Master Plan Amendment #2021-00005
Beauregard Small Area Plan Clarifications

Issue: Clarifications to the Beauregard Small Area Plan Chapter of Alexandria Master Plan	Planning Commission Hearing:	September 9, 2021
	City Council Hearing:	September 18, 2021

Description:
Public Hearing and consideration of amendments to the Beauregard Small Area Plan chapter of the Alexandria Master Plan to: add proposed land-use designations, consistent with existing uses as shown in the Plan, for all properties in the Small Area Plan currently without a proposed land-use designation; add proposed maximum height limitations, consistent with existing zoning height limitations, at all properties in the Small Area Plan currently without a proposed maximum height limitation; change the existing land-use designation for the property at 4880 Mark Center Drive from office to office/residential/commercial; and remove the property at 4880 Mark Center Drive from the existing and proposed office-only use maps in the Plan.

Applicant:
City of Alexandria, Department of Planning & Zoning

Staff:
Karl Moritz, Director, Department of Planning & Zoning
Rob Kerns, Division Chief, Land Use Services
Nathan Randall, Urban Planner III, Development

Staff recommendation:
Staff recommends APPROVAL of the Master Plan Amendment.

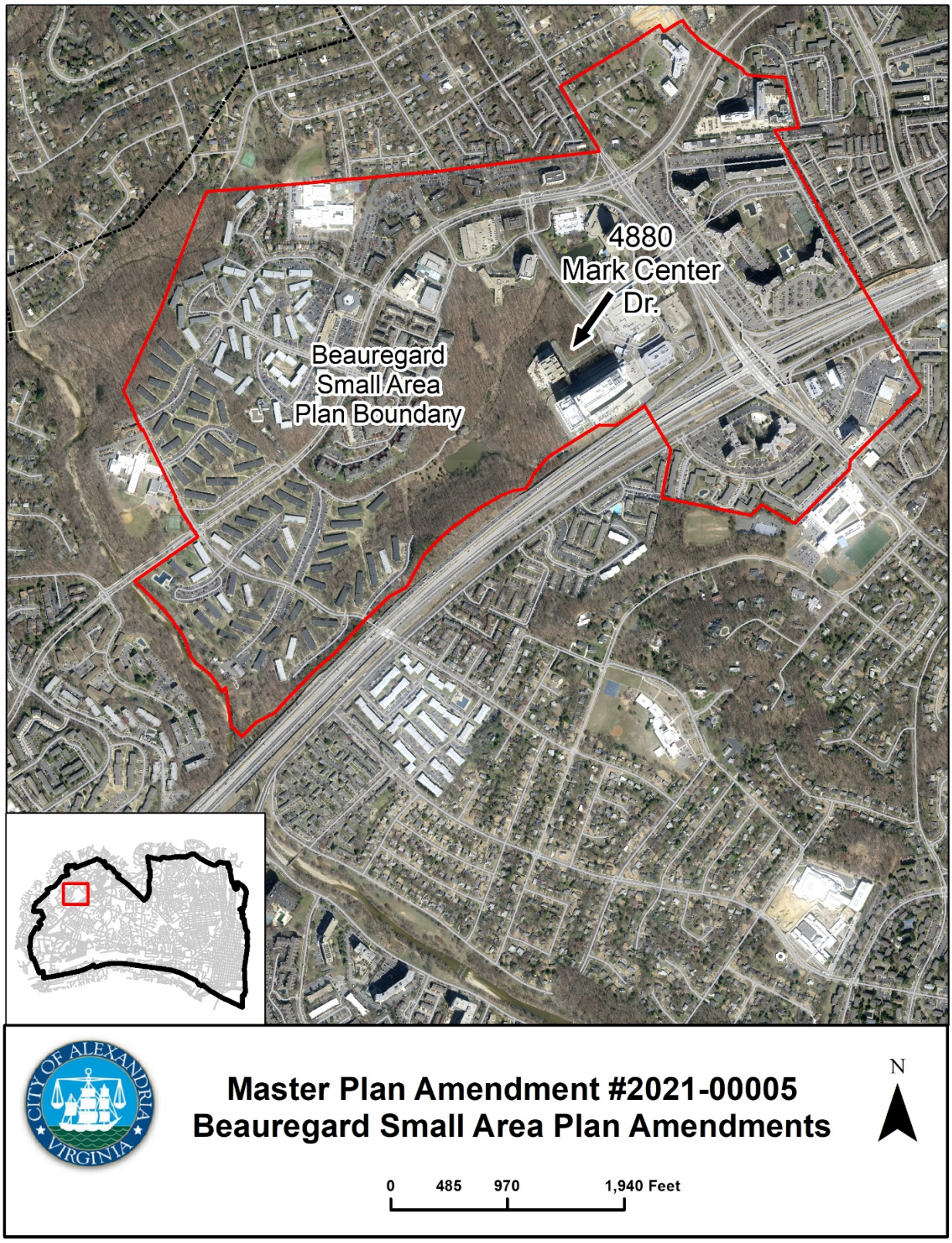
CITY COUNCIL ACTION, SEPTEMBER 18, 2021: City Council approved the Planning Commission recommendation.

