



DOCKET ITEM #5 A-C

**Master Plan Amendment #2010-0001 (A)
 Rezoning #2010-0001 (B)
 Development Special Use Permit with Site Plan #2009-0013(C)
 1001 S. Washington Street and 714 Church Street
 Contrabands and Freedmen’s Cemetery Memorial**

Application	General Data	
Project Name: Contrabands and Freedmen’s Cemetery Memorial	PC Hearing:	May 4, 2010
	CC Hearing:	May 15, 2010
	If approved, DSUP Expiration:	May 15, 2013 (3 years)
	Plan Acreage:	2.68 acres or 116,720 sq. ft.
Location: 1001 S. Washington St. and 714 Church St.	Zone:	CL (existing) to POS (proposed)
	Proposed Use:	Cemetery
	Dwelling Units:	N/A
	Gross Floor Area:	N/A
Applicant: City of Alexandria, Department of Transportation and Environmental Services, by Emily A. Baker, City engineer	Small Area Plan:	Southwest Quadrant
	Historic District:	Old and Historic Alexandria
	Green Building:	N/A

Purpose of Application
Consideration of a request for the following: <ol style="list-style-type: none"> 1. A master plan amendment to change the land use designation from Commercial Low (CL) to Public Open Space and Community Recreation zone (POS); 2. An amendment to the zoning map to change the zoning designation from CL to POS; 3. A development special use permit, with site plan, to construct a memorial.
Modifications Requested:
1. Not applicable.
Staff Recommendation: APPROVAL WITH CONDITIONS
Staff Reviewer(s): Colleen Rafferty, AICP colleen.rafferty@alexandriava.gov

CITY COUNCIL ACTION, MAY 15, 2010: City Council approved the Planning Commission recommendation.

PLANNING COMMISSION ACTION, MAY 4, 2010:

Master Plan Amendment Case #2010-0001:

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On a motion by Mr. Jennings, seconded by Mr. Dunn and Ms. Fossum, the Planning Commission unanimously voted to recommend approval of the Master Plan Amendment #2010-0001 to amend the Southwest Quadrant Small Area Plan to change the master plan designation from Commercial Low to Public Open Space at 1001 South Washington Street and 914 Church Street. The motion carried on a vote of 7 to 0.

Reason: The Planning Commission found that the proposed amendment to permit public open space and community recreation at 1001 South Washington Street and 914 Church Street was consistent with goals for the area and the Alexandria Open Space Plan.

Rezoning Case #2010-0001:

On a motion by Mr. Jennings, seconded by Ms. Fossum and Ms. Lyman, the Planning Commission unanimously voted to recommend approval of the Rezoning #2010-0001 to change the zoning designation from Commercial Low (CL) to Public Open Space and Community Recreation (POS) at 1001 South Washington Street and 914 Church Street. The motion carried on a vote of 7 to 0.

Reason: The Planning Commission agreed with staff analysis and found the rezoning request appropriate due to the proposal's consistency with the Planning Commission's long-range recommendations for the general development, the character of the Southwest Quadrant Small Area Plan, and intent of the Alexandria Open Space Plan.

Development Special Use Permit Case #2009-0013:

On a motion by M. Jennings, seconded by Ms. Fossum and Ms. Lyman, the Planning Commission unanimously voted to recommend approval of Development Special Use Permit #2009-0013 for constructing a memorial on an historical site. The motion carried on a vote of 7 to 0.

Reason: The Commission generally expressed support and agreed with staff's analysis and recommendations.

Speakers:

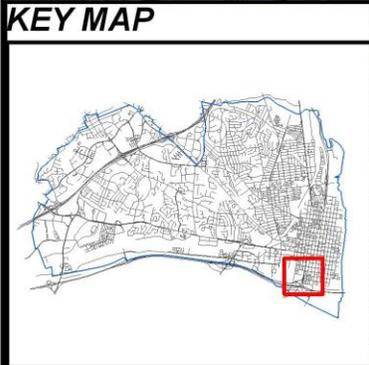
No speakers.

MPA#2010-0001

REZ#2010-0001

DSUP#2009-0013

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MPA #2010-0001
REZ #2010-0001
DSUP #2009-0013

05/04/10



I. SUMMARY

A. Requested Action

The Planning Commission and City Council are being asked to take action on the following requests:

- A master plan amendment to change the land use designation from Commercial Low (CL) to Public Open Space and Community Recreation zone (POS);
- An amendment to the zoning map to change the zoning designation from CL to POS;
- A special use permit for an historic site/memorial in the POS zone; and
- A development special use permit, with site plan, to construct a memorial.

B. Staff Recommendation

Staff recommends approval of the master plan amendment, rezoning, and development special use permit, with site plan, to allow for the construction of a memorial on the Contrabands and Freedmen's Cemetery at the southwest corner of Church and South Washington Streets. The preservation and restoration of the cemetery is consistent with Alexandria's Open Space Plan and a nationally significant cultural resource.

II. BACKGROUND

A. History of Site

Commencing around 1861, over the course of approximately four years, 7,000 to 8,000 African Americans made their way through Confederate-held land to cross into federally occupied Alexandria. First referred to as Contrabands, and later named Freedmen, the men, women, and children who escaped slavery and survived the migration faced great hardship as refugees in their new home. They encountered insufficient housing, food, and jobs. Gradually, the Freedmen found work as hospital stewards, painters, construction workers, teamsters, laundresses, cooks, grave diggers, and personal servants. The military also erected barrack-style housing, although many of the refugees were forced to create their own makeshift shelters and new neighborhoods began to form.

