

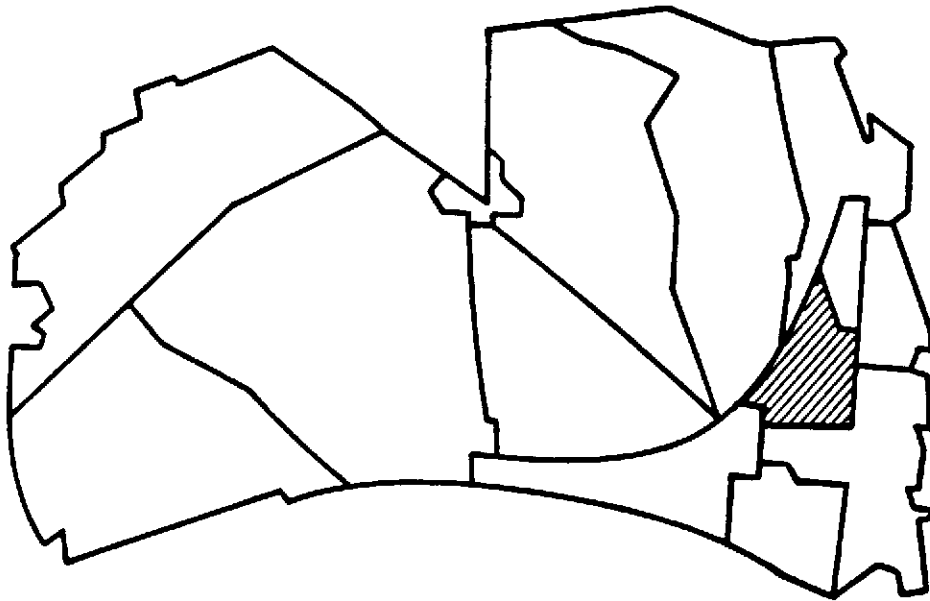
**PLEASE RETAIN**

**BRADDOCK ROAD METRO STATION**

**SMALL AREA PLAN**

ADOPTED SEPTEMBER 26, 1989: ORDINANCE 3408

AMENDED JANUARY 25, 1992: ORDINANCE 3554



**MASTER PLAN  
ALEXANDRIA, VIRGINIA**

# **BRADDOCK ROAD METRO STATION AREA**

## **SMALL AREA PLAN**

### **ALEXANDRIA CITY COUNCIL**

Mayor James P. Moran

Vice Mayor Patricia S. Ticer

Kerry J. Donley

William C. Cleveland

Lionel R. Hope

T. Michael Jackson

Redella S. Pepper

### **CITY MANAGER**

Vola Lawson

### **PREPARED BY:**

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**SEPTEMBER 1989**

# **REVISED BRADDOCK ROAD METRO STATION**

## **SMALL AREA PLAN**

### **ALEXANDRIA CITY COUNCIL**

Mayor Patricia S. Ticer

Vice Mayor William C. Cleveland

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**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT**

Adopted by City Council

**JANUARY 1992**

## TABLE OF CONTENTS

### Purpose of Plan

### Background and Issues

Description of The Area	1
Demographic Background	1
Existing Land Use	3
Zoning	6
Economic Activity and Trends	8
Transportation	12
Urban Design	18
Land Use Policy History	20
Issues	24

### Goals and Recommendations

Goals and Objectives	29
Land Use Recommendations	30
Zoning Recommendations	39
Heights	47
Transportation Recommendations	49

## LIST OF MAPS

1.	Study Area	2
2.	General Pattern of Existing Land Use	4
3.	Potential Redevelopment Sites	9
4.	Historic Districts	10
5.	Key Recent Development Activity	11
6.	1974 Major Thoroughfare Plan	14
7.	Policy Areas (1982 Plan)	22
8.	Existing Land Use Plan (1982)	31
9.	Land Use Concept	32
10.	Proposed Land Use	33
11.	Proposed Land Use Changes	37
12.	Existing Zoning	40
13.	Proposed Zoning	41
14.	Proposed Zoning Changes	42
15.	Non-Conforming Uses	43
16.	Existing Height Limits By Right	48
17.	Generalized Height Allowances	50
18.	Proposed Height Changes	51

## LIST OF TABLES

1.	Existing Land Use	3
2.	Existing Zoning	6
3.	Maximum Development Allowed by right with Existing Zoning	7
4.	Maximum Development Allowed by Right Under Existing Zoning and Peak Hour Auto Trips Generated	16
5.	Peak Hour Auto Trips Generated by Mixed Use Development at Maximum F.A.R.s Allowed Under Existing Zoning	17

## **PURPOSE OF THE PLAN**

The purpose of this document is to update the Adopted 1982 Braddock Road Metro Station Area Plan and to incorporate a new 1988 Braddock Road Station Area Plan into the City's new Master Plan. This plan will serve as the basis for future City Council policy initiatives and actions affecting land use, zoning, capital improvements and programs in the Braddock Road Metro Station Area.

## **ORGANIZATION AND CONTENTS**

The Braddock 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 including adopted plans, rezonings, resolutions and capital improvement programs. Based on this analysis this section identifies issues which need to be addressed in the plan for this 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 a series of meetings which included review of existing conditions and trends in the Braddock area, identification of issues, review of the 1982 and 1974 plans for the area 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.

## DESCRIPTION OF AREA

The Braddock Road Metro Station area is located in Planning District I, in the eastern part of the City. The area is bounded, generally, by the RF&P railroad to the west, Route 1 and Montgomery Street to the north, Washington Street to the east and King Street to the south, with the parcels facing King and Washington Streets not included. (See Map 1.)

These boundaries are consistent with the 1982 Braddock Metro Station Area Plan except for expansion of the area eastward to the rear of the property lines of parcels fronting North Washington Street. This adjustment was made in recognition of the establishment of the Parker Gray Historic District in 1984. The adjusted boundaries maintain all but two blocks of the Historic District within one planning area.

The Braddock Road area is mostly a mix of residential and light industrial uses with larger scale commercial office uses located near the northern and southern boundaries of the area. The residential area has been occupied by free Blacks since prior to the Civil War and is one of the oldest primarily Black neighborhoods in the City. In recognition of the cultural and historic significance of the area, most of the residential and some of the commercial portions of the planning area were designated as the Parker Gray Historic District in 1984.

The Braddock Road area also has a long history of non-residential use. Until the turn of the century, the main north/south through railroad tracks ran along both Fayette and Henry Streets with a passenger station located on Cameron Street. Rail related uses were housed in warehouse style buildings located along or near the railroad tracks. Behind these commercial and industrial uses were houses generally occupied by the people who worked for the rail and rail related businesses. In the early 1900's the railroad relocated its through tracks from Fayette and Henry Streets to the present location on the embankment to the west. The tracks remained, however, until recently to serve the industrial uses on Fayette Street.

## DEMOGRAPHICS

### Population

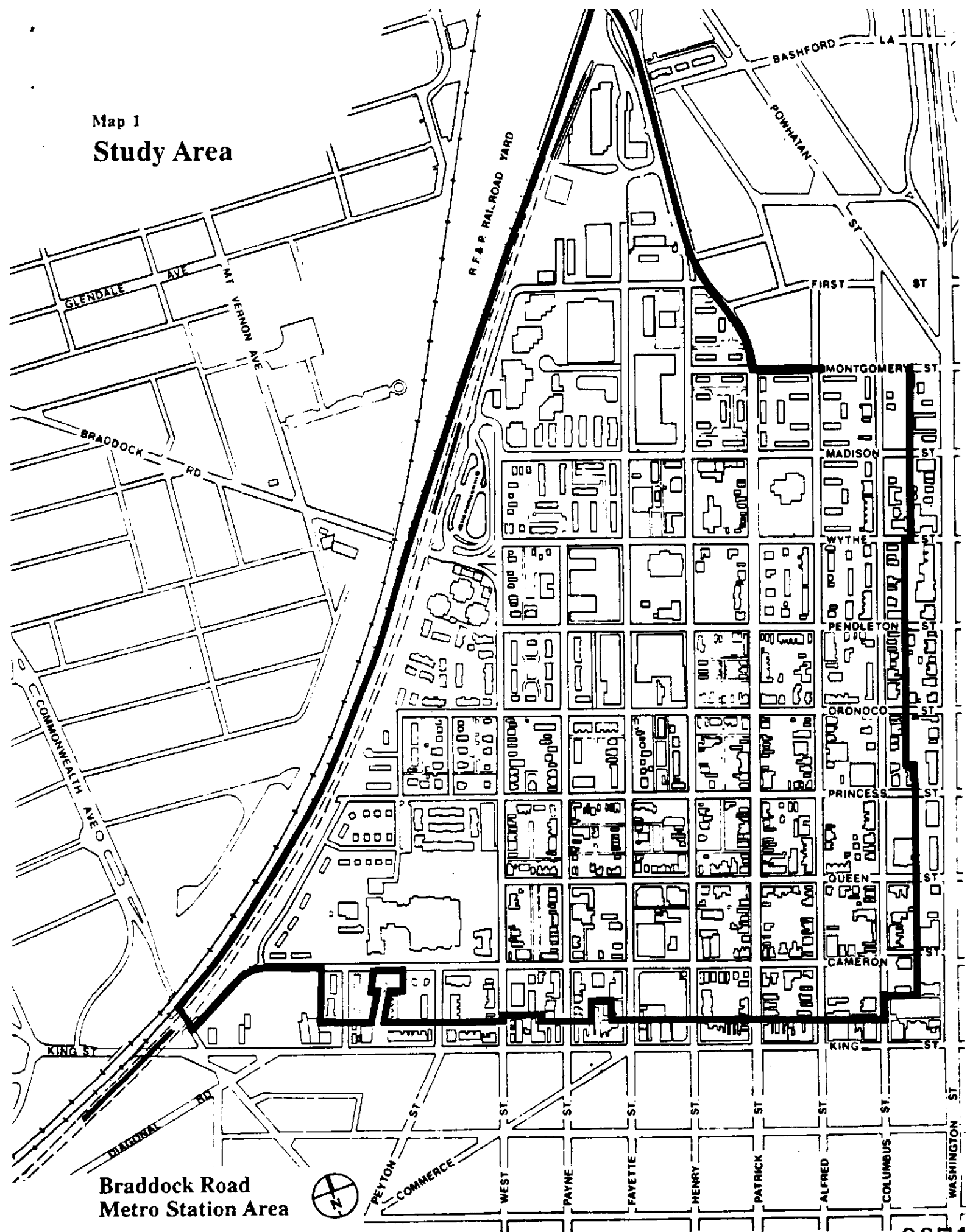
The population of the Braddock study area has been decreasing steadily since 1970. The 1987 estimated population of the area was 3,019, down 32 percent from the 1980 staff estimate of 4,469.

Most of this population decrease is attributable to the decrease in average household size from 2.9 persons per household (pph) in 1980 to 1.8 pph in 1987, a nationwide phenomena which is particularly pronounced in Alexandria. The number of households actually increased during the same period the population decreased. In 1987 there were an estimated 1,647 households in the Braddock study area, up 7 percent from the 1980 estimate of 1,536.

### Employment

An estimated 2,600 people worked at locations within the Braddock area in 1988, not including self-employed persons. This reflects an increase of approximately 1,100 jobs in the area since 1980, primarily as a result of office development. It is estimated that an additional 1,900 jobs would be added to the area within the next several years if office projects with proposed site plans are actually built as planned, bringing the total number of jobs in the Braddock area to 4,500 in the early 1990's.

Map 1  
Study Area



Braddock Road  
Metro Station Area



## EXISTING LAND USE

Excluding street and alley right-of-ways, the Braddock Road Metro Station study area includes approximately 155 acres of land, with a mix of residential, industrial, commercial, institutional and open space uses, with residential uses predominating (Table 1). Generally, the non-residential uses are concentrated in the triangular area north of the metro station, along the Henry Street corridor (Route 1) and at the southern end of the study area near King Street. The rest of the study area is mostly residential (Map 2).

TABLE 1

### EXISTING LAND USE Braddock Road Metro Station Area

<u>Land Use</u>	<u>% of Sq. Ft.</u>	<u>Acres</u>	<u>Total</u>
Industrial	1,089,612	25.0	16.1%
Commercial	724,570	16.6	10.7%
Residential	2,771,433	63.6	41.0%
Institutional	554,924	12.7	8.2%
Open Space/Recreation	369,043	8.5	5.5%
Metro ROW	698,110	16.0	10.3%
Vacant	<u>546,781</u>	<u>12.6</u>	<u>8.1%</u>
Total	6,754,473	155.1	100.0%

### Residential Land Use




About 41 percent of the total land area (63.6 acres) is developed in residential uses. Most of these residences are at medium densities, with single family row-houses or townhouses being the predominant housing type.

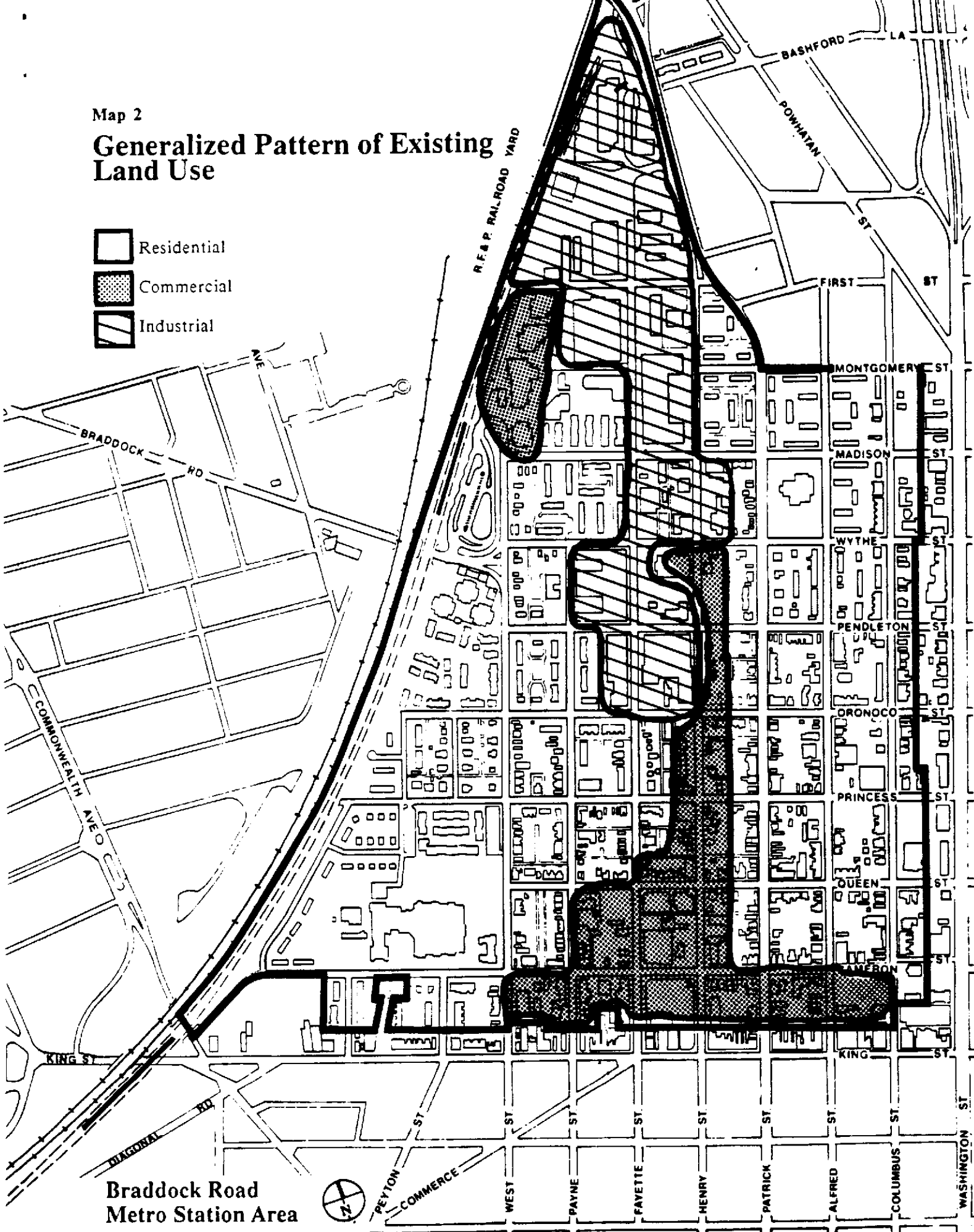
There were an estimated 1725 dwelling units within the Braddock study area in 1987. In the late 1970's, over 100 residential units were demolished to make way for the metro right-of-way. In 1982, another 90 residential units were demolished at the former site of the John Roberts public housing, immediately south of metro. The John Roberts site was redeveloped and 131 units have replaced the 90 demolished, with additional units planned. Another 42 units have recently been built at the Braddock Place project adjacent to the metro station. Infill residential development has also been occurring on scattered sites throughout the residential areas. The overall result is that the number of housing units in the area has remained fairly stable over the past decade.

A significant portion (19%) of the residential development in the area is public housing. There are 325 public housing units within the study area, most toward the northeast corner of the study area along Patrick, Henry, Alfred, Madison and Montgomery Streets. This includes the James Bland and James Bland Addition housing with 194 units; part of the Samuel Madden project with 26 units; and the Ramsey House project with 15 units. The other 90 public housing units, the Andrew Adkins apartments, are located east of Fayette Street between Wythe and Madison.

Map 2

# Generalized Pattern of Existing Land Use

-  Residential
-  Commercial
-  Industrial



Braddock Road  
Metro Station Area



### **Industrial Land Use**

Industrial uses are the second most common type of land use in the study area, covering 16.1 percent (25.0 acres) of the study area. These industrial uses are focused in the triangular area north of Madison Street and are also scattered along Henry Street and the northern part of Fayette Street. They include warehouse, storage and distribution facilities, printing plants; and auto and truck storage, repair and rental businesses.

### **Commercial Land Use**

Commercial uses cover 10.7 percent (16.6 acres) of the total land area and are concentrated south of Cameron Street, along Henry Street and around the metro station. The commercial uses include midrise and townhouse offices and neighborhood convenience services and stores.

There is approximately 720,000 gross square feet (gsf) of office space in the study area, not including buildings smaller than 5,000 gsf. Most of this space is contained in only two projects, both located at the periphery of the area: Braddock Place, immediately north of the metro station, has about 323,000 gsf and the Tycon building, covering most of the block bounded by King, Henry, Cameron and Fayette Streets, has about 213,000 gsf.

There is no concentration of retail uses in the area. Convenience retail exists, mostly scattered within the residential area and along Route 1.

### **Other Land Use**

Institutional uses cover about 8.2% (12.7 acres) of the land in the study area and includes both publicly and privately owned facilities. Public institutional uses in the Braddock area are the U.S. Post Office, a Virginia Department of Motor Vehicles facility, the Jefferson Houston Elementary School, the main branch of the Alexandria Public Library and Fire Station #5. Private institutional uses include Hopkins House, the Boy's Club, the Black Heritage Resource Center, several fraternal orders and several churches.

The Braddock area has 2 open space areas, 1 park and 2 recreational facilities, covering a combined total area of 8.2 acres, about 5.5% of the land area. The 2 open space areas are landscaped interior courts of city blocks. The recreation centers are the Durant Center on Cameron Street and the Charles Houston Center north of Wythe Street between Alfred and Patrick Streets. The City Park is located at the southwest corner of Fayette and Queen Streets.

### **Vacant Land**

About 8.1 percent (12.6 acres) of the land in the study area is vacant. The vacant parcels are generally small and are scattered throughout the study area.

### **Summary – Land Use**

- o Land use within the Braddock area is split almost evenly between residential and non-residential uses.
- o Residential uses are mostly low scale townhouses with a few garden apartment type buildings.
- o Non-residential land uses include some newly constructed commercial office buildings; more typically, non-residential uses are large scale industrial buildings, warehouses and printing establishments.

## **ZONING**

Zoning in the Braddock area is split almost evenly between residential and non-residential; about 52 percent (80.9 acres) of the land area is zoned for residential development while the remaining 48 percent (74.2 acres) is zoned for industrial and commercial development. (See Table 2.) Zoning patterns resemble the patterns of existing land use, with commercial and industrial zoning concentrated around the metro station, in the northern triangle, along Henry Street and south of Cameron Street; and residential zoning elsewhere.

**TABLE 2**  
**EXISTING ZONING**  
**Braddock Road Metro Station Area**

		<u>Sq. Ft.</u>	<u>Acres</u>	<u>% of Total</u>
Industrial:	I-1	1,590,513	36.5	23.5%
	I-2	167,621	3.8	2.5%
Commercial:	M-2	625,457	14.4	9.3%
	C-1	35,168	0.8	0.5%
	C-2	222,122	5.1	3.3%
	C-2-B	3,744	0.1	0.1%
	C-3	587,729	13.5	8.7%
Residential:	RB	3,285,151	75.4	48.6%
	RC	67,968	1.6	1.0%
	RM	<u>169,000</u>	<u>3.9</u>	<u>2.5%</u>
Total:		6,754,473	155.1	100.0%

### **Residential Zoning**

Most of the residential zoning in the area is RB- residential, which permits single family and townhouse homes at densities up to 22 units per acre (and multifamily units and densities to 27 units per acre if built prior to 1973). There are also small amounts of RM and RC zoning, which allow 30 and 54 dwelling units per acre, respectively.

### **Industrial Zoning**

Industrial zoning covers 26.0 percent of the land area (36.5 acres). Except for a small band of I-2 zoning north of the metro station, the rest of the industrial zoning is I-1. The industrial zoning is concentrated in the triangular area north of Madison Street and along Henry and Fayette Streets.

The I-1 zoning allows non-noxious industrial activities including warehousing, storage, distribution, light manufacturing; and most commercial uses, including office, retail and service uses. In addition, under a Planned Unit Development provision, residential uses are allowed. Densities and heights permitted under I-1 zoning are a 2.5 F.A.R. and heights up to 77 feet by right, or a 5.0 F.A.R. and heights up to 150 feet with a P.U.D..

### **Commercial Zoning**

Commercial zoning in the study area is predominately M-2 and C-3. Small amounts of C-2, C-2-B and C-1 zoning are also found in the eastern part of the study area.

The M-2 mixed use zoning is located around the metro station. The M-2 zone allows office, retail and residential development up to a F.A.R. of 3.0 and a maximum of 54.45 dwelling units/acre with heights up to 77 feet.

The C-3 zone is focused on the southern part of the study area, toward King Street. The C-3 zoning allows office, retail and service development, at densities up to a 3.0 F.A.R. and heights up to 77 feet. (Heights are further limited to 50 feet by the Parker Gray Height District over all areas now zoned C-3).

The C-2 zone allows the same commercial uses as the C-3 zone at the same density (3.0 F.A.R.), but allows heights up to 150 feet. All but one of the parcels zoned C-2 have an overlaying height limit of 50 feet because they are located in the Parker Gray Historic District. The one C-2 parcels with a 150 foot height limit by right is part of the parcel on which the metro station is built. The C- 2 zone also allows conversion of existing row-units into residential uses.

The small amount of C-1 zoning is located east of Alfred Street along Princess and Oronoco Streets. The C-1 zoning allows commercial and residential uses at densities up to a 1.0 F.A.R. and heights up to 150 feet. Again, heights are actually limited to 50 feet by the Parker Gray Historic District.

**Theoretical Development Potential**

In theory, given the density and height restrictions of the zoning, over 4 million gross square feet of commercial development could be built by right on potential redevelopment parcels (Table 3 and Map 3). Most of this development could occur in the industrial areas north of Oronoco Street. This does not include any existing development or development that could be achieved under the P.U.D. provision of the I-1 zone which allows densities up to a 5.0 F.A.R..

**TABLE 3**

**MAXIMUM DEVELOPMENT ALLOWED BY RIGHT UNDER EXISTING ZONING  
Braddock Road Metro Station Study Area**

<u>Site*</u>	<u>Site Size (Sq. Ft.)</u>	<u>Existing Zoning</u>	<u>Maximum Maximum F.A.R.</u>	<u>Height (Ft.)</u>	<u>Maximum Gross Sq. Ft.</u>
1	528,249	I-1,I-2	2.5	77	1,500,707
2	100,405	I-1	2.5	77	285,241
3	190,102	I-1	2.5	77	540,063
4	62,867	I-1	2.5	77	178,599
5	87,137	I-1	2.5	77	247,548
6	50,554	I-1	2.5	77	143,619
7	20,995	I-1	2.5	77	59,645
8	48,079	I-1	2.5	77	136,588
9	63,540	I-1	2.5	77	180,511
10	77,176	I-1	2.5	77	219,250
11	76,793	C-3	3.0	50	261,794
12	83,409	C-3,I-1	3.0	50	284,349
13	46,954	I-1,C-3	2.5	50	133,392
14	<u>34,473</u>	C-3	3.0	50	<u>117,522</u>
Total	1,470,733				4,288,830

\* Site numbers keyed to map of Potential Redevelopment Sites

## Historic Districts

In addition to zoning, two Historic Districts provide development controls over much of the Braddock area. Most of the residential areas and the commercial areas toward the southern end of the study area are covered by the Parker Gray Historic District, and the southeast corner of the study area is within the Old and Historic District. The Historic Districts do not include most of the industrial areas around the metro station. (See Map 4.) Within the Districts, new construction and renovation, as well as the moving, removing or razing of buildings must be approved by an architectural review board. In addition, heights within the Districts are limited to 50 feet, regardless of zoning.

## Summary -- Zoning

- o Zoning in the Braddock area is split almost evenly between residential and non-residential, with slightly more residential.
- o Residential zoning is designed for medium density townhouse development whereas the commercial and industrial zones allow for high density office development.
- o The existing zoning would allow over 4 million sq. ft. of new commercial development to be built in the Braddock area, which is over 5 times the square footage of office already within the Braddock area.

## ECONOMIC ACTIVITY AND TRENDS

Prior to the onset of the Braddock Road Metro Station in 1983 there had been virtually no significant development activity in the area. Although there were underutilized industrial parcels which could be redeveloped in conjunction with the metro station, Metro related development was inhibited by the presence of two large institutional uses abutting the station - the John Roberts Public Housing and the Parker Gray School.

City acquisition of the surplus Parker Gray School and the decision by the Alexandria Redevelopment and Housing Authority to relocate the residents and sell the housing site provided the opportunity for planned development near the metro station and for spurring real estate activity on adjacent industrial properties.

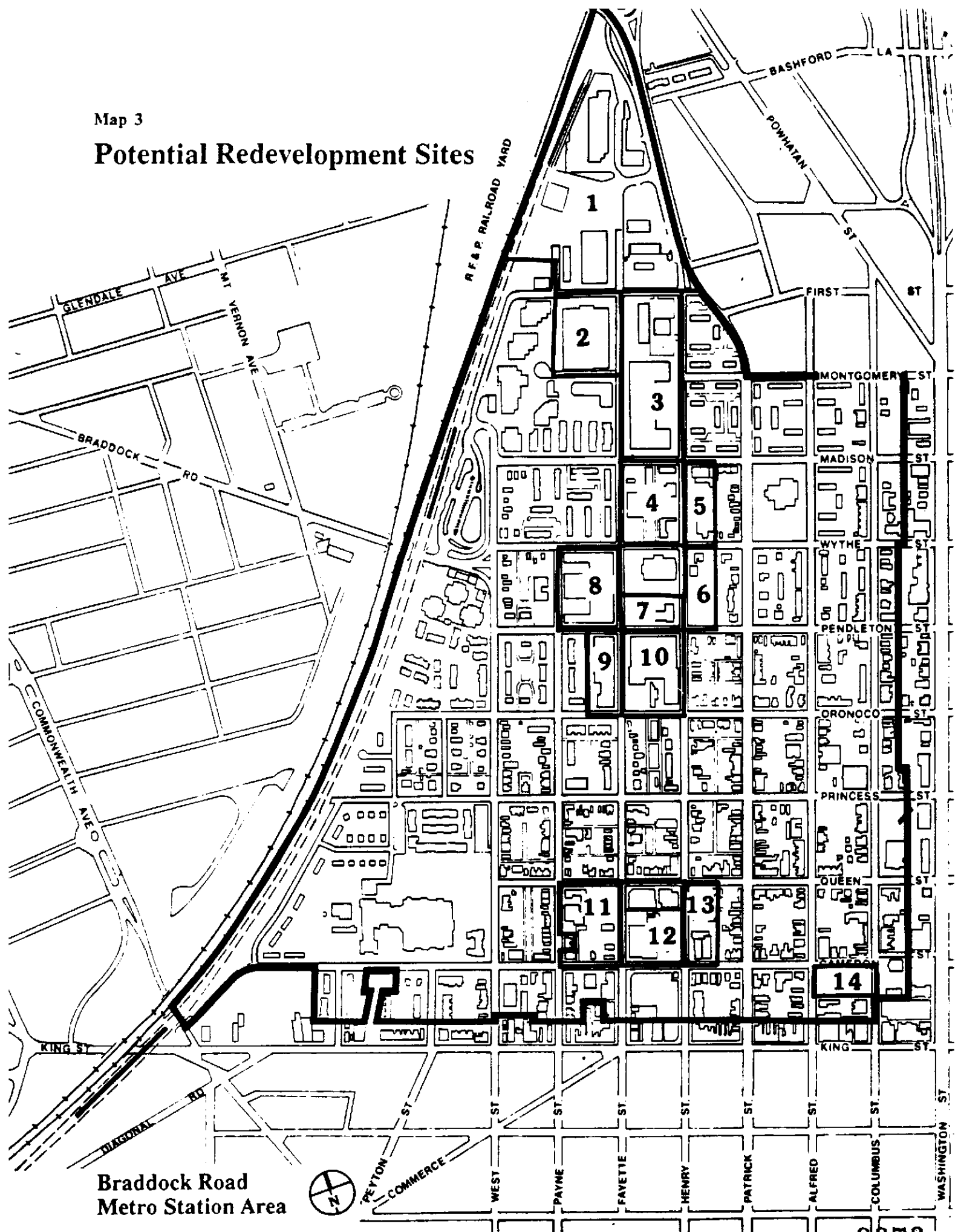
The City was able to acquire both sites and then require that these sites be redeveloped for a mix of commercial and residential uses. The Braddock Place project is located on the Old Parker Gray School site, directly northeast of the metro station. The first phase of the Braddock Place project, completed in 1986, consists of almost 363,000 gross square feet of office and retail space in four mid-rise buildings. The second phase of the Braddock Place project, completed in 1988, was a 42 unit residential townhouse development. Planned for the future are a 120 unit mid-rise apartment building and an additional 65,000 sq. ft. of office space. The Braddock Place office space was absorbed very slowly and is currently at 60% occupancy, with PBS as the major tenant. The Braddock Place townhouses sold rapidly. (See Map 5.)

The Colecroft project is located directly south of the metro station, on the previous site of the John Roberts public housing. Originally planned as a mixed use project with a substantial office component, the project evolved into a predominately residential development. A 131 unit townhouse/garden apartment phase was completed in early 1988. An additional 156 apartment units and 20,000 square feet of office space are planned for the project. The completed residential units at Colecroft were sold very quickly, and the assessments of these residential units increased by almost 30% the first year.

The only other new development in the immediate Metro station area is a small (13,000 square feet) office building at 1000 N. Payne St., completed in 1987.

Map 3

# Potential Redevelopment Sites





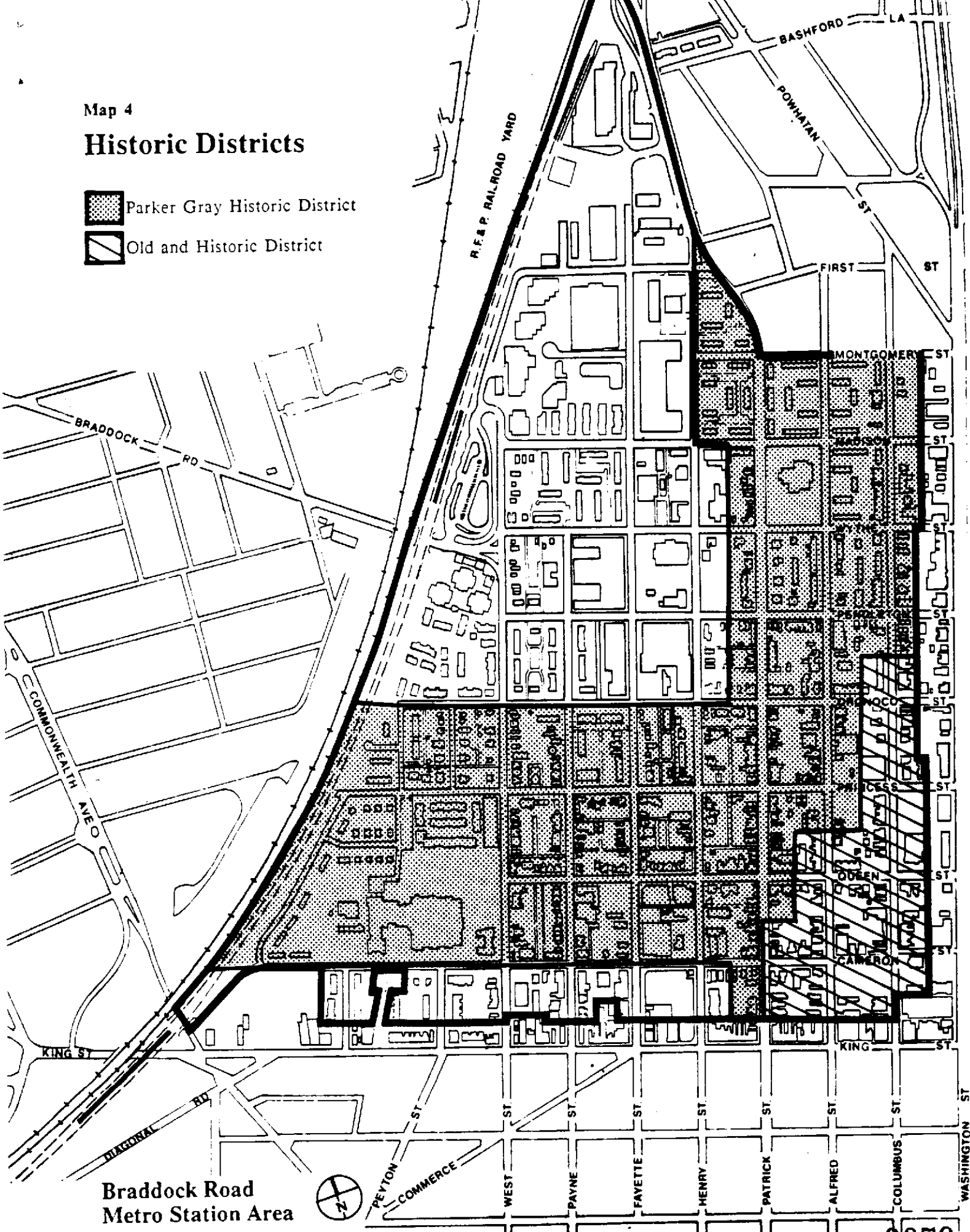
Braddock Road  
Metro Station Area



Map 4

# Historic Districts

-  Parker Gray Historic District
-  Old and Historic District

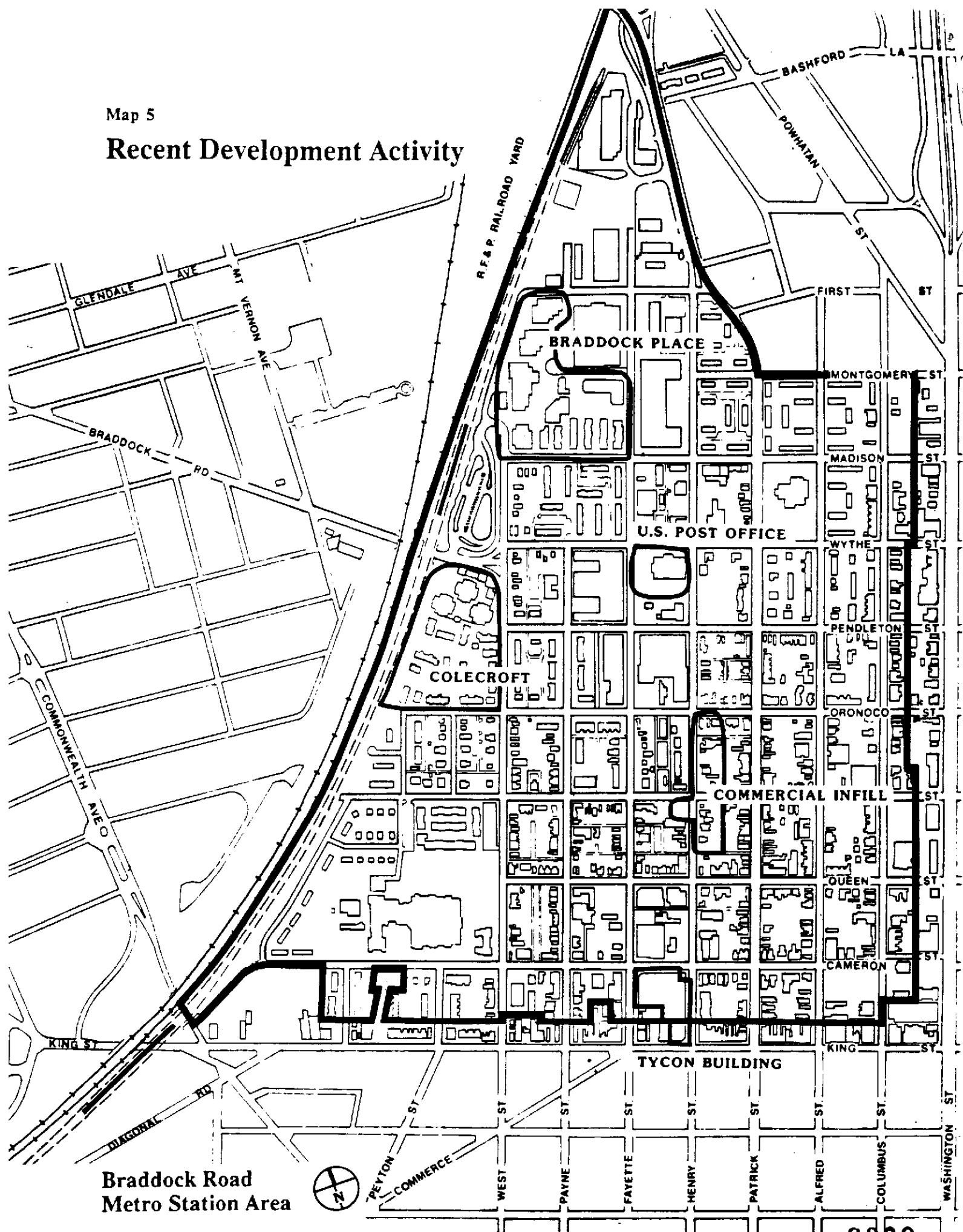


Braddock Road  
Metro Station Area



Map 5

# Recent Development Activity



Braddock Road  
Metro Station Area



A major mixed use, residential, office and retail project is being planned for the 2.3 acre Washington Cold Storage property adjacent to Braddock Place. This project includes 288,000 net square feet of commercial office, retail and restaurant space and 183 residential units. The Braddock Center project was approved by the City, Spring 1988, and represents the first mixed use project on private property in the Braddock Road Metro Station area.

