

Vacation #2023-00003 Foster Avenue – Upland Park

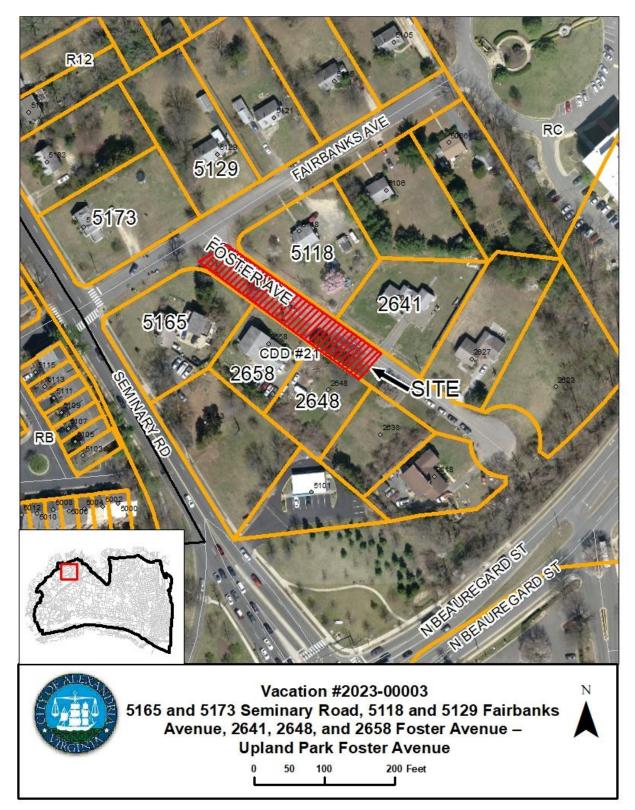
Application	General Data	
Request:	PC Hearing:	May 2, 2023
Public Hearing and consideration of a request to vacate a portion of public right of way abutting multiple addresses in order to construct improvements shown pursuant to approved Development Special Use Permit #2019-00017	CC Hearing:	May 13, 2023
Location: 5165 and 5173 Seminary Road, 5118	Zone:	CDD#21/Coordinated Development District #21
and 5129 Fairbanks Avenue, 2641, 2648, and 2658 Foster Avenue	Small Area Plan:	Beauregard Small Area Plan
Applicant: Alexandria Development Associates, LLC., represented by Ken Wire, attorney		

Staff Recommendation: APPROVAL of the vacation request

Staff Reviewers:

Robert M. Kerns, AICP, Development Division Chief, P&Z, <u>Robert.Kerns@alexandriava.gov</u> Maya Contreras, Principal Planner, P&Z, <u>Maya.Contreras@alexandriava.gov</u> William Cook, AICP, Urban Planner, P&Z, <u>William.Cook@alexandriava.gov</u> Nathan Orr, Chief of Surveys, T&ES, <u>Nathan.Orr@alexandriava.gov</u>

PLANNING COMMISSION ACTION, MAY 2, 2023: On a motion by Commissioner Lyle, seconded by Commissioner Manor, the Planning Commission voted to recommend approval of Vacation #2023-00003. The motion carried on a vote of 6-0 on the Consent Calendar, with Vice Chair McMahon excused.



PROJECT LOCATION MAP

I. <u>SUMMARY</u>

The applicant, Alexandria Development Associates, LLC, represented by Ken Wire, attorney, requests vacation of a portion of the public right-of-way on Foster Avenue, adjacent to several existing properties southeast of Fairbanks Avenue.

Staff recommends **approval** of the vacation request. The vacation allows for construction of a set of previously-approved requests and applications as noted in this report.

Both staff and the applicant realized that a concurrent vacation request should have been made with prior applications but was not. This vacation request does not remove Foster Avenue as a public street, but allows for its realignment and extension in accordance with the approved Development Special Use Permit, Beauregard Small Area Plan, and CDD#21 Concept Plan. New right-of-way for the realigned and extended portion of Foster Avenue, plus widening of Fairbanks Avenue and Seminary Road, is being obtained through dedications totaling 39,274 square feet that were included as part of the DSUP.

A. Site Description

The subject public right-of-way is a 13,735 SF portion of the existing Foster Avenue cul-de-sac located southeast of and intersecting with Fairbanks Avenue, as seen in the preceding location map and *Figure 1* that follows. Except for 2641 Foster Avenue (Lot 14), all surrounding structures are vacant and will soon be demolished to make way for the construction of Phase 1 of the Upland Park project. 2641 Foster Avenue recently came under control of the applicant, and is slated to be demolished later as part of a future Phase 2 development plan. In the interim, access to 2641 Foster Avenue will be maintained via a driveway connecting to the realigned public street.

Other existing platted properties abutting the area of vacation are under control of the applicant. The current lot lines will be extinguished when new lots are created as part of the approved DSUP and associated Subdivision plan as seen in *Figure 2*. A new segment of Foster Avenue will be created northwest of Fairbanks Avenue to create a grid of townhouse blocks. The remaining portion of Foster Avenue further southeast will be vacated in the future after street and transit improvements in the vicinity of Beauregard Street and Seminary Road are finalized by the City and the applicant proceeds with Upland Park Phase 2.