Despite the jobs and neighborhoods, the living conditions remained destitute. Thousands of Freedmen died, more than half of which were children, and by 1864, the high death rate prompted the military to seize private land to lay out a cemetery. From 1864 to 1869, the land located at 1001 South Washington Street and 714 Church Street was the burial ground for as many as 1,800 Freedmen and more than 100 African-American soldiers; however the soldiers were later moved in 1865 to Alexandria National Cemetery. Although the Freedmen were perishing at an alarming rate, the Superintendent of Contraband, Reverend Albert Gladwin, and others, recorded the names and ages of those who died in a ledger book from May 1864 until January 1869. It is these individuals who were buried in the cemetery.

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Over time the historical significance of the site and resting place of those interred at the cemetery was desecrated. The land was developed for commercial, office, and utilitarian uses. The result of this development was the loss of hundreds of graves. Through the Woodrow Wilson Bridge settlement agreement, discussed below, the City was able to purchase the privately-held land and restore the cemetery. The City held a re-dedication ceremony on May 12, 2007, to re-dedicate the land as a burial ground after 138 years of other non-related uses.

B. Site Description/Existing Conditions

The site is located in the southern part of Old Town and consists of two contiguous lots of record: one at 1001 South Washington Street and the other at 714 Church Street. The project area is bounded by Church Street and the Gunston Hall Apartments to the north, Washington Street and Saint Mary's Catholic Cemetery to the east, and the Capital Beltway on the south and west. The surrounding context is generally comprised of light commercial and residential uses.

The existing conditions of the site reflect the inappropriate changes that took place to the cemetery over the years. The concrete slabs of an office building and service station remain, as well as the buried gas tanks left over from the service station. The grade slopes down away from Washington Street and the land eroded over time, resulting in some of the graves being very shallow and close to the surface. Additionally, the land surrounding the site has been developed in such a way that the sidewalk along Washington Street encroaches into and envelops entire grave sites. There may even be grave sites under Washington Street.

C. Funding and Land Acquisition

In 1999, the City and the Federal Highway Administration (FHWA) entered into an agreement to settle the dispute based on the claims made by the City against the U.S. Department of Transportation and the FHWA that the selection process for the alignment and location of the new Woodrow Wilson Bridge inadequately took into account the impacts on the social fabric and cultural resources of Alexandria. In 2002, the City and FHWA executed a modification to the agreement. This modification included the acquisition and enhancement of the Freedmen's Cemetery site. Of the total \$35.4 million mitigation package, approximately \$9.625 million is budgeted for the Freedmen's Cemetery enhancements, including acquisition of the site, demolition of the existing buildings, archaeological investigations, and the design and construction of the proposed park. In 2003, the City acquired the land and went through the formal Section 9.06 process set forth in the City Charter. In 2004, the City entered into a Memorandum of Understanding with FHWA and the Virginia Department of Transportation (VDOT) regarding measures necessary to ensure the protection of the graves. Additional funds were sought and attained through various methods, such as the City providing approximately \$30,000 for a design competition and \$25,000 provided by a Save America's Treasures grant from the National Park Service. The grant will be used to include publications on the history of Freedmen's Cemetery and preparation of web materials. The estimated construction cost of the memorial discussed in this application is approximately \$2 million.

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D. Design Competition and Plan Evolution

In 2007, City Council and the City Manager approved a design competition to be held for the construction of a memorial and restoration of the cemetery. A Project Design Steering Committee was appointed by the City Manager to assist with implementing the design competition and recommending the top three designs. Specifically, the Steering Committee was to perform the following tasks:

- Review the draft solicitation for the design competition, along with the required oversight by VDOT/FHWA;
- Review the entries of the competition and make a recommendation to the City Manager on the selection of the three winning entries;
- Review the implementation of the design of the park for conformance with the selected design concept; and
- Sponsor outreach meetings with the community and interested boards and commissions relating to this project.

The Steering Committee was composed of appointees made by the City Manager who are members of the following organizations:

- Two members from the Friends of Freedmen's Cemetery
- One member from the Historical Alexandria Resources Commission
- One member from the Planning Commission
- One member from the Parks and Recreation Commission
- One member from the Alexandria Historical Society
- One member from the Arts Commission
- One member from the Society for the Preservation of Black Heritage
- One member from the Old Town Hunting Creek Civic Association
- One member from the VDOT/FHWA project team
- One member from the Woodrow Wilson Bridge Neighborhood Task Force

The design competition was held and three design concepts were recommended in 2008. Along with the recommendations of first place, the Steering Committee chose several components from the second and third place designs. These components were included in a list of recommendations for modifications to the winning design in order to enhance the design and better accommodate the specific site. A summary of the recommendations is as follows:

- Add a wall of names honoring those who were buried in the Cemetery
- The Steering Committee has concerns regarding the design of the pavilion, including the size and scale. The pavilion should be eliminated or drastically minimized.
- Soften the military reference in the design by emphasizing the people who are buried in the cemetery (which no longer includes soldiers) by including, at a minimum, the placement of a sculptural element that personifies the freed men, women, and children (similar to the sculptural element in the third place entry).

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- Add interpretive/education elements to describe the history of the site and the freed people (similar to the interpretive concept of the second place entry).
- Other design elements may be included, such as the Eternal Flame in the second place entry, as the final design process moves forward.

After the three design concepts were chosen, the first place design, the favorite amongst the community and Steering Committee members, evolved to incorporate the above suggestions.

