DOCKET ITEM #

Master Plan Amendment #2015-0004

Issue: Consideration of a request to amend the Potomac West Small Area Plan Chapter of the City's Master Plan to include the Oakville Triangle/Route 1 Corridor Vision Plan and Urban Design Standards & Guidelines	Planning Commission Hearing:	October 6, 2015
	City Council Hearing:	October 17, 2015
Staff: Karl Moritz, Director, Planning and Zoning karl.moritz@alexandriava.gov; Helen McIlvaine, Acting Director, Office of Housing Helen.mcilvaine@alexandriava.gov; Jeffrey Farner, Deputy Director, Planning and Zoning jeffrey.farner@alexandriava.gov; Sandra Marks, Deputy Director, Transportation & Environmental Services Sandra.marks@alexandriva.gov; Carrie Beach, Division Chief NPCD, Planning and Zoning, carrie.beach@alexandriava.gov; Robert Kerns, Division Chief Development, Planning and Zoning, robert.kerns@alexandriava.gov; Eric Keeler, Division Chief, Office of Housing eric.keeler@alexandriava.gov; Steve Sindiong, Principal Planner, Transportation & Environmental Services steve.sindiong@alexandriava.gov; James Roberts, Urban Planner, Planning and Zoning james.roberts@alexandriava.gov; Richard Lawrence Urban Planner, Planning and Zoning Richard.lawrence@alexandriava.gov; Katherine Carraway, Urban Planner, Planning and Zoning Katherine.carraway@alexandriava.gov; Laura Durham, Open Space Coordinator, Recreation Parks & Cultural Activities laura.durham@alexandriava.gov ; Tamara Jovovic, Housing Analyst tamara.jovovic@alexandriava.gov		

PLANNING COMMISSION ACTION, OCTOBER 6, 2015:

On a motion by Commissioner Koenig, seconded by Commissioner Wasowski, the Planning Commission voted to amend the *Draft Oakville Triangle/Route 1 Corridor Vision Plan and Urban Design Standards & Guidelines* with two adjustments:

1) Revise Recommendation 1.1 in Chapter 1 and Chapter 9 to include "support the expectation of high quality architecture" as follows:

> *1.1 Establish Design Standards and Guidelines to support the expectation of high quality architecture and to ensure compatibility with the adjoining neighborhoods.*
>
> Throughout the Plan, wherever the phrase "high quality design" appears, revise to read *"high quality design and architecture."*

2) On page 52 of the Plan, incorporate text consistent with the parameters developed by the Oakville Triangle/Route 1 Corridor Advisory Group for the southern Oakville Triangle parcel:

> *Additional height may be considered for the property at the corner of Fannon and Route 1 subject to the following:*
>
> - *Require a more appropriate setback (larger than 12 feet proposed) between the proposed building and the future lower trail in Mount Jefferson Park. Suggestion is to maintain the setback that is established in the northern portion of Oakville Triangle;*
> - *Maintain a 45' height limit adjacent to Mount Jefferson Park consistent with the 45' height established in the northern portion of Oakville Triangle; and*
> - *Allow for some flexibility of building height on the Route 1 frontage above the currently proposed 55 feet if 45' building height is maintained along Mount Jefferson Park.*
>
> *A request to increase the allowed height on the parcel (above 55 feet) in the future will be evaluated as part of a DSUP application and based on the criteria established by Advisory Group.*

The motion carried on a vote of 6 to 0.

On a motion by Commissioner Wasowski, seconded by Commissioner Koenig, the Planning Commission voted to initiate Master Plan Amendment #2015-0004. The motion carried on a vote of 6 to 0.

On a motion by Commissioner Wasowski, seconded by Commissioner Koenig, the Planning Commission voted to adopt the resolution and recommend approval of Master Plan Amendment #2015-0004 as amended. The motion carried on a vote of 6 to 0.

Discussion:
Commissioner Wasowski, as chair of the Oakville Triangle/Route 1 Corridor Plan Advisory Group, provided a summary of the planning process highlighted by the following: an involved and effective community engagement process; the Advisory Group and community's emphasis on high quality architecture; and the significance of the Plan benefits. The Commissioner recommended approval of the Draft Plan to the Planning Commission.

Commission Chair Lyman asked for comment on speakers' concerns regarding the "loss of blue sky" for Del Ray residents with the eventual development of tall buildings. Commissioner Wasowski pointed to Mount Jefferson Park, the planned Park Road, and the planned 45ft townhouses as all being buffers to the neighboring community. Taller buildings will be closer to Route 1 and will be designed to step down toward the single family homes abutting the park.

Commissioner Dunn spoke to the concern with the possible loss of light to neighboring residents, as well as preserving 'Del Ray' type of architecture and asked how that could be addressed. Commissioner Wasowski shared that architectural drawings were presented to the Advisory Group showing townhouse sketches along Park Road that have front porches similar to those in Del Ray. She also noted that the existing berm in Mount Jefferson Park provides a buffer between Del Ray and Oakville Triangle.

Commissioner Brown addressed a request by Mr. Wendling that his home and that of his neighbor on Hume Avenue, be included in the CDD zone. Staff noted that the homes were not included in the planning area because it was limited to commercial and industrial zones; additionally, the homes are in the Town of Potomac National Historic District. Commissioner Brown suggested proceeding with the boundary as depicted in the Plan; if the time comes that the two properties are surrounded by new development, the home owners will have grounds to apply for rezoning.

Commissioner Wasowski expressed support for providing flexibility in height for the southern Oakville Triangle parcels. Ensuring that construction on the southern end of Mount Jefferson Park edge are set back 45ft to be in alignment with buildings on the northern end will create a consistent line and ensure the integrity of park. Another consideration is that this southern triangle of parcels may develop as a commercial site, balancing the mix of uses in the planning area; if the height is limited the variety of uses is less likely to occur. Staff recommended adding text to plan consistent with parameters established by the Advisory Group.

Commissioner Dunn asked for confirmation on the possible increase in density. Staff indicated that two metrics were used to examine density, comparison of the plan area with surrounding sites (e.g., Potomac Yard) and by block. Commissioner Wasowski pointed out that the Oakville Triangle planning area is different from Potomac Yard in that it requires graduated heights, whereas Potomac Yard appears flat in height. Also, the density projections are less in the

Oakville Plan area than in North Potomac Yard and the Belle Pre (multi-family unit). Commissioner Wasowski addressed speakers' concerns with traffic issues describing for the Commission the thorough discussions during Advisory Group meetings about the E. Glebe Road intersection improvements.

Commission members commended the overall planning process and thorough Advisory Group and staff work and community participation.

Speakers:

Duncan Blair, attorney, represented the Oakville Triangle developer of who supported the Plan. He stated that the Plan will help to revitalize the Route 1 Corridor and provide transit oriented mixed-use development. He also shared that the property owner will be submitting a CDD concept and infrastructure plan in December, and first DSUP for an office building in January.

Kory Mertz identified himself as an Advisory Group member and supported the plan. He noted his concerns with the following: traffic, especially on East Glebe Rd.; ensuring appropriate building transitions to existing neighborhoods; ensuring a mix of uses and housing types.

Keirsten Current objected to the Plan's proposed heights, density and ordinary design. If the Plan is approved, she asked that the Planning Commission and City Council be diligent about ensuring high quality architecture and design.

Patrick McNabb did not support the Plan as presented. He noted several concerns regarding the scale, density, traffic, and lack of active open space.