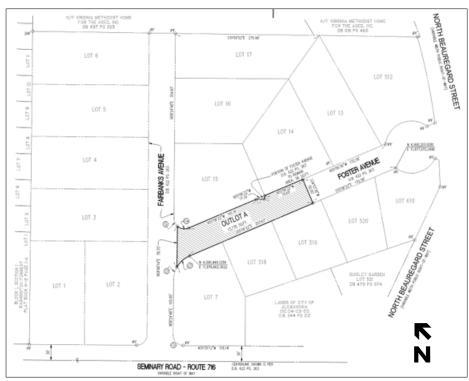


Figure 1: Existing Upland Park street alignment and parcels. Area of Foster Avenue vacation shown as "Outlot A."

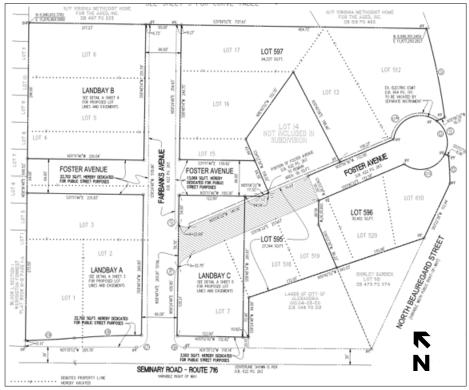


Figure 2: Upland Park Phase 1, resubdivision plan showing realigned and extended Foster Avenue, other street dedications, and parcels.

B. Background

In March 2021, City Council approved Phase 1 of the Upland Park development. The application was to construct 92 townhomes, public and private streets, streetscape improvements, and a .85 ac (2,500 SF) park. Applications and modifications requested included:

- Master Plan Amendment #2020-0006 to the Beauregard Small Area Plan Chapter of the Master Plan to amend the framework streets map. The plan originally relocated Fairbanks Avenue farther northwest, and created larger blocks for multi-family buildings and fewer townhouses. The amendment retained Fairbanks Avenue in its existing location.
- Coordinated Development District Conceptual Design Plan Amendment #2020-0005 to amend the Upland Park Neighborhood Development Summary to decrease the number of multifamily units from 505 to 443, and to increase the number of townhouse units from 30 to 92.
- Development Special Use Permit #2019-0017 with Site Plan and Subdivision to construct 92 townhomes and park space, including Special Use Permits to construct a building on a parcel without frontage on a public street, and to allow more than eight (8) dwelling units in a single townhouse structure
- Transportation Management Plan Special Use Permit #2021-0005 (Tier 2)

C. Proposal

The applicant's proposal is to vacate a 13,735 SF portion of the Foster Avenue right-of-way at its current intersection southeast of Fairbanks Avenue. New right-of-way is being dedicated by the applicant (39,274 SF) to create a realigned Foster Avenue that transects Fairbanks Avenue, in addition to widening portions of existing Fairbanks Avenue and Seminary.

The realignment and extension of Foster Avenue fulfils the objectives of the Beauregard Small Area Plan for the Upland Park neighborhood by completing an efficient street grid to serve the planned development. The arrangement creates three (3) townhouse blocks, facilitates access to the new park, and will provide street trees, sidewalks, undergrounded utilities, and other public amenities in accordance with the Small Area Plan and the CDD. The approved Upland Park Phase 1 Site Plan, including the street grid and planned park space, is shown in color in *Figure 3*. The interim condition for 2641 Foster Avenue and future Phase 2 development blocks can also be seen.



Figure 3: Upland Park Phase 1 Site Plan.

D. Zoning/Master Plan Designation

The Beauregard Small Area Plan (Plan) was adopted by City Council in June 2012 after a threeyear planning process including residents, businesses, community organizations, property owners, developers and the City. The Small Area Plan established a long-term vision to guide up to 12.4 million square feet of development within seven (7) designated redevelopment areas (neighborhoods), Upland Park among them.

To implement this vision, Upland Park and other designated redevelopment areas were rezoned to the Coordinated Development District (CDD) zone classification. Upland Park was included in CDD#21. A CDD Concept Plan was developed to establish the general framework for land uses, streets, and open space, and serves as the basis for future redevelopment which is consistent with the vision of the Plan.

Concurrent with the CDD Concept Plan, the Beauregard Urban Design Guidelines and Standards were developed to provide a more detailed implementation of the physical form of development within the boundaries of the Small Area Plan. The Beauregard Urban Design Advisory Committee (BDAC) extensively reviewed the DSUP and other applications, and was instrumental in providing constructive design feedback that was incorporated into the Upland Park Phase 1 project. The project was unanimously approved by the Planning Commission and City Council.

II. STAFF ANALYSIS

E. Vacation Policy

The City Council policy approved in 2004 established the following criteria for the evaluation of vacation requests:

- 1. There is no public use of the right-of-way at the time the application is filed.
- 2. No reasonable use of the right-of-way could exist in the future, either for its original purpose or for some other public purpose. Reasonable uses include, but is not limited to future roads, bike paths/trails, recreational facilities, open space, utilities or other environmental protection.
- 3. No portion of the public right-of-way shall become landlocked.
- 4. No abutting property owners shall become landlocked or have access substantially impaired.
- 5. The vacation shall provide a public benefit.

