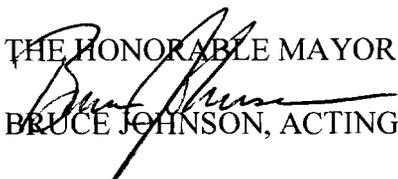


City of Alexandria, Virginia

MEMORANDUM

**DATE:** JUNE 27, 2011

**TO:** THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

**FROM:**  BRUCE JOHNSON, ACTING CITY MANAGER

**SUBJECT:** CONSIDERATION OF A RESOLUTION TO ESTABLISH A WATERFRONT PLAN WORK GROUP

**ISSUE:** Establishment of a Waterfront Plan Work Group.

**RECOMMENDATION:** That City Council:

- 1) Adopt the proposed resolution (Attachment 1) to establish a Waterfront Plan Work Group; and
- 2) Request the Mayor to appoint members to this group as detailed in the Resolution, after appropriate consultation with members of City Council.

**BACKGROUND:** The Small Area Plan for the Waterfront was initiated in the spring 2009, with a series of meetings including community visioning session, trips to waterfronts in New York City, and topical meetings focusing on art, history and the marina. A concept plan was developed and published in June 2010. The final plan was published in February. There were eight work sessions, two with the Board of Architectural Review – Old & Historic District on October 21, 2009, and June 2, 2010, two with the Planning Commission on October 6, 2009, and February 1, 2009, and four with the City Council on October 27, 2009, May 25, 2010, February 8, 2011, and June 11, 2011. There were over 100 meetings with a variety of community groups, stakeholder groups, etc., many of which are documented in Appendix 1 of the Plan (Community Participation).

The Planning Commission public hearing was held on April 5, 2011, and it was continued to May 3, with Planning Commission adoption also occurring on May 3. The City Council held a public hearing at its May 14 public hearing meeting, discussed the Plan at its Tuesday, June 14 legislative meeting, and also at its Saturday, June 25 public hearing meeting.

During the final stages of the Plan, numerous changes were made in response to community concerns by both the staff and the Planning Commission. Those changes are being documented by City staff and summary documents are being prepared by staff. However, there are still areas of concern within the community, and in order to explore the possibility of additional areas of

agreement, it is recommended that a Work Group representing a variety of stakeholder interests be created. At City Council's June 25 discussion of this issue at its Public Hearing, City Council considered the possible mission of and expectations for the Work Group, logistical issues, such as scheduling, composition and leadership, public participation and the method of appointment. Staff was requested to draft a resolution for consideration at Council's June 28 legislative meeting that reflected that discussion. That Resolution is attached.

**DISCUSSION:** The proposed mission and expectations for the Work Group would be as follows:

- a. To identify the elements for which there is agreement and then focus attention on the remaining issues where there is not agreement. These major outstanding issues include issues relating at least to the three redevelopment sites – specifically, issues related to their potential density and land use. Issues for land use include the addition of hotels, and the possibility of more parks and cultural uses. Various considerations should be taken into account, such as neighborhood impacts, Citywide public interests (such as recreation, art and history), commercial interests, and implementation (including costs and revenues).
- b. To clarify and define the positions on the major outstanding issues as well as which issues are of the greatest importance to stakeholders. The Work Group should identify any opportunities for narrowing the differences between differing positions on key issues if they exist. The Work Group does not necessarily need to develop a consensus position, broker a compromise or take formal votes. There may still be differing opinions reported to City Council. There should be an understanding that the Work Group is not expected to develop a new small area plan document.
- c. To categorize outstanding issues into those that should be addressed in the Plan, and those issues that are important but best addressed during planning implementation.
- d. To report back to the City Council in the fall of 2011. In order not to cut off productive discussions, no specific deadline is imposed. However, City Council desires to make a decision on the Waterfront Plan before the end of the calendar year, at the latest.
- e. The Work Group shall have some latitude to decide what it can specifically accomplish during the time available.
- f. In order to accomplish as much as possible in a limited time frame, the Work Group may need to consider having at least one long and intensive meeting in July, and then consider how best to proceed, but the Work Group may determine its own procedures and processes to accomplish the above tasks.

