

BAR CASE # 2015-0189
2015-0190
2015-0268 &
2015-0269

City Council
December 12, 2015

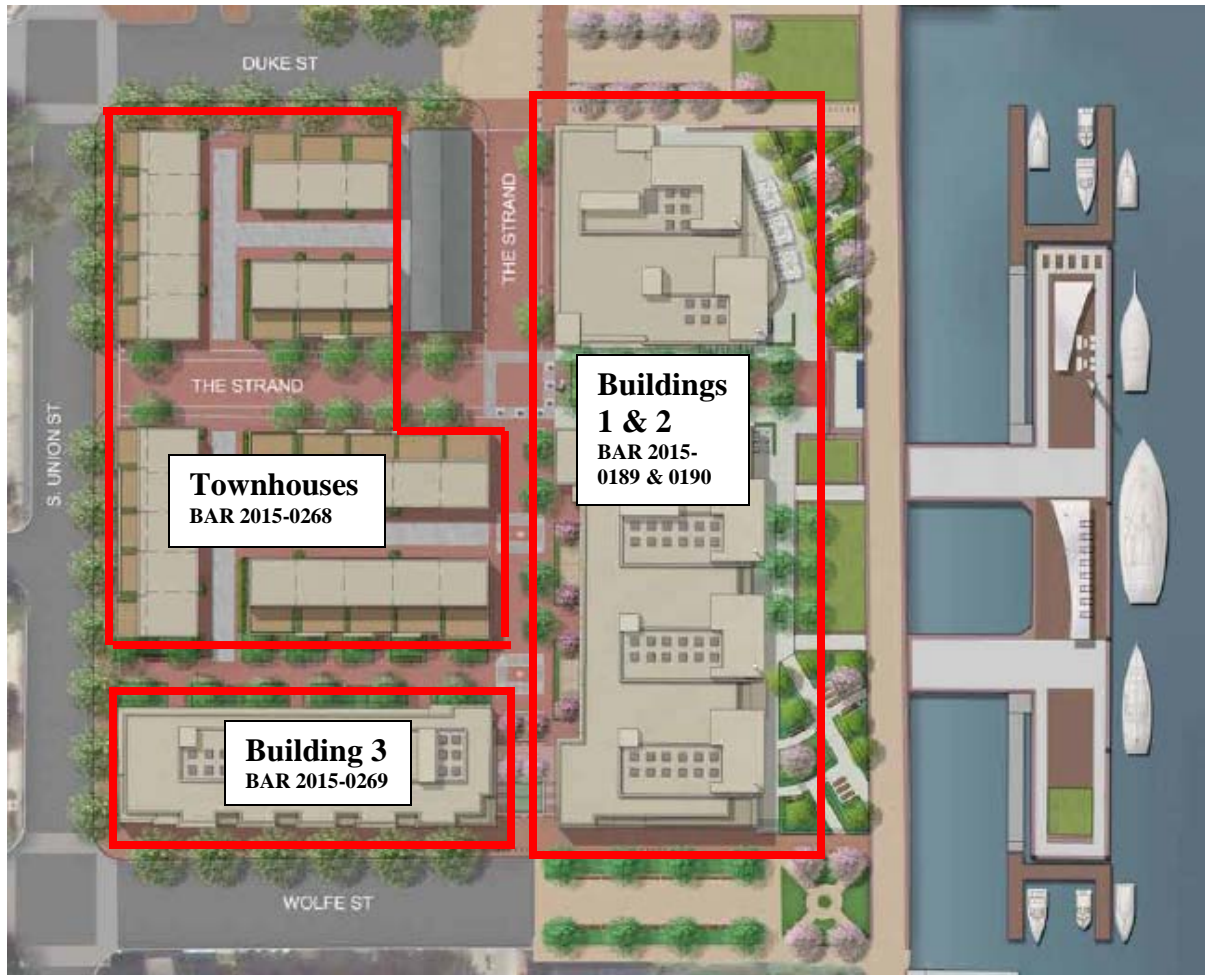
ISSUE: Appeal of a decision of the Board of Architectural Review, Old & Historic Alexandria District, approving Certificates of Appropriateness for new construction

APPLICANT: RTS Associates, LLC

APPELLANT: James H. Hardaway, on behalf of petitioners

LOCATION: 2 Duke Street

ZONE: W-1 / Waterfront



Note: *Staff combined the appeals for BAR #2015-0189, 2015-0190, 2015-0268 and 2015-0269 (Certificates of Appropriateness for each building or type) for clarity and brevity as each of these cases together comprise one overall project, the redevelopment of the Robinson Terminal South site.*

