

City of Alexandria, Virginia

MEMORANDUM

DATE: MAY 3, 2011

TO: CHAIRMAN AND MEMBERS OF PLANNING COMMISSION

FROM: FAROLL HAMER, DIRECTOR OF PLANNING & ZONING

SUBJECT: WATERFRONT SMALL AREA PLAN INCLUDING A FLOOD MITIGATION PLAN AND ZONING TEXT AMENDMENT

BACKGROUND: On April 5, 2011, the Planning Commission received the staff report on the Waterfront Small Area Plan and held a public hearing on the proposed plan and the related zoning text amendment. At the end of the public hearing, the Commissioners made comments and asked questions prompted by the proposed Plan, the staff report, and comments from the public: the live testimony at the public hearing as well as public comments submitted by letter, email, or posted on the Waterfront Plan website and Facebook pages.

The Chairman of the Commission closed the public hearing, and indicated that he would consider reopening testimony only for substantive changes. The following changes recommended by the staff are based on comments, presentations and testimony at the April 5 hearing. In addition, new information concerning the Old Dominion Boat Club discussions is included, but as these discussions have not been completed there is no specific staff recommendation for their implementation, other than that the Planning Commission acknowledge the discussions and the possibility of an agreement with the ODBC in the future. For these reasons, the Planning Commission will not to take additional testimony at the May 3 Commission meeting. Citizens who wish to speak further on the Waterfront Plan will have that option at the City Council hearing on it on May 14.

SUMMARY OF RECOMMENDED CHANGES TO THE PLAN: This memorandum reviews staff's proposed changes to the Waterfront Plan. With the exception of the ODBC-related issues, the changes proposed are ones that respond to public requests (testimony, letters and emails, etc.) or clarify concept that are well-known elements of the Plan.

- Eliminate the Waterfront Park restaurant building and add language supporting an active park through other means.

- Minor changes to the language for Rivergate and Oronoco Bay Parks regarding potential designs for the observation area at the foot of Montgomery Street and the location of the children's play area (response to public input from Rivergate homeowner's association).
- Add the language about redevelopment of the Sheetmetal Worker's Union building requested at the public hearing by a representative of the building's owners, regarding the importance of the connection to the public spaces if redevelopment takes place.
- Add the cost of Windmill Hill Park implementation to the overall cost of the plan, as requested by the Waterfront Committee in their public testimony.
- Make a series of editorial changes designed to strengthen the connection of plan recommendations to the History Plan. These changes do not raise new ideas, but give more emphasis to ideas in the History Plan appendix by bringing them into the main body of the plan, and by reordering some paragraphs, etc. This responds to testimony from the history community.
- Add language providing flexibility in the spending of the \$3.6 million included in the plan budget for a civic/cultural building. The overall goal is the creation of a history and/or cultural "anchor" in The Strand, and these funds are intended to implement that vision – which could be implemented in a variety of ways, only one of which is a civic building in Point Lumley Park. This responds to testimony from the history community.
- Add language clarifying that the proposed piers can be of a different length or design from those shown in the plan illustratives (responding to several expressions of concern over the pier length).
- Add language detailing how restaurants and hotels would be reviewed during the SUP process to determine if they have unacceptable off-site impacts.
- Further reduce the square footage of restaurants assumed for the revenue estimates – initially 109,000 square feet in the draft plan – to 50,000 square feet, in response to several expressions of concern about the amount in the assumption.
- Potential changes due to discussions with ODBC, including potential that the parking lot will not completely move but may be reconfigured or reduced to improve public access to the river and/or to Waterfront Park. These discussions will affect the placement of the King Street pier, which could, for example, move south to be centered on Waterfront Park.
- Added language to the development guidelines noting that consideration should be given to hotel parking ratios of 0.5/room.

DISCUSSION: For the Planning Commission's consideration of the proposed plan and text amendment, staff has structured this memorandum by highlighting each of the key elements of

the plan, public comments (if any) and staff's response. In some cases, staff is recommending changes to the plan based upon the public input and in other cases staff reiterates why it believes the recommended approach should be approved.

Rather than review all of the key elements, the Planning Commission may prefer to move directly to the issues for which there is the most debate. These are:

- #2: History elements
- #17: Parking
- #18: Waterfront Park building
- #19: Fitzgerald Square and the ODBC parking lot
- #20: The harbor/marina area, including cost and regulatory status of the piers
- #21: Restaurants
- #22: Hotels
- #23: Increasing densities on redevelopment sites
- #24: Development goals and guidelines for the redevelopment sites

WATERFRONT PLAN KEY ELEMENTS

1. **Integrated Flood Mitigation System:** address the most frequent nuisance flooding by elevating roadways in the vicinity of the foot of King Street and mitigate the average 10-year flood in the waterfront core area through a system of low walls integrated into the landscape and automated floodgates at street ends (to preserve views).

The Planning Commission received a suggestion that the City consider a flood mitigation system for the entire length of the Waterfront. The City investigated that option in the 2010 Potomac River Waterfront Flood Mitigation Study, which looked at a number of options to mitigate flooding such as: (a) nuisance flooding (Elevation 4.0) which has a 1.5 year return interval; (b) Elevation 6.0 flooding with a return interval of 10 years; (c) an intermediate level (Elevation 8.0) which has a 30 year return interval and (d) an extreme level (Elevation 10.2) which has a 100 year return interval. The plan incorporates the recommendations in the Flood Mitigation Study. Those recommendations include an Elevation 6.0 flood mitigation option to address flooding that is somewhat higher than nuisance but below intermediate. Elevation is measured as feet above the North American Vertical Datum, and is generally referred to as feet above sea level. Because much of the Waterfront is already at elevation 4.5 feet, another 1.5 feet of protection that is integrated into the landscape would yield a total of 6 feet of protection above sea level. This level of protection would be built from approximately King Street to Robinson Terminal South and between Thompsons Alley and Queen Street. The plan also includes an increase in the roadway elevation in the vicinity of King Street at The Strand and Union Street, another element recommended in the Flood Mitigation Study. This would

reduce shallow nuisance flooding at the waterfront from approximately 150 times a year to approximately 10 to 15 times a year.

Neither the Flood Mitigation Study nor the Waterfront Plan recommend flood mitigation to protect at the extreme flood level. This option is not only more expensive, but it would entail physical impacts that the City staff believe are not appropriate as they would create physical and visual barriers to the water. Flood mitigation elements were investigated along other portions of the City's waterfront. These options are also not recommended due to their significant costs and adverse effects.

A question was raised at the Planning Commission public hearing regarding the impact on the City's combined sewer system from the proposed development in the Waterfront Plan, particularly the construction of hotels. As can be seen in the attached exhibit (Attachment 1), the area of the Waterfront Plan is almost entirely served by separate sanitary and storm sewers, and any new construction would be connected to separate sanitary and storm sewers. Any development or redevelopment within the limits of the Waterfront plan will not add additional flow to the City's combined sewer system.

Staff recommends no changes to the draft Plan.

2. **History Elements:** The plan wholly incorporates the Waterfront History Plan and provides recommendations throughout the plan to support implementation of the history recommendations. The plan budget includes \$3.6 million for a civic building to potentially house a museum or history center and identifies a number of other options for these uses, including historic warehouses in the 200 block of South Union.

The Historic Alexandria Resources Commission and the Archaeology Commission have formally expressed support for the history elements of the Waterfront Plan.

James McCall, the principal author of the Waterfront History Plan, provided testimony at the public hearing that requests a number of language changes to strengthen the plan. Staff agrees with these changes, which are detailed in Attachment 2.

One key recommendation was to strengthen its commitment to a southern history/cultural anchor as recommended in the art and history plans. The plan recommends establishment of the anchor and provides options for its implementation, but staff agrees the wording can be improved to emphasize the City's commitment. The proposed language is shown on page 28.

Planning staff also note that the language can be added to the plan to clarify that the \$3.6 million could be used to implement the southern cultural anchor recommended by both the Art and History Plans as well as the Waterfront Plan itself – in whatever form that implementation takes.

3. **Transportation and Circulation**, including pedestrian, bicycle, and vehicular (auto, transit and travel by water): the plan includes a variety of recommendations to improve travel accessibility and safety by every mode. Key recommendations include increasing the frequency and hours of the King Street Trolley; separating commercial and pleasure boat activities and greatly increasing the capacity for commercial boat operations; adding services for bicyclists, including more bicycle parking, so that visitors can arrive by bicycle and then explore the Waterfront area by foot; giving priority to the pedestrian in high pedestrian traffic areas such as the unit block of King Street, The Strand, and the street ends of Prince Street and Duke Street. (pp. 106-110, 112, 113).

Comments received have been favorable of these concepts and staff recommends no changes to the draft Plan.

4. **Complete the continuous waterfront walkway**, embracing the Art Walk and History Plan proposals, including cultural anchors at key points along the Waterfront (p. 37).

Comments received have been favorable of these concepts and staff recommends no changes to the draft Plan.

5. **Gateway North/Canal Center**: recommendations related to the establishment of a gateway for the Art Walk (p. 38).

No comments were received on this concept and staff recommends no changes to the draft Plan.

6. **Tide Lock Park**: increase programming and add physical elements that explain or evoke the importance of the canal site in the City's history; add public art, possibly incorporating glass; add a kayak launching ramp in the cove at Tide Lock Park; enhance the observation area at the end of Montgomery Street (p. 39).

The Rivergate homeowner's association is opposed to a kayak launch, citing concern about parking. Staff notes that there are numerous on and off-street parking spaces in the nearby vicinity, especially during evenings and weekends. Staff had previously proposed a kayak/canoe rental facility in this location but changed it to the much less intensive use of a launching area in response to the Rivergate homeowner's concerns.

The Rivergate HOA also notes with concern that one of the plan illustratives shows added parking spaces at the foot of Montgomery Street. Staff agrees with the Rivergate HOA that this should be changed in the drawing because it is not a recommendation of the Plan.

The Rivergate HOA suggests that the observation area be angled toward the north to better capture views of the nation's capital, rather than facing directly east as shown in the graphics. Staff notes that the graphics are illustrative of design concepts and

changes to the designs are anticipated; nevertheless, staff agrees that the language of recommendation 3.17 should be changed to add “and possibly angled to the north to better capture views of the nation’s capital.”

7. **Rivergate Park and the Dee Campbell Rowing Facility:** relatively modest changes due to limited parking and proximity to residences, such as reorienting walking paths to be closer to the river, enhancing landscaping to create more appealing public spaces, implementing Art Walk recommendations such as artist-designed seating, and naturalizing shoreline where possible. No changes are recommended for the rowing facility (p. 40).

No comments were received on these ideas and staff recommends no changes to the draft Plan.

8. **Oronoco Bay Park:** a series of recommendations to provide more activities for families and children (including play structures that may be artist-designed), to improve the park’s ability to host events both large and small, to improve the natural environment, and to implement the public art and history recommendations. The recommendations include extending the existing curved boardwalk, re-creating a marsh or wetland at the location of “Ralph’s Gut,” adding a small wooded area, and replacing riprap, where possible, with a more natural shoreline. Several of the recommendations for Oronoco Bay Park come from the Art and History plans, as well as input from the Parks and Recreation Commission (p. 43).

Most of the elements of the plan for Oronoco Bay Park were suggested by community organizations, who have responded positively to how they were incorporated into the Plan.

The Rivergate homeowner’s association has expressed concern about some elements of the plan, however.

The Rivergate HOA is opposed to a children’s play area in Oronoco Bay Park, but if one is built, suggests that it be located as far away from Rivergate as possible. Staff notes that the plan does recommend that the children’s play area be located in the northern half of the park, and agrees that the language should be changed – in part because it is premature to designate a location for the children’s play area and that the best location may not be where the plan now shows it. Staff suggests creating a separate recommendation for the children’s play area that does not specify a particular location for it.

The Rivergate HOA is opposed to planting additional trees in the northwest corner of Oronoco Bay Park, citing concerns about impacts on views and accessibility.

Representatives of the owners of the Sheet Metal Workers building, immediately adjacent to Oronoco Bay Park, requested the following be added as a recommendation in the Plan: "If the Sheet Metal Workers building were to be redeveloped, such redevelopment shall provide a high level of pedestrian and visual connectivity between the redeveloped property and Oronoco Bay Park. Provided that the redevelopment is compatible with the uses in Oronoco Bay Park, a rezoning may be considered." Staff supports this request.

9. **Founders Park:** retain the current character of the park with modest landscaping improvements such as additional shade trees that do not block views and replacing riprap, where possible, with a more natural shoreline. Implement art and history recommendations (p. 49).

No comments were received on these issues and staff recommends no changes to the draft Plan.

10. **Thompsons Alley:** rebuild and realign the bulkhead, adding a much wider promenade; relocate the fire boat and Seaport Foundation to the foot of Duke Street; improve the Thompsons Alley area as an outdoor dining venue and improve views; screen restaurant back-of-house activities from pedestrians; improve access for patrons of commercial boats (p. 51).

No comments were received on these issues and staff recommends no changes to the draft Plan.

11. **Chart House and Food Court:** support improvements to the public realm around the Food Court and Chart House to be more user-friendly and appealing to visitors; support changes to the structure of, and uses within, the Food Court building to improve its success, including the potential use of the Food Court building as a food market hall or cultural venue (p. 53).

The community has repeatedly expressed a desire to see a more successful use in the Food Court and has indicated that physical changes to the building and the public realm are desirable. The language in the proposed plan reflects those community interests and provides both guidelines and flexibility to support changes to the Food Court to make it more successful, including physical changes to the building and the public spaces that surround it, as well as changes in use, including food market hall, cultural uses, or other use. The company that controls the Food Court has indicated they are exploring restaurant uses.

Staff is recommending no changes to the Plan.

12. **Torpedo Plaza and Cameron Street Wharf:** The plan supports a series of improvements to the public realm and supports more active uses outdoors; supports

celebrating the Torpedo Factory with public art at a variety of scales in the public spaces around the building, and finding opportunities for interpretation of the significant historic events that occurred at this location (p. 55).

No comments were received on these issues and staff recommends no changes to the draft Plan.

- 13. Torpedo Factory Art Center:** Work with the Torpedo Factory governing board to identify and implement initiatives to strengthen the arts center and its role, including improvements to the retail arcade and entryways to make them more user-friendly and accessible (p.56).

No comments were received on these issues and staff recommends no changes to the draft Plan.

- 14. Point Lumley Park and The Strand south of Waterfront Park:** create a new public park, drawing inspiration for the Strand's role in Alexandria's history as a working waterfront; establish the Strand as a cultural anchor with emphasis on history and art; create a comfortable pedestrian-oriented zone along The Strand.

Apart from the history recommendations mentioned earlier, no comments were received on these issues and staff recommends no changes to the draft Plan.

- 15. Windmill Hill Park to Jones Point Park:** the plan reflects the current approved park plans for Windmill Hill Park and Jones Point Park; recommends improvements to the bike trail over the long term.

