



Docket Item #4

Special Use Permit #2013-0054
1001 South Washington Street and 714 Church Street –
Contrabands and Freedmen’s Cemetery Memorial
Sculpture

Application	General Data	
Consideration of a Special Use Permit request for an increase in height to an amount not to exceed 40 feet for an ornamental structure.	Planning Commission Hearing:	September 3, 2013
	City Council Hearing:	September 21, 2013
Address: 1001 South Washington Street and 714 Church Street	Zone:	POS
Applicant: Department of Recreation, Parks, and Cultural Activities, represented by James Spengler	Small Area Plan:	Southwest Quadrant

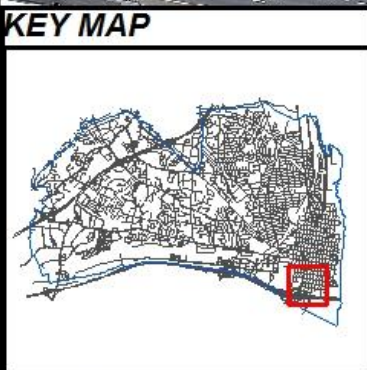
Staff Recommendation: APPROVAL

Staff Reviewers: Colleen Willger, AICP, LEED AP BD+C; colleen.willger@alexandriava.gov

PLANNING COMMISSION ACTION SEPTEMBER 3, 2013: On a motion made by Mr. Mycek, seconded by Mr. Dunn, the Planning Commission voted to recommend approval of Special Use Permit #2013-0054 to increase the height to an amount not to exceed 40 feet for an ornamental structure. The motion carried on a vote of 7 to 0.

Reason: The Planning Commission agreed with the staff analysis.

SUP #2013-0054
1001 South Washington Street and 714 Church Street
Contrabands and Freedmen's Cemetery Memorial Sculpture



SUP #2013-0054
1001 S Washington St. &
714 Church St.

9/3/2013 N



I. DISCUSSION

The applicant, the Department of Recreation, Parks, and Cultural Activities, requests Special Use Permit approval to increase the height to an amount not to exceed forty (40) feet in the case of an ornamental structure.

SITE DESCRIPTION

The site is known as the Contrabands and Freedmen's Cemetery Memorial and is located in the southern part of Old Town. The project area consists of two contiguous lots of record: one at 1001 South Washington Street and the other at 714 Church Street. The site 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 cemeteries, light commercial and residential uses.

BACKGROUND

The Contrabands and Freedmen's Cemetery Memorial was approved by City Council in 2010 (please refer to attached staff report for project description). As part of that application, a sculpture was envisioned to be a prominent focal point of the memorial. However, no design concepts of the sculpture were in place during that time as it was understood that the artistic expression of the piece would be approved through a separate process. The Art Commission and City Council approved the design of the sculpture in fall 2012. The sculpture was installed at the end of July 2013.

PROPOSAL

The applicant is proposing an increase in height from fifteen (15) feet to twenty-two (22) feet to accommodate a public art sculpture for the Contrabands and Freedmen's Cemetery. The cemetery is a nationally significant, Civil War era, African-American cemetery that most recently became memorialized. The sculpture, by California artist Mario Chiodo, was selected after a national competition and public input. The piece is titled, "The Path of Thorn and Roses" and serves to venerate the individuals interred in the cemetery.



Figure 1. Study model of sculpture by Mario Chiodo

ZONING/MASTER PLAN DESIGNATION

The subject property is located in the POS / Public Open Space and Community Recreation zone. The POS zone limits heights of structures to fifteen (15) feet unless a special use permit is requested. Section 6-106 (A) of the Zoning Ordinance allows an increase in height up to forty (40) feet for ornamental structures, such as a sculpture, with a Special Use Permit. The proposal is consistent with the Southwest Quadrant chapter of the Master Plan, as amended, and the Alexandria Open Space Plan which designate the property for a cemetery and memorial uses.

II. STAFF ANALYSIS

Staff supports the applicant's request to increase the height for an ornamental structure. The height of the sculpture is consistent with the original design intent and the City's Public Art Policy. The design of the memorial envisioned the sculpture as being a prominent and highly visible presence at the center of the space. The height of the sculpture, approximately twenty-two (22) feet, will be easily seen from Washington and Church Streets.

The height of the sculpture is consistent with the goals in the City's Public Art Policy. For instance, the incorporation of the sculpture in the original design of the memorial enabled the artist to work from the aesthetic and tone set by the new environment of the memorial. Additionally, the location of the piece at a prominent gateway to the city strengthens the public art presence.

Staff finds that the request is simple and technical in nature, particularly given that the sculpture has previously been through a vetting process, and that existing codes and ordinances sufficiently address requirements of any other matters that could arise in the future. Staff therefore recommends approval with no recommended conditions.

STAFF: Karl Moritz, Deputy Director, Department of Planning and Zoning;
Colleen Willger, AICP, LEED AP BD+C, Urban Planner.

Staff Note: In accordance with Section 11-506(C) of the Zoning Ordinance, construction or operation shall be commenced and diligently and substantially pursued within 18 months of the date of granting of a Special Use Permit by City Council or the Special Use Permit shall become void.



DOCKET ITEM #5 A-C

EXHIBIT NO. 1

7
5-15-10

**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: <ol style="list-style-type: none"> 1. Not applicable.
Staff Recommendation: APPROVAL WITH CONDITIONS
Staff Reviewer(s): Colleen Rafferty, AICP colleen.rafferty@alexandriava.gov

PLANNING COMMISSION ACTION, MAY 4, 2010:

Master Plan Amendment Case #2010-0001:

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

MPA#2010-0001

REZ#2010-0001

DSUP#2009-0013

Contrabands and Freedmen's Cemetery Memorial

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.

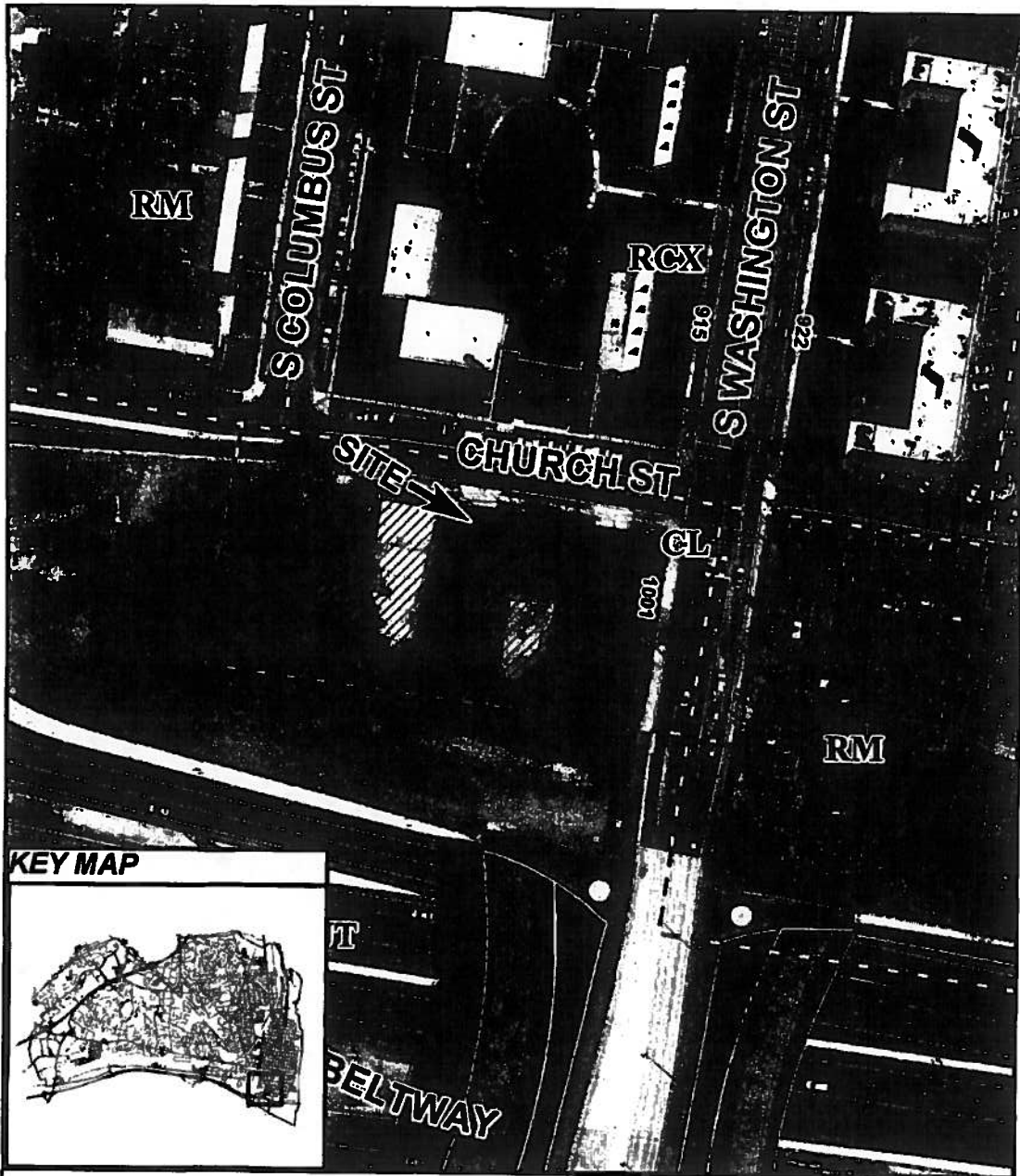
Reason: The Commission generally expressed support and agreed with staff's analysis and recommendations.

Speakers:

No speakers.

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REZ#2010-0001
DSUP#2009-0013

Contrabands and Freedmen's Cemetery Memorial



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.

Contrabands and Freedmen's Cemetery Memorial

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.

Contrabands and Freedmen's Cemetery Memorial

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,

Contrabands and Freedmen's Cemetery Memorial

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.

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REZ#2010-0001
DSUP#2009-0013
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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.

Contrabands and Freedmen's Cemetery Memorial

- 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;

Contrabands and Freedmen's Cemetery Memorial

- 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,

Contrabands and Freedmen's Cemetery Memorial

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

Contrabands and Freedmen's Cemetery Memorial

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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REZ#2010-0001

DSUP#2009-0013

Contrabands and Freedmen's Cemetery Memorial

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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REZ#2010-0001

DSUP#2009-0013

Contrabands and Freedmen's Cemetery Memorial

- 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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Contrabands and Freedmen's Cemetery Memorial

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

Page 2

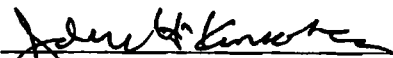
NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Alexandria that:

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:

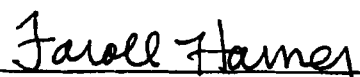
Change the designation of parcels located at 1001 South Washington Street and 714 Church Street from CL/Commercial Low to POS/Public Open Space and Community Recreation.