ISSUE

The petitioners have appealed four decisions of the Old & Historic Alexandria District Board of Architectural Review (BAR) to approve Certificates of Appropriateness for new construction at Robinson Terminal South located at 2 Duke Street. The Certificates of Appropriateness that have been appealed include the following:

BAR #2015-0189 (Building 1)
BAR #2015-0190 (Building 2)
BAR #2015-0268 (Townhouses)
BAR #2015-0269 (Building 3)

The applicant in this case is RTS Associates, LLC, represented by the project attorney, Jonathan Rak, and other members of the project team. The appellant is James H. Hardaway on behalf of the petitioners. The petitioners based their appeal on the belief that “the exterior architectural features of these structures do not conform with the standards set forth in Sec. 10-105(A)(2) and (A)(4) of the Zoning Ordinance for the City of Alexandria.”

This project has been reviewed by various public bodies in addition to the BAR on multiple occasions including the following:

Date	Item	Board Action
April 30, 2014	Concept Review Work Session #1	Comments
July 2, 2014	Concept Review Work Session #2	Comments
October 15, 2014	Concept Review Work Session #3	Comments
Dec. 17, 2014	Concept Review Work Session #4	Comments
Dec. 17, 2014	Permit to Demolish: Metal Warehouses	Approved, 7-0
Dec. 17, 2014	Permit to Demolish (partial): historic warehouse	Approved, 7-0
January 21, 2015	Concept Review Work Session #5	Endorsed, 6-0.
April 9, 2015	DSUP: Planning Commission	Approved, 7-0
April 18, 2015	DSUP: City Council	Approved, 5-1
July 1, 2015	CoA: Bldgs 1 and 2	Deferred, 7-0
July 1, 2015	CoA: Historic warehouse	Approved, 7-0
July 15, 2015	Work Session: Site Elements & Historic Interpretation	Comments
Sept. 16, 2015	CoA: Townhouses	Deferred, 7-0
Sept. 16, 2015	CoA: Bldg 3	Deferred, 4-3
October 7, 2015	CoA: Bldgs 1 and 2	Approved, 4-3
October 7, 2015	CoA: Site Elements and Historic	Approved, 6-0

	Interpretation	
October 21, 2015	CoA: Townhouses	Approved, 5-2
October 21, 2015	CoA: Bldg 3	Approved, 4-3

Additionally, this project was presented to other groups including the Waterfront Commission, Alexandria Chamber of Commerce, Alexandria Seaport Foundation, The Art League, Alexandria Visitor and Convention Association, Harborside HOA, Old Town Boutique District, the Old Town Business and Professional Association, Old Town Civic Association, and Waterford Place HOA.

At the April 18, 2015 City Council meeting, the City Council approved the Development Special Use Permit with Site Plan for the redevelopment of Robinson Terminal South, and other related applications, including a Special Use Permit for a restaurant, a Special Use Permit for a Transportation Management Plan, a Special Use Permit for a facility for docking boats, and a Special Use Permit for a retail shopping establishment, as well as some modifications. This action approved the site's uses, the building height, floor area, restaurant, loading, and parking proposed by the applicant. The final exterior building design (materials, finishes, fenestration and architectural style and details) were subject to BAR approval of Certificates of Appropriateness, in general conformance with architectural elevations presented to the City Council.

Prior to the Planning Commission and City Council review and approval of the DSUP, the applicant went before the BAR for five concept review work sessions on the redevelopment of the site, one Permit to Demolish for complete demolition of the 20th-century metal and brick warehouses and one Permit to Demolish for partial demolition of the 19th-century brick warehouse. In addition to the Certificates of Appropriateness that have been appealed, the BAR approved Certificates of Appropriateness that were not appealed for alterations to the historic warehouse (BAR #2015-0180) on July 1, 2015 and also for overall site elements and historic interpretation (BAR #2015-0205) on October 7, 2015. Both of these applications were enthusiastically supported by both the BAR and the community, as they involved the rehabilitation of a compromised historic 19th-century brick warehouse and the most extensive historic interpretation plan proposed by a private entity in the City to date.

The BAR also approved the demolition and deconstruction of the warehouse at 226 The Strand on June 17, 2015, as the applicant was required to submit such an application as a condition of the DSUP approval (BAR #2015-0152). This decision was appealed to City Council who upheld the BAR's approval of a Permit to Demolish on September 12, 2015.

II. DISCUSSION

To understand how the BAR found each of the applications to be in conformance with the *Standards* and *Additional Standards—Potomac River Vicinity*, it is important to understand the fifteen months of design work where the BAR and community provided

ongoing input that the applicant incorporated into a number of iterations of the design. The applications submitted for Certificates of Appropriateness represented months of continual refinement and design development.