The Waterfront Committee requested that the cost of implementing the Windmill Hill Park plan be added to the cost of the Waterfront Plan. Staff has not prepared a cost estimate of all of the elements in the Windmill Hill Park plan, but notes that the bulkhead replacement and shoreline improvements – the largest cost element by far – is estimated to cost about \$5.5 million. Adding this cost to the Waterfront Plan's "budget" would increase the cost of the plan to \$44.5 million and would increase the amount of time until the plan "pays for itself" by a couple of years.

Staff agrees that implementing the Windmill Hill Park is as important as implementing the other elements of the Waterfront Plan and agrees to add the cost to the overall cost of the Plan.

- 16. Tide Lock Park to Daingerfield Island:** the plan requests that the National Park Service begin a master planning effort for Daingerfield Island, in part to explore suggestions made by Alexandrians for a waterside boardwalk and other features; to pursue opportunities to improve access between Potomac Yard and the Mount Vernon Trail; and to support redevelopment that improves the relationship of buildings to the street.

There were no comments on these elements of the plan and staff recommends no changes.

17. **Parking:** The plan recommends that implementation of the parking recommendations begin immediately upon adoption of the plan. The Waterfront Plan calls for a Parking Implementation Plan to be developed with members of the public and based on the analysis and recommendations in the Waterfront Plan. The Parking Implementation Plan will be able to be more specific than the small area plan and will include “triggers;” that is, limits on the approval of new parking demand generators until the necessary parking capacity can be demonstrated.

This post-plan-adoption parking implementation will build on the work already being done and will have four areas of particular focus: active management of parking spaces, especially parking garage capacity and utilization; reviewing Waterfront development for parking impacts and comparing to available capacity; implementing a broad valet parking program for Old Town and King Street, with emphasis on the Waterfront core area; and protection of residential areas. (p. 120)

The Planning Commission received testimony requesting additional protections related to parking, most notably a “pilot” program or demonstration that the City is being successful. Regular monitoring of parking conditions and program success is a major element of the Plan’s parking recommendations. Through the proposed restaurant/hotel policy, Planning staff is strengthening the review of potential generators of new parking demand and ensuring that actual parking capacity is taken into account. The plan already states that before new restaurant uses that place significant new demand for parking are allowed through the SUP process, parking solutions to meet the demand will need to be calculated, identified and discussed in the SUP report recommendations in order to ensure that sufficient parking is in place contemporaneously with the opening of the restaurant.

18. **Alternatives to the Waterfront Park building:** The plan proposed a building over a relocated ODBC parking lot to provide activity in Waterfront Park and link King Street to a reactivated Strand.

In light of the ODBC’s opposition to the relocation of their parking lot along the western edge of Waterfront Park, staff is no longer recommending a restaurant building in Waterfront Park.

As an alternative, staff proposes language containing options that would support more active use of Waterfront Park. Some of these options, including small scale activities for families and children and a stage, are already in the Waterfront Plan.

The language for the plan would state the importance of activity linking the south Strand to King Street, and would note that this goal could be accomplished with:

- *Food and other carts, tables and chairs, small scale recreation activities, and programming of events, displays or performances providing entertainment, culture, history and the arts.*
- *Kiosks and other temporary or seasonal structures serving as outdoor cafes, unique retail (such as made in Alexandria items), cultural or history-themed displays.*
- *An open-air market structure or pergola, suitable for farmer's markets, art shows, and the like...possibly glass enclosed in winter to support ice skating and other winter recreation activities.*
- *A new public pier, which will serve both to bring park users out onto the water as well as a location for water taxis and other boats to bring visitors to Alexandria.*
- *Permanent and/or visiting historic ships and other ships of character.*
- *A stage supporting performances, movies, and other entertainment or cultural events, using the natural slope of Waterfront Park and the low berms or seating walks of the flood mitigation strategy to allow park users to view the stage.*

19. Alternatives to Fitzgerald Square and the ODBC parking lot: The plan calls for reorienting the ODBC parking lot 90 degrees to the rear of Waterfront Park, by doing so, creating a new public plaza ("Fitzgerald Square") at the foot of King Street. Fitzgerald Square would create an important activity hub that greatly strengthens the connection between King Street and the Potomac River and connect the arts and leisure activities of the Torpedo Factory area with the history, culture and recreation activities of Waterfront Park and the Strand. The location of a new pier in close proximity to the foot of King Street would provide natural wayfinding, with visitors arriving by boat seeing King Street ahead of them as well as everything on the waterfront from the Chart House to Robinson Terminal South.

The court decision early this year clarified that the Old Dominion Boat Club (ODBC) owns the land upon which its parking lot and club house sit. ODBC has expressed that it does not like the proposal to reorient their parking lot 90 degrees or a new public pier in close proximity to their property. The Waterfront Park building proposal was incumbent upon the ODBC parking lot relocation; with that relocation concept no longer an option, the restaurant building is also no longer an option.

As the president of the ODBC noted at the April 5 public hearing, the ODBC and City have been engaging in discussions to determine if a mutually agreeable alternative to the current arrangement can be found.

While the City and representatives of the ODBC have been in discussions on and off for many years, the most recent discussions between the City and the ODBC were reinitiated

in recent months. While negotiations of this type are often held just between the two impacted parties, because the public is the ultimate global stakeholder, and because the Waterfront Small Area Plan is currently under public consideration, it was determined that open discussion of the alternatives under active discussion was in the public interest.

Alternatives discussed between the City and the ODBC in recent months have included a wide range of solutions, ranging from minor changes to the current the ODBC parking lot status, to more radical ideas such as the ODBC moving to a new building and compound on the Strand with a new array of boat slips being constructed, and the City obtaining the current ODBC building and ODBC parking lot in exchange. This ODBC facilities building replacement and land exchange alternative, while positively embraced by the ODBC, was determined too expensive for the City to finance, and was set aside as a viable alternative.

Other alternatives have been discussed and two alternatives with similar but also very different characteristics have emerged as the two core alternatives determined by both parties worthy of further discussion.

Option A was produced by the ODBC team; it is a variation of one presented by the City (which was itself representative of a plan drafted and considered by ODBC and the City in the late 1990's). Option B was produced by the City staff.

Option A would create a walkway of about 10 feet in width from the foot of King Street adjacent to the river running across the foot of the ODBC parking lot (which would remain in place) and then connecting to the existing walkway along the river at Waterfront Park. In exchange, ODBC wants the City to grant them the City-owned pleasure boat pier with 28 slips (plus T-head) in front of the Torpedo Factory which is immediately adjacent to the north ODBC pier, as well as the City providing a boat storage facility for ODBC on Eisenhower Avenue adjacent to Lake Cook. The desired City public plaza on the Strand which would provide visual and physical access to Waterfront Park would not be provided under the ODBC proposal.

Option B is one put forth by the City staff knowing that ODBC had issues with the river walkway alternative described above. This new alternative for consideration would change the ODBC parking lot from its current rectangular shape stretching from the river to the Strand Street, to a new "L" shaped alternative which would start at the river and then turn at a right angle towards the ODBC building and then connect to the foot of King Street (see Option B). It would eliminate the current gap between the ODBC - parking and the ODBC building, and create a more complete compound for all of the ODBC's facilities. The new parking area at the foot of King Street would be considered a "peak parking" area and would otherwise remain unused and provide a view of the river from King Street during off-peak periods. In exchange the ODBC would transfer to the City some 50' off the top of their current parking lot as access to, and as an addition to Waterfront Park. This near equal land exchange would give the public better access to

Waterfront Park at its planned public pier, and at the same time provide the ODBC a solution that met its parking and water access needs, provides a contiguous compound and represents an equitable land exchange. In this alternative the City would not have to provide an Eisenhower Avenue boat storage facility. How the Torpedo Factory pleasure boat slip pier would be handled would be subject to further discussion and negotiation. The City's view is that this should remain a pier owned by the City and available to the public.

It should be noted that both alternatives include a relocated and redesigned King Street pier, as requested by the ODBC to move activity away from their property.

The ODBC representatives requested that this statement about the discussions be included in this memorandum:

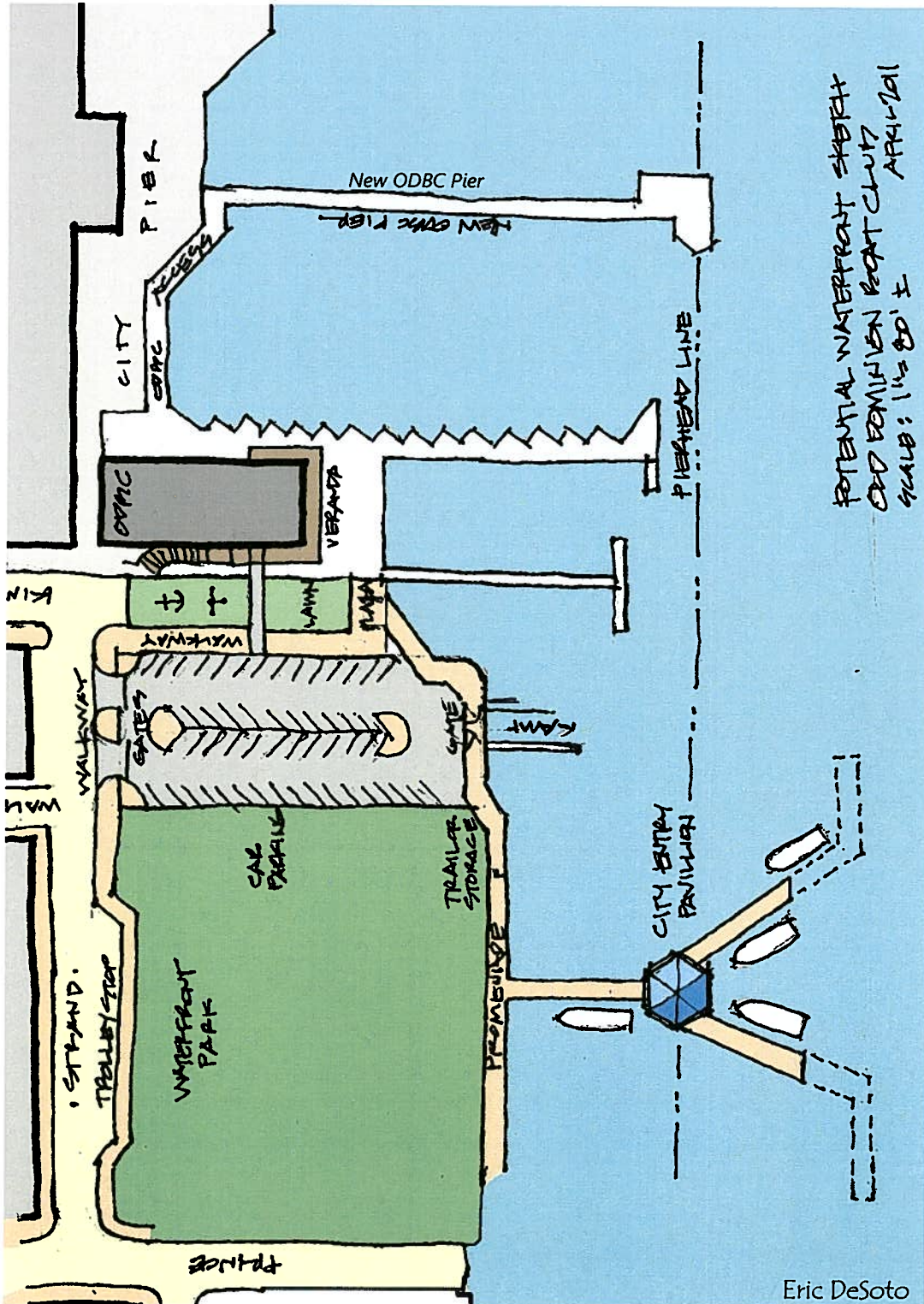
"Representatives of Old Dominion Boat Club have continued dialogue with representatives of the Alexandria City Manager's Office and the Department of Planning and Zoning. Since that time, productive discussions have continued, the purpose being to establish a framework of conceptual ideas wherein the City and the ODBC, could continue moving toward a mutually beneficial outcome that would result in the North/South connectivity desired by the City. At all times in said dialogue, it was understood among parties that any formal agreement between the two entities would be subject to an approval by the ODBC membership and appropriate decision making bodies within the City of Alexandria. It was also made clear on several occasions, that should the City be unsuccessful in gaining approval of its Small Area Waterfront Plan, that it was the intention of the ODBC to continue its efforts to improve itself with regard to its Parking Lot/Boat Yard fence, bulkheads, and the exterior of its building.

All said improvements would be made in a manner consistent with appropriate regulation and designed in way to enhance the intent of the City's vision for the Alexandria Waterfront."

Staff continues to believe that the proposal for Fitzgerald Square, the King Street Pier, and Waterfront Park contained in the draft Waterfront Plan is the optimal design but also want the Planning Commission to have the opportunity to weigh the pros and cons of these alternatives, which may have a greater likelihood of implementation. Staff will review the pros and cons of the options at the May 3 Planning Commission meeting.

