5 *Implementation*

Among the most important attributes of any plan is implementation. This chapter reviews key factors affecting the Waterfront Small Area Plan (Plan) implementation – phasing, costs and revenues, and options for civic uses.

Revenue Potential

Much of the Plan addresses public spaces and, compared to recent small area plans, there is a relatively low level of potential development. The revenue implications of Plan implementation are significant, however. Over the life of the Plan, revenues resulting from the Plan's recommendations will exceed their costs, with public investment in Alexandria's waterfront yielding both returns from new development as well increased commerce for existing businesses.

When completed, the redevelopment of the three redevelopment sites will yield a net increase in annual tax revenues of $3.5 million. Even with development phased over 15 years, cumulative revenues at the end of 28 years will total $51 million (in 2011 dollars).

Revenue is estimated solely from net tax increases due to new development in the following categories: real property, sales tax, meals tax, BPOL tax, and transient lodging tax. The positive impact of new waterfront development, parks, and/or cultural attractions on existing development value or on the sales of existing businesses, is not included.

Developer contribution potential

In recent small area plans it has been the practice to estimate the potential for redevelopment to contribute to public amenities. The analysis determines the potential profit for proposed projects based upon land costs, costs of construction, type of project, and market rents. After accounting for the developer's need to make a return on investment, the remainder of the profit is potentially available for investment in on-site or off-site amenities desired by the community.

If there are specific developer proposals on the table, it is considerably easier to calculate the developer contribution potential with a high degree of validity. In the waterfront, the three major development sites have not yet been sold to a developer. In addition, the region is currently at a recovering point in the real estate cycle. It is therefore premature to attempt to estimate the profit potential (in dollars) on these sites.

In addition, this Plan defines expectations for developer contributions to the public realm on their property and in the immediate vicinity of their projects. For example, both Robinson Terminal sites have significant stretches of shoreline that will need to be become publicly-accessible promenades. In addition, this Plan anticipates investment by developers into transforming the large piers at both sites into high quality public spaces. For the Cummings/ Turner properties, developer contributions could go toward desired civic uses and/or the new park. In all cases, there will be high expectations for urban design and for implementing the recommendations of the waterfront Art and History Plans.

Analysis of the value of the additional density provided in this Plan strongly suggests that, at a minimum, a per-square-foot developer contribution to off-site amenities of $9.00 in 2012 dollars is financially feasible. The actual contribution will be determined at the time of development approval. The per-square-foot contribution should be calculated based upon all new square-footage, including that which replaces existing structures. The value of in-kind contributions, which may include property, buildings or construction of planned improvements, should be credited against this contribution.

A $9.00 per-square-foot contribution applied to approximately 800,000 square feet of new development in today's (2012) dollar, would total $7 million.

All contributions from redevelopment within the Waterfront Plan area should be applied toward improvements within the Plan area.

Increase in the Property Tax Base (New Development)

The current assessed value of the redevelopment sites is $47 million. Buildout of the redevelopment permitted in the Plan will add $220 million to the tax base. This figure includes redevelopment of both Robinson Terminal sites, and the Cummings/Turner properties in the 200 block of The Strand.

Using the FY2011 real property tax rate of $0.987 per $100 assessed value, the net increase in real property tax rates will be $2.2 million.

Meals Tax

For the purposes of estimating revenue, the Plan anticipates 50,140 square feet of restaurant space, including restaurants in up to two boutique hotels and operation of The Beachcombers Restaurant. This amount of restaurant square footage would yield at least $700,000 per year in net new meals tax revenues.

The meals tax revenue estimate does not assume a change in the revenues from the Food Court; if the operator is successful in his plans to attract restaurants to that location, meals tax revenues could increase substantially.

In addition, restaurants pay both sales tax and Business/Professional/ Occupational Licensing (BPOL) tax. The revenue from these taxes from restaurants is estimated to be $210,000 per year.

Sales Tax

The Plan anticipates about 22,000 square feet of retail other than restaurants, and the City's sales tax revenue is anticipated to increase by about $85,000 per year as a result. . This estimate does not include increases in retail activity on Union Street, King Street, or in the Torpedo Factory arcade. The local share of sales tax revenues is 1 percent.