Membership of the group is proposed (with alternatives in italics) to be comprised of 12 to 16 people appointed by the Mayor based on the following categories:

- a. One member of City Council, to act as a convener and liaison to City Council  
*(either as a voting or non-voting member of the Work Group)*
- b. *One member of the Planning Commission*
- c. One member of the Waterfront Committee
- d. One member of the Historic Alexandria Resources Commission
- e. *One member of the Archaeology Commission*
- f. One member of the Arts Commission
- g. One member of the Park and Recreation Commission
- h. One member of the Chamber of Commerce who resides in Alexandria
- i. One member of Old Town Civic Association
- j. One member of NOTICE (North Old Town Independent Civic Association)
- k. One member of CAAWP (Citizens for Alexandria Alternative Waterfront Plan)
- l. *Two to three* citizens at large preferably with professional background in urban design, land-use planning, or landscape and architecture.
- m. *One to two* representatives of land owners with waterfront development interests should also be offered membership.

The Work Group should be assisted by a facilitator, if one can be found, who is familiar with Alexandria, and who has not taken a position on the Waterfront Plan.

Meetings would be staffed by the Department of Planning and Zoning and the City Attorney's Office. Other staff would assist as needed. Meetings would be convened by the City Councilmember and led by the facilitator.

The meetings will be open to the public, and the public will be given opportunities for input such as time for comment at each meeting, solicitation and receipt of written comments, and/or a separate public hearing by the Work Group. The exact method of public input should be determined by the Work Group.

**FISCAL IMPACT:** There will be no fiscal impact unless minimal amounts are necessary to provide funding for a facilitator.

**ATTACHMENTS:**

Attachment 1: Proposed Resolution

Attachment 2: June 23, 2011, memorandum from the Acting City Manager

**STAFF:**

Mark Jinks, Deputy City Manager

Faroll Hamer, Director, Department of Planning and Zoning

James L. Banks, City Attorney

Karl Moritz, Deputy Director, Department of Planning and Zoning

**RESOLUTION NO. \_\_\_\_**

**WHEREAS**, City Council wishes to establish a work group to provide recommendations to City Council regarding alternatives for the Waterfront Small Area Plan; and

**WHEREAS**, the Alexandria City Waterfront is an invaluable resource, rich in history, art, open space, views, recreation, culture, and boating, and

**WHEREAS**, the City's objective is for the Waterfront to be welcoming to and for the benefit of all City residents and visitors and be compatible with the adjacent residential neighborhoods; and

**WHEREAS**, alternatives should be explored particularly regarding the three development sites, the land use and density thereon, and including the possibility of additional parks and museums or other cultural venues, with exploration of cost/benefits and funding sources;

**WHEREAS**, a work group representing a variety of stakeholder interests can greatly assist in exploring alternatives, clarifying positions on the outstanding issues, identifying opportunities, if any, for narrowing the differences between various stakeholder positions on key issues, and balancing competing goals:

**NOW, THEREFORE, BE IT RESOLVED  
BY THE CITY COUNCIL OF ALEXANDRIA, VIRGINIA:**

1. That there is hereby established a work group known as the Waterfront Plan Work Group;
2. That the Work Group shall consist of \_\_\_\_ members, as follows:
  - a. One member of City Council, to act as a convener and liaison to City Council (*either as a voting or non-voting member of the Work Group*)
  - b. *One member of the Planning Commission*
  - c. One member of the Waterfront Committee
  - d. One member of the Historic Alexandria Resources Commission
  - e. *One member of the Archaeology Commission*
  - f. One member of the Arts Commission
  - g. One member of the Park and Recreation Commission
  - h. One member of the Chamber of Commerce who resides in Alexandria
  - i. One member of Old Town Civic Association
  - j. One member of NOTICe (North Old Town Independent Civic Association)
  - k. One member of CAAWP (Citizens for Alexandria Alternative Waterfront Plan)
  - l. *Two to three* citizens at large preferably with professional background in urban design, land-use planning, or landscape and architecture.