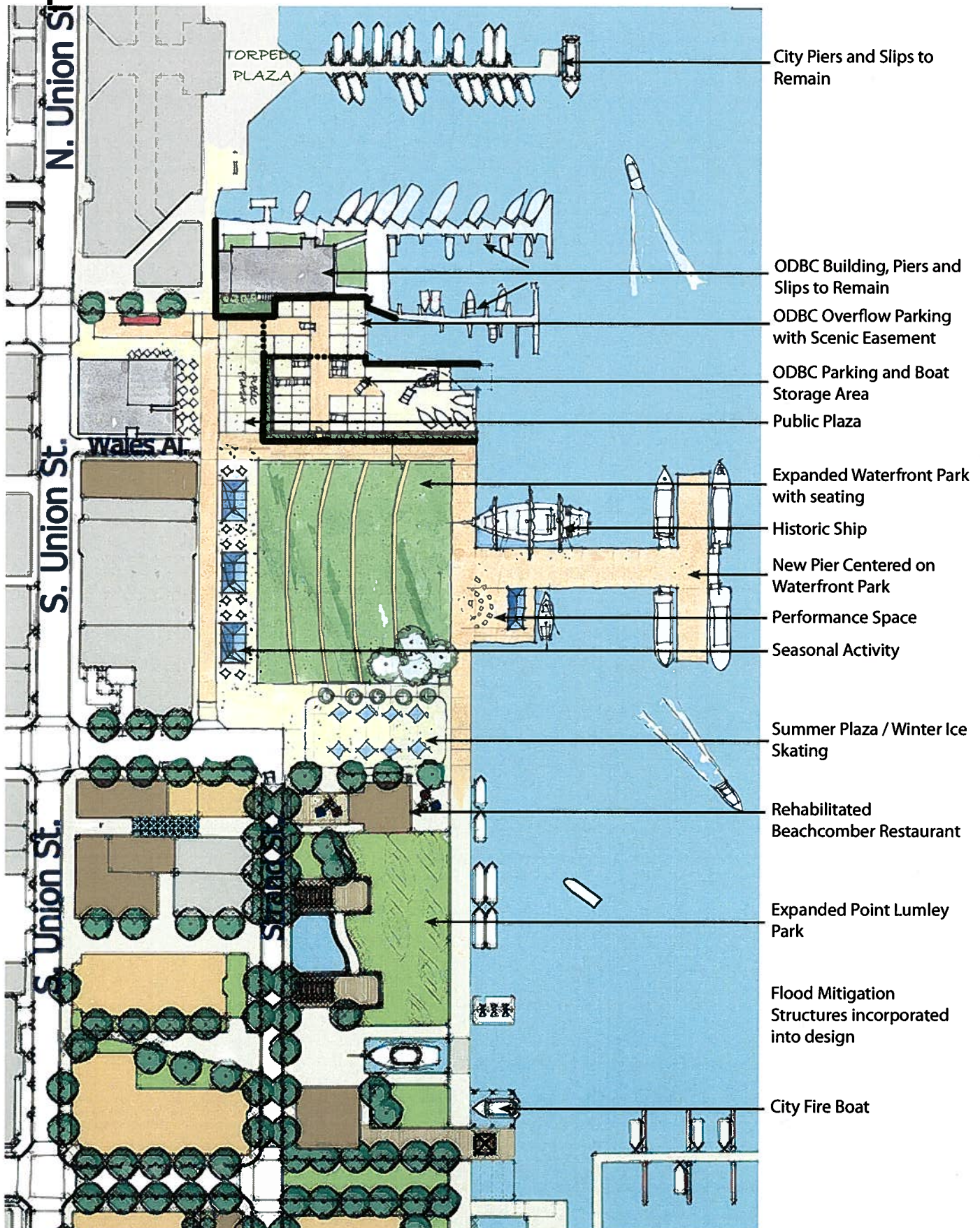
Option "A"

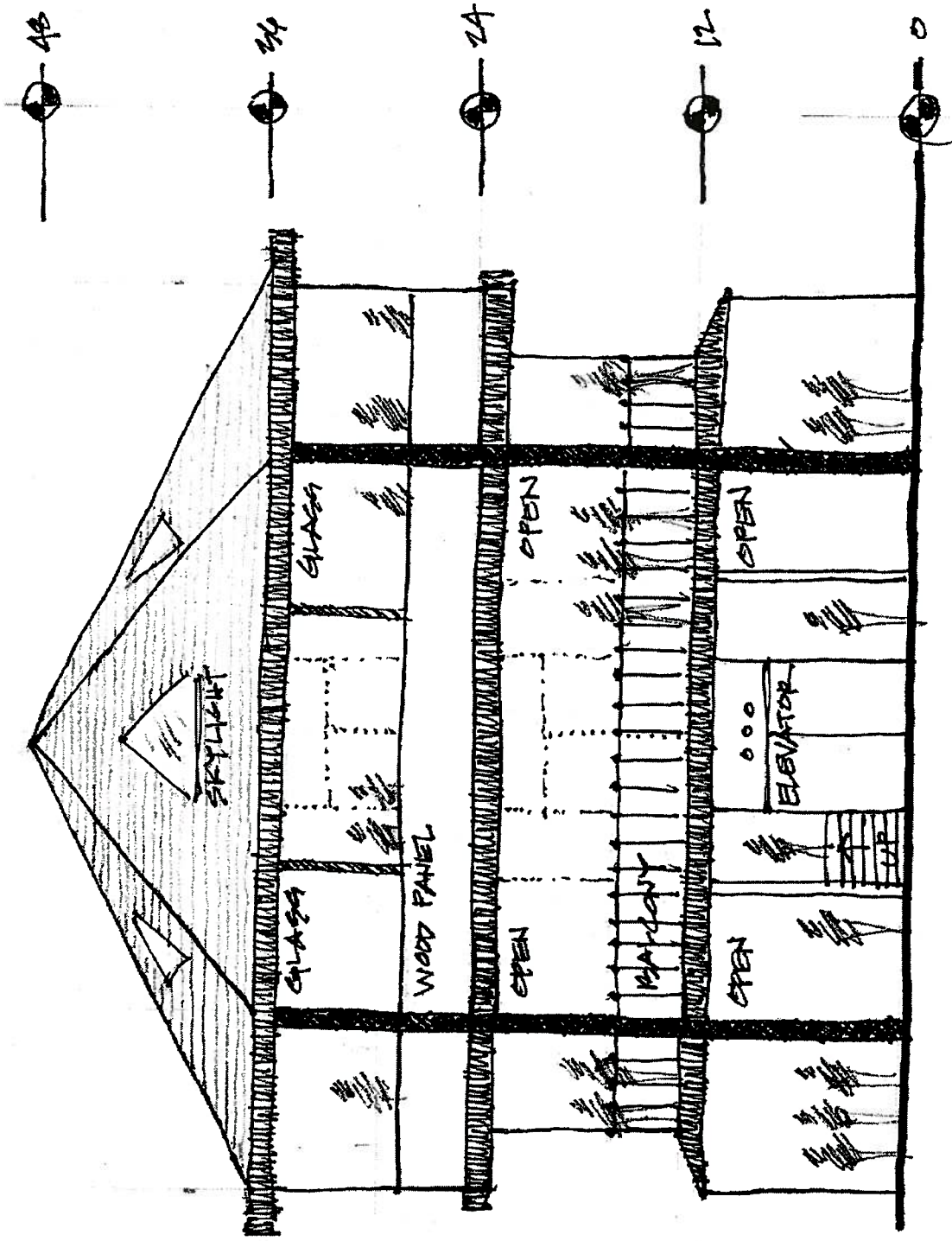
April 21, 2011



Option "B"

April 21, 2011 Conceptual Design





ELEVATION / SECTION SKETCH
 ALEXANDRIA ENTRY BUILDING
 SCALE: 1/8" = 1'-0"

APRIL 2011

20. **Harbor/marina area:** Extending piers into the Potomac River as public spaces and for commercial boat operations; designating Robinson Terminal South for a potential pleasure boat marina (pages 68 and 70).

In general, there has been public support for these concepts but concern about specifics. Support for the extended piers as public spaces and for water taxis, etc.; support for separating commercial and pleasure boat marinas and expanding capacity of both; and support for an upgraded pleasure boat marina that could be operated at a profit by the private sector. Public comments on this element of the plan have focused on the expense and length of the main piers; the greater potential for longer piers to be damaged, especially by ice and floating debris; and the challenge of getting regulatory approval.

Although the plan does not specify exact lengths, widths or designs of the piers or marina, the model and the illustratives in the plan could easily be interpreted as recommending a single design. Staff agrees that shorter piers – even substantially shorter – and designs other than the “crab claws” in the plan could work well. Staff recommends that language be added to the plan to make it clear that a range of design options should be considered.

Staff has included the cost of the piers in the plan “budget” including annual and long-range maintenance costs. There was testimony that some additional dredging would likely be needed due to the pilings for the new piers disturbing the river current. It was not really possible to estimate the potential additional cost for dredging when the pier designs are as conceptual as they are. If/when the City gets to the next step in pier design, costs and other economic issues will be taken into account and weighed against anticipated benefits. There are, however, elements in the plan that have the effect of reducing the need for dredging in other area, which will reduce the potential increase in dredging costs over the life of the Plan.

A number of speakers expressed concern about the ability of the City to get regulatory approval for the piers and the marina. Until recently, most of the concern was that the District of Columbia would not approve them, but the City received an official letter from the DC government that cleared that hurdle. Additional approvals are needed, of course, including approvals from the National Park Service, the Army Corps of Engineers, the Coast Guard, and state environmental agencies. City staff has met with the Corps of Engineers, DC and the Commonwealth to provide them with an overview of the concept design for the Waterfront Plan and to review their regulatory processes. Consistent with their review and approval processes, the City would submit a Joint Application to the Corps and other regulatory agencies once: (a) the plan is approved, (b) additional engineering and design work for the piers is complete, and (c) construction drawings are substantially complete. As noted above, final design of the piers would be done so as to minimize costs, silting and other environmental impacts. More information on the regulatory process is provided in the plan.

A question raised at the public hearing is whether the plan addresses marina operations, maintenance, and amenities. The plan does address these – on page 17 in a general way and more specifically on pages 59 and 67, which describe the expanded commercial and pleasure boat marinas, and on page 139, where the plan notes that a new marina at Robinson Terminal South would likely require space for a dock master office, showers, and a laundry room, which could total about 1,100 square feet. The Plan's expectation is that these services would be provided onsite by the operator, and potentially incorporated into the Robinson Terminal South redevelopment

21. **Restaurants:** Restaurants and other retail are a permitted use in the W-1 zone; the plan does not increase the square footage of restaurants currently permitted on the three redevelopment parcels or in any of the existing buildings within the plan area where restaurants are currently a permitted use. However, the plan does encourage ground floor active uses in certain locations, and the plan encourages hotels as a use, and both of these indirectly encourage restaurants. The plan produced anticipated restaurant square footage to prepare revenue estimates. With the elimination of the Waterfront Park restaurant building, the square footage of that estimate is reduced to 73,000 square feet, and the annual net tax revenue from planned development decreases from \$4.8 million to \$4.3 million (active frontages shown on pp 86-87; revenue discussion in the April 5, 2011 staff report).

Several speakers at the public hearing expressed concern about the potential square footage of restaurants. The concerns come in two forms: concern about impacts on existing businesses, and concerns about other off-site impacts, such as parking and noise.

Representatives from the business community testified at the public hearing that a more active Waterfront will support, not diminish, the economic health of nearby businesses. As the 2009 Gibbs King Street Retail Study noted, the Waterfront now serves as a weak anchor to the King Street retail corridor. Moreover, Mr. Gibbs pointed out that visitors are now leaving the Waterfront with money in their pockets – money that they would have been happy to spend in a Waterfront store or restaurant. So it is not just that a more appealing waterfront will attract more visitors, it will likely induce those who already shop or dine to spend more per visit. Mr. Gibbs estimated that those who currently shop or dine in Old Town could support another 100,000 sf of retail and food and beverage space – approximately \$100 million per year in additional annual sales.

Staff is recommending language to address both forms of concern – for both restaurants and hotels, because similar concerns have been raised with regard to hotels.

Staff proposes a “Waterfront Restaurant/Hotel Policy” for inclusion in the Waterfront plan that provides detailed criteria for assessing neighborhood compatibility and offsite impacts during the SUP process for both restaurants and hotels. The proposed policy is similar to the existing Old Town Restaurant Policy. The criteria include but are not

limited to findings that the use does not create significant negative impacts on the vitality and character of King Street or nearby residential neighborhoods.

The draft policy is attached as Attachment 3.

Concern was also expressed that the Waterfront Plan relies to a great extent on restaurant and hotel tax revenues to pay for the Plan's parks, piers, and promenades. It is certainly a challenge to attempt to finance improvements for an entire Waterfront on the revenues of three development sites. Ultimately, however, the amount and type of land use recommended for each site is driven not by revenue goals but by best professional planning objectives, namely neighborhood compatibility and helping to create the best possible experience for visitors to the Waterfront. A graphic showing locations of active ground floor uses in the Waterfront Core Area are attached as Attachment 4 and 5.

The assumption for restaurant square footage in the revenue estimates includes: the Beachcomber (3,600 square feet), about 19,000 square feet of ground floor restaurant in the Cummings/Turner block, about 20,000 square feet at Robinson Terminal North and about 30,000 square feet at Robinson Terminal South.

The draft plan used an estimate of 109,000 square feet of restaurant, which has since been reduced to 73,000 square feet by the elimination of the Waterfront Park restaurant. To further help allay concerns and to illustrate that the restaurant square footage figure is for revenue estimates only, staff proposes further reducing the restaurant square footage assumption to 50,000 square feet, which would result in annual net tax revenues of \$4.1 million. It should be noted that the 50,000 square feet of restaurant space used in the revenue estimates could be partially met with outdoor dining square footage. Outdoor dining is encouraged by the plan and is likely to be lucrative (albeit seasonal). Outdoor dining square footage would reduce the "need" for indoor square footage to meet revenue estimates.

The reduction in assumed restaurant buildout adds 1-3 years the amount of time needed for the plan to "pay for itself."

Testimony was received that the Waterfront Plan calls for the equivalent of 14 Virtue restaurants. The recently-approved Virtue is 7,900 square feet indoors and 803 square feet outdoors for a total of 8,703 square feet. The 50,000 square feet now used for revenue estimates is equal to 6-8 Virtues – spread out over 8 blocks.

Staff recommends reducing the restaurant component of the revenue estimate and the inclusion of the Waterfront Plan Restaurant/Hotel Policy in the Plan.

- 22. Adding hotel as a permitted use in the W-1 zone:** The overwhelming rationale for staff to recommend adding hotels as permitted use in the W-1 zone is their compatibility with nearby residential neighborhoods as well as their contribution to an active and public Waterfront. Of course it is helpful for planned development to be able to contribute

financially to plan implementation, but the revenue calculations were developed well after the hotels were proposed in the early drafts of the Plan.

A number of speakers strongly supported the hotels and others strongly opposed or expressed concern about the potential impacts. Planning staff believes equally strongly that hotels are a highly desirable element that should be included in the Waterfront Plan. The Waterfront Plan's "supplemental material" as well as the April 5 staff report and the staff presentation at the April 5 public hearing addressed the benefits and impacts of hotels in some detail. One of the points in the discussion: the more than 900 hotel rooms within a few blocks on upper King Street: the Lorien (107 rooms), the Hampton Inn (80), the Hilton (246), the Embassy Suites (268), and the Wyndham resort (200). The Planning Commission received comments from upper King Street residents stating that these hotels are good neighbors.

Nevertheless, staff understands that concerns remain. In order to ensure that the individual and cumulative impacts of hotels are fully addressed during the SUP process, staff proposes a "Waterfront Restaurant/Hotel Policy" for inclusion in the Waterfront Plan that provides detailed criteria for assessing neighborhood compatibility and offsite impacts during the SUP process for both restaurants and hotels. As noted above in the restaurant discussion, the proposed policy is similar to the existing Old Town Restaurant Policy. The criteria include but are not limited to findings that the use does not create significant negative impacts on the vitality and character of King Street or nearby residential neighborhoods.

The draft policy is attached as Attachment 2.

Hotels account for about half of the estimated net tax revenues used to balance the plan's costs and revenues.

- 23. Increasing permitted densities on the three redevelopment sites:** All of the redevelopment parcels are zoned W-1 which permits residential, office and retail development at an FAR of up to 2.0 with an SUP. The W-1 zone text amendment would allow an increase to 3.0 FAR but only with SUP approval and only if the proposed development is found to comply with the specific Development Goals and Guidelines in the Plan. Development within the Old and Historic Alexandria district would be subject to the OHAD Design Guidelines and to BAR review.