PLANNING COMMISSION ACTION, SEPTEMBER 9, 2021: On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to initiate MPA#2021-00005. The motion carried on a vote of 6 to 0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to recommend approval of MPA#2021-00005. The motion carried on a vote of 6 to 0.

Reason: The Planning Commission agreed with the staff analysis.

Speakers: There were no speakers on this item.



PROJECT LOCATION MAP

I. SUMMARY

The Department of Planning & Zoning proposes a Master Plan Amendment to the Beauregard Small Area Plan consisting of clarifications regarding land-use and maximum building height recommendations for various properties in the Plan and regarding an existing land use for a specific property in the Plan.

II. BACKGROUND

Beauregard Small Area Plan
The Beauregard Small Area Plan (SAP) was adopted in 2012 as a new plan from portions of the City that previously had been located in Alexandria West. A major emphasis of the Beauregard SAP was the planning vision for the redevelopment of specific "neighborhoods" within the Plan area. Seven such neighborhoods were identified according to Figure 12 of the SAP: Upland Park, Adams, Town Center, Garden District, Greenway, Seminary Overlook, and Southern Towers. The adopted Beauregard SAP includes recommendations on a variety of planning-related topics for these neighborhoods (or portions thereof), including land uses and maximum building heights.

The Beauregard SAP boundaries have been drawn to also include several areas not located within one of the seven neighborhoods. Such areas include: Mark Center (also known as CDD#4), Adams Elementary School and adjacent areas, and the shopping center located on Kenmore Avenue. It was envisioned that existing land uses and zoning would remain for these areas. However, this point is not clear on certain maps within the Plan and it could be interpreted that no land-use or maximum building height recommendations exist for these properties today. The same lack of clarity on land-use and maximum building height recommendations occurring outside of the seven designated neighborhoods also occurs at portions of the Plan neighborhoods of Seminary Overlook and Southern Towers.

Recent Background
The property owners of two parcels in the Mark Center CDD (CDD#4) – the Hilton Hotel site at 5000 Seminary Road and the IDA site at 4880 Mark Center Drive – have submitted land-use requests to the City, including a CDD amendment and a Master Plan Amendment, in anticipation of the future development of their properties. The amendments to CDD#4 would allow for approximately 520,000 square feet of additional density, additional building height, and new uses as measured across both sites. The Master Plan Amendment would accommodate as part of the Beauregard SAP the new uses requested in the CDD. No Development Special Use Permits have been requested at this time for either site. These applicant-led land-use requests, which are separate from the City-led request that is the subject of this staff report, are expected to be heard at next month's (October 2021) public hearings of the Planning Commission and City Council.

As part of its review of the applicant's requests, staff observed that the two properties in question, as well as several others in the vicinity, have no explicit land-use or maximum building height recommendations in the Beauregard Small Area Plan. The IDA site (at 4880 Mark Center Drive), while technically vacant, also has been noted in the SAP as having an existing use of "office." It is believed this notation was included for the property in the SAP given a now-expired Development Special Use Permit approval that would have allowed for an office building here.

However, that office building was never constructed and the most recent CDD#4 approval, dating to 1999, actually allows office, residential, or commercial at the site.

Staff subsequently brought forward this Master Plan Amendment to clarify all three matters – the establishment of land-use and building height recommendations where none exist today and the correction of the existing allowable land-uses at 4880 Mark Center Drive.