III. PROJECT DESCRIPTION

The primary purpose of the memorial is to commemorate and preserve a nationally significant, Civil War era, African American cemetery and venerate the individuals interred there. The proposed design and site improvements are sensitive to the existing graves and will not disturb any final resting places. All construction will be performed under close supervision by qualified archaeologists from the Office of Historic Alexandria.

The proposed design incorporates the principles set forth in the design guidelines outlined by the Steering Committee and design competition in a reasonable and budget-conscious way. Visitors to the cemetery will enter through an arched gate on South Washington Street where they will walk along a stone path laid atop the historic entrance carriage path. The carriage path was originally used for funeral procession and will lead visitors to what is being called the Place of Remembrance. This space will incorporate a listing of all the individuals interred in the cemetery and will include the entire text from the Gladwin Record, which lists not only names but also ages, dates of death, and other notes of historical interest. As previously mentioned, the Gladwin Record is the sole record of interments. This information will be presented on panels affixed to masonry walls. This space will be built over the extant concrete slab of the now demolished gas station; limiting any potential site disturbance.

Approximately two-feet of fill will be gently placed atop the site in order to protect the shallow grave shafts and shape the topography to create a higher grade for the memorial. Each known grave will have a carefully placed grave marker, denoting those grave shafts that have been identified through archaeological investigation.

The Place of Remembrance is intended to be a space for gathering and reflection. A sculpture, which will be designed and approved through a separate process, will be located at one end of the terrace, at the end of the stone carriage path. On the other end of the terrace, along the perimeter, will be the name and interpretive walls. These masonry walls will form an outdoor room, open to the heavens, with open-sided enclosures for sitting and contemplation.

The size, scale, and materiality of the sculpture and walls incorporate the context of the surrounding neighborhood, historical significance and sensitivity to the site. The cemetery will be lined with trees on the perimeter. The interior will be scattered with additional shade trees,

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to help soften the open, green area and provide cool, contemplative spaces during the warmer seasons.

Additional interpretive elements include physical markers on the site that identify where the Native American Clovis point was found, the location of the office building corners, and the area believed to be the original site of the United States Colored Troops graves. The Native American Clovis point, which is 13,000 years old, is the oldest Native American artifact ever found in the City. The remnant of the office building will be left on the site in the form of a brick retaining wall along Church Street, as a reminder of the cemetery's desecration. An interpretive panel will be placed there, explaining the history of the site and the community effort to reclaim it.

It is envisioned that the primary user group will include informed individuals, small school groups, and small historic tour groups. The cemetery will remain open from dawn until dusk. The perimeter of the cemetery will be bounded by a custom-made fence; an outline of a traditional picket-style fence, constructed of wrought-iron. There will be an approximately eight-foot wide pedestrian path from Washington Street, circling around the side and rear of the site and connecting to Church Street, which can also be used for police vehicle access and monitoring. No parking is proposed, as the users will be traveling by foot or bicycle.

In addition to the interpretive elements, there will be cell phone-guided tours and various other methods of providing information to visitors. Although not currently proposed as part of this application, additional wayfinding signage throughout the City may incorporate the memorial to inform visitors about the location of the site.

IV. ZONING

A. History

The subject property was a part of two annexations that took place in 1858 and 1915. Once annexed by the City, the property had a land use designation of Residential (RM) and was later zoned Commercial (C) to reflect the existing service station, office building, and surface parking lot. The land retained this zoning classification until the early 1970s when it was rezoned to C-2-B, Commercial. In 1974, with the adoption of the Southwest Quadrant Small Area Plan, the land was once again rezoned to Commercial Low, or CL, with the intent of providing a buffer or transition between the residential area north of Church Street and the expressway on the south.

Today, the land remains classified as CL with the intent of "providing small scale retail and service uses offering pedestrian oriented shopping and services for individual consumers and households located primarily in nearby residential areas. Proximity to residences requires that commercial operations be conducted at a scale and intensity commensurate with nearby residential development, be developed and designed so as to be in character with such

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development and be of such characteristics as not to be detrimental or a nuisance to nearby residential properties." (Section 4-101).

The CL zone allows for cemeteries as a permitted use, however as outlined in the Alexandria Open Space Plan and the Section 9.06 approval for the subject properties, it is appropriate to rezone the property to Public Open Space and Community Recreation (POS). Within the POS zone, cemeteries are not listed as a permitted use. The use of the site will instead be classified as an historical site, which requires approval of a special use permit (SUP). This application includes a request for a rezoning of the site, as well as an SUP for an historical site.

B. Section 9.06

Section 9.06 of the City Charter requires the Planning Commission to review and approve at public hearing any acquisition or sale of public land and any change in streets, squares, parks, public buildings or spaces in order to ensure that any such acquisition, sale, or change is consistent with the City's Master Plan. In 2003, the Planning Commission approved the Section 9.06 and approved a recommendation to purchase properties at 1001 S. Washington and 714 Church Streets, a total of 2.68 acres, to reclaim the site as a cemetery. As previously mentioned, funds to purchase the land came from the mitigation package established by the Woodrow Wilson Bridge settlement agreement.

C. Alexandria Open Space Plan

The Alexandria Open Space Plan was adopted in 2002 in order to define a comprehensive vision for the enhancement and protection of Alexandria's green and open spaces. The plan includes 15 goals, several of which are achieved in conjunction with this proposal. In particular, progress towards the following goals is addressed with the preservation and enhancement of the cemetery:

Goal: Seize opportunities quickly when land suitable for open space usage becomes available, including developed commercial or industrial land that could be converted to open space uses.

A unique opportunity was created with the Woodrow Wilson Bridge settlement agreement that allowed the City to acquire the privately owned parcels. The commercially zoned land was known to be an historic site that could be rehabilitated back to a cemetery.

