Residential Low, townhouse and garden apartment/condominium areas are designated Residential Medium, and mid and high rise units are designated Residential High.

Many of the non-residential designations also reflect existing uses which will probably not change in the next decade, including some commercial office and retail uses along King and Duke Streets. Of particular importance are the concept and designations for parcels likely to develop or redevelop in the next decade.

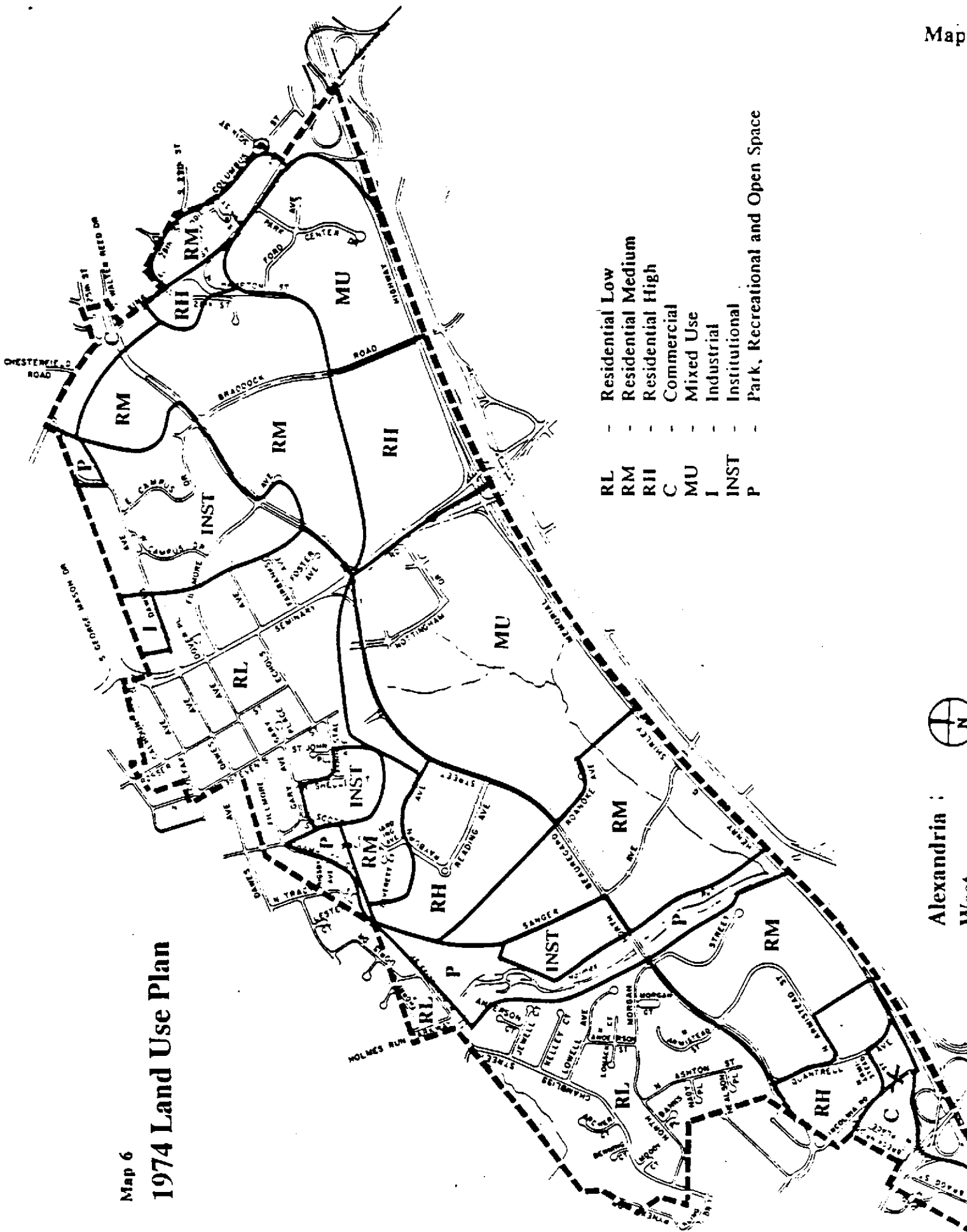
The fully masterplanned and largely developed Park Center residential and office complex south of King Street is designated to reflect that existing and planned mix of residential and commercial uses.

The adjoining vacant Stone Tract just west of I-395 on both sides of Braddock Road is shown in the concept plan as a mix of commercial and residential uses. The specific land use designation on this key site is CDD-Coordinated Development District, which will provide for mixed use residential and commercial development in accordance with a coordinated plan.

The large Winkler Tract, including the existing residential and commercial developments, is also designated as a Coordinated Development District (CDD). The existing development consists of about 2,600 residential units, 500 hotel rooms, almost 1 million square feet of office space and 125,000 square feet of retail space. On the main site, south of Beauregard Street and southwest of Seminary Road, about 104 acres remain vacant, including 18 acres deeded to the Winkler Botanical Preserve. The remaining vacant land in the CDD is recommended for low to moderate density commercial office and retail uses, with a large amount of land set aside for a park and nature reserve.

At the southern end of the study area, the parcels adjacent to I-395 off of Breckenridge Place, Lincolnia Road and North Armistead are likely to undergo redevelopment/development. This area is designated for a mix of commercial and residential uses, at moderate densities.

DELETE [While it is possible that the Coca-Cola plant on Dawes Avenue will relocate in the future, that site is shown as industrial to provide for the continuation of the existing industrial use. If the bottling plant relocates from the site, that 8.5 acre tract would be appropriate for redevelopment to commercial and/or residential uses at low to moderate densities and medium heights. Although almost directly adjacent to the high-rise, high density Skyline development in Fairfax County, this site is also directly adjacent to some of the lowest density single family



Map 6

# 1974 Land Use Plan

- RL Residential Low
- RM Residential Medium
- RH Residential High
- C Commercial
- MU Mixed Use
- I Industrial
- INST Institutional
- P Park, Recreational and Open Space

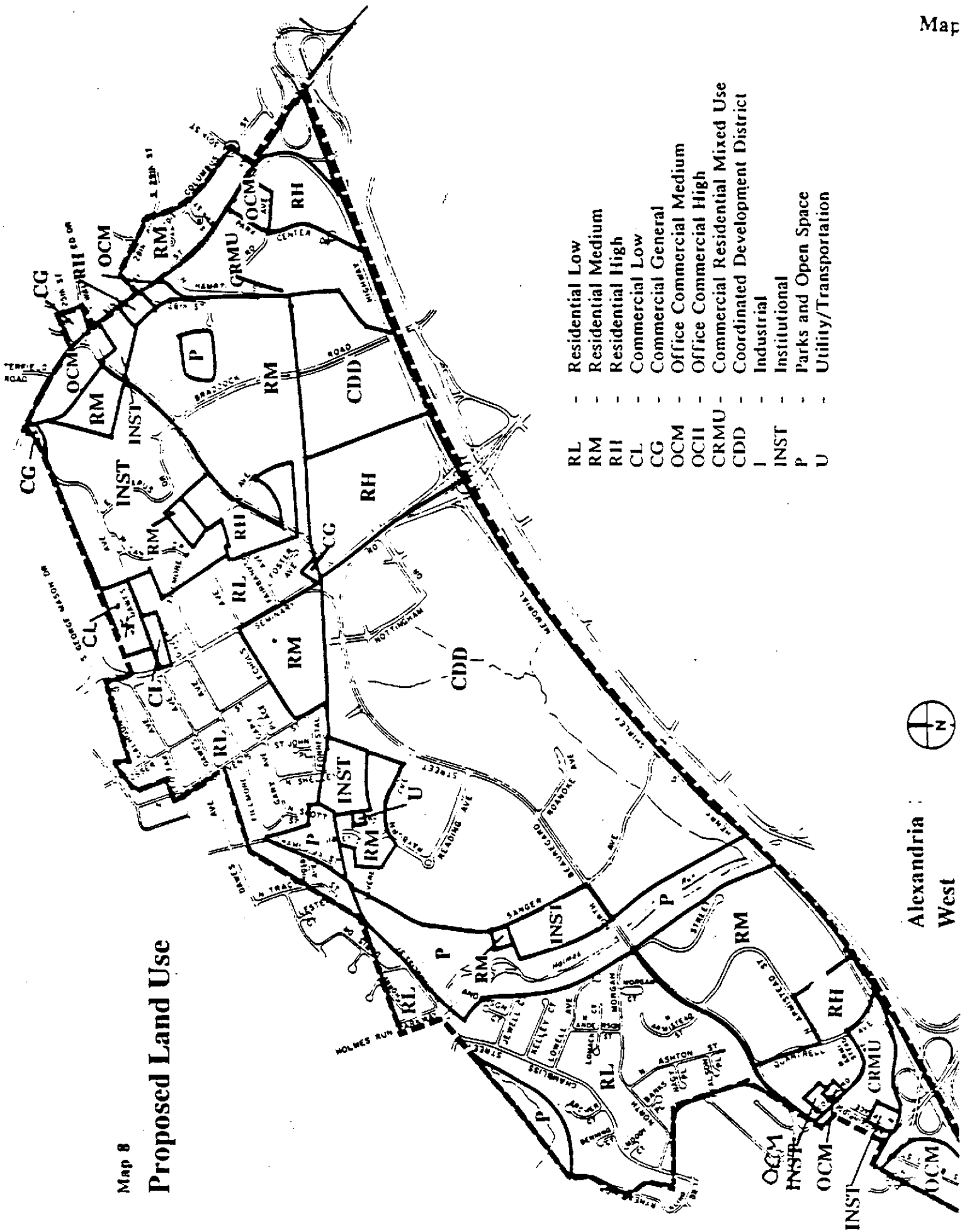
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Map 8

# Proposed Land Use



- RL - Residential Low
- RM - Residential Medium
- RH - Residential High
- CL - Commercial Low
- CG - Commercial General
- OCM - Office Commercial Medium
- OCH - Office Commercial High
- CRMU - Commercial Residential Mixed Use
- CDD - Coordinated Development District
- I - Industrial
- INST - Institutional
- P - Parks and Open Space
- U - Utility/Transportation



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It is possible that the Coca-Cola Plant will relocate, and the industrial zoned portion of that site is shown as Commercial Low to provide for low density, low scale commercial and/or residential redevelopment. This site is near single-family residences and adjacent to townhouse of areas within the City; this location makes the site a transitional one, where low to moderate densities and moderate heights are most appropriate. Higher densities and heights are not appropriate, and this site should certainly not be developed as a major office center. In addition to the transitional location, the site's relatively poor access via Dawes Avenue from King Street and via Seminary Road also make it an inappropriate location for higher densities of development.

DELETE

The proposed changes to the 1974 Master Plan are detailed below and shown on Map 9.

1. Change the parcels south of Duke Street, west of I-395 from Commercial to Office Commercial Medium (OCM).  

The existing land use on these parcels includes a residential high-rise building, an office building, two motels, two retail establishments and 42 units of public housing. There appears to be little short-run opportunity for development or redevelopment, and this designation reflects primarily commercial character of the area. The primary residential use in the area, the Bragg high-rise residential building, is operated as a residential hotel, with rentals available on a week-to-week basis. Higher densities are inappropriate because of the relatively poor access to sites.
2. Change the parcels bounded by Breckenridge Place, N. Armistead Street and I-395 from Commercial and Residential High to Commercial Residential Mixed Use, at medium densities (CRMU-Medium Density).  

The new Commercial and Residential Mixed Use designation ~~provides for the same uses as the old Commercial and Residential designations,~~ but encourages an integrated development of the fragmented parcels in this area and limits development to more moderate densities. This area is large enough to allow a substantial amount of development/redevelopment. However, these parcels have extremely poor access, which makes dense development on the site inappropriate. A mix of uses would reduce traffic impacts because traffic flows would be split between in and out, rather than going all in one direction.
3. Change the Cemetery on Breckenridge Place from Commercial to Institutional (INST).  

This change reflects the existing use of the parcel as a cemetery.
4. Change the U.S. Post Office on Lincolnia Road from Residential High to Institutional (INST); Office Commercial Medium (OCM).  

