

# City of Alexandria, Virginia

## MEMORANDUM

DATE: OCTOBER 30, 2017

TO: CHAIRWOMAN AND MEMBERS OF THE PLANNING COMMISSION

FROM: KARL MORITZ, DIRECTOR, PLANNING AND ZONING

SUBJECT: DSUP2016-0041 STAFF REPORT

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Madame Chair and Members of the Planning Commission,

Note that on the cover page of the staff report, the Applicant field has been changed from “Sunrise Senior Living, represented by M. Catharine Puskar, attorney,” to “Sunrise Senior Living, represented by Kenneth W. Wire, attorney.”



## ***DOCKET ITEM # 7***

***Master Plan Amendment #2017-0005***

***Rezoning #2017-0002***

***Development Special Use Permit #2016-0041***

***Transportation Management Plan SUP #2017-0102***

***400 & 418 North Washington Street and 413 & 417 North Columbus Street – Sunrise Senior Living***

Application	General Data	
<b>Project Name:</b> Sunrise Senior Living	PC Hearing:	November 9, 2017
	CC Hearing:	November 18, 2017
	If approved, DSUP Expiration:	November 18, 2020 (3 years)
	Plan Acreage:	0.75 acres (32,729 SF)
<b>Location:</b> 400, 418 N. Washington Street, 413, 417 N. Columbus Street	Zone:	CD / Commercial Downtown
	Proposed Use:	Home for the Elderly
	Dwelling Units:	N/A
<b>Applicant:</b> Sunrise Senior Living, represented by <b>M. Catharine Puskar</b> <b>Kenneth W. Wire</b> , attorney.	Gross Floor Area:	78,740 SF
	Net Floor Area:	75,419 SF
	Small Area Plan:	Old Town / Braddock Road Metro Station
	Historic District:	Old & Historic Alexandria
	Green Building:	LEED Silver or equivalent

### **Purpose of Application**

Consideration of a request for a Development Special Use Permit with Site Plan to construct a home for the elderly facility in the CD zone with 91 units and a one-story below grade parking garage.

### **Special Use Permits and Modifications Requested:**

1. A Master Plan Amendment to the Braddock Road Metro Station Small Area Plan to change 413 and 417 N. Columbus Street from RM to CD;
2. A Rezoning of 413 and 417 N. Columbus Street from RM to CD;
3. Development Special Use Permit and Site Plan with modifications for a home for the elderly use in the CD zone;
4. Special Use Permit for an increase in FAR to 2.5 in the CD zone;
5. Special Use Permit for a transportation management plan;
6. Modification to the loading requirement;
7. Modification to the Zone Transition Line Setback; and
8. Modification to the Crown Coverage requirement.

### **Staff Recommendation: APPROVAL WITH CONDITIONS**

#### **Staff Reviewers:**

Robert M. Kerns, AICP, Chief of Development

[robert.kerns@alexandriava.gov](mailto:robert.kerns@alexandriava.gov)

Dirk H. Geratz, AICP, Principal Planner

[dirk.geratz@alexandriava.gov](mailto:dirk.geratz@alexandriava.gov)

Michael Swidrak, AICP, Urban Planner

[michael.swidrak@alexandriava.gov](mailto:michael.swidrak@alexandriava.gov)

Dear Members of the Alexandria Planning Commission:

This is Bob Eiffert writing as the Chair of the Alexandria Commission on Aging (COA). On November 9, the Planning Commission will consider Sunrise's proposal to redevelop 400 North Washington Street as a 92-unit assisted living facility. The COA voted to request a greater contribution to affordable housing than that which is included in the Staff Report. The COA believes Sunrise should provide two (2) Auxiliary Grant units for the life of the project to allow very low-income individuals to access care there.

As part of the planning process, Sunrise met with several representatives of the COA, the Commission on Persons with Disabilities (ACPD), and the Housing Affordability Advisory Committee. They described the project and we discussed generally what we would like to see as an affordable housing contribution.

One of the conditions that is most important to the COA is the provision of space for the lowest income persons. The State of Virginia funds an Auxiliary Grant program (AG) that supplements an individual with very low income to live in assisted living. The City provides a 20% match to the State's subsidy. The full payment to a facility is \$1,404 per month (the current Northern Virginia rate) to cover the full cost of care. That is well below the facility's cost to provide care.

At the October 5 meeting of the Alexandria Housing Affordability Advisory Committee (AHAAC), Sunrise presented an affordable housing contribution plan that included no units for very low-income individuals. The COA representative on AHAAC requested two units. Sunrise countered with one AG unit for 20 years, which AHAAC ultimately accepted and is included in the staff report on the application.