Ed Wendling requested that his property on Hume Avenue and that of his neighbor, Heather Martin, be included in the CDD zoning.

Bernadette Williams voiced concern with the proposed heights, requesting that the minimum heights become the maximum. If the new Oakville Street is approved, she asked that it be narrowed for traffic calming and that four-way stops be included. She also requested adequate tree plantings and quality architecture.

David Fromm identified himself as an Advisory Group member and supported the Plan. He noted the following issues: adequate setbacks are critical for the southern Oakville Triangle site; high quality architecture is critical throughout the Plan area and requested that no exceptions be made from the design standards. He also suggested that language be added to Recommendation 1.1 in Chapter 1 and Chapter 9 to emphasize high quality architecture as staff and the Advisory Group intended.

Sheryl Gorsuch did not support the Plan. She shared concern that the development would overwhelm the existing neighborhoods with too much density, and does not see the community benefit to the Plan commensurate with increase in density. She cited other concerns: roof top open space is not worthwhile to the community; more open space is needed; traffic in and around the E. Glebe/Route 1 intersection; lack of southbound transit stops on E. Glebe; more affordable housing; and loss of blue sky.

Marlin Lord supported the Plan and the planning process; however, he shared his disappointment with the first draft of architecture for the planned office building on Swann, as well as concern with the loss of storage in the area.

John Ellis shared concern about the proposed height in District 2, possibly resulting in loss of blue sky. He asked the Commission to consider a height reduction, especially where the planning area abuts Mount Jefferson Park. He asked for clarification on plans for the berm separating the park from Oakville, and reiterated the need for quality architecture and proper transitions into Del Ray. Lastly, he asked that planned retail space be small-business friendly.

Pat Miller identified herself as an Advisory Group member, serving as a Del Ray Business Association representative. She and DRBA supported the Plan and planning process. She highlighted two concerns: maintaining light industry in the area and connectivity to Del Ray for the businesses. Although there is not a planned road into Del Ray, she was pleased with the bike/ped connections. Finally, she emphasized the need for an integrated approach to public art in all planning processes. This process could have used more discussion on the matter.

Mary Catherine Gibbs, attorney, represented three individual property owners who supported the Plan and process. They are in favor of increased height in the southern Oakville Triangle sites.

I. OVERVIEW

The Oakville Triangle/Route 1 Corridor Plan ("Plan") establishes a long-term (20 year) vision and framework for the planning area. It addresses future infrastructure, land uses, building heights, design standards, open space, and affordable housing, and is intended to guide public and private investment. Developing the Plan proactively, rather than potential piecemeal redevelopment of the west side of the Route 1 corridor, enables a comprehensive and coordinated approach for redevelopment. It builds on the strengths of the planning area, the industrial heritage, the character of the adjoining neighborhoods, the Route 1 Transitway (Metroway) and Metrorail station, and the planned and existing uses within Potomac Yard. In addition to setting a framework for the type, scale and compatibility of anticipated development, the Plan also establishes a plan for community amenities, including affordable housing, open space, streetscaping, and transportation infrastructure improvements for cars, bikes and pedestrians.

A. Key Elements of the Plan

- Establishes a grid of streets and new connections for pedestrians, bikes and cars;
- Introduces a new north-south road (Oakville Street) from Fannon Street to East Glebe Road;
- Provides a mix of office, hotel, retail and residential uses (see Table 1 for an overview of anticipated total buildout by use);
- Provides "maker" space to keep some of the types of existing uses within the plan area;
- Concentrates height and density at the Metroway transit stops and near the Metrorail Station;
- Provides 65 affordable units on the Oakville Triangle site, with additional units to be provided within the plan area;
- Improves and expands publicly accessible open space, including renovation and enhancement of the 4.7 acre Mount Jefferson Park from Raymond Avenue to Route 1, expansion of the Ruby Tucker Park from 10, 450 sq. ft. to 14,500 sq. ft. , and provision of a 21,000 sq. ft. central urban plaza five new open spaces (totaling more than 75,000 sq. ft.) adjacent to Mount Jefferson Park in Oakville Triangle;
- Provides retail within the Oakville Triangle site to complement planned retail within Potomac Yard (200,508 sq. ft.);
- Establishes phased improvements to the intersection at East Glebe Road / Route 1 in consultation with the adjoining property owners;
- Streetscaping improvements and undergrounding utilities for the Route 1 frontage; and
- Establishes Design Standards to require appropriate buffers, scale and transitions to existing homes and high quality design and materials.

Table 1: Plan Overview of Potential Building Area Under Future Proposed CDD Zoning
All numbers are approximate

	Total Plan Area (~23 acres)	**Oakville Triangle Site only (~13 acres)**
Office	~140,000 gsf	~140,000 gsf
Residential	~1,600,000- 2,200,000 gsf Units: 1450 up to 2000, depending on ultimate use of flexible office/res sites*	~1,000,000 gsf Units: Approx. 925
Residential or Office Flex*	~600,000* gsf	
Retail	~185,000 gsf	~185,000 gsf
Hotel	~140,000 gsf (189 rooms)	~140,000 gsf (189 rooms)
"Maker" Space	~70,000 gsf	
Total SF	~2.8M gsf	~1.55M gsf

Notes:
**Some designated blocks allow flexibility for office or residential use.*
GSF indicates gross square feet and does not include above or below-grade parking.

B. Oakville/Route 1 Advisory Group

A nine-member Advisory Group established by City Council in 2014 held 17 public meetings between April 2014 and August 2015. The group consisted of the following members and representation: Maria Wasowski/Planning Commission and Chair, Pat Miller/Business, Ben Flood/Del Ray Citizens Association, Kory Mertz/Lynhaven Civic Association, Patricia Harris/Potomac Yard, and Frank Fannon, David Fromm, Rodrigo Letonja, and Peter Pocock serving as At-Large Representatives.

The planning process was guided by the City's civic engagement policy established during the What's Next Alexandria initiative, and featured a combination of Advisory Group meetings, neighborhood walking tours, park planning workshops, and presentations to neighborhood civic associations and City Boards and Commissions, as well as work sessions with the Planning Commission and City Council.

The Advisory Group and community provided input to establish core Plan principles related to Character and Design, Land Uses, Building Heights, Open Space, Connectivity, and Community Benefits. Over the course of the planning process, the principles were refined and standards were developed to reinforce the concepts. In particular, refinements were made to Connectivity, Maker Space and Neighborhood Serving Uses, Mount Jefferson Park, and Appropriate Height and Scale Transitions. The Advisory Group unanimously supported the Plan and Design Standards, as described in their letter of endorsement.

C. Implementation

In addition to the site-related improvements and contributions that will be made by each redevelopment site as a result of standard development conditions, the Plan also identifies priorities and funding sources for Plan-wide amenities. The specific timing and triggers of the funding will be established as part of the future Coordinated Development District (CDD) zoning and associated development approvals for the Plan area. Transportation infrastructure will be required before certain development thresholds are met, and these conditions will be detailed in the future CDD zoning for the plan area. It is anticipated that the rezoning for the Plan area will be docketed for the December Planning Commission and City Council hearings.

I. DISCUSSION

The Oakville Triangle/Route 1 Corridor planning area (Figure 1) lies within the boundaries of the Potomac West Small Area Plan, adopted by City Council in 1992. Other parts of the Potomac West Plan area have been amended a number of times since 1992, but the area west of Route 1, including the Oakville Triangle, has not. With its proximity to the Route 1 Transitway, the future Potomac Yard Metrorail Station, and the planned redevelopment of North and South Potomac Yard, a community vision for the future is essential to guide future redevelopment.