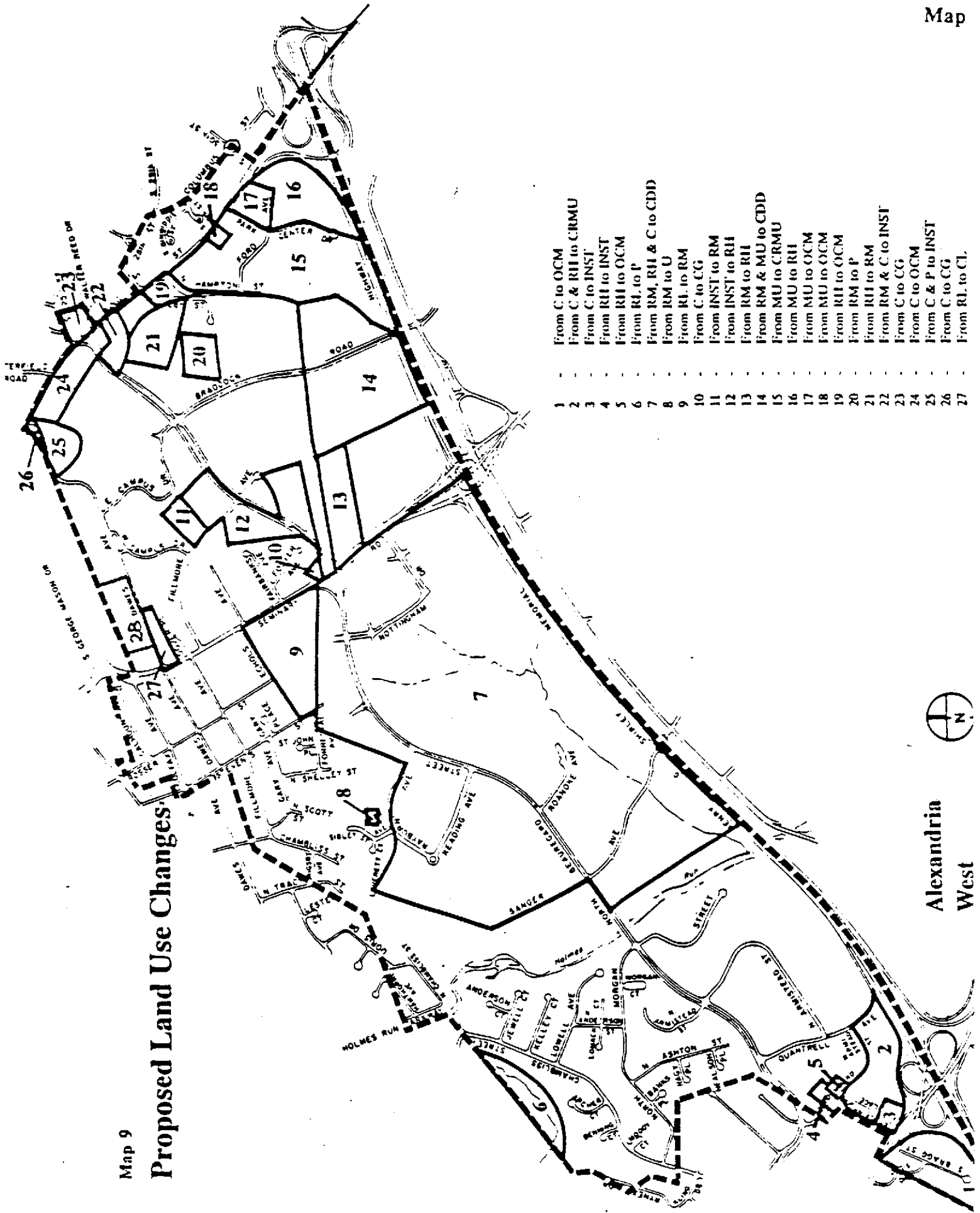
This change reflects the existing use of the parcel as a U.S. Post Office, which has a commercial-office character.
5. Change the office building on Lincolnia road adjacent to the Post Office from Residential High to Office Commercial Medium (OCM).  

This change reflects the existing use, an office building.
6. Change the Rynex Nature Area at along Rynex Street at the Fairfax County boundary from Residential Low to Parks and Open Space (P).  

This change is made to reflect existing use, a natural Park.

Map 9

# Proposed Land Use Changes



- 1 - From C to OCM
- 2 - From C & RI to CRMU
- 3 - From C to INST
- 4 - From RI to INST
- 5 - From RI to OCM
- 6 - From RI to P
- 7 - From RM, RI & C to CDD
- 8 - From RM to U
- 9 - From RI to RM
- 10 - From C to CG
- 11 - From INST to RM
- 12 - From INST to RI
- 13 - From RM to RI
- 14 - From RM & MU to CDD
- 15 - From MU to CRMU
- 16 - From MU to RI
- 17 - From MU to OCM
- 18 - From MU to OCM
- 19 - From RI to OCM
- 20 - From RM to P
- 21 - From RI to RM
- 22 - From RM & C to INST
- 23 - From C to CG
- 24 - From C to OCM
- 25 - From C & P to INST
- 26 - From C to CG
- 27 - From RI to CI

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7. Change Winkler Tract from Residential Medium, Residential High and Commercial to Coordinated Development District (CDD).

A substantial portion of this tract is already developed as the Hamlet garden apartments, the Hamlet Shopping Center, and office and hotel space. The Coordinated Development District (CDD) Designation provides for the development of this tract in a mix of uses in accordance with a coordinated plan. Because the majority of existing development is residential, the CDD will provide for the remaining vacant land to be developed primarily as commercial office and retail space. Existing residential and office development should be retained at existing densities. The vacant section is recommended for a low overall density of development, while still allowing for some substantial heights. Design criteria for the CDD will be detailed in the section on Urban Design.

Of all the development sites in the Alexandria West area, the Winkler tract provides the best location for new office development. It has better access than other Alexandria West area sites, with almost direct access to I-395. Also, the size of the tract would allow for substantial development while still providing for a sizable amount of open space. A substantial portion of this tract is currently used as a natural park, although only eighteen acres are actually deeded to the Winkler Botanical Preserve for use as a nature preserve/parkland. The Winkler Corporation plans to deed an addition 20 to 30 acres to the preserve in the future. In order to preserve as much open space as possible in the area, it is recommended that some tall buildings be allowed.

8. Change the Virginia Power parcel behind the John Adams Elementary School from Residential Medium to Utility (U).

This change reflects the existing use of the parcel.

9. Change Seminary Heights and Seminary Park, between Seminary and Stevens Roads, south of Echols, from Residential Low to Residential Medium (RM).

This site is designated Residential Medium to reflect the existing townhouse residential use.

10. Change the Washington-Lee Savings and Loan parcel at the corner of Beauregard Street and Seminary Road from Commercial to Commercial General (CG).

The Commercial General designation provides more specificity than the old commercial designation and provides for less density and height on this parcel, which is directly adjacent to single family residential uses. This will allow for the existing use or some other low density low scale commercial use.

11. Change the residential townhouses on Fillmore from Institutional to Residential Medium (RM).

This change reflects the existing use, medium density residential.

12. Change the Goodwyn House, Methodist Home and Washington Home from Institutional to Residential High (RH).

These uses are essentially residential in nature, although in the past they had been classified as Institutional. This change is made to reflect the high density mid and high-rise residential use.

13. Change the strip along the northern Section of the Southern Towers development from Residential Medium to Residential High (RH).\*

Most of the existing Southern Towers High Rise residential development is already designated for Residential High land use. This change reflects the existing use. *Some office and commercial functions that are supportive of nearby residential uses should be allowed on a limited basis*

14. Change the Stone Tract, west of I-395 on both sides of Braddock Road, from Residential High and Mixed Use to Coordinated Development District (CDD).

The Coordinated Development District (CDD) designation provides for the development of this tract in a mix of residential and commercial uses in accordance with a coordinated plan. The CDD will provide for primarily residential development at overall moderate densities. Design criteria for the CDD will be developed and described in the Urban Design section of this plan.

15. Change the Park Center Development from Mixed Use to Commercial Residential Mixed Use (CRMU).

This change reflects the existing and planned development high-rise office and commercial development on this site.

16. Change the Wyndham site at the southwest corner of King Street and I-395 from Mixed Use to Residential High (RH).

An approved site plan for high density, low scale residential exists for this site. This change reflects this approved use, or provides for some other similar residential development.

17. Change the King Street West Offices from Mixed Use to Office Commercial Medium (OCM).

This designation reflects existing use.

18. Change the Cavalier Auto parcel from Mixed Use to Office Commercial Medium (OCM).

This small site is surrounded on three sides by the Park Center Development, with one of the Park Center office high-rises wrapping around the southern and eastern sides of the site. The size and location of the site limit its development potential, and it is recommended for medium density commercial office.

\* The Commission moved to change the definition of Residential High land use, on a city-wide basis, to provide for some office and commercial functions that are supportive of nearby residential uses in Residential High Areas.

19. Change the Alexandria Financial Center site on King Street from Residential High to Office Commercial Medium (OCM).

This change reflects the existing use of the site, the Alexandria Financial Center Office building.

20. Change the Park located at the end of 28th Street between Newport Village and Bolling Brook from Residential Medium to Parks and Open Space (P).

This change reflects the existing use of the parcel, as a park.

21. Change the Bolling Brook apartments condominiums from Residential High to Residential Medium (RM).

This change reflects existing use, the Bolling Brook Garden Apartment (condominiums).

22. Change the Jefferson Memorial Hospital from Residential Medium and Commercial to Institutional (INST).

This change reflects the existing hospital and associated medical office use.

23. Change the First American Bank on King Street from Commercial to Commercial General (CG).

The Commercial General designation provides more specificity than the old commercial designation. This parcel has very poor access which will probably be further reduced when improvements to the King Street/Beauregard Street intersection are made. It should be used for a very low intensity commercial use similar to the existing.

24. Change the Summit Center and Clermont Shopping Center from Commercial to Office Commercial Medium (OCM).

This designation reflects the existing use of the Summitt Center site as an office building and associated retail/service uses. It is likely that part of the Clermont Shopping Center parcel will be taken by the State in conjunction with improvements to the King Street/Beauregard Street intersection. The remainder of that parcel would be appropriate for continued retail use, if parking is adequate; or for moderate density office development in conjunction with the adjoining hospital parcels.

25. Change the parcel at the corner of King Street and Dawes Avenue from Commercial and Parks to Institutional (INST).

This parcel is part of the Northern Virginia Community College Campus in Alexandria and the Institutional designation reflects this use.

26. Change the parcel at the City boundary north of Dawes Avenue from Commercial to Commercial General (CG).

This is a very small parcel located adjacent to a larger parcel located in Fairfax County which is used as a gas station. The CG designation reflects the existing use and allows for other similar uses.

27. Change the Medical Townhouse Offices from Residential Low to Commercial Low (CL).

This change reflects the existing use of the site for townhouse type office.

28. Change the Coca-Cola site from Industrial to Commercial Low (CL).

This site, at the western city limit, is across the street from single family residential units and adjacent to NVCC area medical townhouse complex. Low scale, low density commercial and/or residential redevelopment is an appropriate use for the site.

## ZONING RECOMMENDATIONS

Existing zoning in the Alexandria West area is shown on Map 10. Residential zoning covers almost three-fourths of the total land area and includes low, medium and high density residential zones. The RA-multifamily and R-12 single family zones are the most prevalent. Commercial zoning is concentrated along Duke and King Streets and on the Winkler tract at Beauregard and Seminary Road and is primarily C-2.

The CO commercial zone is found on several key sites, including the Park Center office/residential high-rise development on King Street and the Radisson Mark Plaza hotel on the Winkler tract. Only one site, the Coca-Cola plant on Dawes Avenue, is zoned for industrial use.

Map 11 shows proposed Zoning for the Alexandria West area. In order to implement the land use changes proposed in the area, zoning changes are necessary. Some residential development in the Alexandria West area is located on parcels with zoning which would allow a considerable increase in density. Where the existing level of density is appropriate, as reflected in the proposed land use, residential parcels are recommended for rezoning to zones reflecting the existing density.

In many cases, these recommendations involve development of new zoning categories to reflect the types and scales of uses desired for a given land use designation in the recommended master plan. These recommendations should serve as a guide to the development and implementation of new zones.

The following zoning changes, shown on Map 12, are recommended in order to implement the proposed land use plan.

1. Rezone from C-2 to a zone consistent with the Office Commercial Medium land use designation.

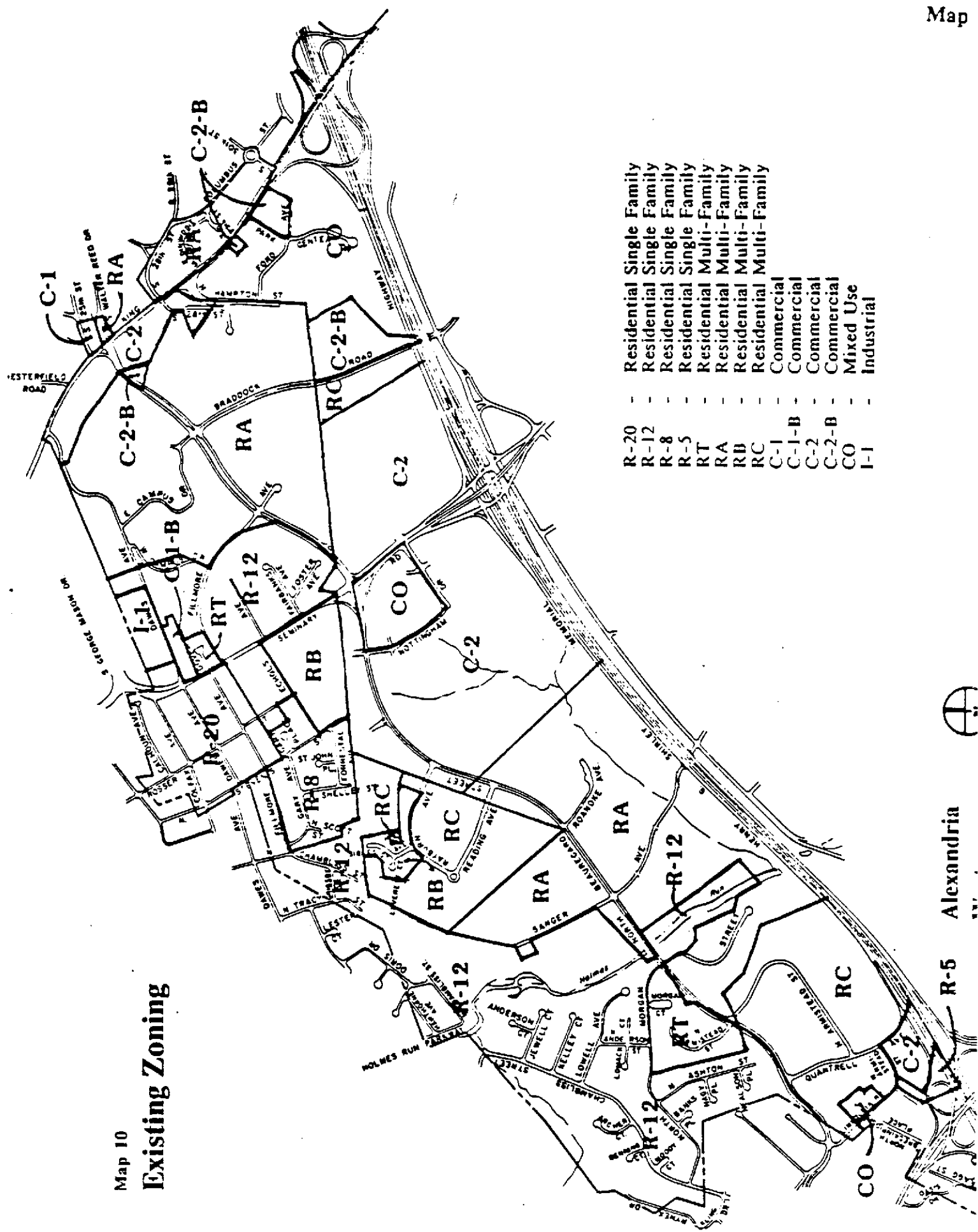
This zone should allow the existing use or provide for commercial development and or redevelopment at moderate densities.