III. PROPOSAL

The proposed Master Plan Amendment encompasses a total of three changes to the Beauregard SAP that involve amendments to six Plan maps. The three changes are:

1. Add land use recommendations for those properties in the SAP that do not have explicit land-use recommendations today;
2. Add proposed maximum building height recommendations for those properties in the SAP that do not have explicit maximum building height recommendations today; and
3. Clarify that office is not the only existing allowable use, as described in the SAP, at the property at 4880 Mark Center Drive.

While the exact language of each of the three changes can be found in the Master Plan Amendment Resolution (Attachment #1 to this document), they are also described in greater detail below:

1. Add land use recommendations for those properties in the SAP that do not have explicit land-use recommendations today.

The first of the three changes would add a note to Figures #23 and #25 of the SAP to address those properties that are only shaded white on those two maps. The note would state that all properties not carrying a specific land-use recommendation on the maps would have a land-use recommendation as shown on Map #24 of the Plan (which is the existing land-use map). The addition of this note would clarify that the existing land uses would also be the proposed land uses into the future. No actual new uses would be recommended as part of this change - the Plan would simply recommend the continuation of those uses already in place for the relevant properties.

2. Add proposed maximum building height recommendations for those properties in the SAP that do not have explicit maximum building height recommendations today.

Like the prior change, the second of the three changes would add a note to Figure #30 to state that all properties without a specific maximum building height recommendation on the map would have a recommendation consistent with the limits in the existing zoning district for each individual property. Although technically a "new" note, the maximum building height recommendations for these properties wouldn't change as a practical matter because they would be the same allowed in the Zoning Ordinance today.

3. *Clarify that office use is not the only existing/allowable use at the property at 4880 Mark Center Drive.*

The Beauregard Small Area Plan currently depicts the property at 4880 Mark Center Drive as having an existing use of "office" as shown on Figures #24 and #28 and a proposed use of office on Figure #29. In actuality, the property in question is vacant and would be best described as having an existing/allowable use consistent with its approved Coordinated Development District (CDD#4) Conceptual Design Plan. The CDD Conceptual Design Plan allows for office, residential and commercial. Therefore, the third and final change contained in this request would revise all three previously mentioned maps. Figure #24 would be revised to change the existing use at 4880 Mark Center Drive from "office" to "office/residential/commercial." The property at 4880 Mark Center Drive would also be removed from the existing and proposed office-only maps comprising Figures #28 and #29 in the Plan.

IV. COMMUNITY

Staff presented this proposal at a virtual public meeting held on August 11, 2021. The public meeting was advertised via eNews and on the Department of Planning & Zoning's website. Questions asked in the meeting included technical clarifications and specific questions about the potential impact of the MPA request on properties in close proximity to the IDA and Hilton sites. Staff also shared information about the project as part of a virtual public meeting on July 21st that was sponsored by the applicant in connection with their separate land-use requests at the Hilton and IDA sites. Staff has not received any other comments about the proposal as of the writing of this report.

V. STAFF RECOMMENDATION

Staff recommends approval of the proposed Master Plan Amendments to the Beauregard Small Area Plan. The three changes proposed here amount to technical, administrative-type changes that clarify or correct specific portions of the SAP. If approved, it would provide clearer guidance regarding the planning recommendations for those properties without explicit recommendations in the Plan. Moreover, this proposal would not add new uses, building height, or density to the neighborhood.

Staff recommends **approval** of the three-part Master Plan Amendment to the Beauregard Small Area Plan as described in this report.

Staff:
Karl Moritz, Director, Department of Planning & Zoning
Rob Kerns, Division Chief, Land Use Services
Nathan Randall, Urban Planner III, Development

Attachments: Master Plan Amendment Resolution

RESOLUTION NO. **MPA 2020-00005**

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

WHEREAS, the proposed amendment will amend the **Beauregard Small Area Plan** chapter of the 1992 Master Plan;

WHEREAS, the Department of Planning and Zoning has analyzed the proposed revision and presented its recommendations to the Planning Commission; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on **September 9, 2021** with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the **Beauregard Small Area Plan** sections of the City; and

2. The proposed amendment is generally consistent with the overall goals and objectives of the 1992 Master Plan and with the specific goals and objectives set forth in the **Beauregard Small Area Plan** chapter of the 1992 Master Plan; and

3. The proposed amendment shows the Planning Commission's long-range recommendations for the general development of the **Beauregard Small Area Plan**; and

4. Based on the foregoing findings and all other facts and circumstances of which the Planning Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the amendments to the **Beauregard Small Area Plan** chapter of the 1992 Master Plan will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City;