The policy, which is under consideration for revision, notes that:

"Vacation cases typically involve individual homeowners requesting vacation of unused right-of-way (ROW). In some cases, residents desire control and maintenance of ROW land. In other circumstances, a homeowner may receive increased development rights as a result."

For vacation requests of this type, staff evaluates a variety of issues, including public benefit and consistency with the Master Plan and the Open Space Plan. A valuation of the property being vacated is part of such analysis, with appropriate compensation to the City for this vacation.

The requested Foster Avenue vacation requested differs from the above criteria, as the benefit or use of the vacated property does not accrue primarily to a single abutting property owner. The entire surrounding 9.82 acre Upland Park site is being redeveloped in accordance with City plans and policies. The policy states that when vacation requests are joined with a development application:

"These vacation requests are integral to the proposed development application. Staff recommends that they continue to be evaluated concurrently in an integrated and comprehensive manner along with the evaluation of the development proposal itself."

Staff finds the vacation request to be integral to the Upland Park development plan, improves the site design and provides numerous public benefits, therefore criteria 1 through 5 above are not applicable.

F. Public Benefit, Value of Vacation

The application for vacation supports the new street network for the proposed Upland Park redevelopment and allows for an efficient site plan that implements the Upland Park neighborhood section of the Beauregard Small Area Plan. As previously noted, the Foster Avenue name remains, with the existing street expanded and realigned per the Plan, and will comply with the street sections as outlined in the Plan.

The total area of the vacation is 13,735 square feet. The vacated right-of-way is being consolidated with adjoining properties to create developable land bays. As part of the approved subdivision request, the amount of new street right-of-way to be dedicated in the development is approximately 39,274 square feet. As the proposed area to be vacated is lower than the amount of new public right-of-way being dedicated, the applicant has not been conditioned to provide a monetary value to the City for the vacated right-of-way. This approach is consistent with similar approvals applied in the City.

In addition to the right-of-way dedication, the project provides additional public benefits per the DSUP:

- Contribution to the Beauregard Implementation Fund (\$3.2 million)
- Construction of a new City park, per the Beauregard Small Area Plan;
- Transportation improvements, including a signalized intersection at Seminary Road and Fairbanks Avenue;
- Pedestrian and streetscape improvements per the Beauregard Small Area Plan, including a shared bicycle/pedestrian path along Seminary Road; and,
- Consistency with the City's 2019 Green Building Policy and the Public Art Policy (approximately \$57,281).

III. CONCLUSION

Staff recommends **approval** of the vacation request subject to compliance with all applicable codes, ordinances and the staff recommended conditions included in this report.

IV. <u>RECOMMENDED CONDITIONS</u>

- 1. Approval of this vacation shall be subject to:
 - a. Utility easements for all public and private utilities shall be provided within the vacated right-of-way and such easements are to be shown on the plat of consolidation. (T&ES)
 - b. The vacated right-of-way shall be consolidated with the adjoining lot, and the plat of consolidation approved by the Directors of P&Z and T&ES prior to Final Site Plan release. The approved plat shall be recorded in the Land Records of the City of Alexandria. (P&Z) (T&ES) *
 - c. The applicant shall be responsible for perpetual ownership, development, and maintenance of the improvements constructed in the vacated right-of-way. (T&ES)

PROPERTY LOCATION: Portion of Foster Avenue; Upland Park, DSUP #2019-00017

TAX MAP REFERENCE: N/A

ZONE: R-12 & CDD #21

APPLICANT'S NAME: Alexandria Development Associates LLC

ADDRESS: C/O Hekemian and Co. Inc.

PROPERTY OWNER NAME: See attached list of adjacent property owners. (Owner of abutting area to be vacated)

ADDRESS: See attached list.

VACATION DESCRIPTION: Vacation of a portion of Foster Ave.

in order to construct improvements shown pursuant to approved DSUP #2019-00017.

- ✓ THE UNDERSIGNED hereby applies for a Vacation Ordinance in accordance with the provisions of Chapter 10 of the Code of the State of Virginia, the Alexandria City Charter and City Code, and the Alexandria Zoning Ordinance.
- THE UNDERSIGNED, having obtained permission from the property owner, hereby grants permission to the City of Alexandria staff and Commission Members to visit, inspect, and photograph the building premises, land etc., connected with the application.
- THE UNDERSIGNED having obtained permission from the property owner, hereby grants permission to the City of Alexandria to post placard notice on the property for which this application is requested, pursuant to Article XI, Section 11-301 (B) of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.
- THE UNDERSIGNED also attests that all of the information herein provided and specifically including all surveys, drawings, etc., required of the applicant are true, correct and accurate to the best of their knowledge and belief.