2. Rezone from C-2 to a zone consistent with the Commercial Residential Mixed Use land use designation.

(With medium densities)

This area, recommended for Commercial Residential Mixed Use (CRMU) on the proposed Land Use Plan, is also recommended for rezoning to a zone which will require a mix of residential and commercial uses at medium densities of development. As the CRMU land use designation indicates, a substantial proportion of the development on this site should be residential; densities should be significantly reduced if there is no mixed use or residential component.

This area also includes the Breckenridge Cemetery, an institutional use. As no Institutional zone is envisioned for the City, the parcel is recommended for rezoning to the CRMU of adjoining uses; however this designation does not reflect a recommendation for development of the cemetery parcel.



Map 10  
Existing Zoning

R-20	Residential Single Family
R-12	Residential Single Family
R-8	Residential Single Family
R-5	Residential Single Family
RT	Residential Multi-Family
RA	Residential Multi-Family
RB	Residential Multi-Family
RC	Residential Multi-Family
C-1	Commercial
C-1-B	Commercial
C-2	Commercial
C-2-B	Commercial
CO	Mixed Use
I-1	Industrial

Alexandria

R-5

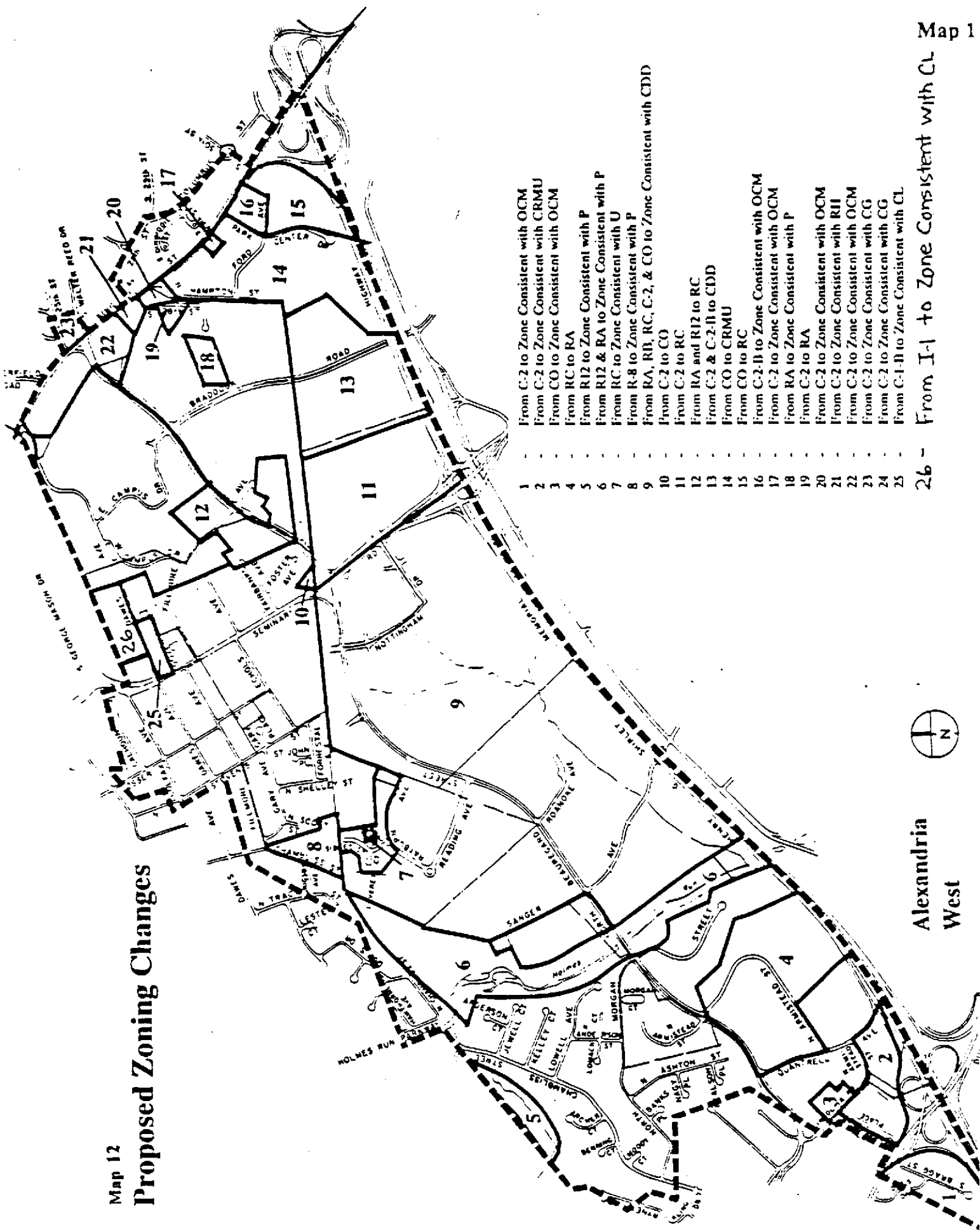
RC

C-2

I-1



# Map 12 Proposed Zoning Changes



- 1 - From C-2 to Zone Consistent with OCM
- 2 - From C-2 to Zone Consistent with CRMU
- 3 - From CO to Zone Consistent with OCM
- 4 - From RC to RA
- 5 - From R12 to Zone Consistent with P
- 6 - From R12 & RA to Zone Consistent with P
- 7 - From RC to Zone Consistent with U
- 8 - From R-8 to Zone Consistent with P
- 9 - From RA, R11, RC, C-2, & CO to Zone Consistent with CDD
- 10 - From C-2 to CO
- 11 - From C-2 to RC
- 12 - From RA and R12 to RC
- 13 - From C-2 & C-2-II to CDD
- 14 - From CO to CRMU
- 15 - From CO to RC
- 16 - From C-2-II to Zone Consistent with OCM
- 17 - From C-2 to Zone Consistent with OCM
- 18 - From RA to Zone Consistent with P
- 19 - From C-2 to RA
- 20 - From C-2 to Zone Consistent with OCM
- 21 - From C-2 to Zone Consistent with R11
- 22 - From C-2 to Zone Consistent with OCM
- 23 - From C-2 to Zone Consistent with CG
- 24 - From C-2 to Zone Consistent with CG
- 25 - From C-1-II to Zone Consistent with CL
- 26 - From I-1 to Zone Consistent with CL



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3. Rezone from CO to a zone consistent with the Office Commercial Medium land use designation.

These parcels are developed in a mid-rise office building and a U.S. Post Office. The proposed rezoning reflects this existing use.

4. Rezone from RC to RA.

Most of this area is already developed in garden condominium units, at densities and heights considerably less than that allowed under the existing RC zone. The area is recommended for moderate density residential in the land use plan, and should be rezoned to a multifamily zone allowing moderate, rather than the high RC densities. At about 30 units per acre, this project is slightly more dense than is allowed under the existing RA zone where 27.23 units/acre is the maximum density. These parcels are recommended for rezoning to the RA-multifamily residential zone with the extra density grandfathered in or, alternatively, for rezoning to a zone comparable to RA which allows slightly more density. This zone should provide for the existing use on the developed parcels, allow for a comparable density and type of development on the one vacant parcel, and limit any denser redevelopment.

5. Rezone from R-12 to a zone consistent with the Parks and Open Space land use designation.

This is the Rynex Nature Area. It is recommended for rezoning to Parks and Open Space, to ensure its maintenance as a park.

6. Rezone from R-12 and RA to a zone consistent with the Parks and Open Space Land use designation.

This area includes part of the Dora Kelly Nature Area and the Holmes Run Park. It is recommended for rezoning to Parks and Open Space to reflect the Park use.

7. Rezone from RC to a zone consistent with the Utility land use designation.

This Virginia Electric parcel is designated for Utility land use in the proposed land use plan and is recommended for rezoning to a new Utility, providing for utility, transportation and related uses, consistent with this land use designation.

8. Rezone from R-8 to a zone consistent with the Parks and Open Space land use designation.

This area is part of the Dora Kelly Nature Area. It is recommended for rezoning to a new Park zone, consistent with its use as a park/nature reserve.

9. Rezone from RA, RB, RC, C-2 and CO to a zone consistent with the Coordinated Development District land use designation.

This is the Winkler tract, which includes the Hamlet residential developments, the Hamlet Shopping Center, the Radisson Mark Plaza Hotel, almost 1 million square feet of office space, parkland and a large vacant area. Designated for Coordinated Development in the proposed land use plan, the tract is recommended for rezoning to a CDD zone which will allow its development in

conformance with a coordinated plan for the site. The CDD should allow for a very low overall density of development on the vacant site, while providing for flexibility in heights and building arrangements that allow for the maintenance of a maximum amount of open space. Design guidelines for the Winkler Tract CDD zone are listed in the section on Urban Design. The CDD should also ensure that existing development is maintained at existing densities.

10. From C-2 to a zone consistent with the Commercial General land use designation.

This site is currently developed as a bank. It is recommended for commercial general use in the proposed land use plan. Rezoning from C-2 will provide for the existing use or some other low density low scale commercial use consistent with the proposed land use designation.

11. Rezone from C-2 to RC.

This is the existing Southern Towers high-rise residential development, with about 58 dwelling units per acre. The parcel should be rezoned to RC to reflect the existing high density residential use. *This zoning should allow some office and commercial functions that are supportive of nearby residential uses.*

12. Rezone from RA and R-12 to RC.

These parcels are the site of Goodwyn House, Washington House and the Methodist home, which are high and mid-rise homes for the elderly. The parcels were recommended for high density residential use in the proposed land use plan, to reflect existing use. They are recommended for rezoning from the existing low density residential zones to a high density residential zone, RC, where the existing buildings would not be non-conforming.

13. Rezone from RC, C-2 and C-2-B to a zone consistent with the Coordinated Development District land use designation.

The Stone Tract site was recommended in the proposed land use for a Coordinated Development District. It is recommended for rezoning from the existing zoning, which allows for very high density almost totally commercial development to a Coordinated Development District Zone which will provide for a mix of commercial and residential development at medium densities in conjunction with a coordinated plan. Design guidelines for the Stone Tract CDD zone are in the section on Urban Design.

14. Rezone from CO to a zone consistent with the Commercial Residential Mixed Use land use designation.

This is the Park Center development, a fully planned and largely completed high rise commercial and residential mixed use project. It is recommended for rezoning to a zone consistent with the Commercial Residential Mixed Use land use designation, providing for the planned mix and density of development.

15. Rezone from CO to RC.

This vacant tract at the south of the King Street/I-395 interchange is the site of the approved Wyndham residential project. Although low in scale, the approved project is high in density, with almost 56 units per acre. This site was recommended for land use consistent with that of the approved plan, high density residential development. It is recommended for rezoning to the RC zone which allows residential development at about that density.

16. Rezone from C-2-B to a zone consistent with the Office Commercial Medium land use designation.

This is the existing King Street West office development. It is recommended for rezoning from C-2-B to a zone consistent with Office Commercial Medium to reflect existing use at a moderate, rather than high, density.

17. Rezone from C-2-B to a zone consistent with the Office Commercial Medium land use designation.

This is the site of Cavalier Auto. It is recommended for moderate density office in the proposed land use plan. The existing C-2-B zoning allows for high density, high scale development. The recommended rezoning to a zone consistent with OCM will provide for a more moderate scale and density of development.

18. Rezone from RA to a zone consistent with the Parks and Open Space land use designation.

This park area, surrounded by the Bolling Brook Condominiums and Newport Village, is recommended for rezoning to Parks and Open Space to reflect the existing park use.

19. Rezone from C-2 to RA.

This is a section of the Bolling Brook Garden Condominiums. It is recommended for rezoning to RA, consistent with its existing use and the existing zoning on the remainder of the site.

20. Rezone from C-2 to a zone consistent with the Office Commercial Medium land use designation.

This is the existing Alexandria Financial Center Office building, recommended for Office Commercial Medium in the proposed land use plan. This rezoning is recommended to reflect the existing and recommended scale of commercial use.

21. Rezone from C-2 to RC.

This is the Bolling Brook residential building. Currently zoned for high density commercial use, it is recommended for the existing high density residential land use in the proposed land use plan. The proposed rezoning to RC is consistent with the existing use.

22. Rezone from C-2 and C-2-B to a zone consistent with the Office Commercial Medium land use designation.

This is Jefferson Memorial Hospital and associated medical offices, the Clermont Shopping Center and the Summitt Center.

These parcels are recommended for rezoning from C-2 which allows very high density development to a zone consistent with the Office Commercial Medium land use designation which allows moderate density office development and retail uses similar to those now existing on most of these sites.

Although designated for institutional land use on the proposed land use plan, the hospital and associated medical buildings are not designated for institutional zoning because no such zone is envisioned for the City. The parcels are recommended, therefore, for rezoning to a zone consistent with the adjoining properties and the location of the site.

23. Rezone from C-1 and RC to a zone consistent with the Commercial General land use designation.

This site is currently developed as a bank. It is recommended for commercial general use in the proposed land use plan. Rezoning from C-1 and RC will provide for the existing use or some other commercial use consistent with the proposed land use designation.

24. Rezone from C-2 to a zone consistent with the Commercial General land use designation.

This is a small parcel adjacent to a larger parcel used as a gas station in Fairfax County. It is recommended for a general commercial use in the land use plan. Rezoning to a zone consistent with the Commercial General land use designation will allow for the existing use or some other commercial use.

25. From C-1-B to a zone consistent with the Commercial Low land use designation.

This is a medical townhouse project. The proposed land use plan recommends low density commercial on this site, which is directly adjacent to low-scale residential. The CL designation provides for the existing use or any other low scale commercial use consistent with the surrounding single-family residential area.