There are three main development sites in the plan, and the plan pays considerable attention to each. Density recommendations came at the end of a staff analysis that started by listing the multiple objectives for private development, and then determined what kinds of uses and densities best provide those qualities, and then created the Plan's development guidelines to help ensure that development projects contain the desired attributes:

- *Authentic:* The guidelines and recommendations were chosen so that redevelopment would have buildings, uses, and design that reflect Alexandria's identity.
- *Welcoming and accessible:* There are places on the waterfront Alexandrians just can't go because they are privately owned and inaccessible. The Plan's goal: not just that one *can* go there, but that one would *want* to go there, and one would enjoy him or herself when they are there...creating places where activity can happen without bothering people.
- *Historic:* Alexandria history inspires the urban design, the orientation of buildings, the placement of open space, the delineation of alleys in private development...just as it inspires the design of the public spaces. The guidelines are developed to help preserve and celebrate our history.
- *Compatible:* The planned uses and the designs respect the neighborhood – in terms of height, of course, but also architecture, noise, and parking. The 50 foot height limit would be retained (with the exception of the western "half" of Robinson Terminal North where the height limit would increase from 55 to 66 feet).
- *Financially feasible/successful:* There will be public benefits when redevelopment replaces the waterfront warehouses, but redevelopment will not take place if there isn't a profit-making opportunity. More than that, it is in the City's interest that the businesses in the new buildings be successful over the long term.
- *Contributing:* Redevelopment is expected to contribute in three ways: the development adds desired *physical amenities* (and the plan has high expectations for the development sites), the new uses contribute to the *daily life* of the Waterfront; and the development spins off tax revenues to pay for other improvements desired by the public.
- *Appealing:* Over the course of the planning process, there was a lot of input about what people felt would draw them to the waterfront, and what they would enjoy doing when they get there.

The overall increase in development potential (over what is currently allowed) is about 160,000 square feet spread over the three sites (about 8 blocks). For Robinson Terminal North, the increase in development potential is about 43,000 square feet; on the Cummings/Turner block, about 62,000 square feet; and on Robinson Terminal South, about 53,000 square feet. A development table is attached for the Planning Commission's easy reference; it has not been changed from the table included in the previous staff report.

The Planning Commission received testimony in opposition to and in support of the proposed densities and alternatives such as purchasing portions of the redevelopment

Table 3: Private Redevelopment Sites: Density and Height Analysis

Private Development Sites			Settlement (1983)				Currently Allowed				Proposed (2011 Plan)				Change
Site	Land Area	Existing Development	Development	FAR	Max Height	Development	FAR	Max Height	Development	FAR	Max Height	Currently Allowed vs Proposed			
	sq. ft.	sq. ft.	sq. ft.		ft.	sq. ft.			sq. ft.		ft.	sq. ft.			
Robinson Terminal North	141,181	91,814	238,816	1.69	30/45/66	195,296	1.38	30/45/55	238,816	1.69	30/45/66	43,520			
Robinson Terminal South	163,696	N/A	380,528	2.32	50	327,393	2.0	50	380,529	2.32	50	53,136			
Cummings/ Turner Block (Total)	62,380	70,732				124,760	2.0	50	187,140	3.0	50	62,380			
220 S. Union St.	21,299	21,240				42,598	2.0	50	63,897	3.0	50	21,299			
203, 205, 211 Strand	26,148	19,232				52,296	2.0	50	78,444	3.0	50	26,148			
204-206 S. Union St., 2, 6, 10 Prince St.	14,933	30,260				29,866	2.0	50	44,799	3.0	50	14,933			
Total	367,257					647,449			806,485			159,036			

Note: The Currently Allowed column depicts the maximum potential development on a site, taking into consideration current zoning, height restrictions, and other limitations. For Robinson Terminal North in particular, height restrictions do not permit development to reach the 2.0 FAR permitted by the current zoning.

Table 4: Private Redevelopment Sites: Uses

Private Development Sites: Uses				Preferred Uses			
Site	Owner(s)	Current Use	Required Uses	Preferred Uses	Preferred Uses	Preferred Uses	Preferred Uses
Robinson Terminal North	Washington Post	Warehouse	Ground Floor Retail	Hotel	Hotel	Hotel	Hotel
Robinson Terminal South	Washington Post	Warehouse	Ground Floor Retail	Hotel	Hotel	Hotel	Hotel
Cummings/Turner Block (Total)	Various						
214-220 S. Union St.	Cummings	Warehouse with Art League Annex	Ground Floor Retail	Hotel	Hotel	Hotel	Hotel
203, 205, 211 Strand	Turner	Retail, parking lot, PRC office, Chadwicks	Ground Floor Retail	Hotel	Hotel	Hotel	Hotel
204-206 S. Union St., 2, 10 Prince St.	Cummings/Young	Historic warehouses, retail (gemstones, bikes)	Ground Floor Retail, Civic, Cultural	Civic, Cultural	Civic, Cultural	Civic, Cultural	Civic, Cultural

parcels for museums or open space were suggested. The Planning Commission requested additional information about when proposed redevelopment would require an SUP.

- An SUP is currently required for development projects to go above 30 feet in height in the Height District 3, which covers all of the redevelopment sites except the western half of Robinson Terminal North, which is in Height District 4 where an SUP is not required to achieve permitted heights. The plan would not change that requirement. It is very difficult to imagine a financially viable redevelopment proposal that would not exceed 30 feet in height (even recently built waterfront-area townhouses considerably exceed 30 feet in height), so it is likely that most redevelopment will require an SUP.*
- An SUP is required for restaurants, retail, hotel, health club, personal services, hotels, outdoor food and crafts markets (among other uses) and the plan would not change that requirement.*
- Parking reductions also require an SUP and the plan would not change that.*
- The proposed text amendment would require an SUP for the additional density (above that permitted by the W-1 zone today) provided by the Plan.*

- 24. Development goals and guidelines for the redevelopment sites:** These goals and guidelines provide detailed guidance for the three redevelopment sites and make clear the City's expectations regarding urban design, ground floor uses, compatibility, use, pedestrian and streetscape, historic interpretation, public art, parking, bulk and scale, shoreline treatments, and public amenities.

Much of the public discussion of the redevelopment sites concerns density and land use; the Planning Commission received little comment on the development guidelines. As shown elsewhere in this staff report (see item #2), the history community requested a clarifying change to make it clear that Robinson Terminal North is the site of West's Point, where the City began.

The Washington Post Company, as the owners of the Robinson Terminals, provided the most detailed comments. They requested greater flexibility in the location of land uses on their parcels, particularly greater freedom to build housing at the water's edge. The Post also expressed concern about the number and expense of public amenities.

Planning staff is very concerned about the compatibility of residential development and active use of public spaces. Residential development is not prohibited near the water, but could be approved only if it were found to coexist well with planned activity, provide a welcoming presence to waterfront uses, and preferably not include permanent owner-occupied units.

As for the amount of public amenities, the plan notes that the "specific amenities to be provided will be determined during the development review process" and then the plan identifies desirable public amenities.

During the considerable amount of analysis and discussion of parking issues, staff conducted research into current parking ratios for hotels and found that in areas such as Old Town Alexandria and the waterfront, the zoning ordinance requirement of 1.0 space per room requires more parking spaces than are needed. The number of parking spaces will be determined as part of the development review process, and the issue of the number of parking spaces is especially important because of a) the concern about parking supply and demand in the Waterfront core area and also b) the very high cost of providing below grade parking at the Waterfront. Staff suggests adding language to the development guidelines for each redevelopment site indicating that parking ratios as low as 0.5 spaces per room may be considered if it can be demonstrated that the resulting parking is adequate for hotel guests, hotel restaurant patrons, and other visitors to the hotel.

Additional Questions by Planning Commissioners

On April 5, 200, Planning Commissioners asked several questions that are not answered above.

Q: Where will park maintenance and operations be?

A: *The plan suggests park maintenance facility options in Oronoco Bay Park and in Waterfront Park/Point Lumley Park. An early option was to locate some space in the new parking garage in Waterfront Park, but that is no longer in the Plan. Trucks and larger wheeled equipment can also be stored in nearby existing garages. Park buildings that have restrooms or services for users can also support maintenance.*

Q: Explain linkages in the plan – where one initiative is dependent or related to another. For example, the Waterfront Park building is related to relocation of the Old Dominion Boat Club (ODBC) parking lot.

A: *Staff is now recommending that the Waterfront Park restaurant building be removed from the Plan. The City is continuing to explore, with ODBC, new locations or configurations of ODBC operations that are mutually beneficial, but it does not appear that a relocated parking lot in Waterfront Park is on the table any longer.*

Other important linkages in the Plan:

- *The first phase of flood mitigation (elevating King Street and The Strand) can occur relatively independently, but would likely coincide with conversion of the unit block of King to a more pedestrian-oriented space. The larger flood mitigation project would need to be coordinated with improvements to Waterfront Park and Point Lumley Park.*
- *Progress on an expanded Point Lumley Park could support quality redevelopment and there are benefits to working on the public realm in concert with adjacent development.*
- *Redevelopment in the Cummings/Turner block requires a historic resources preservation plan for the historic warehouses.*
- *The civic building in Point Lumley Park is located on land owned by Robinson Terminal; the plan recommends that the site be used for civic purposes but key decisions (such as ownership, use and programming) would occur in conjunction with the land owner, most likely when there is an active development proposal.*

The Waterfront Plan is different than some recent small area plans where redevelopment is dependent on the provision of very expensive infrastructure occurring before development takes place. The largest single infrastructure project in the Waterfront Plan is the flood mitigation project, which is needed whether or not (or whenever) the redevelopment takes place.

Q: How do you address concern over funding being committed before revenues come to pass? A lot of jurisdictions take on the obligations because a plan looks good but then revenues don't materialize as quickly as anticipated. Alexandria is too small a jurisdiction to face that problem.

A: *The Waterfront Plan is different than some recent small area plans where redevelopment is dependent on the provision of very expensive infrastructure. The largest single infrastructure project in the Waterfront Plan is flood mitigation infrastructure, which is needed whether or not (or whenever) the redevelopment takes place. As noted above, there are other elements for which there are benefits to planning public investments as the private sector is making its investments, such as planning Point Lumley Park as plans for the redevelopment of the Cummings/Turner block move ahead.*

As a result, the City has the flexibility to delay public expenditures until revenues materialize, or otherwise be as conservative as it wishes in the timing of public investments ahead of revenues.

Staff prepared the costs and revenue estimates to demonstrate that the plan is not financially unrealistic – but does not want to overstate the link between new development and the planned improvements, which will provide broad public benefit.

Q: Would a statement of work from the consultants help us understand the vision for the plan?

A: *The statement of work for the consultant team does not contain the vision for the Plan, as it was executed at the start of the planning process before meetings with the public were held and the plan's visioning process was community-based. Chapter 2, pages 20-21 of the plan identifies Goals and Objectives on which the plan is based and repeats them in Appendix 1 where the Community Participation process is outlined in detail, identifying the iterative process utilized for formulation of a vision; goals, objectives and ideas; an Activity Map on which to locate the ideas; development of the Concept Plan to put more shape to the Activity Map; and then ultimately formulation of the Plan. Each milestone was an interactive process with the City utilizing a variety of tools to achieve community input and feedback, including meetings, special events and outreach, the website, charrettes a model and more.*

Q: How can staff respond to those speakers who have asked what alternatives were considered?

A: *Under some circumstances, a planning process can be aided by developing some clear alternatives from which the public can make choices. What often seems to work better for small area plans is to begin by engaging the community about general principles and goals and then working with them to gradually refine the broad concepts and to reach agreement on details. This approach was particularly apt for the Waterfront, which has an enormous number of important stakeholders and a very constrained set of options for the three redevelopment sites.*

Among the significant changes to the plan that are related to community suggestions:

- *Added a plaza at foot of King Street and a historical sailing ship at the pier.*
- *Realigned King Street Pier to the south.*
- *Separated the pleasure boat and commercial marinas*
- *Designed improvements to the public pathway between Founders Park and the marina, and designed improvements to the public realm surrounding the Food Court*
- *Flood mitigation has been increased in emphasis and moved up in the phasing program, as well as integrated as part of landscaping and buildings*
- *The high emphasis on parking, including the proposed Parking Implementation Plan and Parking Implementation Committee to ensure that progress on parking issues is continues and keeps pace as new uses are added under the plan*
- *Elimination of the jetty*
- *Elimination of the Waterfront Park building*
- *Included a policy for reviewing proposed restaurants and hotels*
- *Encouraged the development of History and Art Plans to help shape those aspects of the plan and integrated their recommendations*

Q: What is “Alexandria” about this plan?

A: There are a number of elements of the Plan that are common to any historic waterfront settlement: waterfront related commercial uses, multiple piers and wharfs, rail tracks, etc. The plan interprets these historic uses in new public parks and civic buildings featuring history and shipbuilding (recommendations 3.87 & 3.89). However, the plan also recommends a number of elements which are specific to Alexandria. The most important is to preserve and adaptively reuse all existing historic buildings (3.92). This includes the obvious 18th and 19th century warehouses but also some early 20th century buildings like the Beachcomber (3.91) whose cultural significance may be greater than its architectural merit.

Recommendations for new development also reflect the scale, mass and materials of historic buildings, streets and alleys. In particular, the town’s 1752 Ordinance required the roof ridge of a dwelling to be parallel to the street, so that water drained to one’s own property and not a neighbor. However, this condition did not apply to the commercial waterfront. Because every foot of shoreline was economically valuable, the warehouse buildings developed in a long, narrow plan form extending east/west, perpendicular to the waterfront and the street. These buildings were generally separated by narrow alleys for loading access, fire separation and drainage.

This historic Alexandria urban form is illustrated in the plan, the model and the new development guidelines. In addition, alterations to any existing buildings and new development will have to be reviewed and approved by the BAR, using the Design Guidelines chapter on Buildings Along the Waterfront and the Additional Standards – Potomac River vicinity in the Zoning Ordinance.

Q: What is the legal status of each property and does the proposed restaurant building needs an amendment to Settlement Agreement for Waterfront Park?

A: *A memorandum prepared by legal staff immediately follows.*

City of Alexandria, Virginia

MEMORANDUM

DATE: APRIL 22, 2011

TO: CHAIRMAN AND MEMBERS OF THE PLANNING COMMISSION

FROM: JOANNA C. ANDERSON, ASSISTANT CITY ATTORNEY
CHRISTOPHER P. SPERA, DEPUTY CITY ATTORNEY
JAMES L. BANKS, JR., CITY ATTORNEY

SUBJECT: LEGAL STATUS OF PROPERTIES WITHIN THE WATERFRONT SMALL AREA PLAN

This memo responds to Commissioner Fossom's request, at the Planning Commission's April 5, 2011 meeting, that we provide the Planning Commission with information regarding the legal status of the properties within the Waterfront Small Area Plan. We take that request to mean the ownership of those parcels and any binding agreements that limit or impact development rights outside of the City's Zoning Ordinance given that there has been a long history of legal matters involving Alexandria's Waterfront.

