

FAIRFAX COUNTY SITE-SPECIFIC PLAN AMENDMENT PROCESS

COUNTYWIDE

Nomination Number	CPN22-LE-005
Supervisor District	Lee
Parcel ID Number(s)	81-2 ((1)) 25A, 81-2 ((4)) 26, 27, 17, 18 and 19
Parcel Address(es)	5509, 5513, 5416, 5410, and 5408 Vine Street, Alexandria, VA 22310
Nominator	Mark Looney
Plan Map Designation	Industrial
Comprehensive Plan Recommendation for Nominated Property	Rose Hill Planning District, Van Dorn Station Area, Page 19. Please see attachment for site-specific text.
Proposed Land Use	MixedUse
Summary of Proposed Comprehensive Plan Change	The Nomination proposes to modify the Plan's recommendations for the SSPA Area to better align land use and transportation planning in the Vine Street corridor. Specifically, the Nomination proposes to add flexibility to accommodate whatever transportation solution results from VDOT's Study while continuing to promote TOD development adjacent to the Van Dorn Street Metro Station. It also consolidates the two land use options currently set forth in the Plan – one option below 1.0 FAR and another above a 1.0 FAR – into a single recommendation. See the proposed text in the Statement of Justification.



Mark C. Looney T: +1 703 456 8652 mlooney@cooley.com

October 27, 2022

Leanna O'Donnell
Director
Department of Planning and Development - Planning Division
12055 Government Center Parkway
Suite 730
Fairfax, VA 22035

Re: Allied Vine LLC - Site Specific Plan Amendment Nomination

Dear Ms. O'Donnell:

This firm represents Allied Vine LLC (the "Applicant"), the applicant for a Site-Specific Plan Amendment (SSPA) to the Comprehensive Plan. This nomination (the "Nomination") to amend the Comprehensive Plan is proposed for Fairfax County Tax Map Number 81-2((01))0025A, and 5509, 5513, 5416, 5410, and 5408 Vine Street, further identified as Fairfax County Tax Map Numbers 81-2((04)) 0026, 27, 17, 18, 19 (the "Property"), within the Franconia District.

I. Introduction

Allied Vine LLC (the "Applicant") requests approval of a Site-Specific Plan Amendment ("SSPA") to the Fairfax County Comprehensive Plan (the "Plan") language (the "Nomination") applicable to six properties located along Vine Street in the Franconia District, comprising of approximately 8.08 acres and further identified on the nomination form (the "SSPA Area"). This SSPA proposes to add flexibility concerning primary and/or secondary access to the Vine Street corridor should the HOT Lanes project under analysis for the Capital Beltway be constructed in a manner that precludes or restricts the secondary access option identified today in the Plan. The Nomination proposes to maintain the Plan's recommendations for transit-oriented development in the SSPA Area.

II. Existing Conditions

Built Environment

The SSPA Area consists of six parcels located towards the eastern terminus of Vine Street, located between the Capital Beltway and the Van Dorn Street Metro Station, east of South Van Dorn Street, at the Fairfax County/Alexandria boundary. The SSPA Area consists of properties that are currently used for light industrial purposes or are vacant, and surrounding properties are developed for similar uses at limited densities and have minimal synergy with the nearby Van Dorn Metro Station.



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Existing Zoning

The Property is zoned to the Industrial-5 (I-5) district, and a portion of the Property is zoned to the I-1 zoning district, subject to RZ-C-642, which allows for Warehouse and Office use. Transit-oriented development, as envisioned in the Comprehensive Plan and further described below, is not permitted within the existing zoning districts.

III. Existing Comprehensive Plan

Land Use

The SSPA Area is located in the Rose Hill Planning District, within Land Unit B of the Van Dorn Transit Station Area. The overall goal in the Van Dorn Transit Station Area is to provide opportunities for appropriate transit-oriented development given access and environmental constraints, while ensuring the continued stability of the existing residential areas which border it to the south and east. A mix of uses with intensity up to 1.0 FAR is recommended for a large portion of the Transit Station Areas with the Vine Street corridor identified as the focal point. Specifically, the following guidance is provided for Land Unit B:

The parcels along Vine Street are either vacant or utilized for a variety of industrial and office uses. Some of the land at the western end of Vine Street will be needed for interchange improvements that may sever the connection of Vine Street and South Van Dorn Street. Design of any development should allow for construction of the interchange. Much of the narrow eastern portion of the land unit may also be taken for I-95/I-495 improvements. Infill development of industrial uses up to .50 FAR is planned for the land unit.