→ 26

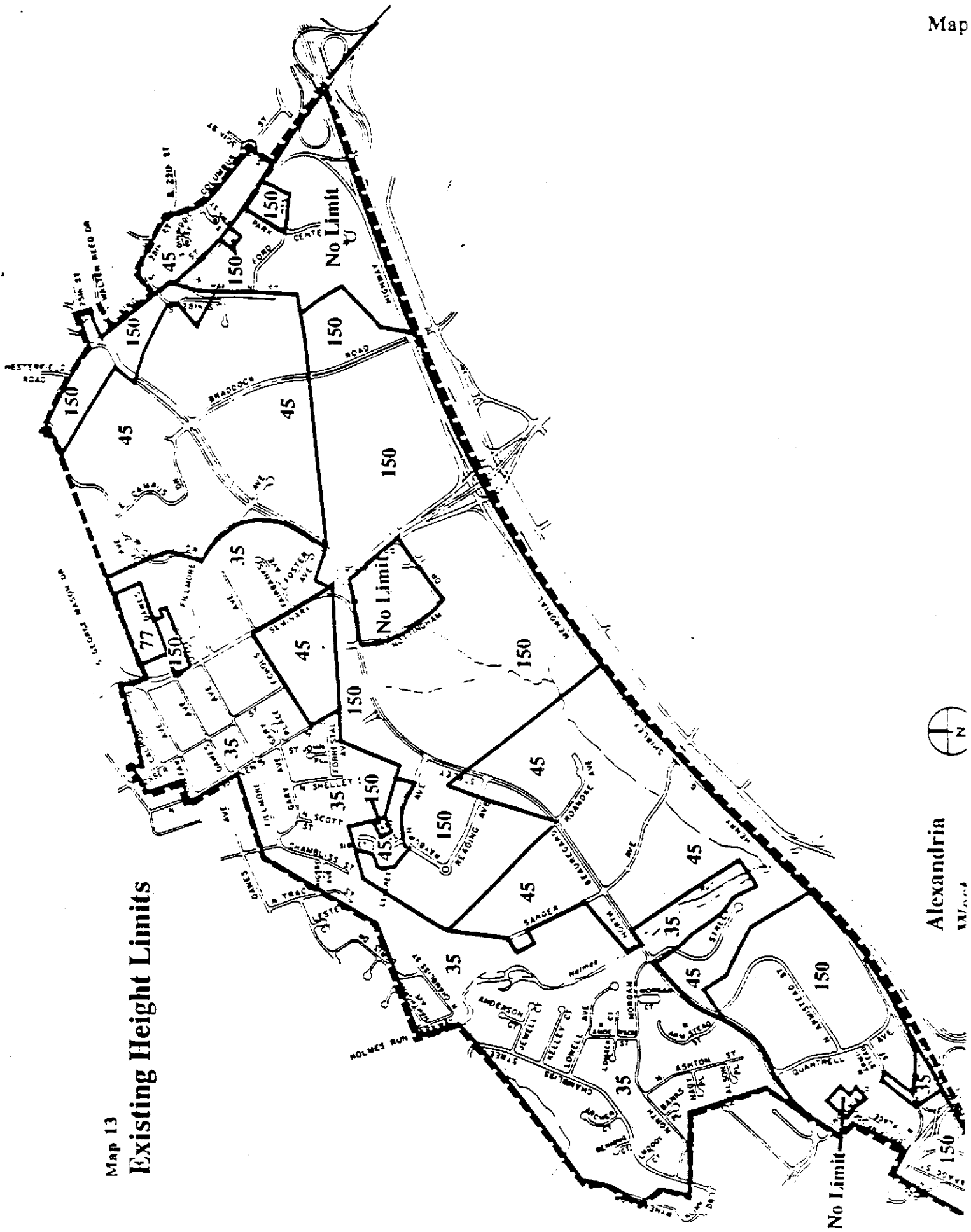
From I-1 to a zone consistent with the L land use designation.

HEIGHTS

Map 13 shows the existing height limits in the Alexandria West area, which are determined by the zoning. Most of the area has a 35 or 45 foot height limit, with high heights (150 feet or more) permitted by zoning along King and Duke Street and on on the Stone Tract and parts of the Winkler tract. The general heights associated with proposed zoning for the area results in some changes in allowable heights. The allowable heights under the proposed zoning are shown on Map 14. Map 15 details the specific changes in heights resulting from the proposed zoning. Implementation of the proposed zoning will result in these changes.

This is the Coca-Cola site, which

is recommended for low density commercial redevelopment when the plant relocates. Rezoning to a zone consistent with the CL designation will ensure development is compatible with surrounding residential uses.



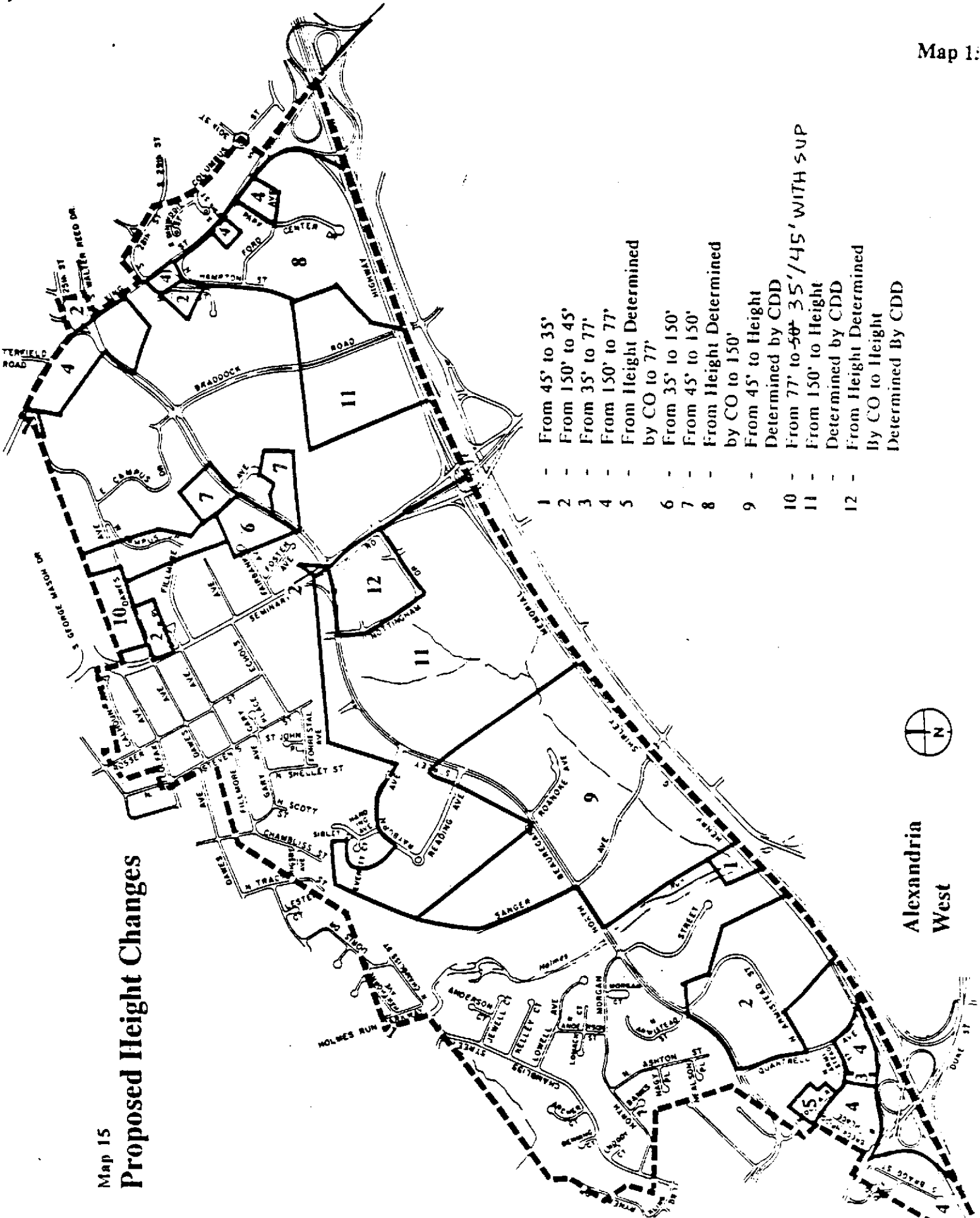
Map 13

# Existing Height Limits

Alexandria  
Virginia



Map 15  
Proposed Height Changes



- 1 - From 45' to 35'
- 2 - From 150' to 45'
- 3 - From 35' to 77'
- 4 - From 150' to 77'
- 5 - From Height Determined by CO to 77'
- 6 - From 35' to 150'
- 7 - From 45' to 150'
- 8 - From Height Determined by CO to 150'
- 9 - From 45' to Height Determined by CDD
- 10 - From 77' to 50' 35'/45' WITH SUP
- 11 - From 150' to Height Determined by CDD
- 12 - From Height Determined By CO to Height Determined By CDD



Alexandria  
West

## URBAN DESIGN RECOMMENDATIONS

Two sites within the Alexandria West area have very large amounts of land that is vacant and will be developed: the Stone Tract and the Winkler Tract. Both of these tracts have been designated as Coordinated Development Districts (CDD) in the proposed land use plan. The urban design recommendations focus on establishing a set of design guidelines for these CDDs. These guidelines should form the basis of specific CDD zoning categories to be developed by the Zoning Task Force.

As envisioned, the CDD zone would allow a low base level of development by right with additional densities, heights and uses allowed with coordinated mixed use development. A developer who wishes to proceed under the CDD concept and guidelines would then negotiate with the City based on a specific plan.

### CDD Principles for the Stone Tract

1. Future development of the site south of Braddock Road should be residential and should provide a mix of housing types that would maintain the residential character and densities that exist in the area, with allowance for some neighborhood serving commercial. Taller buildings should be concentrated in the area closest to I-395, with lower scale buildings to the west.
2. Commercial development should be concentrated on the north side of Braddock Road and should not exceed 40 percent of the total development on the north side. Access to the commercial development should be via North Hampton Drive.
3. Development should have a maximum of 54.45 residential units/acre and a Floor Area Ratio of 1.5 on other uses. *The maximum height should be 150'.*
4. As much parking as possible should be structured with surface parking allocated primarily to visitor and other short term parking.
5. Landscaping and setbacks should create a buffer area directly along Braddock Road.

*6. → Park land for public use should be provided within the development.*

### CDD Principles for the Winkler Tract

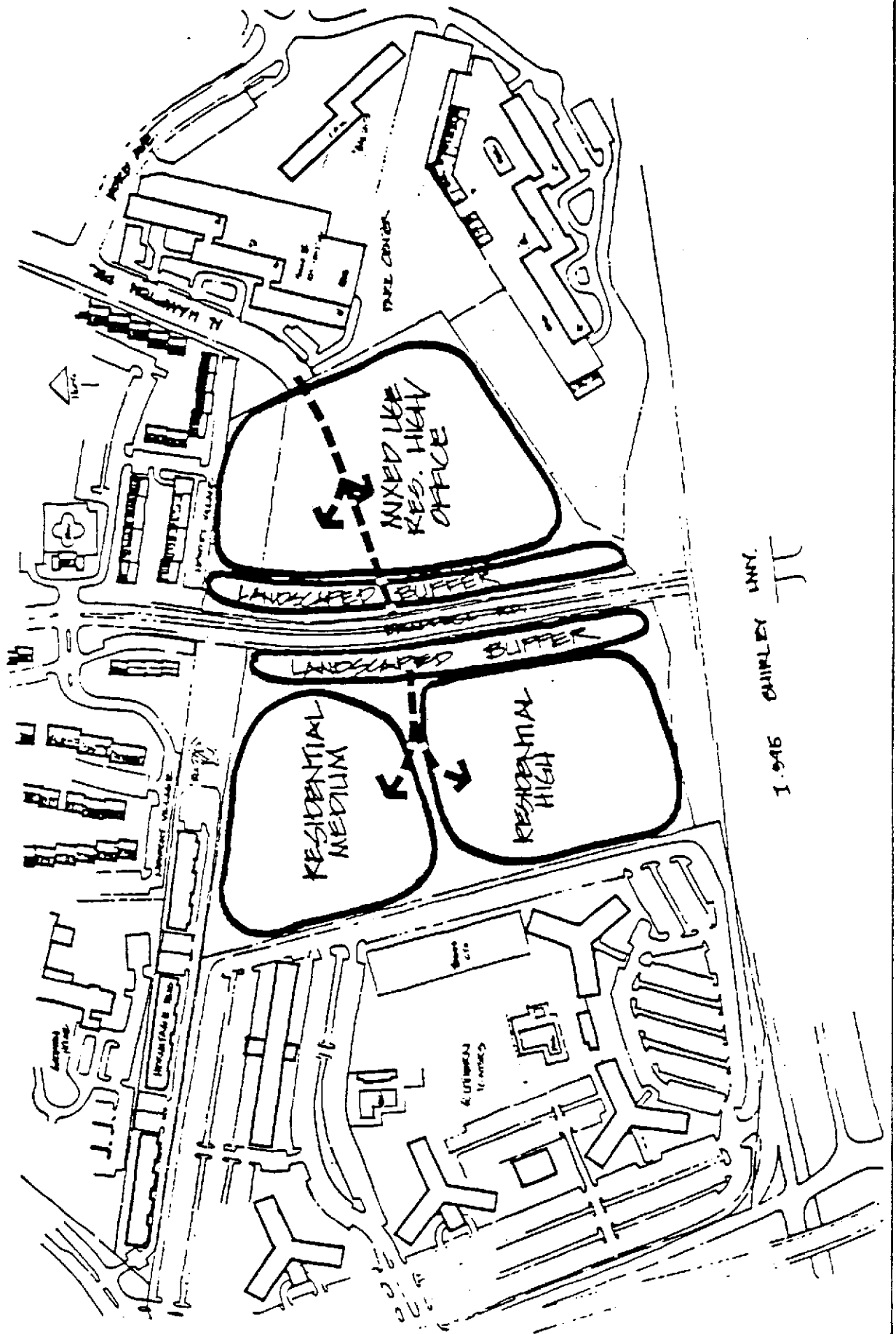
Because a significant portion of this district is already developed for residential, with some retail, a hotel, and some office, the following principles are proposed to maintain the entire district as a mixed use development.