Some redevelopment activity has also been occurring along the Henry Street commercial corridor. One large office project and a significant number of small commercial projects have been developed. The large project is the Tycon office building with about 212,000 square feet, covering most of the block bounded by Henry, King, Fayette and Cameron Streets. The Tycon office space was also absorbed very slowly into the market. The small projects are primarily townhouse style offices, located along Henry Street south of Oronoco Street. In addition, the U.S. Post Office relocated to a new site on Henry Street, south of Wythe Street.

### **Potential Development Sites**

Although there is limited potential for development on vacant parcels, there are a number of sites in the study area which are likely to undergo redevelopment in the future. As shown previously in Table 3 and Map 3, there are some 33.76 acres of redevelopable industrial property throughout the Braddock Road Station Area. One key indicator of a site's redevelopment potential is a low building assessment relative to its land assessment; this implies underutilization of the parcel. In the Braddock study area, most of these underutilized sites are located in the northern triangular area and along Fayette and Henry Streets. In fact, all of the sites north of Oronoco have strong redevelopment potential. Most have industrial or auto-related commercial uses, such as warehouses, distribution and storage facilities and garages housed in obsolete structures. Many of the industrial parcels have assessed building values which are 20 percent or less of the assessed land value.

### **Summary -- Economic Activity**

- o Existing industrial properties in the area are ripe for more intense redevelopment; assessed land values far exceed assessed improvement values.
- o The industrial zoning in the area is obsolete; except for the Hennage Printer's renovation, no new industrial construction has occurred since 1982.
- o The area has been slow to absorb large amounts of speculative office space and is not a major office center.
- o The market has produced townhouse scale office along Henry Street, even though the theoretical development potential under the zoning was much higher.
- o Residential renovation and rehabilitation has occurred and new residential development has been rapidly absorbed.
- o There are approximately 37 acres of industrial property at various locations which are potential redevelopment sites.

## **TRANSPORTATION**

### **Street System**

Except at the boundary of the study area, the street system in the Braddock area is a basic grid pattern. Route 1 is the major north-south route through the area. The major east-west movements within the study area occur on Braddock Road, and Madison, Montgomery and Pendleton Streets.

### **1974 Major Thoroughfare Plan**

The 1974 Major Thoroughfare Plan classified streets throughout the City into five categories: expressways, arterials, primary collectors, residential collectors and local streets. (See Map 6.)

The Braddock area is bisected by a major north-south arterial, Route 1 (Patrick and Henry Streets); and another major north-south arterial, Washington Street, is directly outside the Braddock area's boundary to the east. The portion of Braddock Road within the study area was also designated an arterial in the 1974 Major Thoroughfare Plan. These streets, as the arterial classification implies, are designated to handle large volumes of traffic through the area. Route 1, on Patrick and Henry Streets, has three lanes in each direction. Braddock Road currently has only two lanes, one in each direction.

West Street, Pendleton Street and the one-way pair of Madison and Montgomery Streets were designated as Primary Collectors in the 1974 Plan. Another primary collector, King Street, is directly outside of the study area to the south. As primary collectors, these streets are intended to serve traffic between arterials and between residential collectors and arterials. West Street is a north-south two-way street with only one lane in each direction. Pendleton Street is an east-west two-way street with one lane in each direction. Madison and Montgomery Streets form a one-way east-west pair, with two lanes in each direction.

Columbus and Cameron Streets are both designated as residential collectors in the 1974 major thoroughfare plan. Columbus street is a two-way north-south street with one lane in each direction and Cameron Street is one-way west within the study area, with two lanes.

All other streets in the study area were not designated in the 1974 Major Thoroughfare Plan and are therefore considered local streets.




### **Existing Traffic Flow**

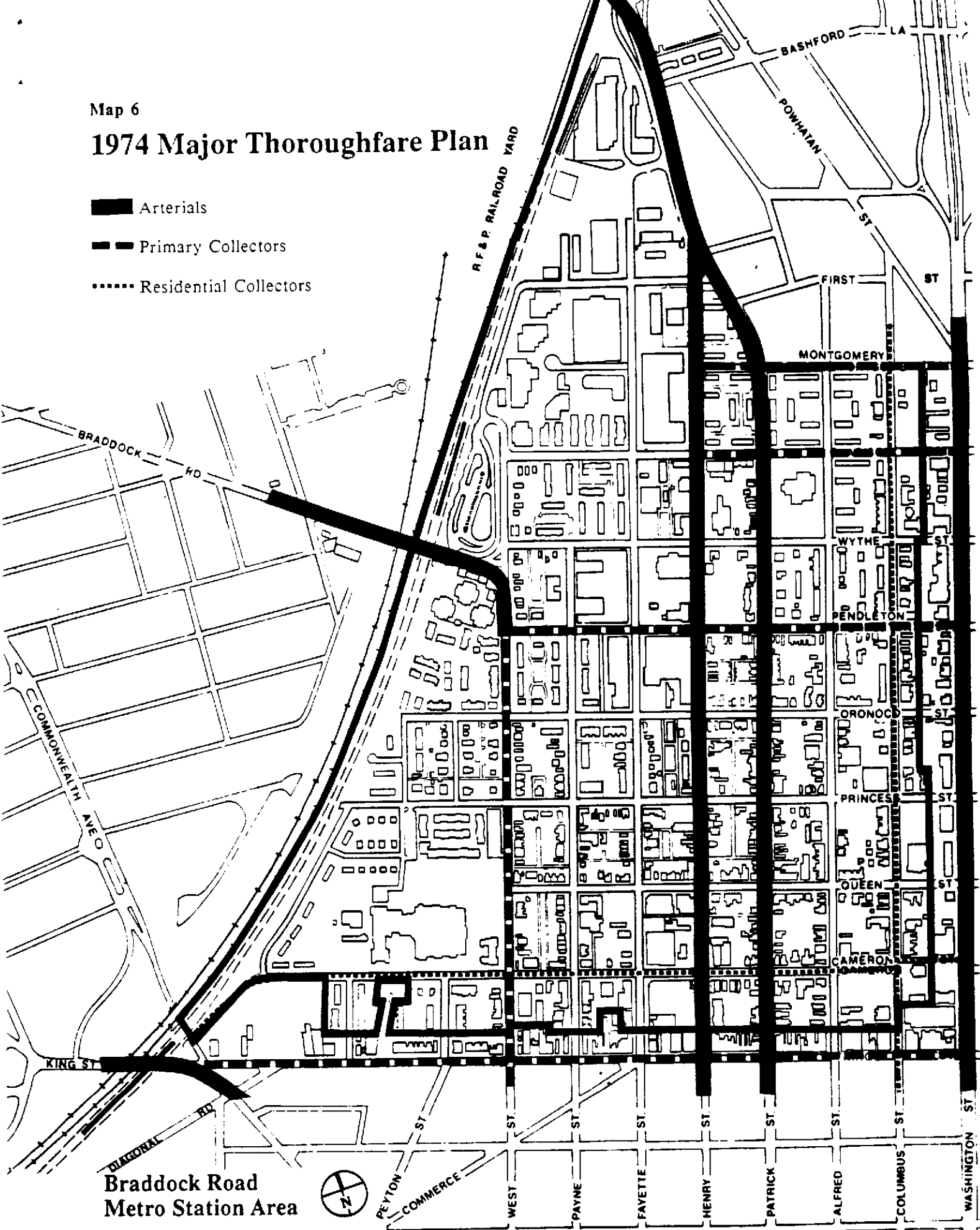
The heaviest traffic volumes within the Braddock area occur on Patrick and Henry Streets (Route 1), a major arterial. Their 1987 peak hour flow was about 2,400 northbound in the a.m. and southbound in the p.m.. Much of this traffic is through traffic; that is, the traffic is not originating from nor destined for Alexandria locations. West Street is probably the second most heavily trafficked north-south route in the Braddock area. In addition to handling traffic destined for the metro station and nearby development, it provides access to Braddock Road, a major east-west route through the City. Traffic counts for West Street and Braddock Road are not available; however, it is estimated that the West Street/Braddock Road intersection is near capacity at peak periods and is likely to be one of the most congested intersections in the Braddock area as traffic increases.

In addition to Braddock Road, the major east-west routes in the study area are Madison and Montgomery Streets, a one-way pair. Madison and Montgomery Streets provide the primary access between Route 1 and Washington Street. The Madison/Washington and Montgomery/Washington intersections are nearing capacity and are likely to experience heavy congestion as traffic within and through the Braddock area increases.

Map 6

# 1974 Major Thoroughfare Plan

-  Arterials
-  Primary Collectors
-  Residential Collectors



Braddock Road  
Metro Station Area



### **Recent and Planned Capital Improvements**

Most of the capital improvements projects for the Braddock area help improve east-west movement, improving access to the metro station and the redevelopment area.

Several changes were made in the street system in conjunction with the opening of the metro station. The Braddock Road/West Street intersection was signalized and channelized. This project facilitated bus turning movements into the metro station. Also completed in conjunction with the metro station was the Metro access road between the station and First Street.

Just north of the study area, the new Monroe Street bridge, providing access over the railroad yards for Route 1, was recently completed. The new bridge replaces the old bridge with the same number of lanes, two in each direction and an additional left turn northbound lane. In conjunction with the bridge project Fayette Street is being extended to connect to Route 1. This will improve access to the development around Braddock station, and the station itself, from the north.

Two other improvements in the Braddock area street system have been approved and are in the Capital Improvements Plan. These include the widening of Braddock Road from Mt Vernon to West Street, including the railroad underpass, from two lanes to four lanes; and the extension of Montgomery Street from Henry Street to Fayette Street (one way westbound).

### **Future Traffic Flow**

Regardless of the level of future development in the Braddock area, traffic volumes through the study area on Route 1 are likely to remain heavy; Route 1 is one of the main north south routes from areas south of Alexandria to the Pentagon, Crystal City and the District. Future development within the Braddock area will add an additional traffic burden. Development at the theoretical levels allowed by existing zoning (over 4 million square feet of commercial) would generate much more traffic than the arterials and collectors in the area could handle and would force substantial amounts of traffic onto the local, and residential, streets in the area.

Development in commercial uses to the maximum densities allowed by current zoning on redevelopment parcels within the Braddock area would add a demand for approximately 7,000 vehicles to the traffic flow in the area during the a.m. peak hour. The total amount of development rights is too great for the carrying capacity of the street system. Mixed use development would generate less peak hour traffic and would also provide a more balanced flow of traffic in and out of the area. For example, development in a 50-50 mix of residential and commercial uses to the maximum densities allowed by current zoning would add a demand for approximately 5,000 vehicles to the a.m. peak hour flow, and many of these vehicles would be leaving rather than entering the area. (See Tables 4 & 5.)

TABLE 4

**MAXIMUM DEVELOPMENT ALLOWED BY RIGHT  
UNDER EXISTING ZONING  
AND PEAK HOUR AUTO TRIPS GENERATED\*\*  
Braddock Road Metro Station Study Area**

<u>Site*</u>	<u>Site Size (Sq. Ft.)</u>	<u>Existing Zoning</u>	<u>Max. F.A.R.</u>	<u>Max. Height (Ft.)</u>	<u>Max. Gross Sq. Ft.</u>	<u>Estimated A.M. Peak Hour Trips</u>	<u>Estimated P.M. Peak Hour Trips</u>
1	528,249	I-1,I-2	2.5	77	1,500,707	2,251	2,071
2	100,405	I-1	2.5	77	285,241	494	470
3	190,102	I-1	2.5	77	540,063	855	798
4	62,867	I-1	2.5	77	178,599	330	319
5	87,137	I-1	2.5	77	247,548	437	418
6	50,554	I-1	2.5	77	143,619	274	266
7	20,995	I-1	2.5	77	59,645	129	128
8	48,079	I-1	2.5	77	136,588	262	255
9	63,540	I-1	2.5	77	180,511	333	321
10	77,176	I-1	2.5	77	219,250	394	378
11	56,793	C-3	3.0	50	261,794	459	437
12	83,409	C-3,I-1	3.0	50	284,349	492	469
13	46,954	I-1,C-3	2.5	50	133,392	257	250
14	<u>34,473</u>	C-3	3.0	50	<u>117,522</u>	<u>230</u>	<u>225</u>
Total	1,470,733				4,288,830	7,196	6,804

\* Site numbers keyed to map of Potential Redevelopment Sites.

\*\* Based on ITE trip generation rates and equations for general office.

**Public Transit Facilities**

The Braddock area is well served by Public Transit. The Braddock Road Metro Station is located within the study area and the King Street Metro Station is immediately south of the study area. In addition, all of the City's four Dash lines have routes through the Braddock area, as does one metro bus line. An additional three Metrobus lines have routes along King and Washington Streets, immediately outside of the Braddock Study area and close enough to provide service to people living and/or working in the Braddock area.

TABLE 5

PEAK HOUR AUTO TRIPS GENERATED BY  
MIXED USE DEVELOPMENT AT MAXIMUM F.A.R.S  
ALLOWED UNDER EXISTING ZONING\*\*  
Braddock Road Metro Station Area

Site*	Site Size (Sq.Ft.)	Existing Zoning	Max. Max. F.A.R.	Max. Height (Ft.)	Estimated Gross Sq.Ft.	A.M.Peak Hour Trips	Estimated P.M.Peak Hour Trips
1	528,249	I-1,I-2	2.5	77	1,500,707	1,416	1,408
2	100,405	I-1	2.5	77	285,241	349	357
3	190,102	I-1	2.5	77	540,063	599	607
4	62,867	I-1	2.5	77	178,599	235	241
5	87,137	I-1	2.5	77	247,548	285	287
6	50,554	I-1	2.5	77	143,619	219	231
7	20,995	I-1	2.5	77	59,645	113	122
8	48,079	I-1	2.5	77	136,588	198	206
9	63,540	I-1	2.5	77	180,511	246	255
10	77,176	I-1	2.5	77	219,250	239	237
11	56,793	C-3	3.0	50	261,794	324	332
12	83,409	C-3,I-1	3.0	50	284,349	348	356
13	46,954	I-1,C-3	2.5	50	133,392	183	189
14	<u>34,473</u>	C-3	3.0	50	<u>117,522</u>	<u>165</u>	<u>170</u>
Total	1,470,733				4,288,830	4,919	4,998

\* Site numbers keyed to map of Potential Redevelopment Sites.

\*\* Mixed use with 50% residential and 50% commercial uses assumed; based on ITE trip generation rates and equations for general office and residential condominiums; assumes 900/sq.ft./d.u. on average.

The Braddock Road Metro Station, located on the western edge of the study area at Braddock Road and West Street, opened on December 17, 1983. The Braddock Road Station is part of the Huntington Yellow line, extending from downtown D.C. to the Huntington Station in Fairfax County. In 1982, it was estimated that the Braddock Station's service area contained 2.62 square miles or 16 percent of the City. This includes about 35,000 people, or about 30 percent of the City's population.

The station includes five bus bays, twenty kiss- and-ride spaces and bike parking. Permanent parking is not provided at the Braddock station. All of the City's four DASH bus lines provide service to the Braddock Metro Station, as does one Metrobus line.

During Braddock station's first month of operation in December 1983 the average weekday boardings and alightings numbered about 1500. In 1987 this had increased to about 5100 boardings and alightings per weekday, with slightly more people alighting at Braddock than boarding. March 1988 data shows that on a typical weekday during the 6 to 9 a.m. period, about 1420 people board at Braddock Station while 275 people alight. During the 3 to 6:30 p.m. period, about 430 people boarded at Braddock Station while 1385 got off at Braddock Station. These numbers show clearly that the Braddock Station is used primarily by persons living in Alexandria to get to work elsewhere, rather than by people living outside of Alexandria commuting to work in Alexandria.

### **Summary – Transportation**

- o The Braddock study area does not have good vehicular access; the major north- south routes, Patrick and Henry Streets (Route 1) are already near capacity and the east-west access is poor.
- o Capital improvements in the area, including those currently planned, have focused on improving the east-west access through the area, including access to the metro station and the adjacent redevelopment sites.
- o With the Braddock Road metro station within the study area's boundaries and the King Street metro station directly south of the study area, the Braddock area has excellent metro access.
- o The existing street system cannot handle all of the traffic that would be generated if redevelopment occurred to the maximum allowed under the existing zoning; mixed use development would help decrease the total amount of peak hour traffic as well as balance the directional flow of traffic.

### **URBAN DESIGN**

#### **Density, Height and Use Character**

The Braddock Road area is comprised primarily of two to three story single family and row housing built in the 1930's and 1940s. A small percentage of units were built prior to 1900; these are located close to Old Town, away from key redevelopment areas. Intermixed among the residential uses are some commercial uses, which are also very low scale and low density. Toward the northern end of the study area along N. Fayette and Henry Streets are light warehousing operations and other light industrial uses. Although many of these industrial buildings have large footprints, they are generally low scale (1-2 stories) and have overall low densities.

New development along Henry Street has tended to be small scale, with townhouse scale office predominating. Only two new major projects that have notable densities and heights have been built to date; both are at the edges of the study area. The Braddock Place office buildings north of the metro station at the western boundary of the study area have an overall floor area ratio (F.A.R.) of 3.0 and are six stories high. The Tycon building (1101 King St.), covering most of the block bounded by Henry, Cameron, Fayette and King Streets is 6 stories with a F.A.R. of 3.0.

Along N. Henry and Fayette Streets the properties have industrial zones that currently allow by right commercial office developments at a maximum F.A.R. of 2.5 and 3.0 and heights up to 77 feet directly adjacent to townhouse scale residential areas. A similar situation exists with properties near King and Cameron Streets. Zoned C-3 commercial, these parcels can be developed to a 3.0 F.A.R.. However, a height restriction of 50 feet and other restrictions are on most of these parcels because of their location within the Parker Gray Historic District.

Redevelopment of the industrial and commercial parcels in the Braddock area would not change the almost 50-50 balance between industrial/commercial and residential use of land. However, if redevelopment replaces most of the low scale industrial structures with taller and/or bulkier commercial buildings, the character of the area would dramatically change. A substantial increase in commercial mass over most of the redevelopable areas would change the balance between residential and commercial, weakening the residential character of some of the area, particularly where existing residential uses would be adjacent to new commercial.

The industrial zoning allows buildings with tremendous foot prints and large masses directly adjacent to the very low scale residential structures. Redevelopment that could occur under the existing zoning would only be required to make minimal allowances for transition between the existing low-scale residential structures and what would be built.

General urban design guidelines and principals prescribe that low scale residential areas should be buffered and/or protected from intense commercial development. Controls for density, setbacks, height and massing should be used to decrease the negative impact of commercial development when it is directly adjacent to residential uses and to provide transitions between low-scale residential and more bulky commercial development.

In addition to scale and density transitions, organizing different uses along different street frontages can help minimize the negative impacts of adjoining uses. If a street, such as Fayette Street, has primarily residential uses along the frontage on both sides, a residential character can be more easily achieved, creating a sense of community. Where commercial and residential uses do front on the same street, the commercial uses should be of a similar scale as adjoining residential in order to preserve and strengthen a residential character.

More intense commercial development would be most appropriate in the area north of the metro station, where low scale residential is not located and parcel sizes provide room for transitions in scales and densities. One or two key buildings with high heights in this area could serve as a focal point for the area, but development in the remaining areas should have buildings that are at moderate scales relating to the existing scale of the built area.

#### **Pedestrian Access and Visual Character**

The street grid system for vehicular and pedestrian circulation and the strong residential element in the Braddock area provides a solid foundation for providing a well defined pedestrian environment. Existing pedestrian paths, particularly to and from the metro station, need improvement. Visually, the area suffers from a lack of streetscape treatment. Street trees are inconsistently located and many properties in the immediate vicinity of the Metro Station are fenced off from public walkways.

Pedestrian paths to and from the metro station need delineation. This can be achieved through the provision of street trees, street lighting, accented crosswalks and crossings at controlled points across the heavily trafficked Route 1 and other major streets. The pedestrian environment could further be improved by encouraging private development to adhere to minimum standards which include pedestrian areas or plazas, seating, landscaping, streetscaping, etc..

The City's Capital Improvements Plan currently includes some limited improvements in the Braddock area, including some undergrounding of utilities, some streetscaping and improvement of a linear park between Braddock Road and King Street metro stations along the metro right-of-way. These planned projects will help to improve the visual appearance of the area and pedestrian access to the metro station.

Two streets within the Braddock area will undergo the most change as redevelopment occurs: Henry and Fayette Streets. Strong redevelopment potential exists on almost all of the blocks between these two streets, primarily north of Oronoco Street. Henry Street has a largely established character, with commercial and industrial development predominating along this heavily trafficked street and should remain commercial.

Fayette Street has a less identifiable character, with some commercial uses at the lower edge, then, moving north, several blocks of low-scale residential, two blocks of industrial, two blocks with industrial to the east and residential to the west, ending with industrial at the northern edge. Fayette Street is potentially a strong residential street, with the established residential uses to the south and new residential uses built and planned toward the north. The Braddock Place mixed use project sited the residential town-

house component along Fayette Street and has an approved site plan for a mid-rise residential building along Fayette. On the next block, to the north, there is an approved site plan for a large mixed use project which includes a high-rise residential building along Fayette Street. With the substantial amounts of existing residential uses along Fayette, it is not an appropriate location for intense, high scale, commercial development. The residential character of Fayette Street can be developed by providing for additional residential uses along Fayette Street, design standards to guide new development and a streetscaping program.

### **Summary--Urban Design**

- o Currently, almost all of the Braddock area has a low scale, moderate density character.
- o The existing zoning within the area does not provide for any transitions between existing low scale moderate density residential areas and potential higher density commercial areas.
- o Even if the 50-50 balance of residential and non-residential land uses does not change within the area, redevelopment of all the underutilized parcels to the levels allowed under existing zoning could dramatically change the character of the area.
- o Fayette Street, currently a mix of residential and industrial uses, will change dramatically as redevelopment occurs and could be developed as a residential street to strengthen and link the old residential uses toward the south and the newer residential uses toward the north.
- o A pedestrian link and streetscape plan needs to be established for the area in order to improve pedestrian access and visual character, and to reinforce the residential identity of residential streets.

### **LAND USE POLICY HISTORY**

In the 1960's and 1970's City policy in the Braddock area focused on improving the residential neighborhoods through the removal of blighting influences and the improvement of housing stock. In 1972, as a response to declining neighborhood conditions in an area including the Braddock Study area, the City established the Potomac East Neighborhood Improvement Area as a special district to receive a comprehensive program of planning and capital expenditures. The program resulted in the implementation of public improvements during the 1970's, including the construction of the Charles Houston Community Center, the renovation of the Durant Center pool facility, the upgrading of public right-of-ways and several parks and beautification programs. In the mid 70's the emphasis of the conservation program shifted to improving housing quality in the area. The Potomac East Conservation District, including most of the Braddock study area, was established. Low or no interest loans were granted to residents of that district for home improvements and many blighted properties within the District were acquired by the City for renovation and resale. CBDG funds were used by the City to implement many of the programs under the Conservation plans, including public improvements, and loans and grants to rehabilitate housing.

Resolution 276, adopted by City Council in January 1974, stated that City policy would be to "preserve and maintain (the Braddock area) as a predominately residential community" and that the City "...will strive to preserve the opportunity for homeowners of all income levels to reside (there)...and to find effective ways to protect residents from the threat of rising land values and taxes resulting from speculation and development."

The 1974 Consolidated Master Plan for the City reaffirmed the City's policy of strengthening and improving the residential neighborhoods within the Braddock area and also promoted development of the area around the then-proposed metro station.

The 1974 Master Plan specifically recommended that the residential character of the Braddock area be preserved; that redevelopment, where appropriate, emphasize residential reuse and the relocation of displaced families; and that traffic be channeled away from residential streets. The 1974 Plan also encouraged the relocation of industrial uses from many parts of Planning District I, including most of the Braddock area.

The 1974 Plan identified the Braddock Road Station Area as one of nineteen development areas within the City, because of its proximity to the then-proposed metro station and its large amounts of redevelopable industrial land. Mixed use development, with an emphasis on residential uses, were recommended for the area, particularly within walking distance of the metro station.

In 1973, the final decision was made to place a Metro Station at the Braddock Road location. Two studies, the 1975 Report of the Committee on Potential Growth Areas and volume II of the 1976 Alexandria Metro Station Impact Study each addressed development potential in the Braddock metro area by examining a range of development scenarios. Both studies considered mixed use development, including residential, retail and office uses.

In order to promote redevelopment adjacent to the Metro station, in May 1981 the City rezoned the site of the surplus Parker Gray School, located on Madison and Fayette Streets, for mixed use and offered the parcel for sale for office, retail and residential development. In February 1982 another surplus City property located immediately adjacent to the metro station, the former site of the John Roberts Public Housing, was rezoned for mixed use and offered for sale by the City. As with the Parker Gray site, a mix of office, retail and residential uses were envisioned for the site.

Resolution 845 was adopted by City Council in 1982 in conjunction with the rezoning of the John Roberts site for commercial development. This resolution reaffirmed Council's "commitment to maintaining, in their current uses, the remaining residential, recreational and school properties in the vicinity of the Braddock Road Metro Station area."

In 1982, The Braddock Road Station Area Plan was adopted by the City. The major goal of the 1982 Braddock plan was to minimize the negative impacts on the residential areas while still providing redevelopment opportunities generated by the Metro station, scheduled to open in 1983. The parcels north of Madison Street, including the Parker Gray School and the John Roberts Homes sites; and the parcels along Henry and Fayette Streets north of Oronoco Street were designated for redevelopment. The commercial and industrial corridor south of Oronoco along Henry Street was designated for revitalization and the rest of the study area was designated for preservation. Major new development, both commercial and residential, was recommended only within the area designated for redevelopment. Within the revitalization area, lower scales of commercial and residential development were proposed. The rest of the area was designated for preservation of the existing primarily residential uses and only infill development on vacant parcels. (See Map 7.)

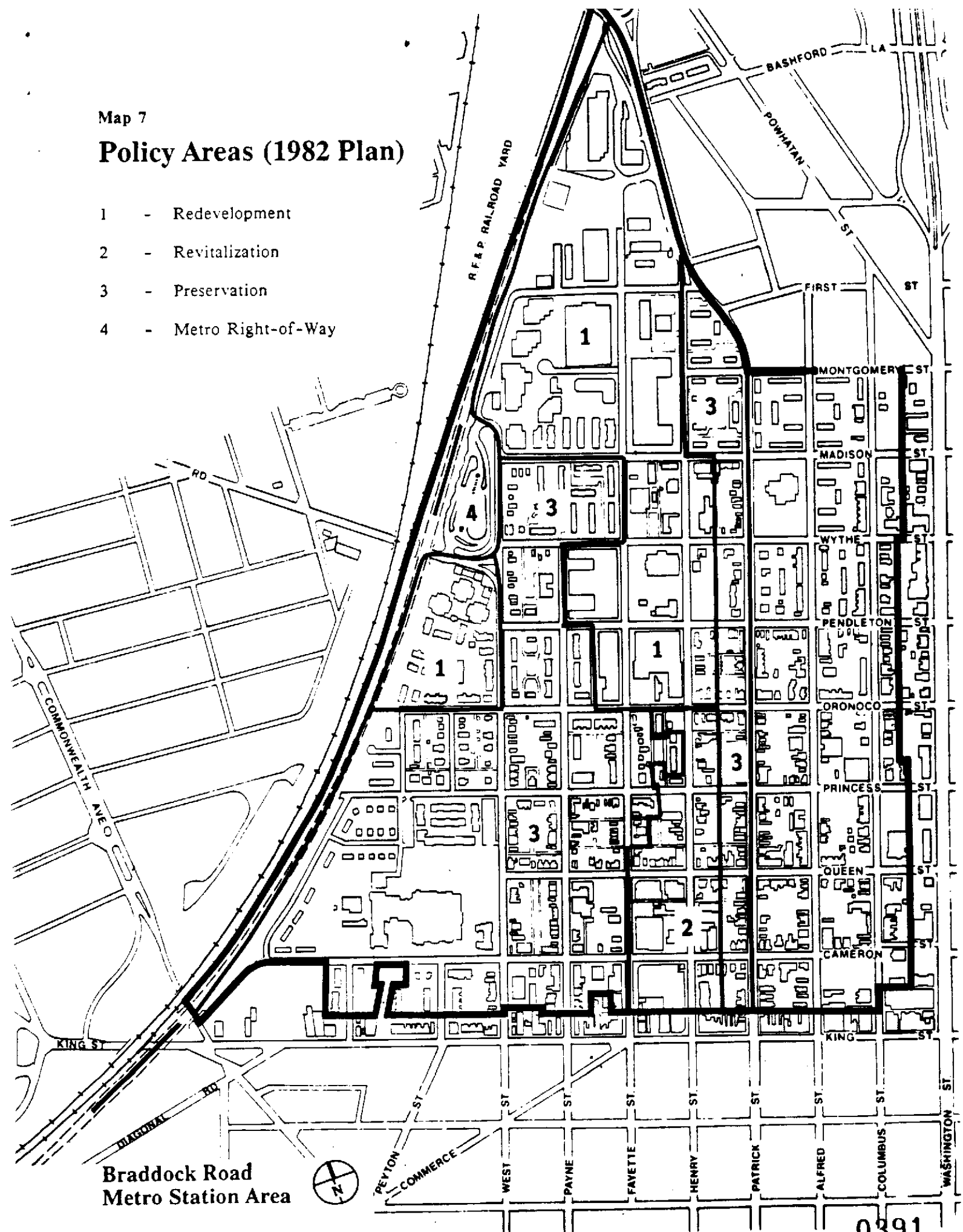
In anticipation of increased traffic generated by the metro station, several street system improvements had been approved by the City in order to improve traffic circulation. The West Street/Braddock Road intersection was improved to facilitate movement into the metro station and the metro access road between the station and Fayette Street was built. In addition the widening of Braddock Road between Mt. Vernon Avenue and West Street was approved, as was the extension of Fayette Street north of Route 1 and the extension of Montgomery Street from Henry Street to Fayette Street.

In 1986, City Council considered the rezoning from commercial to residential of 95 parcels with residential uses located within areas designated for residential uses in the 1982 Plan. Council finally rezoned 51 of the 95 parcels considered. Generally, the parcels which were not rezoned were found by Council to be of "an established commercial nature" even though they were within an area the approved 1982 plan recommended for residential land use.

Map 7

# Policy Areas (1982 Plan)

- 1 - Redevelopment
- 2 - Revitalization
- 3 - Preservation
- 4 - Metro Right-of-Way



Braddock Road  
Metro Station Area



The City established the Parker Gray Historic District in 1984, primarily in response to citizen concern about development pressures arising from the proximity of the Braddock Road Metro Station. Covering much of the Braddock study area, the Parker Gray District seeks to preserve and protect the architectural and cultural character of the approximately 40 block predominately residential neighborhoods. Within the District, new construction and renovation, as well as the moving, removing or razing of buildings must be approved by a review board. The blocks within the Parker Gray District are also protected by a height district which restricts heights to 50 feet or less.

In general, the policies adopted and implemented by the City throughout the 1970's and 80's consistently reflect a commitment to two separate and sometimes conflicting goals: preservation of the residential areas and development around the metro station.

The goal of preserving the residential areas was reflected in the establishment of the Potomac Conservation District and reaffirmed continuously in subsequent plans, resolutions and rezonings. The 1974 plan promoted residential preservation and called for modest development levels near the metro station and relocation of adjacent industrial uses in order to protect the residential area. The development potential of land around the metro station was acknowledged in the 1974 plan, but very moderate levels of development were envisioned. However, other than the continuation of residential renovation and rehabilitation programs in the context of the Potomac Conservation Plan, little was done to implement any of the 1974 Plan's recommendations for the Braddock area. No attempt was made to rezone the large amounts of industrial zoning to a mixed use or even commercial zone, even though industrial uses had been deemed inappropriate and mixed use promoted as desirable. Within the areas designated as residential, large areas of commercial zoning existed but no attempt was made to rezone them to residential until 1986 when 51 residential parcels were rezoned from commercial to residential.

The City's decisions, in 1981 and 1982, to promote the intensive redevelopment of the surplus John Roberts and Parker Gray sites adjacent to the metro, marked a turning point in City policy for the area. For the first time, the City was encouraging more intense development around the metro station. The goal of residential preservation was certainly still considered critical, as evidenced by the Council resolution (#845) issued concurrently with the rezoning/redevelopment decision stating Council's commitment to maintaining existing residential uses in the Braddock area. But the decision to promote redevelopment around the Braddock Station also signaled the City's intention to encourage and actively promote development adjacent to the metro station. The City reaffirmed this position in May, 1988, when it approved a P.U.D. for a mixed use project including office, residential and retail uses at heights up to 149 feet and an F.A.R. in excess of 4.0.

The 1982 plan further defined the dual goal of residential preservation and metro redevelopment, and recommended specific implementation strategies for balancing the two conflicting goals. The plan clearly demarcated the areas for preservation and the areas for redevelopment, calling for very strict development controls within the preservation area and more intense mixed use residential and commercial development in the redevelopment area.

Mixed use residential and commercial development, a strategy that had been emerging over the past decade, was used by the 1982 plan as the major means of accomplishing and balancing the redevelopment/preservation goals for the area. The 1982 plan argued that "mixed uses are appropriate for the redevelopment area because they are flexible in responding to a variety of needs. Problems of achieving transitional building scales, appropriate adjacent uses, compatibility with existing uses, and market responsiveness can best be achieved through a mixed use strategy. In contrast, a single use redevelopment strategy may be less sensitive and less able to achieve the goals of compatibility with a residential area and the use of the metro."

