

# ALEXANDRIA WATERFRONT COMMISSION

**Tuesday, February 17, 2015**  
**City Hall Sister Cities Conference Room**  
**301 King Street**  
**7:30 a.m.**

## AGENDA

1. Welcome and Introductions
2. Approval of Minutes from January 20, 2015
3. Robinson Terminal South Subcommittee Report
4. Ad Hoc Monitoring Group on Waterfront Construction
5. Old Town Area Parking Study
6. Marina Subcommittee
7. 500 & 501 N. Union St.
8. Old Dominion Boat Club
9. Agency Reports
  - a. February 12 Windmill Hill Park Bulkhead Community Meeting
10. Reports from Commissioners
11. Announcements / Public Comments

## UPCOMING EVENTS

- **Marina Subcommittee:** Will not meet in March
- **Waterfront Commission Meeting**  
March 17, 7:30 a.m., Sister Cities Conference Room, City Hall, 301 King St.

**Waterfront Activities, Events & Meetings:** [www.alexandriava.gov/Waterfront](http://www.alexandriava.gov/Waterfront)

**Summary Minutes**  
**ALEXANDRIA WATERFRONT COMMISSION MEETING**  
**Tuesday, January 20, 2015**  
**City Hall**  
**Sister Cities Conference Room**

**Commission Members**

***Present***

Dennis Auld, Citizen Park Planning District II  
Gina Baum, Alexandria Park and Recreation Commission  
Jerry Bennis, Alexandria Marina Pleasure Boat Leaseholders representative  
Suzanne Bethel, Old Town Business and Professional Association (OTBPA)  
John Bordner, Citizen west of Washington St.  
Shirley Downs, Alexandria Commission for the Arts  
Stewart Dunn, Alexandria Planning Commission  
Charlotte Hall, Alexandria Chamber of Commerce and Chair  
Mari Lou Livingood, Alexandria Seaport Foundation  
Jody Manor, Alexandria Convention and Visitors Association (ACVA)  
Stephen Mutty, Citizen Park Planning District I  
Ted Pulliam, Alexandria Archaeology Commission  
Paul Smedberg, Member, Alexandria City Council  
Stephen Thayer, Citizen east of Washington St. and north of King St.  
Townsend A. (Van) Van Fleet, Old Town Civic Association  
Christa Watters, Citizen east of Washington St. and north of Pendleton St.  
Ryan Wojtanowski, Environmental Policy Commission

***Absent:***

Arthur Fox, east of Washington St. and south of King St.  
Howard Bergman, Founders Park Community Association (FPCA)

***Vacancies:***

Citizen, Park Planning District III  
Historic Alexandria Foundation representative

**City Staff:**

Emily Baker, Acting Deputy City Manager  
Fran Bromberg, City Archaeologist, Office of Historic Alexandria  
Jack Browand, Commission Staff Liaison and Division Chief, Public Relations, Special Events & Waterfront Operations, Recreation, Parks, and Cultural Activities (RPCA)  
Tom Canfield, City Architect, Planning and Zoning (P&Z)  
Al Cox P&Z  
Tony Gammon, Department of Project Implementation Department of Project Implementation (DPI)  
Yon Lambert, Acting Director, Transportation and Environmental Services (T&ES)  
Jessica McVary, P&Z  
Iris Portny, Commission Recording Secretary, RPCA  
Lalit Sharma, Project Manager, Stormwater & Sanitary Infrastructure Division, T&ES  
William Skrabak, Deputy Director, Office of Environmental Quality, T&ES

**Guests:**

Christie Abramovic, resident  
Christine Bernstein, resident

Brian Buzzell, resident  
Susan Cohen, Public Art Committee;  
Dene Garbow, Harborside HOA  
Mel Garbow, Harborside  
Richard Goodale  
Hal Hardaway, 311 South Union Street  
Joan Hutter  
Peter Kilkullen, resident  
Jerry King  
John T. Long, III, Alexandria Chamber of Commerce  
Pat Miller, Public Art Committee  
Jerry McAndrews, resident  
Ruth McKenty, Beautification Committee  
Elizabeth Moon  
Herbert Rosenblum  
Al Schlachtmeyer, resident  
Dan Straub, Urban Design Advisory Committee (UDAC)  
Sloane Whelan, Fontaine & Company (EYA/RTS team)

### **Welcome and Introductions**

Hall called the Commission to order at 7:30 a.m. and Commissioners introduced themselves. She said public comments would be heard on each of the topics but the meeting was not a public hearing.

### **Approval of Minutes from December 11, 2014 & December 16, 2014**

Dunn moved and Thayer seconded that the December 11, 2014 minutes be approved. The motion passed by unanimous voice vote.

Downs moved and Dunn seconded that the December 16, 2014 minutes be approved. The motion passed by voice vote with Bordner abstaining due not having been at the meeting.