Transient Lodging Tax

The number of hotel rooms that are ultimately constructed on the three redevelopment sites will depend on a variety of factors. For the purposes of estimating revenues, the Plan is looking at a figure of 300 rooms, which reflects the Plan's limitation on the size of boutique hotels to 150 rooms. The estimated transient lodging tax revenue to the City from 300 hotel rooms is $770,000 per year.

The transient lodging tax is one dollar per room-night and 6.5 percent of gross revenues.

In addition, hotels would pay both sales and BPOL tax; the estimated revenue is $107,474 per year.

Total Net New Tax Revenues

In calculating new tax revenues, it is important to be looking at net, rather than gross, tax revenues. Calculating net tax revenues involves subtracting property taxes currently paid on the redevelopment parcels as well as subtracting new revenues that need to be set aside to provide City services to the redevelopment sites. Using City models, about 15% of potential revenue needs to be set aside for City services. This figure is closely related to proposed land uses; if a greater share of future development is residential, a larger proportion of potential revenues would need to be set aside for City services.

Grants

Both grants and other forms of fundraising are a potential source for funds to support Plan implementation. There is considerable competition for grants and while the Plan does not assume grant-funding, this should not limit the pursuit of these sources of funds.

Local fundraising is also a possible source of funds. For over 30 years, the Founders Park Community Association has been working to protect, preserve, and improve Founders Park – including by raising funds for maintenance and improvements.

Increased Visitor Spending

Recent studies, including the two King Street retail studies completed in 2005 and 2009, indicate strongly that visitors to the waterfront (both tourists and Alexandria residents) would spend more money if they had additional opportunities to do so. The 2009-2010 Visitor Profile prepared for the Alexandria Convention and Visitors Association (October 2010) notes that per-visitor spending by Alexandria's 3 million annual visitors is $807 per visitor, which is an increase but less than the per-visitor spending for Northern Virginia as a whole ($900) and for the District of Columbia.

An important factor in per-visitor spending is the whether the visitor stays overnight and if so, how many nights. A little more than half (55%) of Alexandria's visitors pay for a guest room, similar to Northern Virginia (57%) but well below DC (74%).

The profile of Alexandria's visitors strongly suggests that Plan elements that appeal to residents will also appeal to visitors. Two-thirds of Alexandria's visitors come primarily for leisure – and for most of these (70%), the primary reason is to see friends or relatives – suggesting that when they explore the waterfront, they will be doing so with, or at the suggestion of, local friends and family. Moreover, Alexandria visitors are highly educated and the top three activities of Alexandria visitors are museums, urban sightseeing, and historic sites.

Development Phasing

Fiscal sustainability is an important aspect of any plan and particularly important in the waterfront where there are limited sources of new revenues. The Plan employs a number of strategies to balance costs and revenues, including recommending land uses that have the most positive fiscal impacts (such as boutique hotels and restaurants, which are also highly desirable for the waterfront for non-fiscal reasons), by reducing unnecessary investments (such as new public parking) and by developing a Marina concept that can be constructed and operated without subsidy, or with only a partial governmental subsidy.

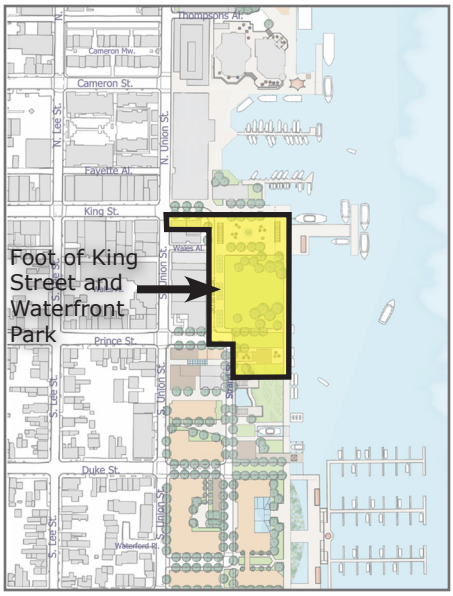
The phasing concept shows how the Plan can "pay for itself" and that the City has considerable flexibility in phasing public improvements.

Development Phasing Assumptions

The phasing concept is a set of assumptions about the pace of development and other private sector activity, the revenue generated by new development and new economic activity, and the pace of public investments. The three timeframes for the phasing are: 0-3 years, 3-5 years, and 5-15 years. The assumptions about the pace of development are conservative; a faster pace of development would increase revenues more quickly than is assumed.