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

1. The attached amendment to the **Beauregard Small Area Plan** is hereby adopted in its entirety amending the Beauregard Small Area Plan chapter of the 1992 Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia:

   - Figures 23 & 25: Add a note to the figures stating that "All buildings/sites not specifically identified in this illustration should comply with existing land uses as depicted in Figure 24."
   - Figure 24: Revise to indicate the property at 4880 Mark Center Drive is "office/residential/commercial."
   - Figures 28 & 29: Remove the designation of 4880 Mark Center Drive as "existing office" and "proposed office", respectively.
   - Figure 30: Add a note stating that "All other buildings/sites not specifically identified in this illustration should comply with the building height regulations in the corresponding zoning for each building/site."

2. This resolution shall be signed by the Chairman of the Planning Commission and attested by its secretary, and a true copy of this resolution forwarded and certified to the City Council.

ADOPTED the **9th day of September, 2021.**

Nathan Macek, Chair
Alexandria Planning Commission

ATTEST:

Karl Moritz, Secretary

Attachment

Figure 23: Land Use Strategy, as amended

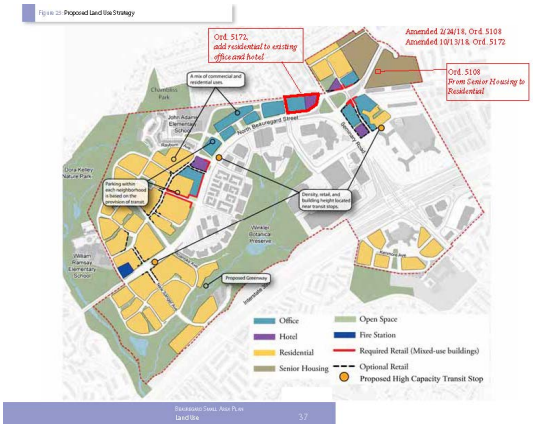


Figure 23: Land Use Strategy, as proposed

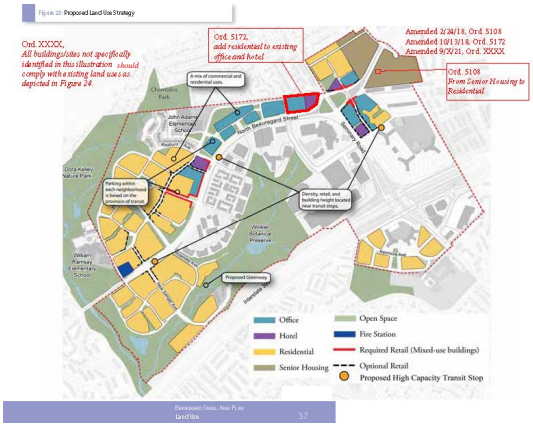


Figure 24: Existing Land Uses (Pre-2012), as adopted

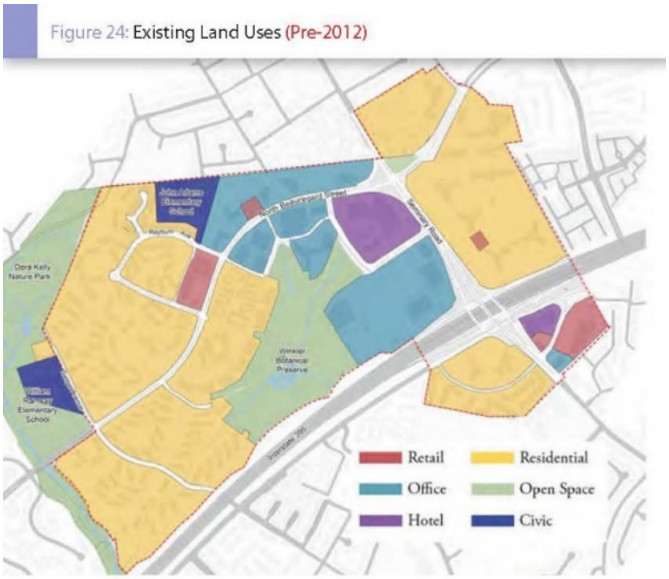


Figure 24: Existing Land Uses (Pre-2012), as proposed

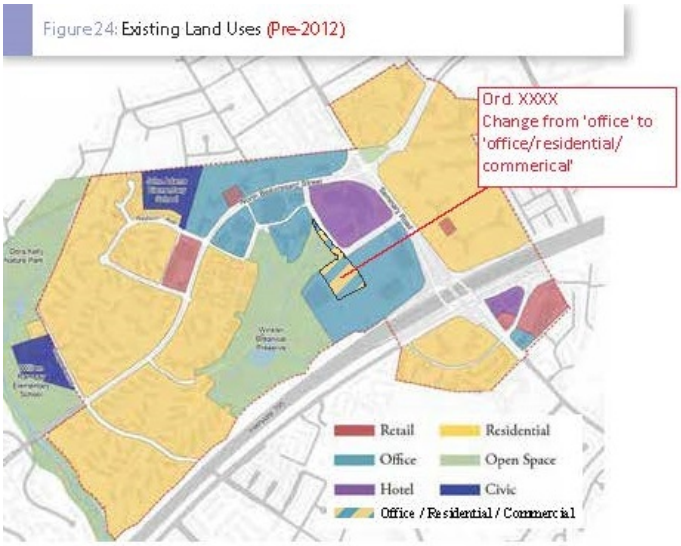