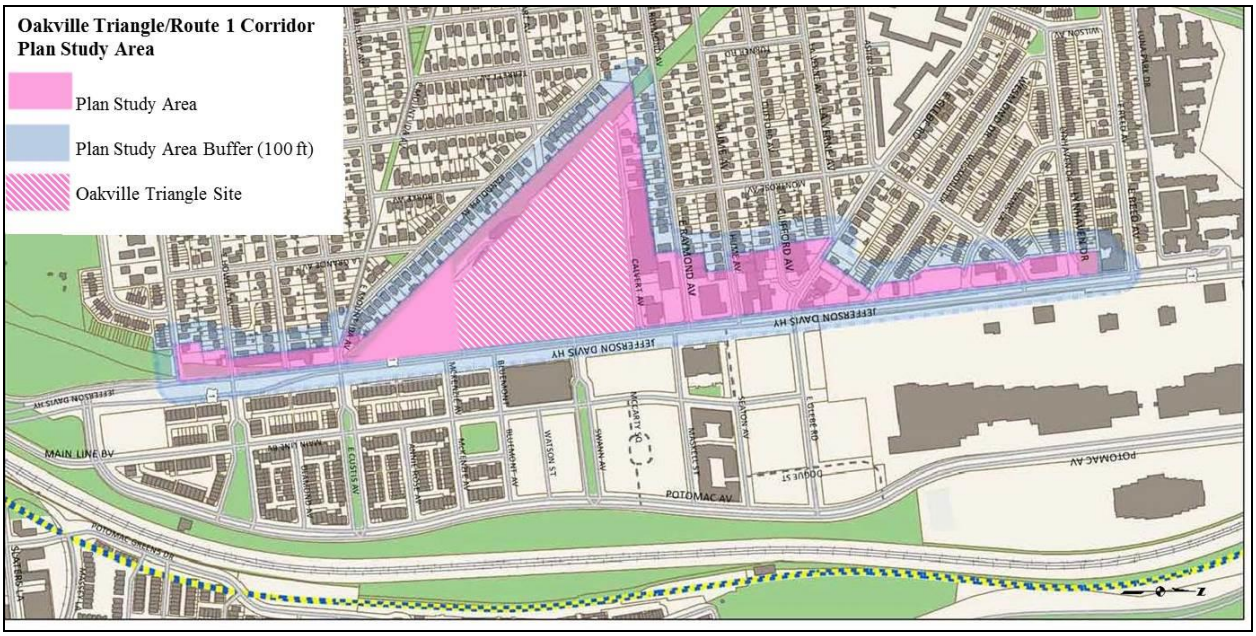

Figure 1: Oakville Triangle/Route 1 Corridor Plan Study Area

The 1992 Potomac West Master Plan, Attachment 2, states, "*The City holds open the possibility of reevaluating the area [Oakville Triangle] in the future as development occurs in the Route 1 corridor. The area may be considered as a CDD in the future.*" It is intended that the Plan recommendations supersede any references to the study area within the 1992 Potomac West SAP and applicable requirements.

Table 2: Plan At a Glance

Land Use	• Oakville Triangle: Hotel, Office, Residential, ground floor retail and maker space • Plan Area: Predominantly residential with areas designated for ground floor neighborhood-serving retail/maker space, and flexibility for office in key locations
Open Space	• Improved Mount Jefferson Park and expanded Ruby Tucker Park • 5 new public open spaces adjacent to Mount Jefferson Park • Required ground level and rooftop amenity space in redevelopment
Heights	• Generally 45' closest to existing residential • 55'-75' in most/rest of Plan area • 90'-100' at intersection Swann/Route 1 close to transit • Requirements for buffers and scale transitions to existing residential neighborhoods
Affordable Housing	• Consistent w/ Housing Master Plan • Minimum of 65 housing units in Oakville Triangle affordable to households at 60% AMI • On-site affordable housing and/or contributions w/each redevelopment site
Transportation & Connectivity	• Enhanced bike/pedestrian network and connectivity • New north-south connection road • Pedestrian and bike connection between Swann and Stewart Avenues • New pedestrian crossing of the Route 1/Transitway • Montrose Avenue signal and traffic calming • Glebe/Route1 intersection improvements
Route 1 Streetscape	• 25' Streetscape with wide sidewalks and street trees • Underground utilities, improved accessibility
Stormwater	• New development required to treat stormwater. The majority of the existing development does not treat its stormwater. • Impervious surfaces reduced with new ground level OS

A. Conformance with Existing City Plans and Policies

In addition to the Potomac West Small Area Plan, existing City plans and policies informed the recommendations established in the Plan, shown in the list below:

- Potomac Yard/Potomac Greens Small Area Plan (1992)
- South Potomac Yard CDD Zoning and Design Guidelines (1999)
- Open Space Master Plan (2002)
- Transportation Master Plan (2008)
- Eco-City Charter (2008)
- Pedestrian and Bicycle Master Plan (2008, and current update in process)
- Green Building Policy (2009)
- Green Sidewalks Guidelines (2014)

- City Council's Strategic Plan (2010)
- North Potomac Yard Small Area Plan (2010)
- Complete Streets Policy (2011, and current update in process)
- Housing Master Plan (2014)
- Potomac Yard Metrorail Station Draft Environmental Impact Statement (2015)

B. Compatibility with Existing Neighborhoods

The planning area is adjacent to three existing neighborhoods: Del Ray, Lynhaven, and Potomac Yard. The Plan attempts to balance compatibility with the scale, character and uses of the existing neighborhoods while also improving connectivity between the old and new neighborhoods and providing an appropriate level of transit oriented development adjacent to the Metroway and Metrorail Station.

During the planning process, the Advisory Group and community provided feedback about areas where conditions warranted taller building heights (along Route 1, and closest to transit stops and the future Potomac Yard Metrorail Station), and areas where lower building heights were necessary to ensure appropriate buffers to the existing neighborhoods. In some cases, this meant reducing the heights, and it also required developing standards to establish appropriate landscape buffers and setbacks between new development and adjacent properties (also specified in the 1992 Potomac West Area Plan) as well as appropriate height transitions and stepbacks, and standards to mitigate light and sound. These standards are incorporated into the Plan's Design Standards.