1. Existing development in the CDD should be maintained at existing densities; the undeveloped areas should be developed in accord with the following principles. *and uses*
2. Because of the vast size of the undeveloped areas, overall densities of development in that area should be limited to a F.A.R. of 1.0. However, in order to encourage the owner to dedicate an additional 20-30 acres to open space, greater densities should be allowed on the non-dedicated parcels as long as the total density of the currently undeveloped area does not exceed an F.A.R. of 1.0.

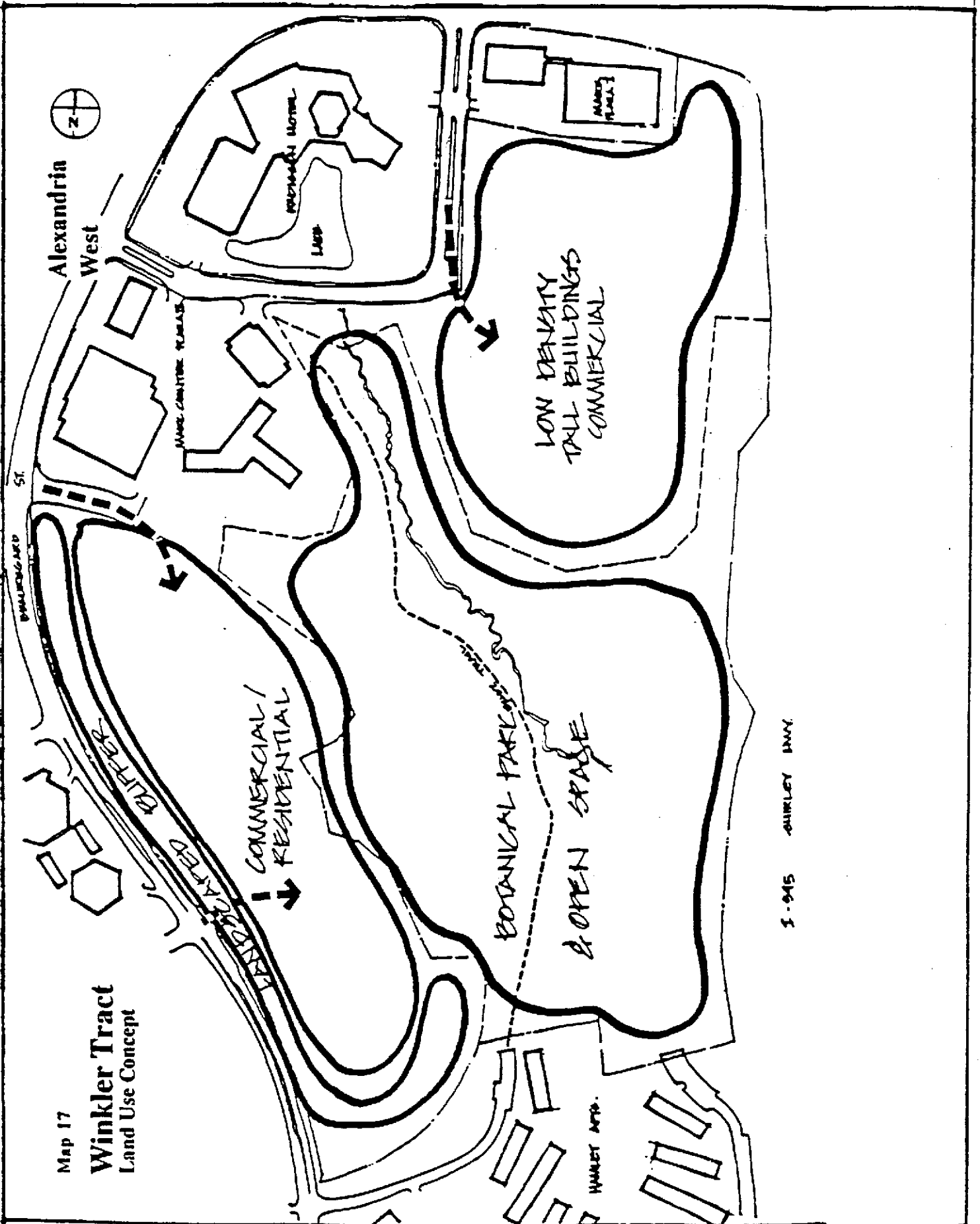


Alexandria  
West

Map 16  
Stone Tract Site  
Land Use Concept



1.946 QUIRLEY WAY



Map 17

**Winkler Tract**  
Land Use Concept

3. An additional 12-22 acres shall be maintained as open space.
4. The remaining undeveloped areas occur on two plateaus and may be developed for office buildings, although mixed use (office, retail, service, and residential) is strongly encouraged.
5. The undeveloped plateau at Seminary Road and the Shirley highway may be developed with office buildings of up to 150 feet in height. Structured parking is encouraged in order to maintain open areas.
6. The undeveloped plateau along Beauregard Street may be developed with office buildings, although mixed use (office, retail, service, and residential) is strongly encouraged. Where possible, landscaping should be maintained along Beauregard Street. Buildings along Beauregard should be kept low, preferably 50 feet and not to exceed 77 feet. On the part of the site away from Beauregard Street, taller buildings of up to 150 feet area allowed. Any retailing or service center should be located along Beauregard Street, in the vicinity of the existing commercial center. The southernmost part of the plateau needs to provide a buffer between the commercial buildings and the low scale residential buildings to the south. Points of access to Beauregard Street should be kept to a minimum; access to the area should be provided via Nottingham and a new road through the area. Surface parking should be kept to a minimum in order to maintain the greatest possible open landscaped area.

DELETE

7. A ~~small~~ number of buildings ~~of~~ greater than 150 feet in height ~~may~~ be allowed by negotiation.

7. The height limit on this tract will be 150 feet. Consideration may be given to two buildings of not more than 250 feet each.

### TRANSPORTATION RECOMMENDATION

1. Change Fillmore Avenue from a Residential Collector to a local street on the major thoroughfare plan.

RESOLUTION  
NO. MP-89-6

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

WHEREAS, the Department of Planning and Community Development, as directed by City Council, has prepared the Seminary Hill/Strawberry Hill Small Area Plan for adoption as an amendment to the 1974 Consolidated Master Plan of the City of Alexandria, Virginia, as amended; and

WHEREAS, a duly advertised public hearing on said small area plan was held on the 10th day of May 1989 with all public testimony and written comment considered; and

WHEREAS, the Commission finds that:

1. The Department of Planning and Community Development has made comprehensive surveys and studies of the existing conditions, trends of future developments and probable future requirements of the City as a whole and of the geographical division of the City within said small area plan which the Commission ratifies and adopts; and
2. The said Plan should be amended as shown in the Seminary Hill/Strawberry Hill Small Area Plan as revised by the Planning Commission May 10, 1989; and
3. The said plan is necessary or desirable to guide and accomplish a coordinated, adjusted and harmonious development of the City and the geographical division thereof encompassed within said small area plan; and
4. The said small area plan shows the Commission's long range recommendations for the general development of the geographical division of the City encompassed therein; and
5. The said small area plan is generally consistent with the newly adopted Master Plan goals and objectives for the City for preserving neighborhoods and for directing economic growth to appropriate locations for the general welfare of the citizens of the City; and
6. Based on the foregoing findings and all other facts and circumstances of which the Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the Seminary Hill/Strawberry Hill Small Area Plan will, in accordance with present and probable future needs and

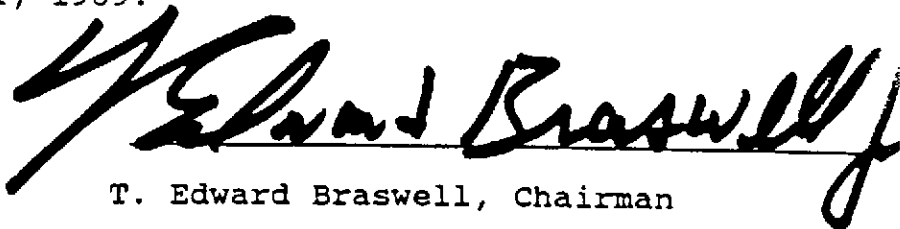
resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City;

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

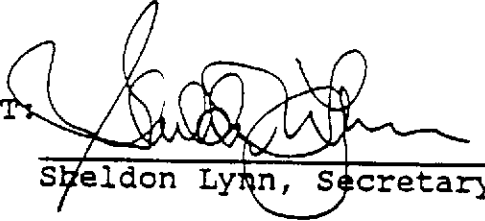
1. The Seminary Hill/Strawberry Hill Small Area Plan, comprised of the maps, plats, charts and descriptive matter attached hereto and incorporated by reference, is hereby adopted in its entirety as an amendment to the 1974 Consolidated Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia; such Small Area Plan to supercede all text and references to the geographic division of the City known as the Seminary Hill/Strawberry Hill Area as may be contained in the 1974 Consolidated Master Plan.

2. This resolution shall be signed by the Chairman of the Commission and attested by its secretary, and a true copy of this resolution accompanied by the Seminary Hill/Strawberry Hill Small Area Plan be forwarded and certified to the City Council.

ADOPTED THE 10TH DAY OF MAY, 1989.

  
T. Edward Braswell, Chairman

ATTEST:

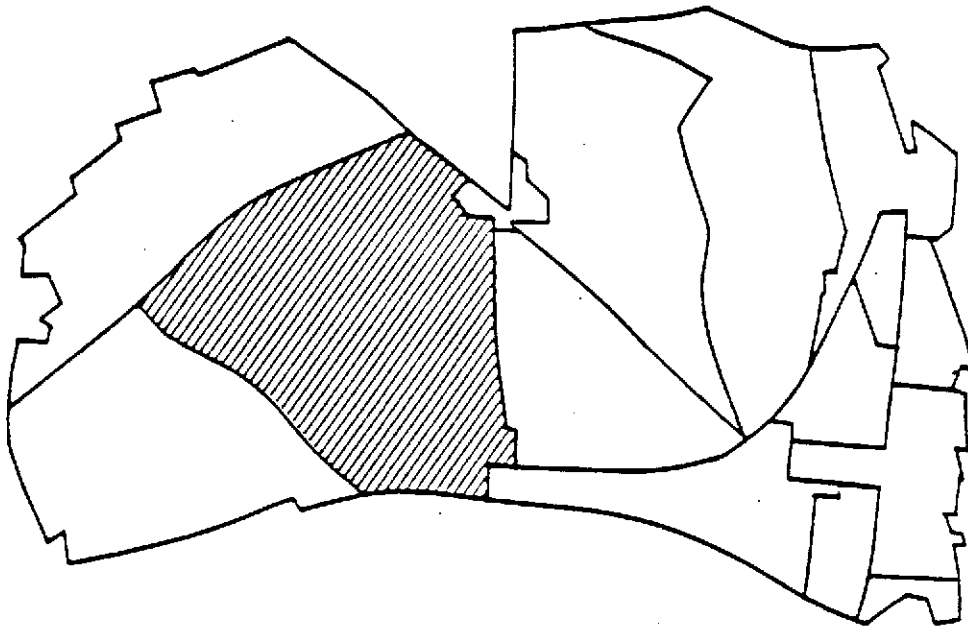
  
Sheldon Lynn, Secretary

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# SEMINARY HILL / STRAWBERRY HILL

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## SMALL AREA PLAN



APRIL 1989

AS AMENDED BY PLANNING COMMISSION ON MAY 10, 1989

Department of Planning and Community Development  
City of Alexandria, Virginia

# SEMINARY HILL / STRAWBERRY HILL

## SMALL AREA PLAN

Department of Planning and Community Development  
City of Alexandria, Virginia

### Staff:

Sheldon Lynn, Director

Larry Grossman, Chief  
Comprehensive Planning

### **Project Planners:**

Susan Grosser

Gregory Tate

Raymond Johnson

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## PURPOSE OF THE PLAN

The purpose of this document is to update the Adopted 1974 Consolidated Master Plan for the Seminary Hill/ Strawberry Hill area and to adopt a 1989 Plan as part of the city's new Master Plan. Once adopted, the Small Area Plan will serve as the basis for future City Council policy initiatives and actions affecting land use, zoning, capital improvements and programs in the Seminary Hill/ Strawberry Hill area.

## ORGANIZATION AND CONTENTS

The Small Area Plan is organized into two sections: Background and Issues and Plan Recommendations. The first section reviews and analyzes existing conditions and trends in the study area including physical description, demographics, land use, zoning economic development activities and trends, transportation and urban design. This section also retraces past City policies in the area, including the 1974 Master Plan, rezoning, resolutions and capital improvement programs. Based on this analysis this section identifies issues which need to be addressed in the plan for the area.

The second section lists the goals, objectives and specific recommendations on land use, zoning, transportation and urban design.

## PLANNING PROCESS

The Plan has been developed in consultation with citizens, property owners and community and business groups through meetings which included review of existing conditions and trends in the Seminary Hill/Strawberry Hill area, identification of issues, review of the 1974 Master Plan and review of plan recommendations.

The final draft of this Plan will be sent to the Master Plan Task Force for review and to the Planning Commission and to City Council for review and for adoption. Once approved, the plan will be referred to the Zoning Task Force for input into the City-wide zoning code revision effort. Based on the approved plan and revised zoning code, the City will proceed with implementing appropriate rezonings in the area.

# BACKGROUND AND ISSUES

## DESCRIPTION OF THE AREA

The Seminary Hill/Strawberry Hill area is bound by North Quaker Lane, South Quaker Lane and Bluestone Road on the east, King Street on the north, the Shirley Highway on the northwest, Holmes Run Channel on the west and the City boundary at the Capital Beltway on the south (Map 1).

Most of the Seminary Hill/Strawberry Hill area is located on a hill which descends north to south toward the Cameron Run Valley. The main natural feature is Holmes Run which flows southeasterly from the City's northern boundary toward the study area's southern boundary where it joins Cameron Run Channel.