### **Robinson Terminal South Subcommittee Report**

Draft letter is posted with the meeting materials at:

<http://www.alexandriava.gov/uploadedFiles/recreation/info/WCMeetingInfo20Jan2015.pdf>

Watters said the draft letter's length reflected the fact there were no unanimous Subcommittee judgments on any of the issues. She said the Subcommittee, when it discussed how well EYA's proposed design meets the Waterfront Plan's design goals and guidelines for the RTS area, had faced the dilemma of how to reconcile the Waterfront Plan's design goals and guidelines that call for the RTS site not to be primarily residential with the fact these had assumed three Waterfront hotels, not the final two approved by Council. and one of those hotels would likely be on the RTS site. Watters said the Subcommittee also recognized that without the option of including a hotel on the RTS site, the EYA had lost a design option that would have been a major generator of public activity on the development site and its neighboring public spaces.

### ***Commission discussion***

Dunn said the wording should make clear that Council reduced the hotel number from three to two in response to public opposition to three Waterfront hotels but should not implying the

Waterfront Plan originally specified a hotel at the RTS site. Watters said she would re-word the draft letter to clarify that some of the Waterfront Plan's design goals for the RTS site became outdated when Council reduced Waterfront Plan hotels from three to two, especially paragraph 2 of the draft letter.

### ***Archaeology***

At Pulliam's request it was agreed the page 3 statement that the goal "encouraging historic interpretation consistent with the recommendations of the History Plan, is minimally met" be changed from "minimally" to "partially" to make it clear other actions should be taken. He said RTS representatives are discussing this with the Archaeology Commission and City staff.

In response to Hall's question, Watters said the statement on p 2, no. 4, goal 8 reflected that the fact Subcommittee members had disagreed about the potential impact of having Tall Ship visits at RTS and whether it would be suitable. Browand said whoever owns the docks would be responsible for their management, including that related to Tall Ship visits. Watters said EYA had not yet provided details about how such visits would be managed, including security and parking-related issues. Downs said a situation should not be allowed to develop in the future where the City might be held responsible for expenses related to private visits at RTS by vessels such as Tall Ships.

Dunn said he did not think it appropriate for the Commission to criticize EYA's incorporation of glass into the site's design for being "historically inconsistent" with the neighborhood architecture since Commissioners appeared willing to accept that the design's residential emphasis even though residential was also inconsistent with the neighborhood's historic use.

In response to Bennis' question about how the infeasibility of boat slips at RTS had been adjudicated, Watters said that determination was made by the developer.

Van Fleet said he would vote against approving the Commission draft and file a minority report because he could not support a draft letter that does not include the statement "despite the fact that some of the goals and guidelines had been met, the Commission does not approve the development because it does not meet the over-riding goal which is Goal 6, calling for maintaining a building mass and scale consistent with that of the Old and Historic District. Watters said the majority of RTS Subcommittee members felt the design met Design Goal 6 because the buildings' proposed mass, density and height are below the limits set by the Waterfront Plan. She invited Van Fleet to submit his views to Council separately.

**Action:** Commissioners deferred their vote on the draft RTS letter to their February 2015 meeting to have time to review the draft after Watters had incorporated their comments.

### ***Next steps: Timing of the Olin Plan's Phase 2?***

Mutty asked whether delaying approval of the Commission's letter to Council until February 2015 might undercut the timeliness of the letter's statement that the Olin design team "should promptly come up with Second Phase designs that address the common elements of the Plan" so private Waterfront developers can incorporate these common design elements as they move forward with constructing their projects. Baker said staff would not begin finalizing the scope of the next phase of the Olin design until Council has given staff guidance on how to phase Waterfront Plan elements into the Capital Improvements Plan (CIP) budget being developed. She said this guidance is expected at Council's January 27, 2015 meeting.

Browand said staff is working with private developers to identify the common design elements they can incorporate into their private Waterfront developments. In response to Downs' question, Baker said staff will be breaking out costs for various Waterfront elements as well as identify possible sources to fund those elements.

### ***Public Comments***

Hall invited public comments on the specifics of the Commission's draft RTS letter.

**Christie Abramovic** (1040 N. Royal St.) said she supported the EYA design plan overall as a way to activate the area but did not have specific suggestions for the draft letter.

**Pat Miller**, Waterfront Art/ History Committee, said the draft letter's paragraph that calls for moving ahead with the Olin design's next phase developing is especially important. She reported that when the Art/History Committee met with the EYA design team EYA said they are ready to move forward to integrate elements of the Art and History Plans into their own design but cannot do so until the Olin team adds in these details for design elements common to public and private Waterfront spaces. Miller said EYA has offered some wonderful ideas that will establish positive ground rules that could be incorporated in the rest of the area.

**Peter Kilkullen**, Harborside resident, suggested that after paragraph 2 on page 2's statement "the proposed building design does not meet the plan's broader guidance for building styles that refer to 18th century warehouse style architecture", a sentence be added to the letter that includes examples of the "building style" expected at the site.

### **Special Events Proposed Policy Update**

**Note: The full briefing is posted to:**

<http://www.alexandriava.gov/uploadedFiles/recreation/info/WCEvents20Jan15.pdf>

Hall introduced Browand to review the proposed Special Events Policy Update (policy update) provided to Commissioners the previous week. She said Commissioners had raised a number of concerns about the proposed modifications with her and because of this Commissioners would discuss, but not vote on, the proposed policy update that morning to have more time to consider them. Hall said the Park and Recreation Commission was briefed on the proposed policy update at its January 15, 2015 meeting, was generally supportive of it, but had not yet voted on it. She said the Park and Recreation Commission had asked staff to pull only the foot races section out of the proposal so it could be studied further.