- m. *One to two* representatives of land owners with waterfront development interests should also be offered membership.
3. That the Mayor shall appoint the \_\_\_\_\_ members for the Waterfront Plan Work Group for an indefinite term after appropriate consultation with other members of City Council;
  4. That, in making the appointments, the Mayor shall endeavor to ensure that in aggregate, Work Group members provide:
    - a. a commitment to a Waterfront Plan that balances history, art, recreation, views, active uses, commerce, boating, parks, museums and other cultural activities, and protection of the existing neighborhoods;
    - b. are representative of the diversity of interests and uses of the waterfront;
  5. That the mission and expectations of the Work Group shall be:
    - a. To identify the elements for which there is agreement and then focus attention on the remaining issues where there is not agreement. These major outstanding issues include at least on the three redevelopment sites – specifically, issues related to their potential density and land use. Issues for land use include the addition of hotels, and the possibility of more parks and cultural uses. Various considerations should be taken into account, such as neighborhood impacts, Citywide public interests (such as recreation, art and history), commercial interests, and implementation (including costs and revenues).
    - b. To clarify and define the positions on the major outstanding issues as well as which issues are of the greatest importance to stakeholders. The Work Group should identify any opportunities for narrowing the differences between differing positions on key issues if they exist. The Work Group does not necessarily need to develop a consensus position, broker a compromise or take formal votes. There may still be differing opinions reported to City Council. There should be an understanding that the Work Group is not expected to develop a new small area plan document.
    - c. To categorize outstanding issues into those that should be addressed in the Plan, and those issues that are important but best addressed during planning implementation.
  6. That staff assistance to the Work Group shall be managed jointly by the Department of Planning and Zoning and the City Attorney’s Office, with assistance from other City staff as needed;
  7. That the Work Group shall meet on an ad hoc basis and will be formed for a limited but unspecified duration, with the expectation that they will report to the City Council in the

fall and that the City Council will vote on the plan before the end of the calendar year;  
and

8. That a facilitator who is familiar with the City of Alexandria and who has not taken a position on the Waterfront Small Area Plan should be sought out to assist with the Work Group process.

ADOPTED:

WILLIAM D. EUILLE                      **MAYOR**

ATTEST:

Jackie M. Henderson, MMC, City Clerk

6-25-11

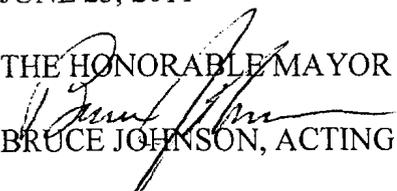
## City of Alexandria, Virginia

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MEMORANDUM

**DATE:** JUNE 23, 2011

**TO:** THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

**FROM:**  BRUCE JOHNSON, ACTING CITY MANAGER

**SUBJECT:** DISCUSSION OF PROCESS FOR PROCEEDING WITH CONSIDERATION OF THE PROPOSED WATERFRONT PLAN

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As part of the potential next steps in consideration of the proposed Waterfront Plan, Council discussed creating a Waterfront Small Area Plan Working Group. In order to assist Council in structuring the mission, expectations, schedule, logistics, and composition of the Work Group and public participation, we offered the attached document, which I circulated to you earlier this week. The attached document should not be viewed as a staff recommended proposal, but more as a way to frame the issues to be decided and to help Council determine how it wants the Work Group to be structured and charged.

Staff will prepare a draft resolution based on your discussion of this issue at Saturday's public hearing for consideration at the legislative meeting on Tuesday, June 28.

Also attached is a recent communication from the Citizens for an Alternative Alexandria Waterfront Plan (CAAWP) on this subject.

## Attachments:

1. June 21 Email on Working Group
2. CAAWP Communication

**Mark Jinks**

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**From:** Bruce Johnson  
**Sent:** Tuesday, June 21, 2011 6:36 PM  
**To:** City Council  
**Cc:** Mark Jinks; Faroll Hamer; Karl Moritz  
**Subject:** Creation of a Waterfront Small Plan Working Group

Mayor Euille and Members of City Council:

This e-mail provides options for the creation of a work group to meet over the summer to address outstanding issues related to the proposed Waterfront Small Area Plan. As requested, staff offers these ideas for your consideration in preparation for Saturday's public hearing discussion.

I want to address the following elements for establishing a work group: the expectations or the mission of the group, logistical issues such as scheduling, composition/membership and public participation, and method of appointment.