Overview of BAR Review and Design Evolution

Over the past year and a half, the BAR has reviewed this redevelopment project on 16 separate occasions, including five separate concept review work sessions, since April 2014. At the final work session, in January 2015, the BAR unanimously endorsed the height, scale, mass and general architectural character of the overall project, which provided guidance with respect to the general appropriateness of the overall project to Planning Commission and City Council for the DSUP review.

During the course of the concept review work sessions, the BAR determined that the height, scale, mass and general architectural character were appropriate, with some specific recommendations for refinements when the buildings returned for a Certificate of Appropriateness following the DSUP. At the early work sessions, the BAR strongly supported the site plan that situated two multifamily buildings on the waterfront, a third multifamily building at the corner of South Union and Wolfe streets, and several rows of townhouses in the northwest quadrant of the site, adjacent to the historic warehouse to be rehabilitated. The BAR was particularly positive about the increased porosity of the site through the extension of The Strand into the site and the addition of several carriageways (alleys) and other pedestrian paths. Throughout the work sessions, the BAR provided feedback and identified concerns that the applicant worked to address with each revision. At the final work session, the BAR unanimously endorsed the proposed height, scale, mass and architectural character. The BAR, and later Planning Commission and City Council, found that the applicant's proposal was consistent with the Potomac River Vicinity Height District requirements. Because the concept review phase was so extensive, the BAR's scope of review during the Certificate of Appropriateness phase has been to focus on materials, increased architectural variety at the townhouses and design details. Before examining each Certificate of Appropriateness application that is being appealed, it is useful to study how the design evolved for each of these buildings.

The BAR originally discussed several architectural design concepts for the site. The Waterfront Plan Development Guideline #8 states that, "the Plan encourages modern design inspired by historic precedent...", and strongly encourages an authentic interpretation of Alexandria's waterfront, so the BAR discouraged replicative faux-historicist buildings from the beginning. In addition, the waterfront core of Old Town was the economic generator of the city and was solely commercial until the late 20th century. There were no rows of townhouses east of Union Street until the Harborside project was constructed in the 1980s, so there was no precedent for rows of individual townhouses in this location that evolved over time. Instead the BAR agreed on small groupings of townhouse buildings whose forms recalled the warehouse, factory and administration buildings on the Alexandria Waterfront, from the 19th century Crilley Warehouse on North Lee Street to the early 20th century Virginia Shipbuilding Company administration building at Jones Point.



Figure 1. 216 North Lee Street, Crilly Warehouse



Figure 2. 600 block N Saint Asaph, Portner's Landing condo conversion

Design Evolution of the Waterfront Multifamily Buildings 1 and 2

It is important to remember that the design of these two waterfront multifamily buildings has evolved significantly since the BAR first began reviewing this project eighteen months ago. The BAR expressed concerns that the random, interlocking rectangles of the early scheme looked like it could be anywhere in the world, leading the design team to contemplate how to create a contemporary building grounded in Alexandria's architectural heritage and materials. Throughout the concept review work sessions, the BAR repeatedly confirmed that a contemporary approach with large areas of glass facing the Potomac River was appropriate for the two waterfront buildings because of their specific context but that the other elevations of those two building should exhibit more traditional masonry materials. The BAR also supported the smaller masonry townhouses on the western portion of the site to transition to the more traditional character of this area of the historic district, while still maintaining the commercial character of the historic Alexandria waterfront east of South Union Street.



Figure 3. Waterfront view of Buildings 1 and 2, presented at concept work session #2 July 2, 2014.



Figure 4. Perspective rendering of waterfront buildings, presented at concept work session #4 December 17, 2014.

The schematic design of buildings 1 & 2 shown on December 17, 2014 at concept review work session #4 (Figure 4) was the version that was unanimously endorsed by the BAR at the subsequent work session where the entire project received endorsement for the height, scale, mass and architectural character. Work session #5 focused almost entirely on Building 3 on Wolfe Street and South Union Street. These were the designs shown to Planning Commission and City Council as part of the DSUP review and approval.

Evolution of Design for Townhouses

From the beginning, the BAR supported the site layout of the townhouses, noting the arrangement of the rows and the visual and pedestrian permeability into and through the site that the townhouses provided. They also noted that the townhouses provided a smaller scale and reduced massing, particularly on South Union Street, as they will be perceived as only three stories in height due to the deep setback of the loft level from the street. This lower scale and height was also more appropriate adjacent to the historic warehouse at 2 Duke Street.

The BAR looked at Alexandria historic precedents for the townhouse buildings and encouraged smaller red and tan brick buildings with punched windows to be on the western portion of the site, as a transition to the larger, more contemporary multifamily

buildings on the east side along the river. It was stated that the buildings should take design direction from character-defining architectural and urban design elements found in the historic district and, specifically, the authentic historic commercial buildings on the waterfront but that they should integrate contemporary elements, as well. The Board repeatedly stressed that the materials should be high quality, durable, local and naturally occurring.