Browand reviewed the process that developed the Special Events Policy update, begun in late summer 2013, and the five principal policy changes proposed. He said the goal of the review, initiated at the City Manager's request, was to identify measures to improve user satisfaction.

### ***How to balance the need to accommodate large events with their impacts on residents.***

Thayer said neighborhood residents would prefer that large events are not held on consecutive weekends and the Special Events Policy should do more to balance demand for hosting large public events with the impact of those events on residents' quality of life, especially if the current restriction limiting events in Old Town with over 500 attendees to alternating weekends is lifted. He said the importance of this balance will increase when the large public space planned for the foot of King Street becomes available as a venue for public activities.

Browand said the City review process already considers a proposed large event's potential impact on residents and how to mitigate those impacts and consults with businesses and residents about potential community impacts. Baum said the City already has a rigorous process to review applications to hold large scale events in the City.

In response to Dunn's question about how the City notifies residents of an event, Browand said staff works primarily with civic associations and, since not all residents join civic associations, the City issues general public announcements and posts signs as needed.

***Large events' impact on the City resources needed to support an event***

Browand said there is rarely a weekend between April and October without a large event somewhere in the City and, with limited City resources to support such events, it is unlikely more than one large event would be scheduled on the same weekend. He said the Special Events Committee that reviews applications, with representatives from the 12 City agencies that provide resources to support large events plus the Alexandria Convention and Visitors Association, carefully considers an event's impact on City resources.

***Ideas for keeping the alternating weekend restriction on large events in Old Town and updating other parts of the policy***

Mutty suggested keeping the current alternating weekends policy for large events and adding an option for staff to offer an applicant wanting an exception to the policy the opportunity to pay an "impact fee" that the City could waive if appropriate. Browand said an impact fee of this type could be considered.

Watters said this might not be the best time to change the alternating weekend events rule since Old Town residents are already concerned about the potential neighborhood impacts of opening up new large spaces planned for public activities on the Waterfront.

Dunn asked if the alternating weekend policy had created specific problems that prompted staff to propose eliminating this requirement. He said the proposal seems to favor the needs of event sponsors over those of neighborhood residents. Browand said the goal is to give staff more flexibility for responding to event requests but in many instances staff has been able either to encourage sponsors to move an event out of Old Town or choose a different date.

***Encouraging large-scale events in neighborhoods outside Old Town***

Downs said other City areas such as the West End or Holmes Run Park would welcome hosting large scale events now held in Old Town, such as walks and races. She said encouraging more large events in these areas would enhance community recreation and attract additional patrons for local businesses. Bordner said when he'd asked neighbors living west of Washington Street what they thought of the proposed policy update many said they would like to take more advantage of Old Town and the Waterfront area, but he said eliminating the alternating weekend rule could also create an undue burden on the Waterfront and take away a current incentive to push some large events to other parts of the City.

Baum said the proposed policy update's main advantage is to help staff respond in a more timely fashion to requests to hold large events by changing the authority to grant an exception to the alternating weekend rule from Council to staff. She said Council's schedule sometimes prevents an exception being approved quickly enough for an event sponsor's planning needs.

Several Commissioners said that, to improve efficiency, the policy update could transfer the authority to grant exceptions to staff without eliminating the alternating weekends rule.

***Inputs into the policy review by groups that sponsor smaller events***

Livingood said her organization, the Seaport Foundation, was sent a survey to complete, but was not invited to take part in the special events focus group. She said non-profit sponsors of small events, such as the Seaport Foundation whose annual Seaport Day attracts about 300 people, should also be invited to work with staff when proposals are being finalized, especially if special events fees might be raised. Bethel, executive director of the Art League, said she had participated in the Special Events Policy focus group and supports the proposed policy update in general as a way to streamline the current events process.

***Potential impact on neighborhood businesses and parking***

Hall said more consideration is needed for the question of how allowing more frequent large events would impact parking and should be considered by the recently reconvened by the Old Town Area Parking Study (OTAPS). She said many employees of Waterfront businesses, for example, use garages located on Union Street.

***Revenue impact of eliminating the every-other-weekend rule for large events in Old Town***

Manor said he supports eliminating the alternating weekend rule as a modest proposal that would, for example, allow a morning race and evening movie and also offers a chance for additional City revenue at a time the City is considering a Waterfront Plan estimated to cost \$120 million to implement fully.

Dunn asked how much additional City revenue is projected if the alternating weekend rule were eliminated and what the additional costs to the City might be. Browand said the City would be reimbursed by an event's sponsor for any additional costs. He said potential revenue estimates are difficult without knowing the nature of the additional events that sponsors propose. He said an additional \$40,000 revenue a year might be generated by Tier 4 and Tier 5 events, those that significantly or primarily benefit an event's manager. Browand said it's not possible to estimate revenue from additional rentals of a park or public space without knowing the nature of the event and whether the City will be a co-sponsor.