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

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APPLICATION

MPA# 2010-0001

REZ # 2010-0001

Master Plan Amendment MPA# _____

Zoning Map Amendment REZ# _____

PROPERTY LOCATION: 1001 South Washington Street and 714 Church Street

APPLICANT

Name: Emily Baker

Address: 301 King Street, Alexandria, VA, 22314

PROPERTY OWNER:

Name: City of Alexandria

Address: 301 King Street, Alexandria, VA, 22314

Interest in property:

- Owner Contract Purchaser
- Developer Lessee Other _____

If property owner or applicant is being represented by an authorized agent such as an attorney, a realtor, or other person for which there is some form of compensation, does this agent or the business in which they are employed have a business license to operate in Alexandria, VA:

- yes: If yes, provide proof of current City business license.
- no: If no, said agent shall obtain a business license prior to filing application.

THE UNDERSIGNED certifies that the information supplied for this application is complete and accurate, and, pursuant to Section 11-301B of the Zoning Ordinance, hereby grants permission to the City of Alexandria, Virginia, to post placard notice on the property which is the subject of this application.

Emily Baker

Print Name of Applicant or Agent

Emily Baker
Signature FOR EMILY BAKER

301 King Street

Mailing/Street Address

703.746.4025

Telephone # Fax #

Alexandria, VA, 22314

City and State Zip Code

02/23/10

Date

DO NOT WRITE IN THIS SPACE - OFFICE USE ONLY

Application Received: _____ Fee Paid: \$ _____

Legal advertisement: _____

ACTION - PLANNING COMMISSION _____ ACTION - CITY COUNCIL: _____

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MPA # 2-10-0001
 REZ # 2010-0001

SUBJECT PROPERTY

Provide the following information for each property for which an amendment is being requested. (Attach separate sheets if needed.)

Address Tax Map - Block - Lot	Land Use		Master Plan Designation		Zoning Designation		Frontage (ft.)
	Existing	Proposed	Existing	Proposed	Existing	Proposed	Land Area (acres)
1 1001 Washington Street 083.01-01-03	vacant	memorial	commercial	Park-OpenSpace	CL	POS	43 acres
2 714 Church Street 083.01-01-04	vacant	memorial	commercial	Park-OpenSpace	CL	POS	58 acres
3 _____	_____	_____	_____	_____	_____	_____	_____
4 _____	_____	_____	_____	_____	_____	_____	_____

PROPERTY OWNERSHIP

Individual Owner Corporation or Partnership Owner

Identify each person or individual with ownership interest. If corporation or partnership owner, identify each person with more than 10% interest in such corporation or partnership.

- Name: City of Alexandria Extent of Interest: 100%
 Address: 301 King Street, Alexandria, VA, 22314
- Name: _____ Extent of Interest: _____
 Address: _____
- Name: _____ Extent of Interest: _____
 Address: _____
- Name: _____ Extent of Interest: _____
 Address: _____

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MPA # 2010-0001
REZ # 2010-0001

JUSTIFICATION FOR AMENDMENT

(attach separate sheets if needed)

1. Explain how and why any proposed amendment(s) to the Master Plan are desirable, beneficial to surrounding properties, in character with the applicable Small Area Plan and consistent with City policies:

The proposed amendment is in keeping with the character of the Hunting Creek Small Area Plan, as well as the goals of the Historic Preservation section of the Master Plan, particularly in regard to cemeteries.

The site is shown in the Open Space Plan as a cemetery to be preserved as open space.

2. Explain how and why the proposed amendment to the Zoning Map(s) is consistent with the proposed amendment to the Master Plan, or, if no amendment to the Master Plan is being requested, how the proposed zoning map amendment is consistent with the existing Master Plan:

The proposed zoning map amendment is consistent with the existing Master Plan, including small area plan(s)

by preserving an existing historic cemetery for open space and appropriate memorialization.

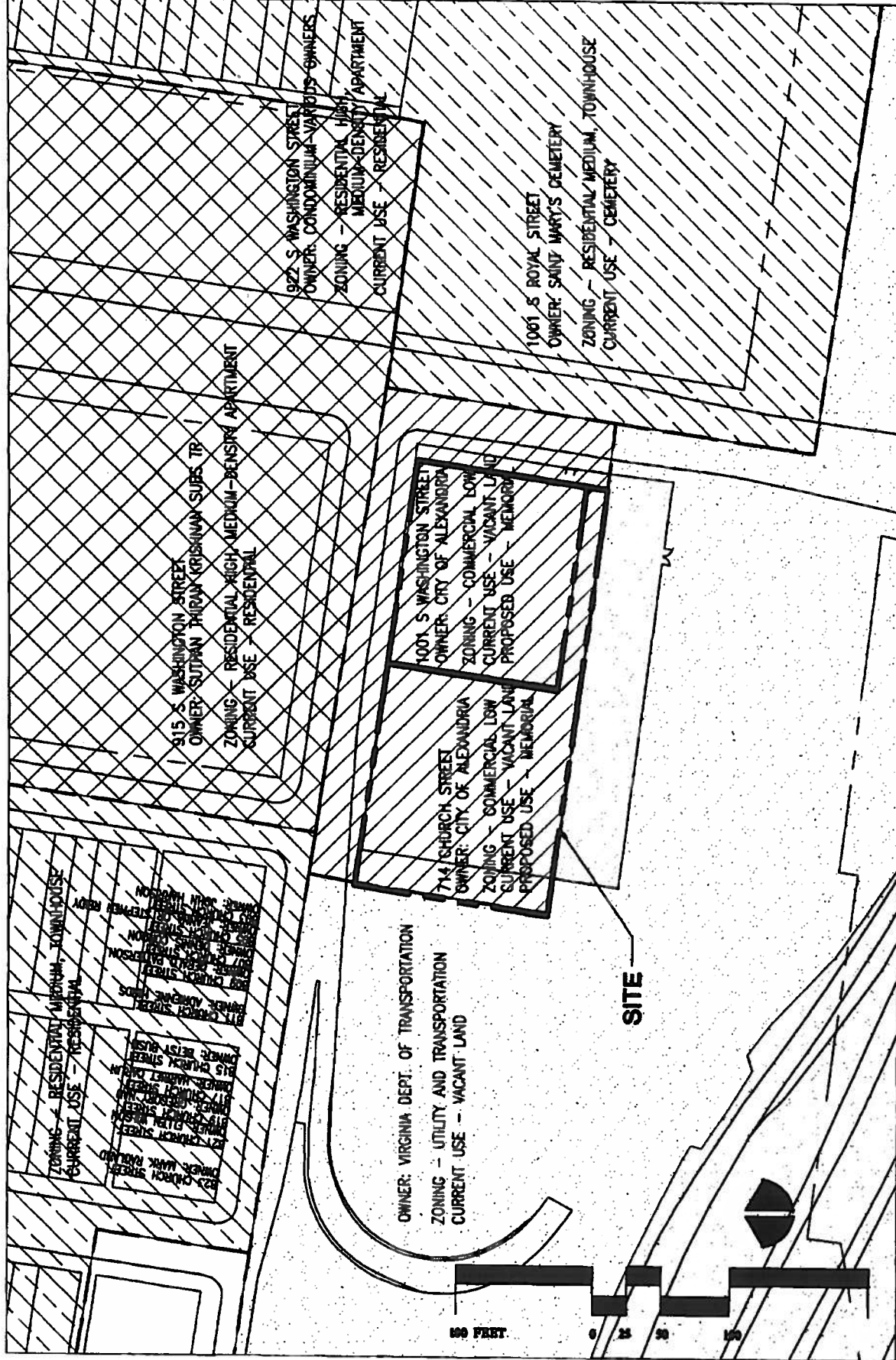
3. Explain how the property proposed for reclassification will be served adequately by essential public facilities and services such as highways, streets, parking spaces, police and fire, drainage structures, refuse disposal, water and sewers, and schools.

The property is served by local traffic from S. Washington and Church Streets and also by I-495. Parking will be provided on adjacent streets, including Church, Columbus, and S. Washington.

There are no existing or proposed buildings on the site, therefore no need for water, sewer or school services. Refuse will be limited, and will be managed by City of Alexandria parks maintenance staff. Emergency access will be provided at the Washington Street curb, with physical access to the fenced portion of the site by foot.

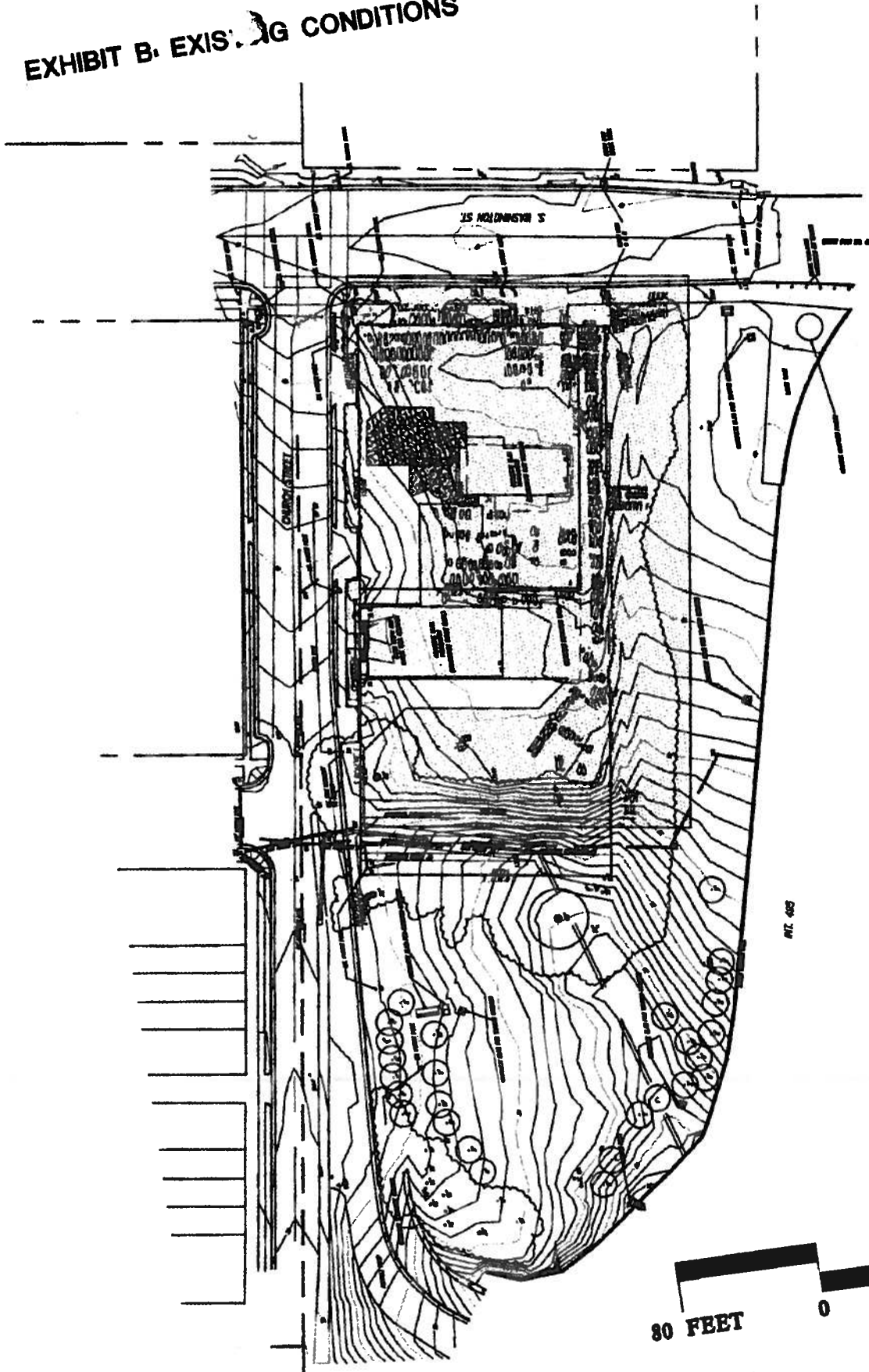
4. If this application is for conditional zoning approval pursuant to Section 11-804 of the Zoning Ordinance, identify all proffered conditions that are to be considered part of this application (see Zoning Ordinance Section 11-804 for restrictions on conditional zoning):