Although this memo provides a summary of some of the legal matters surrounding Alexandria's Waterfront, it is important to note that adoption of the Waterfront Small Area Plan is not necessarily dependent on the legal status of these properties. The proposed plan is to become part of the City's Master Plan, and will be a future plan for the properties within it. Unless the property is already owned by the City, the plan is not implemented unless and until the property owner comes in to the City for the approvals to develop the property, or the City acquires the property. Therefore, a small area plan can, and typically is, approved before the private properties are ready to be developed. The Planning Commission is also considering an amendment to the W-1 zone that would allow for the development considered in the Waterfront Small Area Plan, however the new use, hotel, and the increased density being allowed as a result of this zoning change is only available to the property owner through the special use permit process.

Background

In the early 1970's the Federal Government filed litigation pertaining to the ownership rights of the properties along the waterfront. Years of discussion among the National Park Service, the City of Alexandria, and the private owners of property along the waterfront culminated in the early 1980's with a Joint Land Use Plan, signed by both the National Park Service and the City

of Alexandria to protect and enhance the Waterfront. As a result of that plan, the Federal Government entered into a number of settlement agreements with the City and with some of the individual private property owners on the waterfront. These agreements also include deeds on the subject properties that set forth certain restrictions for the properties, typically in the form of restrictive easements in favor of the United States government. Most of the properties that were included in the federal litigation entered into settlement agreements, however, as described further below, the federal litigation on the properties that did not settle recently came to a conclusion in favor of the property owners and against the federal government, leaving a number of properties free of federal claims, restrictions or encumbrances.

As shown on the attached map, the properties that were subject to this federal litigation span the whole waterfront. While all of the properties that are subject to the federal litigation are within the boundaries of the currently proposed Waterfront Small Area Plan, many of them are outside of the core area of the plan. The properties included in the federal litigation that are within the core area of the currently proposed Waterfront Small Area Plan are in large part addressed in either the 1981 Settlement Agreement between the United States and the City of Alexandria, the 1983 Settlement Agreement among the United States, the City of Alexandria, and Robinson Terminal Warehouse Corporation (“Robinson Terminal”) or the 2011 resolution of the remaining land in the federal litigation. Lastly, there are some properties that have leases that may be of note.

1981 Settlement Agreement between the United States and the City of Alexandria

The City of Alexandria entered into a Settlement Agreement with the Federal Government in 1981 that impacted the properties owned by the City at that time. The resulting deed was amended as it pertained to Oronoco Park and added Andrews Park to the settlement agreement properties in 1985. For purposes of discussion, these settlement agreements will collectively be referred to as the “1981 Settlement Agreement.” The properties identified as being owned by the City that were addressed by this settlement agreement include:

Pommander Walk
Waterfront Park
Kiriakow/211 Harbor Center
Founders Park
Oronoco Bay Park
Andrews Park

Additionally, the 1981 Settlement Agreement addressed certain street ends and public streets that the City must keep as dedicated streets or keep open to pedestrian access only. Lastly, the 1981 Settlement Agreement required the City to use its best efforts to install and maintain a continuous public walkway along the Potomac River. After entering into the settlement

agreement in 1981, the City adopted the W-1 and WPR zones for the properties along the Waterfront in 1982. Both zones have been amended since then in accordance with subsequent settlement agreements or changes proposed by the City that are still in compliance with 1981 Settlement Agreement.

It is our opinion that the Waterfront Small Area Plan improvements as currently proposed comply with the requirements of the 1981 Settlement Agreement. If something is ultimately proposed in the Waterfront Small Area Plan that is not in compliance with the 1981 Settlement Agreement, then the National Park Service would need to agree to an amendment to the 1981 Settlement Agreement in order for the City to implement that proposal. The National Park Service has been actively included by the City in the Waterfront Small Area Plan process and it is currently reviewing the plan to confirm its agreement that the Small Area Plan complies with the requirements of the 1981 Settlement Agreement.

1983 Settlement Agreement between the United States, City of Alexandria and the Robinson Terminal.

In 1983 the Robinson Terminal Warehouse Corporation entered into a settlement agreement with the Federal Government and the City of Alexandria that addressed its two tracts of land known as Robinson Terminal North and Robinson Terminal South. That settlement agreement provided zoning parameters including use, height, and FAR for the Robinson Terminal tracts and also required that Robinson Terminal dedicate certain public parks to the City. While the uses listed for these sites do not specifically list hotel as a permitted use, the uses listed imply that hotel was included in the broader category of commercial use. Therefore, it is our opinion that the proposed zoning parameters for the Robinson Terminal North and the Robinson Terminal South tracts are consistent with the 1983 Settlement Agreement. As discussed above, the National Park Service is currently reviewing the Waterfront Small Area Plan and will confirm its opinion regarding this matter. The idea of a hotel use has been discussed at length with the National Park Service and they have expressed that the hotel use is consistent with what they would like to see on the Waterfront as well as the terms of the 1983 Settlement Agreement.

2010 Federal District Court Opinion

While most of the properties that were included in the Federal Government litigation entered into settlement agreements in the 1980's, there were a number of properties that chose not to do so. Instead, they continued the litigation. In August 2009 the United States District Court for the District of Columbia ruled in favor of the land owners with respect to the federal claims on those remaining parcels. In January 2011, the United States Court of Appeals for the District of Columbia upheld the District Court's opinion. As the time for appealing that decision to the United States Supreme Court has run with no appeal, that decision is now final. Therefore, the following properties are no longer subject to the Federal Government lawsuit and the ownership

of the properties remains with the land owners of record. The owners of each property are noted in parenthesis.

1 and 2 King Street (Old Dominion Boat Club)

0 Prince Street, 200 Strand, 210 Strand, Old Town Yacht Basin (City of Alexandria)

204 Strand (Anita Mann)

208 Strand (Robert Sweeney)

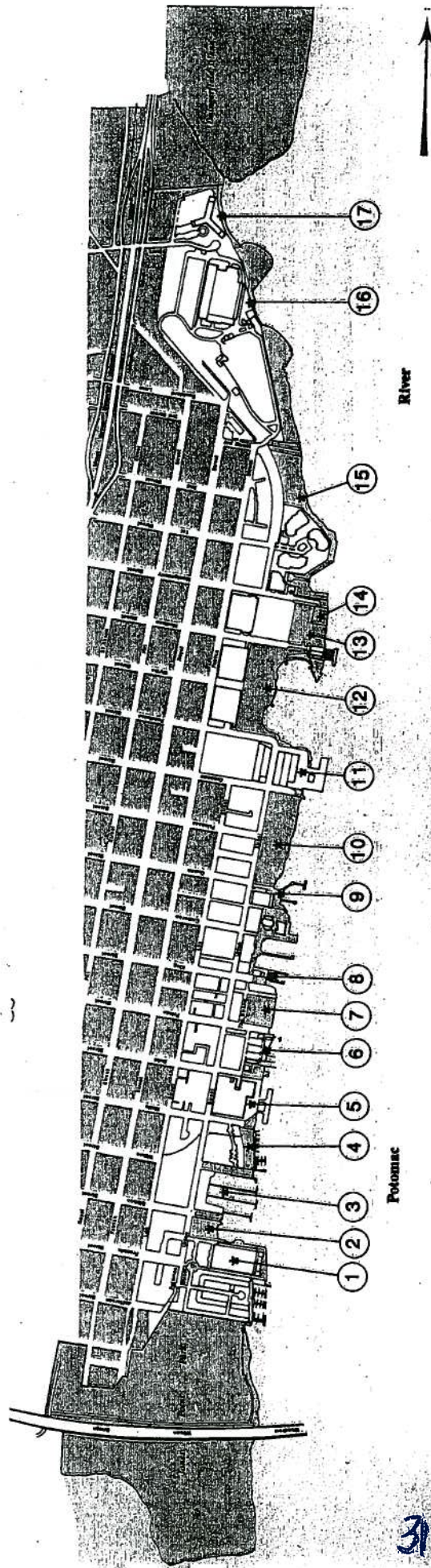
The legal status of these properties as relates to the proposed Waterfront Small Area Plan, therefore, is the same as any other property that is within a small area plan.

Other properties to Note that are not subject to Settlement Agreements

There are a two other properties on the Waterfront that, while not involved in the Federal Government litigation, may be of interest to the Planning Commission. First, the properties that surround the City of Alexandria Marina including the current location of the Chart House Restaurant, the Food Court, and the office building on the corner of Union Street and King Street ("City Marina") are owned by the City of Alexandria and are the subject of a lease agreement between the City of Alexandria and the Alexandria Waterfront Restoration Group. The lease was initially executed in 1986 for a 60 year term. The lease does not prevent the City from adopting a small area plan to address the future goals, expectation, or controls for these properties. If the small area plan were to recommend changes to the use of these properties that is not already permitted under the lease, then an amendment to the lease would be required to effectuate the recommendation. In this case, there are no new uses recommended, although the Plan anticipates an enhanced and revised Food Court building, which may require special use permit approval for that facility.

Second, the Waterfront Small Area Plan designates the Cummings/Turner block as a potential development block. These properties were not involved in the Federal litigation discussed above and are not subject to a specific settlement agreement.

cc: Mark Jinks, Deputy City Manager
Faroll Hamer, Director, Planning and Zoning



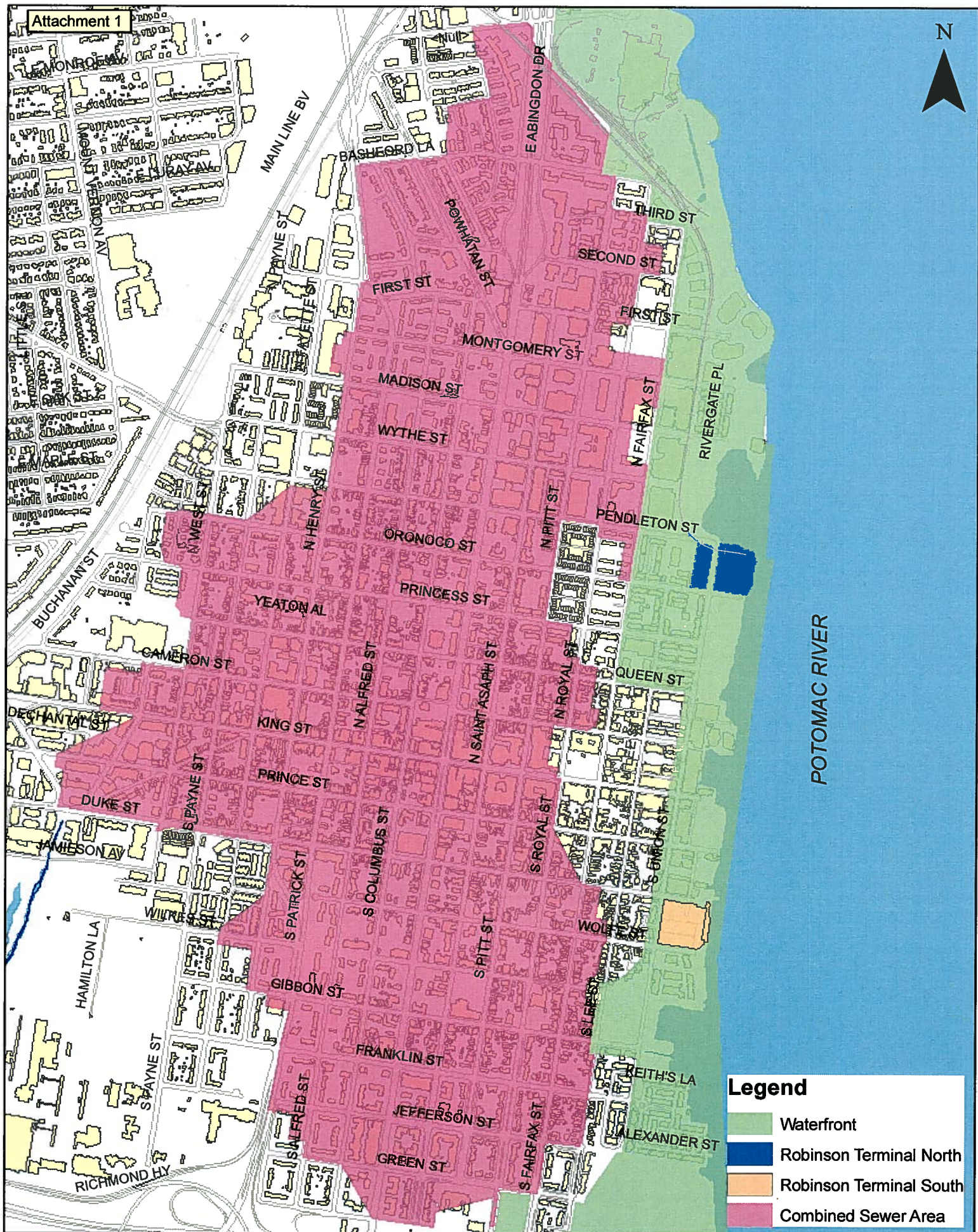
Potomac

River

Properties in the Waterfront Small Area Plan and subject to the Federal Litigation
(see attached map)

Map #	Property	Settlement Agreement
<i>1</i>	<i>Old Ford Plant (Ford's Landing)</i>	
<i>2</i>	<i>Pommander Walk Park</i>	
<i>3</i>	<i>Old Town Yacht Basin</i>	
<i>4</i>	<i>Harborside at Old Town</i>	
5	Robinson Terminal – South	1983 Settlement Agreement
6	The Strand Properties (0 Prince, 200 Strand, 204 Strand, 208 Strand and 210 Strand)	2011 Litigation Resolution
7	Waterfront Park	1981 Settlement Agreement
8	Old Dominion Boat Club	2011 Litigation Resolution
9	211 Harbor Center	1981 Settlement Agreement
10	Founder's Park	1981 Settlement Agreement
11	Robinson Terminal - North	1983 Settlement Agreement
12	Oronoco Bay Park	1981 Settlement Agreement
13	The Norton Property (Rivergate/Rivergate Park)	Entered into a settlement in 1982
14	Andrews Park (portion of Rivergate Park)	1981 Settlement Agreement
<i>15</i>	<i>Canal Center</i>	
<i>16</i>	<i>Pepco Generating Station C</i>	
<i>17</i>	<i>Marina Towers</i>	

* properties in italics are subject to the federal litigation but are not within the core area of the proposed Waterfront Small Area Plan



0 300 600 1,200 1,800 2,400 Feet

31.b

CITY OF ALEXANDRIA, VIRGINIA
COMPARISON OF COMBINED SERVICE AREA
WITH WATERFRONT DEVELOPMENT PLAN

Attachment 2

Suggested Changes to the Waterfront Plan by the Alexandria Archaeology Commission

Background: On March 16, 2011, the Alexandria Archaeological Commission voted to approve the history components of the Waterfront Plan, requesting some additional language to strengthen the identity of The Strand as the “Southern Cultural Anchor” of the waterfront; to include definitions of the historic theme for each waterfront character area in Chapter 3; and other changes as identified by James McCall, Chair of the AAC History Plan Committee. Staff recommends the following changes in response to the AAC requests:

1. **Emphasize Alexandria’s history as the foundation for the planning and design of the Waterfront and identify the “cultural anchors” as a core and unifying concept**

Planning Staff’s Suggested Response:

- Add the following language to the Executive Summary on page xi:

The City is the beneficiary of exceptional efforts by two groups of hardworking Alexandrians that resulted in the *Waterfront History Plan* and the *Public Art Proposal*. These efforts recognize the important contributions of history and art to Alexandria, especially at the waterfront. This plan is an opportunity to add back history that’s been missing from the waterfront for too long. Toward that end, it incorporates six Art and Culture Theme Areas as guiding elements for each of the character areas of the Plan. The Art and Culture Theme Areas, like the character areas, are linked by the proposed Art Walk designed to help unify them and other elements of the waterfront together. These Art and Culture Theme Areas are reflected in Figure 1. As one moves from one Art and Culture Theme Area to another one will be introduced to the rich history of that given area through interpretation, art, architecture, activities and more. Additionally, a History Center in the vicinity of the 200 block of The Strand is proposed. There, one would be able to learn not only about the waterfront’s maritime history but also about other cultural resources, along the waterfront, and throughout the City. The History Center would be the history counterpart to the Torpedo Arts Center a few blocks north. This plan not only incorporates the concepts and ideals contained in the *Public Art Proposal* and the *Waterfront History Plan* but it also includes each plan in its entirety as Appendices 5 and 6, respectively.