The COA has learned that in Fairfax, their Health Care Advisory Board (HCAB) considers applications for any land use that involves a health component, including assisted living facilities. For assisted living, the HCAB requests that 4% of residents be AG recipients, and recent applicants have agreed. The Sunrise facility at Fair Oaks accepts 4 individuals with the AG for care in a facility licensed for 92 residents. Two Arden Court facilities and two Brightwood facilities – one of which is a specialty care facility for dementia – also contribute 4% of their capacity for AG recipients.

In the 1990's, Sunrise developed its current assisted living facility on Duke Street. As part of their development plan, they proffered to dedicate one unit for the life of the project to the Division of Aging and Adult Services (DAAS) for the City to use with the Auxiliary Grant for a very low-income client of DAAS. That proffer is still in effect today and Alexandria uses it. In fact, Sunrise on Duke has a second AG recipient in the facility, and in the past year had as many as three. The COA recognizes that Alexandria is a very high land cost jurisdiction, but we still believe that two (2) units for AG recipients for the life of the proposed project is not an unreasonable request.

The need for affordable assisted living units is great. The AG units at Sunrise on Duke are the only affordable units in the City of Alexandria. The City co-owns and supports 10 AG units at Willow Oaks in Manassas, nearly an hour's drive away on a good day. There is a waiting list for that facility. The Alexandria Redevelopment and Housing Authority owns the 270-unit Ladrey public housing building a few blocks from the Sunrise Washington Street site. ARHA

staff report that there are as many as 20 residents there who need assisted living. The same proportion is true for the 90-unit Annie B. Rose house, a rent subsidized building next to Ladrey.

For these reasons, we propose substitute language for conditions 29 and 30 in the staff report. Our additions appear in **red**, and deletions appear in ~~strikethrough~~. The language in conditions 31 and 32 is unchanged.

#### G. HOUSING:

29. The applicant will provide ~~one~~ **two** senior studio auxiliary grant-funded units ~~or an affordable unit of equivalent discounted value~~ and associated assistive services in the facility for ~~20 (twenty) years~~ **the life of the project**.

30. The applicant shall develop a Memorandum of Understanding (MOU) with the City of Alexandria to be approved prior to the release of the Final Site Plan. The MOU will require the applicant to apply the same rules and regulations applicable to all market rate units to the affordable units. ~~and may include, but not be limited to the following: the criteria used to qualify such individuals, including criteria for prioritizing eligible Alexandria residents; the period within which a person will be admitted to the affordable unit; the terms regarding discharge; and the means of marketing the program to reach individuals with limited financial resources who will benefit from the auxiliary grant unit.~~ **Applicants for the affordable units shall be Alexandria residents who have been determined eligible for the auxiliary grant by the Alexandria Department of Community and Human Services. Referrals for the affordable units will be made by the Alexandria Division of Aging and Adult Services. The MOU will specify the terms regarding discharge of all residents.**

The changes to condition 29 stipulate the two units we request, and deletes the ambiguous language about a substitute “equivalent” unit. While we are not certain what that means, it could allow Sunrise to put two residents in the same room, which is not an acceptable situation. The changes to condition 30 better explain the process by which Auxiliary Grants are approved.

We have requested a meeting with Sunrise, but have not received a reply to date.

We ask the Planning Commission to join us in this request for a more equitable affordable housing provision by Sunrise. Thank you.

# Sunrise project

DSUP2016-0041  
Additional Materials

William <wcrowland@hotmail.com>

Mon 11/6/2017 7:24 PM

To: PlanComm <PlanComm@alexandriava.gov>;

Cc: jerry.liang@sunriseseniorliving.com <jerry.liang@sunriseseniorliving.com>; Rowland Rachel <rachelponce@yahoo.com>;

Dear colleagues:

I live at 423 N. Columbus Street - close to the proposed project. Unfortunately, I will be out of the country on business when you hold your hearing.

I have been very pleased with the efforts that Sunrise has made to work with the neighborhood.

Based on my understanding, I support the project. I question whether the parking will be adequate. However, I believe that any parking issues can likely be addressed by on street parking restrictions and/or encouraging Sunrise to arrange for evening and weekend parking with some of the adjacent parking lots that are largely empty in the evenings and weekends.

Thank you for your work on this!