In addition, a closer look at the authentic development of Old Town revealed that many of what appear today to be individual townhouses were once part of a larger speculative project whose facades have been individualized over time. The formal composition of the façades on several of the original townhouse buildings are surprisingly similar in design and materials to commercial building façades of the same period. Therefore, the resulting design *parti* for Robinson's Landing is, fictively, a collection of what appear to be small commercial buildings that were converted to residential units in the late 20th century, similar to the recent condo conversions of the historic Portner Brewery building or the former Alexandria Health Department, both on North Saint Asaph Street.



Figure 5. Early design scheme for the townhouses shown at Concept Review Work Session #2.



Figure 6. Approved design scheme for a row of townhouses.

During the Certificate of Appropriateness review for the townhouses, the applicant further refined the design to include more details, increased the richness and variety of materials, and enhanced the architectural variety and differentiation between buildings than was originally proposed, in direct response to the BAR's comments. This is partially evident in Figure 6 compared with the early design shown in Figure 5.

Evolution of Design for the Wolfe Street Multifamily Building 3

During the concept review phase, the BAR noted that Building 3 should have its own distinct identity and form a bridge between the townhouses to the north and the more contemporary waterfront buildings to the east. The BAR noted that this building should relate to the positive attributes of the adjacent block faces while not replicating a specific style, acknowledging that there were no historic buildings immediately adjacent to this site. The original proposal for a singular multifamily building design (Figure 7) was criticized by the BAR as being too massive and boxy. The approved multifamily building features two distinct design characters, to reduce its apparent scale and provide more variety in the roofline. The western portion of the building has four three-story townhouse-scale, red brick bay elements with setbacks on the floors above while the eastern portion (previously identified in the meetings as building 3A) has a small apartment building scale with an industrial architectural character. The entire building is five stories in height, though there are significant setbacks both at the fourth and fifth stories on South Union Street and Wolfe Street.



Figure 7. Early design for Wolfe Street elevation of Building 3, presented at Concept Review Work Session #3.



Figure 8. Approved design for Wolfe Street elevation of Building 3.

From a review of the design evolution, one can see that the overall design intent clearly reflects a conscious direction to create a project site that is cohesive as well as compatible with this waterfront location in the historic district while not reading as a single and monotonous “project.” The design takes cues from historic precedent, based on the findings of a thorough history report prepared by the applicant’s history consultant, while not being replicative or historicist. In contrast to much of Old Town, even in contrast to the blocks to the west of this site, the blocks east of Union Street have always existed at a different scale and different architectural character than other parts of the waterfront due to the historic uses in this area. What would have been historically accurate on this site would be four and five story warehouses or mills with unpaved roads and paths and unscreened industrial uses and products. Therefore, the design intent was to capture the spirit and essence of the historic waterfront in a modern-day interpretation, one that allowed for contemporary and glassy design for the waterfront buildings and the reinterpretation of brick commercial buildings for the townhouses, as noted above.

The discussion on Certificates of Appropriateness for each building or building type follows.

Certificates of Appropriateness

Sec. 10-105(A)(2) of the Zoning Ordinance lists the *Standards* which the BAR, and City Council on appeal, must consider when making a determination of appropriateness for proposed construction. In addition, Sec. 10-105(A)(4) also lists the *Additional Standards—Potomac River Vicinity* for all properties located within the Potomac River Vicinity Height District, where this property is located. By policy and practice, these *Standards* form the foundation of the Design Guidelines, adopted by the BAR in 1993. Staff's and the BAR's analysis are always based on the *Standards* and applicable *Additional Standards*.

What follows are tables displaying the BAR's *Standards* of Section 10-105(A)(2) for review of a Certificate of Appropriateness and the *Additional Standards—Potomac River Vicinity* according to Section 10-105(A)(4). Each table includes an analysis of how each building approved by the BAR satisfied the applicable *Standards* and *Additional Standards*.