EXHIBIT A. VICINITY MAP



28
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EXHIBIT B. EXISTING CONDITIONS



80 FEET

0

40

80

120

34 29



APPLICATION

DEVELOPMENT SPECIAL USE PERMIT with SITE PLAN

DSP # 2009 - 00013 **Project Name:** Freedmen's Cemetery Memorial

PROPERTY LOCATION: 1001 South Washington Street, Alexandria, VA 22314
TAX MAP REFERENCE: 083.01-01-04 and 083.01-01-03 **ZONE:** CL

APPLICANT:

Name: Emily Baker, City of Alexandria
Address: 301 King Street, Alexandria, VA 22314

PROPERTY OWNER:

Name: City of Alexandria
Address: 301 King Street, Alexandria, VA 22314

SUMMARY OF PROPOSAL conversion of property from commercial development to memorial

MODIFICATIONS REQUESTED change in zoning from CL to POS

SUPs REQUESTED re-establish a cemetery in a POS zone

THE UNDERSIGNED hereby applies for Development Site Plan with Special Use Permit approval in accordance with the provisions of Section 11-400 of the Zoning Ordinance of the City of Alexandria, Virginia.

THE UNDERSIGNED, having obtained permission from the property owner, hereby grants permission to the City of Alexandria to post placard notice on the property for which this application is requested, pursuant to Article XI, Section 11-301 (B) of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.

THE UNDERSIGNED also attests that all of the information herein provided and specifically including all surveys, drawings, etc., required of the applicant are true, correct and accurate to the best of his/her knowledge and belief.

Emily Baker for City of Alexandria
Print Name of Applicant or Agent
301 King Street
Mailing/Street Address
Alexandria, VA 22314
City and State Zip Code

Signature FOR EMILY BAKER
703.746.4025
Telephone # Fax #
emily.baker@alexandriava.gov
Email address
02/23/10
Date

DO NOT WRITE IN THIS SPACE - OFFICE USE ONLY

Application Received: _____	Received Plans for Completeness: _____
Fee Paid and Date: _____	Received Plans for Preliminary: _____
ACTION - PLANNING COMMISSION: _____	
ACTION - CITY COUNCIL: _____	

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ALL APPLICANTS MUST COMPLETE THIS FORM.

Supplemental forms are required for child care facilities, restaurants, automobile oriented uses and freestanding signs requiring special use permit approval.

1. The applicant is: (check one)

the Owner Contract Purchaser Lessee or Other: _____ of the subject property.

State the name, address and percent of ownership of any person or entity owning an interest in the applicant, unless the entity is a corporation or partnership in which case identify each owner of more than ten percent.

City of Alexandria, 301 King Street, Alexandria, VA 22314 - 100% ownership

If property owner or applicant is being represented by an authorized agent, such as an attorney, realtor, or other person for which there is some form of compensation, does this agent or the business in which the agent is employed have a business license to operate in the City of Alexandria, Virginia?

- Yes.** Provide proof of current City business license.
- No.** The agent shall obtain a business license prior to filing application, if required by the City Code.

* 31
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2. **Narrative description.** The applicant shall describe below the nature of the request ***in detail*** so that the Planning Commission and City Council can understand the nature of the operation and the use, including such items as the nature of the activity, the number and type of patrons, the number of employees, the hours, how parking is to be provided for employees and patrons, and whether the use will generate any noise. If not appropriate to the request, delete pages 6-9. (*Attach additional sheets if necessary.*)

The proposed site use is for the Contrabands and Freedmen's Cemetery Memorial, a passive open space use commemorating the history, lives, and struggles of the Contrabands and Freedmen of Alexandria, particularly those interred at this historic site. The site shall be a contemplative space, utilizing the landscape, monuments and sculptures in concert with interpretive text and images to convey the overall messages of veneration, reverence and memory. Visitors are primarily envisioned as individuals attending as informed visitors, small local student groups, and small historic group tours. The site as a memorial will not have any regular employees beyond weekly maintenance, and will be open from dawn to dusk consistent with other City open spaces. Parking will not be provided, access to the site will be relegated to pedestrian and bicycle traffic. The use is not anticipated to generate any additional noise for adjacent properties and/or neighborhoods.

32
87

3. How many patrons, clients, pupils and other such users do you expect?
Specify time period (i.e., day, hour, or shift).

Occasional individual visitors, small class visits or tour groups, maximum 30-50 expected rarely, daytime only

4. How many employees, staff and other personnel do you expect?
Specify time period (i.e., day, hour, or shift).

City RPCA maintenance staff only, daytime use, small crews (2-6), once weekly maintenance anticipated

5. Describe the proposed hours and days of operation of the proposed use:

Day	Hours	Day	Hours
<u>All days</u>	<u>Dawn to Dusk only</u>	<u></u>	<u></u>
<u></u>	<u></u>	<u></u>	<u></u>
<u></u>	<u></u>	<u></u>	<u></u>
<u></u>	<u></u>	<u></u>	<u></u>
<u></u>	<u></u>	<u></u>	<u></u>

6. Describe any potential noise emanating from the proposed use:

A. Describe the noise levels anticipated from all mechanical equipment and patrons.

City RPCA maintenance equipment only - lawnmowers, etc. / Patrons - non-amplified voices only

B. How will the noise from patrons be controlled?

No amplified voice, music, or other projections will be allowed on site, hours are limited to dawn to dusk

7. Describe any potential odors emanating from the proposed use and plans to control them:

None - no trash generating, food, or other uses are proposed or allowed

8. Provide information regarding trash and litter generated by the use:

- A. What type of trash and garbage will be generated by the use?

None - no sales, distribution or other trash generation from the use/site

- B. How much trash and garbage will be generated by the use?

None - see above

- C. How often will trash be collected?
Trash will not be generated or collected

- D. How will you prevent littering on the property, streets and nearby properties?
Trash will not be generated by the use/site, incidental trash will be cleaned via City of Alexandria RPCA maintenance

9. Will any hazardous materials, as defined by the state or federal government, be handled, stored, or generated on the property?

Yes. No.

If yes, provide the name, monthly quantity, and specific disposal method below:

10. Will any organic compounds (for example: paint, ink, lacquer thinner, or cleaning or degreasing solvent) be handled, stored, or generated on the property?

Yes. No.

If yes, provide the name, monthly quantity, and specific disposal method below:

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The memorial will be open only between dawn and dusk, and is a surveillable site with a maintenance

Development SUP # 2009-0013

11. What methods are proposed to ensure the safety of residents, employees and patrons?

The memorial will be open only between dawn and dusk, and is a surveillable site with a maintenance and police vehicle/emergency vehicle access path surrounding the site

ALCOHOL SALES

12. Will the proposed use include the sale of beer, wine or mixed drinks?

Yes. No.

If yes, describe alcohol sales below, including if the ABC license will include on-premises and/or off-premises sales. Existing uses must describe their existing alcohol sales and/or service and identify any proposed changes in that aspect of the operation.

PARKING AND ACCESS REQUIREMENTS

13. Provide information regarding the availability of off-street parking:

A. How many parking spaces are required for the proposed use pursuant to section 8-200 (A) of the zoning ordinance?

Not Applicable

B. How many parking spaces of each type are provided for the proposed use:

- 0 Standard spaces
- 0 Compact spaces
- 0 Handicapped accessible spaces
- 0 Other

→ 35
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- C. Where is required parking located? (check one) **on-site** **off-site**
Not Applicable
If the required parking will be located off-site, where will it be located?

Pursuant to section 8-200 (C) of the zoning ordinance, commercial and industrial uses may provide off-site parking within 500 feet of the proposed use, provided that the off-site parking is located on land zoned for commercial or industrial uses. All other uses must provide parking on-site, except that off-street parking may be provided within 300 feet of the use with a special use permit.

- D. If a reduction in the required parking is requested, pursuant to section 8-100 (A) (4) or (5) of the zoning ordinance, complete the **Parking Reduction Supplemental Application**.

14. Provide information regarding loading and unloading facilities for the use:

- A. How many loading spaces are required for the use, per section 8-200 (B) of the zoning ordinance? Not applicable
- B. How many loading spaces are available for the use? 0
- C. Where are off-street loading facilities located?
none
- D. During what hours of the day do you expect loading/unloading operations to occur?