**Mission/Expectations**

To date staff believes that the Council has indicated the work group is not expected to develop a new plan, but would be expected to identify the elements for which there is agreement and then focus its attention on the remaining issues where there is not agreement. In general, the Council's discussions suggest that the outstanding issues are focused on the three redevelopment sites – specifically issues related to potential land use and resulting density. Issues for land use include the addition of hotels, and the possibility of more parks and cultural uses. Various considerations apply, including neighborhood impacts, Citywide public interests (such as recreation, art, and history), commercial interests, and implementation (including costs and revenues).

The Council may find it helpful for the work group to clarify and define the positions on the outstanding issues as well as which issues are of the greatest importance to stakeholders. The work group could identify opportunities for narrowing the differences between differing positions on the key issues.

The work group could also categorize outstanding issues into those that should be addressed in the Plan and those that are important but best addressed during implementation. The Council may not necessarily be expecting the group to develop consensus positions, broker a compromise, or take formal votes. The Council also may wish to give the group some latitude to decide what it can specifically accomplish during the time available.

**Scheduling and Logistics**

Our understanding is that City Council wants the group to report back to City Council relatively early next fall. If this assumption is true, the group to be established will have only limited ability to work over the summer months when many members may have scheduling conflicts.

For this reason, staff suggests that the work group might want to look at holding one or two meetings during July as it is difficult to get good attendance to public meetings in August. To ensure that there is time to explore the issues, the work group could schedule fairly intensive meetings of up to five hours, such as 9 Am to 1 PM on a Friday or Saturday.

## **Composition and Public Participation**

A possible work group concept for Council consideration would be geared toward ensuring that the various positions on outstanding issues are well represented so that they can be clarified and articulated to the Council as a set of clear choices. It would balance the various stakeholder perspectives in a work group of 10-15 people. More than 15 would be difficult to manage from a group dynamics as well as scheduling perspective. Fewer than 10 may not allow a sufficient cross section of interests to be represented.

Representatives of established boards and commissions can speak to City objectives on such issues as land use and urban design, parks and recreation, history and the arts. The group also could include a representative of the recently-formed waterfront advocacy group to make sure that perspective is at the table. Commercial interests could be represented by the Chamber of Commerce. The concept also includes both a specific representative from Old Town Civic Association as well as 3-5 additional at-large citizen representatives could be chosen based on varying interests, abilities and perspectives.

One possible composition of 12 to 15 members could include:

- City Council (1-2)
- Planning Commission
- Parks and Recreation Commission
- Arts Commission
- Historic Alexandria Resources Commission
- Waterfront Committee
- Chamber of Commerce
- Old Town Civic Association
- Advocacy group, such as Citizens for an Alternative Waterfront Plan
- At-Large Citizen (3-5)

Council could add or subtract from this list as it sees fit. It is not meant to be the only choice that City Council may have in terms of specific composition, but it is consistent with the mission and expectations established in the first section.

The group could be assisted by a facilitator, assuming one can be found who is both familiar with Alexandria, and who has not taken a position on the waterfront plan.

Meetings would not be staff-led, but staff would be available to provide information and respond to questions.

Given that meetings would be open to the public, landowners and potential developers of waterfront properties could and may even be invited to attend and to present their ideas or to answer questions, but they would not be formal members of the group.

## **Appointment Process**

Due to time constraints that prevent Council appointments to be made by June 28th, staff suggests that the work group be Mayor-appointed, following the Council's discussion of the possible composition of the group.

Bruce Johnson

Like

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## *Citizens for an Alternative Alexandria Waterfront Plan*

June 22, 2011

Dear CAAWP members,

This Saturday, the Council will discuss the makeup and purpose of a new waterfront work group, which will start meeting in July. CAAWP would like to be part of that group. We believe that the purpose of the work group is to analyze additional alternatives, including the parks and arts plan that was presented at the last Council work session. This group should prepare an independent report and present it to the Council and community for review. The planning commission may staff the work group, but it should not run the meetings. Members of the planning commission and Council should not be appointed to this group.

Please email the Council before Saturday and let them know that CAAWP *must* be represented on this committee:  
<http://alexandriava.gov/Council>

We are not going to wait for the new Council stakeholders' group to complete its work. We have begun our own review of the current plan and hope to present several reasonable alternatives to the City's preferred commerce-heavy concept to the community by early September.