BAR #2015-0189 and #2015-0190 (Buildings 1 and 2)

Standard	Feature	How satisfied
a)	Overall architectural design, form, style and structure, including, but not limited to, the height, mass and scale of buildings or structures	The BAR reviewed and considered these foundational elements at all five concept review work sessions, ultimately endorsing the proposed height, scale, mass and general architectural character.
b)	Architectural details including, but not limited to, original materials and methods of construction, the pattern, design and style of fenestration, ornamentation, lighting, signage and like decorative or functional fixtures of buildings or structures; the degree to which the distinguishing original qualities or character of a building, structure or site (including historic materials) are retained	The BAR has required that the architectural details and materials be high quality and consistent with the level of detail and durability of that found on historic buildings. The waterfront buildings do not incorporate portions of historic structures but they do have historically appropriate materials.
c)	Design and arrangement of buildings and structures on the site; and the impact upon the historic setting, streetscape or environs	The BAR reviewed and enthusiastically supported the building arrangement and site design during the concept review work sessions.
d)	Texture, material and color, and the extent to which any new architectural features are historically appropriate to the existing structure and adjacent existing structures	The use of red brick, rough stone, slate and metal are durable, time-tested materials found throughout the historic district.

e)	The relation of the features in sections 10-105(A)(2)(a) through (d) to similar features of the preexisting building or structure, if any, and to buildings and structures in the immediate surroundings	The BAR extensively considered the context of the site and each building type, finding that it was appropriate for the waterfront buildings to have a contemporary design.
f)	The extent to which the building or structure would be harmonious with or incongruous to the old and historic aspect of the George Washington Memorial Parkway	Not applicable.
g)	The extent to which the building or structure will preserve or protect historic places and areas of historic interest in the city	The two waterfront buildings, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront.
h)	The extent to which the building or structure will preserve the memorial character of the George Washington Memorial Parkway	Not applicable.
i)	The extent to which the building or structure will promote the general welfare of the city and all citizens by the preservation and protection of historic interest in the city and the memorial character of the George Washington Memorial Parkway	The two waterfront buildings, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare of the city, its inhabitants and its visitors.
j)	The extent to which such preservation and protection will promote the general welfare by maintaining and increasing real estate values, generating business, creating new positions, attracting tourists, students, writers, historians, artists and artisans, attracting new residents, encouraging study and interest in American history, stimulating interest and study in architecture and design, educating citizens in American culture and heritage and making the city a more	The two waterfront buildings, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare, attracting visitors, educating people, and enhancing the waterfront experience, among many other

	attractive and desirable place in which to live	objectives.
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Additional Standards-- Potomac River Vicinity	Feature	How satisfied
a)	The degree to which facades of a proposed building or buildings are generally in alignment with the existing street edges and express the 20- to 30-foot bay width typically found within the historic district. Techniques to express such typical bay width should include changes in materials; articulation of the wall surfaces; changes in fenestration patterns; varying roof heights; and physical breaks within the massing. Large expanses of unbroken or repetitive facades are disfavored.	The waterfront buildings have clearly articulated bays that are marked by changes in material and expression in changes of the wall surface. The projecting bays and balconies, and changing roof elements, contribute to architectural variety.
b)	The degree to which building materials characteristic of buildings having architectural merit within the historic district are utilized. The texture, tone and color of such materials should display a level of variety, quality and richness at least equal to that found abundantly in the historic setting. The use of synthetic or imitative materials is disfavored.	No synthetic or imitative materials are proposed. The use of brick, metal, slate and rough stone all harken back to the durable building materials used on the waterfront since the City's founding. The project continues a long tradition of varied and rich materials.
c)	The degree to which new construction reflects the traditional fenestration patterns found within the historic district. Traditional solid-void relationships (i.e., masonry bearing wall by a veneer system)	The street-facing elevations all feature traditional solid-void relationships within a masonry construction system. The waterfront elevations while more rooted in a contemporary approach, maintain a balance, proportion and

	should be used in building facades which are directly related to historic streetscapes.	harmony associated with good architecture regardless of specific style.
d)	The degree to which new construction on the waterfront reflects the existing or traditional building character suitable to the waterfront. "High style" or highly ornamented buildings are disfavored. Also disfavored are metal warehouses and nondescript warehouse-type structures.	The waterfront buildings are neither "High-Style" nor faux historicist nor non-descript warehouses. The Board found a more transparent waterfront façade to be appropriate in a waterfront location, reflective of the amount of glass found on early 20 th -century historic waterfront buildings such as the Ford Plant and Torpedo Factory.
e)	To the extent that any provisions of <u>section 10-105(A)(2)</u> are inconsistent with the provisions of this <u>section 10-105(A)(4)</u> , the provisions of this section shall be controlling.	Not applicable.