In order to implement the mixed use strategy, the plan called for rezoning of the redevelopment area to the M-2 mixed use zone, which allowed mixed use residential, office and retail development up to 77 feet with a maximum floor area ratio of 3.0 and a maximum residential density of 54.45 units/acre. However, except for the two surplus parcels the City offered for redevelopment, none of the parcels within the Braddock area have been rezoned to mixed use. Even those areas which have been designated for mixed use commercial and residential development as early as 1974, still retain I-1 and I-2 industrial zoning. The I-1 and I-2 zoning do not require or even encourage mixed use development, but rather allow total commercial or industrial development at substantial densities and scales. I-1 and I-2 zoning also remain along Henry Street, south of Oronoco Street, an area where City land use policy has been to promote lower scales and densities of commercial development; the adopted 1982 plan recommended development of a new lower density mixed use zone for application to these areas, but a new zone was never developed. One mixed use proposal at very high densities was approved on I-1 zoned land with a P.U.D.

Within the primarily residential area, designated for preservation, large amounts of commercial zoning, including C-3, C-2, C-2-B and C-1, remain. The City did consider rezoning 95 residential parcels with commercial zoning in areas designated for residential from commercial to residential zoning in 1986 and finally rezoned about half of them. The others were deemed "essentially commercial" even though used residentially and zoned residentially, because they were in what the City considered to be established commercial areas. This failure to rezone half the parcels suggests that the boundaries between commercial and residential areas in the plan need to be examined in order to ensure that no essentially commercial areas are included in the areas designated for residential land use. This suggests, in turn, the need for a less generalized land use map which can better reflect specific City land use policy.

#### **Summary -- Policy**

- o The City has consistently encouraged redevelopment around the Braddock Metro station and preservation of residential uses within the Braddock study area.
- o Although past plans for the area have called for a mix of uses and lower density development on some parcels, City Council has not implemented these adopted recommendations through the application of appropriate zoning.

#### **ISSUES**

The analysis reveals several major issues which need to be addressed in the plan.

- o how to protect and strengthen the viability of the residential neighborhoods.
- o how to create transitional land uses, building scales and building densities to protect residential areas from high density commercial redevelopment.
- o how to ensure appropriate development of vacant and underutilized industrial and commercial properties to add transit ridership, tax base and vitality to the area without overwhelming the street system and without harming adjacent residential neighborhoods.

### **Residential Preservation**

With over 40 percent of the land in residential uses, the Braddock area has a substantial residential base. The residential areas are moderate in density and low in scale, with some historical significance. The City has consistently expressed a desire to preserve these residential areas. The residential areas are more economically viable than in the past; many blighted units have been demolished or rehabilitated and residential assessments and sales are increasing. The economic viability, residential zoning and Historic District will help ensure preservation of most of the existing dwelling units, but the residential area needs additional protection from the effects of intensive and/or encroaching commercial activity. Most of the residential blocks in the Braddock area are only a few blocks from commercial activity or from zoning which allows relatively intense commercial activity. Transitions between intense activity and established residential areas need to be provided; commercial activities within or adjacent to the residential areas should be low in scale and density in order to protect the residential uses. The residential areas could also be strengthened by encouraging additional residential uses on adjacent sites. Finally, there are a few residential uses which currently have commercial zoning; rezoning these residential uses to residential zones would further protect the residential uses, and limiting or refusing commercial to residential rezonings would also ensure residential preservation.

### **Redevelopment**

Most of the redevelopable parcels have industrial zoning and light industrial uses such as warehousing, storage and distribution. The industrial uses are housed in old, often obsolete buildings and are sited on land which is substantially more valuable than the buildings. The industrial uses and the industrial zoning, allowing new industrial uses, are clearly inappropriate in this area, near the metro station and adjacent to the residential areas. Most of the industrial uses will certainly be replaced with more intense commercial uses as the value of the land continues to rise, the already obsolete industrial buildings deteriorate further, and the availability of sites in other favored development areas decreases. Under existing industrial zoning, redevelopment would probably be primarily commercial, although residential could be built under the P.U.D. provision of the I-1 zone on some of the larger parcels. The existing zoning would allow almost 4.5 million square feet of development in the Braddock area on redevelopable commercial and industrial parcels, which would generate over 7,000 a.m. peak hour vehicles.

### **Appropriate Development**

Three major factors determine what is appropriate development in the area. They are City-wide goals; the market; and the local context, including adjoining land use, the street system and urban design issues. City goals can support a very wide range of potential development which is then limited by what is economically feasible. But the major factor defining appropriate redevelopment is the local context. Redevelopment must provide for appropriate transitions in scales and densities adjacent to the established low-scale residential area in order to avoid overshadowing of the residential character and intrusions into the residential area of noise, light and shadow. Redevelopment must not generate traffic volumes greater than what the area's street system can handle and cannot result in large traffic volumes on the residential streets. Redevelopment should also be sensitive to the area's established aesthetic quality by providing visual interest, open space and pedestrian access.

### **Commercial Redevelopment**

It is obviously in the City's interest to encourage intense commercial development for fiscal reasons. However, the City has a substantial amount of land suitable for commercial development and redevelopment in other locations, some of which is better located for intense commercial development. Access to the Braddock Area is fairly poor, with a increasingly congested street system with little opportunity for improvement. And there are other potential development areas in the City which are not directly adjacent

to low-scale residential areas. On the other hand, the Braddock Area does have a significant amount of redevelopable industrial land near a metro station; and the Braddock area's location in Planning District I near the King Street Development area, Old Town and the North Waterfront is relatively desirable.

Intensive redevelopment of all the industrial parcels in commercial uses would impact the adjoining low-scale residential areas. Although the ratio of land in residential vs. commercial and industrial land uses would not change significantly if all of the redevelopable land is developed in intensive commercial uses, relatively low bulk, low scale buildings could be replaced by medium to high scale, high bulk buildings resulting in a substantially increased commercial character for the area.

The traffic that could potentially be generated by intensive commercial development would overwhelm the Braddock area arterials and collectors, forcing traffic onto the residential streets. Even the residential streets could not realistically handle the potential increase in traffic that would be generated by total commercial redevelopment at allowable densities. While it is difficult to examine the Braddock Street network outside of the context of the entire Alexandria street system because of the large amounts of through traffic, several local issues must be addressed. The Braddock Street system, at the very least, must be able to handle the traffic generated by new development on redevelopment parcels. The area's location, bisected by Route 1 and bounded by Washington and King Streets results in large amounts of through traffic which place an additional burden on the area's streets system. The street system within the Braddock area should be designed to move the traffic through the area as efficiently as possible, while minimizing the impacts of the traffic on the residential areas.

### **Residential Redevelopment**

The Braddock area already has a substantially residential character, and the rapid sales of the Braddock and Colecroft residential units attest to the Braddock area's desirability as a residential location. There is a very limited amount of residentially zoned vacant land in the City. Residential uses compete with commercial uses for commercially zoned land. In the Braddock area, the redevelopable parcels have industrial zoning, which does not allow for residential uses except under the P.U.D. provision. Mixed use zoning could promote or require a residential component on parcels adjacent to existing residential uses, creating new residential opportunities while also providing for a transition between existing low scale residential and any new higher density commercial development in the area. The Braddock area provides an excellent opportunity for providing new medium and high density residential development within the City.

### **Mixed Use Redevelopment**

Past land use plans for the Braddock area have called for redevelopment in a mix of commercial and residential uses. Mixed use was used in the 1982 plan as the major means of accomplishing and balancing the redevelopment and residential preservation goals for the area. The 1982 plan argued that mixed use was appropriate in the redevelopment area because it was more flexible than a single use strategy in responding to a variety of needs, including transitional building scales, appropriate adjacent uses and market responsiveness. However, mixed use zoning was never implemented for the area other than on the two parcels sold by the City for redevelopment.

A mix of commercial and residential redevelopment for the Braddock area is in concert with both city-wide goals and the market. It would provide for commercial development opportunities while also providing for new residential units in the City. A mix would promote round-the-clock activity, improving safety. A mix of uses would probably also maximize metro usage. A residential and commercial mixed use land use strategy would also help to avoid or mitigate conflicts which are likely to arise between the residential and commercial land uses.

A residential/commercial mixed use area between more intensive commercial uses and established low scale residential neighborhoods would provide a transition in uses, and could also provide a transition in scales and densities, helping to strengthen the residential character of the established residential areas.

A mixed use strategy could help to mitigate some of the potential traffic impacts of development. Even at maximum densities, a mix of residential and commercial uses generates fewer vehicles than total commercial development. In the Braddock area, it was illustrated that total commercial development of all of the underutilized parcels would add 45 percent more vehicles to the streets during the a.m. peak hour than would developing the same parcels at the same densities but with a 50-50 mix.

A mixed use strategy applied to most of the redevelopable parcels would facilitate the organization of uses around streets. Fayette Street could be developed as a residential street, thereby strengthening the residential character of that section of the area and also providing a link between older established residential uses along Fayette Street and the newer residential units at Braddock Place and any other new residential uses along Fayette Street.

### **Implementation**

As noted above, the concept of mixed use in the Braddock Area is not new; the 1982 plan designated all of the commercial areas in Braddock for mixed uses. Nor is the concept of ensuring appropriate transitions in density and scale between residential and commercial uses new; this is also discussed in the 1982 plan. However, these and many other past recommendations were never implemented, primarily due to the lack of appropriate zoning. The city has several mixed use zones, including the M-2 zone developed for the Braddock area. The M-2 zone permits a mix of uses at a maximum F.A.R. of 3.0, a maximum of 54.45 dwelling units per acre and heights up to 77 feet. However, the M-2 zone does not require or even promote a mix of commercial and residential development, rather it allows total commercial development. In any case, the M-2 zone was never applied to any parcels in the Braddock area other than on the sites of the two City initiated projects; rather, the industrial zoning remained. Industrial zoning also remains within the primarily residential area, allowing uses inappropriate within a residential area at densities which are also inappropriate directly adjacent to residences. If the City wishes to ensure that appropriate development occurs, it should implement new zones which promote the land use goals.

### **Summary -- Issues**

- o Although a number of past City policies have helped strengthen the established residential areas, the residential areas need additional protection from the effects of future commercial development in the area.
- o The industrial uses and zoning on many of the parcels near the metro station are obsolete; redevelopment of the parcels is desirable and inevitable and new zoning is needed on the parcels to provide for appropriate redevelopment.
- o Redevelopment of the parcels in all commercial uses at the intensities allowed under existing zoning would dramatically change the character of the study area, would not provide needed transitions between existing residential uses and would generate more traffic than the areas street system could absorb.
- o The study area is an excellent location for new residential development.
- o A mixed use redevelopment strategy on most of the redevelopable parcels would: strengthen the existing residential uses by providing for additional residential uses and transitions between new commercial development, would decrease the traffic impacts of development and increase metro usage, would help preserve the existing character of the area.

## **GOALS AND OBJECTIVES OF THE PLAN**

The goals of this plan are to preserve and strengthen the residential areas within the Braddock Road area, to protect residential areas from high density commercial office development abutting existing residential uses, and to encourage mixed use development, to include residential uses, near the Metro Station. To achieve these goals, the plan includes the following objectives:

- o Preserve the residential areas by retaining the existing residential zoning, vigorously adhering to the Parker Gray Historic District standards, and rezoning commercially zoned residentially used land to residential.
- o Strengthen the residential area by providing for height and density transitions between commercial uses and existing residential uses, by encouraging new residential uses adjacent to the existing residential uses, and providing for the development of Fayette Street as residential.
- o Encourage stability in the existing and future residential areas, including the area devoted to public and publicly assisted housing and set aside moderate and low income rental housing or home- ownership opportunities. The City reaffirms the policies set forth in Res. 276.
- o Encourage higher density commercial development in areas accessible to the metro station and away from the established residential neighborhoods.
- o Provide for mixed use zoning which encourages or requires a mix of residential and commercial uses on sites where mixed use is desired.
- o Provide for zoning which ensures height and density transitions between established low scale residential areas and areas of potentially more intense commercial development.
- o Remove industrial zoning to prevent further industrial uses.
- o Decrease the traffic impacts of development and maximize usage of the Braddock Metro Station by providing for a mix of residential and commercial uses on redevelopable parcels.
- o Provide for efficient traffic circulation by improving east-west access.
- o Improve access to the metro station by improving east-west vehicle access and creating a system of pedestrian linkages between the station and residential areas.
- o Improve safety by promoting round-the-clock activity in the area by providing for a mix of residential and commercial uses.

## **LAND USE RECOMMENDATIONS**

The existing land use plan for the area is shown on Map 8. The proposed land use concept for the study area (Map 9) provides for medium density commercial development on most of the parcels west of Henry Street and North of Madison Street, and higher density residential development adjacent to the medium density commercial uses, southward along the northern half of Fayette Street and directly south of the metro station. The areas of existing moderate and low density residential development, generally west of the Henry Street corridor south of Pendleton Street and east of the Henry Street corridor, are designated for lower density residential uses. The Henry Street corridor is designated for low density commercial development. The commercial areas along King and Cameron Streets are designated as the Central Business district, because of their location within and adjacent to the City's central business district. This land use concept for the study area is translated into more specific land use designations which are shown on Map 10 and described below.

### **Medium Density Commercial Development**

In the 1974 and 1982 Master Plans for the Braddock Area, the blocks north of First Street were designated for mixed use. The parcels are zoned I- 1 and are currently the site of light industrial activities. The proposed designation of these blocks is Office Commercial Medium (OCM), medium density and scale commercial development. These parcels are more appropriate for denser and higher commercial development than the rest of the study area; they are more removed from residential areas and are directly adjacent to the RF&P railroad tracks and the heavily trafficked Route 1 and Monroe Avenue bridge. The OCM designation allows for all commercial development.

### **Higher Density Residential Areas**

Along and south of First Street, west of Henry Street is a transitional area between existing residential uses and the relatively higher density commercial area provided for to the north. Medium to high density mixed use development with a substantial residential component is recommended in order to provide the transition in uses and densities, but also to reinforce the residential character of the Braddock area, maximize metro usage, reduce potential traffic impacts and provide round-the- clock activity in the area.

The Braddock area presents an excellent opportunity for providing medium and high density residential development within the City. The success of the Colecroft and Braddock Place residential components, as demonstrated by the unit's rapid sales, attest to this area's desirability in terms of residential development, and the large, underutilized parcels make residential redevelopment possible.

The parcels directly adjacent to those designated OCM for medium density commercial development are designated for Commercial Residential Mixed Use (CRMU), mixed use with at least 50 percent residential at medium or high densities and limited densities with no residential.

In the absence of residential-commercial mixed use on the CRMU designated blocks, commercial development should be kept at moderate levels. Without the residential component of mixed use to serve as a transition between residential areas and more intense commercial development, lower densities and scales of commercial development should provide that transition. Furthermore, the street system in the Braddock Road metro station study area would be unable to handle the high volume of traffic which would be generated if all of these commercial parcels would be allowed to develop entirely as higher density commercial uses. A mix of uses would mitigate some of the traffic problems anticipated from development by reducing the amount of traffic during the a.m. peak hour and promoting a bi-directional traffic flow (in-bound office trips against outbound residential trips).

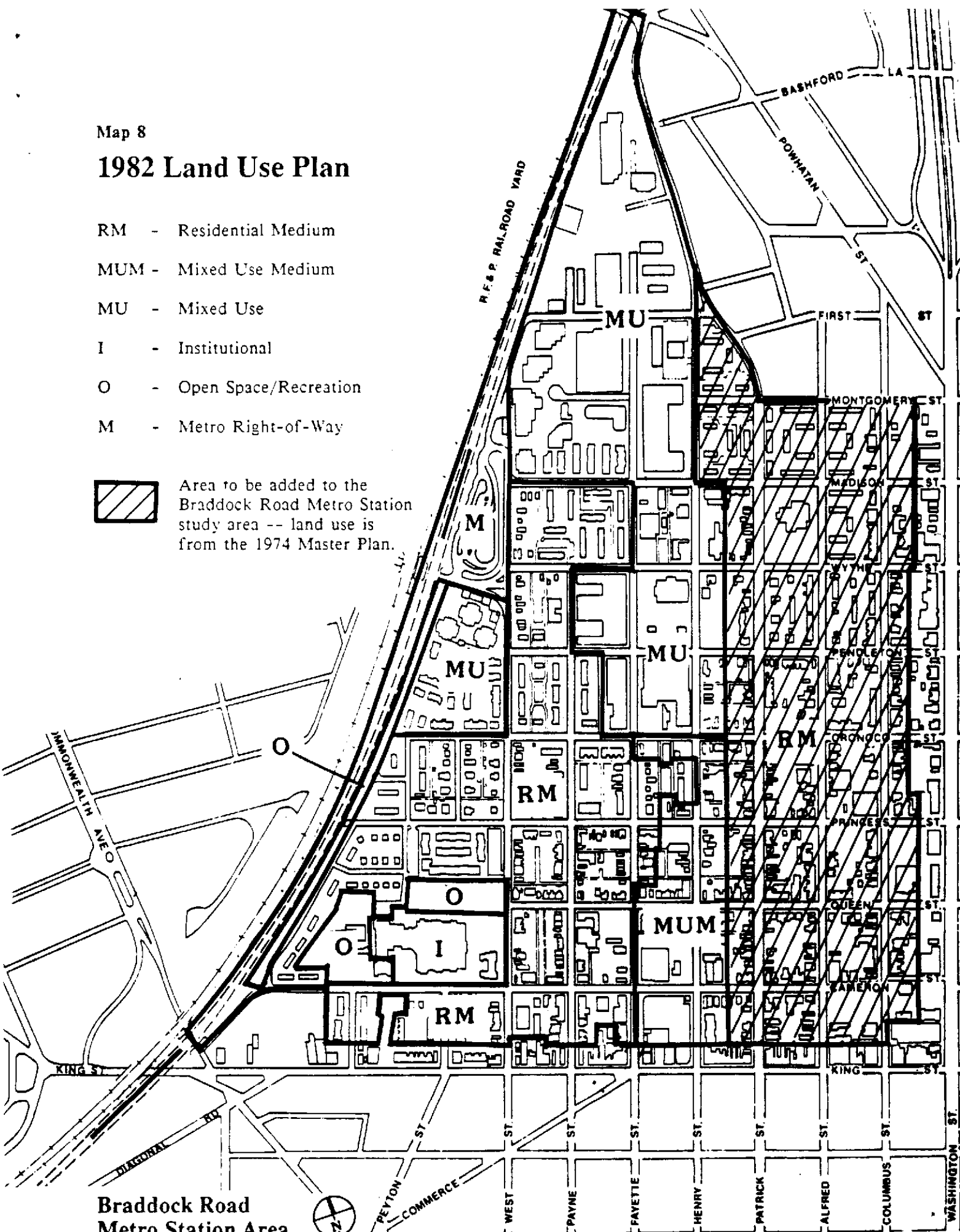
Map 8

# 1982 Land Use Plan

- RM - Residential Medium
- MUM - Mixed Use Medium
- MU - Mixed Use
- I - Institutional
- O - Open Space/Recreation
- M - Metro Right-of-Way



Area to be added to the Braddock Road Metro Station study area -- land use is from the 1974 Master Plan.



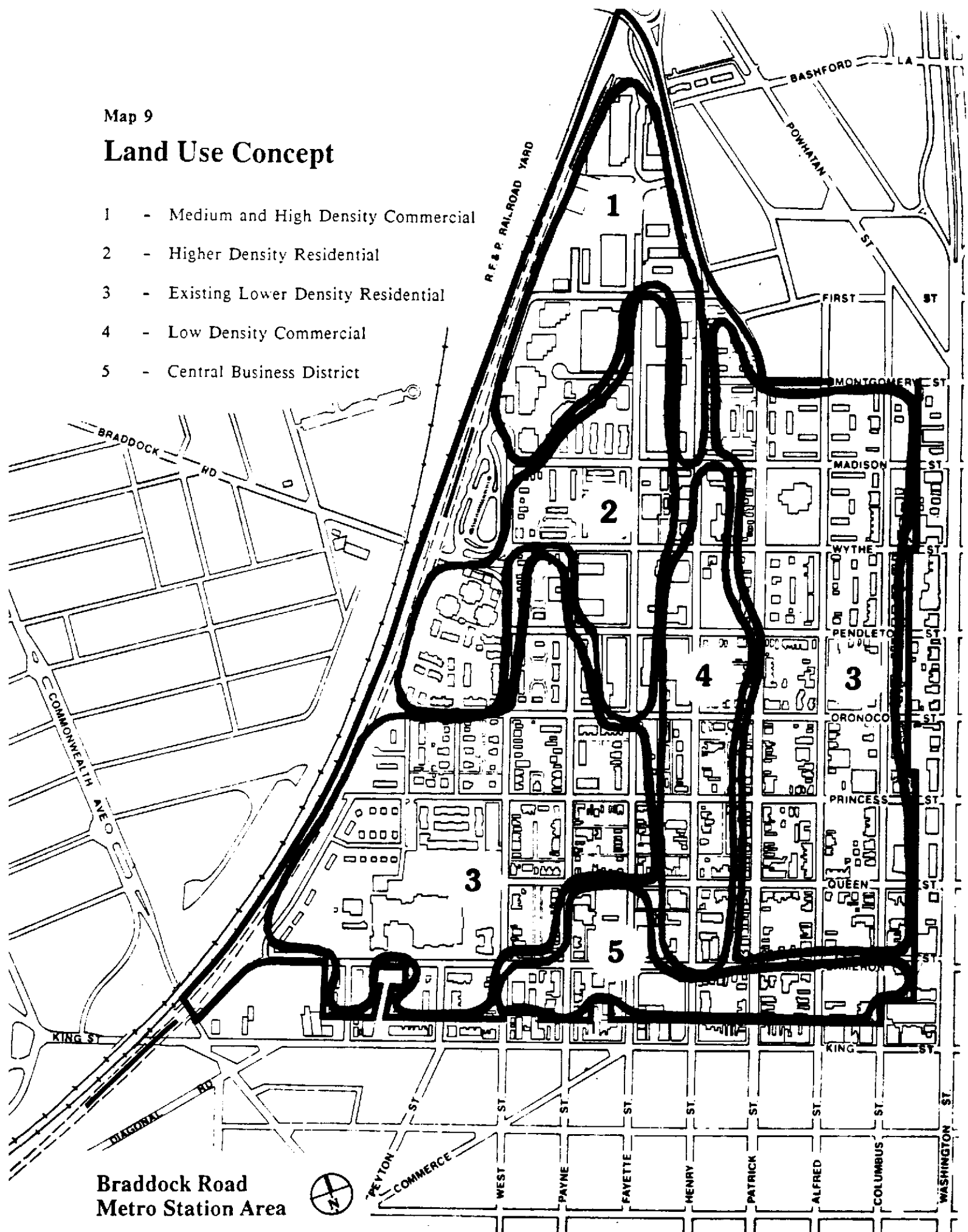
Braddock Road Metro Station Area



Map 9

# Land Use Concept

- 1 - Medium and High Density Commercial
- 2 - Higher Density Residential
- 3 - Existing Lower Density Residential
- 4 - Low Density Commercial
- 5 - Central Business District

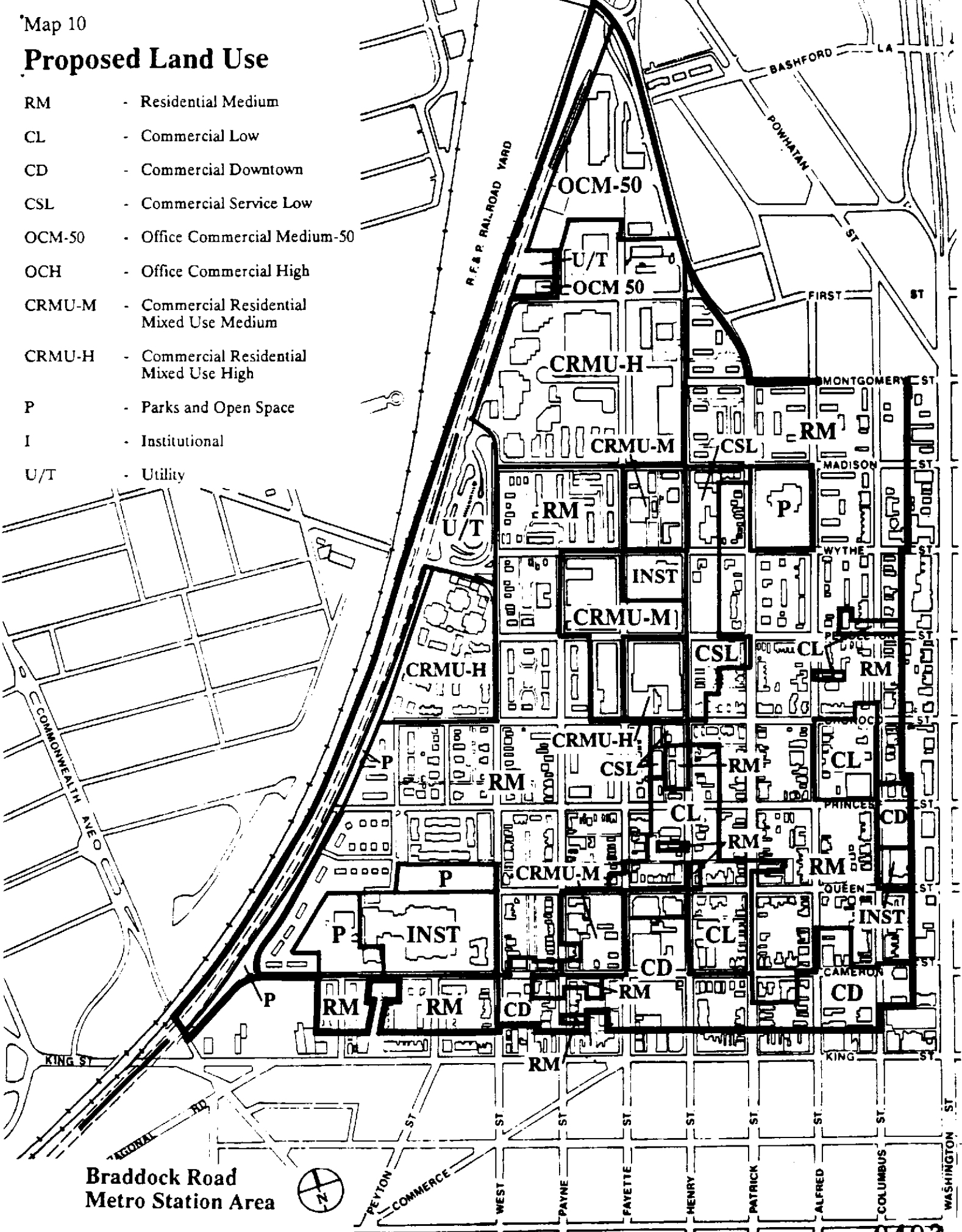


Braddock Road  
Metro Station Area



# Proposed Land Use

- RM - Residential Medium
- CL - Commercial Low
- CD - Commercial Downtown
- CSL - Commercial Service Low
- OCM-50 - Office Commercial Medium-50
- OCH - Office Commercial High
- CRMU-M - Commercial Residential Mixed Use Medium
- CRMU-H - Commercial Residential Mixed Use High
- P - Parks and Open Space
- I - Institutional
- U/T - Utility



**Braddock Road  
Metro Station Area**



Moving southward west of Henry Street the parcels are also designated CRMU, but with lower densities since these parcels are surrounded on three sides by existing lower density residential uses. The exception is the Hennage block, which Council decided should be at higher densities. Except for the Hennage block, these parcels south of Madison Street are designated CRMU-M, mixed use with at least 50 percent residential at medium densities and limited densities when residential is not part of the project. The proposed land use, CRMU, will allow for continuance of existing uses on these blocks or commercial redevelopment at low scales and low intensities, similar to those allowed under the CSL designation, which are unlikely to impact the surrounding residential areas. This plan recommends allowing increased development if the blocks are redeveloped for residential or mixed use commercial and residential development. Both higher density residential and mixed use residential-commercial development could provide the same transitions as low density commercial development.

Development on the Washington Cold Storage block northeast of the Braddock Place development, at the southwest corner of First and Fayette Streets, should relate physically to the existing Braddock Place development. The commercial component of this mixed use block is designated as high to allow for more density and height than allowed in the rest of the mixed use area because this block is not adjacent to established low scale residential areas.

Because they are surrounded on three sides by residential development, the Security Storage block and Old Dominion Printer's site are ideally suited for redevelopment as residential. If the blocks are not developed as residential, they should be developed in a mix of residential and commercial uses so that the residential uses can be used as a transition between any new commercial development and the surrounding residential. Should the owner choose to develop as commercial only, densities should be kept low in order to reduce traffic impacts of the new development and ensure compatibility with the surrounding residential uses.

The residential components of these mixed use areas should be oriented, where possible, along Fayette Street. There is already a significant amount of residential development along Fayette Street and orienting new residential development toward Fayette will provide a focus for new residential development and help link it to established residential areas.

### **Lower Density Commercial Area**

The rest of the parcels along Henry Street are designated for low density commercial development; the parcels east of Henry Street and north of Pendleton Street are recommended for Commercial Service Low (CSL), while the remaining parcels, toward the south, are designated for Commercial Low (CL). CSL and CL both provide for very similar types of land use; low scale, low intensity commercial which is compatible next to low scale residential areas, including retail, service and townhouse scale office. In addition, CSL allows for limited clean light industrial or service uses which are compatible with residential; CSL allows slightly greater density and heights (50') than does CL (35' /45' with SUP).

Generally, the areas designated CSL and CL are on blocks with small parcels and fragmented ownership. All of the CSL and CL areas are directly adjacent to existing low scale residential development and within the Parker Gray Historic District. These two land use designations, CL and CSL, would allow for low intensity commercial development similar to that which has been occurring along Henry Street over the past few years. This form of development is compatible in scale and density with the adjacent historic residential areas. The two half blocks are designated CSL rather than CL because of existing uses which are not likely to redevelop in the near future and which are not harmful to the neighborhood.

### **Central Business District Area**

The third commercial area within the Braddock Road Metro Station area includes all of the blocks south of Cameron Street as far west as West Street and a few adjacent blocks. These are commercial blocks strongly tied to either King Street or Washington Street development. No residentially zoned parcels are included within this area, although there are a few residentially used parcels which Council has previously declined to rezone to residential.

Except for the blocks facing Henry Street, the existing land use plan calls for residential land use over these blocks. However, the zoning is predominately C-3, with small amounts of I-1, C-2 and C-1 and the uses are almost all commercial, primarily office with some retail, service and very light industrial. This subarea of the Braddock Area is unique in that it is tied directly to the City's Central Business District. Some of the blocks are within the City's CBD, while others are directly adjacent to it. As such, this area is generally appropriate for a higher density of commercial uses than found along Henry Street. All but a small part of this area is covered by either the Parker Gray or the Old and Historic Districts. As such, much of the existing lower density development within this area is already protected from redevelopment at significantly higher densities.

Proposed land use over this area is Commercial Downtown (CD); retail, office, service, hotel and residential activities within the central business area at high densities and limited heights. Commercial-Residential Mixed Use (CRMU); mixed use with at least 50% residential at medium densities and limited densities with no residential; and Commercial Low (CL); low intensity office, retail and service; are proposed on those blocks further removed from the central commercial corridors, providing a transition back to residential.

The block at the northwest corner of Fayette and Cameron Streets is proposed for CRMU. CRMU would allow the existing commercial and light industrial development on this block to remain; but promotes residential or a mix of commercial and residential development by allowing more density if mixed use redevelopment occurs. Surrounded on three sides by residential development, this is another block within the area which is inappropriate for high density commercial redevelopment but which would make an excellent location for residential redevelopment or for a mix of residential and commercial development.

Commercial Low (CL) is proposed along Alfred Street, northeast of Princess. These CL parcels at the northeast corner of Princess and Alfred Streets are actually within a residential area; since commercial uses already exist they are recognized with a commercial designation but are designated for only low densities to ensure compatibility with the bordering residential parcels.

### **Residential Area**

The rest of the study area is designated for Residential Medium. The 1974 Master Plan and 1982 Braddock Road Metro Station Area Plan also designated these areas as medium residential. These areas are well established residential neighborhoods, with a few scattered isolated commercial uses. Almost all of the area is within the Parker Gray Historic District and zoning is predominately RB, with some RC, RM, C-1, C-2 and C-2-B.

This plan seeks to preserve the residential areas and protect the existing residential neighborhoods from encroaching commercial development. Therefore, it is recommended that existing residential structures be retained and renovated, where possible, and that infill residential development occur on vacant parcels. Even though there is a considerable amount of commercial zoning in the area east of Patrick Street, north of Princess Street and south of Wythe Street, these commercially zoned parcels are residentially developed, and it is recommended that the commercial zoning within this area be eliminated, except in the few scattered instances where commercial uses are already occurring. Such uses should be allowed to continue. A few scattered neighborhood oriented commercial uses within an area like Brad-

dock can be beneficial for residents; however, a delicate balance between commercial and residential development exists and should be maintained. A large part of the Braddock area is already designated for a range of commercial activities. While isolated commercial activity at low intensities and low scales within the residential area is not necessarily detrimental, increasing conversion of residential property to commercial endangers the residential nature of the area and should be controlled. Increased commercial uses within the residential areas should not be allowed.

**Land Use Recommendations:**

The following is a summary of the proposed changes to the Land Use Plan, as discussed in general in the previous section.

Staff recommends that the Planning Commission and City Council Adopt the "Proposed Land Use" (Map 10) to replace the Braddock Road Station Area Plan and 1974 Master Plan for the Braddock Area. The sites proposed to be changed from the 1974 and 1982 plans are shown on Map 11 and are summarized below.

1. From Mixed Use to Commercial Residential Mixed Use (High Density).

The blocks along and south of First Street, west of Henry Street and north of Madison Street have been designated for Commercial Residential Mixed Use to provide for intense redevelopment of the large industrially zoned parcels. Commercial Residential Mixed Use will provide a transition between the existing low scale residential to the south and the commercial development proposed north of First Street. Slightly more density and height may be appropriate on the Washington Cold Storage block which is well located to serve as a focal point for the development area and which is not adjacent to existing low scale residential areas. The residential component of future development should focus on Fayette Street, while the commercial component should focus on the heavily trafficked Henry Street. Included in this CRMU area is the existing Braddock Place mixed use development. In May, 1988, while this plan was in process, the City approved a special use permit for this site. The proposed Braddock Center is a mixed use residential, office and retail project with a 4.25 F.A.R. and heights grading up to 149 feet. While this density and height is not appropriate on most of the sites in the Braddock Area, the height and density will provide the focal point noted above, and also allow for a large plaza/open space area in the project.

2. From Mixed Use to Office Commercial Medium.

These parcels at the northern end of the study area are recommended for designation as Office Commercial Medium. Although not directly adjacent to lower density residential areas and near the metro station, these parcels have limited vehicular access. Development should focus on First and Fayette Street to create a node with Braddock Center, with transitional densities and heights further north and east as the area narrows and begins to abut the low scale residential areas to the northeast.