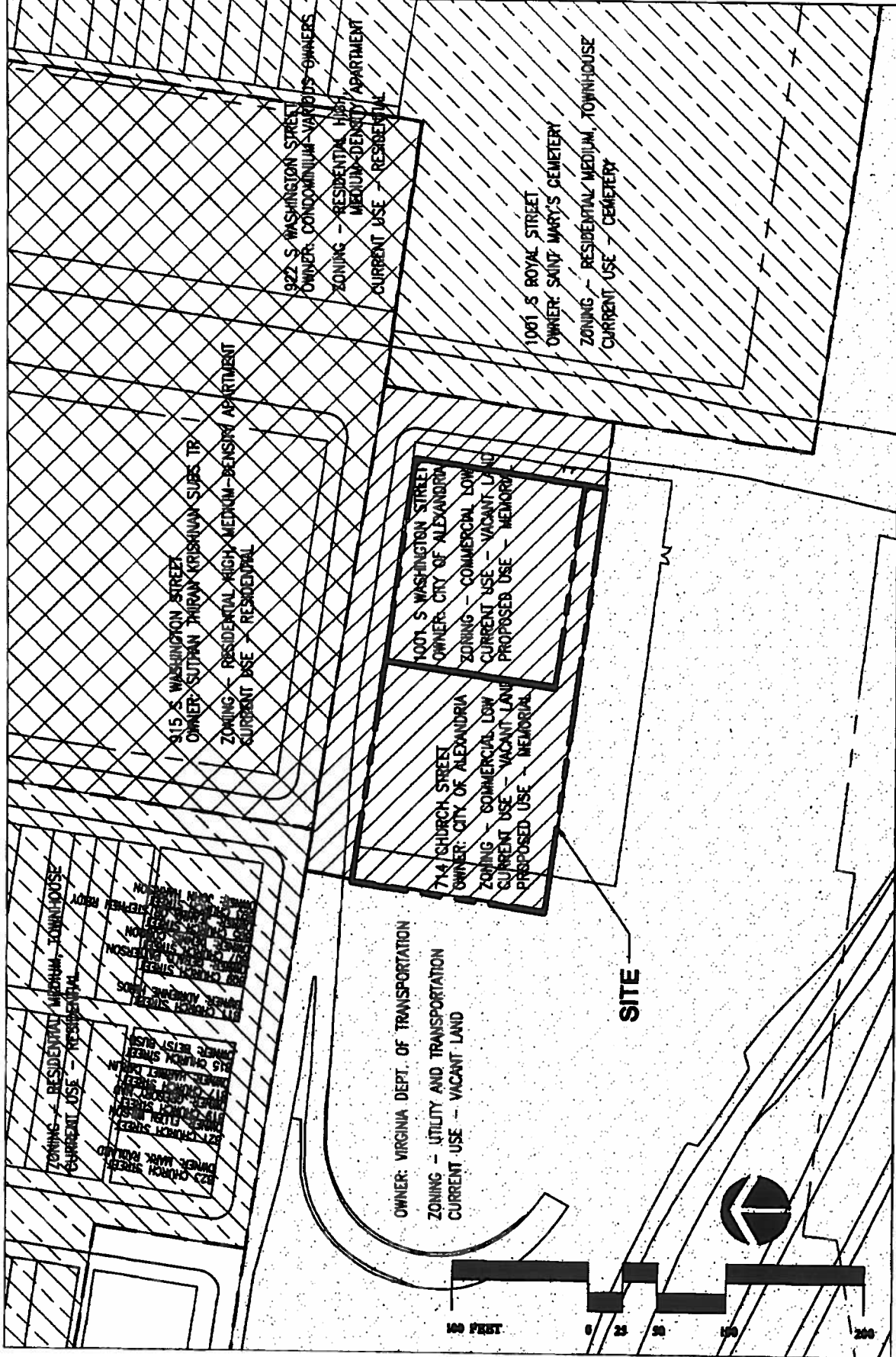
- E. How frequently are loading/unloading operations expected to occur, per day or per week, as appropriate?
None/Not Applicable

15. Is street access to the subject property adequate or are any street improvements, such as a new turning lane, necessary to minimize impacts on traffic flow?

street access is adequate, no new facilities or street improvements are required or proposed

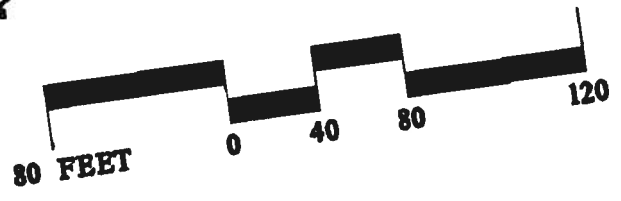
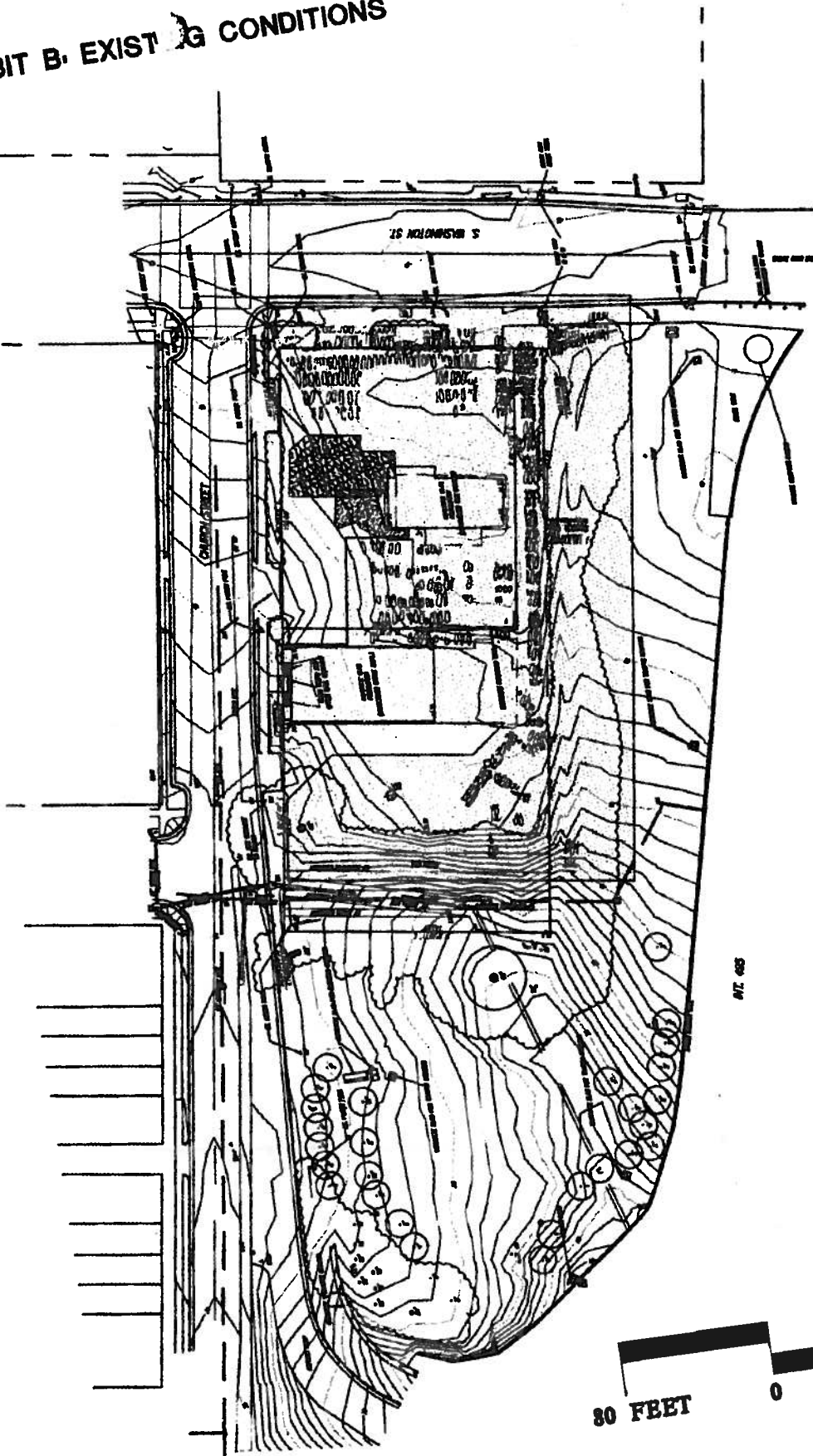
8 36
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EXHIBIT A. VICIN. MAP



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EXHIBIT B. EXISTING CONDITIONS



43 38



Letter of Support for Freedmen's from Friends for Freedmen's Cemetery.

Colleen Rafferty to: Kendra Jacobs
Cc: Dirk Geratz

04/22/2010 02:38 PM

Mitchell Bernstein

An email of support from the steering committee.

04/16/2010 03:30:17 PM

From: Mitchell Bernstein/Alex
To: Colleen Rafferty/Alex@ALEX
Cc: Emily Baker/Alex@Alex
Date: 04/16/2010 03:30 PM
Subject: Fw: Freedmen's Memorial Plan: Planning Commission--letter

TO: COA Planning Commission

FROM: Friends of Freedmen's Cemetery

SUBJ: Contrabands and Freedmen's Cemetery Memorial Plan

As members of the Steering Committee, we have attended all meetings and public exhibitions pertaining to the design for the Contrabands and Freedmen's Memorial Cemetery. We are very pleased with the final product and wish to express our wholehearted support for it. We hope it will meet with your approval as well.

Lillie Finklea
Director

Louise Massoud
Director

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44



**Letter of Support #2 for Freedmen's
Colleen Rafferty to: Kendra Jacobs
Cc: Dirk Geratz**

04/22/2010 02:39 PM

— Forwarded by Mitchell Bernstein/Alex on 04/16/2010 03:28 PM —

From: Keith Rembert <keithrembert@hotmail.com>
To: <mitchell.bernstein@alexandriava.gov>
Cc: Audrey Davis <audrey.davis@alexandriava.gov>, "Louis Hicks (Alexandria History Museum)"
<louis.hicks@alexandriava.gov>
Date: 04/16/2010 03:23 PM
Subject: Freedmen's Cemetery Memorial Support Letter

Hi Mitch,

I received a recent request from Audrey Davis of the Alexandria Black History Museum:
Attached is a letter on behalf of The Alexandria Society for the Preservation of Black
Heritage in support of the Contrabands and Freedmen's Cemetery Memorial project.

Audrey, my apologies for not being able to send this letter to you directly yesterday per your
recent request.

Please let me know if you have any questions.

Best regards,

Keith

Keith Rembert
C (703) 655-2160
keithrembert@hotmail.com

Hotmail has tools for the New Busy. Search, chat and e-mail from your inbox. [Learn more.](#)
[attachment "Freedmen's Cemetery Letter 4-16-10.pdf" deleted by Mitchell Bernstein/Alex]

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Letter of Support #3 for Freedmen's
Colleen Rafferty to: Kendra Jacobs
Cc: Dirk Geratz

04/22/2010 02:40 PM

— Forwarded by Colleen Rafferty/Alex on 04/22/2010 02:41 PM —

From: Mitchell Bernstein/Alex
To: Colleen Rafferty/Alex@ALEX
Cc: Emily Baker/Alex@Alex
Date: 04/16/2010 03:32 PM
Subject: Fw: New Design of the Freeman Cemetery—letter of support from a descendent family member

Colleen,

The email of support below is from a descendent family member.

Thanks, Mitch

Mitchell Bernstein
Transportation and Environmental Services
Construction and Inspection

From: Daniel McCrae <mccraedm@verizon.net>
To: Pamela.Cressey@alexandriava.gov
Date: 04/10/2010 10:59 PM
Subject: Re: New Design of the Freeman Cemetery

I have reviewed the packet received from Ms. McCargo Bah and also the entire powerpoint presentation. I like the design as shown and would recommend no further changes. A job well done.

Carolyn Phillips McCrae
Freedmens Cemetery Descendant

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1200 2000 1010

Historic Alexandria Resources Commission

220 North Washington Street
Alexandria, Virginia 22314-2521
(703) 838-6554



City of Alexandria Planning Commission
City Hall, 301 King Street
Alexandria, Virginia 22314

Dear Planning Commission Members:

On Tuesday, April 20, 2010, the Historic Alexandria Resources Commission heard a presentation by Emily Baker and representatives of BDAU regarding the preliminary plan for Contrabands and Freedmen's Cemetery Memorial. Previous to the meeting, most members had an opportunity to view the PowerPoint presentation that is available on the website as well.