Kenneth W. Wire, Attorney, Wire Gill LLP

Print Name of Applicant or Agent

700 N. Fairfax Street, Suite 600

Mailing/Street Address

Alexandria, VA 22314 Zip Code

City and State

MANW-

Signature

202-431-3624 *Telephone* #

Fax #

February 21, 2023

Date

Form Revised: 11.27.2019

Vacation Application Property Owner List

Tax Map No.	Address	Owner
010.04-03-24	5173 SEMINARY RD	ALEXANDRIA DEVELOPMENT ASSOCIATES
010.04-03-14	5129 FAIRBANKS AV	COREALEXANDRIA1 LLC
010.04-03-23	5165 SEMINARY RD	ALEXANDRIA DEVELOPMENT ASSOCIATES
		LLC
010.04-03-15	5118 FAIRBANKS AV	D B FOSTER LLC
010.04-03-22	2658 FOSTER AV	ALEXANDRIA DEVELOPMENT ASSOCIATES
		LLC
010.04-03-21	2648 FOSTER AV	ALEXANDRIA DEVELOPMENT ASSOCIATES
		LLC
010.04-03-17	2641 FOSTER AV	SPICER BEN M AND NANCY C

OWNERSHIP AND DISCLOSURE STATEMENT

Use additional sheets if necessary

<u>1. Applicant.</u> State the name, address and percent of ownership of any person or entity owning an interest in the applicant, unless the entity is a corporation or partnership, in which case identify each owner of more than ten percent. The term ownership interest shall include any legal or equitable interest held at the time of the application in the real property which is the subject of the application.

Name	Address	Percent of Ownership
1. 		
See Attached.		
2.		
3.		

<u>2. Property.</u> State the name, address and percent of ownership of any person or entity owning an interest in the property located at <u>Portion of Foster Ave.</u> (address), unless the entity is a corporation or partnership, in which case identify each owner of more than ten percent. The term ownership interest shall include any legal or equitable interest held at the time of the application in the real property which is the subject of the application.

Name	Address	Percent of Ownership
1. N/A, City-Owned land.		
2.		
3.		

3. Business or Financial Relationships. Each person or entity indicated above in sections 1 and 2, with an ownership interest in the applicant or in the subject property are require to disclose **any** business or financial relationship, as defined by <u>Section 11-350 of the Zoning Ordinance</u>, existing at the time of this application, or within the12-month period prior to the submission of this application with any member of the Alexandria City Council, Planning Commission, Board of Zoning Appeals or either Boards of Architectural Review. All fields must be filled out completely. Do not leave blank. (If there are no relationships please indicated each person or entity and "None" in the corresponding fields).

For a list of current council, commission and board members, as well as the definition of business and financial relationship, click here.

Name of person or entity	Relationship as defined by Section 11-350 of the Zoning Ordinance	Member of the Approving Body (i.e. City Council, Planning Commission, etc.)
1. None (Section 1)	None (Section 1)	(None (Section 1)
2.		11
3.		

NOTE: Business or financial relationships of the type described in Sec. 11-350 that arise after the filing of this application and before each public hearing must be disclosed prior to the public hearings.

As the applicant or the applicant's authorized agent, I hereby attest to the best of my ability that the information provided above is true and correct.

Km AWW-	
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February 21, 2023	Kenneth W. Wire, Wire Gill LLP
Date	Printed Name