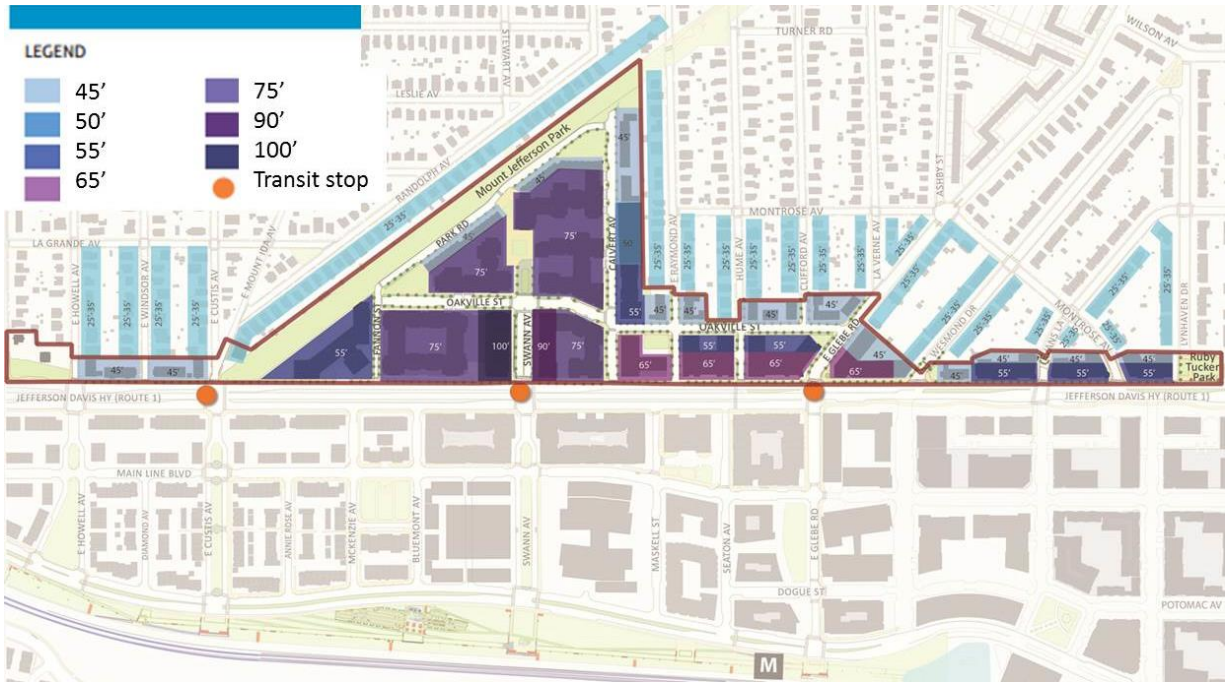

Figure 2: Plan Proposed Heights

Concerns were raised by the community about the compatibility of the level of development proposed in the Plan with the surrounding neighborhoods to the west. Consistent with the City's Strategic Plan to maximize development in proximity to transit, the Plan recommends increased height and scale and a range of land uses adjacent to Route 1. As shown in Figure 2: Plan Proposed Heights, the highest buildings (at 90 feet and 100 feet) are located at the transit stop at Swann Avenue and Route 1. Heights along Route 1 taper down to 55 feet. While the Plan recommends density appropriate for the transitway and planned Potomac Yard Metrorail Station, it also generally requires that the buildings step down to a maximum height of 45 feet closer to Mount Jefferson Park, Del Ray, and Lynhaven. In response to questions and concerns, and in order to develop appropriate standards to ensure minimum solar impact, staff conducted solar studies and topography/height studies of the proposed heights in relation to the existing neighborhoods. In addition, staff produced a report showing projected population and student generation to share with the community. Each of these studies is provided in the appendix to the Plan.

C. Mount Jefferson Park Enhancements

The proposed redevelopment of the Oakville Triangle site is immediately adjacent to the City-owned Mount Jefferson Park, and will include pedestrian and bike connections to the section of the Park between East Raymond Avenue and Route 1 (approximately 4.7 acres of the linear trail). As part of the year-long planning process for this section of Mount Jefferson Park, staff worked with current park users and neighbors, the Advisory Group, as well as the broader community interested in the park to develop a draft concept plan for improvements. At their first public meeting in April 2014, the Advisory Group heard from the community that preserving the character of, while at the same time providing access and connections to, Mount Jefferson Park was a priority if/when the Oakville Triangle site redeveloped. Subsequent Advisory Group and park planning meetings reinforced those initial themes.

Figure 3 - Mount Jefferson Park Plan

The current plan for Mount Jefferson Park (Figure 3), endorsed by the Park and Recreation Commission in May 2015, and included in the Oakville Triangle/Route 1 Corridor Plan, represents an effort to balance the community and City objectives. As shown in Figure 3 and listed below, the overall goals and improvements are:

- Maintain the character of the park, including keeping the existing topography created by the old rail line;
- Address the stormwater/drainage issues;
- Enhance the off-leash dog area;
- Provide better separation between the dog exercise area and the trail;
- Enhance the trail with a pervious surface treatment;
- Provide landscaped berms along the new Park Road (Oakville Triangle site) and the park;
- Improve access and wayfinding at East Raymond Avenue and Route 1;
- Improve a new pedestrian/bicycle access point at Stewart Avenue; and
- Enhance native buffer plantings along the trail.

The Advisory Group, along with the involved community, identified improvements to this section of Mount Jefferson Park as one of the highest priority community benefits in the Plan area. Due to the park's proximity to the Oakville Triangle property, along with impacts to the park that will occur with its redevelopment, the property owner's development team worked with the City to create the park improvement plan, consistent with the community's feedback. Construction of this park plan will be done by the Oakville Triangle property owner, in conjunction with the first phase of development of Oakville Triangle, if approved by the City. In the absence of Oakville Triangle redevelopment, the plan would be included with the 17 Neighborhood Park Plans currently underway, and considered through the City's Capital Improvement Program (CIP) in future years. The Plan will require site plan approval, which is currently scheduled for December 2015. Once the Plan is approved, City staff will coordinate with and conduct pre-construction outreach to the community and adjoining residents.

D. Improved and Expanded Open Spaces

As outlined above, the Plan recommends improvements to the Mount Jefferson Park/Trail (an approximately 4.7 acre linear trail), timed to occur with the first phase of the redevelopment of Oakville Triangle. With the renovation, approximately .5 acres of the park, currently leased to the Oakville Triangle property owner and occupied by a warehouse will be returned to open space. In addition, the Plan calls for a 4500 sq. ft. expansion of the Ruby Tucker Park to create a larger public open space in the northern portion of the Plan area.

Aside from the two existing City-owned parks, there is limited existing open space in the plan area. Therefore, a key focus of the Plan was expanding access to open space. Figure 4 provides a comparison of existing and Plan-proposed open space.