In response to Bennis' question, Browand said the City does not have a projection of the net impact on additional business-related revenue that an event might generate. Van Fleet said the City's biggest annual revenues from business taxes are probably generated on the days of the St. Patrick's Day Parade and Scottish Walk.

**Action:** Commissioners agreed to continue discussing the proposed Policy Update at their February 2015 meeting.

***Public Comments***

**Christine Bernstein**, resident of the Founders Park community, said increasing the frequency of large events in Old Town looks like an opportunity to increase City revenue that will diminish residents' quality of life. She said the frequency of weekend events should not be increased when the neighborhood impact of major construction on multiple Waterfront

projects already worries residents. She said the City should find additional ways to inform individual residents about events since many residents are not civic association members.

**Ruth McKenty**, member of The Oronoco's board, said Oronoco owners will not complain about additional events being held because their condominium purchase contract specifies weekend Waterfront events are held.

**Peter Pennington** said measures to enhance City tourism while mitigating its impact on residents are important. He said the City should manage events in a more businesslike manner and should be able to predict, for example, the likely revenue from an event and what the event will cost. He said he was frustrated as an organizer for the City-sponsored War of 1812 celebration by the fact the City could not tell organizers in advance (1) how much the costs to the City would be, and (2) which City permits would be needed. He said the City should develop a "one-stop shopping" Special Events location that makes event planning easy for organizers by offering one central place with information about the event planning process where a person can also apply for permits and pay fees.

**Jerry King** said the City should consider whether demand for event venues would justify raising fees.

### **Windmill Hill Park Bulkhead Community Meeting #1**

Browand said the community meeting cancelled on January 12, 2015 to discuss the stabilization of the park's shoreline will be rescheduled for February 2015 to allow for sufficient preparation. In response to Hall's report that she had received many calls from people confused about the scope of changes planned for the park, Browand said the Windmill Hill Park improvements are currently limited to the stabilization of the park's shoreline.

### **Ad Hoc Monitoring Group on Waterfront Construction**

*Meeting Presentation posted to:*

<http://www.alexandriava.gov/uploadedFiles/special/WaterfrontPlan/FinalPPP13January2015Website.pdf>

Bordner, the Commission's representative on the City's Ad Hoc Monitoring Group on Waterfront Construction (Monitoring Group), reported on its second meeting, held January 13, 2015 meeting. Bordner, the Monitoring Group's chair, said the Monitoring Group's function is to serve as the community liaison for construction-related issues on private development projects, not as a policy group. Bordner said the Carr hotel project, one of the five projects being monitored, is on hold for the moment. Bordner said the Monitoring Group received a information from the City Attorney's office explaining why it is too late in the process for the City, in response to community requests, to discuss with Carr the option of their transporting construction materials by barge not truck. He said the Monitoring Group was advised this issue should have been raised when Carr's request for a Development Special Use Permit (DSUP) was considered. Bordner said the Monitoring Group was briefed about DSUP conditions attached to the Carr permit and, among other issues, the Monitoring Group will discuss potential truck hauling routes for the Carr construction. Bordner said AlexRENEW had also briefed the Monitoring Group about the Potomac Interceptor Cleaning Project. (See documents posted at above link.)

Bordner said that as construction plans move forward on the Carr hotel the Monitoring Group will assist the City with outreach to the community. He said the Monitoring Group's next monthly meeting is scheduled for February 9, 2015 at 6 PM.

### **Agency Reports**

#### ***Combined Sewer System Long Term Control Plan - Community Meeting Thursday February 5, 2015 - Bill Skrabak (T&ES) Lalit Sharma (T&ES)***

Skrabak reported the City had scheduled a February 5, 2015 meeting at 7PM to begin the City's process for developing a long-term plan for addressing the need to reduce the impact from the City's Combined Sewer System (CSS) over the next 10-15 years. He said the finalized plan is due by August 2016. He said T&ES had also scheduled meetings to discuss CSS with the Old Town Civic Association, the Civic Federation, the Environmental Policy Commission and Council to provide an overview of the work requirements, timeline, and technology options and other issues.

Skrabak said the cost of sewer separation under private developments is born by the developer and, for City costs related to the work, the City will be identifying grant and other funding opportunities. Baker said the Carr Hotel, RTS and RTN properties are outside the Combined Sewer System area. In response to Dan Straub's question, Skrabak said green infrastructure will be among the strategies for addressing the issue. Wojtanowski said the RTN development team has incorporated a green roof into its design to mitigate stormwater run-off's impact.

Smedberg said the public meeting also include information about financing strategies for the Combined Sewer Overflow (CSO) project. Watters said it needs to be made clear what role payments made through the sewage and water bills will play in financing the project.

#### ***NRG Corrective Action Plan February 3, 2015***

***Information on NRG is posted to <<http://alexandriava.gov/GenOn>>***

Skrabak announced that VA Department of Environmental Quality (VDEQ) had scheduled a public meeting on February 3, 2015 to obtain public comment on the proposed Corrective Action Plan (CAP) for the NRG (formerly GenOn) site. He said VDEQ has extended the public comment period for this CAP until February 13, 2015.

Hall reminded Commissioners to publicize these meetings to their constituencies.

In response to Christine Bernstein's question, Skrabak said NRG, as PEPCO's lessee for the property, is responsible for cleaning up the property.