Signature

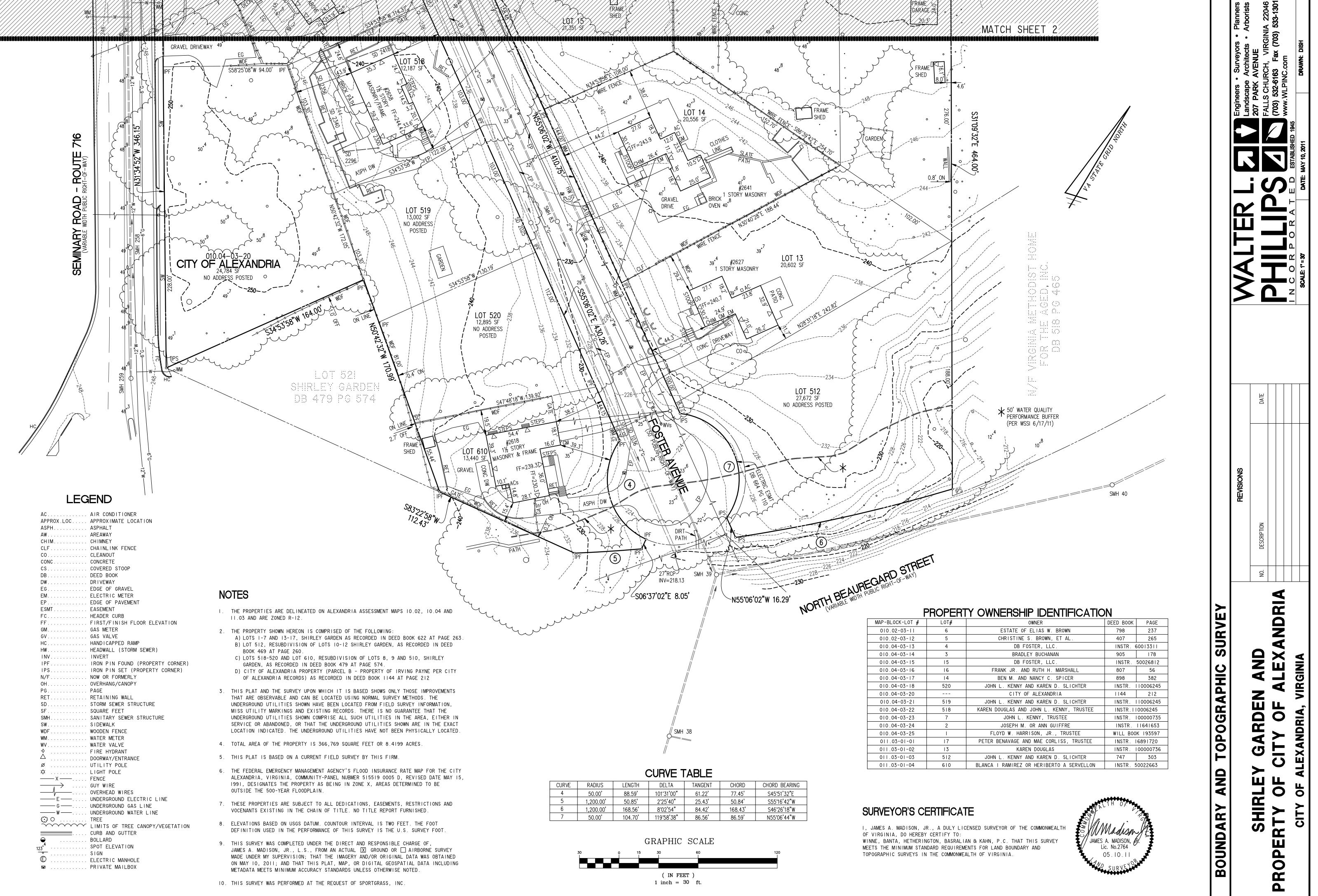
DISCLOSURE ATTACHMENT FOR APPLICANT ENTITY

CoreAlexandria1, LLC:

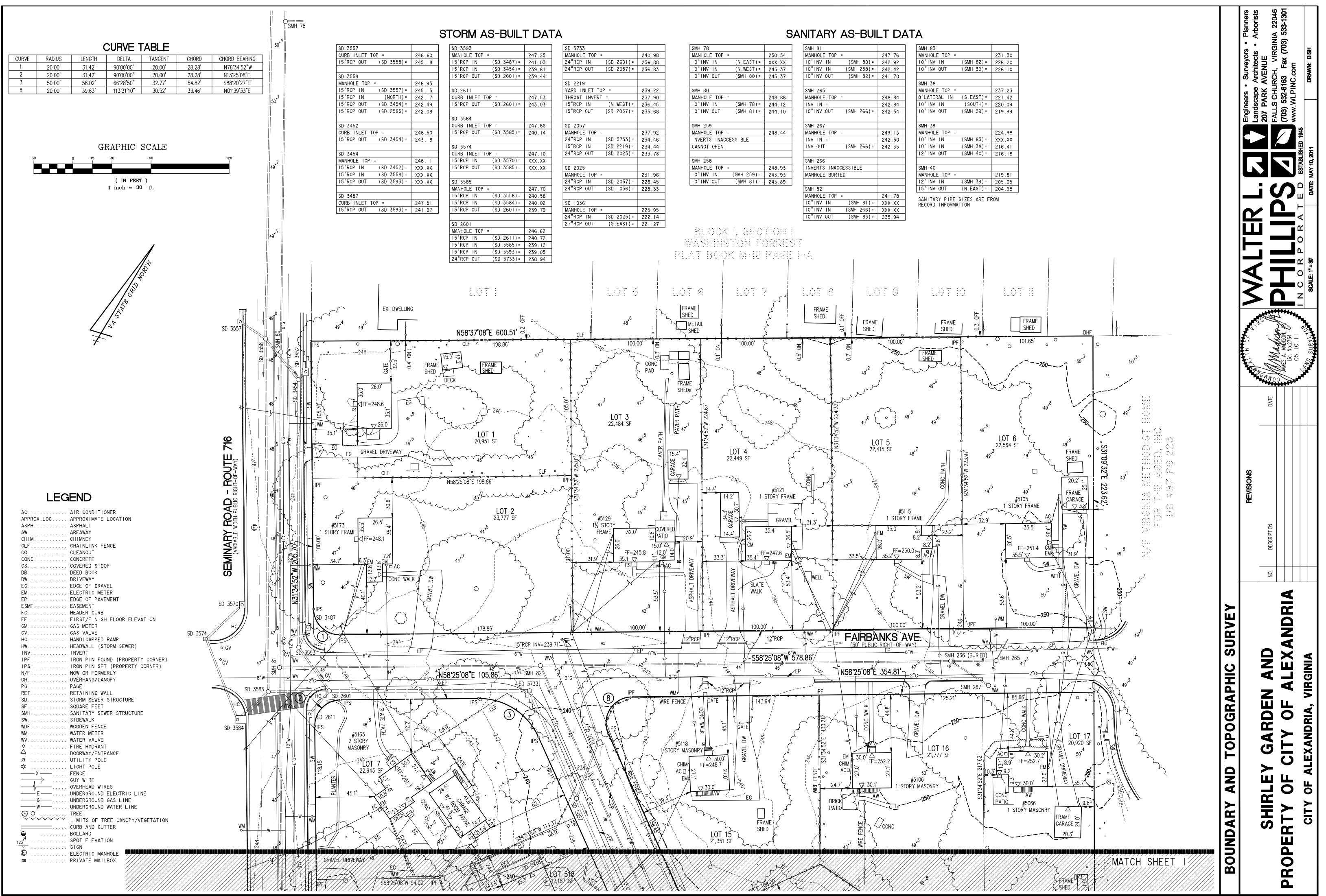
100% owned by Alexandria Development Associates, LLC