After discussion, HARC voted unanimously to support the preliminary plan design. Members commented that the plan is impressive and provides a connection to those contrabands and freedmen who lived, some very briefly, and passed away in our city. Several members spoke about the power of seeing the outline of the graves and the names of the interred individuals on the bronze panels. Including the known information on those who were laid to rest serves to make even more poignant the loss of so many who sought refuge in Alexandria during the Civil War. All the features of the design appear to have been thoughtfully incorporated, resulting in a memorial that is reverent, respectful and educational.

In addition to our support of this design, we note as well some questions for your consideration prior to adopting the preliminary plan:

- Is the design intended as a memorial, cemetery or a park?
- Was consideration given to including a cross in the cemetery and was the ground consecrated?
- Will visitors be allowed to bring flowers or other remembrances to the site?
- Will a memorandum of understanding be signed to delineate the responsibilities for the maintenance and care of the Contrabands and Freedmen's Memorial? What steps will be taken to ensure that there is no future deterioration of the site?
- Who is responsible for the care of the land owned by VDOT?

We appreciate the work of those who served on the Contrabands and Freedmen's Cemetery Memorial Committee, City staff and the consultants in developing a plan that so appropriately honors the memory and final resting place of the contrabands and freedmen.

Sincerely,

Ellen F. Stanton

Ellen F. Stanton, Chair
Historic Alexandria Resources Commission

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PC Docket Item # 5
DSUP 2009-0013



United States Department of the Interior

NATIONAL PARK SERVICE
George Washington Memorial Parkway
c/o Turkey Run Park
McLean, Virginia 22101

IN REPLY REFER TO
L3000HH (GWMP)

May 3, 2010

Mr. Mitchell D. Bernstein, P.E.
City of Alexandria, Transportation and Environmental Sciences
Construction and Inspection Division
P.O. Box 178
Alexandria, VA 22313

Re: Freedman's Memorial Preliminary Plan

Dear Mr. Bernstein:

Thank you for presenting the March 15, 2010 Draft of the Freedman's Memorial plan (the "Draft Plan") to George Washington Memorial Parkway (GWMP) for our review. We have tremendous interest in preserving the historic and scenic nature of Washington Street in Alexandria, pursuant to the 1929 agreement between the City of Alexandria and the United States concerning Washington Street.

To these ends, we are writing to state our general support of the Draft Plan. We feel that the concept of the small memorial plaza surrounded by the low-to-the-ground grave markers in a fenced, grassy memorial area preserves the historic and scenic nature of Washington Street. We are also very pleased with your intention to plant native trees.

We are still reviewing the Freedman's Memorial plans and will have specific recommendations on the plan that we will submit to the City of Alexandria during development of the final plan. For example, we would like to review the plans in concert with the 1932 Planting Plan for the Mount Vernon Memorial Highway (GWMP), which includes Washington Street within the city.

Generally, we endorse the Freedman's Memorial concept. We look forward to offering additional specific comments and thank the city for keeping alive the spirit of the 1929 Washington Street Agreement to help preserve the memorial character of the GWMP by involving us so early in the design process.

Sincerely,

Dottie P. Marshall
Superintendent, George Washing Memorial Parkway

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bcc:

**GWMP Files
GWMP Supt. Marshall
GWMP Dept. Supt. James
GWMP IRRM Steury
GWMP IRRM Virta
GWMP IRRM Helwig
GWMP DTS Barrett**

BHelwig: 04-29-10:703-289-2543

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PC Docket Item # 5A-C
Freedmen's Cemetery



Alexandria Archaeological Commission
America's First Archaeological Commission



29 April 2010

Alexandria Planning Commission
301 King Street
Room 2100
Alexandria, VA 22314

Dear Planning Commission members:

The Alexandria Archaeological Commission discussed the proposed Contrabands and Freedmen's Cemetery Memorial at our April meeting. The members noted their support in particular for the wrought iron picket-inspired fence, the wall of names containing the information from the Gladwin Record, the markers identifying persons who have known descendants, the interpretive panels setting forth the unique history of the cemetery, and the outline of some of the graves. The Archaeological Commission members, after full discussion, recommend the adoption of the proposed preliminary design of the Contrabands and Freedmen's Cemetery Memorial with the continued work to fully interpret the cemetery's past and continuity with living people.

Sincerely,

S. Kathleen Pepper, Chair
Alexandria Archaeological Commission

Alexandria Archaeology Museum 105 North Union Street Alexandria, Virginia 22314

703/838-4399 Fax 703/838-6491

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PC Docket Item #5A-C
Freedmen's Cemetery
Memorial

DEPARTMENT OF RECREATION, PARKS
AND CULTURAL ACTIVITIES
1108 Jefferson Street
Alexandria, Virginia 22314-3999

Phone (703) 838-4343
Fax (703) 838-6344

Park and Recreation Commission

April 27, 2010

Chairman John Komoroske
Members of the Planning Commission

Re: 1001 SOUTH WASHINGTON STREET AND 714 CHURCH STREET
FREEDMEN'S CEMETERY MEMORIAL

Dear Chairman Komoroske and Planning Commissioners:

The Park and Recreation Commission wishes to lend their full support to the proposed Master Plan and Zoning Map amendments to change the land use at the location cited above from Commercial to Parks and Open Space. This sacred site represents both the best and the worst of our City's long history. We have now come to a time and place where we can remove the last vestiges of the inappropriate recent use of this land and once again honor the freed men and women that long ago were a part of our community and were laid to rest in this place. It is right and good that we should take this important step.

The Park and Recreation Commission held a public hearing last fall on the proposed design, with a goal to re-establish the cemetery, mark its boundaries and identify the known grave sites. A design competition was held as a first step in the re-creation of the cemetery and memorial garden surrounding it. Further development of the winning design from that competition has yielded a plan that is simpler and somewhat altered from the vision first presented. While the changes are significant, they were made with full citizen input and respond to the realities of construction costs. The result is more understated but quite appropriate for the site, where the graves themselves must remain the most important aspect of this place. Our Commission approves of the current design. The Special Use Permit for this purpose and the current design should be granted without hesitation.

With kind regard,


Judy R. Guse-Noritake, Chair
Park and Recreation Commission

Cc: Jim Hartmann, City Manager
James Spengler, RCPA Director
Faroll Hamer, P&Z Director
Park and Recreation Commissioners

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PC Docket Item # 5 A-C
Freedmen's Cemetery
MEMORIAL

The ALEXANDRIA HISTORICAL SOCIETY, INC.

201 South Washington Street • Alexandria, VA 22314

April 22, 2010 703-838-4994 • www.alexandriahistorical.org

Planning and Zoning Commission
City of Alexandria
301 King Street
Alexandria, VA 22314

Re: The Contrabands and Freedmen's Cemetery Memorial

To Whom It May Concern:

On behalf of the Alexandria Historical Society (AHS), I want to express the Society's support for the Contrabands and Freedmen's Cemetery Memorial. The AHS appreciates the City of Alexandria's efforts to educate the public about this important site and vital part of Alexandria's history.

The AHS believes the future Contrabands and Freedmen's Cemetery Memorial will add not only to the interpretation of African American and Alexandria history, but to Civil War history as well. We also hope the cemetery memorial will become an important feature of Virginia's Sesquicentennial story and commemoration.

At our last board meeting, the members agreed the future cemetery memorial provides dignity in death, to the over 1700 men, women and children buried on the site, something the Contraband of War were denied in life.

The AHS Board wants to emphasize their support for the educational aspects of this project. We look forward to seeing future on-site programs, websites, and publications, which will continue to tell the story of the Contrabands and Freedmen's Cemetery and the community efforts involved in bringing this historic landmark back to public focus.

Best regards,



Audrey P. Davis
President, Alexandria Historical Society

Cc: Mitch Bernstein, TE&S

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PC Docket Item #5AC
DSUP 2009-0013

April 22, 2010

Freedmen's Cemetery Design Proposal

This letter is written in support of the final design of Freedmen's Cemetery being presented to the Planning Commission and City Council for approval in May.

The Steering Committee's recommendation to combine aspects of all three competition winners is a sound one. It did, however, create a difficult task for the designers. Fortunately for Alexandria, EDAW succeeds admirably with its design. By emphasizing the use of simple yet high-quality materials, they are able to make the most of a modest construction budget of \$1.5 - \$2 million to create a lasting and dignified memorial. The design team has developed an elegant solution that will be a fitting tribute to those who fled to Alexandria to escape slavery. The design will protect the cemetery and stand as a telling reminder that the 1,800 people buried here will not be forgotten again. Further, the memorial will be one in which Alexandrians can take great pride for generations to come.

The Alexandria Commission for the Arts and the Public Art Committee

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MPA# 2010-0001
REZ# 2010-0001



APPLICATION

Master Plan Amendment MPA# _____

Zoning Map Amendment REZ# _____

PROPERTY LOCATION: 1001 South Washington Street and 714 Church Street

APPLICANT

Name: Emily Baker

Address: 301 King Street, Alexandria, VA, 22314

PROPERTY OWNER:

Name: City of Alexandria

Address: 301 King Street, Alexandria, VA, 22314

Interest in property:

- Owner Contract Purchaser
- Developer Lessee Other _____

If property owner or applicant is being represented by an authorized agent such as an attorney, a realtor, or other person for which there is some form of compensation, does this agent or the business in which they are employed have a business license to operate in Alexandria, VA:

- yes: If yes, provide proof of current City business license.
- no: If no, said agent shall obtain a business license prior to filing application.

THE UNDERSIGNED certifies that the information supplied for this application is complete and accurate, and, pursuant to Section 11-301B of the Zoning Ordinance, hereby grants permission to the City of Alexandria, Virginia, to post placard notice on the property which is the subject of this application.

Emily Baker
Print Name of Applicant or Agent

301 King Street
Mailing/Street Address

Alexandria, VA, 22314
City and State Zip Code

Emily Baker
Signature *FOR EMILY BAKER*

703.746.4025
Telephone # Fax #

02/23/10
Date

DO NOT WRITE IN THIS SPACE - OFFICE USE ONLY

Application Received: _____	Fee Paid: \$ _____
Legal advertisement: _____	
ACTION - PLANNING COMMISSION <i>REZ - Recommended Approval 7-D 5/14/10</i>	ACTION - CITY COUNCIL: <i>Approved PC recommendation 7-D 5/15/10</i>

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APPLICATION

DEVELOPMENT SPECIAL USE PERMIT with SITE PLAN

DSP # 2009 - 00013 **Project Name:** Freedmen's Cemetery Memorial

PROPERTY LOCATION: 1001 South Washington Street, Alexandria, VA 22314

TAX MAP REFERENCE: 083.01-01-04 and 083.01-01-03 **ZONE:** CL

APPLICANT:

Name: Emily Baker, City of Alexandria

Address: 301 King Street, Alexandria, VA 22314

PROPERTY OWNER:

Name: City of Alexandria

Address: 301 King Street, Alexandria, VA 22314

SUMMARY OF PROPOSAL conversion of property from commercial development to memorial

MODIFICATIONS REQUESTED change in zoning from CL to POS

SUPs REQUESTED re-establish a cemetery in a POS zone

THE UNDERSIGNED hereby applies for Development Site Plan with Special Use Permit approval in accordance with the provisions of Section 11-400 of the Zoning Ordinance of the City of Alexandria, Virginia.