As an option, office or mixed-use development with uses such as hotel, office, and residential with support retail at an intensity up to 1.0 FAR may be considered for this land unit if the following conditions are met:

- Adequate access from the arterial road system and Metrorail is provided, including contribution towards the design and construction of a <u>new bridge</u> <u>connection to Oakwood Road, to supplement or replace the current connection of</u> <u>Vine and South Van Dorn Streets</u> (see Figure 8) (emphasis added);
- Dedication for interchange improvements is provided;
- A transportation study is provided which demonstrates that access and road capacity is adequate to support a change from industrial uses to office and/or mixed-use development no worse than Level of Service "E";
- Extensive consolidation of the land unit is achieved, including possible relocation of part or all of Vine Street so developable land is mainly or totally consolidated on one side of Vine Street and significant terrain variations along Vine Street can be better addressed;



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- Development provides high quality site and architectural design, landscaping, and development amenities with a strong pedestrian focus. Amenities including usable open space in the form of urban plazas with benches and other outdoor furniture are encouraged;
- Pedestrian access to the Metrorail station is provided, including use of the knockout panel to the station; and
- Appropriate parking structure(s) is provided. Intensity greater than 1.0 FAR may be considered if the following additional conditions are met:
 - The proposed use or uses minimizes the need for vehicular access and parking and encourages the use of Metrorail;
 - <u>Substantial contribution towards the construction of the bridge connection</u> to Oakwood Road is provided; and (emphasis added)
 - Support for transit services and/or transportation demand management strategies, which include transit service sufficient to mitigate adverse impacts on the adjacent roadway network is provided.

Transportation

The Comprehensive Plan includes substantial transportation improvements in order to realize the transit-oriented development vision for the north and south sides of the Beltway, and to relieve congestion along South Van Dorn Street. A new roadway connection across the Beltway is proposed between Vine Street and Oakwood Road, and each of these roadways would be expanded to four lanes. This would drastically change the function of these existing roadways, and also the character and corresponding function of adjacent land uses. The following text is specific to Land Unit B:

- 1. Ultimately four lanes into and four lanes out of the Land Units B, D, and E should be provided with access from both Oakwood Road and Vine Street to the arterial system. Vehicular and pedestrian access between Oakwood Road and Vine Street should be provided with construction of a bridge over I-95/I-495. (emphasis added)
- 2. The exact alignments of Oakwood Road and Vine Street should be determined during the process of reviewing plans for a proposed development.
- 3. New development in the Transit Station Area should be designed to promote use of transit (bus, rail, etc.) facilities as the primary mode of access. Transportation Demand Management (TDM) measures and provision of pedestrian and/or other (non-direct automobile) access to the Metrorail station will be necessary. To minimize traffic generation, TDM techniques, including transit pass programs, preferential parking for car and van pools, provision of loaner vehicles to employees during the day, alternative parking arrangements, and pay parking, as well as rideshare coordination services, should be used. The developer may be required to phase development and to limit the timing of phases to a demonstration that roadway system capacity exists or will exist in the short term.



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Until additional capacity is determined and approved, only one-half of the total development potential allowed in Land Units B, D, and E may be constructed. Monitoring to the satisfaction of the Department of Transportation may be required of the developer toward demonstrating that system capacity is in balance with the development program. Trip generation rates used in transportation studies for the area may be considered for reduction if predicated upon implementation of an enforceable Transportation Management Program based on demonstrated success in other areas.