3. From Mixed Use to Office Commercial Medium.

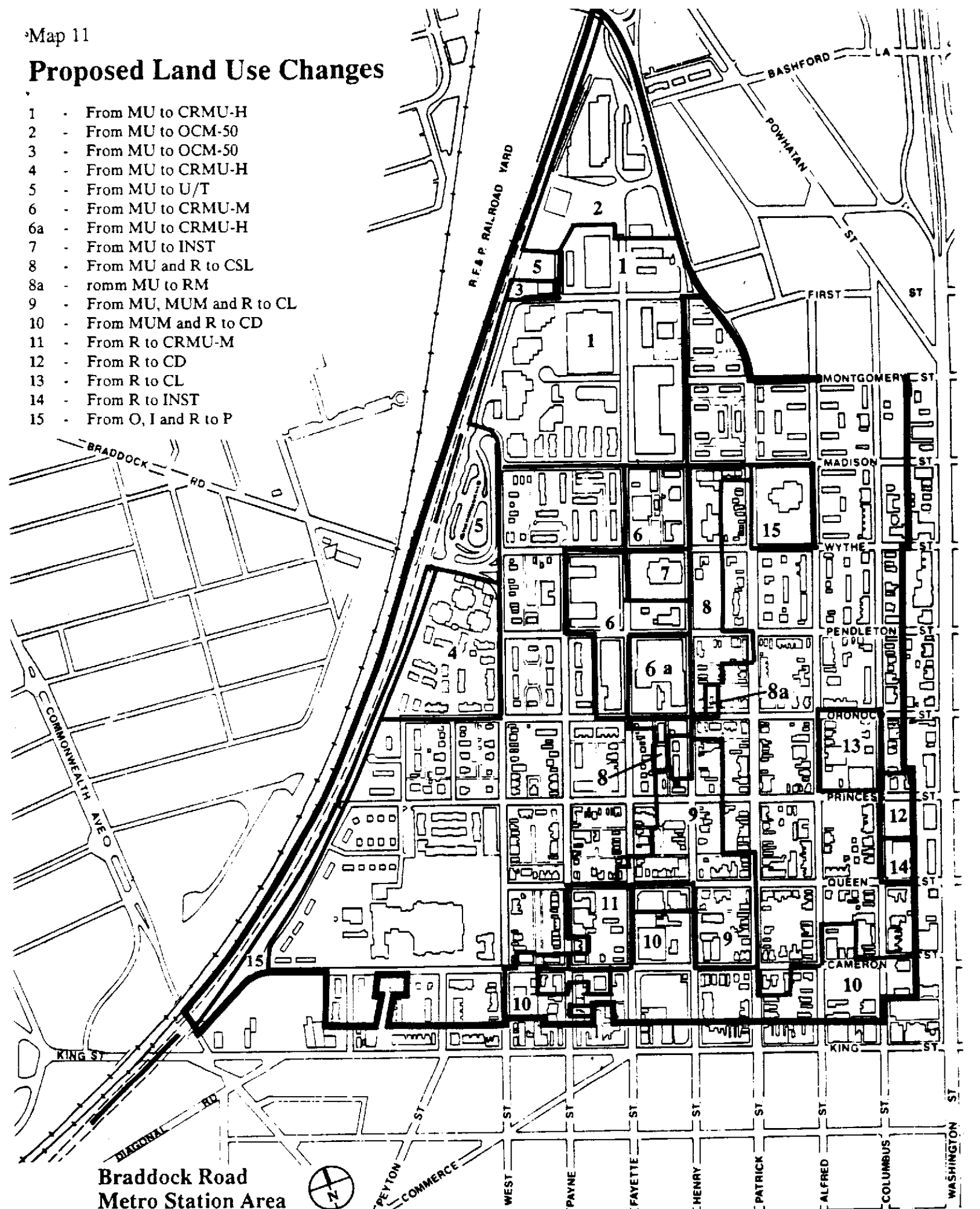
The Association of Old Crows Building is designated OCM to reflect existing use.

4. From Mixed Use to Commercial-Residential Mixed Use-High.

The Colecroft site is designated Commercial Residential Mixed Use to reflect existing use.

# Proposed Land Use Changes

- 1 - From MU to CRMU-H
- 2 - From MU to OCM-50
- 3 - From MU to OCM-50
- 4 - From MU to CRMU-H
- 5 - From MU to U/T
- 6 - From MU to CRMU-M
- 6a - From MU to CRMU-H
- 7 - From MU to INST
- 8 - From MU and R to CSL
- 8a - From MU to RM
- 9 - From MU, MUM and R to CL
- 10 - From MUM and R to CD
- 11 - From R to CRMU-M
- 12 - From R to CD
- 13 - From R to CL
- 14 - From R to INST
- 15 - From O, I and R to P



**Braddock Road  
Metro Station Area**



5. From Metro Right of Way, Mixed Use and Residential to Utility.

The water tower and metro right-of-way are designated utility to reflect existing use.

6. From Mixed Use to Commercial-Residential Mixed Use (Medium Density).

These commercial parcels are located south of Madison Street along Fayette and Henry Streets, and currently being used for predominately light industrial activities, are proposed for Commercial Residential Mixed Use at medium intensities. This designation allows for the continuance of low intensity light industrial activities compatible with the adjacent medium density residential areas or commercial redevelopment at low scales, but encourages redevelopment with a mix of residential and commercial uses by allowing slightly greater heights and densities for projects which include residential uses.

6a. From Mixed Use to Commercial-Residential Mixed Use-High.

This is the Hennage Block, which is located within the corridor designated for mixed use development. Council decided that this block should be allowed to develop at high densities.

7. From Mixed Use Medium to Institutional.

The site of the U.S. Post Office is shown as institutional to reflect existing use.

8. From Mixed Use Medium to Commercial Service Low.

These parcels, generally adjacent to Henry Street on the west and low scale residential neighborhoods to the east, are proposed for service commercial low to allow existing low intensity commercial/industrial uses to continue and to ensure redevelopment at low scales compatible with the adjacent residential uses.

8a. From Mixed Use Medium to Residential Medium.

These parcels are designated residential medium to protect their existing residential uses.

9. From Mixed Use, Mixed Use Medium and Residential to Commercial Low.

These parcels are adjacent to established low scale residential areas, in the middle of the area covered by the Parker Gray District. This area is designated for appropriate development adjacent to the low-scale residential development. The Commercial Low designation proposed for these parcels allows low intensity retail and service uses and townhouse scale office, up to 3 1/2 stories.

10. From Mixed Use Medium and Residential to Commercial Downtown.

These blocks are strongly tied to either King Street or Washington Street development, which comprise the Alexandria Central Business District. Accordingly, this area is designated Commercial Downtown which provides for retail, office, service, hotel and residential activities within the central business area at medium to high densities and limited heights. Included within this CD area are some parcels which were designated as residential on the 1982 plan. The commercially designated area has been expanded to include additional adjoining areas where those areas are primarily commercial in nature. Although medium to high densities are allowed, most of the area is within the historic districts which protect the existing structures from redevelopment. The portion of the area west of Fayette Street is not included in a historic area and Council declined to extend the historic area to cover these blocks.

11. From Residential to Commercial-Residential Mixed Use (Medium Density).

These parcels are currently used for commercial/light industrial uses and are adjacent to low scale residential uses on three sides. Staff recommends a Commercial Residential Mixed Use land use designation which would allow the continuance of the existing low density uses but would encourage residential or residential/commercial uses should the land be redeveloped. If the land is redeveloped in commercial uses, with no residential uses, the commercial redevelopment should be low in scale and density to protect the surrounding residential area. The low intensity commercial or the medium intensity residential or the commercial residential mixed use allowed under CRMU would all provide a transition between the more intense development within the core CD area and the residential area.

12. From Residential to Commercial Downtown.

13. From Residential to Commercial Low.

These parcels are linked to development along Washington Street; they represent a spread of commercial activity from Washington Street into the neighboring residential areas. The parcels closest to Washington Street are designated Commercial Downtown, while the others are designated Commercial Low. This proposed land use provides for a gradual decrease in commercial intensity as distance from the Washington Street commercial area increases.

14. From Residential to Institutional.

The Alexandria Public Library on Queen Street is designated Institutional to reflect existing use.

15. From Open Space/Recreational, Institutional and Residential to Parks, Public Schools and Open Space.

The Linear park along the metro line, the Charles Houston Recreation Center and park area around Jefferson Houston school are shown as Parks, Public Schools and Open Space to reflect existing uses.

## **ZONING RECOMMENDATIONS**

Existing zoning in the Braddock Road Metro Station area is shown on Map 12. Most of the residential areas are zoned RB, with some RC and RM, almost all in the eastern part of the study area. Commercial zoning is predominately C-3 in the areas adjacent to King and Washington Streets; and I-1, I-2 and M- 2 in the areas along Fayette and Henry Street and adjacent to the metro station.

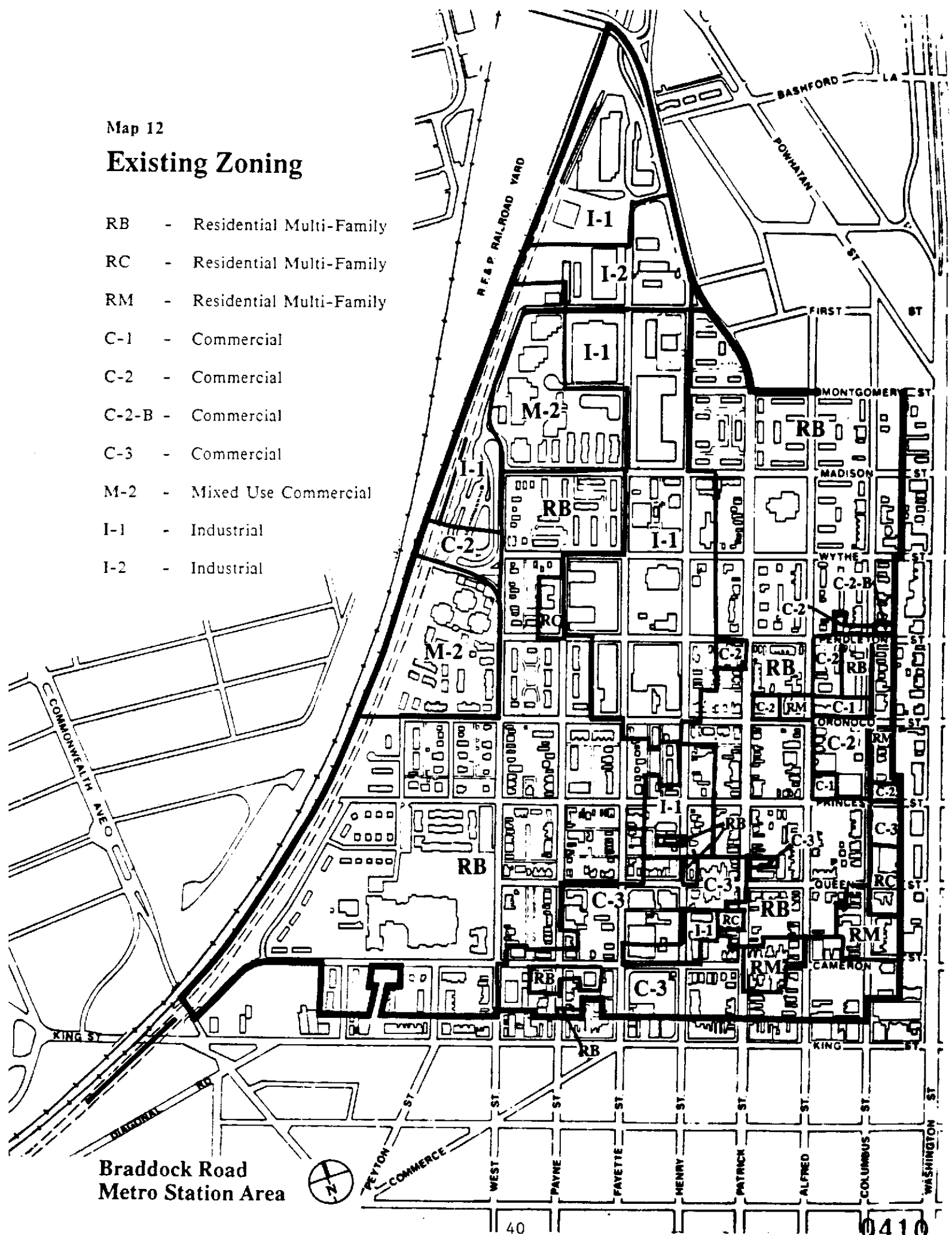
### **Development of New Zones**

In order to implement the land use changes proposed for the Braddock Road Metro Station area, zoning changes are recommended within the Braddock Area. It is particularly important that zoning provide a means for either mandating or encouraging mixed use development on parcels specified for mixed use by restricting pure commercial development to lower densities than those allowed for mixed use. The existing industrial zoning covering most of the areas designated for mixed use is inappropriate for the area and does not promote mixed use. Parcels within the Braddock area recommended for low density commercial uses (CL), also need new zoning to ensure low density development; most of the CL areas are currently zoned I-1, which allows very high densities.

Map 12

# Existing Zoning

- RB - Residential Multi-Family
- RC - Residential Multi-Family
- RM - Residential Multi-Family
- C-1 - Commercial
- C-2 - Commercial
- C-2-B - Commercial
- C-3 - Commercial
- M-2 - Mixed Use Commercial
- I-1 - Industrial
- I-2 - Industrial

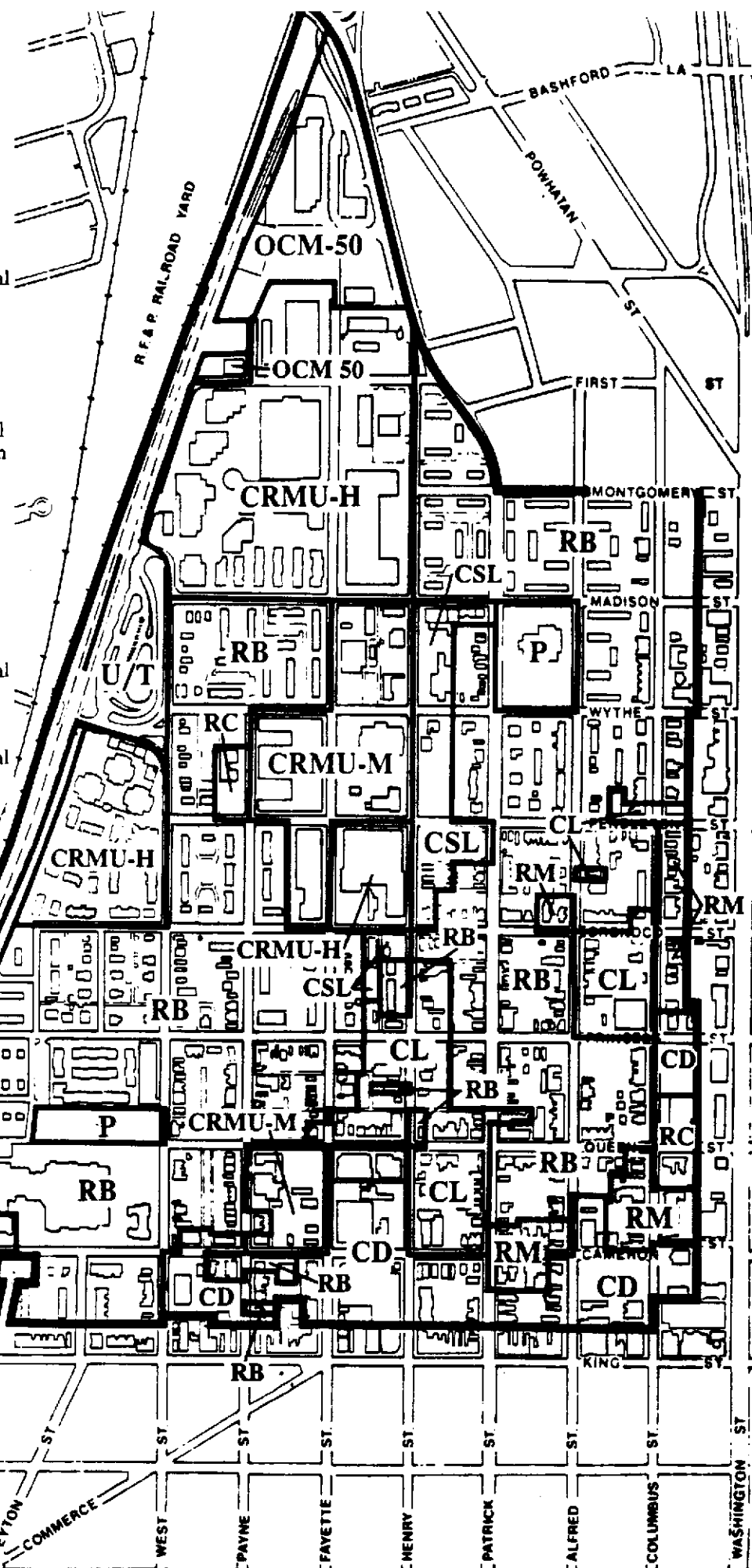


Braddock Road  
Metro Station Area



# Proposed Zoning

- RB - Residential Multi-Family
- RM - Residential Multi-Family
- RC - Residential Multi-Family
- CL - Zone Consistent with Commercial Low Land Use Designation
- CSL - Zone Consistent with Service Commercial Low Land Use Designation
- CD - Zone consistent with Commercial Downtown Land Use Designation
- OCM-50 - Zone Consistent with Office Commercial Medium-50 Land Use Designation
- OCH - Zone Consistent with Office Commercial High Land Use Designation
- CRMU-M - Zone Consistent with Commercial Residential Mixed Use Medium Land Use Designation
- CRMU-H - Zone Consistent with Commercial Residential Mixed Use High Land Use Designation
- P - Zone Consistent with Park Land Use Designation
- U/T - Zone Consistent with Utility and Transportation Land Use Designation

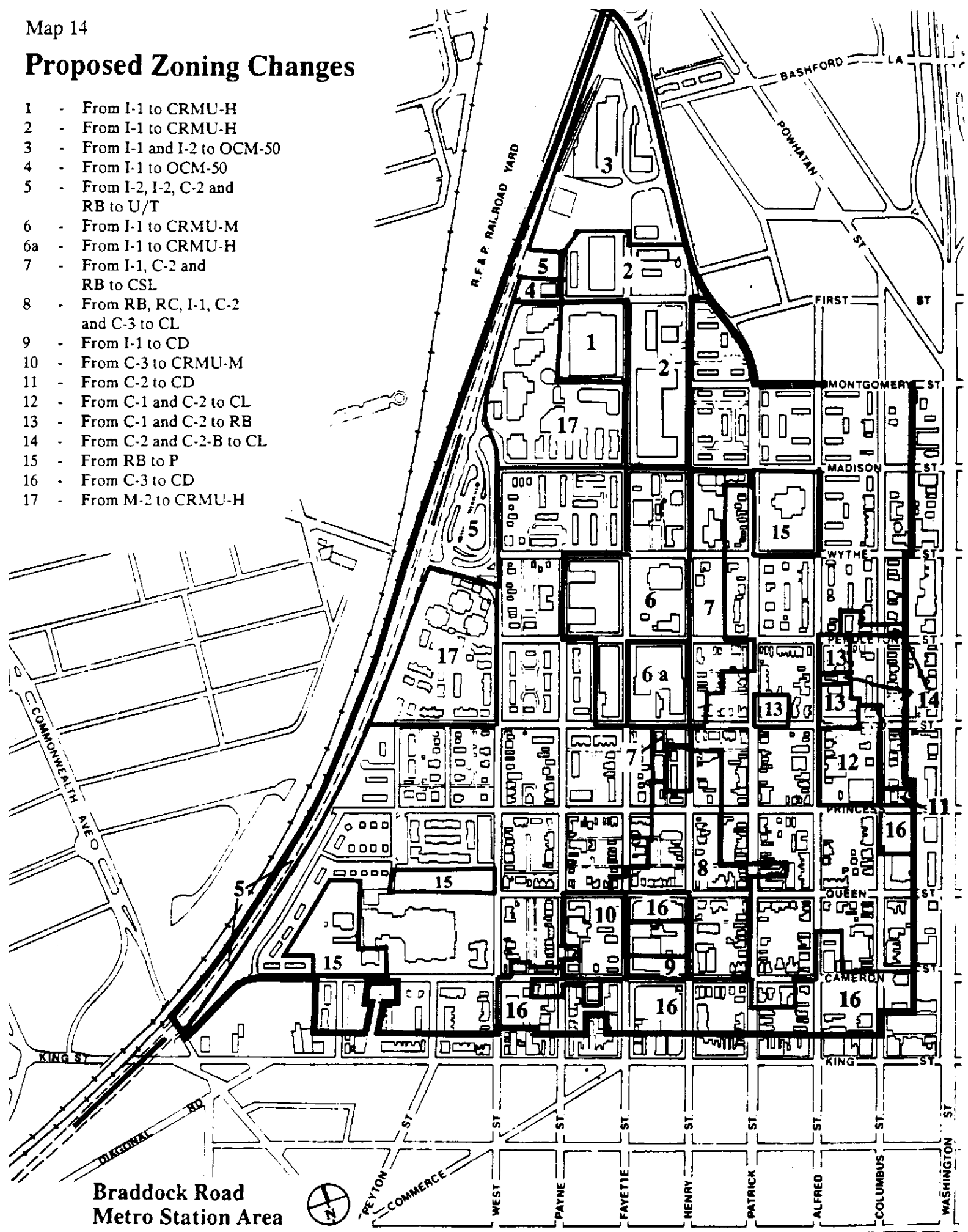


**Braddock Road  
Metro Station Area**



# Proposed Zoning Changes

- 1 - From I-1 to CRMU-H
- 2 - From I-1 to CRMU-H
- 3 - From I-1 and I-2 to OCM-50
- 4 - From I-1 to OCM-50
- 5 - From I-2, I-2, C-2 and RB to U/T
- 6 - From I-1 to CRMU-M
- 6a - From I-1 to CRMU-H
- 7 - From I-1, C-2 and RB to CSL
- 8 - From RB, RC, I-1, C-2 and C-3 to CL
- 9 - From I-1 to CD
- 10 - From C-3 to CRMU-M
- 11 - From C-2 to CD
- 12 - From C-1 and C-2 to CL
- 13 - From C-1 and C-2 to RB
- 14 - From C-2 and C-2-B to CL
- 15 - From RB to P
- 16 - From C-3 to CD
- 17 - From M-2 to CRMU-H



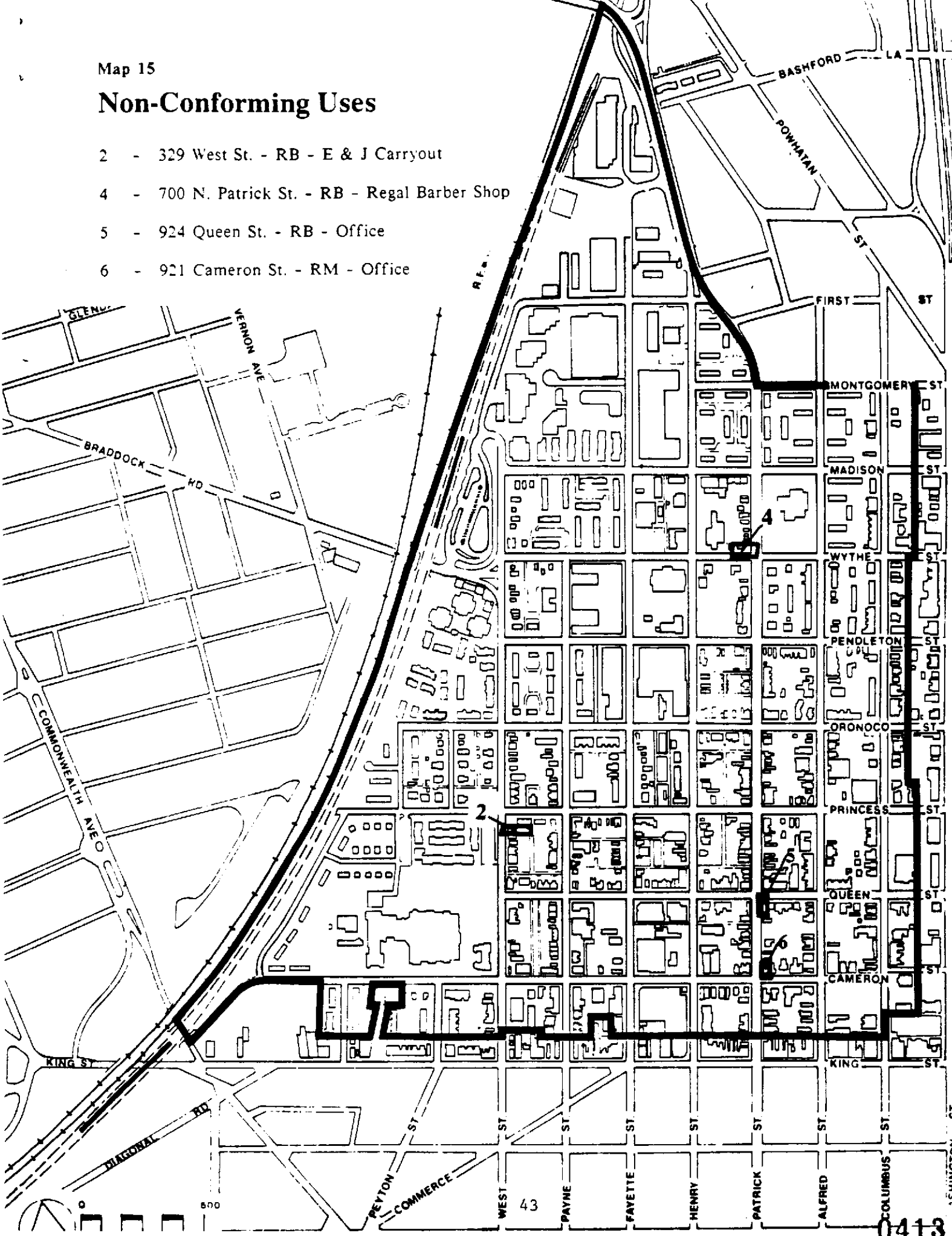
**Braddock Road  
Metro Station Area**



Map 15

# Non-Conforming Uses

- 2 - 329 West St. - RB - E & J Carryout
- 4 - 700 N. Patrick St. - RB - Regal Barber Shop
- 5 - 924 Queen St. - RB - Office
- 6 - 921 Cameron St. - RM - Office



The following zoning changes are recommended in order to implement the proposed land use. In almost all 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. (See Map 13 and Map 14 for proposed changes to the current ordinance.)

### **Non-Conforming Uses**

Another zoning issue in the Braddock study area is the existence of non-conforming uses. There are four non-conforming uses (commercial uses operating on parcels zoned only for residential) within the Braddock Road Metro Station area. (See Map 15) These four non-conforming uses are shown on the attached map.

When City Council adopted the Zoning Code in 1951, existing uses on land not zoned for that use were allowed to continue as part of the code, but were limited to a forty year period of operation as non-conforming uses in a residential zone. Unless City Council passes an ordinance which allows the non-conforming uses to continue operation beyond 1991, they will have to cease operation in 1991 or secure a rezoning by 1991.

Although located in areas designated as residential medium in the land use plan, these uses are not necessarily undesirable even though they often lack adequate parking. In some cases, existing small scale commercial enterprises serving the surrounding residential neighborhoods should be allowed to continue in residentially designated areas. If the use provides needed services to the local area and does not impact the area by generating traffic, noise, light, fumes, etc. a case can be made for allowing the non-conforming use to continue. In April, 1989, City Council considered the non-conforming use issue and decided that non-conforming uses would be handled through an SUP process. Each owner of an existing non-conforming use is to come before Council, and Council will grant SUPs for those deemed compatible with the surrounding neighborhood.

Citizens attending the Braddock Road Metro Station Area Task Force Meetings expressed a strong preference for retaining all of the non-conforming commercial uses in the Braddock area.

### **Zoning Recommendations:**

1. Rezone from I-1 to new zone consistent with the Master Plan Commercial-Residential Mixed Use High designation (CRMU-H).  
(With high densities/high heights).
2. Rezone from I-1 to new zone consistent with the Master Plan Commercial-Residential Mixed Use High designation (CRMU-H) designation.  
(With high densities/medium heights).

This area, recommended for commercial residential mixed use 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 high density levels of development. As the CRMU land use designation indicates, at least 50 percent of the development within this area should be residential; densities should be reduced if there is no mixed use or residential component. It is recommended that the zoning promote a mix of uses within each block, rather than just over the area as a whole, in order to develop a residential focus along Fayette Street, as recommended in the Land Use section. The height analysis for this area suggests appropriate heights of up to 77 feet (up to 90 feet for residential). In area 1 on Map 14, the Washington Cold Storage Block, heights up to 150 feet with an SUP may be considered.

3. Rezone from I-1 and I-2 to new zone consistent with the Master Plan Office Commercial Medium designation (OCM-50) designation.

This area is recommended for Office Commercial Medium on the proposed Land Use Plan. In order to implement the Land Use Plan, the zoning for this area should allow medium density commercial development. The zoning for this area should also encourage, but not require, residential development. The height analysis for this area supports allowing heights up to 77 feet.

4. Rezone from I-1 to new zone consistent with the Master Plan Office Commercial Medium (OCM-50) designation.

The master plan proposes this area for an Office Commercial Medium land use designation, to reflect the existing new Association of Old Crows office building use. Rezoning to an OCM zone is recommended, even though the use is new and unlikely to change, in order to maintain consistency with the land use plan.

5. Rezone from I-1, I-2, C-2 and R-B to new zone consistent with the Master Plan Utility/Transportation designation (U).

This area, which includes the water tower and the Metro and RF&P right-of-ways, is recommended for the Utility/Transportation designation on the proposed land use plan. Accordingly, this area is recommended for rezoning to a utility zone.

6. Rezone from I-1 to new zone consistent with the Master Plan Commercial Residential Mixed Use Medium designation (CRMU-M).  
(With medium heights/medium density).

This area was designated for CRMU-M on the proposed land use plan. It is currently the site of light industrial and commercial activities. The parcels are recommended for rezoning to a CRMU zone which would allow for all commercial development only at low densities; medium density should be allowed for residential and mixed use. Recommended height limits should be 50 feet, with the possibility of 77 feet for residential uses.

- 6a. Rezone from I-1 to new zone consistent with the Master Plan Commercial Residential Mixed Use-High (CRMU-H) designation.

This block is within the corridor designated for mixed use. Council decided that high density development was appropriate, and the block should be rezoned accordingly, to CRMU-H.

7. Rezone from I-1 to new zone consistent with the Master Plan Commercial Service Low designation (CSL).

These parcels, generally along Henry Street are currently used for service commercial/light industrial uses and commercial and residential uses. The recommended land use for these areas in the proposed Plan is Commercial Service Low. Rezoning is recommended to a CSL zone which would allow the exiting uses to continue or would allow commercial/light industrial redevelopment at a low scale which does not impact the residential areas immediately adjacent to the east. Heights should be limited to 4 stories or 50 feet.

8. Rezone from I-1, C-2 and C-3 to new zone consistent with the Master Plan Commercial Low designation (CL).

These commercial areas were recommended for Commercial Low on the proposed Land Use Plan. Consistent rezoning is recommended in order to insure that redevelopment occurs only at low densities and heights (up to 3 1/2 stories), appropriate for this commercial corridor in the midst of a low scale residential area.

9. Rezone from I-1 to new zone consistent with the Master Plan Commercial Downtown designation (CD).

The area proposed for Commercial Downtown in the land use plan includes, generally, all commercial parcels south of Cameron Street and also incorporates the block north of Cameron between Fayette and Henry Streets. This area was designated CD on the land use plan in recognition of its low scale, yet relatively dense mix of uses which are typical of a central business district. Much of the CD area is within the City's formally defined Central Business District and most is already zoned C-3 commercial, which allows office, service and retail uses at medium to high densities. These I-1 parcels in the central business district should also be zoned CD.

10. Rezone from C-3 to new zone consistent with the Master Plan Commercial Residential Mixed Use designation (CRMU-M).

(With medium density/low heights).

This block, designated for Commercial Residential Mixed Use on the proposed Land Use plan, is recommended for rezoning to a mixed use zone which would require mixed use with at least 50 percent residential at medium redevelopment densities and lower densities without mixed use. Heights should be limited to 50 feet and uses should be limited to those compatible with nearby residential.

11. Rezone from C-2 and C-3 to new zone consistent with the Master Plan Commercial Downtown designation (CD).

These parcels, contiguous to development along the Washington Street central business corridor, are recommended for Commercial Downtown land use in the proposed plan. Accordingly, these parcels are recommended for rezoning to a CD zone which allows medium to high density commercial and residential development at heights limited to 50 feet.

12. Rezone from 1-2 and C-2 to a new zone consistent with the Master Plan Commercial Low designation (CL).

These commercial parcels represent a spread of commercial activity from Washington Street into the neighboring residential areas. Since these parcels are surrounded by low-scale residential development, they are recommended for rezoning to a new CL zone which would allow only low density development at heights up to 3 1/2 stories.

13. Rezone from C-1 and C-2 to RB.

These residential parcels are within a predominately residential area but are zoned commercial. It is recommended that they be rezoned from C-1 and C-2 commercial zones to a residential medium zone to reflect actual use and to prevent the encroachment of commercial activity into this residential neighborhood.

14. Rezone from C-1, C-2 and C-2-B to a new zone consistent with the Master Plan Commercial Low designation (CL).

These commercially used and commercially zoned parcels are scattered within an area which is predominately residential in nature. It is recommended that the zoning be changed from C-1, C-2 and C-3 to a new zone consistent with their proposed land use designation, Commercial Low. Because these uses are in a predominately residential area, it is recommended that the new zone for these sites allow only a very limited range of compatible commercial activities and residential uses.

15. From RB to a zone consistent with the Parks and Open Space Land Use designation.

These parks and the recreation centers should be rezoned to a park zone which provides only for park, open space and recreational uses.

16. From C-3 to a zone consistent with the Commercial Downtown (CD) designation.

These sites are within or adjacent to the Central Business District, and should be rezoned to the CD zone in accordance with this character and the proposed land use designation.

17. From M-2 to a zone consistent with the Commercial Residential Mixed Use-High (CRMU-H) designation.

This is the area where the Braddock Place and Colecroft projects are located. The M-2 zone will not be retained in the new zoning code and the parcels should be rezoned to CRMU-H to reflect their existing mixed use character.

## **HEIGHTS**

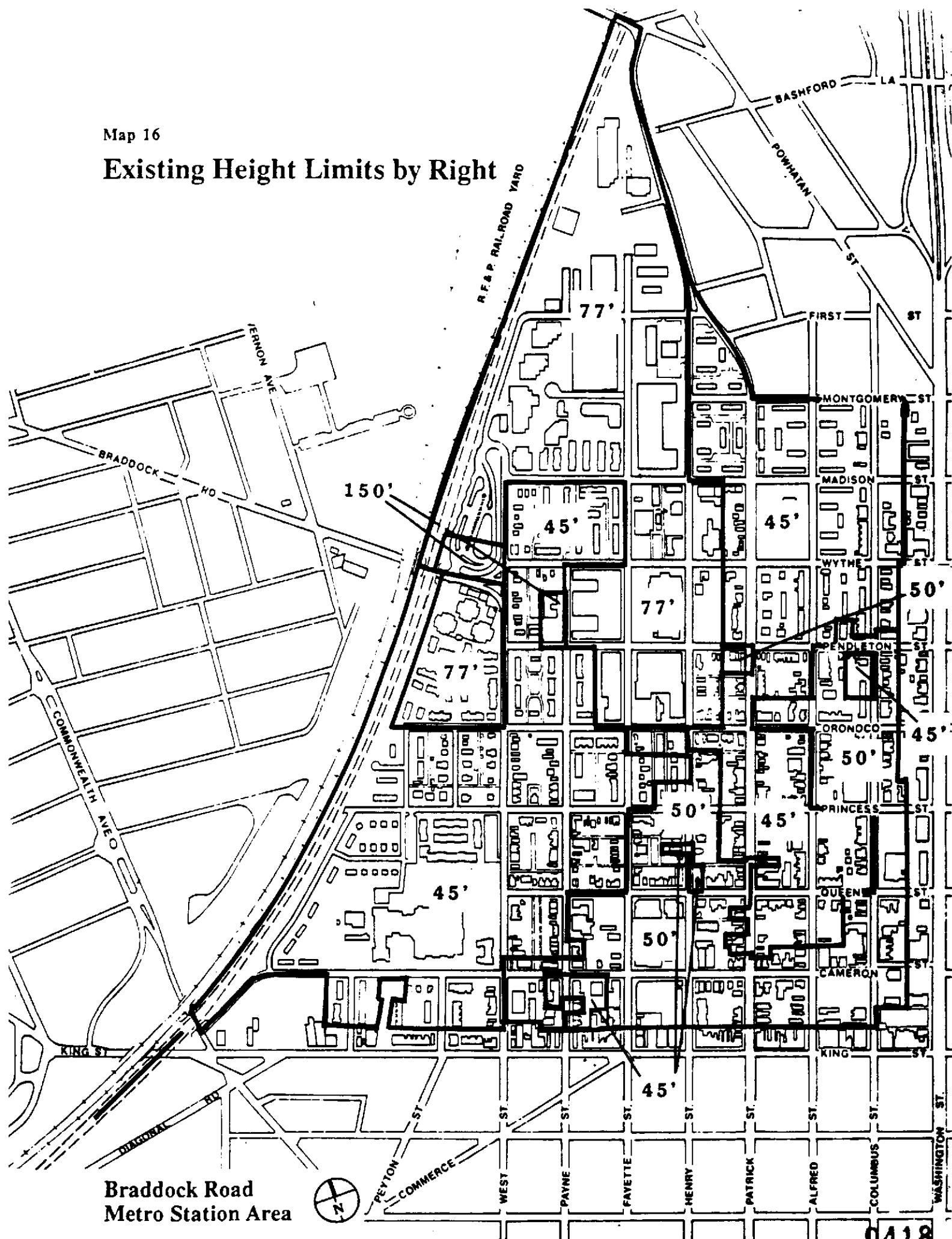
Many of the heights in the Braddock area are limited to 45-50 feet by RB-residential zoning and by three height districts: the Historic District, the Northwest Old Town district (Parker Gray) and the Cameron Street district. (See Map 16 for height limits by right in the Braddock area.) Greater heights are currently allowed in the commercial areas north of Oronoco and west of Patrick, where the industrial zoning allows 77 feet by right and up to 150 feet by P.U.D.. There are two sites where 150 feet is allowed by right; the site of the Third Baptist Church Housing at the northwest corner of Payne and Pendleton Streets, zoned RC; and a portion of the site on which the metro station is located, zoned C-2.