Goal: Preserve and protect cemeteries. The preservation and protection of the Contrabands and Freedmen's Cemetery is specifically mentioned in the Open Space Plan. As an educational and cultural resource, the cemetery will be restored and memorialized with a sculpture, a myriad of interpretive elements, grave markers, and other historically relevant components.

Goal: Enhance Streetscapes and Gateways. The continuation of the brick sidewalk along Washington Street, the proposed archway, decorative fence and gate, and the project site in general restore a culturally significant landscape and enhance an existing gateway into Alexandria.

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Table 1. Zoning Tabulations

Property Address:	1001 S. Washington St. and 714 Church St.		
Total Site Area:	2.68 acres or 116,720 sq. ft.		
Zone:	CL – Commercial Low (POS proposed)		
Current Use:	Cemetery		
Proposed Use:	Cemetery/Historic Site		
	Existing (CL)	Proposed (POS)	Provided (POS)
FAR	0.5 or 0.75 with Special Use Permit	N/A	N/A
Setbacks*			
Front Yard	N/A	N/A	N/A
Side Yard(s)	N/A	20 foot setback if adjacent to residential lot	N/A, not adjacent to residential
Rear Yard	N/A	20 foot setback if adjacent to residential lot	N/A, not adjacent to residential
Open Space	N/A	2.68 acres	2.68 acres
Building Height	35 ft. (45 ft. with Special Use Permit)	15 ft. (30 ft. w/SUP for building or 40 ft. w/SUP for ornamental structure)	9 ft. tall walls of memorial
Parking			
Standard	N/A	N/A	N/A
Compact	N/A	N/A	N/A
Accessible	N/A	N/A	N/A
Total Spaces	N/A	N/A	N/A

* Yard requirements only apply to single-family, two-family, and townhouse dwellings.

V. STAFF ANALYSIS

A. *Master Plan Amendment and Rezoning*

The proposal requires an amendment to the Southwest Quadrant Small Area Plan chapter of the Master Plan to change the land use designation from Commercial Low (CL) to Public Open Space and Community Recreation (POS). The result of the Master Plan amendment and rezoning would be a technical implementation of the Alexandria Open Space Plan to protect and

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preserve Freedmen's Cemetery. Additionally, these requests will be rectifying a long-standing oversight of the existing conditions and makeup of the cultural landscape at this nationally significant historic site. In essence, the POS zoning classification more accurately delineates the on-the-ground reality of the land and also will protect the site from any future development. Staff recommends approval of the Master Plan amendment and rezoning of the properties from the CL zone to the POS zone.

B. Special Use Permit for Historic Site/Memorial

Accompanying the request for a Master Plan amendment and rezoning to POS, approval of a special use permit (SUP) for an historic site in the POS zone is required. Section 6-105 (D) provides that, "Cultural facilities such as botanical gardens, arboretums, nature centers, conservatories, historic sites, archeological sites, monuments and memorials" are allowed pursuant to an SUP. Whereas a cemetery is a permitted use in the CL zone, it is not listed in the permitted, or even the special, uses within the POS zone. The intent behind this omission is to discourage interment inside parks or recreational spaces; potentially privatizing or religiously assigning public open space. Again, by rezoning the land to POS and attaining an SUP for the historic site and memorial, the cemetery will be better protected and preserved as an open space and contributing cultural resource.

Similar to other SUP requests, staff reviewed the application to ensure there would be no adverse impacts on the surrounding neighborhood. As previously mentioned, it is envisioned that visitors would include informed individuals, small school groups, and small local historic tour groups. The hours of operation are identical to other open spaces in the City: the space will be open from dawn until dusk. Plantings along the Church Street frontage will screen the cemetery and serve as a buffer between the site and nearby residences. The sidewalk and crosswalk along Washington Street will be enhanced with brick paving and new accessible ramps.

Based on the minimal impacts of the use onto adjacent properties, staff recommends approval of the special use permit.

C. Reverence through Memorial

The cultural and historical significance of this memorial is an immense resource to the community. The memorial and interpretive elements were carefully and thoughtfully designed for visitors and residents to understand and value the space. There was discussion about including religious symbols, such as a cross, within the cemetery, or perhaps on the entrance gate. The religious backgrounds of the individuals are unknown and there is a concern about placing religious symbols on or within public spaces. Therefore they were excluded from the design. Staff recommends approval of the proposed memorial design based on its sensitivity to the site, veneration of those buried there, and contributions to reminding current and future generations of the struggle for freedom.

VI. COMMUNITY

Over the past three years, the applicant and staff conducted public meetings with various community organizations. Several community and public meetings have been held to discuss the project (see table).

Table 2. Community and Public Meetings to Date

Date	Meeting
October, 2007	Freedmen's Steering Committee Meeting
November, 2007	Freedmen's Steering Committee Meeting
February, 2008	Freedmen's Steering Committee Meeting
March, 2008	Freedmen's Steering Committee Meeting
December, 2008	Freedmen's Steering Committee Meeting
January, 2009	Freedmen's Steering Committee Meeting
May, 2009	Freedmen's Steering Committee Meeting
June, 2009	Freedmen's Steering Committee Meeting
July, 2009	Park and Recreation Commission – Public Hearing
September, 2009	City Council – Freedmen's Awards
September, 2009	Old and Historic Alexandria Board of Architectural Review – Informational Purposes Only
December, 2009	Freedmen's Steering Committee Meeting
January, 2010	Park and Recreation Commission – Update Only
February, 2010	Freedmen's Steering Committee Meeting
February, 2010	Park and Recreation Commission – Update Only
March, 2010	Community Meeting for Memorial Design
April, 2010	Historic Alexandria Resource Commission (HARC)
April, 2010	Old and Historic Alexandria Board of Architectural Review – Public Hearing

During these meetings the community voiced concerns about the views into the cemetery from Church Street and public safety. In order to address these concerns, the proposal was modified in several ways. The views into the cemetery from Church Street will be screened with the remnant wall from the office building and a border of trees. There will be an approximately eight-foot wide, asphalt, path along the south and west sides of the site. This path is intended for police surveillance; as it is wide enough for a police vehicle to travel the perimeter of the cemetery and view the entire property. Additionally, the park will be enclosed by a fence to prevent individuals from using the cemetery as a short-cut to surrounding neighborhoods.