IV. Changes in Surrounding Environment

The SSPA Area was developed in the mid-twentieth century, prior to construction of both the Capital Beltway and the Van Dorn Street Metro Station. Subsequent to the Metro Station's development and consistent with County transportation and land use policies, the Board of Supervisors amended the Comprehensive Plan to provide an option for transit-oriented development ("TOD") in the SSPA Area to take advantage of the Metro Station's proximity. To unlock the TOD opportunities, however, the Plan contemplates provision of a vehicular and pedestrian bridge connection over the Capital Beltway to connect Oakwood Road and Vine Street to provide secondary access to the SSPA Area. As detailed above, the Plan's guidance is very specific in its recommendations and provides no alternative access options other than a bridge between these two streets if TOD-style development is to be realized along Vine Street.

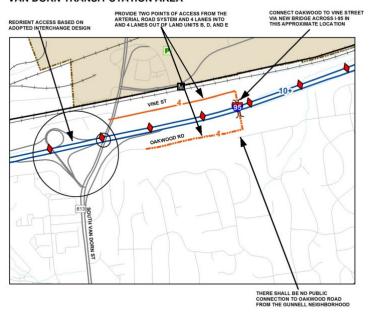
The Virginia Department of Transportation ("VDOT") currently is conducting a study as part of its Megaprojects program called the I-495 Southside Express Lanes Study (the "Study"), which is evaluating options to extend the HOT Express Lanes system on the southern section of the Beltway between Springfield and the Woodrow Wilson Bridge and adjacent to the SSPA Area. As part of the Study, VDOT is evaluating interchange improvements at the Van Dorn Street intersection with the Beltway. The Applicant anticipates access to the Vine Street corridor, generally, and the SSPA Area, specifically, is likely to change in a manner that either differs from or conflicts with the specific solution outlined in the existing Plan.

For example, the Study may recommend a complete redesign of the South Van Dorn Street interchange in a manner that eliminates direct access to Vine Street from South Van Dorn Street, necessitating VDOT provide alternate access to the Vine Street corridor. Such alternate access may come in the form of a bridge over the Beltway from Oakwood Road, or it could arise from a new connection from the City of Alexandria or some other design not yet contemplated. Either way, the Study will not be completed until 2023-2024, after the 2022 SSPA nomination window closes. Consequently, absent an amendment to the Plan to provide greater flexibility in how Vine Street can be accessed as part of a TOD redevelopment, the Applicant and the other owners in the Vine Street corridor may precluded from implementing the TOD redevelopment currently envisioned by the Plan.



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VAN DORN TRANSIT STATION AREA



V. Proposal

The Nomination proposes to modify the Plan's recommendations for the SSPA Area to better align land use and transportation planning in the Vine Street corridor. Specifically, the Nomination proposes to add flexibility to accommodate whatever transportation solution results from VDOT's Study while continuing to promote TOD development adjacent to the Van Dorn Street Metro Station. It also consolidates the two land use options currently set forth in the Plan - one option below 1.0 FAR and another above a 1.0 FAR - into a single recommendation. Attached to the Nomination as Exhibit A is a concept plan showing a potential layout of TOD-style development. The Concept plan is included for informational purposes to satisfy SSPA application requirements and illustrates land uses and a layout that would be permitted under both the existing and the proposed Comprehensive Plan language (below). Although the current Plan language applies to an area larger than the SSPA Area shown in Exhibit A, the Nomination does not seek to amend development options on these properties except to the extent future access to those sites also may change upon completion of the Beltway HOT Lanes. The schematic in Exhibit A does not show the bridge from Oakwood Road across the Beltway because of the potential such an alignment may never materialize depending on the final HOT Lanes design. The comprehensive plan text proposed with this Nomination, as described below, provides flexibility for how such access could be provided in the future.

Detailed below is one way in which the Plan language could be modified to consolidate the development options and address the HOT Lanes expansion, although the Applicant is open to other options, as well, as the Study is finalized:



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As an option, office or mixed-use, <u>transit</u>, <u>oriented development</u> with uses such as hotel, office, and residential with support retail at an intensity up to <u>above</u> a 1.0 FAR <u>reflective</u> <u>of its location adjacent to the South Van Dorn Street Metro Station</u> may be considered for this land unit if the following conditions are met:

- Adequate access from the arterial road system and Metrorail is provided, including, as necessary or appropriate, contribution towards the design and construction of improvements to facilitate access to and from Vine Street sufficient to support its planned redevelopment a new bridge connection to Oakwood Road, to supplement or replace the current connection of Vine and South Van Dorn Streets (see Figure 8) (emphasis added);
- Dedication for interchange improvements is provided <u>as necessary or</u> appropriate;
- A transportation study is provided which demonstrates that access and road capacity is adequate to support a change from industrial uses to office and/or mixed-use development no worse than Level of Service "E";
- <u>The proposed use or uses minimizes the need for vehicular access and parking and encourages the use of Metrorail;</u>
- <u>Support for transit services and/or transportation demand management strategies, which include transit service sufficient to mitigate adverse impacts on the adjacent roadway network is provided;</u>
- Extensive Appropriate consolidation of the land unit is achieved, including possible relocation of part or all of Vine Street so developable land is mainly or totally consolidated on one side of Vine Street and significant terrain variations along Vine Street can be better addressed:
- Development provides high quality site and architectural design, landscaping, and development amenities with a strong pedestrian focus. Amenities including usable open space in the form of urban plazas with benches and other outdoor furniture are encouraged;
- Pedestrian access to the Metrorail station is provided, including use of the knockout panel to the station; and
- Appropriate parking structure(s) is provided. Intensity greater than 1.0 FAR may be considered if the following additional conditions are met:
 - The proposed use or uses minimizes the need for vehicular access and parking and encourages the use of Metrorail:
 - Substantial contribution towards the construction of the bridge connection to Oakwood Road is provided; and



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• Support for transit services and/or transportation demand management strategies, which include transit service sufficient to mitigate adverse impacts on the adjacent roadway network is provided.

VI. Relationship to Existing Policies and Objectives

The Nomination achieves the applicable "Major Objective" listed for the Rose Hill by "achiev[ing] appropriate development in the Van Dorn Transit Station Area given access and environmental constraints." The Nomination also advances the creation of TOD adjacent to the Metro Station in a more-urban and pedestrian-oriented development, as envisioned in the Area Plan. The Nomination is consistent with the County Concept for Future Development, which identifies the SSPA Area as within the Van Dorn Transit Station Area. The transit station areas promote a land use pattern that supports Metrorail by encouraging a mix of uses in a compact, pedestrian-friendly urban form within walking distance of the rail station.

The Nomination also advances the objectives of the County's Policy Plan – most notably by offering a proposal in accordance with the Plan's Guidelines for Transit-Oriented Development - in addition to the Area Plans as reviewed above. In accordance with the Transit-Oriented Development Plan, the SSPA Area is within ¼ of a mile from the station platform, where the highest density should be focused (Land Use Plan Appendix 11, 1). The Nomination offers a mix of land uses, promoting increased transit ridership and different types of activity throughout the day (Land Use Plan Appendix 11, 4). The Nomination encourages an urban design that will accommodate a mix of housing types as compared to the surrounding area, as well as an improved street design and pedestrian experience in and around the SSPA Area (Land Use Plan Appendix 11, 6,7).

The Nomination will be transit-oriented, with an efficient amount of parking and an expectation that future residents will utilize the transit available through Metro's Blue Line and robust bus service that serves the surrounding neighborhood. The Nomination advances the adopted vision for the community, building on the existing planning vision to establish a transit-oriented development node, provide a vibrant and economically sustainable future for properties along Vine Street (Land Use Plan Appendix 11, 13), and provide a more efficient land use pattern by concentrating growth around a transit station. It also would help fill the void of urban housing in the area (Land Use Plan Appendix 11, 10,11). The Nomination area is ideal for redevelopment from an environmental perspective as the developed parcels comprising of the SSPA Area consist of entirely impervious surface, and the undeveloped parcel is zoned for industrial development. The Nomination will encourage more open space and integrate landscaping into the design (Land Use Plan Appendix 11, 14) as compared to the existing development. The Nomination is an efficient use of the existing transportation network and will provide an opportunity to improve public facilities through the contribution towards an improved local vehicular and pedestrian network (Land Use Plan Appendix 11, 15).