This plan recommends several changes in height limits in the Braddock Road Metro Station area. The low-scale character of the surrounding residential areas makes development at high heights inappropriate on the redevelopable parcels. Heights equal to those allowed by right under existing zoning (77 feet) are recommended for parcels north of First Street. In the mixed use area, north of Madison Street, heights up to 77 feet are recommended, with slightly more height (90 feet) proposed as an incentive to encourage residential development along Fayette Street. Moving southward, heights are scaled back to 50 feet, with 77 feet for residential on mixed use blocks. Height limits drop further to 45 and 35 feet in the predominately residential and low scale commercial area, and then increase again to 50 feet as the CBD area is reached. The heights recommended for the parcels designated CRMU-H are lower than the heights associated with CRMU in other parts of the City: 90 feet rather than 150 feet. The higher heights are out of character for this area and are generally not appropriate. Higher heights, up to 150 feet, may be considered on the Washington Cold Storage Block, with an SUP.

The proposed height limits can be achieved through implementation of zoning corresponding to recommended land use for the area. Map 17 shows proposed heights for the area, which will occur if the recommended zoning is implemented. Map 18 summarizes proposed height changes for parcels in the

Map 16

# Existing Height Limits by Right



Braddock Road  
Metro Station Area



**Recommendation:**

1. Change the height limits as indicated on Map 18 through zoning.

**TRANSPORTATION RECOMMENDATIONS**

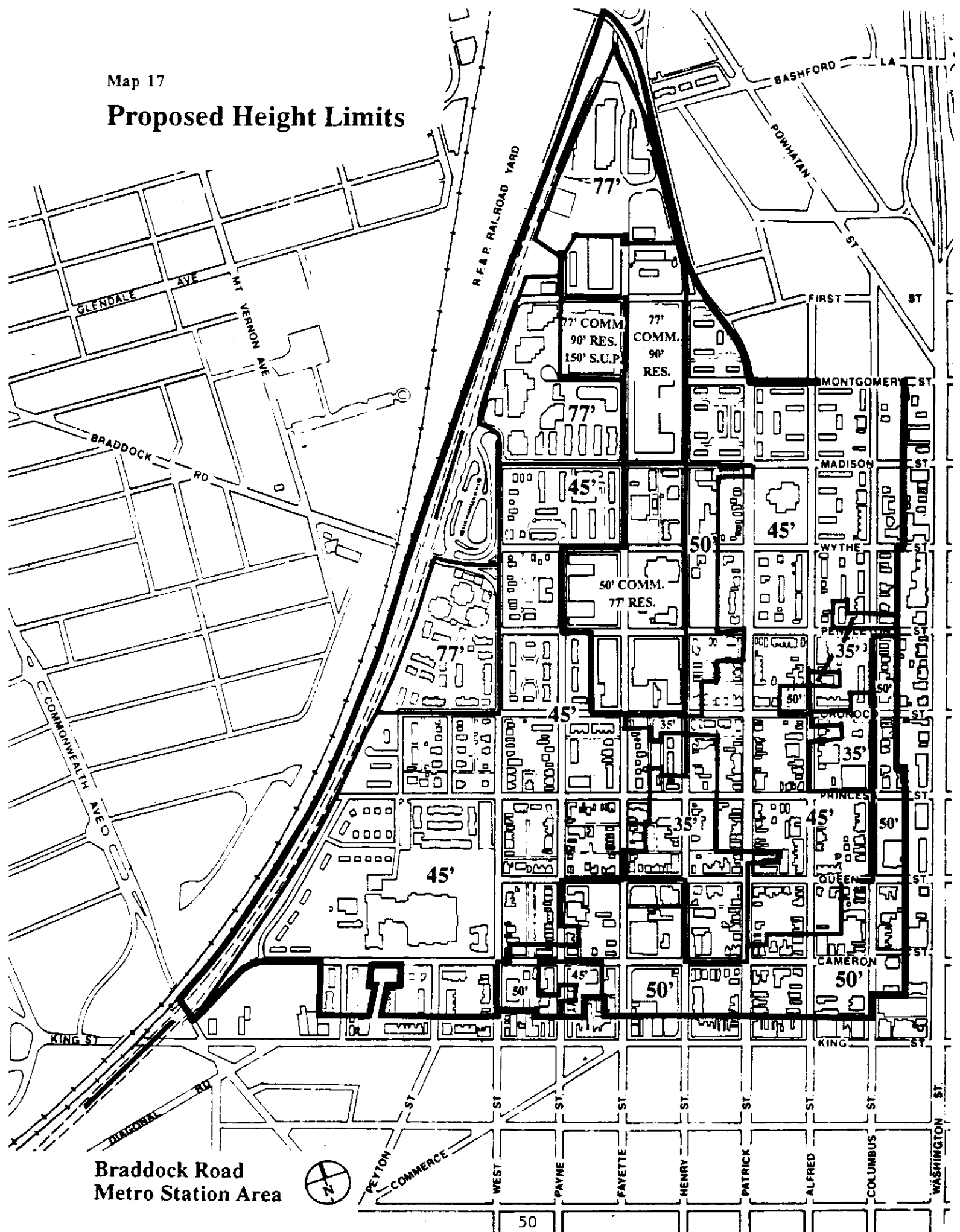
The opening of the Braddock metro station and associated development of the area have and will continue to create the need for road improvements. The 1982 Braddock Road Station Area Plan made several recommendations relating to traffic circulation which were approved by the City and are now in the Capital Improvements Plan. These include the widening of the Braddock Road railroad underpass, the extension of N. Fayette Street to connect to Route 1 and the extension of Montgomery Street from Henry Street to Fayette Street (one way westbound). This plan reaffirms the first two recommendations. However, given the evolving and planned nature of Fayette Street as a residential Street, the extension of Montgomery Street through to Fayette Street is not recommended.

**Recommendations:**

1. Widen Braddock underpass and increase height clearance. Large commercial trucks with non-local destinations should be restricted from Braddock Road between West St. and Mt. Vernon Avenue.
2. Extend N. Fayette Street to connect to Route 1.

Map 17

# Proposed Height Limits

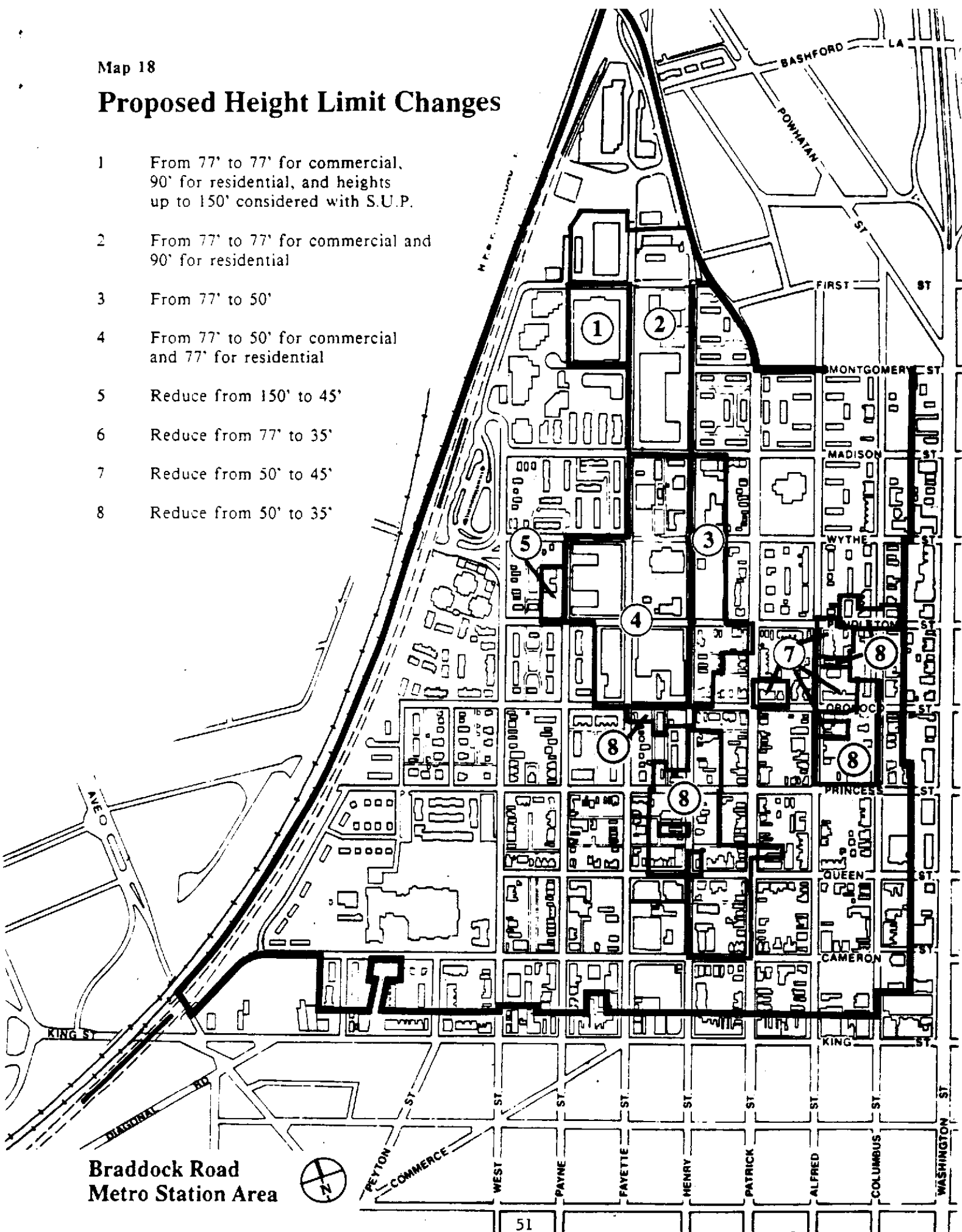


Braddock Road  
Metro Station Area



# Proposed Height Limit Changes

- 1 From 77' to 77' for commercial, 90' for residential, and heights up to 150' considered with S.U.P.
- 2 From 77' to 77' for commercial and 90' for residential
- 3 From 77' to 50'
- 4 From 77' to 50' for commercial and 77' for residential
- 5 Reduce from 150' to 45'
- 6 Reduce from 77' to 35'
- 7 Reduce from 50' to 45'
- 8 Reduce from 50' to 35'

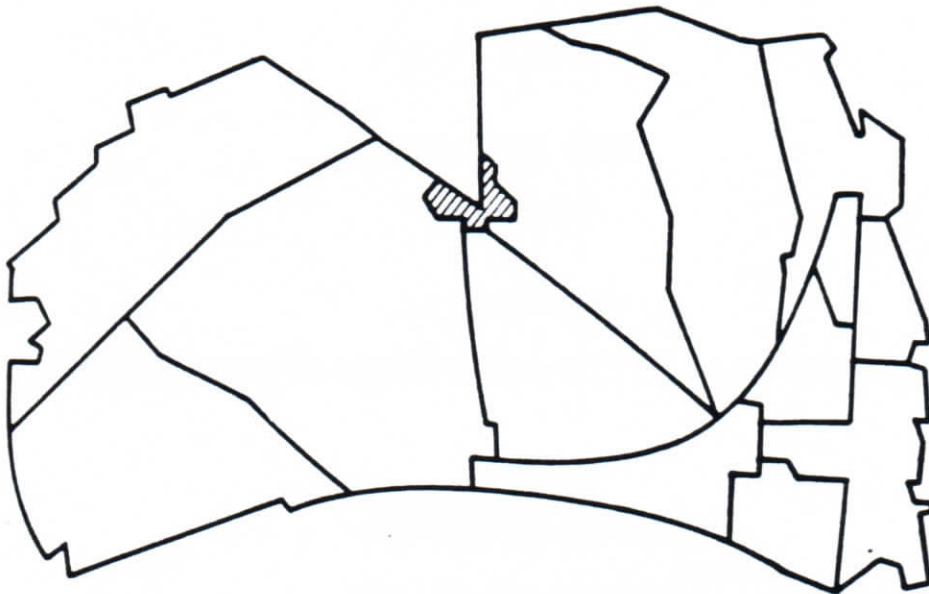


Braddock Road  
Metro Station Area



**PLEASE RETAIN**  
**FAIRLINGTON/BRADLEE**  
**SMALL AREA PLAN**

ADOPTED MAY 20, 1989: ORDINANCE 3380  
AMENDED JANUARY 25, 1992: ORDINANCE 3554



**MASTER PLAN**  
**ALEXANDRIA, VIRGINIA**

# **FAIRLINGTON / BRADLEE**

## **SMALL AREA PLAN**

### **ALEXANDRIA CITY COUNCIL**

Mayor James P. Moran

Vice Mayor Patricia S. Ticer

Kerry J. Donley

William C. Cleveland

Lionel R. Hope

T. Michael Jackson

Redella S. Pepper

### **CITY MANAGER**

Vola Lawson

### **PREPARED BY:**

**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT**

### **Staff:**

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### **Principal Author:**

Gregory Tate

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Carla Childress

Allen Martin

**MAY 1989**

# **REVISED FAIRLINGTON/BRADLEE**

## **SMALL AREA PLAN**

### **ALEXANDRIA CITY COUNCIL**

Mayor Patricia S. Ticer

Vice Mayor William C. Cleveland

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Lonnie C. Rich

David G. Speck

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### **PREPARED BY:**

**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT**

Adopted by City Council

**JANUARY 1992**

## TABLE OF CONTENTS

Overview of the Fairlington/Bradlee Planning Process	1
Goals for the Area	3
Master Plan Recommendations	4
Zoning Recommendations	8
Height Limits	13
Transportation Recommendations	13
Urban Design Recommendations	16

## LIST OF MAPS

1. Study Area	2
2. 1974 Land Use Plan	5
3. Proposed Land Use	6
4. Proposed Land Use Changes	7
5. Existing Zoning	10
6A. Proposed Zoning	11
6B. Proposed Zoning Changes	12
7. Existing Height Restrictions	14
8. Proposed Height Restrictions	15
9. Transportation Recommendations	18
10. Braddock Road Transportation Recommendation	19
11. Tree Planting Plan	20

## OVERVIEW OF THE FAIRLINGTON/BRADLEE PLANNING PROCESS

In response to a request from City Council, the Department of Planning undertook a planning exercise to update the Master Plan for the Fairlington/Bradlee area. A series of task force meetings were held from December 1986 through March 1987 with the purpose of reevaluating the Master Plan and recommending needed changes to City Council.

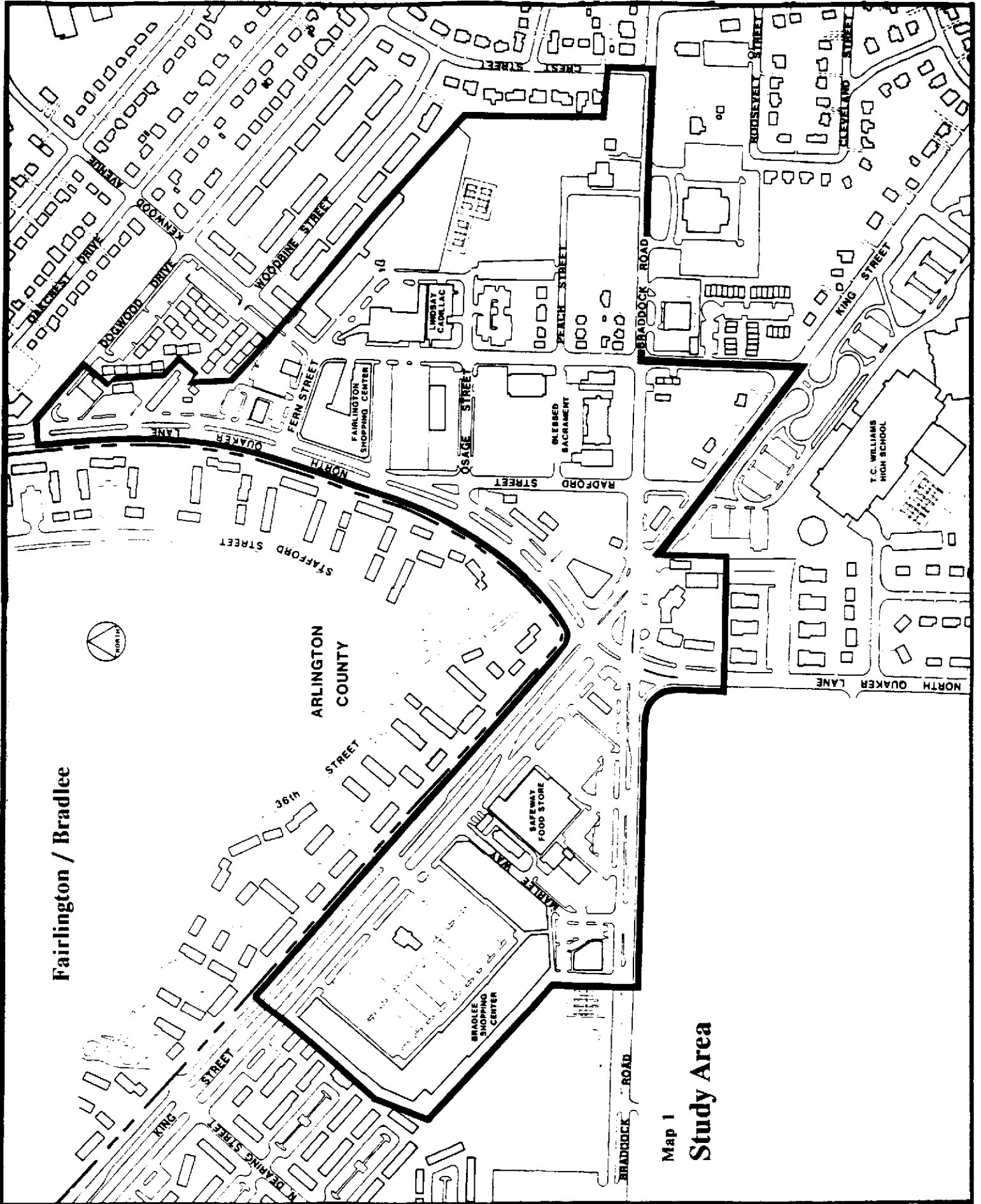
The Fairlington/Bradlee area is the predominantly commercial area located at or near the intersection of King Street (Route 7), Braddock Road, and Quaker Lane. (Map 1). The land use is predominantly retail and commercial services, with a small amount of office space (primarily medical) and a little housing. Most of the area is zoned C-2 which allows high density (FAR 3.0) development at heights of up to 150 feet.

While the area is zoned for intensive commercial use, the area has not yet experienced significant high density commercial activity. It is the concern of nearby neighborhoods that such uses could seek to locate in the area and to change the nature of the area that give emphasis to this study.

The major concerns expressed at meetings on the plan were:

1. how to relieve the perceived congestion at the King/Quaker/Braddock intersection,
2. how to maintain the low scale neighborhood-serving retail currently existing within the area, and
3. how to insure that new development will be in scale with nearby residential areas.

The Fairlington/Bradlee plan is intended to provide guidelines for implementing appropriate land use, zoning, transportation and urban design policies in the area. The recommendations made in this plan are a result of Planning staff analysis and issues and concerns raised by the Fairlington/Bradlee Area Task Force.



Fairlington / Bradlee

ARLINGTON COUNTY

Map 1  
Study Area

## GOALS FOR THE AREA

1. To preserve and maintain neighborhoods adjacent to the plan area and protect those areas from density increase and from congestion from development and redevelopment of land within the plan area.
2. To preserve and maintain the continued presence of neighborhood-serving retail currently existing in the area.
3. To ensure that commercial redevelopment be compatible with surrounding neighborhoods and in scale with existing commercial areas.
4. To improve traffic circulation in the area, consistent with attainment of other goals and objectives.
5. To improve the visual appearance of the area, consistent with sound principles of urban design.

## MASTER PLAN RECOMMENDATIONS:

Both the Fairlington and Bradlee Shopping Centers have undergone major renovations recently, and Bradlee has expanded its retail offerings. The consensus of the neighborhood task force is that these centers are important to the surrounding residential neighborhoods, and should be preserved, and that steps be taken to insure that they are not replaced by out-of-scale, high density office development which could change the nature of the area.

The task force reviewed the current (1974) land use plan for the area (Map 2) and concluded that the plan had to be refined to meet the goals for the area. In particular, the 1974 plan designates much of the area for commercial development, failing to distinguish between high density commercial office development, and low density, neighborhood-serving retail development of the kind that currently exists within the area.

The proposed plan makes those distinctions (Map 3).

The Zoning Code allows nearly 2,000,000 square feet of office space to be developed in this area; this amount is clearly excessive for a neighborhood serving commercial center which is not one of the City's designated growth areas. Staff recommends that the total office space in the entire area not exceed 200,000 square feet, and that medium and high density office development be directed to the City's growth areas.

### Plan Concept

The basic concept of the proposed Plan is to concentrate neighborhood serving commercial along King Street and North Quaker Lane, limiting both the extent of office development and the heights of buildings. Commercial development should not be allowed to spread to the east along Braddock Road beyond Radford Street where the residential neighborhood begins. The heights, density, and intensity of uses would be limited adjacent to residential neighborhoods.

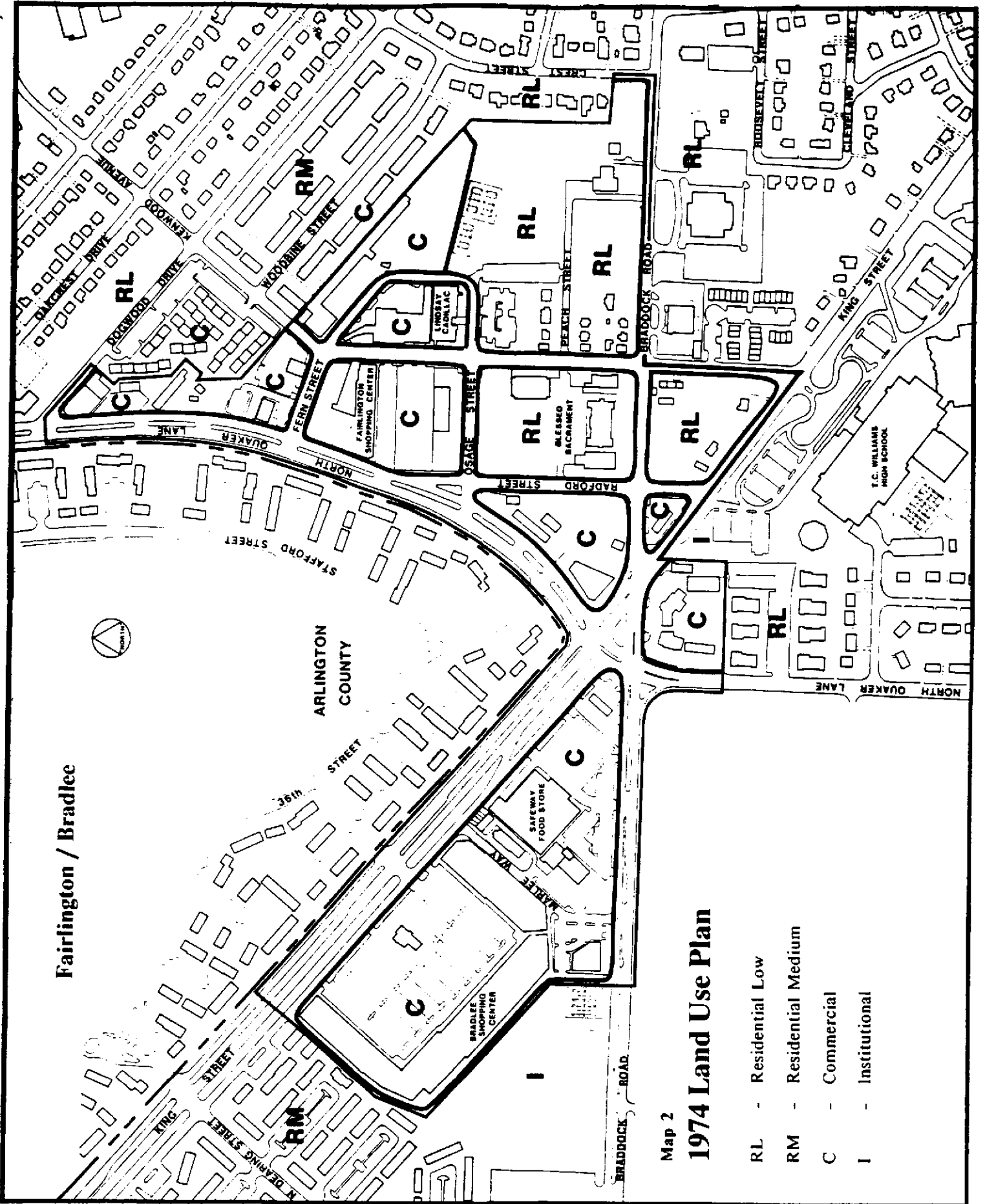
The plan proposes three new commercial categories which more accurately describe the kind of commercial development desired:

- CSL: Commercial Service Low  
Low intensity service, low scale office and clean industrial uses compatible with residential areas; 1-4 stories
- CG: Commercial General  
Auto oriented retail and service activities
- OC: Office Commercial  
Moderate density, low height office development

### RECOMMENDED CHANGES TO THE MASTER PLAN (MAP 4)

1. From Commercial to Residential Medium (RM).

These two areas are residential townhomes. The current commercial designation is inappropriate.

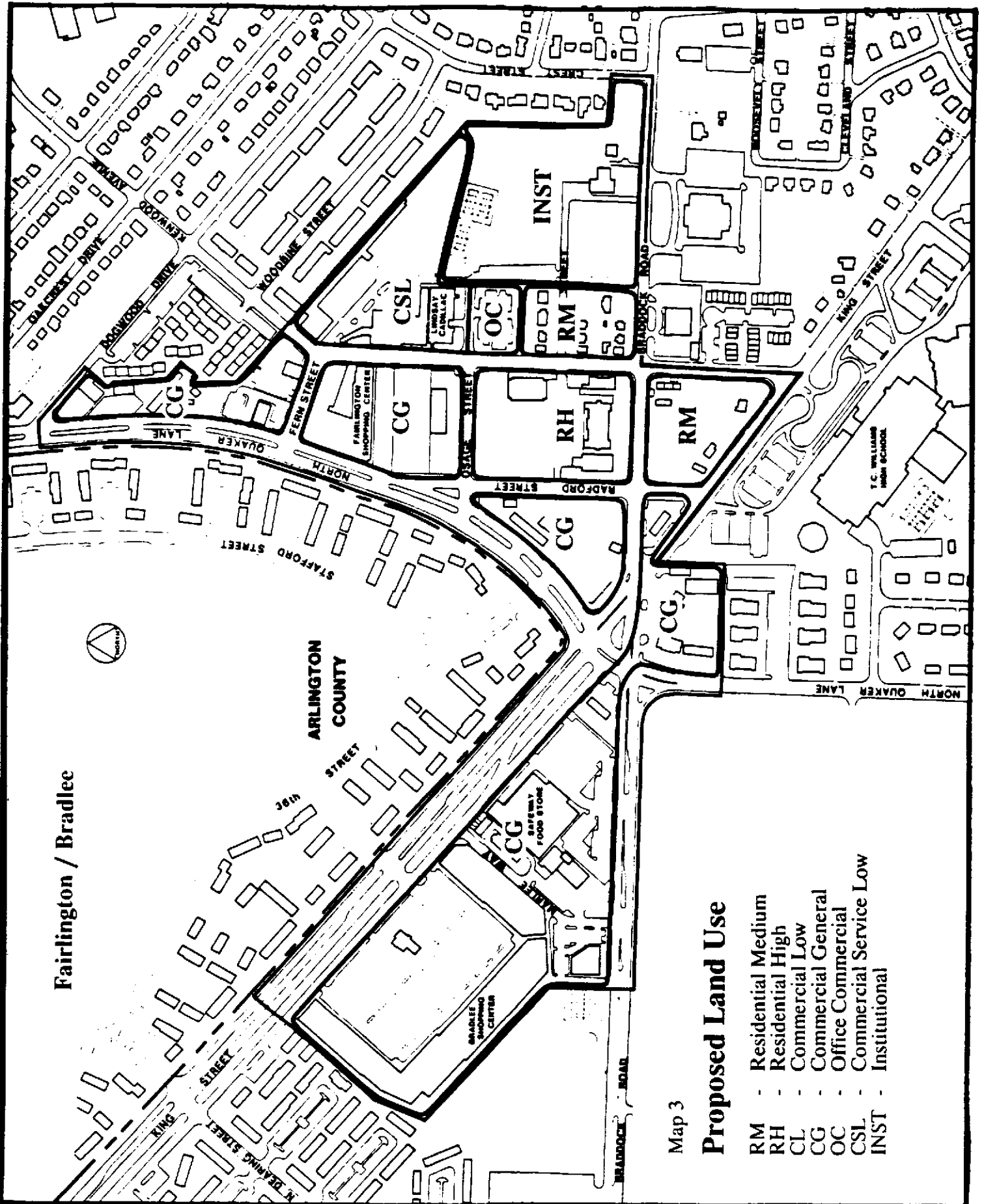


Fairlington / Bradlee

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Map 2  
**1974 Land Use Plan**

- RL - Residential Low
- RM - Residential Medium
- C - Commercial
- I - Institutional



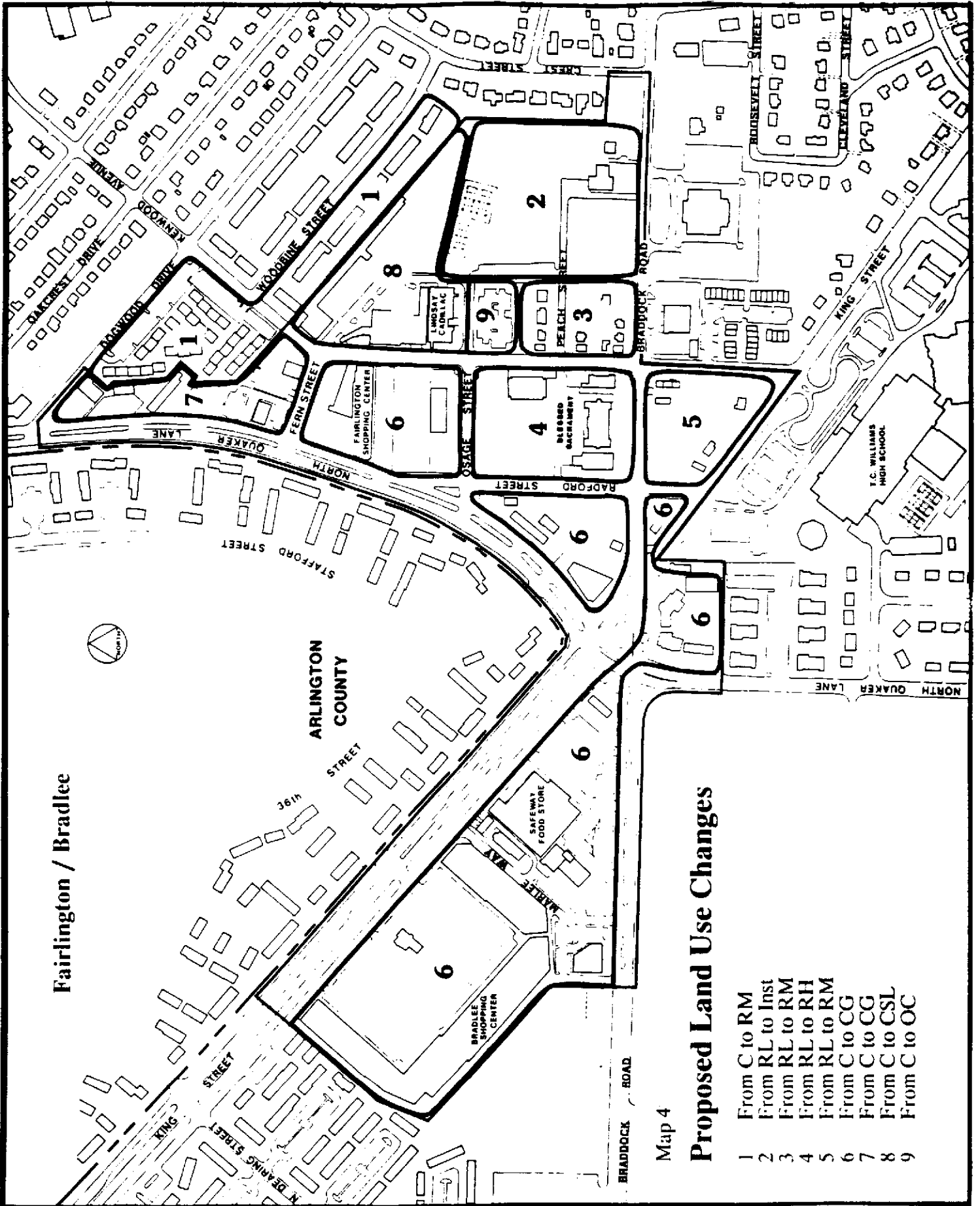
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Map 3

**Proposed Land Use**

- RM - Residential Medium
- RH - Residential High
- CL - Commercial Low
- CG - Commercial General
- OC - Office Commercial
- CSL - Commercial Service Low
- INST - Institutional



Fairlington / Bradlee

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Map 4

**Proposed Land Use Changes**

- 1 From C to RM
- 2 From RL to Inst
- 3 From RL to RM
- 4 From RL to RH
- 5 From RL to RM
- 6 From C to CG
- 7 From C to CG
- 8 From C to CSL
- 9 From C to OC

2. From Residential Low to Institutional (INS).

This area is shown as residential low. The site is currently owned by the Blessed Sacrament Church, is under construction for a new church and school facility and should be shown as institutional.

3. From Residential Low to Residential Medium (RM).

This area is residential low with single-family homes. The recommended change to residential medium would allow for redevelopment to townhomes and act as a transition from the proposed residential high to the west to the institutional use and low density residential to the east. The designation represents a compromise allowing existing single-family houses to remain but allows redevelopment to higher densities of residential.

4. From Residential Low to Residential High (RH).

This block is currently used as institutional, is zoned C-O and has been approved by Council for high density residential.

5. From Residential Low to Residential Medium (RM).

This block is currently designated residential low for single-family housing but is being developed for townhouses. Residential medium is the appropriate designation.

6,7. From Commercial to Commercial General (CG).

These areas are designated commercial and are primarily retail and service oriented commercial. Designating these areas for commercial general will help to retain the strong retail base that now exists, and to discourage their redevelopment for excessive amounts of office. This designation will, in addition, accommodate the automobile sales and service uses on the two sites owned by Lindsay Cadillac Co. and anticipated to remain on these sites for the indefinite future and/or would permit limited office development on these sites.

8. From Commercial to Commercial Service Low (CSL).

These areas are appropriate for mixed commercial and services, at low densities and heights that are compatible with nearby residential.

9. From Commercial to Office/Commercial (OC).

Council thought this site was appropriate for OC densities.

## ZONING RECOMMENDATIONS

The major recommendation of the study is to revise the existing C-2 commercial zone to allow for a differentiation between the commercial functions as called for in the master plan recommendations:

1. CSL - Commercial Service Low: low intensity service and commercial; low scale office and clean industrial uses compatible with medium density residential areas; 1-4 stories.
2. CG - Commercial General, retail/service centers with a limited amount of office development allowed.

3. OC - Office Commercial: medium density commercial at low heights.

Currently, the commercial zoning allows development up to 150 feet in height and to a density of 3.0 which is not compatible with the small area plan goals (Map 5).

The portion of the townhouse development on Dogwood Drive west of Kenwood currently zoned C-2 should be rezoned to RM residential. The property is currently used for medium density residential uses, and it would be inappropriate for commercial development to extend into the residential area.

There was general support for the proposal that the residential properties between Kenwood and Radford from south of the Lindsay parking lot to Braddock Road should be rezoned from R-8 to R-B to preserve the area in residential use, but to allow longer term redevelopment of the area at somewhat higher densities to serve as a transition zone from the higher density commercial and housing developments to the west to the low density residential areas to the east and northeast.