The proposal has evolved to achieve a memorial that respects and meets the challenges of the site, and provides the public with a significant cultural resource. The proposed project has been positively received and the community input has helped to considerably improve the proposal.

VII. CONCLUSION

Staff recommends **approval** of the development special use permit with site plan and adjoining applications, subject to compliance with all applicable codes and the following recommended conditions.

Staff: Faroll Hamer, Director of Planning and Zoning;
Gwen Wright, Division Chief, Development; and
Colleen Rafferty, AICP, Urban Planner.

VIII. STAFF RECOMMENDATIONS

1. The Final Site shall be in substantial conformance with the preliminary plan dated February 22, 2010 and comply with the following conditions of approval.

A. *PEDESTRIAN/STREETSCAPE*

2. Provide the following pedestrian improvements to the satisfaction of the Directors of P&Z, RP&CA and T&ES:

- a. Complete all pedestrian improvements prior to the opening to the public.
- b. All brick sidewalks shall comply with the City's Memo to Industry 05-08.
- c. Sidewalks shall be flush across all driveway crossings.
- d. Upgrade accessible pedestrian ramp on the southwest corner of Washington Street and Church Street to current ADA guidelines. (P&Z)(RP&CA)(T&ES)

B. *OPEN SPACE/LANDSCAPING*

3. Develop, provide, install and maintain an integrated Landscape Plan with the final site plan that is coordinated with other associated site conditions to the satisfaction of the Directors of P&Z and RP&CA. At a minimum the Landscape Plan shall:

- a. Provide plantings consistent with the preliminary plan. Plantings shall include a simple mixture of seasonally variable, evergreen and deciduous shrubs, ornamental and shade trees, groundcovers and perennials that are horticulturally acclimatized to the Mid-Atlantic and Washington, DC National Capital Region.
- b. Provide plantings of sizes consistent with minimum requirements of the City of Alexandria Landscape Guidelines.
- c. Ensure positive drainage in all planted areas.
- d. Provide detail, section and plan drawings of tree installations showing proposed plantings and associated materials, irrigation, adjacent curb/pavement construction, including edge restraint system, dimensions, drainage, and coordination with site utilities.
- e. Provide planting details for all proposed conditions including street trees, multi-trunk trees, shrubs, perennials, and groundcovers. (P&Z)(RP&CA)

4. Provide the following modifications to the landscape plan and supporting drawings:

- a. Change street tree species along Church Street from Pin Oak to Willow Oak to avoid low branching conflicts.
- b. Work with staff to determine approved grass seed and sod mixtures for lawn areas.
- c. Add note indicating that location of all plantings will be field verified by staff at time of installation.

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- d. Provide required landscape notes consistent with City of Alexandria Landscape Guidelines.
 - e. Meet with Park Operations staff for maintenance and operations review prior to submittal of Final Site Plan. (RP&CA)
5. Provide a site irrigation/water management plan developed installed and maintained to the satisfaction of the Directors of RP&CA and Code Administration.
- a. Provide an exhibit that demonstrates that the site can be accessed by a combination of hose bibs and ground set hose connections.
 - b. Hose bibs and ground set water connections must be fully accessible and not blocked by plantings, site utilities or other obstructions.
 - c. Install all lines beneath paved surfaces as sleeved connections.
 - d. Locate water sources and hose bibs in coordination with City Staff.
 - e. Ensure that irrigation system is compatible with City's remote control Maxicom System. (Code Administration) (RP&CA)
6. Develop a palette of site furnishings in consultation with staff.
- a. Provide location and specification for site furnishings that depicts the scale, massing and character of site furnishings to the satisfaction of the Directors of RP&CA, P&Z and T&ES. (RP&CA)(P&Z)(T&ES)
7. Provide material, finishes, and architectural details for all retaining walls, seat walls, decorative walls, and screen walls. Indicate methods for grade transitions, handrails- if required by code, directional changes, above and below grade conditions. Coordinate with adjacent conditions. Design and construction of all walls shall be to the satisfaction of the Directors of RP&CA, P&Z, and T&ES. (RP&CA)(P&Z)(T&ES)

C. TREE PROTECTION AND PRESERVATION

- 8. Provide, implement and follow a tree conservation and protection program that is developed per the City of Alexandria Landscape Guidelines and to the satisfaction of the Directors of P&Z, RP&CA and the City Arborist. (P&Z)(RP&CA)
- 9. The area of the limits of disturbance and clearing for the site shall be limited to the areas as generally depicted on the preliminary site plan dated February 22, 2010 and reduced if possible to retain existing trees and grades. (P&Z)(RP&CA)

D. SIGNAGE

- 10. Install a temporary informational sign on the site prior to the approval of the final site plan for the project. The sign shall be displayed until construction is complete or replaced with a contractor or real estate sign incorporating the required information; the sign shall notify the public of the nature of the upcoming project and shall provide a phone number for public questions regarding the project.* (P&Z)(T&ES)