The Comprehensive Plan acknowledges that land use patterns should increase transportation efficiency and enhance opportunities for county residents to live in proximity to their workplace (Land Use Objective 6, 12.a). This Nomination achieves each of these goals as it offers residential development near a major transportation network and employment center, and development can



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capitalize on this transportation advantage (Land Use Objective 12.a). The Property is ideally suited with adequate public facilities and transportation systems and is not adjacent to any residential uses or sensitive environmentally areas, ideally positioning the Property to provide a reasonable amount of density while maintaining community character (Land Use Objective 12.b.d.f.g.). The Comprehensive Plan Land Use Policy Plan acknowledges that transit has not proven a viable alternative for a major portion of County commuters because the housing and employment areas not only are spatially separated from each other but developed at low densities. Thus, transit service is inherently less efficient and productive than would be likely in more concentrated, mixed-use settings. Public facilities will be supported through additional tax revenue, and public facility impacts will be evaluated and offset through the rezoning processes.

The Nomination advances the goals of the County Strategic Plan in several ways. The Nomination meets several of the applicable Ten Community Outcomes and achieves the Innovation, Placemaking, and Sustainability Key Themes (Strategic Plan, pg.8) by responding to market conditions to transform the built environment into a vibrant and walkable mixed-use community (Strategic Plan EO 4, pg. 17; EO 12, pg. 18; H 2, pg. 31). The SSPA Area's proximity to transit and employment, combined with proposed connectivity improvements will increase transportation options for future residents and promote non-vehicular transportation options (Strategic Plan E.2, pg. 28; H 2, pg. 31; HNL 22, pg. 35; MT 1, MT 2, MT 5, MT 9, pg. 42). The Nomination responds to a countywide shortage of housing and provides different types and affordability of housing near transit (HNL 1, 3, pg. 34).

The Nomination advances the Housing Strategic Plan by advancing strategy B.2 by using underutilized land currently zoned for commercial uses for mixed-income housing, and B.7 by allowing for "Missing Middle" housing types, as noted on pages 14 and 15.

The Nomination is consistent with the Economic Success Plan, as it specifically addresses Priority 2.2 on page 27 to "expand creation of livable, walkable communities that are aligned with transportation infrastructure" and to support the County's transit and multi-modal systems (Priorities 4.8, 4.10). The Nomination also addresses the stated priorities on page 8 to ensure a "Clean, Sustainable Environment" through open space creation and environmental protection; advances a "Vibrant Economy" by creating revitalization opportunities to offer an economically sustainable future; and advances "Recreational and Cultural Opportunities" by providing for recreational activities that are integrated into this new community. These attributes directly support the Vision on page 10 by "Building Livable Spaces", while secondarily advancing the "Connecting People and Places", "Maintaining Healthy Economies", and "Practicing Environmental Stewardship". The importance of "Place" is key in the Economic Success Plan, and the Nomination is aligned with the leading intent of Places on page 14 to focus on "building sustainable, healthy places, and creating destinations of choice."

VII. Conclusion

The Nomination presents a vision to provide smart growth in an area that has a transportation advantage, allowing for transit-oriented development in an area that is already planned for this use type. The surrounding area has experienced changes in circumstances over the past several years through economic decline, and those changes are likely to continue as a result of the likely



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construction of HOT Lanes along the Capital Beltway following completion of the Study. The Nomination proposes to address that change by adding flexibility on how the Vine Street corridor can develop as a TOD once the Beltway improvements are made. The Nomination has the consent of the participating property owners, and timing for implementation will be phased over approximately 5 to 10 years.