### **Marina Committee**

***Robinson's Presentation 'Tools Used to Reduce Trash in the Anacostia River' is posted at: <http://www.alexandriava.gov/uploadedFiles/recreation/info/DCTrashMitigationPresentation.pdf>***

Thayer reported the Marina Committee's January 8, 2015 meeting had addressed three issues: Marina dredging, reinforcement of the Marina boardwalk, and riverfront debris mitigation. He said the Committee's Ad Hoc Debris Subcommittee, co-chaired by Mutty and Livingood, had arranged the first of several planned briefings about how other jurisdictions address river debris. Matt Robinson, with the Stormwater Management Branch of the DC Department of the Environment, briefed on how DC addresses Anacostia River trash. Thayer

said the Committee will next invite City officials to provide information about likely sources of debris along the City's riverfront. Mutty said the Debris Subcommittee had also surveyed 50 public and private entities along the Potomac about how they handle their own river debris.

### **Reports from Commissioners**

#### ***Information on interim measures to create usable public space on ODBC sites.***

Auld said he would like the Commission to prioritize on future meeting agendas discussion of time-sensitive issues related to Waterfront Plan phasing after they have been raised at a meetings. He said an example is the need to consider how to respond to Frank Fannon's comment at the December 11, 2014 Joint Commission meeting on Waterfront Plan phasing and funding options that the Old Dominion Boat Club (ODBC) might be able to vacate its clubhouse within 30 months while staff has said construction on Phase 1 of the City's Waterfront Plan elements will probably not begin for three to five years after the planning process has begun. Auld asked that the Commission be given information about how quickly the City could, assuming available funding, convert the vacated ODBC sites into usable public open space as an interim measure before work starts on Phase 1.

Gammon said it would not be possible to project a timeline for Waterfront Plan phasing before Council's January 27, 2015 meeting because Council was expected to advise staff then how to integrate Waterfront Plan phasing into the five-year Capital Improvement Plan (CIP). Gammon said that even though Phase I design and permitting will likely take three to five years, staff is considering interim public space improvements on the ODBC sites.

In response to Auld's request, Gammon said he would also provide a one-page sheet with details of the \$52 million and \$120 million cost projections.

#### ***Reports of tentative timelines consolidating private and public space construction projects***

In response to Commissioners' requests for a written consolidated schedule of tentative timelines for each private and public space Waterfront project to be updated as new information develops, Gammon said he could compile the information but cautioned that timelines will change as circumstances evolve. Browand said staff can develop more detailed timeline projections after receiving Council's guidance at the end of the January on how to integrate Waterfront Plan phasing into the CIP.

#### ***A Waterfront "czar"?***

Mutty proposed the Commission discuss at a future meeting whether to recommend the City create a "Waterfront czar" position to coordinate current and planned public and private Waterfront-related projects. Hall said Commissioners' interest in this idea has been conveyed to Council and staff and is being discussed.

### **Adjournment**

The meeting was adjourned at 9:45AM.



# *Alexandria Waterfront Commission*

*Department of Recreation, Parks and Cultural Activities*

*1108 Jefferson Street*

*Alexandria, Virginia 22314*

February 17, 2015

Mayor William D. Euille  
Vice Mayor Allison Silberberg  
Councilman John Taylor Chapman  
Councilman Timothy B. Lovain  
Councilwoman Redella S. Pepper  
Councilman Paul C. Smedberg  
Councilman Justin M. Wilson

Re: Robinson Terminal South Development Proposal

Honorable Mayor and members of City Council:

At the Alexandria Waterfront Commission's December 16 meeting, The Commission established an ad hoc subcommittee to review the development proposal for the Robinson Terminal South Plan. The subcommittee was tasked with drafting a position to be forwarded to the full Commission at its next regular meeting. Following is the report submitted to the Commission on, February 17, 2015.

The Committee reviewed the proposal in light of the eight Development Goals and fourteen Development Guidelines set forth for that area in the Alexandria Waterfront Small Area Plan (see attached document stating those goals and guidelines). In comparing the proposal to the plan, we encountered the following problem: The goals and guidelines for the Robinson Terminal South site were drawn up with the expectation that the site's major tenants would include a hotel, which would by its very nature invite and encourage public use and activity on the site and its adjacent public spaces. In its final vote on the Waterfront Plan, the Council approved two hotels for the waterfront rather than the three originally envisioned, ultimately resulting in the elimination of any hotel on the RTS site. Thus, an exact comparison is inherently impossible, because the goals and guidelines were not rewritten subsequent to the approval of the plan and the decision not to locate a hotel on RTS.

Finding that there is currently little market for additional office space in that part of Alexandria, the developer proceeded with a plan for predominantly residential development. Because predominantly residential use was not envisioned, and in fact was specifically discouraged by the plan for the RTS site, some of the goals and guidelines of the Waterfront Plan for this site are not in line with the uses proposed by the developer.