- Reorder the first 4 sections of the Executive Summary on pages ix and x so that the section related to art and history is first, followed by the section entitled “A Strand that is lively, fun, and uniquely Alexandrian,” and then the section entitled “At the heart of the Waterfront, a new gateway to the City.”:

- Move Figure 10 on page 27 to the Executive Summary and relabel it Figure 1.
- Replace the first paragraph of Chapter 2 with the following:

To help shape the vision, goals and objectives of the Plan, information was gathered from many important sources including the public, technical resources, and more. However, a key source of information came from the history community. Having information regarding the subareas of each Culture and Theme Area dating from the beginning of Alexandria’s founding to today was essential to ensuring a document that is authentically Alexandrian.

In addition to the above, and the past planning efforts described in Chapter 1, information for the planning process was gathered relating to community assets, marina design, circulation and parking; historic preservation and conservation; park planning and more. Information from Citywide planning efforts such as the Open Space Plan, the Transportation Master Plan and the Eco-City Action Plan was also utilized. With the benefit of this information, a design for the waterfront emerged through development of the planning principles, goals and objectives and then through an Activity Map, followed by a Concept Plan and now a Small Area Plan.

The planning principles are highlighted below with the goals and objectives highlighted on pages 20-22.

- Reorganize page 17 to start with the text titled “A plan which is uniquely Alexandrian – Art and History Themes” as the first principle.

2. Strengthen the Small Area Plan’s commitment to the Southern Cultural Anchor and History Center, which is an essential element of the Waterfront.

Planning Staff’s Suggested Response

- Add the following underlined text to page 135 of the Implementation Chapter:

The Plan recommends ~~exploring the establishment of~~ establishing a southern cultural anchor and history center in the waterfront area as recommended by the *Alexandria Waterfront History Plan*, as a compliment to the Torpedo Factory Arts Center. The Southern Cultural Anchor may include a maritime museum, a history center encompassing elements from Alexandria’s existing history museums (and be a starting point for further explorations of Alexandria’s history) and a museum shop. The history center could also include a relocated or expanded Archaeology Museum, if an assessment determines that relocation is the best option for the Archaeology Museum. Other potential elements of the southern cultural anchor include a ship of character, the Seaport Foundation, and uses in the restored historic warehouses. Funding for the elements of the southern cultural anchor/history center could come

from a number of sources, including as part of the proposed Point Lumley civic building, developer contributions, direct City funding and/or private contributions.

3. Develop and explain the themes of the character areas.

Planning Staff's Suggested Response

- Add the following opening sentences to each theme area:
 - The theme for Gateway North is *Illuminations* and it denotes light, recognizing that it has been the location of electrical companies and lighting can be utilized as a form of art to highlight this area and other cultural areas along the waterfront.
 - The theme for Rivergate and Tidlock Park is *Ambitions* and represents Alexandria's early ambitions as the gateway from the Ohio Valley and the West to the world. It will celebrate the engineering accomplishments of the Alexandria Canal and the aqueduct bridge and note the City's efforts to act as the transition port between sea, canal, road and rail and will address Alexandria of the 1820s-1850s.
 - The theme for Oronoco Bay Park is *Transformations*. Based on history Oronoco Bay and West's Point can form the Northern Cultural Anchor of the waterfront with the park offering open space and performing arts events. It should quietly evoke Ralph's Gutt, the original crescent bay, and the importance of Alexandria as a rail center starting in the 1850's.
 - The theme for West's Point is *Origins* with West's Point representing the origins of Alexandria and the idea of America in the early to mid-18th century and the importance of tobacco to the development of the town. The time period was the colonial era.
 - The theme for Founders Park is *Foundations* and should celebrate the creation of Alexandria as well as Alexandria, DC, and its development as a trading and commercial center. The park is for passive use, and interpretation should center on the founding to incorporation period, 1749-1779 and through the founding of the District of Columbia through retrocession to Virginia in 1847.
 - The theme for Marina to Queen Street is *Witness to War*. This section of the waterfront crosses Alexandria's major wartime experiences with its varied commercial past through the 20th century. It will also be one location to discuss its role in the slave trade and African American contributions. It will reflect aspects of the 1860's through the World Wars.

- The theme for the King Street at the River area is *Gateway*. This area should convey the historic sense of arrival and focus, celebrating the bustle of Alexandria as the point of entrance and departure in the past and present.
- The theme for The Strand is the *Working Seaport* and the 100 and 200 blocks of The Strand and South Union Street contain the last observable vestiges of Alexandria's golden maritime era from the last half of the 18th century to the early 20th century. This area should evoke the character of the heyday of the waterfront in The Strand and use it as the Southern Cultural Anchor.

4. Support the Requested Arts and History Master Plan

Planning Staff's Suggested Response

- Add the underlined sentence to the fourth paragraph on page 134:
The Plan recommends, as an implementation element, that an implementation advisory model be explored, including the potential establishment of one or more committees charged with elements of plan implementation and/or operations. The Waterfront Committee will be part of any implementation equation. Also, the plan encourages the arts and history commissions to continue their cooperation on the Waterfront Plan to assist with implementation of the plan. Both groups will respect existing policies set by City Council for each commission, including the policy on acquired art..

5. Clarify the interpretation of West's Point

Planning Staff's Suggested Response:

- Add the underlined language to #6 of the Development Guidelines as follows:
History interpretation consistent with recommendations of the Waterfront History Plan should inform every aspect of design of the design of the redevelopment and adjacent public spaces, with particular attention given to the West's Point site which is the area which extends from the water west up Oronoco Street to Union Street and represents the origins of Alexandria.

6. The Beachcomber can be viable even if not a restaurant and should be preserved.

Planning Staff's Suggested Response:

Planning Staff's Suggested Response:

- Add the following underlined sentence to the paragraph on page 73:

The Beachcomber/Potomac Arms building is a 3,630 square foot former restaurant building originally built over the water in the early 1950s. Over time the water all around and underneath the building was filled, in part with the excess from a concrete business located adjacent to this building. The site was a restaurant for only a few years and later became a gun shop and military surplus store. There is some interest in the public and the private sector in restoring the building to active use as a restaurant, or other uses, although the building is not historic in a classic historic preservation sense. The City supports the restoration to uses that are found to be economically viable.

7. Explicitly state that historical and archaeological resources will be protected and preserved and used in park

Planning Staff's Suggested Response:

Pursuant to Section 11 of the Zoning Ordinance, any ground disturbing activity within public parks, described in section 11-403, would trigger a site plan and, therefore, the archaeological assessment and protection described in Section 11-411. Only public streets, sidewalks, alleys, sewers or retaining walls – but not buildings, structures or parking lots – are exempt from this requirement per 11-404(F).

Therefore, virtually everything in the master plan, except perhaps some of the flood mitigation work and the portion of future Fitzgerald Square within a public right-of-way, already require archaeological protection measures by the zoning ordinance.

8. Depict the Historic Shoreline throughout the plan.

Planning Staff's Suggested Response

- Add a graphic of the historic shoreline to page 3 above the Historic Periods graphic and add the following underlined sentence to the second paragraph on page 77:.

This property is located on one of the most historically significant sites in the City, and redevelopment proposals must make a special effort to find opportunities to recall or interpret the site's history in the design and function of the project and its surroundings. The southern end of the original shoreline can be found on this property. History should inform every decision about uses, activities, structures, plantings, architecture and design, names, and programming. Robinson Terminal South's location in relation to the northern-adjacent sites, including the expanded Point Lumley Park and potential Cummings/Turner redevelopment area creates a unique opportunity to implement a coordinated design strategy which illustrates the significance of Point Lumley and which is compatible in nature with the scale and character of the surrounding Old Town

- Add the following underlined phrase to the third paragraph on page 45:

Because the property is located on one of the most historically significant sites in the City – West's Point, where Alexandria originated – redevelopment proposals must make a special effort to find opportunities to recall or interpret the site's history in the design and function of the project and its surroundings. History should inform every decision about uses, activities, structures, plantings, architecture and design, names, and programming.

Attachment 3

POLICY FOR RESTAURANT/HOTEL/COMMERCIAL USES

Restaurants, hotels, entertainment venues, marinas and other commercial establishments along the waterfront will provide activity and destinations for visitors and residents, allowing enjoyment of the City's Potomac River location. Such uses, however, must be sited in appropriate locations and designed in such a way to ensure that goals of the Waterfront Plan are achieved, including:

- Providing activity to attract additional users to the Waterfront:
- Locating active uses consonant with public open spaces, development sites, and the Potomac River; and
- Maintaining compatibility with the adjacent residential neighborhood.

Restaurants, hotels, farmers' markets, retail, personal services, private recreational facilities, and marinas each require SUP approval in the Waterfront area. The SUP process is designed so that each use is reviewed and assessed for its appropriateness at a specific location and for its ability to coexist with adjacent and nearby uses without impacts to the character of the area, the plan goals as a whole, and the enjoyment of nearby property.

The Old Town Small Area Plan (and the King Street Retail Strategy by reference), includes the City's policy with regard to restaurants, establishing guidelines to assist in SUP decision-making. The Old Town Restaurant Policy requires that Council review each restaurant application for its impacts on noise, late night hours, alcohol, parking and litter. A similar approach should be taken to protect the Waterfront, King Street and the nearby residential areas as to future uses and SUP review.

WATERFRONT RESTAURANT/HOTEL POLICY

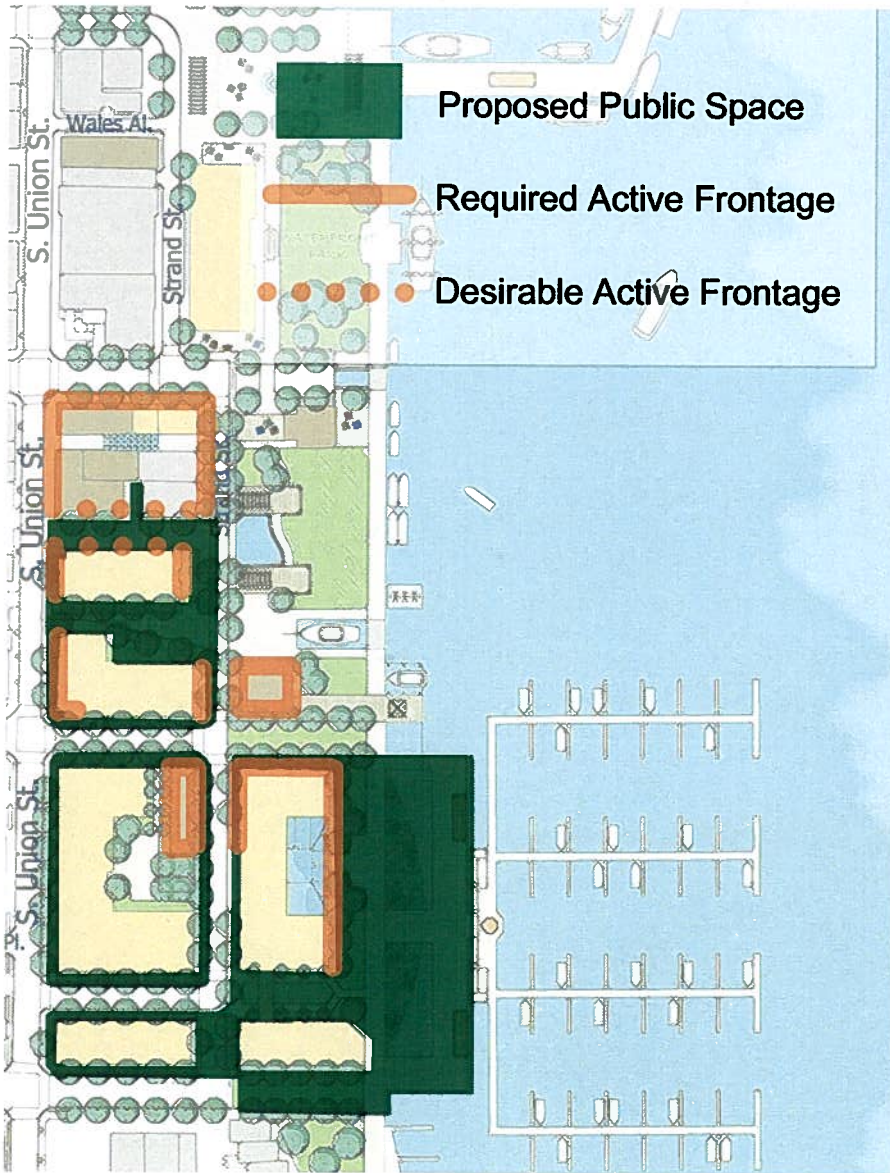
Each SUP for a restaurant, hotel, entertainment venue, or other commercial use on the Waterfront should be reviewed according to the following guidelines:

1. City Council shall not approve an SUP for a use on the Waterfront unless it finds that the use does not create significant negative impacts on the vitality and character of King Street or nearby residential neighborhoods.
2. City Council shall consider the cumulative effect of the proposal and the number of already established uses in the immediate area.
3. In the case of an expansion or other intensification, the entire operation shall be taken into account in determining the impact on King Street and nearby residential neighborhoods.
4. In making its determination, City Council shall consider the following factors as applied to the proposed use:
 - a. Restaurant
 - i. The potential for undue congestion of pedestrians or vehicles;

- ii. The extent to which the use is open in the late night hours and situated so as to potentially disturb residential areas;
 - iii. The extent to which alcohol consumption will predominate over food and situated so as to potentially disturb residential areas;
 - iv. The availability of parking; unless parking is supplied for restaurant use, no new restaurant or similar facility within the Waterfront core area shall be approved prior to the adoption of a Parking Implementation Plan for the Waterfront by City Council;
 - v. The predicted extent of litter generated;
 - vi. The potential for inappropriate noise; and
 - vii. The extent to which other restaurants already exist in the same location; restaurant uses should not be collocated in such a way as to detract from the character and authenticity of the Waterfront by creating a monoculture similar to a food court environment.
- b. Hotel
- i. The potential for undue congestion of pedestrians or vehicles
 - ii. The type and size of hotel, and whether it is designed to attract large conventions or banquets.
 - iii. The ability of the hotel to accommodate all of its service needs on site, including loading and delivery operations.
 - iv. Parking must be provided on site. Although the Plan anticipates low parking ratios, the applied ratio must be consistent with industry standards.
 - v. Parking garages must be operated so that they are open to the public at least at peak times
 - vi. A restaurant within a hotel that is open to the public shall be the subject of a separate SUP.
 - vii. The location of the hotel and whether it's layout is designed to produce the least impact on nearby residential areas and on the lower King Street area.
- c. Other commercial uses: Factors from the above lists shall be applied as relevant to the specific SUP under consideration.