BAR #2015-0268 (Townhouses)

Standard	Feature	How satisfied
a)	Overall architectural design, form, style and structure, including, but not limited to, the height, mass and scale of buildings or structures	The BAR reviewed and considered these foundational elements at all five concept review work sessions, ultimately endorsing the proposed height, scale, mass and general architectural character.
b)	Architectural details including, but not limited to, original materials and methods of construction, the pattern, design and style of fenestration, ornamentation, lighting, signage and like decorative or functional fixtures of buildings or structures; the degree to which the distinguishing original qualities or character of a building, structure or site (including historic materials) are retained	The BAR has required that the architectural details and materials be high quality and consistent with the level of detail and durability of that found on historic buildings. The BAR has focused on the fenestration, ornamentation and other elements in determining their appropriateness.

c)	Design and arrangement of buildings and structures on the site; and the impact upon the historic setting, streetscape or environs	The BAR reviewed and enthusiastically supported the building arrangement and site design during the concept review work sessions.
d)	Texture, material and color, and the extent to which any new architectural features are historically appropriate to the existing structure and adjacent existing structures	The use of red and buff brick, slate and metal are durable, time-tested materials found throughout the historic district. The townhouses adjacent to the historic warehouse have been designed specifically to respect the historic building.
e)	The relation of the features in sections 10-105(A)(2)(a) through (d) to similar features of the preexisting building or structure, if any, and to buildings and structures in the immediate surroundings	The BAR extensively considered the context of the site and each building type, finding that it was appropriate for the townhouses to reference a commercial character, historically accurate to this waterfront location.
f)	The extent to which the building or structure would be harmonious with or incongruous to the old and historic aspect of the George Washington Memorial Parkway	Not applicable.
g)	The extent to which the building or structure will preserve or protect historic places and areas of historic interest in the city	The townhouses, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront.
h)	The extent to which the building or structure will preserve the memorial character of the George Washington Memorial Parkway	Not applicable.
i)	The extent to which the building or structure will promote the general welfare of the city and all citizens by the preservation and protection of historic interest in the city and the memorial character of the George Washington Memorial Parkway	The townhouses, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare of the

		city, its inhabitants and its visitors.
j)	The extent to which such preservation and protection will promote the general welfare by maintaining and increasing real estate values, generating business, creating new positions, attracting tourists, students, writers, historians, artists and artisans, attracting new residents, encouraging study and interest in American history, stimulating interest and study in architecture and design, educating citizens in American culture and heritage and making the city a more attractive and desirable place in which to live	The townhouses, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare, attracting visitors, educating people, and enhancing the waterfront experience, among many other objectives.

Additional Standards-- Potomac River Vicinity	Feature	How satisfied
a)	The degree to which facades of a proposed building or buildings are generally in alignment with the existing street edges and express the 20- to 30-foot bay width typically found within the historic district. Techniques to express such typical bay width should include changes in materials; articulation of the wall surfaces; changes in fenestration patterns; varying roof heights; and physical breaks within the massing. Large expanses of unbroken or repetitive facades are disfavored.	The townhouses clearly express an approximately 20-25 foot bay width. The townhouses also feature appropriate fenestration, varying roof heights, and changes in wall surface that contribute to the bay expression.
b)	The degree to which building materials characteristic of buildings having architectural merit within the historic district are utilized. The texture, tone and color of such	No synthetic or imitative materials are proposed. The use of brick, metal, and slate all harken back to the durable building materials used on the waterfront since the City's founding.

	materials should display a level of variety, quality and richness at least equal to that found abundantly in the historic setting. The use of synthetic or imitative materials is disfavored.	The project continues a long tradition of varied and rich materials.
c)	The degree to which new construction reflects the traditional fenestration patterns found within the historic district. Traditional solid-void relationships (i.e., masonry bearing wall by a veneer system) should be used in building facades which are directly related to historic streetscapes.	The townhouses all feature traditional solid-void relationships within a masonry construction system.
d)	The degree to which new construction on the waterfront reflects the existing or traditional building character suitable to the waterfront. "High style" or highly ornamented buildings are disfavored. Also disfavored are metal warehouses and nondescript warehouse-type structures.	The townhouse design approach is neither faux historicist nor non-descript warehouses. The design is rooted in the historic waterfront and commercial buildings found in the historic district.
e)	To the extent that any provisions of <u>section 10-105(A)(2)</u> are inconsistent with the provisions of this <u>section 10-105(A)(4)</u> , the provisions of this section shall be controlling.	Not applicable.