E. PARKING

- 11. Provide two (2) bicycle parking spaces per Alexandria's current Bicycle Parking Standards. Bicycle parking standards, acceptable rack types for short- and long-term parking and details for allowable locations are available at: www.alexandriava.gov/bicycleparking. (T&ES)

F. SITE PLAN

- 12. Per Section 11-418 of the Zoning Ordinance, the development special use permit shall expire and become null and void, unless substantial construction of the project is commenced within 36 months after initial approval and such construction is thereafter pursued with due diligence. The applicant shall provide a written status report to staff 18 months after initial approval to update the City Council on the project status. (P&Z)
- 13. Submit the plat of consolidation and all applicable easements prior to the final site plan submission. The plat(s) shall be approved and recorded prior to the release of the final site plan.* (P&Z)
- 14. Coordinate location of site utilities with other site conditions to the satisfaction of the Directors of RP&CA, P&Z, and T&ES. These items include:
 - a. Location of site utilities including above grade service openings and required clearances for items such as transformers, telephone, HVAC units and cable boxes.
 - b. Minimize conflicts with plantings, pedestrian areas and major view sheds.
 - c. Do not locate above grade utilities in dedicated open space areas. (RP&CA)(P&Z)(T&ES)
- 15. With final plan work with staff to develop and provide the following information:
 - a. Parallel sliding (as opposed to swinging) entrance gate from urban deck to lawn area.
 - b. Finishes for stone walls.
 - c. Details for interpretation of grave shaft outlines.
 - d. Perimeter path at a minimum continuous width of 8 feet. (RPCA)(P&Z)(T&ES)

G. CONSTRUCTION

- 16. Submit a construction management plan for review and approval by the Directors of P&Z, T&ES and Code Administration prior to final site plan release. The plan shall:
 - a. Include a plan for temporary pedestrian and vehicular circulation;
 - b. Copies of the plan shall be posted in the construction trailer and given to each subcontractor before they commence work;

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- c. If the plan is found to be violated during the course of construction, citations will be issued for each infraction and a correction notice will be forwarded to the applicant. If the violation is not corrected within five (5) calendar days, a "stop work order" will be issued, with construction halted until the violation has been corrected. * (P&Z)(T&ES)(Code)
17. Provide off-street parking for all construction workers without charge to the construction workers. Compliance with this condition shall be a component of the construction management plan, which shall be submitted to the Department of P&Z and T&ES prior to final site plan release. This plan shall:
 - a. Establish the location of the parking to be provided at various stages of construction, how many spaces will be provided, how many construction workers will be assigned to the work site, and mechanisms which will be used to encourage the use of mass transit.
 - b. Provide for the location on the construction site at which information will be posted regarding Metro schedules and routes, bus schedules and routes.
 - c. If the plan is found to be violated during the course of construction, a correction notice will be issued to the developer. If the violation is not corrected within five (5) days, a "stop work order" will be issued, with construction halted until the violation has been corrected. * (P&Z)(T&ES)
18. The sidewalks shall remain open during construction or pedestrian access shall be maintained to the satisfaction of the Director of T&ES throughout the construction of the project. (T&ES)
19. No major construction staging shall be allowed within the public right-of-way on South Washington Street and Church Street. The applicant shall meet with T&ES to discuss construction staging activities prior to release of any permits for ground disturbing activities. ** (T&ES)
20. A "Certified Land Disturber" (CLD) shall be named in a letter to the Division Chief of Construction & Inspection prior to any land disturbing activities. If the CLD changes during the project, that change must be noted in a letter to the Division Chief. A note to this effect shall be placed on the Phase I Erosion and Sediment Control sheets on the site plan. (T&ES)
21. Prior to commencing clearing and grading of the site, the applicant shall hold a meeting with notice to all adjoining property owners and civic associations to review the location of construction worker parking, plan for temporary pedestrian and vehicular circulation, and hours and overall schedule for construction. The Departments of P&Z and T&ES shall be notified of the date of the meeting before the permit is issued. (P&Z)(T&ES)
22. Identify a person who will serve as a liaison to the community throughout the duration of construction. The name and telephone number, including an emergency contact number,

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of this individual shall be provided in writing to residents, property managers and business owners whose property abuts the site and shall be placed on the project sign, to the satisfaction of the Directors of P&Z, RP&CA and T&ES. (P&Z)(RP&CA)(T&ES)

- 23. Implement a waste and refuse control program during the construction phase of this development. This program shall control wastes such as discarded building materials, concrete truck washout, chemicals, litter or trash, trash generated by construction workers or mobile food vendor businesses serving them, and all sanitary waste at the construction site and prevent offsite migration that may cause adverse impacts to neighboring properties or to the environment to the satisfaction of Directors of T&ES and Code Administration. All wastes shall be properly disposed offsite in accordance with all applicable federal, state and local laws. (T&ES)
- 24. Contractors shall not cause or permit vehicles to idle for more than 10 minutes when parked. (T&ES)

H. STREETS / TRAFFIC

- 25. If the City's existing public infrastructure is damaged during construction, or patch work required for utility installation then the applicant shall be responsible for construction/ installation or repair of the same as per the City of Alexandria standards and specifications and to the satisfaction of Director, Transportation and Environmental Services. (T&ES)
- 26. A pre-construction walk/survey of the site shall occur with Transportation and Environmental Services Construction and Inspection staff to document existing conditions prior to any land disturbing activities. (T&ES)
- 27. Provide a vehicle turning movement for the proposed driveway entrance. Design vehicle shall be largest vehicle expected to typically use driveway. Vehicle turning movement shall show vehicle turning from southbound Washington Street into driveway. (T&ES)