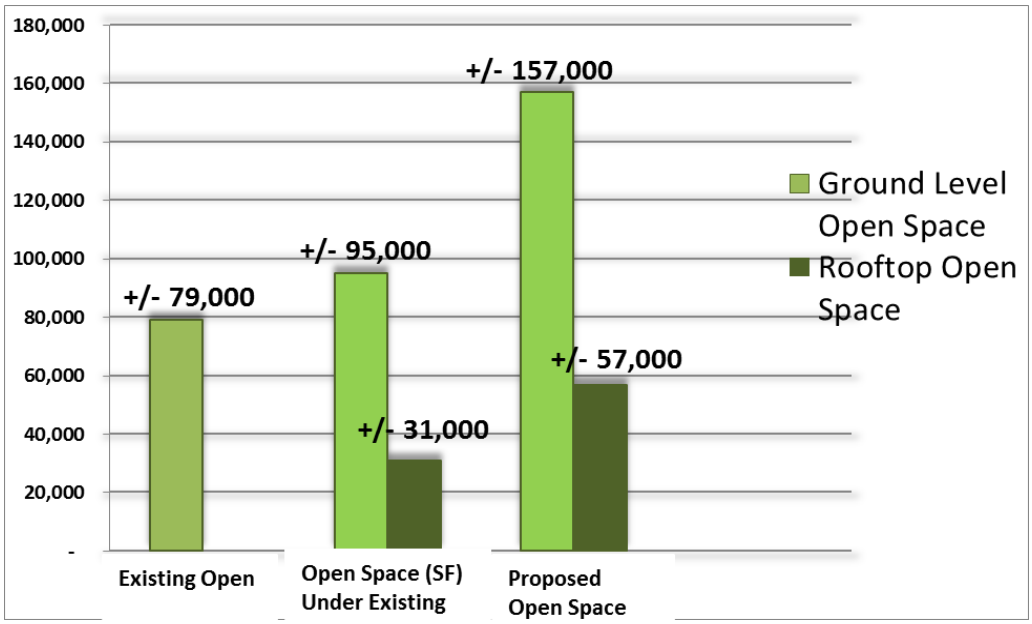

Figure 4: Existing and Planned Open Space

As shown in Figure 5, the Plan calls for five new open spaces within Oakville Triangle adjacent to Mount Jefferson Park to build on and visually connect to the Park, totaling more than 1.5 acres in new ground level open space. The open spaces will offer a range of places to gather and enjoy, ranging from a hardscaped urban plaza and pedestrian walkways to green passive recreation spaces. One of these will include a new plaza at the foot of Swann Street as a central public gathering space for daily enjoyment and special events for residents and visitors. The Swann Plaza will be built with high quality materials and finishes, incorporating seating, street trees, and public art or other focal point. In addition, all new development in the planning area will provide a required percentage (depending upon building type as specified in the Design Standards) of ground level open space and rooftop amenity space. Roof top amenity space will offer new residents' access to the outdoors, and will be designed to minimize impacts on the adjoining neighborhoods.

Figure 5: Plan Open Space Network

The City was recently approached by the Virginia Department of Transportation with the option to acquire the parcel located at 518 E. Bellefonte Avenue, at the corner with Jefferson Davis Highway. A Section 9.06 request will be reviewed by the Planning Commission in October 2015 to review the potential acquisition for open space. The 5,750 sq. ft. parcel represents an important opportunity to consolidate with the adjacent right of way/open space parcel owned by the City to the north, in close proximity to Simpson Park.

E. Urban Form and Design Excellence

The design standards established in the Plan require high quality design and materials and the provision of a variety of heights and setbacks. New development is also encouraged to incorporate aspects of the railroad and industrial heritage of the Plan area as well as identifiable characteristics of the adjacent neighborhoods, strengthening the connection to the surrounding community. In addition, the Plan recommends an enhanced streetscape for Route 1, with standards for wide sidewalks, street trees lining the pedestrian realm, and underground utilities. As emphasized by the Advisory Group, it will be fundamentally important to closely review the proposed architecture of each new development application, to ensure that future development meets the expectations of the Plan.

F. Transportation

One of the key concepts of the Plan is to create an urban mixed-use environment that minimizes dependency on the automobile and prioritizes walking, biking, and transit use, taking advantage of the area's multi-modal transportation system and multiple, attractive existing and future transportation options. The Plan's transportation recommendations build on this concept, and are consistent with the City's Transportation Master Plan and the Complete Streets Policy. While the traffic in the Plan area will continue to increase over time, the Plan-recommended significant transportation improvements result in a better condition than without the Plan improvements, and subsequent CDD zoning will require phasing of infrastructure with development to ensure that the improvements are timed to coordinate with development. This approach is similar to other recent plans such as North Potomac Yard and Beauregard.

<u>Transportation Analysis</u>

As part of the effort to review the feasibility of the proposed Plan, staff conducted a transportation analysis that considered:

- Bicycle and pedestrian connectivity;
- Access to existing and future transit;
- Existing and increasing levels of traffic and cut-through traffic in adjoining neighborhoods;
- Glebe/Route 1 intersection configuration to assist with traffic flow and connectivity; and
- Traffic calming in adjoining neighborhoods.

The transportation analysis is a planning-level study that evaluates the impacts associated with the Plan, examining 13 intersections within and adjoining the Plan area. The study assumes full buildout of the Plan area by the year 2027 and also assumes changes in regional traffic patterns over that period. It should be noted that all future redevelopment applications associated with the Plan will require additional traffic studies to analyze transportation specific impacts in much more detail based on the development plans for each site, and will

include new transportation data and updated development information. The future studies will update the traffic impacts associated with specific development and refine the recommended improvements to the transportation plan.

The analysis assumes a number of planned transportation improvements that would be completed at the time of opening of the first phase of development, including the Potomac Yard Metrorail station, and intersection improvements at Route 1/East Reed Avenue, and at Route 1/Swann Avenue. The analysis also assumes increases in traffic attributed to regional growth, including approved development in the Plan area by 2027, and in North and South Potomac Yard.

The Plan recommends a comprehensive transportation strategy and improvements to the transportation system to support the proposed development as outlined below:

- Transportation network that includes a new street grid to distribute vehicular traffic, improve traffic flow, and improve pedestrian, bicycle and transit connectivity;
- New north-south road between Fannon Street and East Glebe Road (extension of Oakville Street);
- Pedestrian-bike connection between Swann and Stewart Avenues to provide connectivity between the Del Ray neighborhood, Oakville Triangle, Potomac Yard, and the future Potomac Yard Metrorail station;
- Improved pedestrian network that includes improved, safe sidewalks along all streets within the plan area to provide connectivity to parks, commercial uses, transit and regional trail facilities;
- New signal at the intersection of Route 1 and Montrose Avenue to improve east-west connectivity;
- Traffic calming improvements along Montrose Avenue, to be coordinated with the new signal at Route 1/Montrose Avenue and improvements at the intersection of Montrose Avenue/East Glebe Road/Ashby Street;
- Improvements to intersections along Route 1, such as modification of lane configurations;
- Additional pedestrian crossing across Route 1 between East Custis Avenue and East Glebe Road to improve pedestrian access from the Plan area to Potomac Yard and the future Potomac Yard Metrorail station;
- Improved bicycle network that includes enhanced bicycle facilities along Swann Avenue and E. Glebe Road to connect to Potomac Yard, the Mt. Jefferson Trail, and the Del Ray neighborhood;
- Bicycle parking and opportunities for bike sharing;
- Recommendations for parking management, including the establishment of performance parking, smart parking technology, and shared parking through the DSUP process; and
- Transportation Management Plan (TMP) strategies such as a TMP District, transit incentives, vanpool and carpool sharing, car share, electric vehicle charging stations, and TMP monitoring.

The study shows that with the construction of the above-recommended improvements, the transportation network operates more efficiently in the 2027 Development Scenario than the 2027 Baseline (No development) Scenario. This is largely due to the improved east-west connectivity, including additional opportunities to access/exit East Glebe Road, the interconnected roadway network, the mix of land uses that result in a greater shift to other modes such as walking and using transit, and the comprehensive bike and pedestrian improvements, including connections to the transitway.

Phasing

The Plan-recommended transportation improvements will be coordinated with development to ensure that the appropriate improvements are in place before new development outpaces transportation infrastructure. Specific phasing requirements tied to development square feet thresholds will be established in the CDD zoning. The zoning will specify phases of improvements that will need to be completed before additional development can occur, as specified in the CDD zoning. It is anticipated that the first phase will require signal modifications at the intersections of Route 1 with East Reed Avenue and Route E. Glebe Road, lane modifications at Route 1/Swann Avenue, a new signal at Montrose Avenue/Route 1, and improvements along Montrose and at the intersection of Montrose Avenue/East Glebe Road/Ashby Street. Phase 2 will require intersection improvements at East Glebe Road/Route 1 (from Route 1 to the new Oakville Extension). Phase 3 will require phase 2 of the intersection improvements at East Glebe Road/Route 1 from the new Oakville Extension to LaVerne Avenue, and modification of the lane configuration at Route 1/Custis Avenue. The specific requirements will be addressed as part of the CDD zoning.