The phasing concept assumes that in the first 3 years of the life of the plan, the Cummings property will redevelop as a boutique hotel and The Beachcombers Restaurant will begin operations. In years 3-5, the phasing concept assumes that the mid-block Turner property will redevelop as a boutique hotel and Robinson Terminal North will redevelop – half as a boutique hotel and half as multifamily residential. In years 5-15, the phasing concept assumes that Robinson Terminal South will redevelop as mixed use, the majority of which would be residential, about one-third boutique hotel, and some ground floor active uses.

The timing of public investments in the waterfront may precede, be coincident, or follow, the private sector investment that will generate the new tax revenues. The timing of Plan implementation will be the subject of future City Capital Improvement Program (CIP) decision making, as well as the result of opportunistic decisions related to timing of the indicated elements of the Waterfront Plan.



Assumed revenues are based on a limited set of tax categories for these properties only. The tax categories are: real property tax, meals tax, sales tax, and transient lodging tax. The phasing concept does not include any new tax or lease revenue from the Food Court itself (other than anticipated additional outdoor dining), does not count any revenues from commercial boats or any revenues from user fees, such as park rental, food carts, and other potential revenues. The phasing concept does not anticipate any increase in tax rates, the creation of tax districts, or directing tax revenues from existing waterfront development toward the waterfront improvements in this Plan. The phasing concept does not assume federal funding of any of the improvements that would be eligible.

While it is reasonable to expect an increased number of waterfront visitors as well as increased spending by each waterfront visitor (beyond what is spent in the new hotels and restaurants), the phasing concept does not count on increased revenues from either source.

The phasing concept is purposefully conservative in the sources of revenues that are counted, but this should not be interpreted as the Plan limiting the amount, type, structure and source of funds that may be applied to the waterfront in the future.

Both the History Plan and the Art Plan suggest significant investments; a limited number of these are included in the Plan's "base budget" that is the basis of this phasing concept. Both the History and Art Plans emphasize fundraising to pay for their recommendations; while this Plan encourages such fundraising, the Plan also recognizes that the City may decide to make investments in the waterfront beyond what is in the base budget.

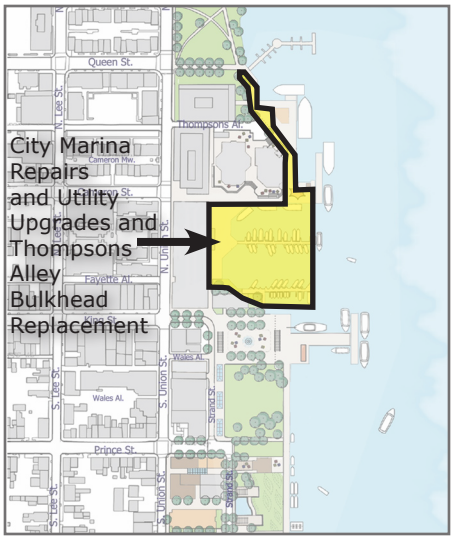
Artists Perspective showing how proposed flood mitigation can be integrated into the building and park design. Here, flood control is highlighted - along building facade at a repurposed Beachcomber, through grading, and integrated into a series of pier-like structures in an Expanded Point Lumley Park.

Phasing of Physical Improvements and Implementation Activities

There are two elements to phasing: phasing of physical improvements, and phasing of implementation activities (legal, financial, permitting, governance and coordination).

The phases of physical improvements are generally grouped by location; in many cases it is more efficient to complete all planned improvements in one location in the same phase. Each phase of physical improvements is described below; the detailed spreadsheet that accompanies this document shows the calculated costs for each phase.

Phasing Elements
(Physical Improvements)