The proposal meets the goals and guidelines of the plan in many respects. The following points are areas where the committee found significant disparities with regard to meeting the goals:

1. Goal 1 clearly states that the site should employ mixed land use and a design that invites the public and encourages activity within the proposed development and in the adjacent public spaces. While the proposal is for mixed use, including plans for a ground level restaurant in the large building facing the water and for lifestyle retail or a specialty food market in the preserved and renovated 2 Duke Street Building, the remainder of the “public” uses of the buildings will be as residential lobbies, which the committee did not believe qualify as “inviting to the public” in the same way that hotel lobbies, for example, would. The plan specifically said the site should not be primarily residential, yet the elimination of the hotel left little in the way of economically feasible alternatives for the site in the current economy. Some members believe there could be more planned commercial use of first floor spaces, perhaps including useful small retail or professional offices. Other members pointed out these spaces would be largely dead at night.
2. Whether Goal 6, maintaining a building scale compatible with the existing fabric across South Union Street and Wolfe Street, was attained was controversial. The mass and density, as well as the height of the buildings, are below or at the limits set in the Waterfront Plan, so the proposal is in compliance in that respect. However, some members of the committee and of the neighborhood residents in attendance at the meeting said they believed there needed to be more setbacks of upper stories on the corners adjacent to existing homes and more modulations to the rooflines. Several said the modern designs and heavy use of glass have little relationship to the historic context. The committee believes that architectural design and details are the province of the Board of Architectural Review, and leaves further consideration of such matters to that body. In addition, the proposed building designs do not adequately meet the plan’s broader guidance for building styles that refer to 18<sup>th</sup> century warehouse style architecture.
3. With regard to whether Goal 7, maximizing water views from buildings, streets and rooftop open spaces, has been achieved, there will be public views from the restaurant and the outdoor public spaces. However, the only usable rooftop space is for the private use of townhouse owners and is internal, not on the water.
4. Goal 8, the inclusion of a public marina, was found to be infeasible by the developer, who instead has included floating piers where transient boaters may tie up during visits to the City. Staff said this decision would avoid providing such marina services as fueling, parking, waste removal, and security. Some commission members believe that it is not feasible to have transient tie-ups without providing those services, which would come at a cost to the City or the new site’s governing association. Day use, however, is provided at other locations like Georgetown and Washington’s Southwest waterfront and our own current marina without offering full marina services such as fueling. The proposal also suggests providing space at the existing piers for visiting tall ships to dock. Committee members pointed out tall ships generally stay more than a day, so questioned the feasibility of their using this pier.

We found that the goals of improving water access, providing public amenities, extending streets and providing an additional east-west alley have been met. Pedestrian connectivity is much improved over current conditions.

**Meeting the guidelines:**

- Guidelines 1 and 2 regarding the encouragement of active public spaces are, as discussed above with regard to Goal 1, impacted by the major change of use resulting from the decision not to build a hotel on the site. Further, Guideline 2, which refers to an emphasis on arts, history and culture, including a museum, as well as “vibrant commercial uses,” is essentially moot in this proposal for largely residential uses, except that it meets the requirement to facilitate the vision for the Strand.
- Guideline 3: Residential use is only partly away from the water and while the developer says the lobbies of the multifamily building will be open to the public, we do not believe this access genuinely encourages public use.
- Guideline 4 is not met, as the town house portion of the complex does have ground floor residential use.
- Guidelines 5, 6, and 7 are met.
- Guideline 8, encouraging historic interpretation consistent with the recommendations of the History Plan, is partially met. However, there is little reference in the architectural design or proposed uses to Alexandria’s maritime history. Several participants said that the tall poles in the designs do not really suggest ships’ masts to most viewers. The developer team said it would continue to work with relevant City bodies, including the History, Art, and Archaeology Commissions, to develop necessary additions and detail. The committee did not find that the design adequately reflects the maritime heritage of the City and the site. Height requirements were met.
- Guideline 9 was met.
- Guideline 10 with regard to parking: City staff said the proposal meets the guidelines for residential parking spaces. They have not yet determined whether the proposal meets the requirements for commercial parking spaces. Again, the guidelines have been superseded by the deletion of the hotel from the Plan.
- Guideline 11 is met.
- Guideline 12 is moot, the developer having determined a marina is not feasible as part of their plan.

- Guideline 13 for public amenities has been met in the sense that public art, with historical interpretive information, is planned for the site. The open space requirements and improvements to street end green spaces have been met. The intended kayak launch will not be included at this site. The pier will be retained and improved for public gathering space, tall ship docking, and to provide access to floating piers for transient use. Environmental amenities beyond the minimum are included.
- Guideline 14 is met.

We note that there remains significant public concern over adequate parking provisions and we recommend that the City consider revisiting that issue with affected neighborhood residents.

Lastly, we are concerned that the Olin Plan for the public areas should promptly come up with Second Phase designs that address the common elements of the Plan. As private development proceeds apace, and the developers construct the portions of public space that they have committed to, it is only sensible that they know what materials and designs will be used for common areas along the full length of the waterfront. These are what Olin earlier referred to as the common language of design elements such as pavers, lamps, benches, historic markers, etc. We strongly recommend that such a unified design be finalized soon, and that it incorporate best environmental practices.

The Alexandria Waterfront Commission voted to accept the above report and is forwarding it to City Council effective February 17, 2015.