I want to thank everyone who attended the last meeting at the Athenaeum, as well as those who have agreed to help us develop a plan that is suitable for an historic seaport.

Andrew Macdonald, Co-Chair, CAAWP  
[ahmacdonald@mac.com](mailto:ahmacdonald@mac.com)  
603 512 9379

Boyd Walker, Co-Chair, CAAWP  
[boydwalker@hotmail.com](mailto:boydwalker@hotmail.com)  
703 732 7269

## RESOLUTION NO. 2467

**WHEREAS**, City Council wishes to establish a work group to provide recommendations to City Council regarding alternatives for the Waterfront Small Area Plan; and

**WHEREAS**, the Alexandria City Waterfront is an invaluable resource, rich in history, art, open space, views, recreation, culture, and boating, and

**WHEREAS**, the City's objective is for the Waterfront to be welcoming to and for the benefit of all City residents and visitors and be compatible with the adjacent residential neighborhoods; and

**WHEREAS**, alternatives should be explored particularly regarding the three development sites, the land use and density thereon, including by-right development, and including the possibility of additional parks and museums or other cultural venues, with exploration of cost/benefits and funding sources;

**WHEREAS**, a work group representing a variety of stakeholder interests can greatly assist in exploring alternatives, clarifying positions on the outstanding issues, identifying opportunities, if any, for narrowing the differences between various stakeholder positions on key issues, and balancing competing goals:

### **NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF ALEXANDRIA, VIRGINIA:**

1. That there is hereby established a work group known as the Waterfront Plan Work Group;
2. That the Work Group shall consist of 8 members, as follows:
  - a. One member of City Council, to act as a convener and liaison to City Council (*non-voting member of the Work Group*)
  - b. One member of the Waterfront Committee
  - c. One member of Old Town Civic Association
  - d. *Five* citizens at-large members, preferably with professional background in urban design, land-use planning, or landscape and architecture.
3. That the Mayor shall appoint the 8 members (including the non-voting member of City Council) for the Waterfront Plan Work Group for an indefinite term after appropriate consultation with other members of City Council;
4. That, in making the appointments, the Mayor shall endeavor to ensure that in aggregate, Work Group members provide:
  - a. a commitment to a Waterfront Plan that balances history, art, recreation, views, active uses, commerce, boating, parks, museums and other cultural activities, and protection of the existing neighborhoods;
  - b. are representative of the diversity of interests and uses of the waterfront;
5. That the mission and expectations of the Work Group shall be:
  - a. To identify the elements for which there is agreement and then focus attention on the remaining issues where there is not agreement. These major outstanding issues include at least on the three redevelopment sites – specifically, issues related to their potential density and land use. Issues for land use include the addition of hotels, and the possibility of more parks and cultural uses. Various considerations should be taken into account, such as neighborhood impacts, Citywide public interests (such as recreation, art and history), commercial interests, and implementation (including costs and revenues).
  - b. To clarify and define the positions on the major outstanding issues as well as which issues are of the greatest importance to stakeholders. The Work Group should identify any opportunities for narrowing the differences between differing positions on key issues if they exist and shall evaluate the potential public costs and benefits of any alternatives on the key issues identified, including the opportunities for by-right development. The Work

Group does not necessarily need to develop a consensus position, broker a compromise or take formal votes. There may still be differing opinions reported to City Council. There should be an understanding that the Work Group is not expected to develop a new small area plan document.

- c. To categorize outstanding issues into those that should be addressed in the Plan, and those issues that are important but best addressed during planning implementation.
6. That staff assistance to the Work Group shall be managed jointly by the Department of Planning and Zoning and the City Attorney's Office, with assistance from other City staff as needed;
7. That the Work Group shall meet on an ad hoc basis and will be formed for a limited but unspecific duration, with the expectation that they will report to the City Council in the fall and that the City Council anticipates a vote on the plan before the end of the calendar year; and
8. That a facilitator who is familiar with the City of Alexandria and who has not taken a position on the Waterfront Small Area Plan should be sought out to assist with the Work Group process.

Adopted: June 28, 2011

  
\_\_\_\_\_  
**WILLIAM D. EULLE MAYOR**

ATTEST:

  
\_\_\_\_\_  
Jacqueline M. Henderson, MMC City Clerk