<u>Alexandria Development Associates, LLC</u> 100% owned by: DB Foster, LLC (50%) and Hekemian Virginia III, LLC, as Manager (50%)

DB Foster, LLC: Ownership (3% or greater):	DBM Global Assets, LLC Howard Brock, Jr. (Managing Member) John J. Donahue (Managing Member)
<u>Hekemian Virginia III, LLC:</u> Ownership (3% or greater):	Robert Hekemian, Jr. (Managing Member) Bryan Hekemian (Managing Member)
	David Hekemian (Managing Member) Chris Bell



SHEET: 1 OF 2



Cadd Dwg. File: 05073BT-01.dwg

	250.54
(N.EAST) =	XXX.XX
(N.WEST)=	245.37
(SMH 80)=	245.37
	248.88
(SMH 78)=	244.12
(SMH 8I)=	244.10
	248.44
SSIBLE	
	248.93
(SMH 259)=	243.93
(SMH 8I)=	243.89
	(N.WEST) = (SMH 80) = (SMH 78) = (SMH 81) = SSIBLE (SMH 259) =

SMH 81	
MANHOLE TOP =	247.76
10'INV IN (SMH 80)=	242.92
10"INV IN (SMH 258)=	242.42
10"INV OUT (SMH 82)=	241.70
SMH 265	
MANHOLE TOP =	248.84
INV IN =	242.84
10"INV OUT (SMH 266)=	242.54
SMH 267	
MANHOLE TOP =	249.13
INV IN =	242.50
INV OUT (SMH 266)=	242.35
SMH 266	
INVERTS INACCESSIBLE	
MANHOLE BURIED	
SMH 82	
MANHOLE TOP =	241.78
10"INV IN (SMH 81)=	XXX.XXX
10"INV IN (SMH 266)=	XXX.XX
10"INV OUT (SMH 83)=	235 94



Description of a portion of Foster Avenue as recorded in Deed Book 622 at Page 263, proposed to be vacated, City of Alexandria, Virginia

Beginning at a point in the north right-of-way line of Foster Avenue, said point being a common corner to Lot 15 and Lot 14, Shirley Garden as recorded in Deed Book 622 at Page 263; thence with the north right-of-way line of Foster Avenue, S 55°06'22" E, 79.69 feet to a point; thence through Foster Avenue, S 34°53'38" W, 50.00 feet to a point in the south right-of-way line of Foster Avenue, said point being in the north line of Lot 519 of the Re-subdivision of Lots 518 through 520 and Lot 610, Shirley Garden as recorded in Deed Book 479 at Page 574; thence with the south right-of-way line of Foster Avenue, N 55°06'22" W, 257.67 feet to a point; thence 32.83 feet with the arc of a curve bearing to the left and having a radius of 50.00 feet, (tangent length 17.03 feet, chord length 32.24 feet, chord bearing N 73°54'51" W) to a point; thence through Foster Avenue, N 58°48'14" E, 78.70 feet to a point in the north right-of-way line of Foster Avenue, said point being in the southerly line of Lot 15, Shirley Garden as recorded in Deed Book 622 at Page 263; thence with the north right-of-way line of Foster Avenue, 22.69 feet with the arc of a curve bearing to the left and having a radius of 20.00 feet, (tangent length 12.75 feet, chord length 21.50 feet, chord bearing S 22°35'54" E) to a point thence S 55°06'22" E, 141.16 feet to a point; thence through Foster Avenue, S 31°11'46" E, 15.84 feet to a point; thence N 58°48'14" E, 7.02 feet to the point of beginning and containing an area of 13,735 square feet or 0.3/153 acres

Madism

ames A. Madison, Yr., L.S. 2764 February 14, 2023

CIVIL ENGINEERS LAND SURVEYORS PLANNERS LANDSCAPE ARCHITECTS ARBORISTS 207 PARK AVENUE FALLS CHURCH, VA 22046 PHONE: (703) 532-6163 FAX: (703) 533-1301 WWW.WLPINC.COM

NOTES:

- I. THE PROPERTY SHOWN HEREON IS DELINEATED ON THE CITY OF ALEXANDRIA MAP NUMBER 010.04.
- 2. THIS PLAT IS BASED ON THE BOUNDARY SURVEY PERFORMED BY THIS FIRM IN AUGUST, 2017.
- 3. THE SITE SHOWN HEREON IS REFERENCED TO THE VIRGINIA COORDINATE SYSTEM OF 1983, [NAD 83(CORS96) (EPOCH:2002.0000)] AS COMPUTED FROM A FIELD RUN BOUNDARY AND HORIZONTAL CONTROL SURVEY THAT TIES THIS SUBDIVISION BOUNDARY TO NOAA/NGS MONUMENT PID NUMBER HV9141; GPS152 CORS ARP. THE COMBINED FACTOR APPLIED TO THE FIELD DISTANCES TO DERIVE THE REFERENCED COORDINATES IS 0.9999502. THE FOOT DEFINITION USED FOR CONVERSION OF THE MONUMENT COORDINATES AND IN THE PERFORMANCE OF THIS SURVEY IS THE U.S. SURVEY FOOT.
- 4. THERE ARE NO RESOURCE PROTECTION AREAS OR FLOODPLAINS LOCATED ON THESE PROPERTIES.
- 5. THE FEDERAL EMERGENCY MANAGEMENT AGENCY'S FLOOD INSURANCE RATE MAP FOR THE CITY ALEXANDRIA, VIRGINIA, COMMUNITY-PANEL NUBMER 5155190028E, REVISED JUNE 16, 2011, DESIGNATES THE PROPERTY AS BEING IN ZONE X, "AREAS DETERMINED TO BE OUTSIDE THE 0.2% ANNUAL CHANCE FLOODPLAIN."

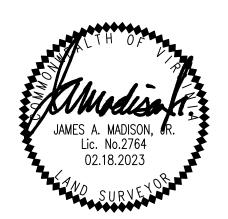
SURVEYOR'S CERTIFICATE

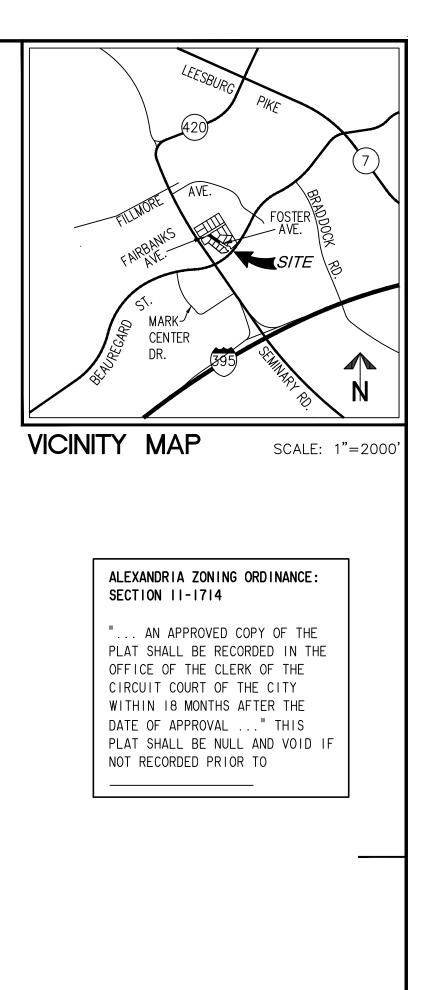
I, JAMES A. MADISON, JR., A DULY LICENSED LAND SURVEYOR IN THE COMMONWEALTH OF VIRGINIA, DO HEREBY CERTIFY THAT I HAVE CAREFULLY SURVEYED THE PROPERTY DELINEATED ON THIS PLAT OF VACTION, THAT TO THE BEST OF MY PROFESSIONAL KNOWLEDGE AND BELIEF, THE PROPERTY IS IN THE NAME OF THE CITY OF ALEXANDRIA, VIRGINIA, AS RECORDED IN DEED BOOK 622 AT PAGE 263.

I FURTHER CERTIFY THAT THE LAND EMBRACED BY THIS VACATION LIES ENTIRELY WITHIN THE BOUNDS OF THE ORIGINAL TRACTS; AND THAT ALL REQUIRED MONUMENTS HAVE BEEN INSTALLED WERE INDICATED EXCEPT THOSE THAT WILL BE INSTALLED AT A LATER DATE BUT BEFORE COMPLETION OF THE PROJECT.

THIS PLAT IS REFERENCED TO THE VIRGINIA COORDINATE SYSTEM: VCS 1983 - NORTH ZONE.

GIVEN UNDER MY HAND THIS 18TH DAY OF FEBRUARY, 2023.

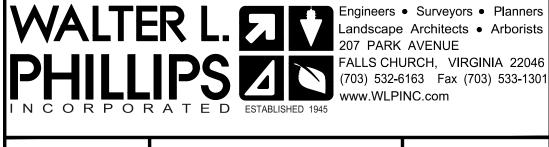




APPROVED DSUP NUMBER	2019–0017
DEPARTMENT OF PLAN	NNING & ZONING
DIRECTOR	DATE
DEPARTMENT OF TRANSPORT	TATION & ENVIRONMENTAL SERVICES
SUBDIVISION NUMBER _	
DIRECTOR	DATE
CHAIRMAN, PLANNING	COMMISSION DATE
DATE RECORDED	
INSTRUMENT NO. DEE	ED BOOK NO. PAGE NO.