Recommendations:

- A. Refer to the Zoning Task Force a study of how to create new commercial zones to preserve neighborhood serving retail areas and to limit high density office development on retail commercial sites.

(Proposed Zoning Changes - Map 6)

- 1. Rezone the portion of the townhouse development at Kenwood Avenue and Dogwood Drive from C-2 to a residential category.

The C-2 commercial is inappropriate for a residential development.

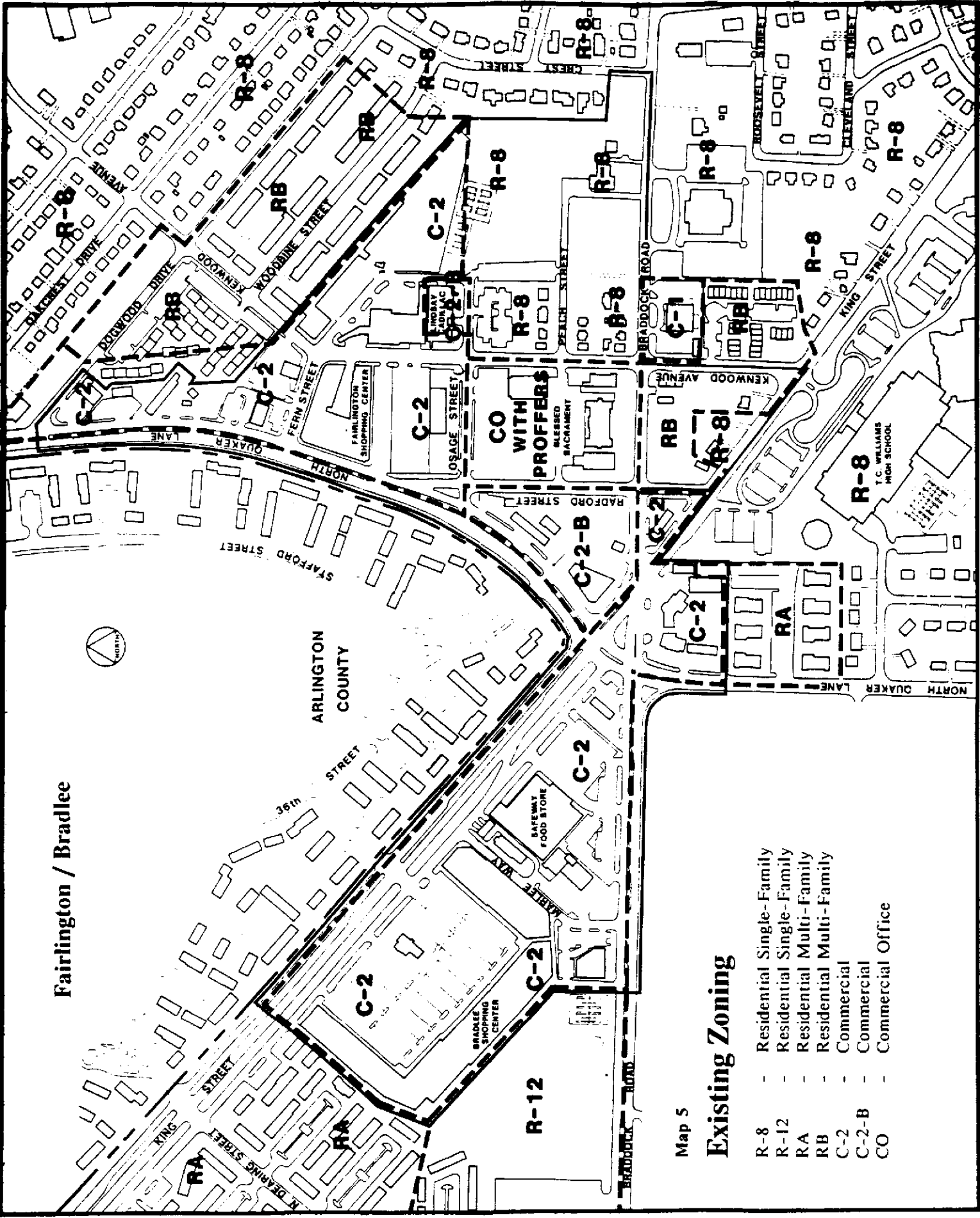
- 2. Rezone the blocks between Osage Street, Kenwood Avenue and Braddock Road as shown on the attached map from R-8 to RB.

This rezoning will allow the existing single-family houses to remain, but will allow for future development of townhouses.

- 3. Rezone the remainder of the block bounded by Kenwood, King, Radford and Braddock from R-8 to RB.

- 4. Rezone the Bradlee Shopping Center (including the gas station and the Safeway), the Fairlington Shopping Center, and the parcels at Braddock and King to a new zoning category consistent with the CG master Plan designation.

The goal of the rezoning is to preserve important neighborhood retail facilities, to encourage new neighborhood serving retail, and to limit the extent of office development. This designation will, in addition, accommodate the automobile sales and service uses on the two sites owned by Lindsay Cadillac Co. and anticipated to remain on these sites for the indefinite future and/or would permit limited office development on these sites.



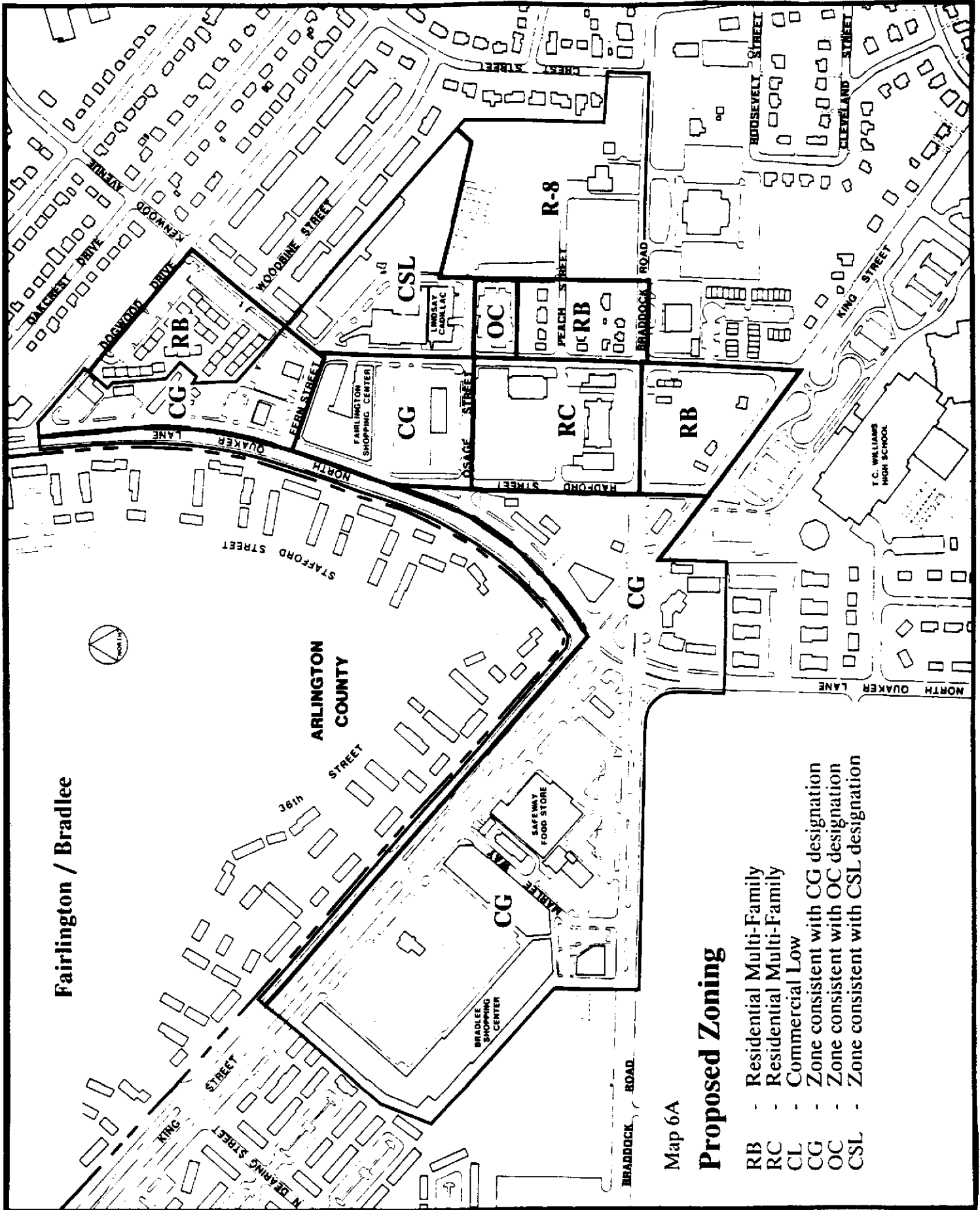
Fairington / Bradlee

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Map 5

**Existing Zoning**

- R-8 - Residential Single-Family
- R-12 - Residential Single-Family
- RA - Residential Multi-Family
- RB - Residential Multi-Family
- C-2 - Commercial
- C-2-B - Commercial
- CO - Commercial Office



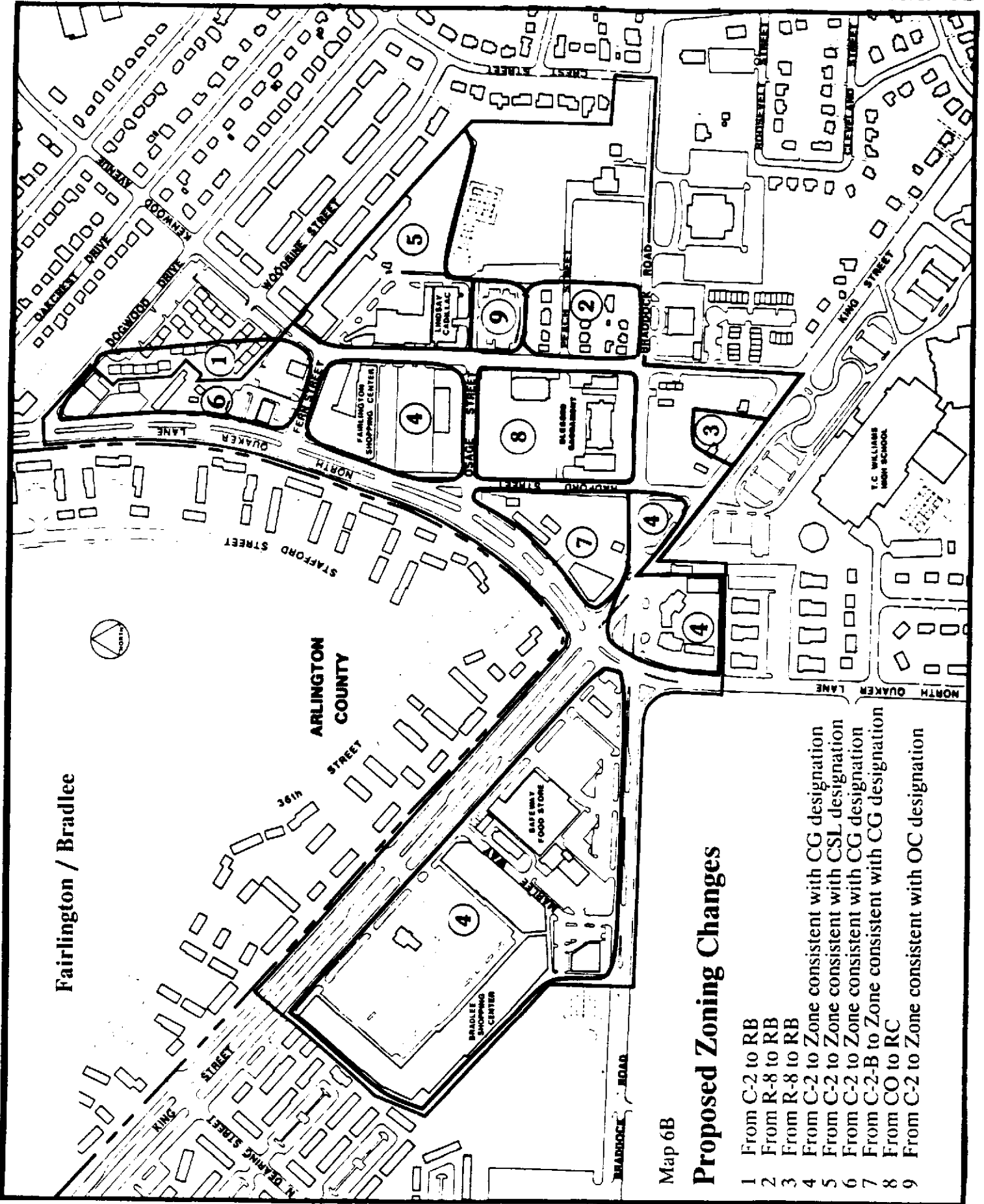
Fairlington / Bradlee

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Map 6A

**Proposed Zoning**

- RB - Residential Multi-Family
- RC - Residential Multi-Family
- CL - Commercial Low
- CG - Zone consistent with CG designation
- OC - Zone consistent with OC designation
- CSL - Zone consistent with CSL designation



- Proposed Zoning Changes**
- 1 From C-2 to RB
  - 2 From R-8 to RB
  - 3 From R-8 to RB
  - 4 From C-2 to Zone consistent with CG designation
  - 5 From C-2 to Zone consistent with CSL designation
  - 6 From C-2 to Zone consistent with CG designation
  - 7 From C-2-B to Zone consistent with CG designation
  - 8 From CO to RC
  - 9 From C-2 to Zone consistent with OC designation

5. Rezone the Lindsay Cadillac properties to a new designation consistent with the CSL category.

The goal of the rezoning is to reduce the height and intensity of uses allowable in this area while allowing provision of retail and service activities in a manner consistent with nearby residential areas.

6. Rezone the properties along Quaker Lane between Fern and Dogwood to a new category consistent with the CG master plan designation.

The goal is to preserve the existing retail and service uses.

7. Rezone the block at King and Quaker from C-2 to a category consistent with Commercial General.

This rezoning is consistent with existing uses and limits office development at a site that has poor access.

8. Rezone from C-O to a RC-Residential High Zone.

This block has been approved for a high density residential project. This proposed rezoning is consistent with that proposal.

9. Rezone from C-2 to a zone consistent with Office Commercial.

Council thought this site was appropriate for OC land use and zoning, with densities up to a 1.5 F.A.R.

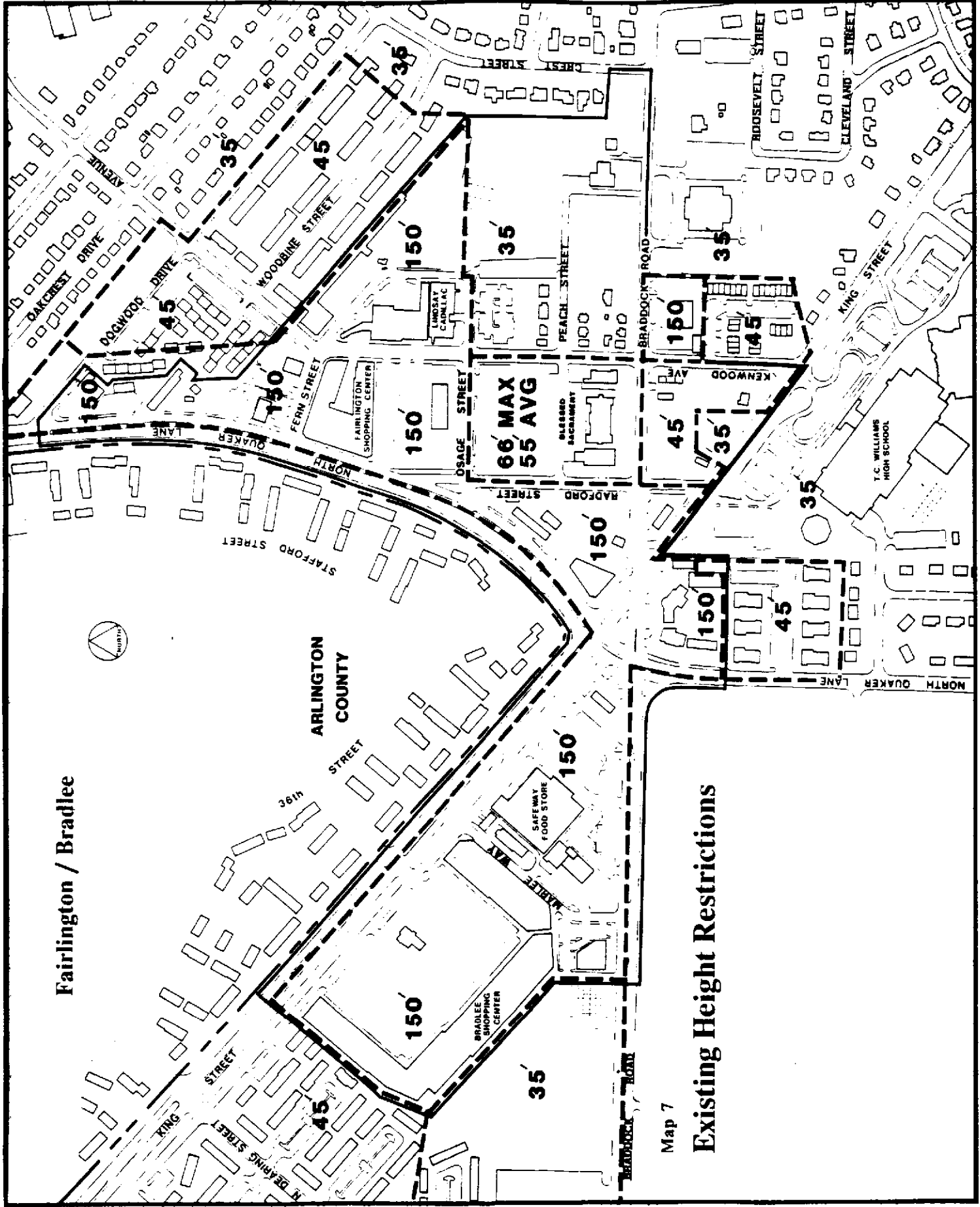
## **HEIGHT LIMITS**

There was a consensus that the allowable heights in the area are too high (Map 7). Allowable heights of the 150 feet were felt to be inappropriate both in terms of their relationship to nearby residential areas, and in terms of the kind of neighborhood-serving commercial that is desired in the Bradlee/Fairlington area. Heights of 150 feet are appropriate to high intensity commercial centers such as are found in the Eisenhower Valley and parts of the west end, but inappropriate for this small business complex in the center of low scale residential neighborhoods.

## **TRANSPORTATION RECOMMENDATIONS**

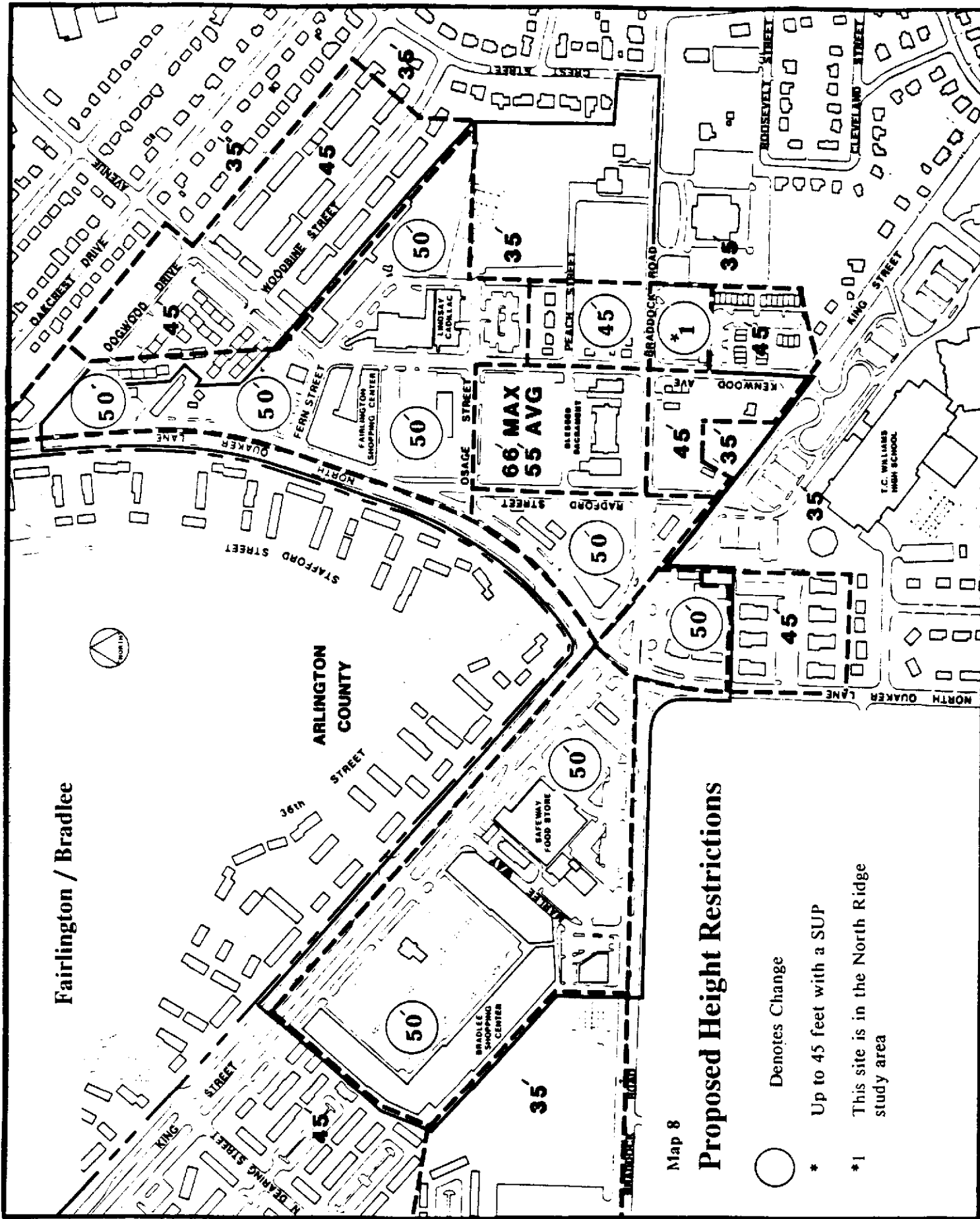
One of the major concerns of the task force is the need to improve traffic flow through the King/Quaker/Braddock intersection.

The major problem of the intersection is not an unusually high volume of traffic on any one street segment, but rather the fact that there are so many movements through the intersection that the sum total of all the signal phases result in a very long cycle time with a limited number of cars being able to move through each phase. It is clear that the only way to make a significant impact on the intersection is to reduce the total number of traffic movements either by 1) eliminating some turning movements, 2) building a grade separation with King Street passing under the intersection, or 3) combining King and Braddock traffic together where they cross Quaker Lane.



Map 7

### Existing Height Restrictions



Fairlington / Bradlee

ARLINGTON COUNTY

Map 8

### Proposed Height Restrictions

- Denotes Change
- \* Up to 45 feet with a SUP
- \*1 This site is in the North Ridge study area

The intersection involves three major arterials, one of which is a State route and any significant improvements will require analysis by the Virginia Department of Highways and Transportation. Therefore, staff recommends that City Council authorize the Director of Transportation and Environmental Services to submit the King Street/Quaker Lane/Braddock Road intersection to the Virginia Department of Highways and Transportation for preliminary engineering and evaluation of design alternatives. The study process may take a considerable amount of time. It is to the City's interest to initiate that process soon so that the alternative solutions can be analyzed.

The task force also raised two other transportation issues. One concerns the entrance to the Bradlee Shopping Center where the intersection of King Street and Taylor Drive is controlled by a traffic signal and Taylor Drive and the King Street service drive is controlled by stop signs. This situation produces confusion over who has the right-of-way which results in congestion.

The other issue that citizens requested to be examined was converting eastbound Braddock Road at Kenwood Street from one travel lane to two lanes: one for left turn movement and the other for through and right turns. Currently, cars are permitted to park up to the corner on Braddock Road.

### **RECOMMENDATIONS**

1. Direct the Director of Transportation and Environmental Services to investigate if parking on eastbound Braddock Road at Kenwood Avenue can be restricted in order to provide one lane for left hand turns onto Kenwood and one lane for through and right hand turn movements.
2. That staff make a study of the intersection at King Street/Quaker Lane/Braddock Road and come back to Council with alternatives as to whether to go to State or to have the City do it. Also to expand the study area to include Braddock Road down to Marlee Way and to address the ingress and egress of Bradlee Shopping Center as well as pedestrian circulation.

### **URBAN DESIGN RECOMMENDATIONS**

The Fairlington/Bradlee area is made up of two retail centers with Bradlee Shopping Center serving as the focal point. Both have recently been upgraded and renovated improving the visual appearance of the centers. Lindsay Cadillac has just completed improvements to its new car storage lot and plans to renovate its used car facility at Quaker Lane and Braddock Road.

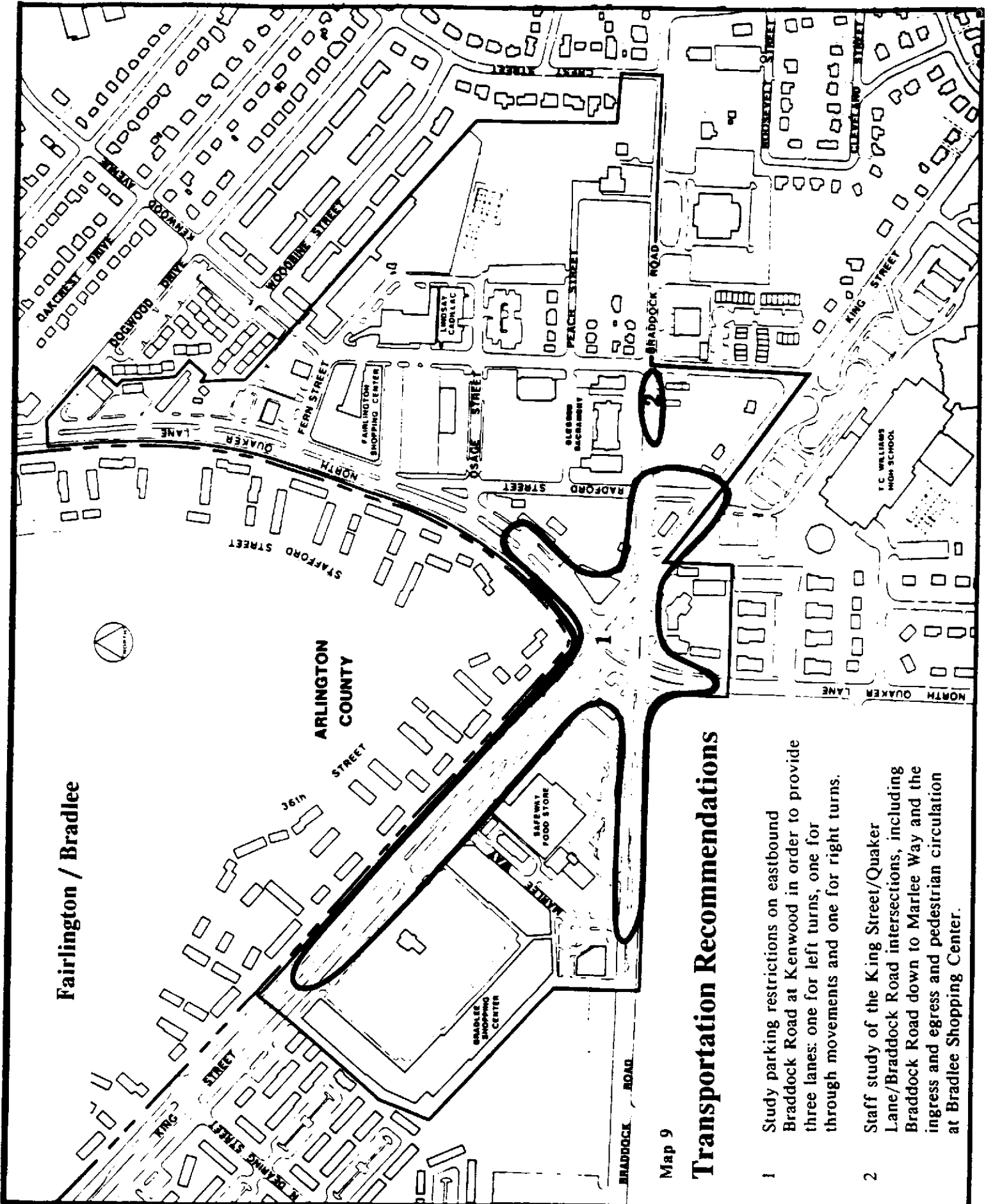
The Fairlington/Bradlee area is one of the City's main focal points with a high volume of traffic carried on its three major arterials. The area is bordered by attractive well established residential and institutional areas.

Yet for all these strengths much of the area suffers from a lack of visual form. The visual appearance of the area does not convey a strong sense of neighborhood retail. Pedestrian access is hazardous and not well defined throughout the area. A vast amount of the area is devoted to paving to accommodate the automobile both in parking and in wide streets. These elements have created a harsh visual and pedestrian environment that can be softened by landscape improvements and delineation of pedestrian crossing points.

Some landscape improvements have occurred as a result of recent construction or renovations of commercial properties, but staff's plan calls for modest tree plantings in areas that the City Arborist determined to be in need of additional plantings and/or replacement of damaged or dying trees.

**Recommendations:**

1. That Council ask the Department of Recreation, Parks and Cultural Activities to consider the plan for tree plantings in the Fairlington/Bradlee area and inclusion of that plan as a capital expenditure to be included in the Capital Improvements Program. Staff has not proposed trees along the portion of King Street likely to be affected by the study of ways to improve the intersection (Map 11).



Fairlington / Bradlee

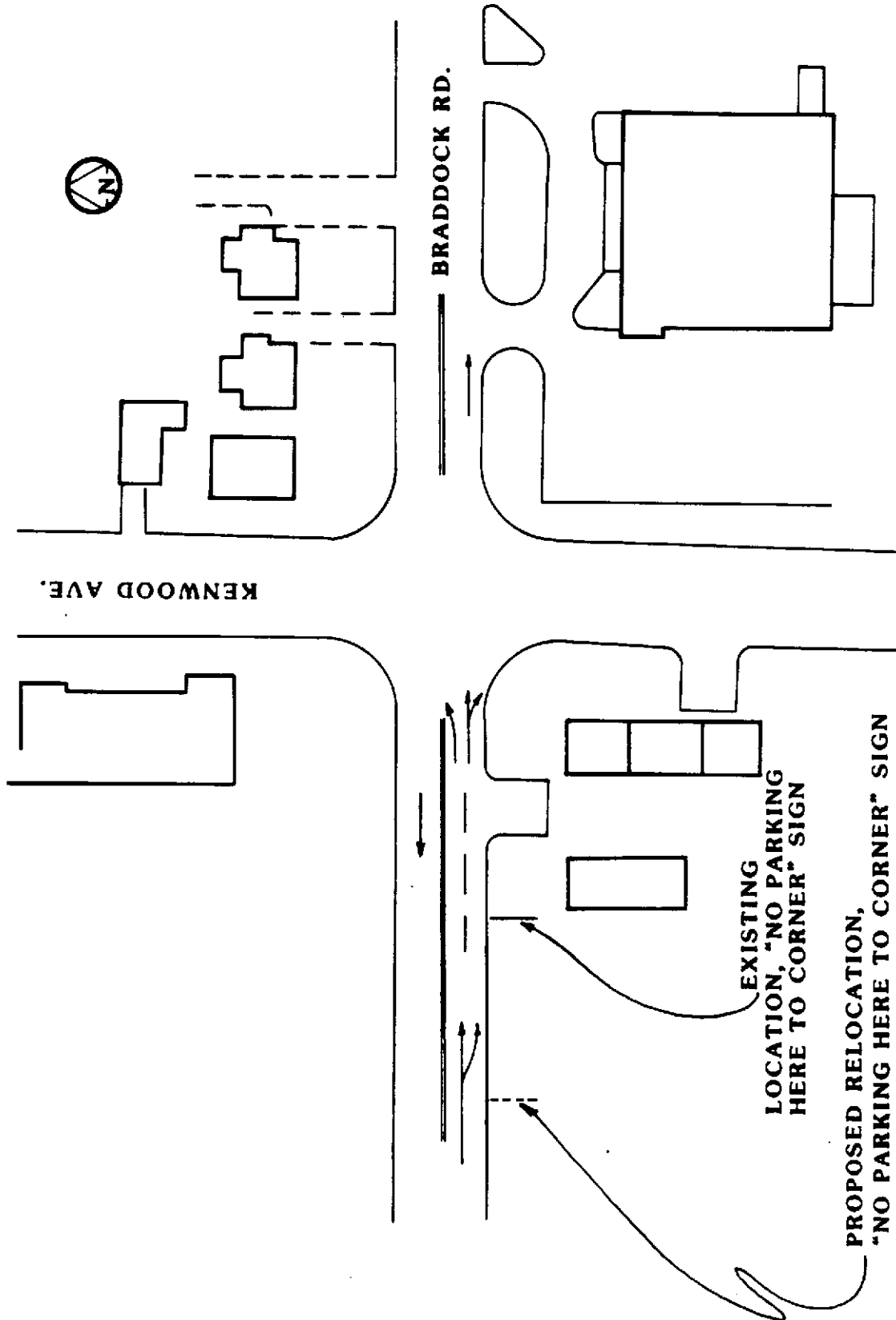
ARLINGTON COUNTY

Map 9

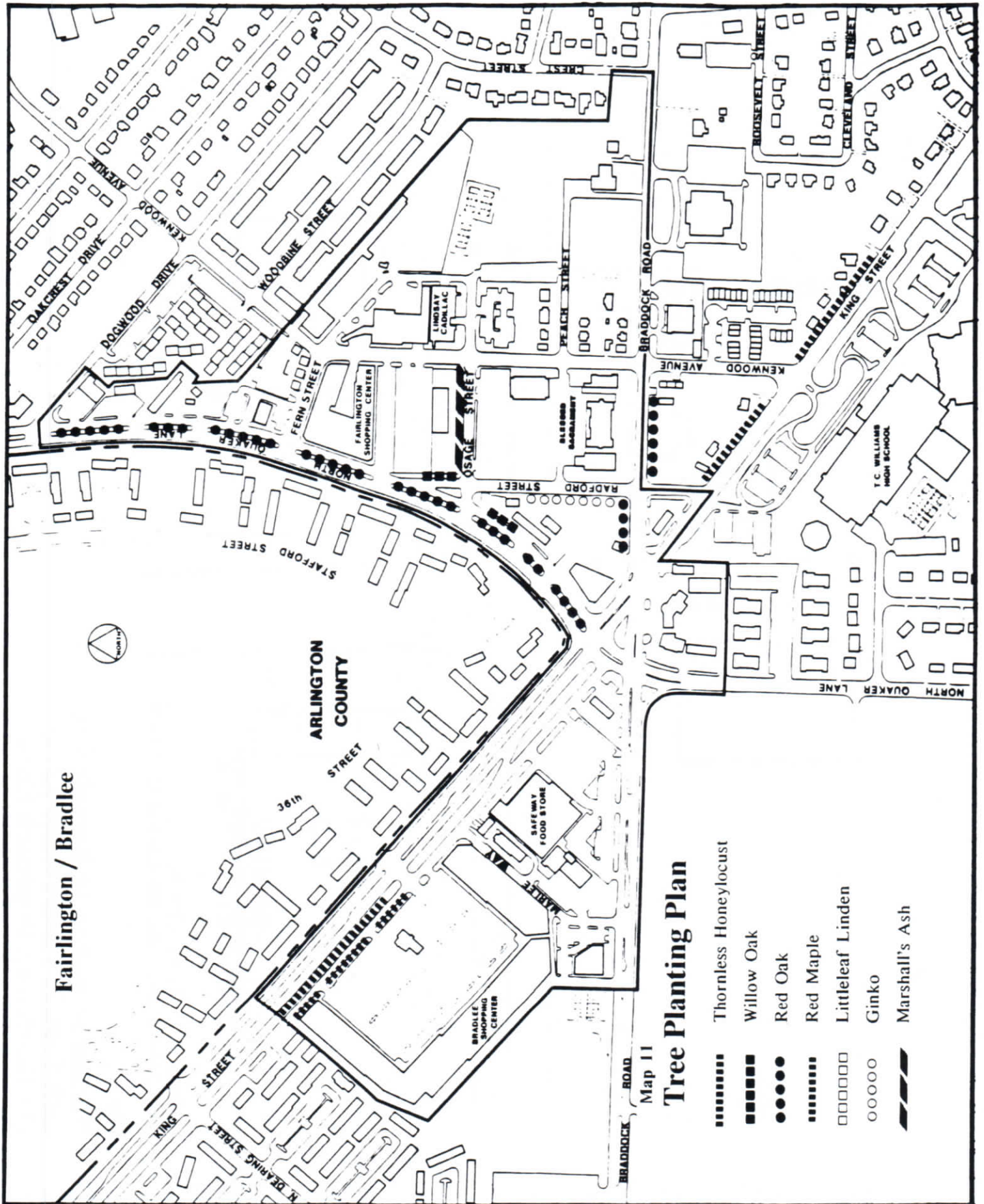
### Transportation Recommendations

- 1 Study parking restrictions on eastbound Braddock Road at Kenwood in order to provide three lanes: one for left turns, one for through movements and one for right turns.
- 2 Staff study of the King Street/Quaker Lane/Braddock Road intersections, including Braddock Road down to Marlee Way and the ingress and egress and pedestrian circulation at Bradlee Shopping Center.