I. WATERSHED, WETLANDS, & RPAs

- 28. The storm water collection system is located within the Cameron Run watershed. All on-site storm water curb inlets and public curb inlets within 50 feet of the property line shall be duly marked using standard City markers, or to the satisfaction of the Director of T&ES. (T&ES)

J. BMP FACILITIES

- 29. Provide BMP narrative and complete pre and post development drainage maps that include areas outside that contribute surface runoff from beyond project boundaries to include adequate topographic information, locations of existing and proposed storm

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drainage systems affected by the development, all proposed BMPs and a completed Worksheet A or B and Worksheet C, as applicable. (T&ES)

- 30. Prior to opening to the public, submit a certification by a qualified professional to the satisfaction of the Director of T&ES that any existing storm water management facilities adjacent to the project and associated conveyance systems were not adversely affected by construction operations. If maintenance of the facility or systems were required in order to make this certification, provide a description of the maintenance measures performed. ****(T&ES)

K. CONTAMINATED LAND

- 31. Indicate whether or not there is any known soil and groundwater contamination present as required with all preliminary submissions. Should any unanticipated contamination, underground storage tanks, drums or containers be encountered at the site, the Applicant must immediately notify the City of Alexandria Department of Transportation and Environmental Services, Office of Environmental Quality. (T&ES)
- 32. The final site plan shall not be released, and no construction activity shall take place until the following has been submitted and approved by the Director of T&ES:
 - a. Submit a Site Characterization Report/Extent of Contamination Study detailing the location, applicable contaminants, and the estimated quantity of any contaminated soils and/or groundwater at or in the immediate vicinity of the site.
 - b. Submit a Risk Assessment indicating any risks associated with the contamination.
 - c. Submit a Remediation Plan detailing how any contaminated soils and/or groundwater will be dealt with, including plans to remediate utility corridors. Utility corridors in contaminated soil shall be over excavated by 2 feet and backfilled with “clean” soil.
 - d. Submit a Health and Safety Plan indicating measures to be taken during remediation and/or construction activities to minimize the potential risks to workers, the neighborhood, and the environment.
 - e. Applicant shall submit 5 copies of the above. The remediation plan must be included in the Final Site Plan. * (T&ES)

L. ARCHAEOLOGY

- 33. All development activities will be in compliance with the Section 106 Memorandum of Agreement executed on November 5, 1997, for the Woodrow Wilson Bridge Project that specifies that there will be no temporary or permanent impacts to the Contrabands and Freedmen’s Cemetery. There shall be no disturbance to burial features or other cultural resources during development activities, per site map provided by Alexandria Archaeology.

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34. To ensure protection, an archaeologist shall be present on site to monitor all ground-disturbance in areas where development activities have the potential to impact burials. The final site plan shall specify where these areas are located and will indicate that field verification of burial locations in these areas is required. Work will be stopped in any area where a burial is threatened, and an alternative work method will be implemented or an alternative location for the work will be found to avoid disturbance to any burial feature.
35. The final site plan shall include detail drawings that specify methods for ensuring that no burial features will be disturbed during ground-disturbing activities, including excavations for irrigation; fence construction; placement of marker stones, grave shaft outlines, and paving; demolition and reconstruction of the foundation wall on Church Street; landscaping; placement of signage; etc.
36. At least two feet of fill will be placed over all burial features, except directly adjacent to the sidewalk on South Washington Street, where this may not be feasible.
37. Tree species will be selected on the basis of their root growth patterns, and the species chosen will then be placed so as to protect the graves. Final tree locations shall be determined in consultation with Alexandria Archaeology with approval by VDHR, VDOT, and FHWA. The preliminary site plan shows trees too close to the potential grave area on the south side of the site, and minimally, locations for these will need to be adjusted.
38. All interpretive elements, including grave markers, grave outlines, text, graphics for interpretive signage, indicators of locations for interpretation during cell phone or downloaded web tours, etc., are subject to approval by OHA.

CITY DEPARTMENT CODE COMMENTS

Legend: C - Code Requirement R - Recommendation S - Suggestion F – Finding

Transportation and Environmental Services:

- F - 1. The Plan shall include a dimension plan with all proposed features fully dimensioned and the property line clearly shown. (T&ES)
- F - 2. Include all symbols, abbreviations, and line types in the legend. (T&ES)
- F - 3. Show the drainage divide areas on the grading plan or on a sheet showing reasonable information on topography along with the structures where each sub-area drains. (T&ES)
- F - 4. Provide proposed elevations (contours and spot shots) in sufficient details on grading plan to clearly show the drainage patterns. (T&ES)
- F - 5. All the existing and proposed public and private utilities and easements shall be shown on the plan and a descriptive narration of various utilities shall be provided. (T&ES)
- F - 6. The Traffic Control Plan shall replicate the existing vehicular and pedestrian routes as nearly as practical and the pedestrian pathway shall not be severed or moved for non-construction activities such as parking for vehicles or the storage of materials or equipment. Proposed traffic control plans shall provide continual, safe and accessible pedestrian pathways for the duration of the project. (T&ES)
- C - 1 Per the requirements of the City of Alexandria Zoning Ordinance Article XI, the applicant shall complete a drainage study and adequate outfall analysis for the total drainage area to the receiving sewer that serves the site. If the existing storm system is determined to be inadequate then the applicant shall design and build on-site or off-site improvements to discharge to an adequate outfall; even if the post development storm water flow from the site is reduced from the pre-development flow. The Plan shall demonstrate to the satisfaction of the Director of T&ES that a non-erosive stormwater outfall is present. (T&ES)
- C - 2 Per the requirements of the City of Alexandria Zoning Ordinance (AZO) Article XIII, the applicant shall comply with the peak flow requirements and prepare a Stormwater Management Plan so that from the site, the post-development peak runoff rate from a two-year storm and a ten-year storm, considered individually, shall not exceed their respective predevelopment rates. If combined uncontrolled and controlled stormwater outfall is proposed, the peak flow requirements of the Zoning Ordinance shall be met. If the project site lies within the Braddock-West watershed then the applicant shall provide an additional 10% storage of the pre-development flows in this watershed to meet detention requirements. (T&ES)