Attachment 4





Ms. Faroll Hamer, Director
Ms. Barbara Ross, Deputy Director
Department of Planning & Zoning
City of Alexandria
301 King Street, Room 2100
Alexandria, VA 22313

Re: Support for Waterfront Plan including boutique hotels, waterfront park building, and docks.

Dear Meses. Hammer and Ross,

I want to commend you and the Planning & Zoning staff on the brilliant Waterfront Plan. I fully support your entire Waterfront Plan including the proposed boutique hotels, glass waterfront building ("Orangery"), and all of the docks. Your Waterfront Plan embraces the full potential of the waterfront while remaining sensitive to open space and the historical character of Old Town. I hope the Planning Commission approves your Waterfront Plan in its entirety at the May public hearing.

I live on Harvard Street and have been an Old Town resident since 2000. I am also a member of the Upper King Street Neighborhood Association (UKSNA). I want to thank you for the very informative Waterfront Plan presentation to UKSNA a few months ago. I also attended the April 5th Planning Commission hearing and listened to comments from the community.

The Old Town waterfront is a valuable asset that is not being used to its full potential. Much of the reason is because the existing residential townhouses (e.g., Rivergate, Ford's Landing) and businesses (e.g., Canal Place) have effectively "privatized" much of the river front. I believe boutique hotels at Robinson Terminal South, Robinson Terminal North, and in the Cummings/Turner Block, as well as the Orangery building, will create an inviting and elegant atmosphere for visitors and locals to promenade along the waterfront parks.

Moreover, hotels make excellent neighbors. I know this first hand since I live on Harvard Street. The Hilton Inn, Hampton Inn, and Lorian Hotel and Spa are all within steps of Harvard Street. Despite having three hotels in such close proximity, the impact is negligible. The hotels do not create parking problems because the hotels have parking garages and because many visitors use the metro and taxis. The hotels are very quiet and clean neighbors. Also, the hotel visitors are placid and support the businesses of King Street.

In particular, the UKSNA has been extremely pleased with the Lorian Hotel and Spa and its associated businesses, i.e., the Brabo Restaurant, the Tasting Room, and the Butcher's Block. Many in our association consider the Lorian Hotel and its associated businesses as our "anchor" businesses upon

which we hope to attract more similar "destination" type businesses. Boutique hotels will have the same positive effect on the Old Town Waterfront area. Also, I think the Lorein Hotel building is one of the finest looking buildings on King Street. Like the Lorein Hotel, I hope any new structures will be in a traditional/timeless architecture style.

I also think the proposed Orangery styled Waterfront Park Building is an excellent idea. In addition to being an attractive architecture style, the glass structure will creating a safe and inviting atmosphere for Waterfront Park. Also, it will create much needed waterfront outdoor dining that can be enjoyed by visitors and the community.

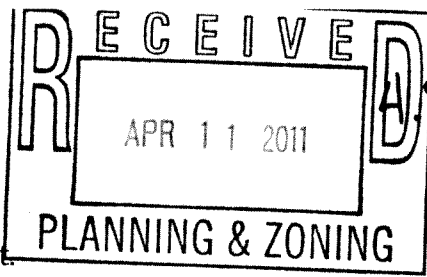
Finally, I think the Waterfront Plan hits the mark on the dock layout and the number of docks. Old Town is a waterfront community. As such, it should have docks. Docks are not only useful, but create a pleasant atmosphere.

Thank you again for putting forth an excellent Waterfront Plan.

Sincerely,

K. Scott Brown
111 Harvard Street
Alexandria, VA 22314

Susan Pettey
220 N. Royal St.
Alexandria, VA 22314
April 1, 2011



4.8.11 To: The Honorable Members of
Council
"FYI" Faroll Hamer
Mark Jinks

Dear Mayor Euille,

Please do not "pave" the Waterfront. When visitors come to see the waterfront, they want to see water, not a long pier extending into the river and obscuring views of the water. I have often had tourists stop me and ask, "Where is the water?" They want to see the fabled Potomac, and often have a difficult time finding it. The Waterfront Plan's pier extending from the foot of King Street would exacerbate that problem. Over the years we have allowed buildings to obstruct too many vistas of the river (see, e.g. the location of the Alexandria Public Schools boat building). Let us not compound those errors in what should be the most desirable river vista in the city. "Boardwalks" such as the pier in the draft waterfront plan are better suited for beaches and amusement parks than to our historic waterfront.

Instead, the foot of King Street should be opened up with a park at the site of the current parking lot.

The City should strike a deal with the Old Dominion Boat Club to move the Club to the southern Robinson Terminal property when that is developed. That site would be able to accommodate club space, parking, and boat docking. Moving ODBC there would also obviate the need for a parking garage in Waterfront Park. It could also provide the ODBC with a more attractive location with improved facilities and less susceptibility to flooding than at the current location. The site could also accommodate commercial activities, in addition to the ODBC.

Development of the north and south Robinson Terminal sites should be of modest density and scale, to fit into the neighborhood. Any hotels should be boutique hotels, similar in size and character to Morrison House.

By contrast, the WMATA bus garage, two blocks off the river, will present a brilliant location for higher density development. The location at Royal and Pendleton Streets, one square block, could accommodate a larger hotel with parking as well as additional housing sites. If and when the Mirant plant moves, yet another site would be available for higher density commercial or joint residential/commercial development. Both sites would add mixed-use development while keeping increased traffic out of the Old Town waterfront area.

A development putting 625 hotel rooms and 319 housing units on the waterfront is simply too dense to fit well into the adjacent residential area. Even if traffic were spread out over time rather than condensed, the volume of cars and delivery trucks would overwhelm already-congested Strand and Union Streets.

The City should find prime space on the waterfront for a new home for our wonderful archaeology museum, as well as a maritime museum, and shop space for the Office of Historic Alexandria's shop. Possible locations could be the Beachcomber or the building in which the ODBC now resided, if it can be moved to a more favorable waterfront location. Accommodation should also be made to keep a significant Arts League presence when space they are currently renting is used for development. I believe that the Virginia legislature has enacted legislation that would enable Alexandria to declare an "arts zone" that could attract developers to build for such uses.

The most important features of the waterfront should be:

- Parks (for active and passive recreation) and public access to any land by the river that is not park land;
- Water vistas;
- Historical interpretation, particularly of Alexandria's maritime history; and
- Marine uses.

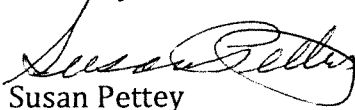
The ODBC is certainly an appropriate marine use, as is the Seaport Foundation, and both should remain on the Alexandria Waterfront, although in positions that are more advantageous for them and the City.

The proposed waterfront plan discusses plans for an arts walk and historical interpretation, which are two very desirable elements of the plan.

I recommend that the first stage of the new waterfront plan be implementing the 2003 plan for Windmill Hill Park, as well as repair of bulkheads there. Those items have been languishing on the City's "to do" list for many years, and should be at the top of the implementation list.

Yes, it is very desirable to maximize revenue from developments in the City, but not at the cost of sacrificing the intimate scale and historical nature of our waterfront. People come to Alexandria because we are not National Harbor. We are historic, authentic, small-scale, and charming, with many independent shops and restaurants that they will not find anywhere else. We need to capitalize on what makes us different from other waterfronts, not try to mimic others.

Sincerely,



Susan Pettey

April 22, 2011

Ms. Faroll Hamer
Director
Department of Planning & Zoning
City of Alexandria
301 King Street, Room 2100
Alexandria VA, 22314

Dear Ms. Hamer,

This letter is written on behalf of the Board of Directors of the Rivergate Owners Association (the "Board").

The Rivergate Owners Association is a Virginia not-for-profit, community association, organized in 1993, for the purpose of maintaining and preserving the common property and enforcing the covenants created under the Association's declaration. The Association's property consists of 58 residential units located between Madison and Montgomery Streets in Old Town Alexandria. The Association's property includes Rivergate Park on the east. Tide Lock Park adjoins our property on the north side and Oronoco Park is just to the south of the property, across Madison Street.

On March 24, 2011, a committee of the Board met with Ms. Nancy Williams of the Department of Planning and Zoning to discuss the plans for the Alexandria Waterfront. Mr. Engin Artemel, who acts as an advisor to the Board on these matters, also attended this meeting. At the conclusion of our meeting, Ms. Williams suggested that the Board communicate to you the Board's recommendations and conclusions with respect to the project. Our comments are specifically directed only to the portion of the Alexandria Waterfront Short Area Plan which makes recommendations relating to the north end of the project, specifically the sections entitled "Tide Lock Park and Rivergate/Rowing Facility" and "Oronoco Bay Park".

With respect to Tide Lock Park and Rivergate/Rowing Facility:

1. We recommend that the observation steps leading down to the river, proposed to be located at the east end of Rivergate Park, be repositioned to the north side of the Park so they will face toward the Washington DC, skyline, which includes the U.S. Capitol and the Washington monument.
2. We strongly oppose the proposed Tide Lock Park location for launching canoes and kayaks. The proposed location appears to be within 200 feet of homes in the Rivergate community. Montgomery Street is a dead-end on the east end and any public facility in that area will clearly disrupt this

residential neighborhood. In particular, we believe that notwithstanding any attempt to control the parking in the area by regulations, eg. "No trailers" etc., the reality is that there will be great pressure on the already very limited parking in this area. Furthermore, we strongly oppose any proposed new parking area at the east end of Montgomery Street.

We note that the Short Area Plan includes a rowboat or canoe facility as part of the proposed park between Prince and Duke Streets. If another launching location is desired at the north end of town there is plenty of space on the river to the north of Tide Lock Park. For example, in the past there has been a kayak rental facility on Third Street with close access to the river.

With respect to Oronoco Bay Park:

3. We believe it is unnecessary to incur the expense of re-grading Oronoco Bay Park; there is sufficient level space to accommodate all the activities that go on there today and, as nearly as we can tell, all the activities contemplated by the Plan.
4. We recommend against a children's play area in Oronoco Bay Park. If there should be a play area in the Park it should not be located near Madison Street. This will avoid the potential hazard of children playing near the intermittently heavy traffic caused by cars parking to go to the Health Club and the Rowing facility. The situation on Madison Street is particularly chaotic when the high school students finish rowing practice.
5. Any new trees in Oronoco Bay Park should be limited to those along the path running along the river. We believe the Oronoco Bay views and vista from Madison Street should be preserved. Existing open space and contours should be maintained.

We appreciate this opportunity to comment on the Waterfront Plan; if you have any questions, please contact the undersigned.

Thomas D. Terry
President
Rivergate Owners Association

Kendra Jacobs

From: Faroll Hamer
Sent: Sunday, April 24, 2011 8:29 PM
To: Nancy Williams
Cc: Kendra Jacobs; Cicely Woodrow
Subject: FW: COA Contact Us: waterfront plan
Attachments: ATT00001..txt

From: Rose Boyd
Sent: Monday, April 18, 2011 5:04 PM
To: Mark Jinks; Michele Evans; Faroll Hamer
Subject: FW: COA Contact Us: waterfront plan

From: Robert pringle [mailto:rpringle9@gmail.com]
Sent: Friday, April 15, 2011 4:52 PM
To: William Euille; Frank Fannon; Kerry Donley; Alicia Hughes; Del Pepper; paulcsmedberg@aol.com; Rose Boyd; Jackie Henderson; Elaine Scott; Rob Krupicka; Linda Owens; Elizabeth Jones
Subject: COA Contact Us: waterfront plan

COA Contact Us: Mayor, Vice Mayor, and Council Members

Time: [Fri Apr 15, 2011 16:51:31] Message ID: [29242]

Issue Type: Mayor, Vice Mayor, and Council Members
First Name: Robert
Last Name: pringle
Street Address: 216 wolfe st
City: alexndria
State: va
Zip: 22314
Phone: 703 519 8252
Email Address: rpringle9@gmail.com

Subject: waterfront plan

Dear Members of City Council:

As a long-time resident of Alexandria I am

asking to you vote down the current plan. In the long run it will do more

Comments: harm than good. In particular, do not approve the zoning change which would

be needed for increased density (hotels) on the Washington Post warehouse

sites.

I have lived here in the 1950's and 60's, when, acting in the name of "development," the city nearly approved the demolition of most of the historic district. Those who saw the long-term value of historical capital managed to save most of it.

Then as now, it is hard

for commercial interests to understand that that historic and aesthetic capital does have economic value. In our case, they are the goose that keeps laying golden eggs. Has anyone calculated the economic benefits generated by the torpedo factory alone?

Lip service aside, virtually

nothing in this plan supports the historic and aesthetic base on which the appeal of the waterfront rests.

Take the much-touted benefit of

increased "connectivity." Granted, the plan would add a little more of it. In return we would get higher, bulkier buildings and narrower waterfront access. One of the most attractive aspects of the current waterfront is the striking views across the river in many places. These views will be harmed, not enhanced.

In this business, as in medicine,

the first rule should be "Do no Harm," because once historic and aesthetic assets are destroyed they are very hard to revive.

Hotels will

do harm, by generating bigger buildings, traffic, and short-term commercial

gain. We do not need them. Visitors have no trouble getting to the waterfront now. There are no hotels on the National Mall, for good reason.

Finally, there is no reason why general revenue would not be part of the the financial base for an enhanced waterfront which will yeild long-term benefits, including economic benefits, for the entire city. Read my lips, you can raise my taxes for this.