Fairlington / Bradlee



**Recommendation to Provide For  
Left Turn & Thru Traffic Lanes  
On Eastbound Braddock Road**



Fairlington / Bradlee

ARLINGTON COUNTY

### Tree Planting Plan

- Thornless Honeylocust
- Willow Oak
- Red Oak
- Red Maple
- Littleleaf Linden
- ○ ○ ○ Ginkgo
- Marshall's Ash

Map 11

**KING STREET /  
EISENHOWER AVENUE METRO STATION  
SMALL AREA PLAN**

**Department of Planning and Community Development  
City of Alexandria, Virginia**

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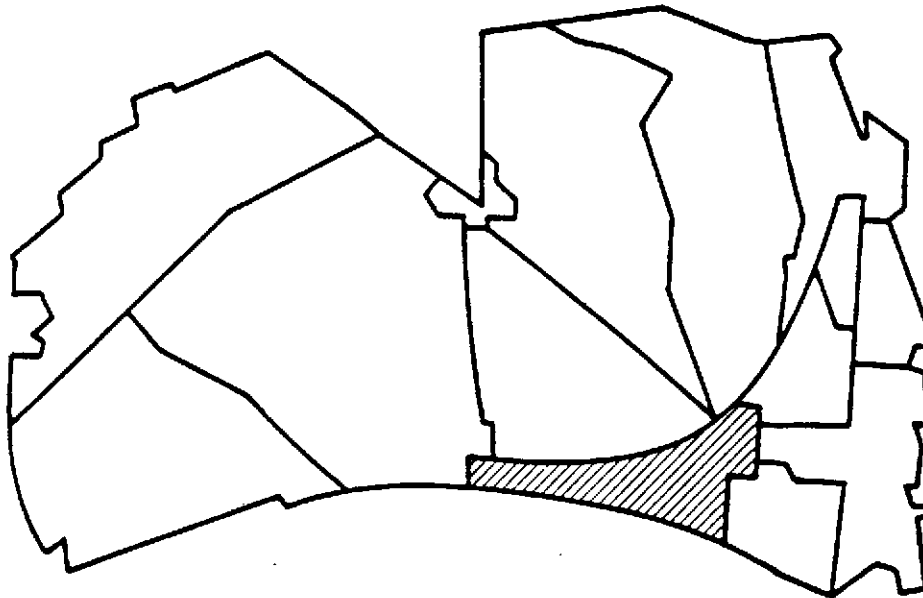
Ralph Rosenbaum

Van Slaymaker

Gregory Tate

**PLEASE RETAIN**  
**KING STREET /**  
**EISENHOWER AVENUE METRO STATION**  
**SMALL AREA PLAN**

ADOPTED OCTOBER 13, 1990: ORDINANCE 3473



**MASTER PLAN**  
**ALEXANDRIA, VIRGINIA**

## LIST OF TABLES

1.	Estimated Population	4
2.	Estimated Employment	4
3.	Existing Land Use	5
4.	Existing Zoning	10
5.	Office Development 1975-1990	12
6.	Pending Development	16
7.	Intersection Levels of Service	20
8.	Land Use Assumptions (1990-2010): Frederic R. Harris Study Scenarios	24
9.	Level of Service at Selected Intersections for Model Scenarios	28

## LIST OF FIGURES

1.	Planned Improvements Included in Scenarios 1, 2, 3	26
2.	Scenario 1: No Growth in City/2010 Growth in Region	27
3.	Scenario 2: Minimal Growth in E. Valley/2010 Growth in Region	29
4.	Scenario 3: Market "Plus" Growth in E. Valley/2010 Growth in Region	31
5.	Scenario 4: Extensive Mixed Use Growth in E. Valley/ 2010 Growth in Region	32
6.	Proposed Road Improvements Included in Scenarios 3 and 4	33
7.	Scenario 3 with Proposed Road Improvements	34
8.	Impact of Proposed Road Improvements on Scenario 3	35
9.	Scenario 4 with Proposed Road Improvements	36
10.	Impact of Proposed Road Improvements on Scenario 4	37

## TABLE OF CONTENTS

### Purpose of the Plan

### Organization and Contents

### Planning Process

### Background and Issues

Description of Area	1
Demographics	3
Existing Land Use	5
Existing Zoning	8
Height Limits	10
Economic Activity and Development Trends	12
Transportation	17
Urban Design Analysis	41
Public Policy	53
Issues	54

### Goals and Recommendations

Goals	55
Land Use Recommendations	56
Zoning Recommendations	63
Coordinated Development District Zone and Development Guidelines	71
Height Recommendations	76
Transportation Recommendations	79

## PURPOSE OF THE PLAN

The purpose of this document is to update the adopted 1974 Consolidated Master Plan as amended by the 1978 King Street Metro Station Area Plan for the King Street/Eisenhower Avenue Area and to adopt a 1989 King Street/Eisenhower Avenue Area Plan as part of the City's new Master Plan. The 1989 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 King Street/Eisenhower Area.

## ORGANIZATION AND CONTENTS

The King Street/Eisenhower Avenue 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 conditions, demographics, land use, zoning, economic development activities and trends, transportation and urban design. This section also retraces past City policies including adopted plans, 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 as derived from the analysis.

## PLANNING PROCESS

The final draft of this plan will be sent to the Master Plan Task Force, the King Street Metro Station Area Task Force and the Eisenhower Avenue Metro Station Area 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.

## LIST OF MAPS

1.	Study Area	2
2.	Existing Land Use	6
3.	Existing Zoning	9
4.	Existing Height Allowances	11
5.	Major Vacant and Developable Sites	14
6.	1974 Major Thoroughfare Plan	19
7.	Transit Services	21
8.	Walking Distances To Metro Stations	23
9.	Planned Road Improvements	39
10.	Constraints	43
11.	Opportunities	45
12.	Concept Plan	47
13.	Height Impacts	50
14.	Proposed Pedestrian Connections	52
15.	Adopted Land Use Plans	60
16.	Proposed Land Use	61
17.	Land Use Changes	62
18.	Existing Zoning	68
19.	Proposed Zoning	69
20.	Zoning Changes	70
21.	CNS CDD Land Use Concept	75
22.	Existing Height Allowances	77
23.	Proposed Heights	78
24.	Transportation Recommendations	80,81

## **DESCRIPTION OF AREA**

The King Street/Eisenhower Avenue Area is located in the southern section of the City. The area is bounded generally by Bluestone Road on the west, Interstate 95 (Capital Beltway) on the south and West Street and Hooff's Run on the east. The northern boundary is composed of the RF&P Railroad tracks, Callahan Drive and Cameron Street (Map 1).

The King Street/Eisenhower Avenue Area is composed of two major potential development areas, each containing a transit station.

### **King Street Subarea**

The King Street Metro Station subarea consists of approximately 41 acres excluding streets located between Callahan Drive, Cameron Street, West Street and north of Duke Street. The subarea is predominantly composed of commercial office buildings located along Diagonal Road, King Street, Duke Street and Daingerfield Road. Residential development within the defined subarea is limited to a 96 unit midrise apartment building on Prince Street, older townhouse residential along Harvard and Peyton Streets and a mix of old and new townhouses along West and Prince Streets.

The area is mostly surrounded by established, built up residential and commercial areas. To the east are the Old and Historic Alexandria District and the Central Business District which extend into the subarea as far as Peyton Street. To the north is the Parker Gray District and the Braddock Road Metro Station Area.

The RF&P railroad tracks, Amtrak Station and Callahan Drive define the western boundary. Abutting the railroad tracks to the west is the single family community of Rosemont. The only King Street Station subarea border which does not contain residential uses is to the south along Duke Street.

The King Street Metro area was once a location for low scaled warehousing, auto dealerships, grocery stores and freestanding retail shops. Much of the land was used for surface parking lots.

The absence of development in the King Street area was probably due to the periodic flooding of Hooff's Run and to the high water table. Its remote location at the western edge of the downtown area and its proximity to railroad tracks may have also contributed to the lack of interest in this area for more intense development.

However, the channelization of Hooff's Run under what is now Daingerfield Road and the advent of Metro-rail service in 1983 greatly accelerated investment in the area. Since King Street Station Building I opened in 1983, there has been a steady stream of construction activity; the King Street Metro Station area is developing into a dense office/retail and hotel center focused on the Metro Station.

### **Eisenhower Avenue Subarea**

The Eisenhower Avenue Metro Station subarea is located south of Duke Street and is bound by West Street to the east, the Capital Beltway to the south and Bluestone Road to the west. The Eisenhower Avenue subarea contains 316 acres excluding streets and is therefore eight times larger than the King Street area. It is also more diverse; containing a mix of commercial office, light and heavy industrial and institutional uses plus large vacant parcels.

For most of its recent history, the Eisenhower Avenue area was in the Cameron Run flood plain and therefore subject to periodic flooding. As recently as the 1940's part of this marsh area could be navigated by small boats. Through the 1960's and the 1970's the marsh areas were used as a landfill bringing elevations up to 15 to 20 feet above sea level.

The subarea was considered a swamp, a land fill site and an area suitable only for light or heavy industry. Indeed, industrial uses such as the Alexandria Scrap Yard, a steel foundry, the Norfolk Southern Rail yard, and the Virginia Concrete plant found their homes in the area.

However, with the Cameron Run flood control and channelization project completed during the late 1960's and early 1970's, the area became suitable for commercial development. The Hoffman Center, consisting of 1 million square feet of office space, was built between 1968 and 1972. Other commercial development, consisting of the American Trucking Association building and lower scale multi-building commercial projects such as the Alexandria Tech Center and GT Metro Center, were to follow during the late 1970's and 1980's.

Public agencies also found the Eisenhower Avenue area suitable for development. The City chose to locate a metro station on Eisenhower Avenue next to the Hoffman Complex and built its Public Safety Complex along Mill Road. The Washington Metropolitan Area Transit Authority built a metrorail service and inspection yard and a facility for its revenue collection operations south of S. Quaker Lane and east of Bluestone Road.

Proximity and exposure to the Beltway, the availability of large vacant sites, buildings with ample parking and less expensive rents compared to downtown Alexandria locations, are all factors which have attracted relatively low density, back office space, flex space, government office users and warehousing to the Eisenhower Avenue area.

What has not as yet been attracted to the area, however, is a mix of uses. There are no residential or retail uses near the station and few, if any Class A office buildings. In fact, so far, the metro station has generated little if any development that takes advantage of the Eisenhower Avenue station.

What has deterred metro related development in the Eisenhower station area is its physical isolation from the rest of the City. Most of this subarea is located in the Cameron Run Valley which slopes down from Duke Street and is far removed from the nearest residential areas. This isolation is compounded by limited north/south vehicular access, by the presence of railroad trackage and by unattractive if not noxious industrial uses such as the Alexandria Scrap Yard.

Yet conditions are changing which may reduce Eisenhower Avenue's isolation from nearby developed areas and create opportunities for metro related, mixed use and higher quality development.

The Oliver T. Carr Company, a large, Washington DC based developer, who has been actively involved in the development of the King Street Metro Station area, has formed a joint venture with the Norfolk Southern Corporation to develop a 76.5 acre site located between the King and Eisenhower Metro stations and containing the Alexandria Scrap yard and Norfolk Southern's railroad trackage and yard.

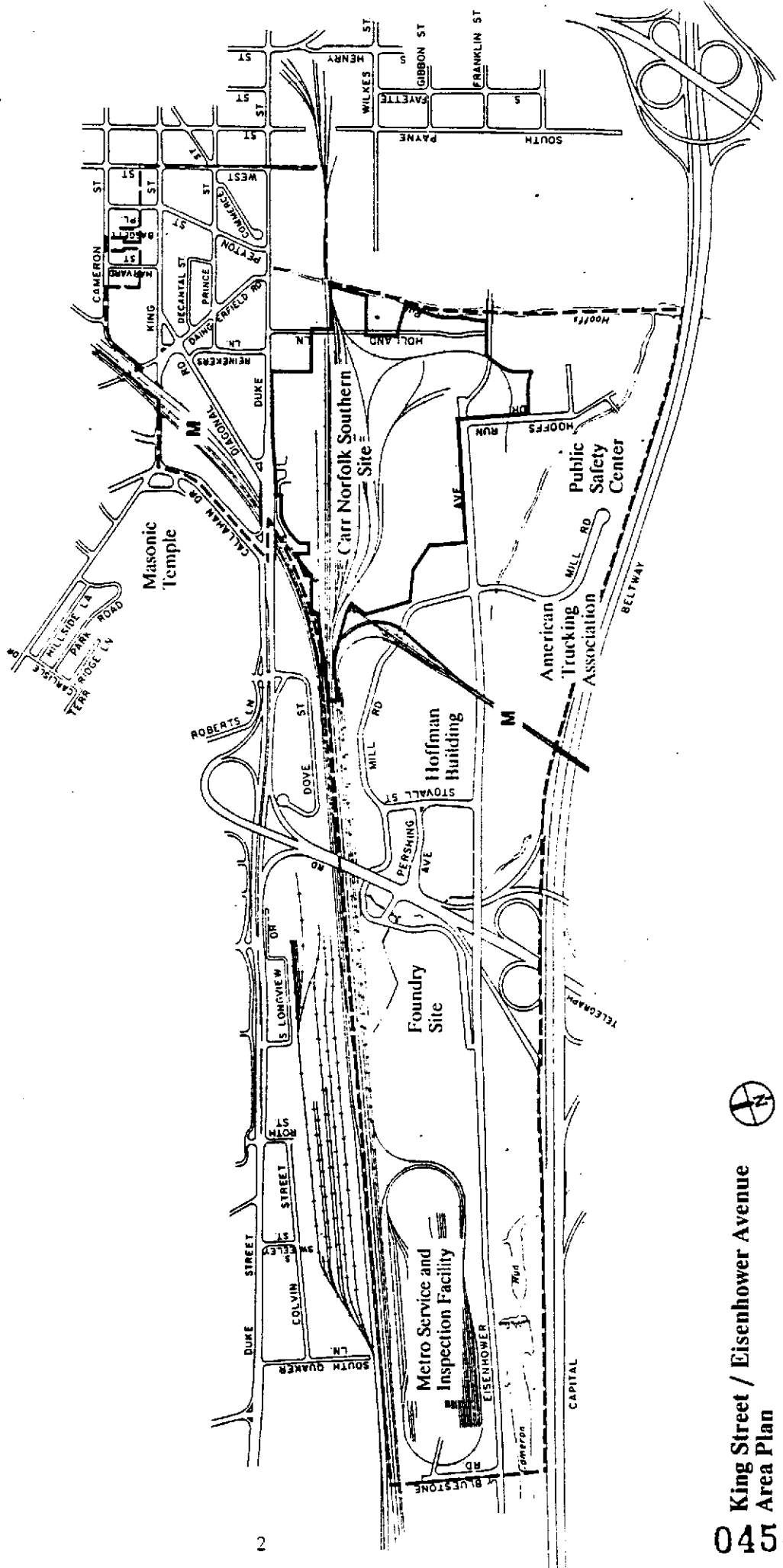
The CNS proposal includes the construction of 6.8 million square feet of mixed use, office, retail, residential and hotel development oriented along a grid system of new streets. It is projected that the project will be built over the next twenty years. The proposed CNS development can effectively remove the one physical barrier which historically has separated the two potential growth areas, namely, the railroad tracks.

## **DEMOGRAPHICS**

### **Population**

There are few people who live in the study area. The 1989 permanent, full time residential population of the King Street/Eisenhower Area is estimated to be approximately 209 persons (Table 1). This area has experienced very little residential growth in the past ten years except for a 96 unit mid rise structure on Prince Street and some infill townhouses on Prince and West Streets.

Map 1  
 1988 Study Area



## EXISTING LAND USE (Map 2)

The King Street/Eisenhower Avenue Area consists of approximately 424 acres. About 15 percent (66.9 acres) is in street and alley right-of-ways, leaving 357.4 acres of land subject to development.

### Residential Land Use

Less than one percent of the study area or 2.44 acres is used for residential purposes. Of 125 dwelling units located in the area in 1989, 96 are within a midrise condominium development on Prince street which was built in 1982. The remaining units are older rowhouses and townhouses.

Table 3

### EXISTING LAND USE<sup>1</sup> King Street/Eisenhower Avenue Area

<u>Land Use</u>	<u>Square Feet</u>	<u>Acres</u>	<u>Percent</u>
Residential	106,147	2.44	0.68
Commercial	4,282,043	98.30	27.51
Industrial	1,963,155	45.07	12.61
Park or Open Space	325,533	7.47	2.09
Institutional	617,435	14.17	3.97
Utilities	4,478,468	102.81	28.77
Vacant	<u>3,794,227</u>	<u>87.11</u>	<u>24.37</u>
Totals	15,567,008 <sup>2</sup>	357.37	100.00

<sup>1</sup> The King Street/Eisenhower Avenue Area consists of 18,479,499 square feet or 424.23 acres including public streets, alleys and other right-of-ways.

<sup>2</sup> The total amount of land area not in right of way that is subject to land use and zoning controls.

### Commercial Land Use

Commercial land uses comprise 98.3 acres or approximately 27.5% of the study area. Commercial uses near the King Street Metro Station are heavily concentrated across from the station on Diagonal Road and along King Street and Duke Street.

There are two types of commercial developments in the King Street Metro Station subarea. The first type consists of major building complexes, such as the King Street Station and King Street MetroPlace developments. These projects are designed for large, single or multi-tenant users, are approximately 77 feet in height and have densities ranging from 2.5 to 3.0 Floor Area Ratios (FAR) with structured or underground parking. These projects are part of multi-use developments which include hotel and first floor retail uses.

The second type is infill commercial developments designed for small to medium sized single tenants and national associations. These buildings are located further from the transit station and represent smaller scaled single or multi-building projects from 3 to 5 stories in height.

The only real population growth has been the direct result of the construction of institutional uses in the area. It is estimated that there are approximately 667 persons living in institutional facilities in the area, which include residents of the City's jail and the City's shelter on Mill Road.

Table 1

**ESTIMATED POPULATION  
King Street/Eisenhower Avenue Area**

		<u>1970</u> <sup>2</sup>	<u>1980</u> <sup>2</sup>	<u>1989</u>
Population	Residential	315	195	209 <sup>3</sup>
	Institutional	-	-	667 <sup>1</sup>
Housing Units		126	102	125 <sup>4</sup>

<sup>1</sup> Average number of residents in City institutional facilities: Public Safety = 469; Christ House (131 S. West Street) = 16; City Shelter = 66; Carpenters House = 88; and the Alcohol and Substance Abuse Center = 28.

<sup>2</sup> Source: U.S. Census

<sup>3</sup> Source: Planning Department based on COG Round IV Forecast.

<sup>4</sup> Source: Department of Planning and Community Development

**Employment**

There are an estimated 12,980 persons that are employed within the King Street/Eisenhower Avenue Area in 1990, not including self employed persons (Table 2). This represents approximately 14% of a total estimated 92,000 jobs in the City. Almost 9,600 persons, representing 74 percent of the work force in the study area, are employed in the Eisenhower Avenue Metro Station subarea. Some 5630 Department of Defense employees work in the Hoffman Buildings constructed in the late 1960's and early 1970's.

As shown in the table, employment in the planning area has markedly increased reflecting substantial commercial development activity in the study area over the past 15 years.

Table 2

**ESTIMATED EMPLOYMENT<sup>1</sup>  
King Street/Eisenhower Avenue Area**

<u>Area</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
King/Duke Street	18	59	1413	3403
Eisenhower Avenue	<u>5764</u>	<u>6085</u>	<u>8518</u>	<u>9578</u>
Total Employment	5782	6144	9931	12980

<sup>1</sup> Source: Department of Planning and Community Development

There are approximately 1.2 million square feet of commercial/office development in the King Street Metro Station subarea which are completed or are under construction.

Commercial development near the Eisenhower Avenue Station is more dispersed and less physically oriented to the Metro Station. The most prominent buildings are the Hoffman complex. These buildings are located on Eisenhower Avenue and on Stovall Street just northwest of the Metro station and consist of two buildings which total 935,841 net square feet and range in height from 120 to 150 feet. These buildings are surrounded by 3400 surface parking spaces accommodated on some 27 acres of land. Part of the Hoffman Complex includes an eleven story, 101,000 square foot hotel.

The other prominent commercial structure in this subarea is the American Trucking Association Building on Mill Road near the Capital Beltway. This 7 story building contains a net 171,000 square feet and is served by above grade structured parking.

The remaining commercial/office development is comprised of low scale office complexes such as the Alexandria Tech Center and the GT Metro Center. The ATC consists of four, three story office buildings with 268,000 square feet of space and a hotel containing a total of 98,242 square feet. The GT Metro Center is a combination of office and warehousing/commercial space consisting of 145,000 square feet of commercial/office space and 107,000 square feet of warehouse/commercial space.

There are approximately 2 million square feet of office development built in the Eisenhower Avenue subarea.

#### **Utilities and Transportation Land Uses**

Transportation land use constitutes the largest amount of land area within the King Street/Eisenhower Avenue Area, covering 102.8 acres or 28.8 percent of the total land area. Most of this land area contains the property and right-of-ways for the Metro service and inspection yard at Eisenhower Avenue and Blue-stone Road and the Metro stations at King Street and Eisenhower Avenue. Other properties that are used for transportation purposes are the Amtrak's Union Station on King Street and Callahan Drive and the Norfolk-Southern Railroad yard.

#### **Industrial Land Uses**

Approximately 45.1 acres or 12.6 percent of the land area in the King Street/Eisenhower Avenue area is used for industrial purposes. These industrial uses are concentrated on Eisenhower Avenue between Telegraph Road and Hooff's Run and include the Alexandria Scrap Yard, whose lease expires in 1992, and the Curtis Lumber and Plywood Company, whose lease expires in 1995. Other smaller industrial uses include the Virginia Concrete operation, a mini-storage facility and a warehouse/retail/office complex on Hooff's Run Drive.

#### **Institutional Land Uses**

Institutional uses account for almost four (4) percent (14.2 acres) of the land area in the King Street/Eisenhower Avenue Area. The major institutional uses are the 182,200 square foot Public Safety Center, constructed in 1987; and the City's 25,000 square foot Homeless Shelter and Substance Abuse Center, constructed in 1988. Other institutional uses in the area are the Black Baptist Cemetery located on Holland Lane and two churches located on King at Peyton Street and Duke at West Street.

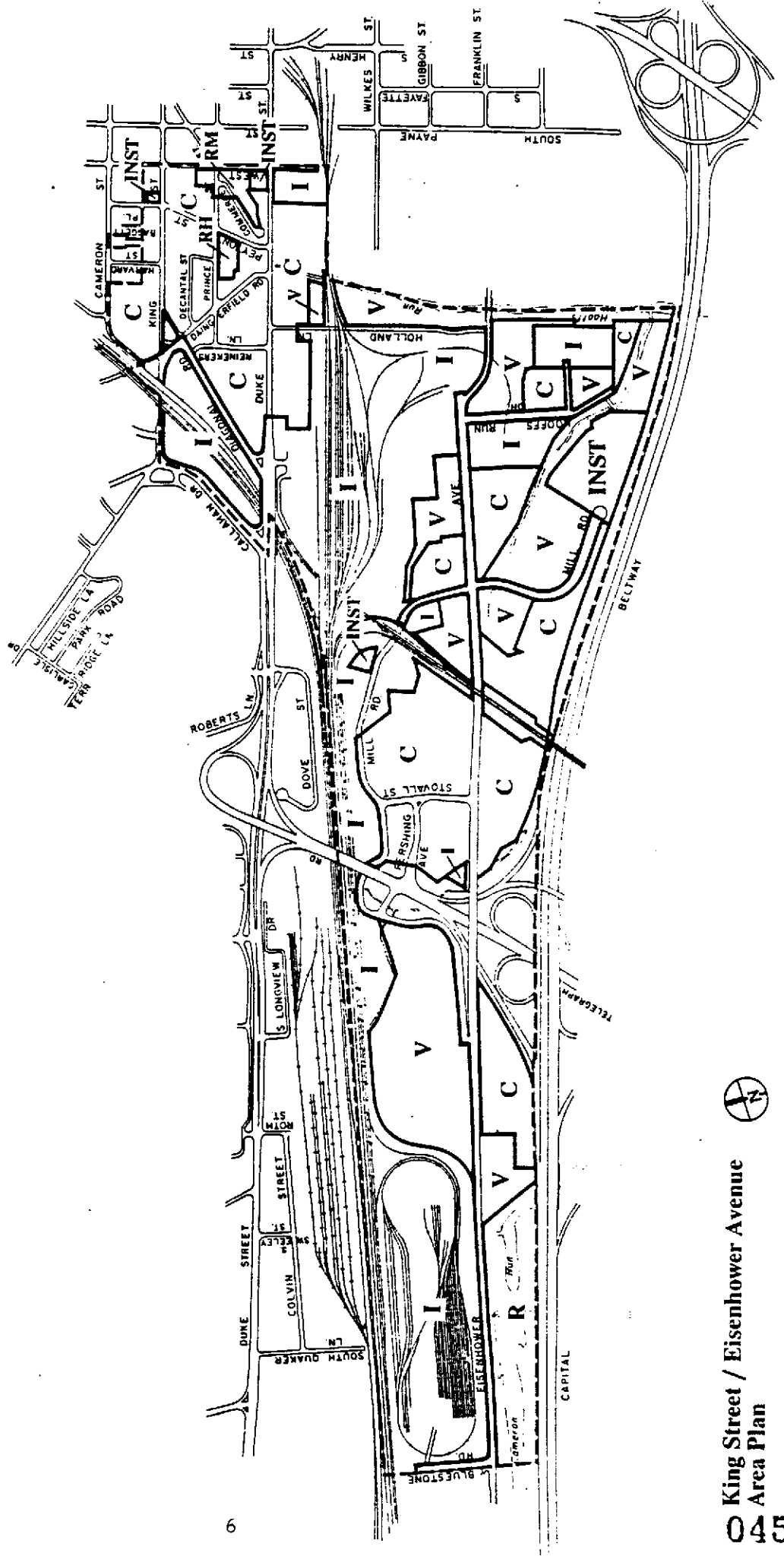
#### **Recreation Land Use and Open Space**

Only about 2.1 percent (7.5 acres) of the land area is used as open space. The study area does not contain parks, fields or active recreational facilities. Most of the open space consists of grassed or treed areas along the Cameron Run and Hooff's Run embankments. The embankment along Cameron Run has been designated as the Cameron Run Greenway and is a part of the City's open space inventory.

Map 2

### Existing Land Use

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



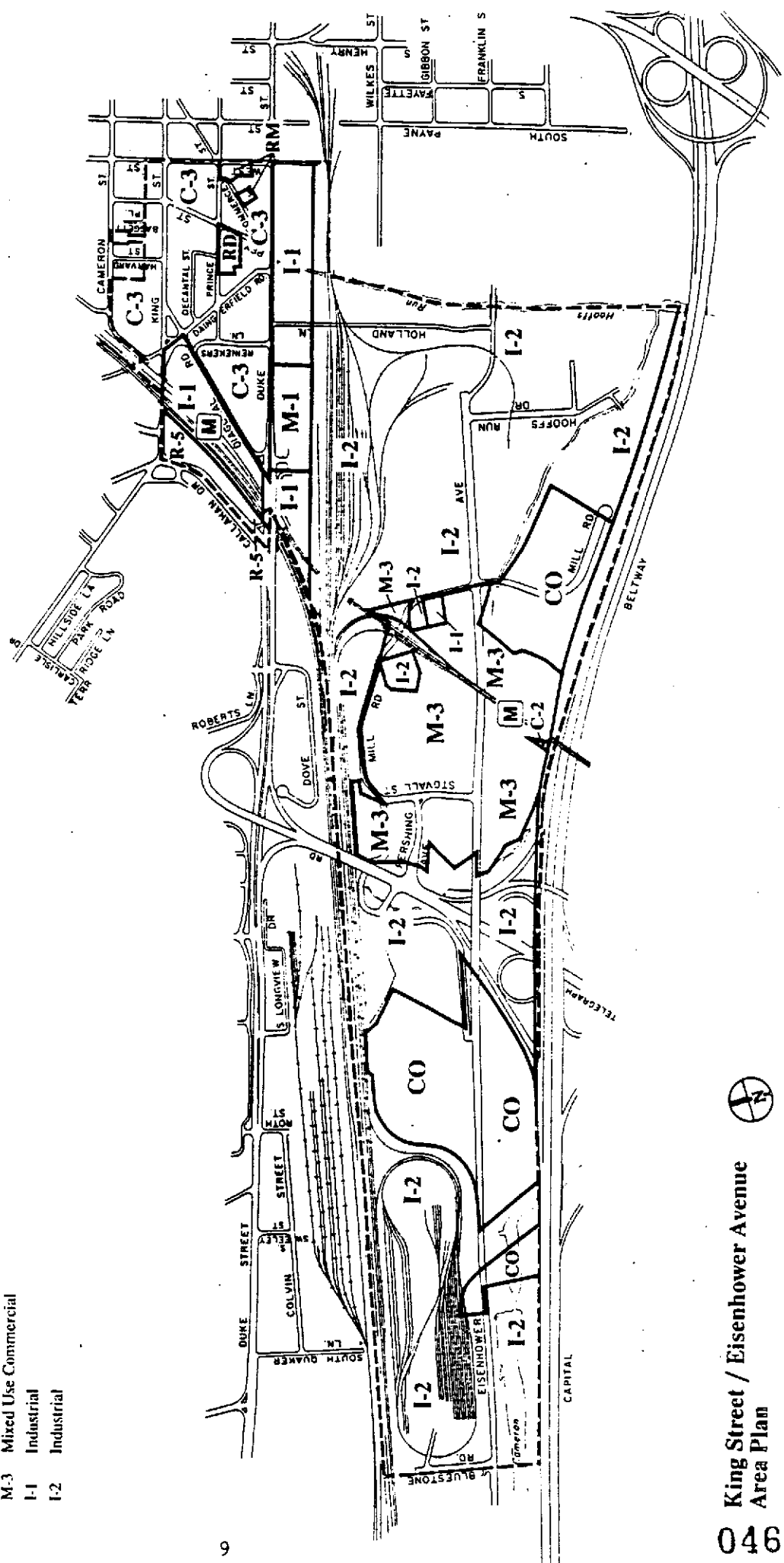
King Street / Eisenhower Avenue  
Area Plan



Map 3

**Existing Zoning**

- R-5 Residential Single Family
- RM Residential Multi-Family
- RD Residential Multi-Family
- C-2 Commercial
- C-3 Commercial
- CO Mixed Use Commercial
- M-1 Mixed Use Commercial
- M-3 Mixed Use Commercial
- I-1 Industrial
- I-2 Industrial



King Street / Eisenhower Avenue  
Area Plan

## **Vacant Land**

The King Street/Eisenhower Avenue Area contains approximately 87.1 acres of vacant land. This represents 24.4 percent of the developable land area. Almost all of the vacant land in this area is located within the Eisenhower Avenue corridor.

## **EXISTING ZONING (Map 3)**

### **Industrial Zoning**

Excluding right-of-ways for streets and alleys, 203.3 acres or 56.9 percent of the King Street/Eisenhower Avenue Area is zoned for industrial use. Most of this industrially zoned property consisting of 58.8 percent (181.56 acres) of the area is zoned I-2. The I-2 zone allows the heavy industrial uses such as railroad yards, warehouses and truck terminals, but also allows high density commercial development at a 3.0 FAR. All of the I-2 zoned land in this area is located in the Eisenhower Avenue subarea.

An additional 21.7 acres, 6.1 percent of the area, is zoned I-1. The I-1 zone permits light industrial uses and professional office buildings at a 2.5 FAR.

### **Commercial Zoning**

Commercial zoning, predominately C-3, covers 28.7 acres (8.1 percent of the total land area). The C-3 zone generally permits professional office buildings and commercial retail at a 3.0 FAR and residential development at 54.45 dwelling units per acre. All of the new construction that has occurred around the King Street Metro Station was done on sites with C-3 zoning. All of the C-3 zoned properties are located north of Duke Street between West Street and Diagonal Road.

### **Mixed Use Zoning**

Approximately 91.7 acres or 24.7 percent of the area is zoned M-1 or M-3. The M-1 zone was designed to encourage mixed commercial and residential development near the King Street Metro Station. The zone allows a 3.0 Floor Area Ratio for commercial development and up to 85 dwelling units per acre.

Only one 4.4 acre site on the south side of Duke Street is zoned M-1. Since developers have been primarily interested in commercial development of the King Street area and since the C-3 zone allowed the same 3.0 FAR as the M-1 zone, there has been little incentive to apply for M-1 rezoning to take advantage of its residential density bonus.

The M-3 zone was developed for sites around the Eisenhower Metro station and has been applied to 87.3 acres of land along Eisenhower Avenue between Telegraph and Mill Roads. The M-3 zone was also designed to encourage mixed use commercial and residential development. The zone allows a 3.5 FAR for office development and up to a 6.0 FAR provided that a portion of the development is residential. The zone also allows up to a 345 foot building height with the provision of residential uses. Although developable sites have been rezoned to M-3, no development has occurred on these sites based on the M-3 zoning.

The CO mixed use zone covers 25.5 acres (7.1 percent of the total land area). Like the metro zones, the CO zone was developed to encourage a mix of uses at higher densities. All of the CO zoned properties in this area are located in two clusters on Eisenhower Avenue.



The CO zone allows a 2.0 FAR by right and additional FAR under the CO special use permit provisions to encourage mixed use development. None of the sites zoned CO has developed under the SUP mixed use provisions of the zoning code. The Alexandria Tech Center site is being developed under the by right provisions of the CO zone for office development.

**Table 4**  
**EXISTING ZONING<sup>1</sup>**  
**King Street/Eisenhower Avenue Area**

<u>Zone</u>		<u>Square Feet</u>	<u>Acres</u>	<u>Percent</u>
Residential	R-5	277,034	6.36	1.78
	RM	30,141	0.69	0.19
	RD	39,152	0.90	0.25
Commercial	C-2	13,482	0.31	0.09
	C-3	1,248,234	28.66	8.02
Industrial	I-1	945,958	21.72	6.08
	I-2	7,909,065	181.56	50.80
Mixed Use	CO	1,109,597	25.47	7.13
Metro	M-1	190,687	4.38	1.23
	M-2	<u>3,803,658</u>	<u>87.32</u>	<u>24.43</u>
Total		15,567,007 <sup>2</sup>	357.37	100.00

<sup>1</sup> The King Street/Eisenhower Avenue Area consists of 18,479,499 square feet or 424.23 acres including public streets, alleys and other right-of-ways.

<sup>2</sup> The total amount of land area that is subject to land use and zoning controls.

### Residential Zoning

Only 8 acres (2.2 percent) of land within the King Street Eisenhower Avenue area have residential zoning, and only 1.6 of these acres are actually used residentially. The largest residentially zoned site, with R-5 single family zoning, is the Amtrak Union Station. Properties zoned for residential and developed for residential are located in three clusters, on Prince Street, Commerce Street and South West Street. The property on Prince Street is zoned RD and contains a 96 unit mid rise residential building. The properties on Commerce Street and South West Street are zoned RM and contain row-houses or townhouses.

### HEIGHT LIMITS (Map 4)

In the City, heights are regulated by both zoning and height districts. There are three height districts within the King Street/Eisenhower Avenue area which supplement the height restrictions of zoning in the area. Both the Cameron Street height district and the Old and Historic Alexandria District restrict development to 50 feet. Together, these two height districts cover most of the parcels north of Duke Street as far west as Peyton Street on the south side of King Street and Harvard Street on the north side of King Street.