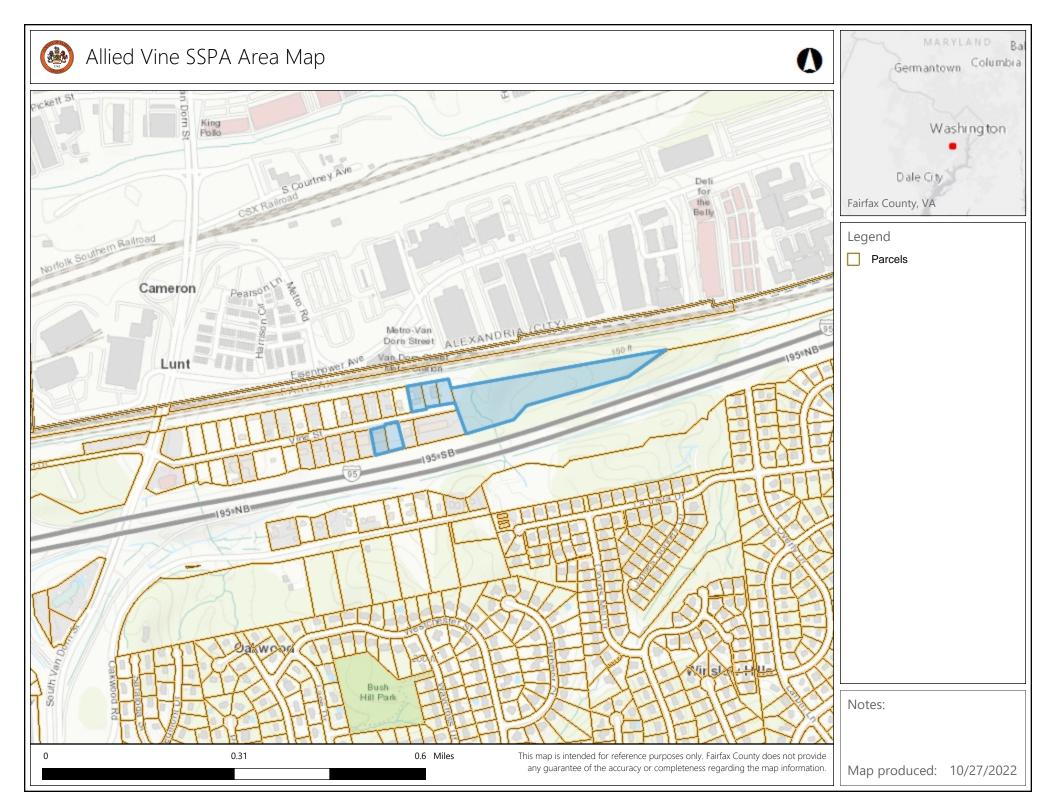
Sincerely

Mark Looney

Mark C. Looney

MCL

276473267 v3





October ____, 2022

Fairfax County Department of Planning and Development 12055 Government Center Parkway, Suite 700 Fairfax, Virginia 22035

Re: Owner Consent for Site-Specific Plan Amendment

To Whom it May Concern:

Allied Vine LLC is the owner of parcels identified as Fairfax County Tax Map Number 81-2 ((04)) 0017, 0018, and 0019, further referred to as 5416, 5410, and 5408 Vine Street, Alexandria, VA 22310, respectively, (the "Property").

Allied Vine LLC hereby submits a Site-Specific Plan Amendment to Fairfax County's Department of Planning and Development, and authorizes Cooley LLP to act as an agent on its behalf. We are aware of the contents of the nomination and agree to participate in the County's review of the nomination to the extent required or appropriate.

Sincerely,

Allied Vine LLC

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Name: KEVIS J. Muilia

Title: MANAGEN

Telephone Number: 3 6 3 7 4 8 6 9 9 6

Email Address: KMUILIN & INTRETAXLAW. COM

Mailing Address: 29557 GLENE den LANE, EVERTREN, CO 80439

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Fairfax County Department of Planning and Development 12055 Government Center Parkway, Suite 700 Fairfax, Virginia 22035

Re: **Owner Consent for Site-Specific Plan Amendment**

To Whom it May Concern:

Vine Street Investment LLC is the owner of a parcel identified as Fairfax County Tax Map Number 81-2 ((04)) 0026, further referred to as 5509 Vine Street, Alexandria, VA 22310, (the "Property").

Vine Street Investment LLC hereby acknowledges that Allied Vine LLC and its representatives have included the Property in a Site-Specific Plan Amendment nomination to Fairfax County's Department of Planning and Development. We are aware of the contents of the nomination and agree to participate in the County's review of the nomination to the extent required or appropriate.