Figure 25: Proposed Land Uses, as amended

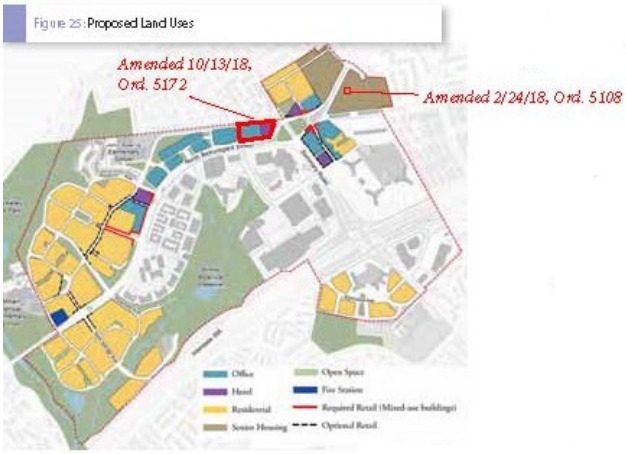


Figure 25: Proposed Land Uses, as proposed

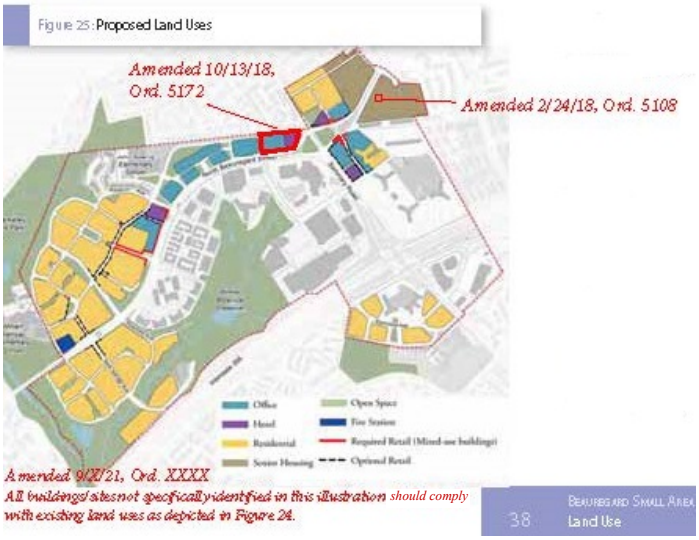


Figure 28: Existing Office & Retail (Pre-2012), as adopted

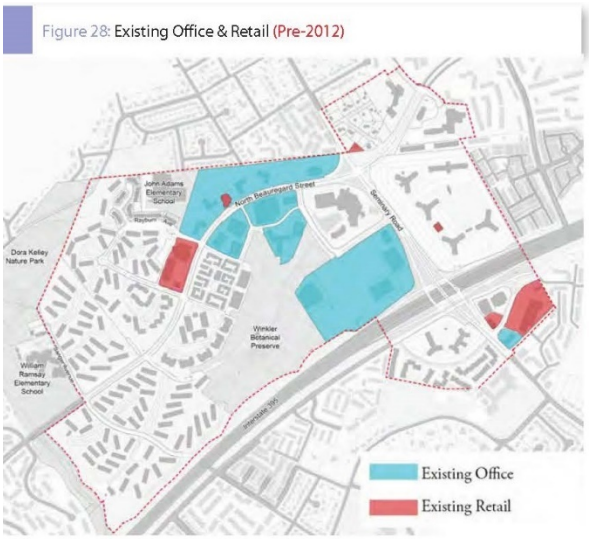


Figure 28: Existing Office & Retail (Pre-2012), as proposed

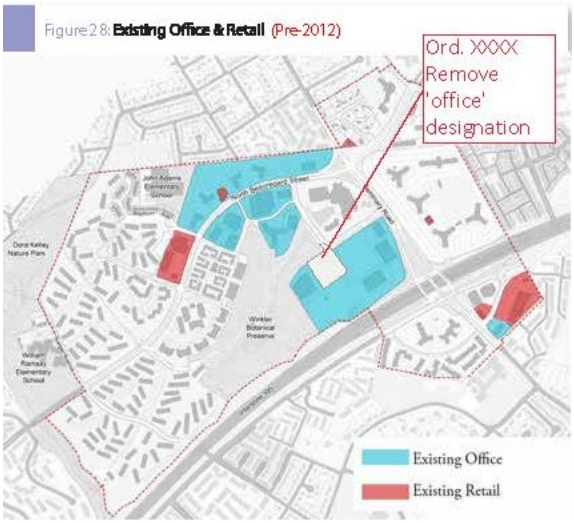


Figure 29: Proposed Office & Retail (Required and Optional), as adopted

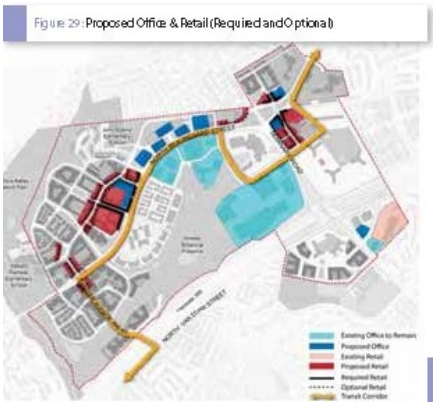


Figure 29: Proposed Office & Retail (Required and Optional), as proposed

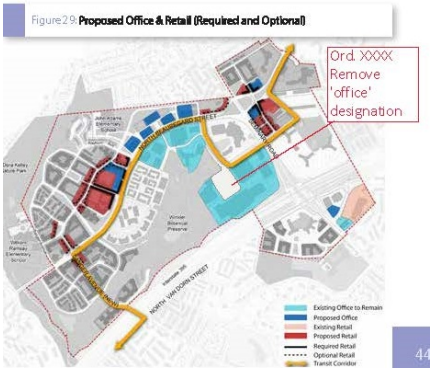


Figure 30: Proposed Building Heights, as amended

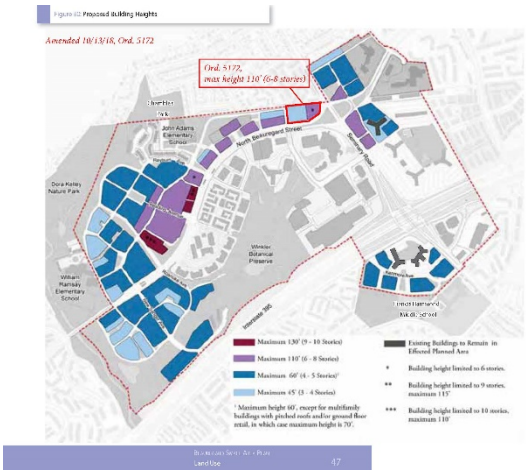
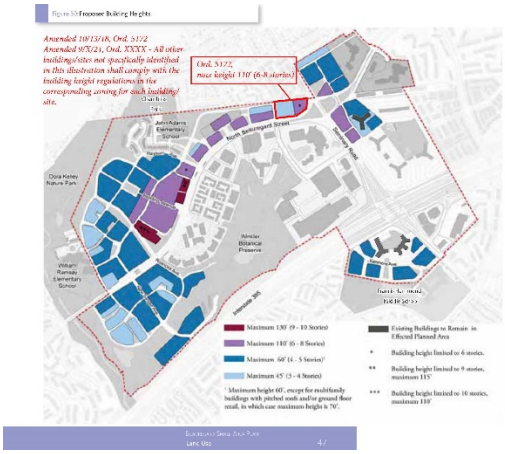



Figure 30: Proposed Building Heights, as proposed