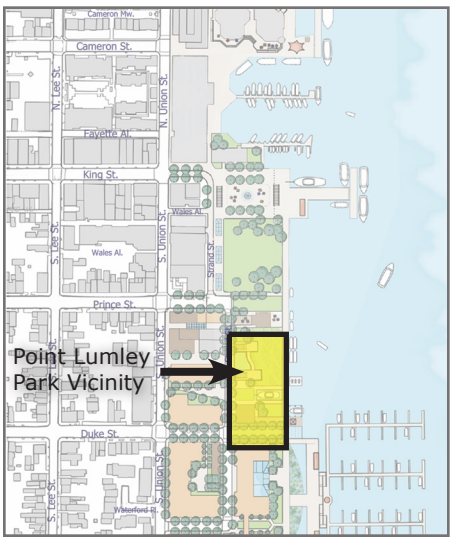


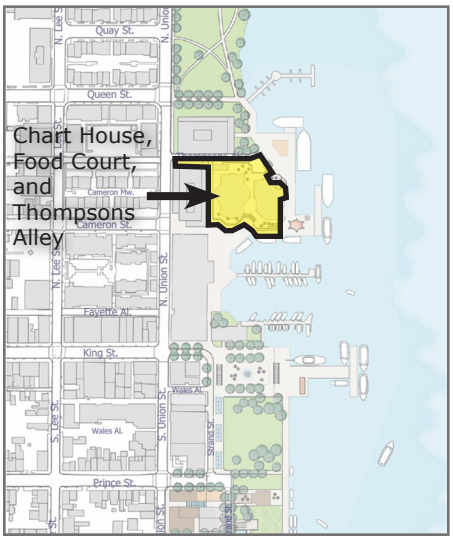
Fitzgerald and Waterfront Park Phases: These phases are designed to provide the most immediate improvement to the waterfront as a City asset, visitor and resident attraction, and anchor of commerce on King Street. The key is the removal of the Old Dominion Boat Club (ODBC) parking lot, which opens up a continuous shoreline from the ODBC clubhouse to the parking lot in the 200 block of The Strand. All elements involving the ODBC, including the elimination of the parking lot, anticipate the successful conclusion of a negotiated agreement with the ODBC. These phases also include the early elements of the flood mitigation strategy.

Elements:

- Remove the ODBC parking lot from its current location. This element addresses the key problem at the most important spot on the waterfront: the parking lot that substantially undermines the public's experience where King Street meets the river and blocks access to the waterfront south of King Street. Relocation or removal of the parking lot is the optimal solution for this very important location on the waterfront; to the extent this is not possible, the Plan acknowledges the value of reaching an interim agreement with the ODBC that would improve public access to the Potomac River and/or Waterfront Park, prior to removal of the ODBC parking lot.
- Implement other elements of mutual interest to the ODBC and City. Such elements may include: a boat ramp, off site boat storage, screening, and boat slips.
- Elevate King Street and The Strand slightly; repave, creating a pedestrian-oriented plaza or square in the unit block of King Street; trolley and bus lane retained and marked with bollards. This element addresses some of the nuisance flooding at one of the places where it is most problematic and creates a new public plaza or square, significantly improving the public's experience between Union Street and the river and adding pedestrian capacity in an area where sidewalks can be congested.

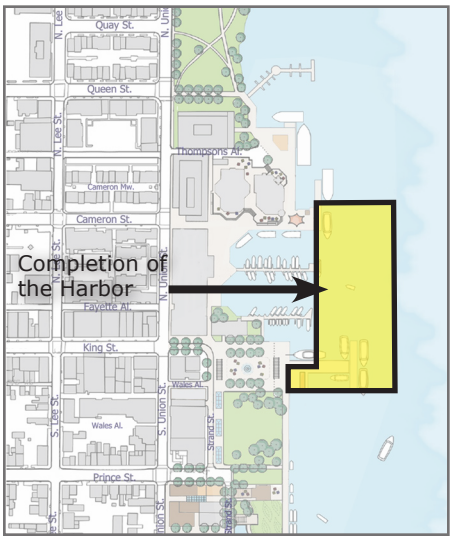
- Create a continuous public space in the area occupied by the ODBC parking lot. This element would ideally involve implementing the Plan recommendations for the open space including the former parking lot, Waterfront Park and the foot of Prince Street. At a minimum, this would involve creating a pedestrian promenade connecting the existing King Street Park to Waterfront Park and a plaza between the river and The Strand.
- This phase may include the construction of a new pier somewhere between King and Prince Streets. This is a relatively low-cost element that is a key design feature for this area. It may also begin accommodating either commercial boats or visiting ships of character. Extending this pier just beyond the pierhead line will provide the best views of the Alexandria waterfront, the U.S. Capitol dome, and other points up and down river.
- Pursue reuse or demolition of The Beachcombers Restaurant building (depending on the outcome of further financial analysis and private sector interest). Disposition of this building is important to both Waterfront Park and Point Lumley Park; it should be included in whichever phase moves forward first. Reuse of the building depends on public support and financial feasibility. Because the City owns the building (and neighboring land) there are relatively few barriers to implementing the Plan's recommendations. Demolish the 210 The Strand - Crenshaw building.
- Implement other flood mitigation elements for King Street, Prince Street, and Waterfront Park. These elements were described in the Flood Mitigation Study; about half would be completed in this phase. These costs cover flood walls, pumps, and other elements. Additional elements include automatic flood gates at the foot of King and at the foot of Prince. These may be accomplished in a later phase but should be coordinated with improvements to Waterfront Park.