THE UNDERSIGNED, having obtained permission from the property owner, hereby grants permission to the City of Alexandria to post placard notice on the property for which this application is requested, pursuant to Article XI, Section 11-301 (B) of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.

THE UNDERSIGNED also attests that all of the information herein provided and specifically including all surveys, drawings, etc., required of the applicant are true, correct and accurate to the best of his/her knowledge and belief.

Emily Baker for City of Alexandria
Print Name of Applicant or Agent
301 King Street
Mailing/Street Address
Alexandria, VA 22314
City and State Zip Code

Emily Baker
Signature
703.746.4025 Telephone # Fax #
emily.baker@alexandriava.gov Email address
02/23/10 Date

DO NOT WRITE IN THIS SPACE - OFFICE USE ONLY

Application Received: _____	Received Plans for Completeness: _____
Fee Paid and Date: _____	Received Plans for Preliminary: _____
ACTION - PLANNING COMMISSION: <u>Recommended approval 7-0 5/4/10</u>	
ACTION - CITY COUNCIL: <u>Approved PC recommendation 7-0 5/15/10</u>	

2-36
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5-15-10



COA Contact Us: Freedmen's Cemetery Design

william.euille, frank.fannon, kerry.donley,

Shellyn McCaffrey to: alicia.hughes, council, delpepper,
paulcsmedberg, rose.boyd, jackie.henderson,
elaine.scott, rob.krupicka

05/14/2010 09:32 AM

Please respond to Shellyn McCaffrey

1 attachment



fd4116b349bdc6e1ccce52bf43eeae79.docx

Time: [Fri May 14, 2010 09:32:14] Message ID: [21624]

Issue Type: Mayor, Vice Mayor, and Council Members
First Name: Shellyn
Last Name: McCaffrey
Street Address: 814 Green Street
City: Alexandria
State: VA
Zip: 22314
Phone: 703-627-8951
Email Address: sgmccaffrey@verizon.net
Subject: Freedmen's Cemetery Design
Comments: Please call if you do not receive the attachment (letter). Thank you.
Attachment: fd4116b349bdc6e1ccce52bf43eeae79.docx

Shellyn McCaffrey
814 Green Street
Alexandria, VA 22314

May 14, 2010

TO THE HONORABLE MAYOR AND MEMBERS OF COUNCIL

I am writing to urge you to use your good offices to steer the design of the proposed design for the Freedmen's Cemetery back to the City's original intention for the area.

I urge the Mayor and members of Council to favor a design that largely looks like a cemetery. The current design does not. Further, that you favor a more open-space design that has less stone and concrete and more grass, keeping in mind that the cemetery is on the edge of the massive stone, concrete, and asphalt of the Woodrow Wilson Bridge. Finally that you favor a traditional or historically-accurate design that reflects the architecture of the era in which the cemetery was used. I believe this is particularly appropriate given that the location is in Old Town and will likely attract tourists as a place of education and quiet contemplation. An example of a historic cemetery in the City that meets all these points is the Black Baptist Cemetery and Alexandria African American Heritage Park, which is on the edge of the Wilkes Street Cemetery Complex near Whole Foods.

BACKGROUND

As a long-time resident of the neighborhood adjoining the area of the Freedmen's Cemetery, I am baffled as to why the design has been changed so many times. Our neighborhood has been on-board years ago with the concept of a traditional cemetery-like setting with an area for the names of those buried there that was proposed approximately a decade ago by Ms. Lillie Finklea. Some considerable amount of taxpayers' dollars was spent by the Woodrow Wilson consultants on a series of concept drawings and photographs. Following this as I recall, Ms. Finklea's committee developed principles to guide the design. These, as I recall, also had broad support.

Some years following this, a contest was held to choose the design and the neighborhood spent time providing its views on the concepts that emerged from this process. Perhaps there were even more concepts developed following this. As a result of the contest, some in our neighborhood recognized that a statue/sculpture might be added to the design as well as the names. I personally was supportive of a sculpture and conveyed my support on this to Ms. Finklea. There was no way, however, for our neighborhood to know that the entire concept of a passive cemetery park was being re-worked. Inexplicably some months ago, an entirely new, more-modern, heavy, and imposing design was unilaterally presented by the City at a meeting to our neighborhood representative, Maureen Dugan.

I am entirely unaware of why the process of choosing a design went over a decade from an open careful process guided by design principles, which had consensus, to a seemingly impromptu *ad hoc*, non-open process. I believe the result is a design far unlike what was originally envisioned and planned and one that doesn't reflect the City's objectives for open space and historically-accurate design in Old Town.

Thank you kindly for your time and consideration.



7

S-15-10

COA Contact Us: tomorrow's City Council Mtg

william.euille,
frank.fannon,
kerry.donley,
alicia.hughes,
council,

Old Town/Hunting Creek Civic Assn President to: delpepper,
paulcsmedberg,
rose.boyd,
jackie.henderson,
elaine.scott,
rob.krupicka

05/14/2010 06:51 AM

Please respond to Old Town/Hunting Creek Civic Assn President



Time: [Fri May 14, 2010 06:51:23] Message ID: [21621]

Issue Type: Mayor, Vice Mayor, and Council Members
First Name: Old Town/Hunting Creek Civic Assn
Last Name: President
Street Address: 819 Green St
City: Alexandria
State: VA
Zip: 22314
Phone: 7036096830
Email Address: mduganmsd@yahoo.com
Subject: tomorrow's City Council Mtg

Our civic assn would like to raise concerns about the Freedmens Cemetery project. First I should say we have worked long and hard to see the place dignified and returned to a respectful, serene cemetery. We are passionate about this and thrilled our City is helping make it right. This is absolutely fundamental. As the neighborhood where the cemetery is located, we are the ones out there cleaning up debris around the cemetery and trying to keep petty criminals out of the secluded lower area next to the cemetery. In short - we care.

Due to the quick scheduling of this

Council mtg, I will be out of town and cannot make it. There are four main

concerns that have been expressed by neighbors:

1. All along over the last several years City officials have repeatedly assured citizens not to worry of they had concerns about the design because there would be a BAR hearing. The City Atty decided a BAR mtg was not possible. but that info wasn't shared with those raising concerns That is great to move the process along but unfortunately deprived citizens of the opportunity to express views at a BAR and to get the design back closer to the winning design. Perhaps a suggestion would be to have notified the steering group and the neighborhood, or all citizens via the website, when such a big change occurs in our opportunity for input.

We were not notified of the Planning Commission mtg, in spite of being on the Steering Committee and the neighborhood where the Cemetery is located and on the City's maillist. Notably, written comments were sought from lots of folks for the Planning Commission but none from us. I think there was no ill intent but some neighbors wonder if it is because we raised concern about changes in the design and in security issues with the site.

Comments:

2. The design has changed considerably - from a traditional red brick, black wrought iron site to a modern one. The consultants and City worked on it for 13 months without touching base with the Steering Group and some neighbors feel this means the civic participation on the Steering Group didn't matter because the new design is not at all like the winning design. Again, we don't think this was on purpose but in the future perhaps a humble suggestion is to not have the process go so far without working with the designated City group looking at it or the public. When we raised concerns at the two mtgs this year (black history museum and the new center across from it), the response from the presenter was he didn't want to change things.

3. Security, security, security. Neighbors are very concerned the structure is too tall and provides hiding places for mischief. We worked hard to get that end of the neighborhood cleaned up. We do not want anyone denigrating the site.

We do not want to see a return of folks hiding out over there and selling drugs or doing other mischief. The structure is just too tall. Again, this was NOT in the winning design and NOT something folks agreed with previously. The folks we talk to at the Police Dept share our concern.

4. Please see if we can change design elements back to those selected in the winning design. It is totally different now!

In sum, we

are very much in favor of the long overdue memorial and very appreciative of City efforts. But it does not need to be done in such a rushed manner.

Please consider deferring this item to a future meeting to allow a little genuine dialogue on the design and security issues. Thank you for your consideration.



APPLICATION
SPECIAL USE PERMIT

SPECIAL USE PERMIT # 2013-00054

PROPERTY LOCATION: 1001 S. Washington St.

TAX MAP REFERENCE: 083.01-01-03 **ZONE:** POS.

APPLICANT:
 Name: City of Alexandria, Recreation, Parks, Cultural Activities

Address 1108 Jefferson St, Alexandria VA 22314

PROPOSED USE: ornamental structure / public art

D ✓ **THE UNDERSIGNED**, hereby applies for a Special Use Permit in accordance with the provisions of Article XI, Section 4-11-500 of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.

D ✓ **THE UNDERSIGNED**, having obtained permission from the property owner, hereby grants permission to the City of Alexandria staff and Commission Members to visit, inspect, and photograph the building premises, land etc. connected with the application.

D ✓ **THE UNDERSIGNED**, having obtained permission from the property owner, hereby grants permission to the City of Alexandria to post placard notice on the property for which this application is requested pursuant to Article IV, Section 4-1404(D)(7) of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.

D ✓ **THE UNDERSIGNED**, hereby attests that all of the information herein provided and specifically including all surveys, drawings, etc., required to be furnished by the applicant are true, correct and accurate to the best of their knowledge and belief. The applicant is hereby notified that any written materials, drawings or illustrations submitted in support of this application and any specific oral representations made to the Director of Planning and Zoning on this application will be binding on the applicant unless those materials or representations are clearly stated to be non-binding or illustrative of general plans and intentions, subject to substantial revision, pursuant to Article XI, Section 11-207(A)(10), of the 1992 Zoning Ordinance of the City of Alexandria, Virginia.

James Spengler
 Print Name of Applicant or Agent
1108 Jefferson St.
 Mailing/Street Address
Alexandria VA 22314
 City and State Zip Code

James B Spengler
 Signature
 Date
703-746-5502
 Telephone # Fax #
James.spengler@alexandriava.gov
 Email address

ACTION-PLANNING COMMISSION:	_____	DATE:	_____
ACTION-CITY COUNCIL:	_____	DATE:	_____

PROPERTY OWNER'S AUTHORIZATION

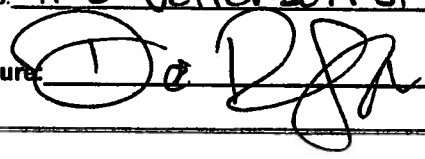
As the property owner of 1001 S. Washington St., I hereby
(Property Address)
grant the applicant authorization to apply for the ornamental structure / public art use as
(use)
described in this application.