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- C - 3 Americans with Disability Act (ADA) ramps shall comply with the requirements of Memorandum to Industry No. 03-07 on Accessible Curb Ramps dated August 2, 2007 with truncated domes on the end of the ramp with contrasting color from the rest of the ramp. A copy of this Memorandum is available on the City of Alexandria website. (T&ES)
- C - 4 Provide a phased erosion and sediment control plan consistent with grading and construction plan.
- C - 5 All pedestrian, traffic, and way finding signage shall be provided in accordance with the Manual of Uniform Traffic Control Devices (MUTCD), latest edition to the satisfaction of the Director of T&ES. (T&ES)
- C - 6 All driveway entrances, curbing, etc. in the public ROW or abutting public ROW shall meet City design standards. (T&ES)
- C - 7 The applicant shall comply with the City of Alexandria's Noise Control Code, Title 11, Chapter 5, which sets the maximum permissible noise level as measured at the property line. (T&ES)
- C - 8 The applicant shall comply with the Article XIII of the City of Alexandria Zoning Ordinance, which includes requirements for stormwater pollutant load reduction, treatment of the water quality volume default and stormwater quantity management. (T&ES)
- C - 9 The applicant shall comply with the City of Alexandria, Erosion and Sediment Control Code, Section 5, Chapter 4. (T&ES)
- C - 10 All required permits from Virginia Department of Environmental Quality, Environmental Protection Agency, Army Corps of Engineers, Virginia Marine Resources shall be in place for all project construction and mitigation work prior to release of the final site plan. This includes the state requirement for a VSMP permit for land disturbing activities greater than 2500 SF. * (T&ES)

Police:

Landscape Recommendations

- R - 1. The proposed shrubbery should have a natural growth height of no more than 2 ½ to 3 feet with a maximum height of 36 inches when it matures and should not hinder the unobstructed view of patrolling law enforcement vehicles.

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Parks:

R - 2. It is recommended that the applicant choose a style bench that has an armrest in the middle of the bench to deter unwanted sleeping and skateboarding on the benches.

Archaeology:

F - 1. If this project is a federal undertaking or involves the use of any federal funding, the applicant shall comply with federal preservation laws, in particular Section 106 of the National Historic Preservation Act of 1966. The applicant will coordinate with the Virginia Department of Historic Resources and the federal agency involved in the project, as well as with Alexandria Archaeology.

F - 2. Given that the burial locations on the VDOT property were not surveyed in with reference to state survey coordinates, graves are not marked correctly on the preliminary site plan in this part of the site. City archaeologists will work with City surveyors to remap these burial locations as accurately as possible from the available information. The corrected locations will be provided to the designers for inclusion on the final site plan.

C - 1 All required archaeological preservation measures shall be completed in compliance with Section 11-411 of the Zoning Ordinance.

Asterisks denote the following:

- * Condition must be fulfilled prior to release of the final site plan
- ** Condition must be fulfilled prior to release of the building permit
- *** Condition must be fulfilled prior to release of the certificate of occupancy
- **** Condition must be fulfilled prior to release of the bond

RESOLUTION NO. MPA 2010-0001

WHEREAS, under the Provisions of Section 9.05 of the City Charter, the Planning Commission may adopt amendments to the Master Plan of the City of Alexandria and submit to the City Council such revisions in said plans as changing conditions may make necessary; and

WHEREAS, an application for amendment to the Southwest Quarter Small Area Plan section of the 1992 Master Plan was filed with the Department of Planning and Zoning on February 24, 2010 for changes in the land use designations to the parcels located at 1001 South Washington Street and 714 Church Street; and

WHEREAS, the Department of Planning and Zoning has analyzed the proposed revision and presented its recommendations to the Planning Commission; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on May 4, 2010 with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is in keeping with the character of the Southwest Quarter Small Area Plan;
2. The proposed amendment will meet the goals for the area and the Alexandria Open Space Plan; and
3. The proposed amendment is generally consistent with Planning Commission's long-range recommendations for the general development of the Southwest Quadrant Small Area Plan.

Based on the foregoing findings and all other facts and circumstances of which the Planning Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the amendment to the Southwest Quadrant Small Area Plan section of the 1992 Master Plan will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City.

RESOLUTION NO. MPA 20010-0001

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NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Alexandria that:

1. The following amendment is hereby adopted in its entirety as an amendment to the Southwest Quarter Small Area Plan section of the 1992 Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia:

Change the designation of parcels located at 1001 South Washington Street and 714 Church Street from CL/Commercial Low to POS/Public Open Space and Community Recreation.

2. This resolution shall be signed by the Chairman of the Planning Commission and attested by its secretary, and a true copy of this resolution forwarded and certified to the City Council.

ADOPTED the 4th day of May, 2010.

John Komoroske, Chairman

ATTEST:

Faroll Hamer, Secretary