Respectfully submitted,

Charlotte A. Hall, Chair  
Alexandria Waterfront Commission

Attached: Robinson Terminal South Development Goals and Guidelines

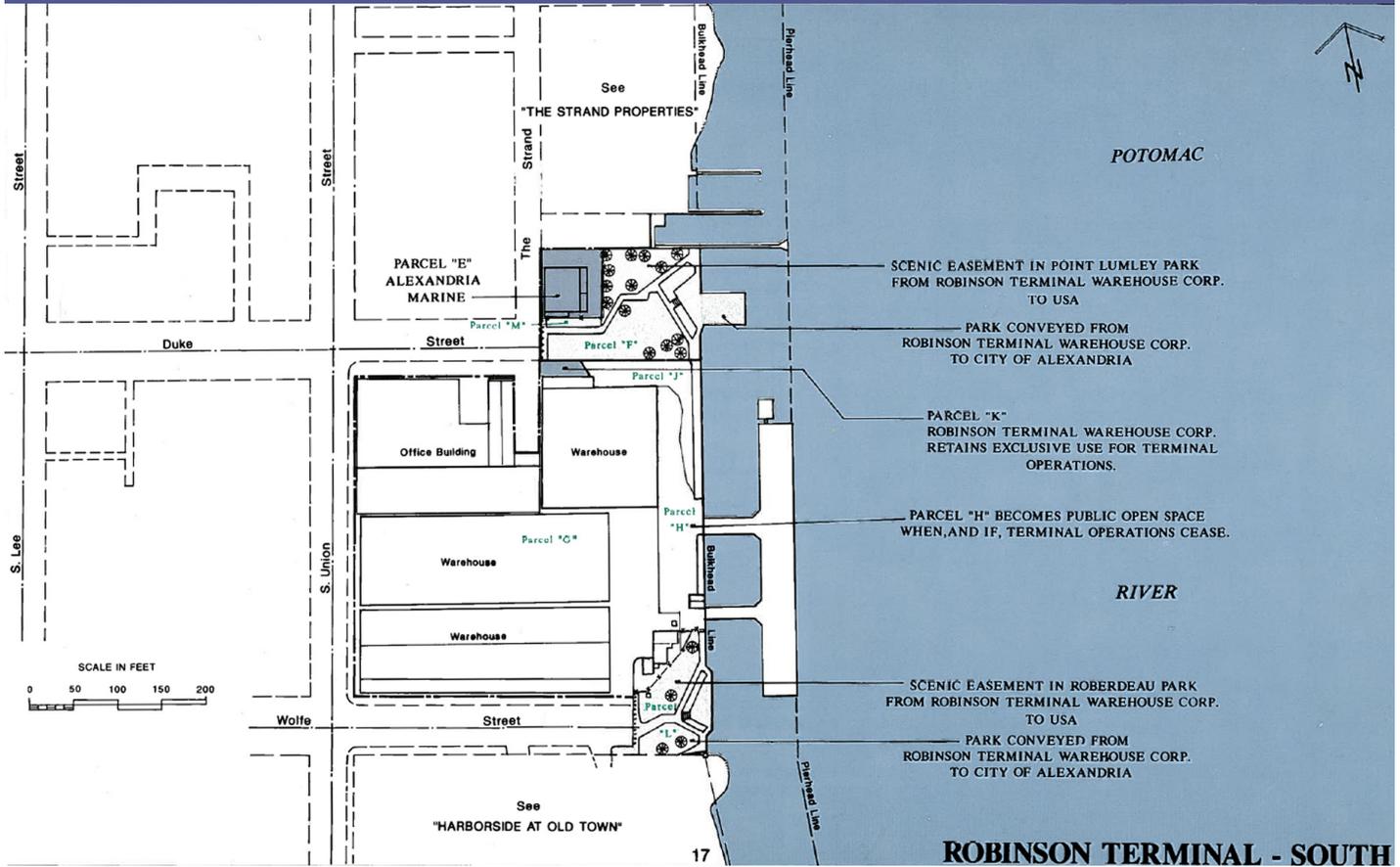
cc: Planning Commission  
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# Robinson Terminal South

Like Robinson Terminal North, the Plan envisions redevelopment in the same general scale as outlined in the settlement agreement, with height not to exceed fifty feet, which is the existing limit. The two primary parcels, between Duke and Wolfe Streets, consist of 134,158 square feet. Adjacent to the primary parcels is 226 The Strand, a 6,258 square foot parcel which currently contains the Alexandria Marine building. This parcel is also considered part of the Robinson Terminal South site under the settlement agreement.

Under the settlement agreement, a total of 380,529 square feet is allocated across the three parcels. The City's W-1 zone allows a total of 327,293 square feet at a maximum of 2.0 FAR across the three parcels; the Plan's recommendations to move to the settlement agreement allowances would increase the maximum permitted density by 53,136 square feet. Under the 1992 Zoning Ordinance, the allowable height is 30 feet above the average finished grade, which can be increased to a maximum of 50 feet with the approval of a Special Use Permit.