Name: Diane Ruggiero

Phone: 703-746-5590

Please Print
Address: 1108 Jefferson St

Email: diane.ruggiero@alexandriava.gov

Signature: 

Date: _____

1. Floor Plan and Plot Plan. As a part of this application, the applicant is required to submit a floor plan and plot or site plan with the parking layout of the proposed use. The SUP application checklist lists the requirements of the floor and site plans. The Planning Director may waive requirements for plan submission upon receipt of a written request which adequately justifies a waiver.

Required floor plan and plot/site plan attached.

Requesting a waiver. See attached written request.

2. The applicant is the (check one):

Owner

Contract Purchaser

Lessee or

Other: _____ of the subject property.

State the name, address and percent of ownership of any person or entity owning an interest in the applicant or owner, unless the entity is a corporation or partnership, in which case identify each owner of more than ten percent.

n/a

If property owner or applicant is being represented by an authorized agent such as an attorney, realtor, or other person for which there is some form of compensation, does this agent or the business in which the agent is employed have a business license to operate in the City of Alexandria, Virginia?

N/A.

Yes. Provide proof of current City business license

No. The agent shall obtain a business license prior to filing application, if required by the City Code.

NARRATIVE DESCRIPTION

3. The applicant shall describe below the nature of the request **in detail** so that the Planning Commission and City Council can understand the nature of the operation and the use. The description should fully discuss the nature of the activity. (Attach additional sheets if necessary.)

This permit is for the installation of the public art sculpture for the Contrabands and Freedmen's Historic Cemetery memorial. The sculpture, by California artist Mario Chiudo, was selected after a national competition and public input. Titled "The Path of Thorn and Roses" the sculpture serves as a memorial to the people buried in the cemetery.

USE CHARACTERISTICS

4. The proposed special use permit request is for (check one):
 a new use requiring a special use permit,
 an expansion or change to an existing use without a special use permit,
 an expansion or change to an existing use with a special use permit,
 other. Please describe: _____

5. Please describe the capacity of the proposed use
- A. How many patrons, clients, pupils and other such users do you expect?
Specify time period (i.e., day, hour, or shift).

park visitors

- B. How many employees, staff and other personnel do you expect?
Specify time period (i.e., day, hour, or shift).

none.

6. Please describe the proposed hours and days of operation of the proposed use

Day	Hours:
<u>daily</u>	<u>dawn to dusk (park hours)</u>
_____	_____
_____	_____

7. Please describe any potential noise emanating from the proposed use.

- A. Describe the noise levels anticipated from all mechanical equipment and patrons.

as a memorial site we expect
quiet reflection and low talking.

- B. How will the noise be controlled?

n/a

8. Describe any potential odors emanating from the proposed use and plans to control them.

none.

9. Please provide information regarding trash and litter generated by the use.

A. What type of trash and garbage will be generated by the use? (i.e. office paper, food wrappers)

none.

B. How much trash and garbage will be generated by the use? (i.e. # of bags or pounds per day or per week)

none.

C. How often will trash be collected?

n/a

D. How will you prevent littering on the property, streets and nearby properties?

n/a

10. Will any hazardous materials, as defined by the state or federal government, be handled, stored, or generated on the property?

[] Yes

No

If yes, provide the name, monthly quantity, and specific disposal method below.

11. Will any organic compounds, for example paint, ink, lacquer thinner, or cleaning or degreasing solvent, be handled, stored, or generated on the property?

Yes. No.

If yes, provide the name, monthly quantity, and specific disposal method below:

12. What methods are proposed to ensure the safety of nearby residents, employees and patrons?

n/a

ALCOHOL SALES

13. A Will the proposed use include the sale of beer, wine, or mixed drinks?

Yes No

If yes, describe existing (if applicable) and proposed alcohol sales below, including if the ABC license will include on-premises and/or off-premises sales.

PARKING AND ACCESS REQUIREMENTS

14. A. How many parking spaces of each type are provided for the proposed use:

- _____ Standard spaces
- _____ Compact spaces
- _____ Handicapped accessible spaces
- _____ Other.

n/a → part of park

Planning and Zoning Staff Only

Required number of spaces for use per Zoning Ordinance Section 8-200A _____

Does the application meet the requirement?
 Yes No

B. Where is required parking located? (check one)

- on-site
- off-site

If the required parking will be located off-site, where will it be located?

PLEASE NOTE: Pursuant to Section 8-200 (C) of the Zoning Ordinance, commercial and industrial uses may provide off-site parking within 500 feet of the proposed use, provided that the off-site parking is located on land zoned for commercial or industrial uses. All other uses must provide parking on-site, except that off-street parking may be provided within 300 feet of the use with a special use permit.

C. If a reduction in the required parking is requested, pursuant to Section 8-100 (A) (4) or (5) of the Zoning Ordinance, complete the PARKING REDUCTION SUPPLEMENTAL APPLICATION.

Parking reduction requested; see attached supplemental form

15. Please provide information regarding loading and unloading facilities for the use:

A. How many loading spaces are available for the use? _____

Planning and Zoning Staff Only

Required number of loading spaces for use per Zoning Ordinance Section 8-200 _____

Does the application meet the requirement?
 Yes No

B. Where are off-street loading facilities located? n/a

C. During what hours of the day do you expect loading/unloading operations to occur?
n/a

D. How frequently are loading/unloading operations expected to occur, per day or per week, as appropriate?
n/a

16. Is street access to the subject property adequate or are any street improvements, such as a new turning lane, necessary to minimize impacts on traffic flow?
n/a

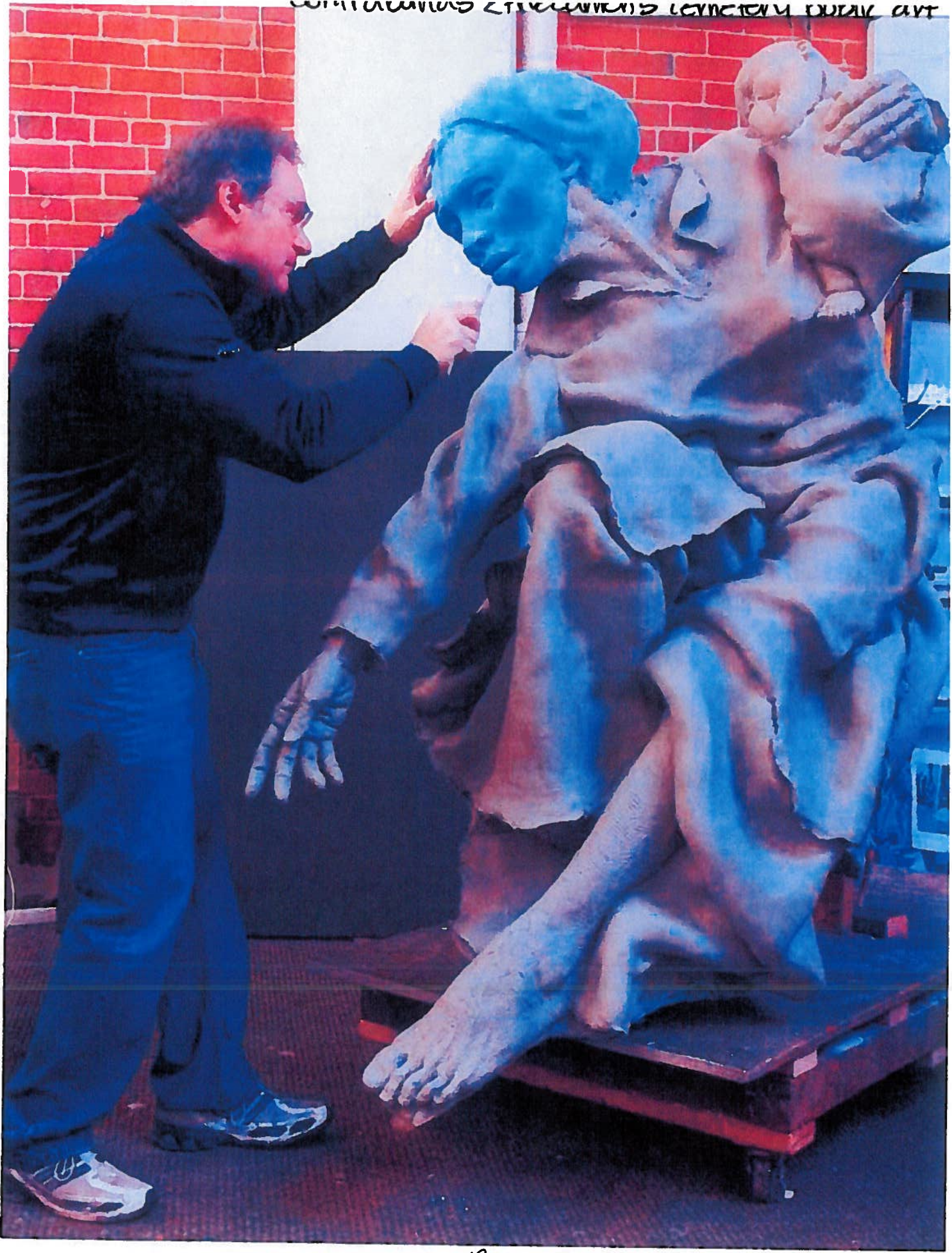
SITE CHARACTERISTICS

17. Will the proposed uses be located in an existing building? Yes No
Do you propose to construct an addition to the building? Yes No
How large will the addition be? _____ square feet.