BAR #2015-0269 (Building 3)

Standard	Feature	How satisfied
a)	Overall architectural design, form, style and structure, including, but not limited to, the height, mass and scale of buildings or structures	The BAR reviewed and considered these foundational elements at all five concept review work sessions, ultimately endorsing the proposed height, scale, mass and general architectural character.

b)	Architectural details including, but not limited to, original materials and methods of construction, the pattern, design and style of fenestration, ornamentation, lighting, signage and like decorative or functional fixtures of buildings or structures; the degree to which the distinguishing original qualities or character of a building, structure or site (including historic materials) are retained	The BAR has required that the architectural details and materials be high quality and consistent with the level of detail and durability of that found on historic buildings. The BAR has focused on the fenestration, ornamentation and other elements in determining this building's appropriateness.
c)	Design and arrangement of buildings and structures on the site; and the impact upon the historic setting, streetscape or environs	The BAR reviewed and enthusiastically supported the building arrangement and site design during the concept review work sessions.
d)	Texture, material and color, and the extent to which any new architectural features are historically appropriate to the existing structure and adjacent existing structures	The use of red and buff brick, slate and metal are durable, time-tested materials found throughout the historic district.
e)	The relation of the features in sections 10-105(A)(2)(a) through (d) to similar features of the preexisting building or structure, if any, and to buildings and structures in the immediate surroundings	The BAR extensively considered the context of the site and was sensitive to the particular location of Building 3 which is adjacent to more recent construction at Harborside and Waterford Place. The increased setbacks at the fourth and fifth stories are a direct response to the existing buildings in the immediate surroundings.
f)	The extent to which the building or structure would be harmonious with or incongruous to the old and historic aspect of the George Washington Memorial Parkway	Not applicable.
g)	The extent to which the building or structure will preserve or protect historic places and areas of historic interest in the city	The townhouses, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront.

h)	The extent to which the building or structure will preserve the memorial character of the George Washington Memorial Parkway	Not applicable.
i)	The extent to which the building or structure will promote the general welfare of the city and all citizens by the preservation and protection of historic interest in the city and the memorial character of the George Washington Memorial Parkway	Building 3, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare of the city, its inhabitants and its visitors.
j)	The extent to which such preservation and protection will promote the general welfare by maintaining and increasing real estate values, generating business, creating new positions, attracting tourists, students, writers, historians, artists and artisans, attracting new residents, encouraging study and interest in American history, stimulating interest and study in architecture and design, educating citizens in American culture and heritage and making the city a more attractive and desirable place in which to live	Building 3, in conjunction with the overall project proposal which includes an unparalleled historic interpretation plan, reference and celebrate Alexandria's waterfront and this particular site. The design will increase accessibility to and understanding of the waterfront, thus promoting the general welfare, attracting visitors, educating people, and enhancing the waterfront experience, among many other objectives.

Additional Standards-- Potomac River Vicinity	Feature	How satisfied
a)	The degree to which facades of a proposed building or buildings are generally in alignment with the existing street edges and express the 20- to 30-foot bay width typically found within the historic district. Techniques to express such typical bay width should include changes in materials; articulation of the wall surfaces; changes in fenestration	Building 3 clearly expresses a historically appropriate bay width in both the "townhouse" form at 3 and the small commercial building at 3A. This is achieved by using appropriate fenestration, varying roof heights, and changes in wall surface to contribute to the bay expression. There are no large expanses of unbroken or repetitive façades.

	patterns; varying roof heights; and physical breaks within the massing. Large expanses of unbroken or repetitive facades are disfavored.	
b)	The degree to which building materials characteristic of buildings having architectural merit within the historic district are utilized. The texture, tone and color of such materials should display a level of variety, quality and richness at least equal to that found abundantly in the historic setting. The use of synthetic or imitative materials is disfavored.	No synthetic or imitative materials are proposed. The use of brick, metal, and slate all harken back to the durable building materials used on the waterfront since the City's founding. The project continues a long tradition of varied and rich materials.
c)	The degree to which new construction reflects the traditional fenestration patterns found within the historic district. Traditional solid-void relationships (i.e., masonry bearing wall by a veneer system) should be used in building facades which are directly related to historic streetscapes.	Building 3 primarily features traditional solid-void relationships within a masonry construction system with the addition of a glassy monitor form at the top story, typical of 19 th and 20 th -century commercial and industrial design.
d)	The degree to which new construction on the waterfront reflects the existing or traditional building character suitable to the waterfront. "High style" or highly ornamented buildings are disfavored. Also disfavored are metal warehouses and nondescript warehouse-type structures.	Building 3 is neither faux historicist nor a non-descript warehouse. The design is rooted in the historic waterfront and commercial buildings found in the historic district.
e)	To the extent that any provisions of <u>section 10-105(A)(2)</u> are inconsistent with the provisions of this <u>section 10-105(A)(4)</u> , the provisions of this section shall be controlling.	Not applicable.

The BAR found that the overall project, and each individual building, was consistent with the *Standards* and *Additional Standards-Potomac River Vicinity* outlined in the Zoning Ordinance in their approval of multiple Certificates of Appropriateness for this project.