The Seminary Hill/Strawberry Hill area consists of several diverse neighborhoods with a mix of housing ranging from low density, large single family homes to medium density two family duplexes, townhomes, and garden apartments to high density high - rise apartment buildings.

The Bradlee neighborhood is generally located between King Street, Van Dorn Street (which parallels I-395) and Janney's Lane. The area consists of the Fairlington Town Home condominiums which abut the Bradlee Shopping Center to the west, the Braddock Lee apartments and single family detached homes along North Early Street. Fort Ward Towers, a high rise building which stands somewhat isolated from the rest of the neighborhood, is located between N. Van Dorn Street and I-395.

The major institutional uses in the neighborhood are the Minnie Howard School Administrative Center, St. Stephan's School Lower Division and Fort Ward Park; all located along Braddock Road.

The Seminary Hill neighborhood includes the mostly single family residential areas along N. Quaker Lane, Ft. Williams Parkway, Seminary Road and Howard Street.

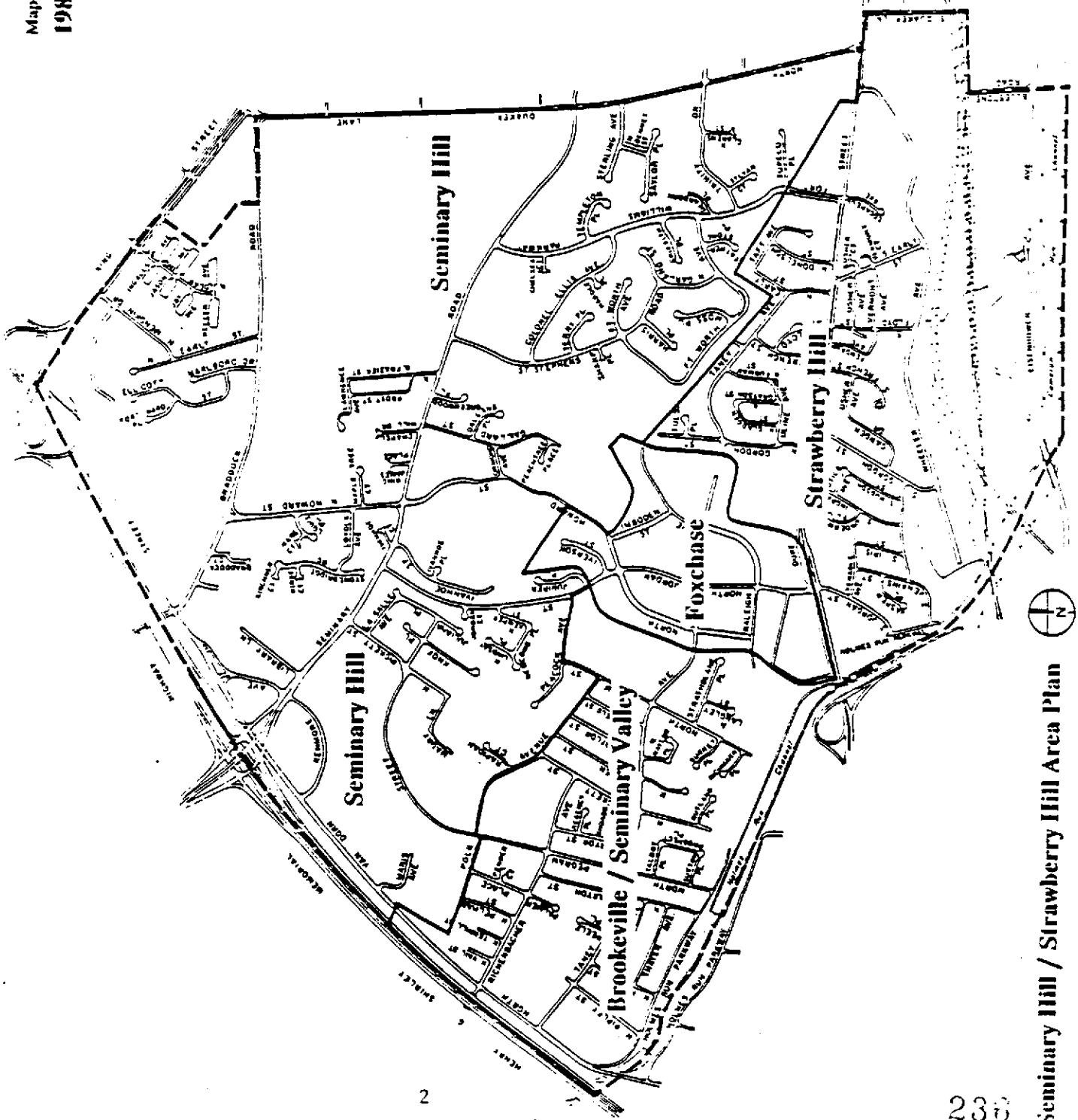
A dominant feature of this neighborhood is the Virginia Theological Seminary, founded in 1823, and the Episcopal High School, a private, residential boys preparatory school. Situated atop Seminary Hill, the Seminary and School encompass some 144 acres of mostly forested grounds and playing fields between N. Quaker Lane, Braddock Road and Seminary Road.

The other major institutional use in the neighborhood is the Alexandria Hospital located on 33 acres between Seminary Road and N. Howard Street. The Hospital has 414 beds and has recently expanded to include a Surgical Center and a Patient Services Center.

The Strawberry Hill neighborhood includes the residential areas along Duke Street between South Jordan Street and Wheeler Avenue. This area is characterized by a concentration of duplex homes and recently constructed townhouses on the south side of Duke Street and by a mix of garden apartments and single family detached homes on the north side of Duke Street. Strawberry Hill abuts the Wheeler Avenue industrial area, the RF&P Railroad tracks and the Cameron Run Valley to the south.

The Holmes Run/Brookville/Foxchase neighborhoods encompass the areas north of Duke Street between N. Gordon Street, Holmes Run, I-395 and N. Jordan and Peacock Avenue plus 4600 Duke Street, a high rise residential building located on the south side of Duke Street next to Holmes Run. Although these areas contain a range of housing types, the dominant forms of residential uses are garden apartments, townhouses and mid to high rise structures.

Map 1  
1988 Study Area



Within these neighborhoods are two community shopping centers. The Shops at Foxchase and the Seminary Shopping Plaza.

## DEMOGRAPHICS

### Population

The population of the Seminary Hill/Strawberry Hill study area has decreased from 24,177 in 1970 to approximately 20,753 in 1985, or a decline of roughly 14%. It is expected to stabilize at its current level.

The reduction in population from 1970 to 1985 is primarily attributable to an ongoing national trend toward a contraction in average household size. This trend is noticeable in other parts of Alexandria. From 1970 to 1980, average household size in the Seminary Hill/Strawberry Hill area went from 2.74 persons per household to 2.37; this decreased further to 2.25 by 1985. Decreased household size may also be attributable to the renovation of the 2,100 units contained in the Shirley Duke-Regina apartments (Foxchase).

With no large tracts of land available for residential development, it is anticipated that the population in the study area will remain stable.

### Employment

An estimated 7,761 people worked within the Seminary Hill/Strawberry Hill area in 1985. This reflects a 50 percent increase in employment since 1976, when there were 5,170 jobs in the area (Table 1).

The most significant growth, 181%, was experienced by the industrial category, with an increase from 654 to 1,840 jobs between 1976-1985. This is primarily due to the industrial development along Wheeler Avenue.

TABLE 1

### Employment Seminary Hill/Strawberry Hill Area

	<u>1976</u>	<u>1980</u>	<u>1985</u>	<u>% Change</u>
Industrial	654	720	1,840	+ 181.3
Wholesale/Retail	835	868	1281	+ 53.4
F.I.R.E.	419	171	403	- 3.8
Services	2,300	2,609	2,772	+ 17.0
Federal/State/Local	519	768	736	+ 41.8
Self Employed	<u>443</u>	<u>735</u>	<u>729</u>	<u>+ 64.6</u>
Total	5,170	6,113	7,761	+ 50.1

SOURCE: COG Regional Employment Census 1976, 1980, 1985.

## SUMMARY -- DEMOGRAPHICS

- o The Seminary Hill/Strawberry Hill area has experienced a slight decline in population over the last ten years due to a national trend toward declining household size and the renovation of the Shirley Duke-Regina Apartments.
- o Over the last ten years, industrial employment has increased substantially in the Seminary Hill/Strawberry Hill area as a result of the development along Wheeler Avenue.
- o With no large vacant tracts in the study area, population rates are expected to remain fairly stable in the area.

## EXISTING LAND USE

The Seminary Hill/Strawberry Hill study area (excluding street and alley right-of-ways) includes approximately 1,370 acres of land. While there is a mix of residential, commercial, industrial, institutional, open space and recreational uses, the predominant land use is residential (Table 2). Generally, the non-residential uses are concentrated along Wheeler Avenue, Duke Street and Kenmore Avenue, and between Seminary and Braddock Road and Quaker Lane. Institutional uses, which constitute about 25% of the total land area, are the second most prevalent category (Map 2).

TABLE 2  
Existing Land Use  
Seminary Hill/Strawberry Hill Area

<u>Land Use</u>	<u>Sq. Ft.</u>	<u>% of Total</u>
Residential	736.4	53.8
Commercial	76.6	5.6
Industrial	48.0	3.6
Institutional	349.5	25.4
Open Space/Recreation	108.5	7.9
Vacant	32.4	2.4
Common Areas	18.5	1.4
Total	1369.9	100.0

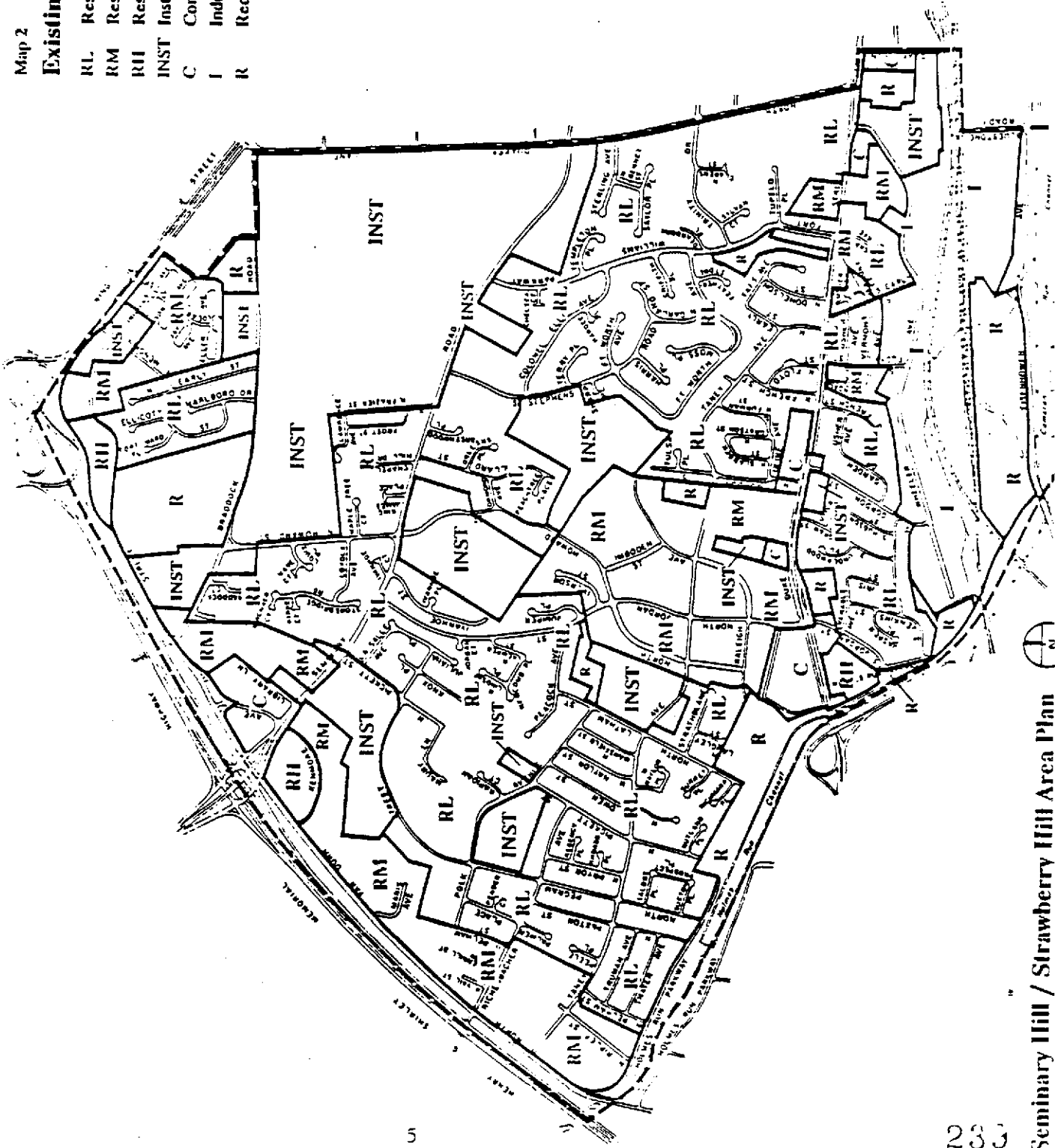
### Residential Land Use

About 53.8% of the total land area (736.4 acres) in the Seminary Hill/Strawberry Hill area is developed in residential uses. These uses vary in density and housing type. The estimated total number of housing units in the area in 1985 was 9,425. Of these, 33% were single family, detached homes and 67% were multi-family dwellings.

Map 2

**Existing Land Use**

- RL Residential Low
- RM Residential Medium
- RH Residential High
- INST Institutional
- C Commercial
- I Industrial
- R Recreation And Open Space



Single family detached housing is located in the eastern portion of the study area in the Sterling, Fort Williams Park and Vauxcleuse subdivisions between Seminary Road, Quaker Lane, Duke Street, North Jordan and North Howard Streets, as well as in the western portion of the study area along Richenbacher Avenue, North Pegram Street, Taney Avenue and along the streets and cul-de-sacs leading off of these major streets. Other pockets of single family detached homes are scattered throughout the study area.