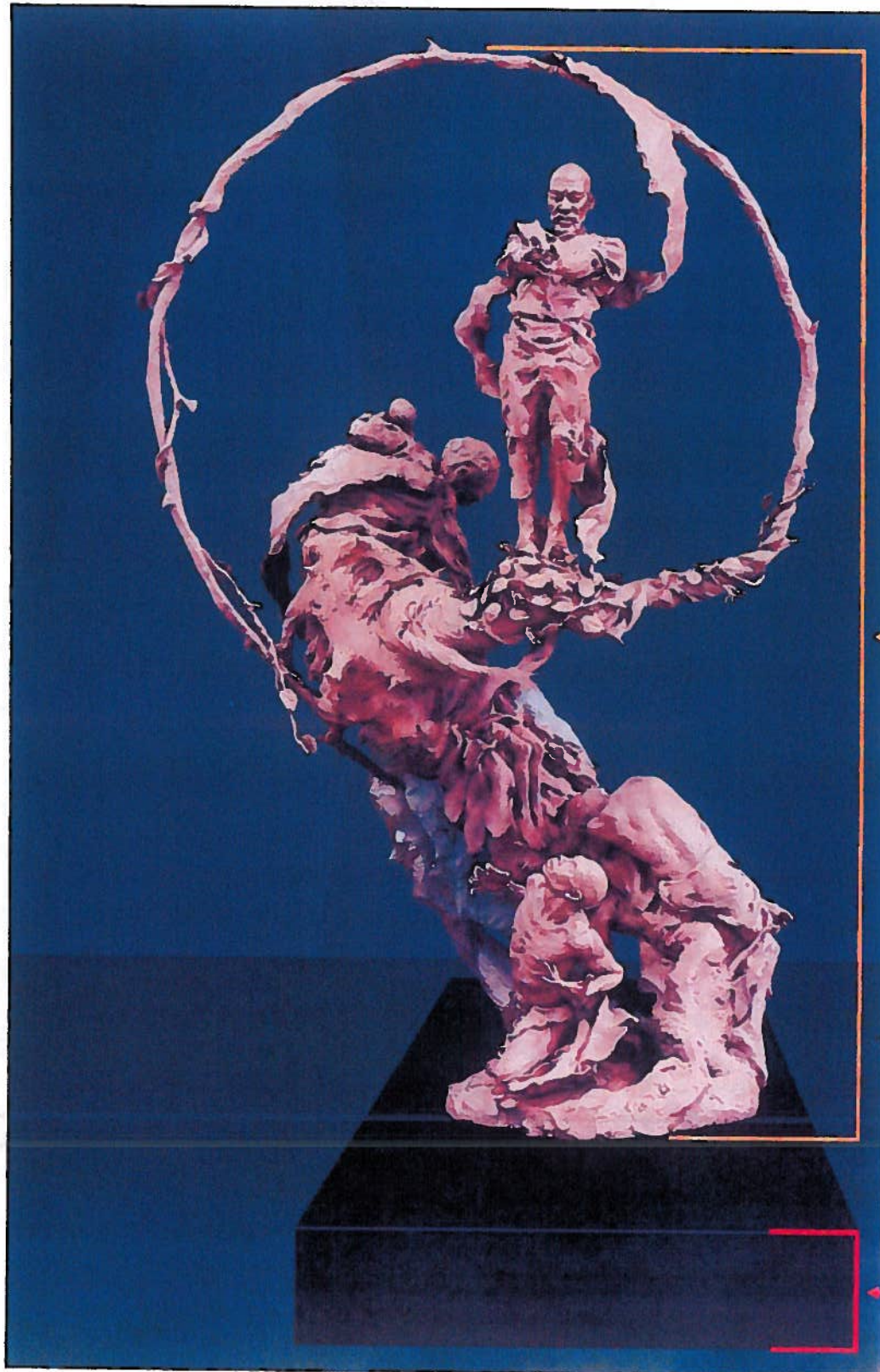
18. What will the total area occupied by the proposed use be?
_____ sq. ft. (existing) + _____ sq. ft. (addition if any) = _____ sq. ft. (total)

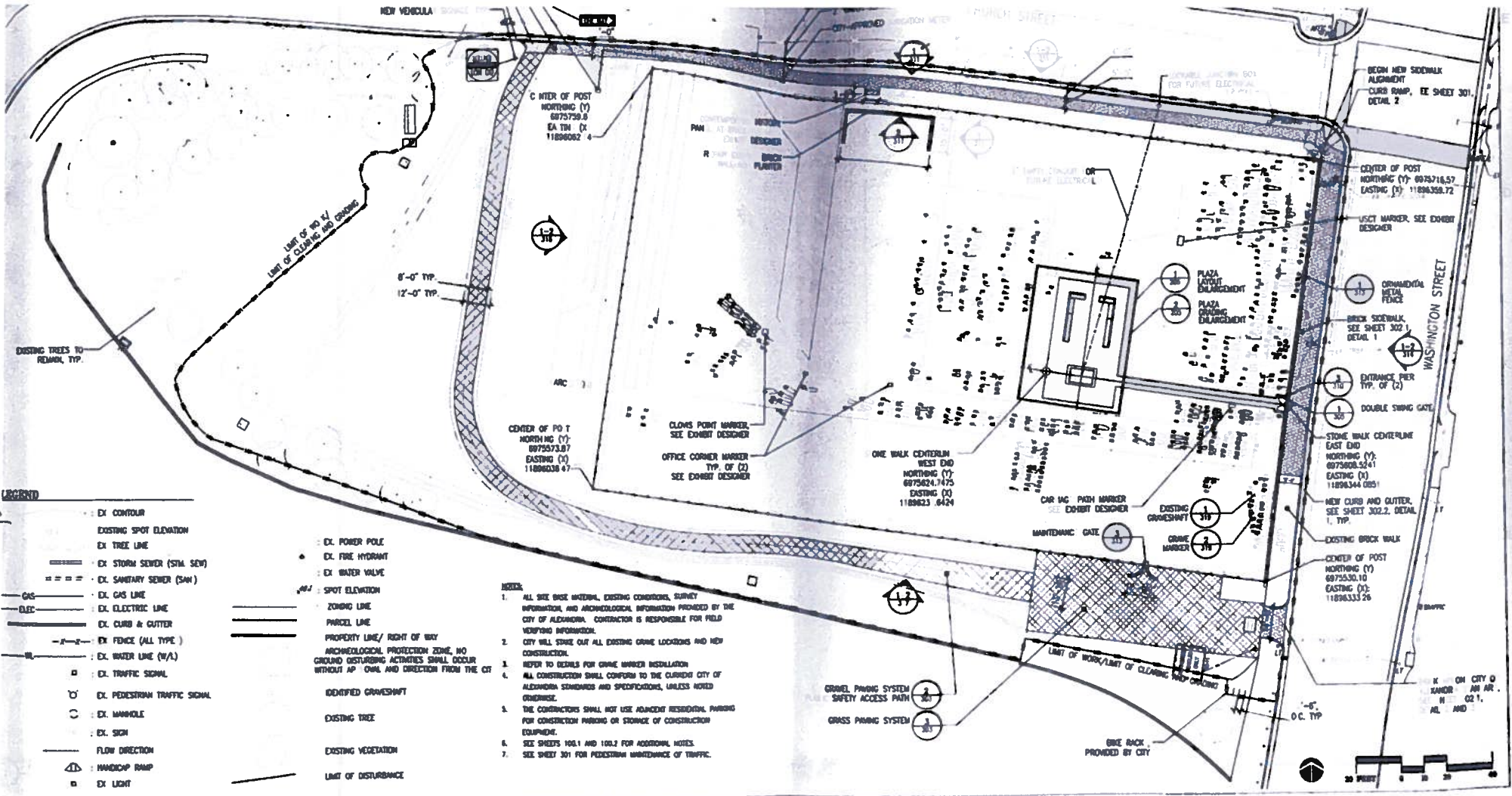
19. The proposed use is located in: (check one)
 a stand alone building
 a house located in a residential zone
 a warehouse
 a shopping center. Please provide name of the center: _____
 an office building. Please provide name of the building: _____
 other. Please describe: public open space

End of Application



contrabands e Freedmen's Cemetery Public Art





- LEGEND**
- EX CONTOUR
 - EXISTING SPOT ELEVATION
 - EX TREE LINE
 - EX STORM SEWER (STIA SEW)
 - EX SANITARY SEWER (SAN)
 - GAS
 - ELEC
 - EX FENCE (ALL TYPE)
 - EX WATER LINE (W/L)
 - EX TRAFFIC SIGNAL
 - EX PEDESTRIAN TRAFFIC SIGNAL
 - EX MANHOLE
 - EX SIGN
 - FLOW DIRECTION
 - HANDICAP RAMP
 - EX LIGHT
 - EX POWER POLE
 - EX FIRE HYDRANT
 - EX WATER VALVE
 - SPOT ELEVATION
 - ZONING LINE
 - PARCEL LINE
 - PROPERTY LINE/ RIGHT OF WAY
 - ARCHAEOLOGICAL PROTECTION ZONE, NO GROUND DISTURBING ACTIVITIES SHALL OCCUR WITHOUT AP OVAL AND DIRECTION FROM THE CT
 - IDENTIFIED GRAVESHAFT
 - EXISTING TREE
 - EXISTING VEGETATION
 - LIMIT OF DISTURBANCE

- NOTES:**
1. ALL SIZE BASE MATERIAL, EXISTING CONDITIONS, SURVEY INFORMATION, AND ARCHAEOLOGICAL INFORMATION PROVIDED BY THE CITY OF ALEXANDRIA. CONTRACTOR IS RESPONSIBLE FOR FIELD VERIFYING INFORMATION.
 2. CITY WILL STAKE OUT ALL EXISTING GRAVE LOCATIONS AND NEW CONSTRUCTION.
 3. REFER TO DETAILS FOR GRAVE MARKER INSTALLATION.
 4. ALL CONSTRUCTION SHALL CONFORM TO THE CURRENT CITY OF ALEXANDRIA ORDINANCES AND SPECIFICATIONS, UNLESS NOTED OTHERWISE.
 5. THE CONTRACTORS SHALL NOT USE ADJACENT RESIDENTIAL PARKING FOR CONSTRUCTION PARKING OR STORAGE OF CONSTRUCTION EQUIPMENT.
 6. SEE SHEETS 100.1 AND 100.2 FOR ADDITIONAL NOTES.
 7. SEE SHEET 301 FOR PEDESTRIAN MAINTENANCE OF TRAFFIC.

Contrabands and Freedmen Cemetery Memorial
FREEDMEN CEMETERY
 Alexandria, VA

Earth Tech | AECOM
 2701 Wilson Boulevard
 8th Floor
 Arlington, VA 22201
 TEL 703 840 5087
 FAX 703 840 5101
 www.aecom.com

ENGINEERS

EDAW | AECOM
 876 N. Washington Street
 Suite 800
 Alexandria, VA 22314
 TEL 703 840 8789
 FAX 703 840 8784
 www.edaw.com

LANDSCAPE ARCHITECTS

EXHIBIT DESIGNERS
 801 2nd Street NE
 Washington, D.C. 20002
 TEL 202 646 0022
 FAX 202 646 0028
 www.towerdrew.com

CHI Associates, Inc
 201 Park Washington Court
 Falls Church, Virginia 22048
 TEL 703 891 6182
 FAX 703 891 8107
 www.chiassociates.com

CIVIL ENGINEERS

NOTES:
 ARCHAEOLOGICAL STUDIES HAVE DETERMINED THAT THIS PROPERTY IS A CEMETERY WITH HUNDREDS OF EXTANT GRAVES.
 THERE SHALL BE NO DISTURBANCE TO BURIAL FEATURES OR OTHER CULTURAL RESOURCES DURING CONSTRUCTION ACTIVITIES.
 IF BURIED PIECES OF PLYWOOD OR ORANGE PLASTIC FENCING ARE ENCOUNTERED AT ANY TIME THE CITY ARCHAEOLOGIST IS TO BE IMMEDIATELY INFORMED AND WORK SHOULD CEASE IN THAT AREA.

REV.	COMMENT	DATE	SEAL



DATE: 09/24/09
 JOB NO. 0804001/01
 DRAWN BY: KAL BK
 CHECKED BY: HE
 DRAWING TITLE:
LAYOUT AND MATERIALS PLAN
 SHEET NO.
204.2
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