G. Mix of Uses / Retail and Maker Spaces

The 1992 Potomac West Small Area plan supports the planning area's light/medium industrial uses, while remaining "open to the possibility of reevaluating the area in the future as development occurs in the Route 1 corridor. The area may be considered as a CDD in the future." It also recognizes that there is "little transition between the industrial uses and the abutting residential neighborhoods."

The Oakville Triangle/Route 1 Corridor Plan recommends a mix of land uses, including residential, office, retail and flexible ground floor use (maker spaces) and rezoning the plan area to a Coordinated Development District (CDD). In keeping with the Potomac West SAP recommendation of supporting light/medium industrial uses, the flexible ground floor uses will be suited to the emerging 'maker' industry, a growing segment of the economy that features craft manufacturing and repair type uses. Parking, loading and noise abatement as well as transition standards will be addressed in the design of the buildings to be compatible with the adjoining residential neighborhoods.

H. Diversity of Housing Options – Affordable Housing

The Plan is consistent with the City's Housing Master Plan (2013) which recommends focusing affordable housing efforts in areas near transit and with the greatest potential for increased density and mixed-use development. It encourages housing options affordable to a range of incomes and welcoming to different household types—including young professionals, families, seniors, and workers critical to the economic competitiveness and sustainability of the Oakville Triangle, North and South Potomac Yard, and Route 1 Corridor areas.

Consistent with the Housing Master Plan, the Plan encourages the inclusion of on-site affordable rental and ownership opportunities, where available, and voluntary contributions to the Housing Trust Fund with each redevelopment in the Plan area. It is also possible that affordable housing in the Plan area outside Oakville Triangle may include ARHA replacement units.

In the event of a rezoning or Coordinated Development District application when additional density is being requested (as is the case with Oakville Triangle), the Housing Master Plan recommends developer contributions take into account that affordable housing is one of the City's highest priorities and that there should be a significant monetary or in-kind contribution to affordable housing in excess of what would normally be required with a Development Special Use Permit. Within Oakville Triangle, the developer has agreed to provide a contribution in the form of on-site rental units valued at approximately $7.8 million, approximately $2.9 million more than the standard monetary contribution reflecting the value the City places on affordable housing as part of the community benefits package. This contribution will result in 65 units with the majority planned to be studio units affordable to residents earning up to 60% Area Median Income ($45,864 and $65,520 for a household of one and four, respectively). These units will remain affordable for a period to be determined as part of the upcoming rezoning and development special use permit approval. The unit composition (with its emphasis on studio units) was determined to best meet the needs of workers anticipated to fill jobs created by the retail, hospitality, maker, office, and flex space, envisioned as part of the Plan area and along the greater Route 1 Corridor, and is consistent with the City's commitment to encouraging residents to live affordably in proximity to their work.

The developer will submit an affordable housing plan that will address how the total unit contribution will be met over the life of the redevelopment. Any subsequent changes to phasing will be addressed by amendments to the approved affordable housing plan

I. Student Generation and School Capacity

The Oakville Triangle/Route 1 Corridor development is expected to include approximately 1,900 multi-family units and 100 townhouse units when fully developed. Recent school enrollment statistics indicate that new market-rate multifamily developments result in approximately 0.03 students per dwelling unit, or about one student for every 33 new

apartment or condominium units. New townhouse units generate approximately 0.1 students per dwelling unit, or one student per 10 units. These generation rates for new development are based on 2013 student enrollment from existing market-rate apartments and condominiums that are less than 30 to 40 years old in Alexandria.

Based on these generation factors, the development anticipated in the plan would be expected to generate approximately 57 ACPS students in all grades from the proposed 1,900 multi-family units, and 10 students in all grades from the 100 townhouse units, for a total of 67 students at full development. As previously stated, this will occur over a period of 20 years.

The Oakville Triangle area is within the attendance area of Mount Vernon Elementary School, which feeds George Washington Middle School. Areas north of Hume Avenue are within the Cora Kelly Elementary School attendance area. Mount Vernon Elementary School enrollment in the 2014-15 academic year exceeded its nominal capacity of 755 students under recently adopted educational specifications. The school has additional capacity based on the number of classrooms available and adopted class size limits, but since this is one of the oldest schools in the system, current classrooms are comparatively small. Cora Kelly enrollment is currently below capacity under new educational specifications, and is expected to continue to be slightly below capacity in 2020. The ACPS capital improvements budget currently identifies funding for a modernization and capacity renovation/redevelopment of Cora Kelly in 2019-2020.

In the long term, two additional school sites are potentially available and currently reserved for potential school use in the east part of Alexandria: a site near Four Mile Run in North Potomac Yard that may be suitable for a special academy or urban school, and a larger site sufficient for a full-sized elementary school with shared open space near the new Simpson Fields on Route 1 at Monroe Avenue. That site has been improved with multi-purpose fields.

II. IMPLEMENTATION

A variety of public benefits were identified as priorities by the community as necessary to maintain and enhance the livability of existing and future residents and workers in the Plan area, in adjacent neighborhoods, and in the Alexandria community at large. The Plan identifies three sources of funding for Plan area improvements: redevelopment conditions, developer contributions, and net new tax revenue as described below.

A. Typical Redevelopment Conditions

There are a number of site-related improvements that are typically required as part of any development special use permit (DSUP), such as:

- Underground utilities (property frontage)
- Ground level open space (public or private)
- Street and related improvements such as sidewalks, street right- of-way-necessary to serve the needs of the site
- Public art under the City's Voluntary Art Contribution policy

- Community meeting space
- High quality architecture and streetscape
- Affordable housing under the City's Voluntary Affordable Housing Contribution policy and/or pursuant to the Housing Master Plan
- Underground parking where specified
- Capital Bikeshare
- Transportation Management Plan

These same improvements will be required of redevelopment in the Plan area. Additional funding sources will be required as detailed below.

B. Developer Contributions

As with other Small Area Plans, redevelopment sites that receive a rezoning contribute to community or site improvements that mitigate the impact of the new development. The City anticipates that a portion of the property/site value increase as a result of proposed rezoning within the Plan area will come back to the City in the form of developer contributions and/or site improvements to fund or implement the Plan. The specifics regarding developer contributions will be established as part of the future Coordinated Development District (CDD) zoning and associated approvals for the Plan area.