Another prominent development parcel near the King Street station is the old Reed Theatre site located between Commonwealth Avenue, King Street and Cameron Street. Owned by the Dominion Companies, the plan for this 4.30 acre parcel includes a 178 room hotel and up to 400,000 square feet of office and commercial retail space. Phase I of this project, including 80,000 square feet of office space in four buildings, is nearing completion.

There has been less Metro related development activity around the Eisenhower Avenue Metro Station subarea. Since the construction of the Hoffman Buildings, the area has experienced an additional 707,000 square feet of office development including the Eisenhower Center, Tech Center and GT Metro Center projects and the American Trucking Association building.

The type of development activity in the Eisenhower Avenue area, however, has not been limited to office uses. The Metro Service & Inspection Yard was constructed on a 15.7 acre site at Bluestone Road and Eisenhower Avenue. This facility includes six buildings with 268,000 square feet of space.

The 182,000 square foot Public Safety facility was constructed on Mill Road on a 8.8 acre site to house the City jail and police headquarters. The City's Homeless Shelter and Substance Abuse Center was constructed further north along Mill Road.

In addition, there has been 54,000 square feet of warehouse mini-storage space and 107,000 square feet of warehouse/commercial space constructed.

#### Future Development Potential

As the King Street Station area approaches buildout the Eisenhower Avenue area becomes the focus for examining future development potentials and their impacts. Development which has occurred over the past 15 years may be only a short prelude to substantial potential development which could occur over the next 20 years.

This analysis examines future development potential from several perspectives. First, known projects are identified as an indicator of development interest and intentions in the area. These projects have approval, are pending review or have been announced as active developments planned for the near future. Second, the analysis looks at the supply of land and existing zoning to determine the theoretical remaining development potential of the area. Third, the analysis examines development potential in terms of market constraints.

#### Pending Development Proposals

Map 5 shows development proposals which have been recently approved, are pending approval or have been announced. As indicated, the largest of these proposals is the CNS project.

#### Carr/Norfolk Southern Project (CNS)

The CNS project is located on 76.5 acres of land used for railroad trackage, the Curtis Lumber Yard, the Alexandria Scrap Yard, the Duke Street Shopping Center, warehousing and the Carpenter's Homeless Shelter Center on Duke Street.

When completed over the next 20 years, the Plan envisions 4,225,000 net square feet of office space, 1,884,000 net square feet of residential space, 300,000 net square feet of hotel space, 378,000 square feet of retail space and a 4,500 square foot day care center.

To serve this project the Plan calls for 11,900 parking spaces located in underground and above ground parking structures throughout the project site area. The Plan also contains 25.4 acres of open space which include sidewalks, courtyards, plazas, gardens, active recreation facilities and a major park along Hooff's Run.

The King Street Metro Area height district restricts heights to 77-82 feet and covers most of the remaining land in the King Street area; it generally extends from King Street to the north to the rear property lines of Duke Street on the south, between S. Peyton Street to the east and Callahan Drive on the west.

While height districts generally limit development heights in the King Street portion of the study area to 50 and 77 feet, there are no height districts in the Eisenhower Avenue section of the study area.

The zoning in the Eisenhower area generally allows heights up to 150 feet. Under certain conditions, properties that are located outside of specific height districts can be approved to allow heights that are greater than what the zoning would normally allow by right. With a Special Use Permit and approval by City Council the CO zone would allow structures greater than 150 feet.

A Special Use Permit would also permit properties zoned I-1 and I-2 to allow heights up to 150 feet if the property is less than 5 acres in size and up to 200 feet if the property is larger than 5 acres. The M-3 zone would allow structures up to 345 feet in height with a Special Use Permit provided that residential uses are included in the project.

**ECONOMIC ACTIVITY AND DEVELOPMENT TRENDS**

Overall, the King Street/Eisenhower Avenue Area has undergone a dramatic transformation brought about by the onset of Metrorail service in 1983 and by substantial redevelopment activity over the past 8 years. As shown in the table below, prior to the opening of the King and Eisenhower Avenue metro stations in Alexandria, there was only 1.5 million square feet of office development, mostly in the Hoffman Complex. Since 1983 there has been 1.83 million square feet of additional office construction activity or 260,000 square feet constructed per year.

Table 5

**OFFICE DEVELOPMENT 1975-1990  
(Cumulative Square Feet)  
King Street/Eisenhower Avenue Area**

<u>Subarea</u>	<u>1975</u>	<u>1980</u>	<u>1983</u>	<u>1985</u>	<u>1990</u>
King Street	5,020	16,546	32,946	392,708	1,232,152
Eisenhower	<u>976,185</u>	<u>1,065,546</u>	<u>1,324,779</u>	<u>1,738,047</u>	<u>2,031,890</u>
Total	981,185	1,082,092	1,076,571	2,270,854	3,264,042

Most of the Metro related development activity has been concentrated around the King Street Metro Station area. Since 1983, some 1.1 million square feet of office development either has been completed or is under construction. Over the next five to ten years it is projected that the King Street station subarea will add another 950,000 square feet of office space at which point the King Street area will have achieved buildout. Almost all of this projected space is either under construction or has approved site plans.

The largest development in the area is the Oliver T. Carr Company King Street Station project located on Diagonal Road and Duke Street. When completed, the project will contain 536,000 net square feet of office space, 67,000 net square feet of retail space, 25,000 square feet of restaurant space and a 155,000 square foot hotel on a six acre site across from the Metro Station.

The project is formed around a grid pattern of streets which will serve to provide additional road connections between Eisenhower Avenue and Duke Street. Holland Lane will be widened to four lanes as part of phase I of this project.

Access to the site will be from Telegraph Road, Eisenhower Avenue and Duke Street. The CNS team is proposing a Connector Distributor Road from the Capital Beltway to provide more direct Beltway access to the project and as an alternative to Telegraph Road which is already congested.

The focus for commercial retail and entertainment activities will be the Retail Square to be located on Duke Street opposite the King Street Station Retail Court. The developer is proposing cinemas, a performing arts facility and a 230,000 square foot specialty shopping center.

The overall density of the project, excluding the 25.4 acres of rights of way, is a 2.62 FAR.

#### Hoffman Center

This is a 40.7 acre site located between the Beltway, Telegraph Road and Mill Road. The owner has submitted a Plan to include four, 345 foot (26 story) towers consisting of 3.25 million square feet of office space to house the Navy and a 16 story, 375,000 square foot office building to house a GSA tenant. In addition, the owner has submitted plans for an 800 room expansion of the existing 200 room hotel plus 560 residential units to be housed in two 27 story towers.

The owner has also identified in concept a future phase for two sites on either side of the Eisenhower Avenue Metro Station. This "Phase C" plan includes 1,170 residential units, an additional hotel with 900,000 square feet, 130,000 square feet of retail and restaurant and 3.0 million square feet of office space.

#### Cameron Center

The Cameron Center site is 22.19 acres, zoned CO commercial, located on Eisenhower Avenue just west of Telegraph Road. The Simpson Development Co. is planning ultimately to construct 1.7 million square feet of office space, 150,000 square feet of retail space and a 300 room hotel. The site has approval for a 120,000 square foot office building.

#### Alexandria Tech Center

This is an 11.56 acre site located on the south side of Eisenhower Avenue opposite the Cameron Center site. The ATC has over 373,000 square feet of office space approved and 263,000 square feet of office space built.

#### Mill Race Apartments

This proposed project is located on a 3.3 acre parcel on the south side of Mill Road opposite the City's Homeless Shelter and Substance Abuse Center. The proposal includes 520 units of residential, 22,000 square feet of retail, a 7,000 square foot health facility and 1,100 parking spaces. The heights of the buildings are 185 feet; the proposed density is 3.38 FAR or 157 units per acre.

#### Foundry Tract

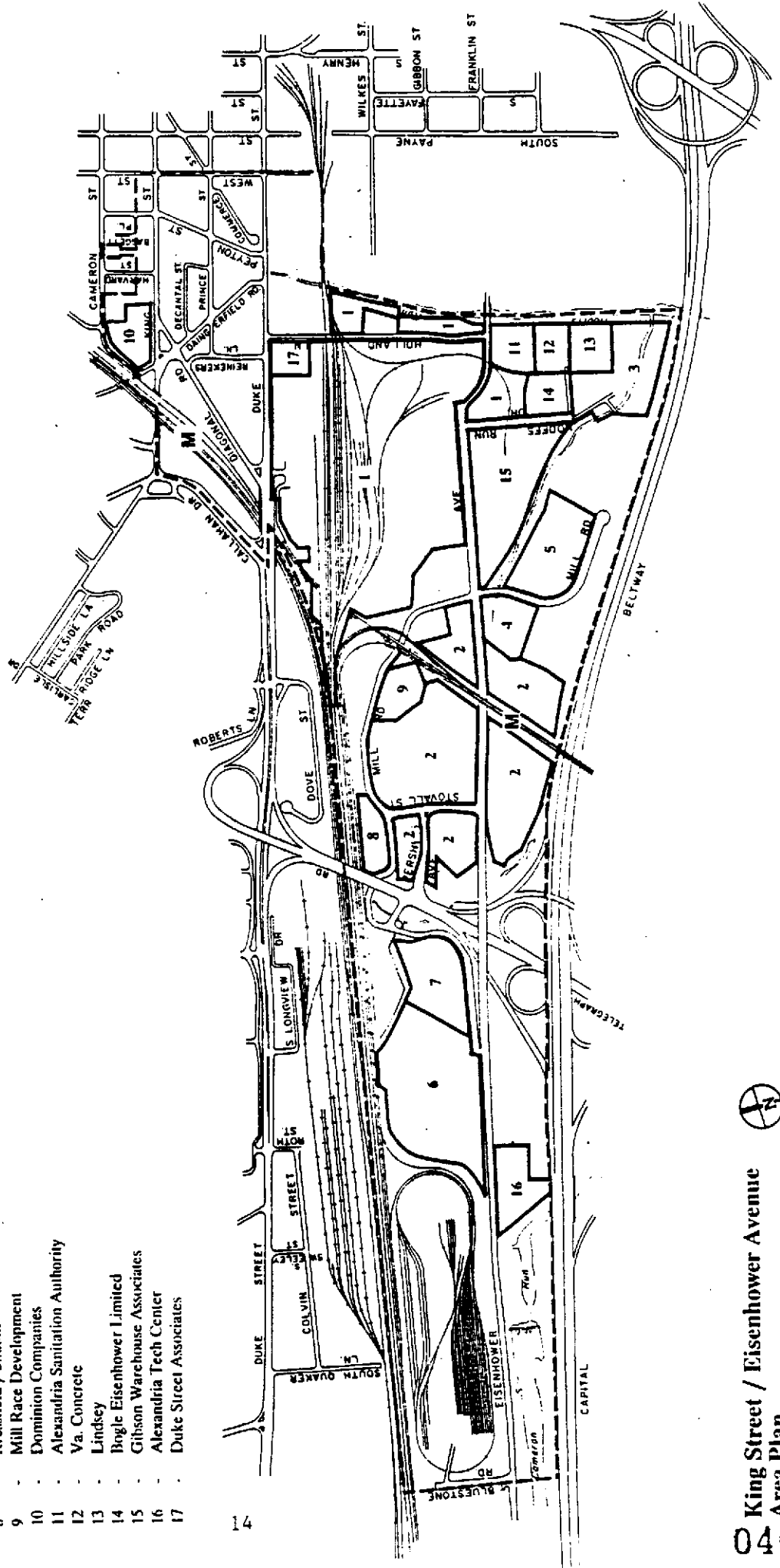
This is a 7.2 acre former steel foundry site located between the Cameron Center property and Telegraph Road. Previous plans submitted by the Walt Robbins Company in 1985 included 585,000 square feet of office space housed in four buildings and a 300 room hotel.

Pending development proposals would add at least 13.4 million square feet of office space to the 3.2 million square feet of commercial development in the King Street/Eisenhower Avenue area completed or under construction.

Map 5

**Major Vacant and Developable Sites**

- 1 - Carr Norfolk Southern
- 2 - Hubert Hofman
- 3 - Bernard Fagelson
- 4 - Gateway South Associates
- 5 - O.T. Carr
- 6 - Lehigh / Portland
- 7 - Alexandria Research Center
- 8 - Kressfield / Shubin
- 9 - Mill Race Development
- 10 - Dominion Companies
- 11 - Alexandria Sanitation Authority
- 12 - Va. Concrete
- 13 - Lindsey
- 14 - Bogle Eisenhower Limited
- 15 - Gibson Warehouse Associates
- 16 - Alexandria Tech Center
- 17 - Duke Street Associates



King Street / Eisenhower Avenue  
Area Plan

There is, therefore, a marked disparity between what developers have built and have announced they wish to build and what the current zoning allows. Even greater is the gap between current zoning allowances and reasonable market expectations over the next 20 years.

### Market Forecasts

In July, 1988 the City commissioned a report prepared by Hammer, Siler George and Associates to forecast future office development over the next 17 years (1988 - 2005). The report concluded that office demand in the City would range from 900,000 - 1,000,000 square feet per year up to 1995 but would taper to 600,000 - 750,000 square feet per year between 1995 - 2005.

Overall, the report states that projected office construction is likely to range from 12 - 14 million square feet of space over the 17 year period or from 700,000 to 800,000 square feet of space per year. This projection predicts a slowdown in the pace of office construction which the City had experienced within the last five years when the City absorbed 5.7 million square feet of commercial office space or 1.1 million square feet per year.

The market analysis has several implications relative to the King Street/Eisenhower Avenue study area. First, it is evident that the study area, especially the large underdeveloped sites, is overzoned relative to the amount of commercial development which can reasonably be captured, not just for the area, but for the entire City.

The largely undeveloped eastern portion of the Valley is zoned for 26 million square feet of office development whereas the entire City is projected to absorb only 13.6 million square feet over the next twenty years.

Moreover, pending development plans include some 13.4 million square feet of office development whereas the allocation projects only 6.0 million square feet of additional office development for the study area over the next 20 years.

### TRANSPORTATION

The King Street/Eisenhower Avenue Area is accessible to the Beltway (I-95) and is served by several major arterials including Telegraph Road, Eisenhower Avenue, Duke Street and King Street. The study area is also accessible by bus and rail transit, is served by the Huntington Metroline via the King Street and Eisenhower Avenue Metro stations, and will be served by the Springfield Metroline and possibly by commuter rail.

Nevertheless, access to the study area is severely constrained. North-south street movement within the eastern Valley is limited to Holland Lane and to Telegraph Road. Importantly, Telegraph Road provides the only connection within the study area to the Beltway.

East - west movement is limited to Eisenhower Avenue and to Duke Street. There are only two connections between these arterials within the study area, at Holland Lane and at Telegraph Road. King Street, Commonwealth Avenue and Russell Road are all major streets which funnel into narrow, constricted railroad underpasses which become points of congestion.

Compounding these limitations, is heavy, peak period regionally oriented traffic which is part of the traffic watershed flowing north/south through the eastern portion of the City destined to Washington, D.C. and to Arlington County employment centers. Increasingly, traffic is also destined to Alexandria work places.

The result of a limited street system trying to accommodate regional and local traffic demands has been increased congestion affecting the arterial street system and Alexandria neighborhoods

It is against this background that the prospect of development within the Cameron Run Valley has been discussed, evaluated and debated over the past 20 years

Table 6

**PENDING DEVELOPMENT  
King Street/Eisenhower Avenue Study Area**

<u>Project</u>	<u>Land Area (acres)</u>	<u>Office (millions of sq.ft.)</u>	<u>Residential (number of units)</u>	<u>Retail (thousands of sq.ft.)</u>	<u>Hotel (no. of rooms)</u>
CNS	76.5	4.2	1886	375	400
Hoffman	40.7	6.6	1730	162	1280
Cameron Center	22.2	1.7	0	150	300
Mill Race	3.1	0	510	22	0
Tech Center	11.6	0.1	0	0	0
Eisenhower Plaza	2.4	0.3	0	31	0
Foundry	<u>7.2</u>	<u>0.6</u>	<u>0</u>	<u>0</u>	<u>300</u>
Total	152.1	13.4	2396	740	1880

**Other Potential Development Sites**

The list of pending development by no means exhausts the development potential of the study area. Other potential development sites include the following:

**Hooff/Fagelson Property**

This is a 15.6 acre tract of land located adjacent to the Beltway, the City's sewerage treatment plant and Hooff's Run. The site is mostly vacant and contains a Go-Cart track. This site is to be leased over the next 10 years to a car rental agency for car storage.

**Perpetual American/Gibson Warehouse**

This is a 13.29 acre site located on the south side of Eisenhower Avenue and immediately south of the proposed CNS development property. The site contains 253,000 square feet of office and warehouse space in one to three story buildings. Because of its proximity to the CNS property and to the Eisenhower Avenue Metro Station it is likely that this site would be ripe for redevelopment in 10 years.

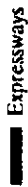



**O.T. Carr Site**

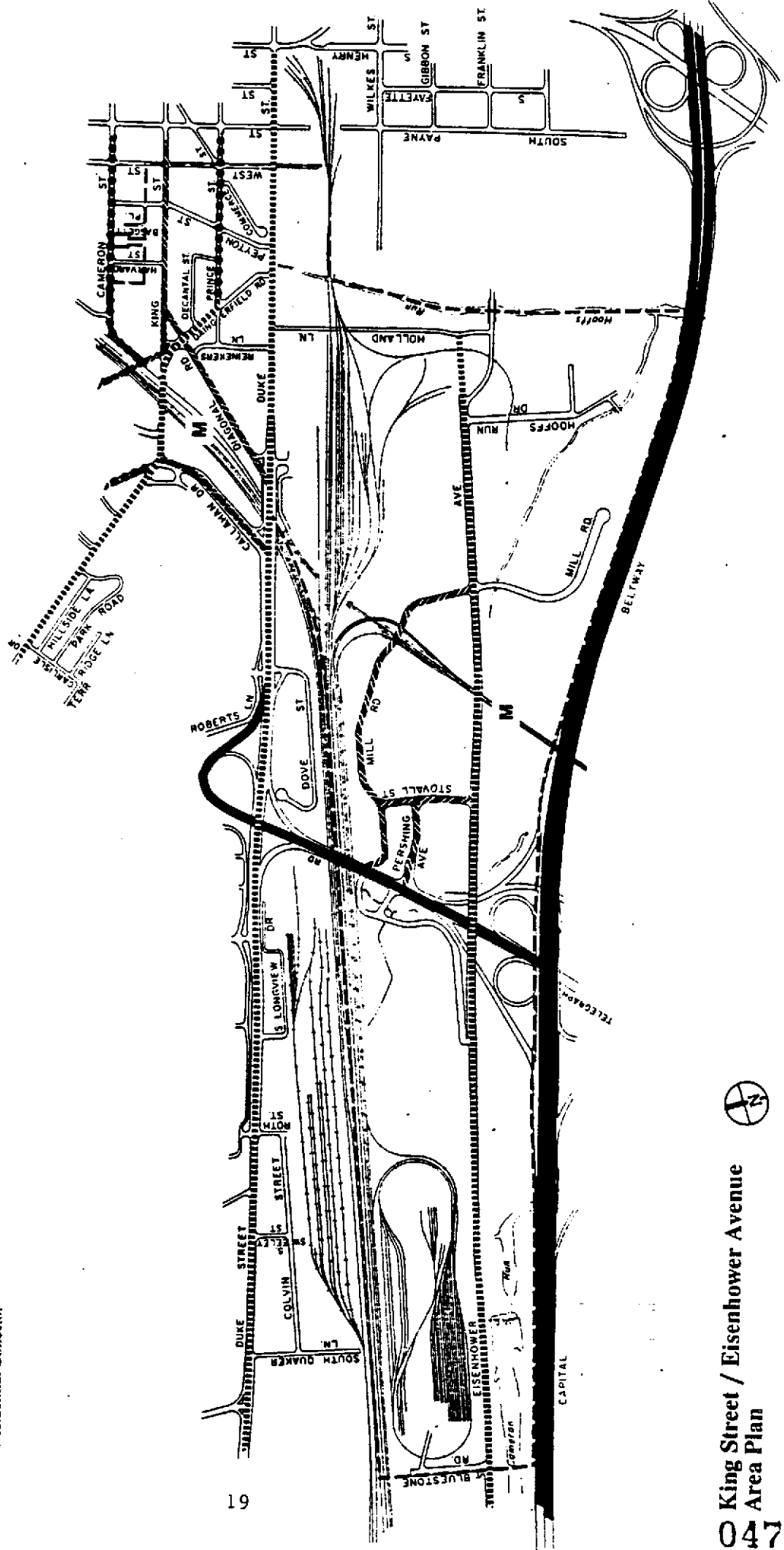
In addition to the CNS property, the Oliver T. Carr Company owns a 7.72 acre site next to the Public Safety Complex along Mill Road. The owner has indicated plans to construct 800,000 square feet of development on this site. This property would be adjacent to the proposed Connector/ Distributor Road proposed by the Carr Company as part of the CNS project.

**Zoning Potential**

The amount of commercial development which has been built, approved, considered or announced in the study area is 13.6 million square feet. The amount of commercial development theoretically allowed by the current zoning on sites in Valley portion of the study area plus the CNS site is 26,000,000 square feet.

Map 6  
**1974 Major Thoroughfare Plan**

-  Expressways
-  Arterial
-  Primary Collector
-  Residential Collector



**King Street / Eisenhower Avenue  
 Area Plan**

How much development can the eastern portion of the Cameron Valley absorb and how much traffic can the street system accommodate? What improvements are needed to make the street system work and how will all of this affect neighborhoods?

This Plan addresses these questions and issues using a computerized traffic model. The model, using City and Council of Governments (COG) data, provides a comprehensive tool to analyze the impacts of local and regional traffic on the City's street system.

The City has also retained the transportation consulting firm of Frederic R. Harris and Assoc. to assist staff in this effort. This section will refer to the Harris Report which provides the basic transportation analysis contained in the Plan.

The transportation analysis section describes the 1974 Major Thoroughfare Plan for the area, the existing street system, the transit facilities serving the King study area and the major findings of previous Cameron Valley transportation studies. The section then explains the methodology and findings of the Harris report.

### 1974 Major Thoroughfare Plan

The 1974 Major Thoroughfare Plan for the King Street/Eisenhower Avenue area is shown on Map 6 and described below.

#### King Street Subarea

The only streets designated as arterials in the 1974 Major Thoroughfare Plan in the King Street area were Duke Street and the small section of King Street between Cameron Street and Diagonal Road. The rest of King Street was designated as a primary collector, while Prince and Cameron Streets were designated as residential collectors. Both the Duke street overpass and King Street underpass at the RF&P railroad tracks were designated for study.

#### Eisenhower Avenue Subarea

Within the Eisenhower Avenue subarea, two roadways were shown as expressways: the Capital beltway along the southern edge of the study area, and Telegraph Road. Duke Street was the only existing arterial, the planned Eisenhower Avenue extension through the Valley and over Telegraph Road was shown as a proposed arterial. The only other roadways in the 1974 Plan were the Mill Road/ Pershing Avenue/Stovall Street connections between Eisenhower Avenue and Telegraph Road, which were shown as primary collectors. The Plan also called for a study to determine the best locations for a Duke Street/Eisenhower Avenue connector to the Valley west of Telegraph Road.

### Intersection Levels of Service

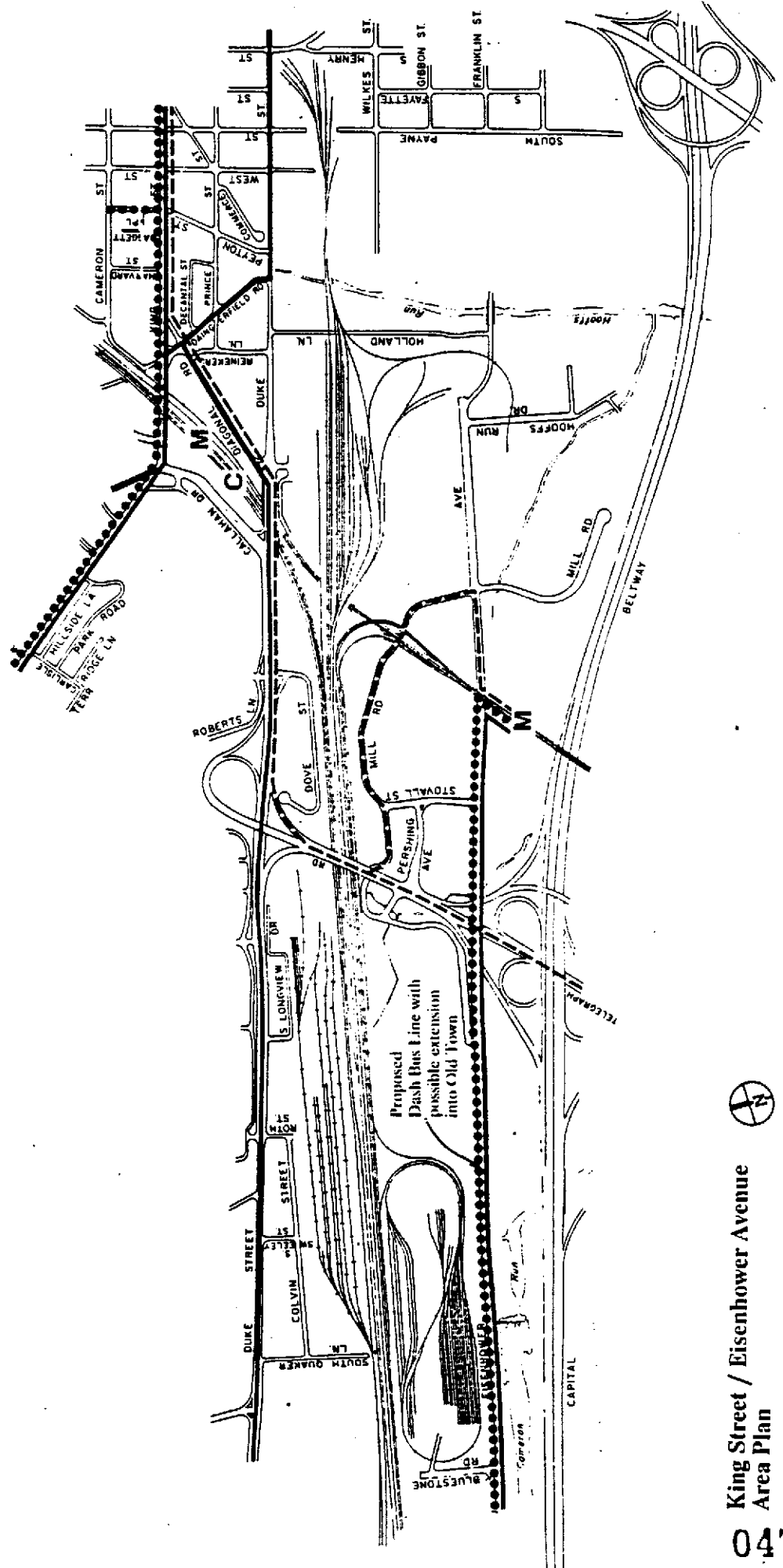
One primary measure of existing traffic conditions is the level of service achieved at specific intersections. "Level of Service" is a concept used by traffic engineers to convey different levels of congestion and delay as arranged on a scale of A to F. In an urban area, level of service E at an intersection during the peak hour (the hour of greatest traffic demand during the morning or afternoon) reflects a condition where all of the traffic demand desiring to cross an intersection during an hour is accommodated. In this sense, the intersection is at capacity; demand fills the intersection during the entire one hour.

Level of Service F is a condition where an intersection cannot accommodate all of the demand during a one hour period. The result of Level of Service F conditions (LOS F) is delays, congestion and extension of the peak hour for longer periods during the morning or afternoon. LOS F describes a condition where demand exceeds the one hour capacity of the intersection.

Map 7

**Transit Service**

- Dash Bus Lines
- Metrobus Lines
- - - Fairfax Connector
- M** Metro Stations
- C** Commuter Rail Station (Planned)



Proposed Dash Bus Line with possible extension into Old Town

King Street / Eisenhower Avenue Area Plan

0473

Using counts contained in the 1988 CNS Traffic Impact Study, the following were calculated to be the existing levels of service at intersections providing access into or located within the area.

As shown, two critical intersections are already operating beyond their capacities during one or both peak hours: Duke/Diagonal and Van Dorn/Eisenhower. Telegraph/Pershing-northbound is at the minimum acceptable level of service. Otherwise, these intersections were operating below their capacity in 1987.

**Table 7**

**INTERSECTION LEVELS OF SERVICE  
King Street/Eisenhower Avenue Area**

<u>Intersection</u>	<u>Level of Service</u>	
	<u>A.M.</u>	<u>P.M.</u>
Duke/Quaker	A	C
Duke/Callahan	B	C
Duke/Diagonal	F	F
Duke/Reinekers	B	A
Duke/Daingerfield	A	A
Duke/Henry	A	D
Duke/Patrick	B	A
Duke/Washington	C	C
King/Russell	C	C
King/Commonwealth	A	A
Van Dorn/Eisenhower	F	F
Telegraph/Pershing-north	E	E
Telegraph/Pershing-south	D	D

Source: CNS Project TIS submitted to Oliver Carr Company by Gorove/Slade Assoc., July 1989.

**Street Capacity**

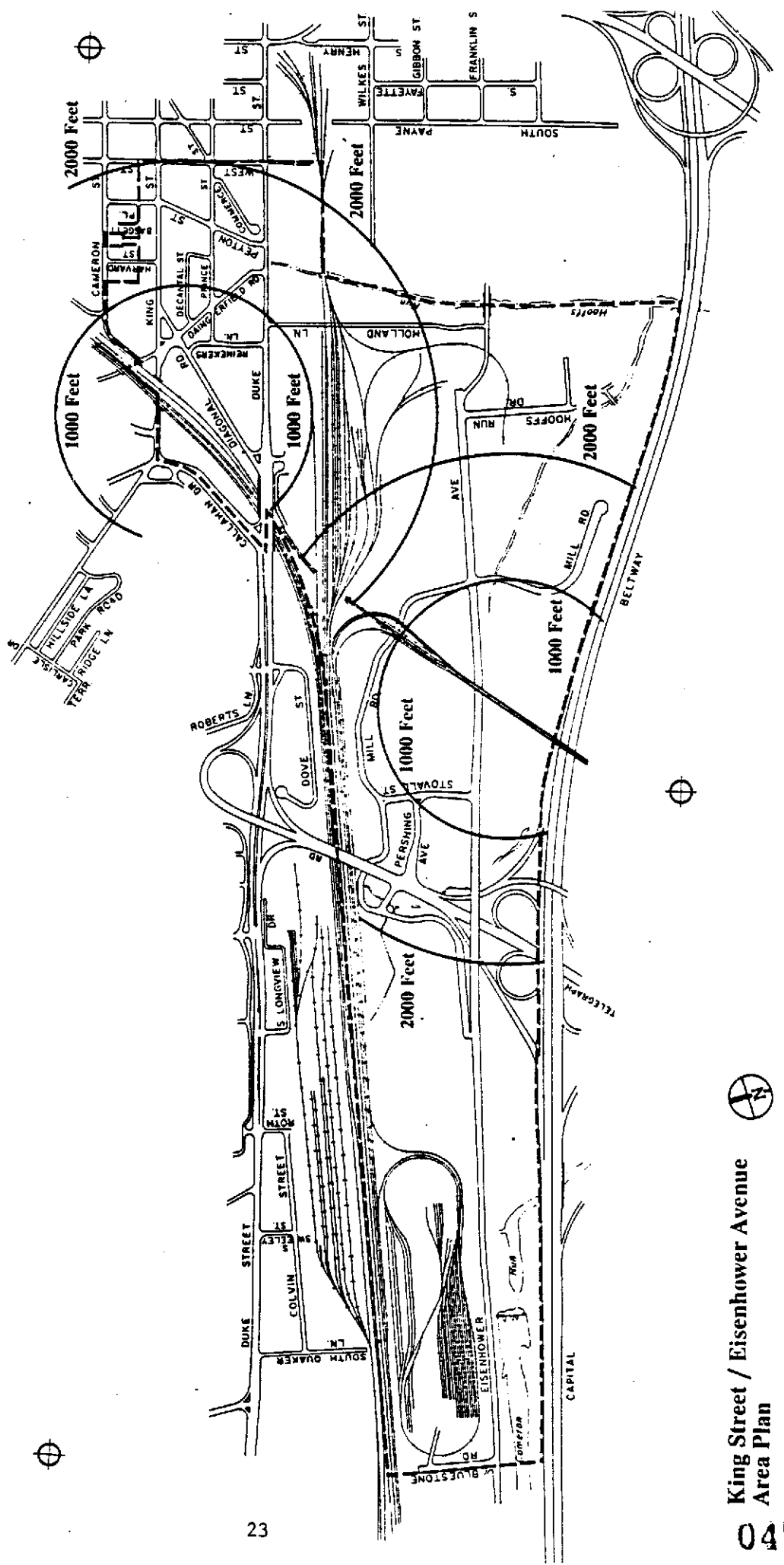
Even though most intersections in the King Street/Eisenhower Avenue study area were operating, overall, below capacity in 1987, many of the key streets providing access into and out of the area were over capacity in the peak direction. Duke Street, Route 1 northbound and Telegraph Road, three of the four access points from the south and west, are over capacity today and traffic often experiences delays on these streets in the peak direction. Those streets with the most unused capacity generally provide access from the north, i.e. Route 1 southbound from the north. The existing regional land use pattern generates this demand for access from the south and west. Although forecasts (COG Round IV) indicate more suburban to suburban travel, there will also be increased traffic from the south and west which will continue to impact the City.

**Existing Transit Systems**

**Metrorail**

As shown on Map 7, there are two metro station located within the King Street/Eisenhower Avenue Area, only one-half mile apart: the King Street Station and the Eisenhower Avenue Station. Both the King Street and Eisenhower stations are currently served by the Huntington line. Upon completion of the Van Dorn metro station, service will be extended south to Van Dorn via the King Street station and eventually will extend to Springfield.

Map 8  
**Walking Distances To Metro Stations**



### Pedestrian Access to the Metro Stations

A 1987 study of Metro ridership conducted by JHK and Associates showed that there is a strong relationship between the location of development and Metro usage; offices located closer to the metro station have a higher percent of transit users than those buildings located further away. While other factors certainly help determine transit usage, distance between the office and the metro station was one of the most important factors.

Map 8 shows distances around the two Metro stations and shows that over half of the area is located within a reasonable walking distance of a Metro station. Only two areas: the sites west of Telegraph Road, and the sites east of Hooff's Run Drive, are located more than 2000 feet from a metro station. In the JHK study, for suburban locations, transit usage at office developments located more than 2000 feet from the metro had dropped to less than half of what it was at offices located nearer the metro station.

### Commuter Rail

The proposed Northern Virginia Commuter Rail is expected to link Fredericksburg, Manassas and points north to Alexandria, Arlington and D.C.. One of the transfer points for commuter rail is planned to be at Union Station, on Callahan Drive just west of the railroad tracks. Union Station will be connected via an underground tunnel to the King Street Metro Station, providing a convenient transfer point and also providing convenient access into the King Street area for commuter rail users.

### Bus

Bus service within the Valley is limited. Currently, two Metrobus lines provide service on Eisenhower Avenue: the #14A bus connects the S&I yards on Eisenhower Avenue to the Eisenhower Avenue Metro Station, and the #7 bus provides service between the Eisenhower Metro Station and the western end of the City. Metrobus line #29 runs along Duke Street, connecting to the Pentagon, Old Town and Annandale via Duke Street. Within the King Street area, one additional metrobus line, #28, provides service between Old Town and Tyson's Corner, via King Street.

In addition to Metrobus, three of the four Alexandria DASH lines provide service between the King Street Metro station and most parts of the City. DASH expects to extend its service to the Eisenhower Avenue corridor in the latter half of 1990. Initially, this line is expected to provide service between the Eisenhower Avenue Metro Station, the new Van Dorn Metro Station and the west end of the City.

The Fairfax County Fairfax Connector bus service, linking Springfield and Old Town Alexandria, also provides bus service into the area, stopping at both metro stations.

Improved bus service will be a critical element to be included in all transportation management plans within the study area.

### Cameron Run Valley Transportation Studies

Over the years, either the City or private developers have conducted studies of the Cameron Run Valley to assess the impact of future development on the existing road network and to identify what road improvements would be needed to accommodate what levels of development.

Although the focus and methodology of each of these studies may have differed, they consistently show that the Cameron Run Valley can only accommodate modest growth without major improvements to the road system.