Robert Pringle

Kendra Jacobs

From: Faroll Hamer
Sent: Sunday, April 24, 2011 8:29 PM
To: Nancy Williams
Cc: Cicely Woodrow; Graciela Moreno; Kendra Jacobs
Subject: FW: COA Contact Us: waterfront plan: what we should do
Attachments: ATT00001..txt

From: Rose Boyd
Sent: Monday, April 18, 2011 5:48 PM
To: Mark Jinks; Michele Evans; Faroll Hamer
Subject: FW: COA Contact Us: waterfront plan: what we should do

From: Robert pringle [mailto:rpringle9@gmail.com]
Sent: Saturday, April 16, 2011 10:01 PM
To: William Euille; Frank Fannon; Kerry Donley; Alicia Hughes; Del Pepper; paulcsmedberg@aol.com; Rose Boyd; Jackie Henderson; Elaine Scott; Rob Krupicka; Linda Owens; Elizabeth Jones
Subject: COA Contact Us: waterfront plan: what we should do

COA Contact Us: Mayor, Vice Mayor, and Council Members

Time: [Sat Apr 16, 2011 22:01:00] Message ID: [29268]

Issue Type: Mayor, Vice Mayor, and Council Members
First Name: Robert pringle
Last Name:
Street Address: 216 wolfe st
City: alexandria
State: va
Zip: 22314
Phone:
Email Address: rpringle9@gmail.com
Subject: waterfront plan: what we should do

216 Wolfe St, Alexandria Va 22314, April 15 2011

Dear Members of City

Council:

Comments: Yesterday I wrote to you about what is wrong with the waterfront plan as proposed. Now I would like to suggest how we could produce a vastly improved plan which would increase long-term economic pay-off (much as the Torpedo Factory has done) by building on our

greatest

assets: the history of Alexandria and the river which is its reason for being.

The centerpiece of this plan would be a major Alexandria and

Potomac River Art and History Museum, using the northernmost Washington

Post warehouse (aka Robinson Terminal North). This museum would be devoted

to the role of the river in our city's development and the issues currently facing it. Displays and programs could include:

1. Historic and other

ship visits.

2. Dioramas and/or paintings of the waterfront's development

since the 18th century, anchored by a full-scale model of the waterfront as

it looked at the time of the Civil War.

3. Exhibits and lectures on

Potomac River ecology (examples: the now almost extinct population of

American Sturgeon, the amazing comeback of Ospreys and Bald Eagles, even

within city limits).

4. An exhibit on Alexandria's exceptional

concentration of pre-civil housing and the special features of Alexandria's

architecture.

5. A related exhibit devoted to archeology in

Alexandria.

6. A display on Robert E. Lee and George Washington,

illustrating their lives in our community and along the Potomac River.

7.

An exhibit illustrating the history of ship-building and other river-based

industries.

8. An exhibit on the history of the black community

9.

Cooperation with CSX and preservation of existing trackage from the CSX

main line to allow static displays of rail equipment, calling attention to

the historic role of railroads in port development.

10. The museum would

cooperate with the Torpedo Factory, the Lyceum, Freedom House (formerly the

Franklin and Armfield slave trading site) and other relevant institutions

in the city.

Such a museum would give the waterfront a major,

multifaceted tourist attraction which it currently lacks. Yes, it would be expensive, and of course it would take time, but the long-term payoff would

be enormous. Like the Torpedo Factory only more so, it would be a gift that

keeps on giving. What we need right now is a vision.

As you can gather,

I am in favor of thinking big. That doesn't meet that small things shouldn't be dealt without delay, like the messy and dangerous jumble of concrete falling into the river opposite Lee St. Park. The City has already planned to fix that, hasn't it?

The Washington Post has kept its name out of this business for too long. But maybe if you do the right thing, and publicize it as involving them, they will cut you some slack.

I will be

out of Alexandria for three weeks but I am sure this debate will still be underway when I return.

Robert Pringle

Kendra Jacobs

From: Faroll Hamer
Sent: Sunday, April 24, 2011 8:30 PM
To: Nancy Williams; Kendra Jacobs; Cicely Woodrow
Subject: FW: COA Contact Us: Waterfront
Attachments: ATT00001..txt

From: Rose Boyd
Sent: Monday, April 18, 2011 5:02 PM
To: Mark Jinks; Michele Evans; Faroll Hamer
Subject: FW: COA Contact Us: Waterfront

From: Barbara Pringle [mailto:bpringle9@comcast.net]
Sent: Friday, April 15, 2011 4:32 PM
To: William Euille; Frank Fannon; Kerry Donley; Alicia Hughes; Del Pepper; paulcsmedberg@aol.com; Rose Boyd; Jackie Henderson; Elaine Scott; Rob Krupicka; Linda Owens; Elizabeth Jones
Subject: COA Contact Us: Waterfront

COA Contact Us: Mayor, Vice Mayor, and Council Members

Time: [Fri Apr 15, 2011 16:31:34] Message ID: [29240]

Issue Type: Mayor, Vice Mayor, and Council Members
First Name: Barbara
Last Name: Pringle
Street Address: 216 Wolfe Street
City: Alexandria
State: VA
Zip: 22314
Phone: 703-519-8252
Email Address: bpringle9@comcast.net
Subject: Waterfront
(Letter sent by me, Barbara Pringle, to Director of the Planning Commission)

Comments: Dear Ms. Williams: I am writing you to voice my strong opposition to the "small area plan" from the Planning Commission for Waterfront development in the near future. My husband and I first became aware of this idea when we attended a presentation meeting of a fully developed plan (by a contractor, who had certainly made no contacts in our neighborhood) at the United Way building sometime in January or

February. (They were astonished at the turnout, which should have notified

the planners that something was amiss; people attend these meeting when the

subject matters to them and they do not know what is going on.) While

camouflaged as an environmentally enhancing plan, which according to the

director of the Chamber of Commerce recently, concerns "an asset which should be enjoyed by all Alexandrians" (i.e. the Waterfront), this

plan to fill an inordinate proportion of the area now occupied by the

Washington Post warehouses and one other warehouse with dense

development--up to three hotels and more townhouses--will do anything but

produce a setting which will be enjoyed by all Alexandrians.

First of

all, who will stay in the proposed hotel? Not Alexandrians, but tourists.

Who will live in the townhouses, which will be private property? Certainly

not all Alexandrians. Second, a small strip of green space along the river

is not a park. Founders Park, Waterfront Park, and the combination of

Pomander Park and Windmill Park are parks that all Alexandrians can

enjoy--they can play there, watch fireworks there, in some cases exercise

dogs there, allow small children to play sports there, and so on. Contrast

these parks with the small strip of land at Roberdeaux Park at the foot of

Wolfe Street. Occasionally a walker sits on a bench there, but mostly it

is a splendid front yard for the occupants of the townhouses that border

it.

We in the immediate neighborhood of these proposed new commercial

uses of the Waterfront have other concerns with the plan, largely having to

do with traffic noise, congestion, and an impossible parking situation.

(People will not valet park their cars in the Market Square garage and

other more distant ones, as suggested in the plan, and walk to the

Waterfront.) However, and more seriously, this proposal is not one that

will enhance the Waterfront for use by all Alexandrians. Let's call it

what it is--a chance for developers to make money and a gamble that their

developments will bring more money for projects that have nothing to do

with the Waterfront into city coffers.

Sincerely, Barbara

Pringle

This is a copy of a letter sent to the Planning Commission. I

wanted all members of City Council to know my opinions too, especially

since my husband and I will be traveling and will not be able to attend the

next two meetings on the topic.



Received 4-25-2011

April 20, 2011

Ms. Faroll Hamer
Director
Department of Planning & Zoning
City of Alexandria
301 King Street, Room 2100
Alexandria, VA 22314

Dear Ms. Hamer,

This letter is written on behalf of the Board of Directors of the Rivergate Owners Association (the "Board").

The Rivergate Owners Association is a Virginia not-for-profit, community association, organized in 1993, for the purpose of maintaining and preserving the common property and enforcing the covenants created under the Association's declaration. The Association's property consists of 58 residential units located between Madison and Montgomery Streets in Old Town Alexandria. The Association's property includes Rivergate Park on the east. Tide Lock Park adjoins our property on the north side and Oronoco Park is just to the south of the property, across Madison Street.

On March 24, 2011, a committee of the Board met with Ms. Nancy Williams of the Department of Planning and Zoning to discuss the plans for the Alexandria Waterfront. Mr. Engin Artemel, who acts as an advisor to the Board on these matters, also attended this meeting. At the conclusion of our meeting, Ms. Williams suggested that the Board communicate to you the Board's recommendations and conclusions with respect to the project. Our comments are specifically directed only to the portion of the Alexandria Waterfront Short Area Plan which makes recommendations relating to the north end of the project, specifically the sections entitled "Tide Lock Park and Rivergate/Rowing Facility" and "Oronoco Bay Park".

With respect to Tide Lock Park and Rivergate/Rowing Facility:

1. We recommend that the observation steps leading down to the river, proposed to be located at the east end of Rivergate Park, be repositioned to the north side of the Park so they will face toward the Washington DC, skyline, which includes the U.S. Capitol and the Washington monument.
2. We strongly oppose the proposed Tide Lock Park location for launching canoes and kayaks. The proposed location appears to be within 200 feet of homes in the Rivergate community. Montgomery Street is a dead-end on the east end and any public facility in that area will clearly disrupt this

residential neighborhood. In particular, we believe that notwithstanding any attempt to control the parking in the area by regulations, eg. "No trailers" etc., the reality is that there will be great pressure on the already very limited parking in this area. Furthermore, we strongly oppose any proposed new parking area at the east end of Montgomery Street.

We note that the Short Area Plan includes a rowboat or canoe facility as part of the proposed park between Prince and Duke Streets. If another launching location is desired at the north end of town there is plenty of space on the river to the north of Tide Lock Park. For example, in the past there has been a kayak rental facility on Third Street with close access to the river.

With respect to Oronoco Bay Park:

3. We believe it is unnecessary to incur the expense of re-grading Oronoco Bay Park; there is sufficient level space to accommodate all the activities that go on there today and, as nearly as we can tell, all the activities contemplated by the Plan.
4. We recommend against a children's play area in Oronoco Bay Park. If there should be a play area in the Park it should not be located near Madison Street. This will avoid the potential hazard of children playing near the intermittently heavy traffic caused by cars parking to go to the Health Club and the Rowing facility. The situation on Madison Street is particularly chaotic when the high school students finish rowing practice.
5. Any new trees in Oronoco Bay Park should be limited to those along the path running along the river. We believe the Oronoco Bay views and vista from Madison Street should be preserved. Existing open space and contours should be maintained.

We appreciate this opportunity to comment on the Waterfront Plan; if you have any questions, please contact the undersigned.

Thomas D. Terry

Thomas D. Terry
President
Rivergate Owners Association

Cc: Rivergate HOA Board of Directors
Engin Artemel , 120 Madison Place, Alexandria 22314
Tescia Yonkers , 801 Rivergate Place, Alexandria 22314
Members of the Planning Commission
Members of the Alexandria City Counsel

April 24, 2011

From: William Rogalski, Jr.
408 Hanson Lane
Alexandria, VA 22302

703 548-0636 (voice and fax)

To: John Komoroske
Alexandria Planning Commission

Subject: Waterfront Small Area Plan

1. While the Planning and Zoning Department appears to be heading in the right direction in scaling back certain elements of the waterfront plan, some critical components of the plan are still missing. We have seen nothing to date with respect to a comprehensive cost and revenue estimate, which must include the basis of estimate (BoE). The plan cannot be considered to be anywhere near complete without this, and it is difficult to understand how the Commission or the Council could make any decision without it.

2. At a minimum, the BoE should include the following elements typically found as part of any early stage development process:

- a. Assumptions made,
- b. A work breakdown structure (WBS) that is used as the framework for the estimate
- c. Major variables considered
- d. Cost models or cost estimating relationships (CERs) used, their pedigree, and their applicability to the items in the WBS,
- e. Estimates for each item in the WBS showing the applicable assumptions and models/CERs used,
- f. A risk analysis of each major element of the estimate,
- g. Sensitivity studies showing changes to the results arising from variations to the assumptions, CERs, and findings of the risk analysis, e. g., varying the discount rate used in the net present value (NPV) cash flow analysis,
- h. Results expressed as a range with a most probable, high, and low values.

3. The only information that has been published to date, even in the recent supplemental material posted to the City web site, are bottom-line summary results and unsupported statements. I find this extremely surprising, given that the existing documentation contains well over a hundred pages dedicated to the physical aspects of the plan, including a 70 page arts appendix, but no detailed cost/revenue estimate and analysis. If the federal government received a proposal similar to this plan, it would be rejected as non-responsive, and I believe that the Planning Commission and Council should do the same.

4. Given the lack of information, some apparent anomalies in the cost/revenue analysis presented in the supplemental material, and the City's record of cost overruns, I believe that the current cost estimate for the project is unrealistically low, as is the payback period. Bringing the

cost/revenue estimate into the open and allowing a thorough peer review is absolutely essential in ensuring the taxpayers of Alexandria are not once again left holding the bag.

5. At the last Planning Commission hearing I commented that the Planning and Zoning Department never presented a cost/benefit analysis that justified the current plan, i. e., why this plan? You noted that such an analysis is difficult for this type of project; however, it really is not, as similar approaches are often followed in the early stages of design projects. Yes, it is difficult to assign quantitative “benefit” numbers to many of the physical attributes of the plan, but if the Planning and Zoning Department had developed a set of prioritized requirements instead of vague goals, preliminary cost estimates could have been associated with these requirements and judgments made regarding their position in an overall hierarchy. For example how important is continuous access along the entire waterfront? Is this a requirement based on comprehensive and statistically valid user surveys and data analysis, or is this a “nice-to have” and at what cost? If such assessments were made, it may have been determined that some of the more contentious or costly elements of the plan could be eliminated. This type of analysis is not difficult to do, and it provides real information to the decision-makers. One could easily get the impression that the basics of the current plan was dictated to the Planning and Zoning Department before they even began their work, and their primary effort has been to flesh it out and sell it to the public.

6. The implementation part of the plan does show some merit in that it recognizes the phasing of revenues versus expenditures; however, it needs to be more specific, including presentation of a pay-as-you-go approach that minimizes public expenditures until adequate revenue from private development begins to flow. This plan really should be cost-neutral to taxpayers from a cash flow perspective. Nothing in the plan with the possible exception of flood control and zoning to regulate private development is urgent.

7. I ask that the Planning Commission reject the current plan and task the Planning and Zoning Department to continue to simplify the plan through a reasonable trade-off process and publish a comprehensive cost/revenue analysis with associated BoEs. Adequate time should be allowed for public review and comment prior to any vote. Contrary to the comments made at the hearings that the issue has been considered long enough and needs to be moved forward, I think there is no harm in ensuring that the plan is properly vetted and the interests of the majority of Alexandria’s citizens/taxpayers are properly addressed. Interestingly, I noted that virtually all of the people testifying at the hearing in favor of rapid passage of the plan were those standing to benefit economically.