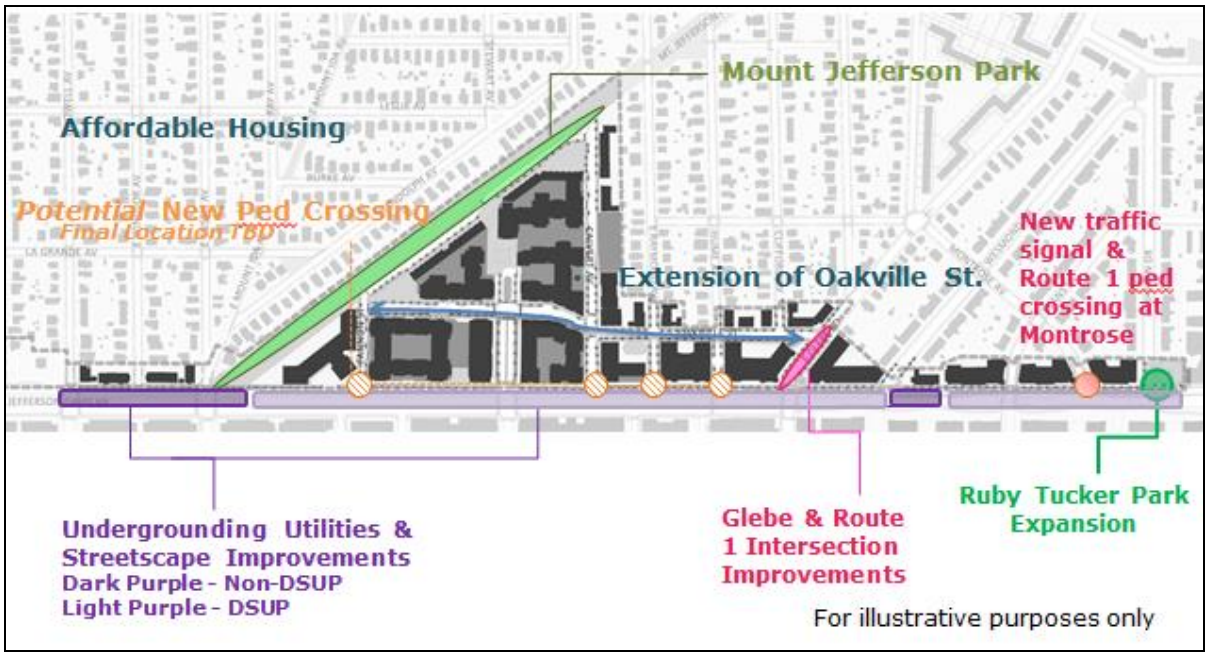

Figure 6: Community Amenities Plan

C. Net New Tax Revenue

It is proposed that a maximum of 20% of the incremental (or net new) real estate tax revenues generated by the real estate value growth in this Plan area pay for a portion of the desired public

benefits. Net new tax revenue is the City tax revenue over what would have been generated under existing zoning. This is a pay-as-you-go financing plan that will not require the use of any current City General Fund revenues. It does assume, however, that the development build out would occur.

The identified improvements anticipated to be funded by developer contributions and net new tax revenue are illustrated in Figure 6 above with cost estimates provided in Table 4 below.

Table 4: Community Amenities Recommended in Oakville Triangle/Route 1 Corridor Plan

Item	Est. Cost*
Funded by Oakville Triangle Site Developer Contributions	
Mount Jefferson Park Improvement	$2,000,000
On-site Affordable Housing in Oakville Triangle	$7,800,000
Phase 1 E. Glebe Road/Route 1 Intersection Improvements in consultation with property owners	$1,600,000
Total	**$11,400,000**
Funded by Tax Increment (up to 20% Net New Tax Revenue in Plan Area)**	
Phase 2 E. Glebe Road/Route 1 Intersection Improvements in consultation with property owners	$5,882,100
Streetscape/Undergrounding on shallow blocks fronting Route 1	$8,825,600
Route 1/Transitway Pedestrian Crossing between E. Custis Ave. and E. Glebe	$675,000
New Signal and pedestrian crossing at Montrose Avenue/Route 1	$600,000
Ruby Tucker Park Expansion	$625,000
Total	**$16,607,700**
TOTAL	**$28,007,700**

**Cost estimate in 2015 dollars, based on planning level estimate, including contingencies. The cost estimates and allocations will be addressed in more detail with the future CDD approval(s).*
***Additional potential developer contributions will be identified as part of the future CDD zoning for the plan area.*

The cost of the public benefits has been estimated at a planning level basis. More refined cost estimates based on more detailed engineering will be prepared at a later date. The specific phasing and sequencing will be established as part of the CDD zoning and associated approvals.

D. Phasing and Sequencing Public Benefits

Figure 7 shows the planned phasing of the community benefits over the life of the Plan. Mount Jefferson Park improvements will be implemented in the short term by the developer of Oakville Triangle, concurrently with construction of Phase 1 of that development. Some transportation infrastructure will be required before certain development thresholds are met, and these conditions will be detailed in the CDD zoning and associated approvals for the Plan area. The first phase of the E. Glebe Road/Route 1 intersection improvements, for example, will be

required in the short to mid-term, prior to the identified development threshold. The second phase of the E. Glebe Road/Route 1 intersection improvements will be implemented later in the mid- to long-term, coordinated to be in place before full build out of the plan is permitted, and done in consultation with the adjoining property owners.

On-site affordable housing contributions will be provided as redevelopment occurs, and in the case of Oakville Triangle, implemented proportionately with the development phasing. Other redevelopment sites will provide onsite affordable housing or contributions in accordance with the City's affordable housing policy. Similarly, Route 1 streetscaping and utility undergrounding will occur in phases as sites fronting Route 1 redevelop. In the mid-term, staff, in consultation with the community, will determine the greater need for either a new pedestrian crossing of Route 1/Transitway or expansion of the Ruby Tucker Park. When additional tax revenue becomes available, the other improvement can be implemented.

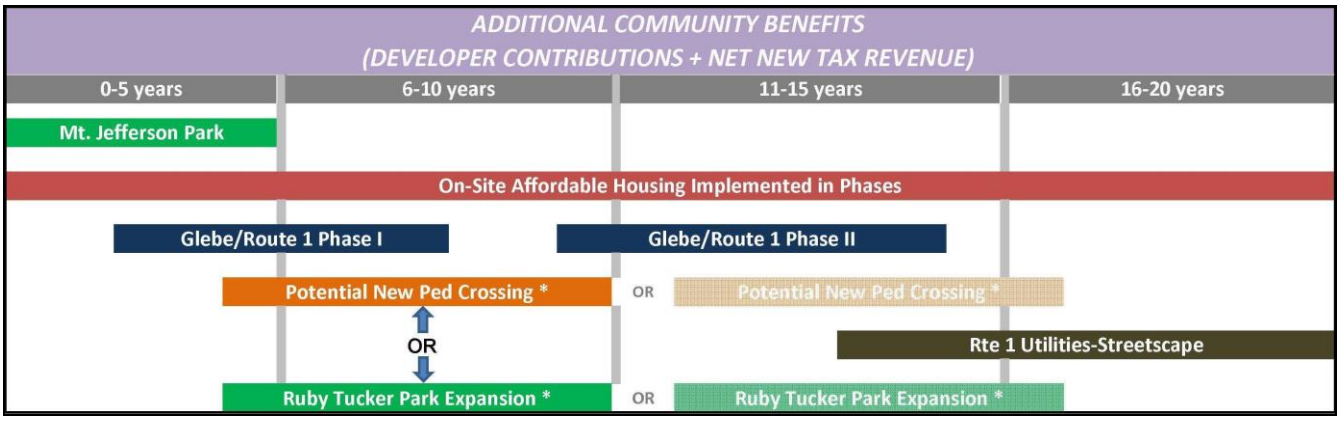

Figure 7: Phasing of Community Amenities

Because of the complex, urban infill redevelopment efforts contemplated in the Plan, and due to real estate demand driven market absorption rates which will set practical limits as to how much new development can occur each year, this Plan could take about 20-30 years to fully implement. Real estate development cycles and market demand will determine the actual rate of build out.