PLAT SHOWING		
	VACATION OF A PORTION OF FOSTER AVENUE	
	SHIRLEY GARDEN	
	DEED BOOK 622 PAGE 263	



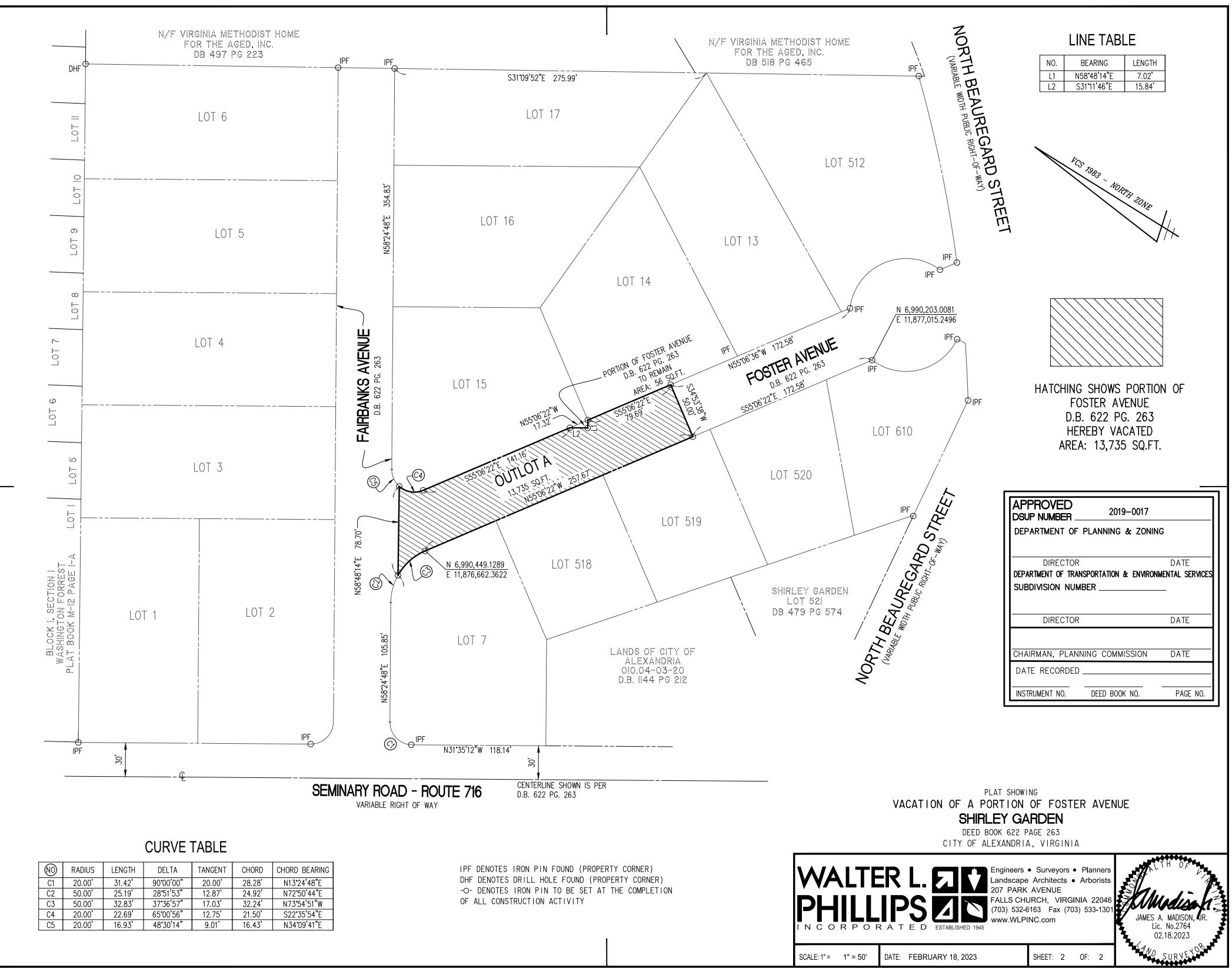


DATE: FEBRUARY 18, 2023

SCALE: 1" = 1" = 50'

SHEET: 1 OF: 2

DWG FILE NAME: 05073V-01



\mathbb{N}	RADIUS	LENGTH	DELTA	TANGENT	CHORD	CHORD BEARING
C1	20.00'	31.42'	90°00'00"	20.00'	28.28'	N13°24'48"E
C2	50.00 '	25.19'	28 ° 51'53"	12.87'	24.92'	N72°50'44"E
C3	50.00'	32.83'	37 ° 36'57"	17.03'	32.24'	N73°54'51"W
C4	20.00'	22.69'	65 ° 00'56"	12.75'	21.50'	S22 * 35'54"E
C5	20.00'	16.93'	48 ° 30'14"	9.01'	16.43'	N34°09'41"E

FILE NO .: ALEX

DWG FILE NAME: 05073V-01