Figure 32: Robinson Terminal South settlement agreement Map



# Robinson Terminal South

## DEVELOPMENT GOALS:

1. Employ a land use mix and design which invites the public and encourages activity within the proposed development and in the adjacent public spaces.
2. Provide extensive public amenities and free access to and along the water's edge.
3. Improve access by extending neighboring streets and creating new east-west alleys.
4. Create improved pedestrian connections to an improved and expanded public pier.
5. Pay homage to historic Point Lumley through public space design and interpretive features.
6. Maintain a building scale compatible with existing fabric across South Union Street and Wolfe Street.
7. Maximize water views from buildings, streets and rooftop open spaces.
8. Redevelopment that includes a new pleasure boat marina is encouraged.

Figure 33: Robinson Terminal South Conceptual Massing Model



# Robinson Terminal South

## DEVELOPMENT GUIDELINES:

1. Active uses which welcome the public should be part of any development, and constitute the predominant ground floor uses. Active ground floor uses shall be located as generally depicted in the Public Space and Active Frontages Diagram (Figure 34), and shall consist of uses that are open and welcoming to the public during normal business hours, such as lobbies, restaurants, retail, civic or cultural uses. There shall be adequate and reasonable buffering of the existing residential uses facing the site on Wolfe Street and South Union from the active uses in the new development.
2. The preferred use on the site is mixed use, emphasizing arts, history and culture (including a museum) and including vibrant commercial uses (such as hotel). In particular, facilitate the vision for The Strand and its uses.
3. Residential use and design should be compatible with a high level of public activity and located away from the water.
4. Residential use should not be the primary use of the site. The location, design and specific type of residential use proposed must coexist well with the other planned uses on the site and planned public activity in the public spaces adjacent to the residential development. Ground floor residential units are not permitted.
5. The streetscape and pedestrian experience along South Union Street, The Strand, Duke Street and Wolfe Street should be enhanced; in addition to special pavement, undergrounding utilities, street trees and appropriate light fixtures, and design should enhance the views of the water, pedestrian access and porosity and reflect the historic orientation of buildings and alleyways.
6. A new east west connection north of Wolfe Street between South Union Street and the pier is strongly encouraged.
7. An extension of The Strand from Duke Street is strongly encouraged, with a pedestrian-only connection at the The Strand/Wolfe Street intersection to buffer the Harborside community.
8. Historic interpretation, consistent with the recommendations of History Plan, should inform every aspect of the design of the redevelopment and adjacent public spaces, including recognition of the southern point of the original shoreline.
  - Buildings and open space should reflect Alexandria's maritime history.
  - The Plan encourages modern design inspired by historic precedent (such as 18th century Alexandria warehouse architecture) while maintaining compatibility with nearby residential neighborhoods and ensuring compliance with the Potomac River Vicinity Height District regulations.
  - Architecture should reflect historic east-west orientation of buildings, alleys and wharves.
  - The historic 2 Duke Street warehouse shall be preserved and adaptively reused.
9. Curb cuts should not be located on any building and/or block frontages facing the water or South Union Street, and should be minimized if facing residences along Wolfe Street.

## DEVELOPMENT GUIDELINES CONTINUED:

10. Parking for new buildings should be accommodated on site and below grade. Although the Plan anticipates low parking ratios, the applied ratio must be consistent with industry norms for similar hotels.
11. Shoreline treatment at Robinson Terminal South should include native plantings and naturalization where possible.
12. Robinson Terminal South is a potential location for a new and expanded pleasure boat marina. The proposed marina is conceived to be financially self-supporting as either a publicly or privately built and operated marina, and may be developed and operated in conjunction with the landside redevelopment of Robinson Terminal South. If the developer of the Robinson Terminal South development site does not develop the marina, it shall cooperate with the City and others to allow its development by others.
13. As part of redevelopment, on and off site public amenities shall be provided by the developer of the site. The specific amenities to be provided will be determined during the development review process. Desirable public amenities include:
  - Public art as a prominent feature of the public realm, both on public and private property. The recommendations of the Art Plan should be incorporated, to the greatest extent possible, in the design for the redeveloped warehouses, pier, and public spaces.
  - Open spaces with public access easements and/or dedications, provided as generally reflected in the Proposed Public Space and Active Frontages (Figure 34). The Plan encourages new open space to be provided on an improved pier, consistent with the federal settlement agreement. The Plan encourages the use of Parcel E for park, civic, or cultural activities. Riverside open space widths of less than 100 feet are acceptable only if it is found that an alternative site design better meets the objectives of this Plan.
  - Significant improvements shall be designed for Duke, Wolfe and additional street ends with green, pedestrian areas extending from The Strand to the water to expand the waterfront open space area.
  - A new kayak launching area at the foot of Duke.
  - Retention of the Robinson Terminal pier, repaired and expanded to be used as a public space and incorporated into the public space/pedestrian concept for the Plan as a whole. The Plan recommends that connections be provided at both the northern and southern ends of the pier, and improvements made to ensure the safety of users. Examples of potential uses on the pier area include water features, river watching, bocce, horseshoes, shuffleboard, plant and sculpture gardens, or outdoor cafes. Until or unless a pleasure boat marina is constructed adjacent to the Robinson Terminal South pier, the use of the pier as a docking location for larger vessels should be maintained.
  - Environmental amenities, above and beyond the minimum required.
14. The maximum FAR and floor area allowed is included on the chart at page 105.