Sincerely,

Vine Street Investment LLC

Bv:

Name: Keun J. Mullin

Title:

MANAGEN

Telephone Number: 303 - 748-0996

Email Address: KMUIIIN @ INTERTAKLAW. COM

Mailing Address: 29557 GLENEDEN LANE EVERGREEN CO

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COLODO	, 2022

Fairfax County Department of Planning and Development 12055 Government Center Parkway, Suite 700 Fairfax, Virginia 22035

Re: Owner Consent for Site-Specific Plan Amendment

To Whom it May Concern:

5513 Vine Street LLC is the owner of a parcel identified as Fairfax County Tax Map Number 81-2 ((04)) 0027, further referred to as 5513 Vine Street, Alexandria, VA 22310, (the "Property").

5513 Vine Street LLC hereby acknowledges that Allied Vine LLC and its representatives have included the Property in a Site-Specific Plan Amendment nomination to Fairfax County's Department of Planning and Development. We are aware of the contents of the nomination and agree to participate in the County's review of the nomination to the extent required or appropriate.

Sincerely,

5513 Vine Street LLC

By: De Mullin

MANAger

Telephone Number: 303-748-0990

Email Address: KMULLIN @ INTERTAXLAW. Com

Mailing Address: 29557 GLENEDEN LANE EVERGREEN, CO

October	,	20	22

Fairfax County Department of Planning and Development 12055 Government Center Parkway, Suite 700 Fairfax, Virginia 22035

Re: Owner Consent for Site-Specific Plan Amendment

To Whom it May Concern:

Allied (Richmond) Land Company is the owner of a parcel identified as Fairfax County Tax Map Number 81-2 ((01) 0025A (the "Property").

Allied (Richmond) Land Company hereby acknowledges that Allied Vine LLC and its representatives have included the Property in a Site-Specific Plan Amendment nomination to Fairfax County's Department of Planning and Development. We are aware of the contents of the nomination and agree to participate in the County's review of the nomination to the extent required or appropriate.

Sincerely,

Allied (Richmond) Land Company

By:

Name: KEUIN J. Mullia

Title: Mesident

Telephone Number: 303-748-0990

Email Address: KMUIIIN @ INTERTAX LAW. Com

Mailing Address: 29557 GLENEDEN LANE, EVERGREEN CO

80439

Land Unit B

The parcels along Vine Street are either vacant or utilized for a variety of industrial and office uses. Some of the land at the western end of Vine Street will be needed for interchange improvements that may sever the connection of Vine Street and South Van Dorn Street. Design of any development should allow for construction of the interchange. Much of the narrow eastern portion of the land unit may also be taken for I-95/I-495 improvements. Infill development of industrial uses up to .50 FAR is planned for the land unit.

As an option, office or mixed-use development with uses such as hotel, office, and residential with support retail at an intensity up to 1.0 FAR may be considered for this land unit if the following conditions are met:

- Adequate access from the arterial road system and Metrorail is provided, including contribution towards the design and construction of a new bridge connection to Oakwood Road, to supplement or replace the current connection of Vine and South Van Dorn Streets (see Figure 8);
- Dedication for interchange improvements is provided;
- A transportation study is provided which demonstrates that access and road capacity is adequate to support a change from industrial uses to office and/or mixed-use development no worse than Level of Service "E";
- Extensive consolidation of the land unit is achieved, including possible relocation of part or all of Vine Street so developable land is mainly or totally consolidated on one side of Vine Street and significant terrain variations along Vine Street can be better addressed;
- Development provides high quality site and architectural design, landscaping, and development amenities with a strong pedestrian focus. Amenities including usable open space in the form of urban plazas with benches and other outdoor furniture are encouraged;
- Pedestrian access to the Metrorail station is provided, including use of the knock-out panel to the station; and
- Appropriate parking structure(s) is provided.

Intensity greater than 1.0 FAR may be considered if the following additional conditions are met:

- The proposed use or uses minimizes the need for vehicular access and parking and encourages the use of Metrorail;
- Substantial contribution towards the construction of the bridge connection to Oakwood Road is provided; and
- Support for transit services and/or transportation demand management strategies, which include transit service sufficient to mitigate adverse impacts on the adjacent roadway network is provided.