Sincerely,

Bill Rowland

Sent from my iPhone

# Sunrise Development on N. Washington and N. Columbus

guyvl . <guylamolinara@gmail.com>

Tue 11/7/2017 1:42 PM

To: PlanComm <PlanComm@alexandriava.gov>; Liang, Jerry <Jerry.Liang@sunriseseniorliving.com>;

Dear Commissioners:

I want to lend my support for the approval of the Sunrise facility. I believe it will be a welcome addition to the neighborhood. The proposed development would be adjacent to my house, which abuts the parking lot on N. Columbus. This eyesore of a parking lot will be much improved by the Sunrise development. The developers have been most accommodating in their design and sensitive to the fact that they will be operating in a residential neighborhood.

Please approve their proposal.

Guy and Anne Lamolinara  
411 N. Columbus St.  
Alexandria, VA 22314

November 9, 2017

**VIA EMAIL TO [karl.moritz@alexandriava.gov](mailto:karl.moritz@alexandriava.gov)**

Mary Lyman, Chair and Members of Planning Commission  
301 King Street, Suite 2100  
Alexandria, Virginia 22314

RE: Docket Item #7  
November 9, 2017 Planning Commission Hearing

Dear Mary Lyman, Chair and Members of Planning Commission:

On behalf of my client, Sunrise Senior Living, I am requesting the following changes to the staff recommended conditions of approval for DSUP 2016-0041:

**Condition 8**

~~Hire a professional consultant to work with staff and the landscape designers to incorporate and interpret elements of the historical character and archaeological findings into the site and to prepare interpretive elements, which shall be erected as part of the development project. The site plan shall indicate themes and locations of interpretive elements. Prior to release of the Final Site Plan, the consultant shall provide text and graphics for the interpretive elements subject to approval by the Office of Historic Alexandria/Alexandria Archaeology and the Directors of P&Z.\* (Arch)(P&Z)~~

**Condition 25**

Design and develop a sign plan for up to two interpretive signage signs that highlights the history and archaeology of the site. The plan shall be included as part of the Final Site Plan and shall coordinate the location, scale, massing and character of all proposed signage to the satisfaction of the Director of Archaeology.\* (Arch) (BAR)

**Condition 29**

The applicant will provide one senior studio auxiliary grant-funded unit or an affordable unit of equivalent discounted value and associated assistive service in the facility for 20 (twenty) 40 (forty) years.

**Condition 40**

~~Remove the dedicated drop-off/visitor parking along the building's N. Washington Street frontage. Parking regulations and use along the site's N. Washington frontage shall be managed~~

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~~by the City and open for public use when not operating as a HOV lane. Parking may not be designated for the sole use of Sunrise visitors.~~

**Condition 109**

The applicant's archaeological consultant has completed a Documentary Study and submitted an approved Scope of Work for an Archaeological Study. If significant resources are discovered, the consultant shall complete a mutually agreeable Resource Management Plan, as outlined in the City of Alexandria Archaeological Standards. Preservation measures presented in the Resource Management Plan, as approved by the City Archaeologist, will be implemented.  
(Archaeology)

**Condition 115**

~~Present a disclosure statement to potential residents disclosing the following to the satisfaction of the Director of P&Z and the City Attorney:~~

- ~~a. That N. Washington Street is a major arterial and that future traffic is expected to increase as development continues. (P&Z)(T&ES)~~

I look forward to discussing the project and these requested changes to the recommended conditions with you at tonight's Planning Commission hearing.

Sincerely,



Kenneth W. Wire



RESOLUTION NO. MPA 2017-0005

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, an application for amendments to the **Braddock Road Metro Station Small Area Plan** chapters of the 1992 Master Plan was filed with the Department of Planning and Zoning on **June 2, 2017** for changes in the land use designation for the parcels at **413 N. Columbus Street and 417 N. Columbus Street**, and

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 **November 9, 2017** with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendments are necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the **Braddock Road Metro Station Small Area Plan** sections of the City; and
2. The proposed amendments are generally consistent with the overall goals and objectives of the 1992 Master Plan and with the specific goals and objectives set forth in the **Braddock Road Metro Station Small Area Plan** chapter of the 1992 Master Plan; and
3. The proposed amendments show the Planning Commission's long-range recommendations for the general development of the **Braddock Road Metro Station 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 **Braddock Road Metro Station 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 following amendment is hereby adopted in its entirety as an amendment to the **Braddock Road Metro Station 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:

**Amend Map 10 / Braddock Road Metro Station Land Use, as amended, to change the land use designation on the map from RM / Residential Medium to CD / Commercial Downtown.**

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 November, 2017.**

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Mary Lyman, Chair  
Alexandria Planning Commission

ATTEST: \_\_\_\_\_  
Karl Moritz, Secretary