Low density, semi-detached single family housing, primarily duplex units, is located in the Strawberry Hill area, south of Duke Street between South Early and South Jordan Street.

Medium density garden apartments and townhouses are located throughout the study area. In the northern portion are the Jamestown Village, Fairlington Towne (Bradlee), Braddock-Lee, Seminary Forest and Seminary Hills garden apartments. In the western edge of the study area are the Brookville and Van Dorn garden apartments, while in the center are the Foxchase apartments, along North Jordan Street. Further east on Duke Street are the Normandy Hill apartments, at Normandy Drive. There is also a mid-rise apartment development, Hunters Run, near Duke and North Gordon Streets.

High density residential development is primarily concentrated along the I-395/Shirley Highway corridor, on the western edge of the study area, where the Fort Ward Towers, Seminary Towers East and Seminary Towers West apartments are located. In the center of the study area are the Battery Hill Plaza apartments and the 4600 Duke Street apartments.

#### Commercial Land Use

Commercial uses account for about 5.6% (76.6 acres) of the total land use in the study area. The commercial uses are concentrated on Duke Street and North Van Dorn Street. Commercial uses include high rise and medium density office, a hotel and neighborhood oriented retail and service firms.

At the eastern edge of the study area, at Duke Street and South Quaker Lane, there is a pocket of commercial activity which includes a fast food restaurant and the government offices at the recently renovated and converted former Stonewall Jackson elementary school building. At the next intersection, where Wheeler Avenue branches off of Duke Street, there is another pocket of mixed retail services.

Continuing west on Duke Street, the next focus of commercial activity is a strip between North French and North Gordon Streets. Included in this area are several retail establishments, two restaurants, a gas station, the Northern Virginia Law School and the defunct Holly Farms outlet at the former Safeway Store site. Across the street, on the corner of South Gordon Street, there is a C&P Telephone Company office and an insurance firm.

At the intersection of North Jordan and Duke Streets is the Shops of Foxchase Shopping Center, the major commercial development on Duke Street. The Center has 132,251 net square feet of retail space and contains about 40 establishments. A supermarket, drugstore, restaurants, a movie theatre, a bank branch and a variety of retail stores are typical of these firms.

A pocket of commercial activity exists across the street from Foxchase and includes a restaurant, a convenience store and a couple of service firms. There are also several gas stations in this area.

The other significant focus of commercial retail activity in the study area is the Seminary Plaza Shopping Center, located on Kenmore Avenue between North Van Dorn Street and Seminary Road. The Center contains 85,000 square feet and includes a supermarket, drugstore, a gas station, a bank branch, several convenience stores, restaurants and a bowling alley.

Adjacent to the shopping center is a Ramada Inn hotel and the Seminary Plaza office building. The office building is 12 stories, contains 113,462 net square feet of space, and houses medical and other professional offices. This building is the only significant office building in the study area.

### Industrial Land Use

Industrial uses cover about 3.6% (48 acres) of the total land area and are concentrated along Wheeler Avenue.

Wheeler Avenue is a 1.1 mile, two lane roadway which intersects with Duke Street on the east and dead ends near Holmes Run on the west. Aligned on both sides of Wheeler Avenue is an assortment of one and two story split level buildings which house service, light industrial and some office uses.

Wheeler Avenue represents one of the relatively few remaining concentrations of light industrial activity in the City. There are approximately 73 businesses located on Wheeler Avenue with an estimated 1,799 employees occupying some 700,813 square feet of space.

Overall, the Wheeler Avenue industrial area has been a compatible neighbor with the Strawberry Hill residential areas to the north. Truck traffic using residential streets has been a concern; however far less so since the prohibition of truck traffic on South Gordon, Floyd and Early Street enacted in 1981.

### Institutional Land Uses

The Seminary Hill/Strawberry Hill area uniquely includes several large institutional uses. Schools, hospitals and other institutional uses cover 25.5% (349.5 acres) of the study area.

The largest institutional uses are the Virginia Theological Seminary and the Episcopal High School. Other institutional uses include the Alexandria Hospital, at Seminary Road and North Howard Street, St. Stephen's School, Patrick Henry Elementary School, John C. Polk Elementary School, Francis C. Hammond Middle School, the Minnie Howard School Administration Building, Fire Station No. 6, a branch of the Alexandria Public Library and a corner of the City vehicle maintenance shops.

### Other Land Use

The Seminary Hill/Strawberry Hill area has several parks and recreational facilities. In the northern portion is Fort Ward Park and the Minnie Howard Field. Along the southwest boundary is Holmes Run Park, while at the southern end of the study area is the Cameron Run Regional Park, Cameron Valley Park and Lake Cook.

Other parks include Fort Williams, Taney Avenue, Ewald, Luckett Field, Moore-Hill, Tarleton and Brookvalley. Moreover, all of the schools have playing fields and open space. In total, open space and parks cover about 7.9% (108.5 acres) of the study area.

#### Vacant Parcels

Only 2.4% (32.4 acres) of the study area is vacant. Most of the vacant residential land consists of sites less than one acre, suitable for in-fill housing. Most of the commercial/industrial land is covered by filed site plans with proposed development projects.

The 20.4 acre Radnor property, located along Eisenhower Avenue, has an approved site plan for 277,000 square feet of office space. The owner plans to construct eventually 900,000 square feet of commercial space on the site. The owners of the 1.94 acre Cockrell property, located on the south side of Duke Street near the Duke Street/ Wheeler Avenue intersection has filed plans for a 195,000 square foot medical office building. This site represents the only vacant commercial land in the study area.

#### SUMMARY - LAND USE

- o The Seminary Hill/Strawberry Hill area is mostly built up; there are no large parcels of vacant land without development plans in the study area.
- o The predominant land use category in the Seminary Hill/Strawberry Hill area is residential. While the full range of housing types and densities exists in the area, multi-family dwelling units constitute the largest percentage of housing units.
- o Institutional uses, primarily private and public schools and a hospital, account for a significant proportion of the land in the study area and lend it a unique character.
- o There are two neighborhood shopping centers in the area located at Duke Street and North Van Dorn Street/Kenmore Avenue.
- o Industrial uses are focused along Wheeler Avenue and represent one of the few remaining concentrations of light industry in the City.

#### ZONING

More than three-fourths (87.8%) of the Seminary Hill/Strawberry Hill area is zoned for residential uses. Of the remainder, 6.4% is zoned commercial and 5.8% is zoned industrial. Included in the residentially zoned land are non-residential land uses such as institutional, parks or open space (see Table 3).

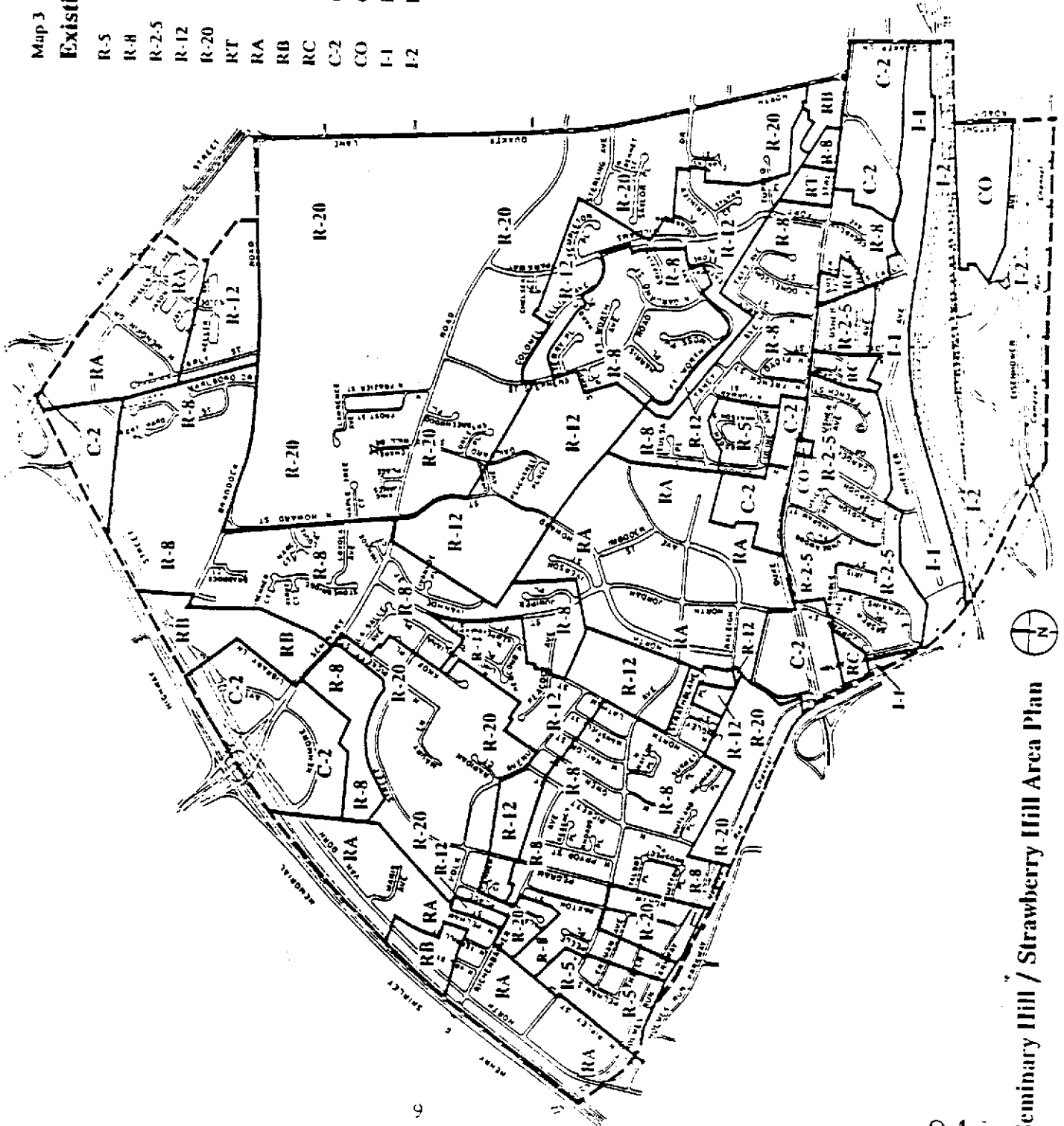
#### Residential Zoning

The Residential zoning in the area varies widely, containing every residential category except RM and RD, but the predominant categories are R-20, R-8 and R-12 (Map 3), which are all for single family housing.

Map 3

**Existing Zoning**

- R-5 Residential Single Family
- R-8 Residential Single Family
- R-2-5 Residential Single Family
- R-12 Residential Single Family
- R-20 Residential Single Family
- RT Residential Single Family
- RA Residential Single Family
- RB Residential Multi-Family
- RC Residential Multi-Family
- C-2 Commercial
- CO Commercial
- I-1 Industrial
- I-2 Industrial



Seminary Hill / Strawberry Hill Area Plan

TABLE 3

Existing Zoning  
Seminary Hill/Strawberry Hill Area

	<u>Acres</u>	<u>% of Total</u>
Commercial	87.8	6.4
Industrial	79.3	5.8
Residential	<u>1,203.1</u>	<u>87.8</u>
Total	1,369.9	100.0

The R-20 category, which allows a maximum of 2.18 dwelling units per acre, is found primarily in the northeast portion of the study area between Braddock Road, North Howard Street, North Quaker Lane and south of Seminary Road. In addition, on the west side of the study area, R-20 zoning is found along North Pegasus Street between Seminary Road and Polk Avenue. At the southwest corner of the study area two patches of R-20 zoning are also located: one along North Paxton and North Pegasus Streets to Taney Avenue, the other immediately west of Foxchase Shopping Center. Thirty-three percent of the study area is zoned R-20.

The R-8 category, which allows a maximum of 5.45 dwelling units per acre, is found in the center of the study area running north-south from North Van Dorn Street to Holmes Run Channel. In addition, R-8 zoning is found along Taney Avenue east of North Gordon Street, to the east of Fort Williams Parkway; along St. Stephen's Road, and the streets leading off of it, and in two small patches: one along Duke Street near its intersection with Wheeler Avenue, the other south of Duke Street along Cockrell Avenue. Approximately 23.2 percent of the study area is zoned R-8.

The R-12 category, which allows a maximum of 3.63 dwelling units per acre, is primarily concentrated in the center of the study area, near Alexandria Hospital and St. Stephen's School, and in other patches in the northern and southwestern portions of the study area. About 11 percent of the study area is zoned R-12.

The other residential zones, R-5, R-2-5, RA, RB and RC, allow both single and multi-family dwellings. Of these, RA is the most prevalent residential zone and allows densities of up to 27.23 dwellings per acre. Land zoned RA are located along North Van Dorn Street in the northern and western parts of the study area and along North Howard and North Jordan Streets and Raleigh Avenue in the center of the study area.

There are two neighborhoods within the study area which were developed under special zoning controls. As shown in Map 4 the Bradlee and the Brookville neighborhoods are part of Community Unit Plans and are governed by special use conditions affecting the design, density and mix of uses permitted in these areas.



## Commercial Zoning

There are two categories of commercial zoning within the study area: C-2 and CO, with the former more prevalent.

The C-2 zone allows office, retail, service and residential uses at a density of 3.0 F.A.R. and at heights of up to 150 feet. C-2 zoning is located along the south side of Duke Street, between South Quaker Lane and Cockrell Avenue, and between South Jordan Street and Holmes Run Channel. Along the north side of Duke Street it extends from west of North French Street to the Hunters Run apartments and from North Jordan Street to Holmes Run Channel.

In addition, C-2 zoning is concentrated along Kenmore Avenue near the Seminary Road interchange of the Shirley Highway and in the northern corner of the study area near the King Street interchange of the Shirley Highway. C-2 zoning represents approximately 7.1% of the land in the study area.

As shown in Table 4 and Map 5, the C-2 zone is the underlying zone for a multitude of divergent uses ranging from parks to residential, commercial and industrial uses. Although primarily a commercial zone allowing high density office development, only one-third of the C-2 zoned land is used for commercial uses; virtually little of this land is used for office development.