III. SOUTH OAKVILLE TRIANGLE PARCEL

The property owners of the southern portion of Oakville Triangle (see Figure 8, below) approached the City in June 2015 to discuss potential redevelopment, and presented to the Advisory Group (June 29 and August 2015 Meeting) a request to increase the 55' heights proposed by the Plan. The Advisory Group provided feedback and requested more information about potential options and the increased square footage as a result of a possible increase. At their September meeting, the Advisory Group received this follow-up information. In part, because the request was received fairly late in the process, the Advisory Group decided not to endorse increasing the heights in the Plan, and instead to support establishing parameters regarding the site that the Planning Commission and City Council should consider in making a determination regarding potential increases in height. The Advisory Group's parameters for the site are:

- Require a more appropriate setback (larger than 12 feet proposed) between the proposed building and the future lower trail in Mount Jefferson Park. Suggestion is to maintain the setback that is established in the northern portion of Oakville Triangle;
- Maintain a 45' height limit adjacent to Mount Jefferson Park consistent with the 45' height established in the northern portion of Oakville Triangle; and
- Allow for some flexibility of building height on the Route 1 frontage above the currently proposed 55 feet if 45' building height is maintained along Mount Jefferson Park.

Staff recommends adding text to the Plan consistent with the parameters developed by the Advisory Group regarding the site. A request to increase the allowed height on the parcel (above 55 feet) in the future will be evaluated as part of a DSUP application and based on the criteria established by Advisory Group.

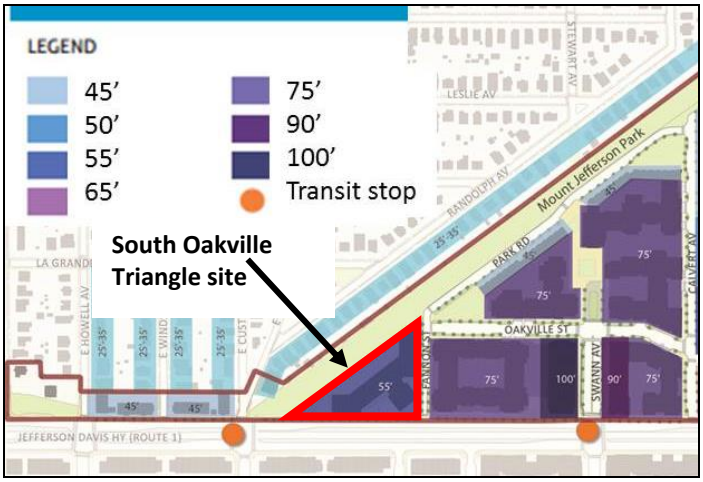

Figure 8: Plan Height Map showing South Oakville Triangle Parcel outlined in red

IV. COMMUNITY

The Oakville Triangle/Route 1 Corridor planning process was guided by the City's civic engagement policy, and over the course of the 18 month process, featured a variety of opportunities to learn about, participate in, and provide feedback on both the Plan content and the process, in person and online. The process was led by the Advisory Group, which met 17 times between April 2014 and September 2015. Community engagement included:

- Flyers delivered to residences adjacent to plan area
- Signs erected in Mount Jefferson Park and on Route 1
- Letters sent to commercial and industrial property owners
- 3 Neighborhood walking tours
- 17 Advisory Group Meetings
- 8 Briefings to City Boards and Commissions
- Four work sessions to the Planning Commission and City Council
- 12 Briefings to business and civic associations
- 4 Mount Jefferson Park workshops

- Individual meetings scheduled on request
- Plan Working Draft posted for public comment on AlexEngage
- eNews notifications, social media, and City Calendar notices
- Website with background information and meeting materials
- Meetings posted on City Calendar prior to meeting date

The Working Draft of the Plan was distributed to the public on June 25 and presented and discussed at the June 29, 2015 Advisory Group meeting. At their August 2015 meeting, the Advisory Group unanimously adopted the Plan as outlined in their September letter. In their discussion, they highlighted positive features of the Plan, such as bicycle/pedestrian enhancements, the strong design standards that require appropriate transitions and buffers to existing residential neighborhoods, the open space network, and the Mount Jefferson Park improvements. They also directed staff to encourage high quality architecture and building materials as development projects go through the review process, and to monitor traffic improvements and potential loading and parking issues. In addition to the Advisory Group, the Plan was also endorsed by the Transportation Commission, the Parks and Recreation Commission, and the Alexandria Housing Affordability Advisory Committee as well as the Del Ray Civic Association.

Community Comments

Over the 18 month process, the Advisory Group and community provided input that built and strengthened the Plan. As refinements were being made to the working and final drafts, some comments were incorporated in whole or in part and others were not. Below is a highlighted list of comments and how they were or were not resolved by revisions to the Plan.

- Language was added that setbacks for new townhouse development adjacent to existing residences must be compatible with the existing residences.
- Language was added recommending the provision of indoor community meeting space in the plan area with redevelopment.
- Change was not made to include two residential properties on Hume Avenue adjacent to the Plan area within the Plan boundary and future rezoning. Staff believes that the Plan area should include only the existing commercially and industrially zoned properties. Constructed in 1910 and 1920, the existing homes are part of the Town of Potomac National Register Historic District. In these cases, the homeowners can seek a separate rezoning if they wish.
- Proposed heights were reduced in portions of the plan area. In the areas north of Glebe, adjacent to the Lynhaven neighborhood, heights were reduced from 65 feet to 55 feet with a 45 foot required building shoulder. At the Route 1/East Glebe Road intersection, heights were reduced from 90-100 feet to 65 feet with 45 and 55 feet building shoulders.
- Density. The goal of the Plan is to balance the sometimes competing objectives inherent in redevelopment of an area that is located between the Transitway/future Metrorail Station at Potomac Yard, and existing single-family neighborhoods. The Plan attempts to achieve the delicate balance between the two by focusing larger

buildings along Route 1 and establishing strong design standards that protect the character of the neighborhood. In some cases, residential density has been reduced by allowing flexibility for and encouraging commercial uses in the sites that have flexibility for office or residential, namely, the South Triangle block and the E. Glebe Road/Route 1 blocks.

- Language was added to the Design Standards to address future potential light, noise, loading, and parking impacts. Standards require that adequate parking and loading is provided for the "Maker" uses, and that noise and light are minimized and mitigated through building design and materials. To mitigate potential light and noise conflicts, standards were included requiring that rooftop amenity spaces be designed to limit spillover light and noise, and requirements for downward directed lighting on rooftops, signage, buildings and streetlights. Concerns were also raised about rooftop decks on townhouses adjacent to Mount Jefferson Park and potential impacts on the park and adjoining homes. These concerns will be addressed through the development review process.
- Allocate more funding for traffic calming on neighborhood streets. North Potomac Yard redevelopment is required to provide funding for traffic calming on the neighborhood streets on the west side of Route 1.
- Consider wildlife conservation when improvements to Mount Jefferson Park/Trail are made. In the final site plan development, Staff will coordinate with the community to manage habitat and invasive vegetation removal to ensure that wildlife habitat impact is minimized.

VI. STAFF RECOMMENDATION

Staff recommends that the City Council approve the Oakville Triangle/Route 1 Corridor Plan and Urban Design Standards and Guidelines as amended by the Planning Commission as an amendment to the Potomac West Small Area Plan. Any references in the 1992 Potomac West Small Area Plan to the Oakville Triangle/Route 1 Corridor planning area shall be superseded by this Plan and applicable requirements.

Attachments:

1. Oakville Triangle/Route 1 Corridor Vision Plan and Urban Design Standards and Appendix, Revised Draft October 2015
2. Potomac West Small Area Plan 1992
3. Civic Engagement and Outreach
4. Transportation Analysis Executive Summary
5. Master Plan Amendment Resolution
6. 1992 Potomac West SAP Area Map