III. BOARD ACTION

On October 7, 2015, the BAR ***approved the application for BAR #2015-0189 and BAR #2015-0190 (Buildings 1 and 2, the waterfront buildings), as amended, by a vote of 4-3.*** The majority of the Board supported the final scheme that included a reduction in the projection and height of the rooftop overhang as well as a more clearly established setback above 30 feet on the waterfront and street elevations. The majority observed that all of the concerns raised throughout the process were addressed and these two buildings reflected the direction for a more contemporary approach to the east elevations of these waterfront buildings as part of the traditional to contemporary architectural transition west-to-east across the site. The majority also found the proposed design to be in keeping with the Design Guidelines and the requirements in the Zoning Ordinance for the *Standards* and *Additional Standards-Potomac River Vicinity*. The Board approved the amended plans presented to the BAR at the hearing.

On October 21, 2015, the BAR ***approved the application for BAR #2015-0268 (the townhouses), as amended, by a vote of 5-2.*** The majority of the Board was supportive of the design evolution of the townhouses and believed they were well composed clusters of townhouses with sufficient variety and architectural character to reflect the authentic commercial Alexandria waterfront yet still recall local historic residential detailing. The Board members complimented the high quality materials and the use of lighter color brick on the interior of the project. The majority also found the proposed design to be in keeping with the Design Guidelines and the requirements in the Zoning Ordinance for the *Standards* and *Additional Standards-Potomac River Vicinity*. The Board approved the proposal with the condition that the applicant work with staff on the material transition at the rear of the fourth story loft at Buildings 4 and 5 and with a lighter colored slate on the east end of these buildings to be different from the color of the roof at the historic warehouse at 2 Duke Street, with final approval by staff as part of the building permit review process.

On October 21, 2015, the BAR ***approved the application for BAR #2015-0269 (Building 3), as amended, by a vote of 4-3.*** The majority of the BAR found the fourth and fifth floor setbacks to be successful and believed that the bays and hyphens effectively created a townhouse scale rhythm, although some members felt the building should be broken down further with more variety in the brick color and fenestration. The Board also found that Building #3A was sufficiently distinct from Building #3 to effectively reduce the visual scale of the building on Wolfe Street façade. The majority also found the proposed design to be in keeping with the Design Guidelines and the requirements in the Zoning Ordinance for the *Standards* and *Additional Standards-Potomac River Vicinity*. The Board approved the proposal with the following conditions:

1. Work with staff to relieve the monochromatic red brick at the southwest corner of Building #3, using either a clearly differentiated brick color or metal panels.

2. Make all of Building #3A a single red brick color, to create a distinctly different appearance from Building #3, while retaining the layered brick effect and an accent brick color at the windows on the east side.

IV. STANDARD OF REVIEW ON APPEAL

Section 10-107(A)(3) of the Zoning Ordinance requires that the City Council apply the same standards as are established for the board of architectural review. The City Council “may affirm, reverse or modify the decision of the board, in whole or in part.”

V. RECOMMENDATION

Staff therefore recommends that City Council **affirm** the decisions of the BAR made on October 7, 2015 and October 21, 2015, finding the buildings in this redevelopment project to be appropriate and consistent with all the *Standards* and the *Additional Standards-Potomac River Vicinity District* outlined in Section 10-105(A) of the Alexandria Zoning Ordinance.

STAFF

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ATTACHMENTS

Attachment A: Concept Review Work Session #1 Staff Report (4/30/14)
Attachment B: Concept Review Work Session #2 Staff Report (7/2/14)
Attachment C: Concept Review Work Session #3 Staff Report (10/15/14)
Attachment D: Concept Review Work Session #4 Staff Report (12/17/14)
Attachment E: Concept Review Work Session #5 Staff Report (1/21/15)
Attachment F: Permit to Demolish: Metal Warehouses Staff Report (12/17/14)
Attachment G: Permit to Demolish (partial): historic warehouse Staff Report (12/17/14)
Attachment H: Certificate of Appropriateness: Buildings 1 & 2 Staff Report (7/1/15)
Attachment I: Certificate of Appropriateness: Historic Warehouse Staff Report (7/1/15)
Attachment J: Work Session: Site Elements & Historic Interpretation (7/1/15)
Attachment K: Certificate of Appropriateness: Townhouses Staff Report (9/16/15)
Attachment L: Certificate of Appropriateness: Building 3 Staff Report (9/16/15)
Attachment M: Certificate of Appropriateness: Buildings 1 & 2 Staff Report (10/7/15)
Attachment N: Certificate of Appropriateness: Site Elements & Historic Interpretation Staff Report (10/7/15)
Attachment O: Certificate of Appropriateness: Townhouses Staff Report (10/21/15)
Attachment P: Certificate of Appropriateness: Building 3 Staff Report (10/21/15)
Attachment Q: Design Guidelines for New Construction-Commercial and Buildings along the Waterfront chapters