TABLE 4

**C-2 Commercial Zoned Land By Use, February 1989  
Seminary Hill/Strawberry Hill Area**

Land Use	Land Area		Percent of C-2 Property	Percent of Total Area <sup>1</sup>
	Square Feet	Acres		
Residential Medium	1,179,224	27.1	27.8	1.98
Residential High	983,133	22.6	23.2	1.65
Commercial	1,357,634	31.2	32.0	2.28
Commercial (Vacant Structures)	120,945	2.8	2.8	0.20
Industrial	45,039	1.0	1.1	0.07
Institutional	278,693	6.4	6.5	0.47
Recreational	225,537	5.2	5.3	0.38
Vacant (Vacant Lot)	55,304	1.2	1.3	0.09
Total	4,245,509	97.5	100.0	7.12

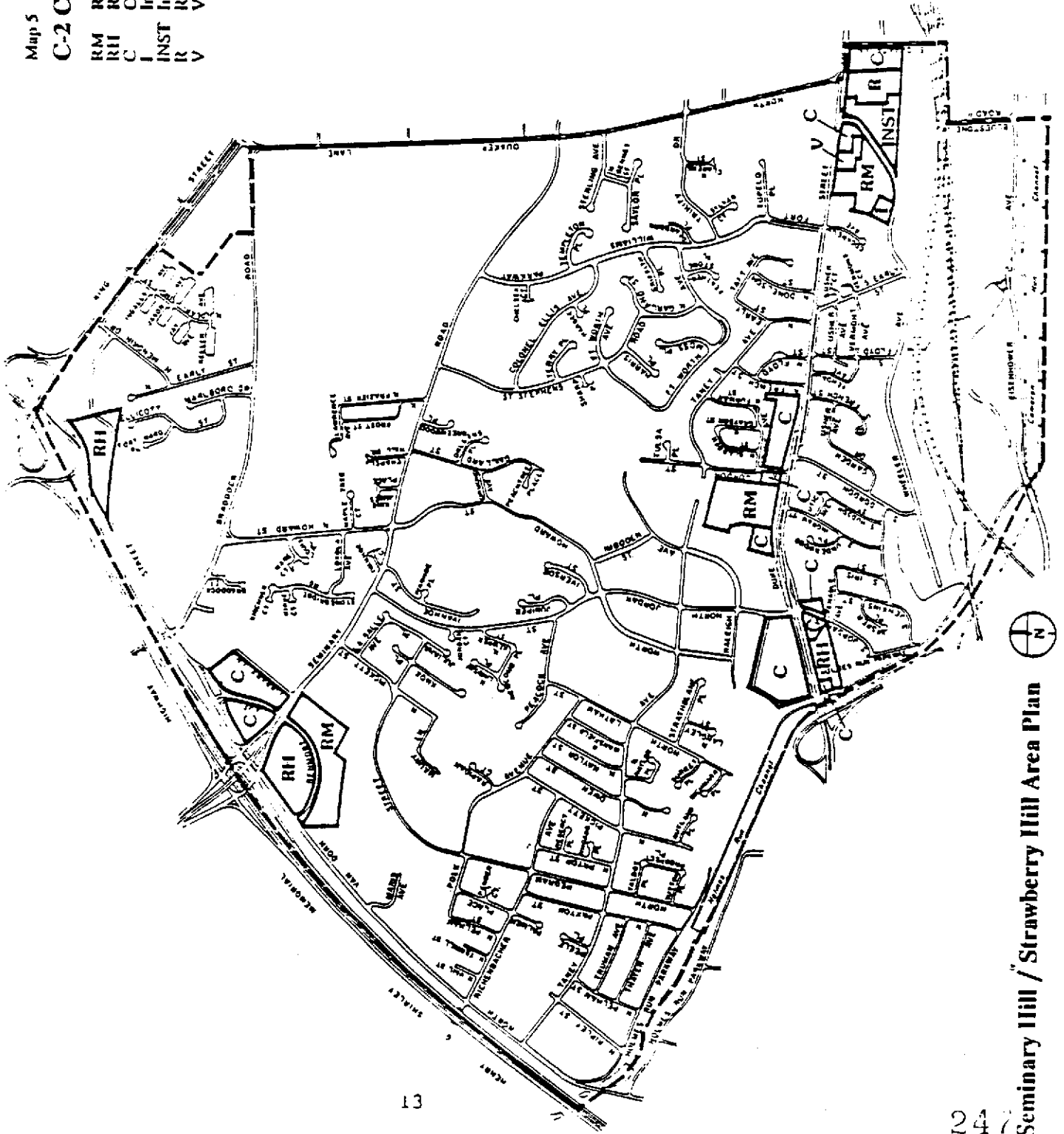
<sup>1</sup> The Seminary Hill/Strawberry Hill Area is 59,672,844 square feet or 1369.9 acres exclusive of street rights-of-way.

The other commercial category in the study area, the CO zone, also allows all office, retail and service uses, as well as residential uses, but at a density of 2.0 F.A.R. for commercial uses and 0.75 F.A.R. for residential uses and at heights of up to 150 feet. Moreover, for planned developments which are only residential, a maximum of 27.23 dwelling units per acre may be built, while for mixed use planned developments there may be as many as 130 dwelling units per acre and "unlimited" heights.

Map 5

### C-2 Commercial Zoned Land By Use

- RM Residential Medium
- RH Residential High
- C Commercial
- I Industrial
- INST Institutional
- R Recreation Or Open Space
- V Vacant



This zone was designed for sites of two acres or more to encourage large scale office, commercial and residential complexes under a unified and approved development plan. The area between Bluestone Road and Lake Cook, to the south of the Norfolk Southern railroad tracks, is zoned CO. In addition, there is CO zoning at the southeast corner of South Gordon and Duke Streets. CO zoning constitutes about 2.3% of the land in the study area.

### Industrial Zoning

The industrial zoning in the study area is split between the I-1 and I-2 categories. The I-1 category extends east to west between South Quaker Lane and Holmes Run Channel and north between the R.F.& P. railroad tracks and north of Wheeler Avenue.

The I-1 zone allows non-noxious industrial activities, including light manufacturing, storage, warehousing and distribution, and most commercial uses including office, retail and service uses. In addition, under a Planned Unit Development provision, residential uses are also allowed. Densities and heights permitted are a 2.5 F.A.R. and 77 feet by right or up to 5.0 F.A.R. and heights of up to 200 feet (not to exceed 150 feet average) with a P.U.D.. Approximately 3.1% of the study area is zoned I-1.

The I-2 zone allows certain heavy industrial uses and all I-1 industrial planned unit development zone uses. It has a lower density at 3.0 F.A.R. and 77 feet by right or up to 200 feet with a Planned Unit Development special use permit. The I-2 zone extends south of the R.F.& P. railroad tracks to the City boundary and runs east to west between Bluestone Road and Holmes Run/Cameron Run Channel. The I-2 zone contains about 2.7% of the land in the study area.

### Theoretical Development Potential

Based on the commercial and industrial zoning in the Seminary Hill / Strawberry Hill area there is a theoretical potential to develop approximately 18 -21 million square feet of office space on 167 acres of land.

### Duke Street Height District

Not all of the C-2 zoned land can be developed at the 150 foot height limit allowed by the zone. Map 6 shows the boundaries of the Duke Street Height District which was enacted by City Council in 1986. Within the height district, buildings are allowed up to 50 feet by right and up to 77 feet with a Special Use Permit.

### SUMMARY ZONING

- o Zoning within the Seminary Hill/Strawberry Hill study area is predominantly residential.
- o All of the commercially zoned land is zoned C-2 or CO, which allows for very high density, high scale development.
- o The C-2 zone is used extensively for non-residential uses, such as residential, institutional and open space purposes.
- o Existing commercial and industrial zoning would allow up to 21 million square feet of development.

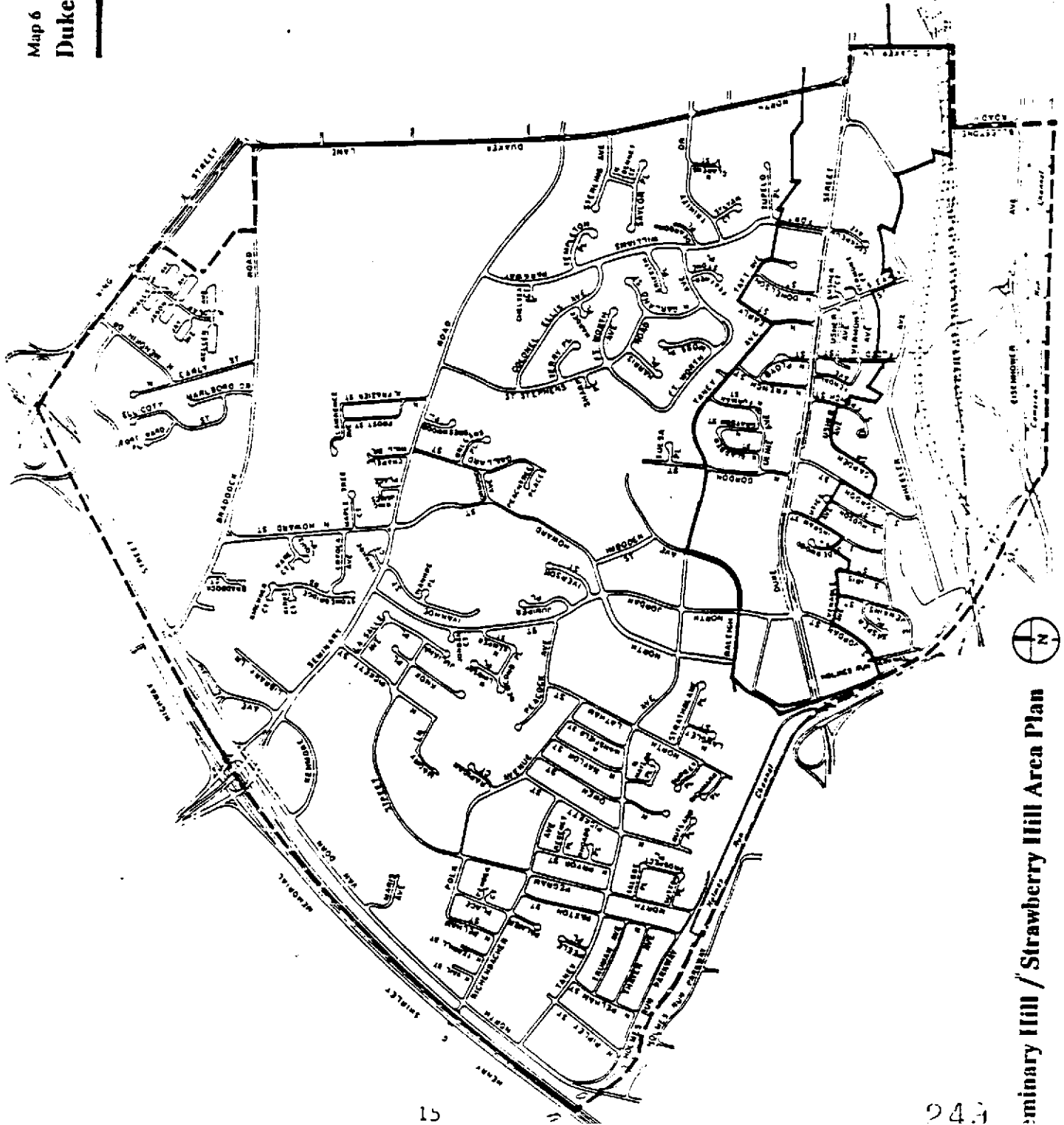
Map 6

# Duke Street Height District

— Height District Line

50 Feet/ 77 Feet Allowed With  
A Special Use Permit

Height Is Limited By Zone Or By  
Height District, Whichever Is  
More Restrictive



## ECONOMIC ACTIVITY AND DEVELOPMENT TRENDS

Over the past ten to fifteen years, the Seminary Hill/Strawberry Hill area has experienced a considerable amount of development. It has been a mixture of public and private sector investment, with residential development the largest category followed by parks/institutional.

Residential development has been split between low density, single family homes and medium density garden apartments. Single family housing was the predominant form of new construction, while renovation was the predominant form of multi-family development. The Foxchase Apartments was the largest renovation project (Map 7).

The largest institutional development activity was the renovation of Francis Hammond School, while the largest recreation improvement was the development of Cameron Valley Park and Lake Cook.

Commercial development activity has been more heavily focused on renovation than new construction and includes the remodeling of the Shops at Foxchase, the conversion of the Stonewall Jackson Elementary School to office space, the renovation of the McDonald's on Duke Street and the conversion of a former supermarket to the Pier 1 retail complex.

Industrial activity consisted of in-fill development along Wheeler Avenue when its east and west sections were linked in the early 1980s. A variety of industrial and service firms such as Capital Lighting, Spicer Upholstery, Coffee Butler and Regina Wrecking were among the companies which located there.

### Potential Development and Redevelopment Sites

The Seminary Hill/Strawberry Hill area is largely built up, and the majority of developable sites are small, in-fill lots. The most significant sites subject to development are the Cockrell/FADCO site, on Duke Street, the Holly Farms/Safeway site, near North Gordon and Duke Streets, and the Northern Virginia Law School site, also near North Gordon and Duke Streets (Map 8).

#### Cockrell/FADCO Site

Consisting of a total of 1.94 acres, or 84,382 square feet, the Cockrell, First American Development and Construction (FADCO) property is one of the most significant developable properties in the study area. It is composed of three parcels, one of which is vacant, the other two of which contain the Cockrell hardware store and a vacant auto parts store. The property is currently zoned C-2, which permits intense commercial use at a 3.0 F.A.R..

The 1983 Duke Street Study called for the southwest corner of Wheeler Avenue and Duke Street to be medium density mixed use development, which would serve as a transition between existing commercial and residential uses.

On November 25, 1986, City Council adopted a height ordinance (No. 3166) covering Duke Street from Longview Drive to Holmes Run. The ordinance set the maximum height of up to 77 feet with a special use permit. The purpose of this ordinance was to keep buildings in scale with the adjacent existing residential areas on the north side of Duke Street.