The "Fitzgerald" and "Waterfront Park" phases of the Plan are estimated to cost $6.5 million and $3.5 million respectively, exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent).

City Marina Repairs and Utility Upgrades and Thompsons Alley Bulkhead Replacement: This phase makes ongoing maintenance/improvements to the Marina, upgrades the Marina utilities to meet current standards, and makes the most critical bulkhead repairs outside of the King Street/The Strand area: about 140 feet of bulkhead in the vicinity of Thompsons Alley. This phase also includes at 25-foot-wide walkway atop the new bulkhead and incorporation of flood mitigation measures. Immediate improvements to the Marina include utility upgrades, planned security upgrades, and other maintenance/repair. The long-term plan is for the north end pleasure boat slips to be replaced with commercial boat facilities, but that is not likely to happen for some time. These projects have been included in the FY2012-2021 CIP, with the exception of the cost to improve the walkway atop the new bulkhead and the flood mitigation measures.



The elements of this phase that are not already included in the CIP are estimated to cost $1.6 million, exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent). The majority of this cost ($1.3 million) is for the potential expansion of commercial boat docking facilities.

Point Lumley: Along with the "Fitzgerald" and "Waterfront Park" phases, this phase will complete much of the public realm in The Strand area of the waterfront: an expanded Point Lumley Park. Elements include construction of a bulkhead and walkway (or esplanade) along the shoreline, generally between Prince and Duke Streets; construction of a park in the location of the parking lot; demolition of 210 The Strand and 226 The Strand; construction of a new park/civic building and other park elements; and the remaining flood mitigation elements.

Disposition of The Beachcombers Restaurant building is included in the "Waterfront Park" phase, but should be included in this phase if this phase moves forward first.

The cost of completing the acquisition of the parking lot is not included, as funds have already been identified for this purpose. This phase includes capital funding for a debris skimmer, including trailer and associated equipment so that waterborne debris can be removed on a regular basis. The operating cost estimates of this Plan include the cost of two staff persons for debris removal activities.

The "Point Lumley" phase of the Plan is estimated to cost $6.0 million, exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent). A civic building on the site of the Marine Supply building is estimated to cost an additional $3.6 million.

Chart House, Food Court and Thompsons Alley: This phase includes pedestrian improvements to the front, rear, and between the Chart House and Food Court, improving the relationship of these buildings to visitors and providing better screening of "back of house" activities such as deliveries and dumpsters. Elements include dining terraces and pedestrian walkways and a tensile structure on the expanded Cameron Street wharf to provide shade and shelter.

The planned improvements are estimated to cost $900,000, exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent). The dining terraces and other improvements should benefit the restaurants in this location, and private financial participation would be a condition for project elements that directly benefit the restaurants.

Torpedo Factory Marina area: This phase includes repairs to the bulkhead in the Marina near the Torpedo Factory, associated dredging, and possible expansion of the Cameron Street Wharf. This phase also includes funds for public art. Funds for the bulkhead repair are not included in the cost estimate as they were already programmed.

This phase is estimated to cost $1.7 million exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent). The major cost is the expansion is the Cameron Street Wharf ($1.4 million), which is optional.

Founders, Oronoco Bay, and Rivergate Park Improvements: The three elements of this phase are relatively independent, but all three involve naturalization of much of the current shoreline, which will cost about $2 million for all three parks. Very modest changes to Founders Park are planned, and these include lawn repair, a general increase in the number of shade trees away from the water's edge and some reduction of trees along the shore; and other ornamental plantings. The Plan calls for re-grading Oronoco Bay Park to emphasize its role as an amphitheater and construction of a waterside stage area, creation of a "Ralph's Gutt" wetland, replacement and extension of the curved boardwalk, and other improvements. Improvements to Rivergate Park include some additional plantings and a reorientation of the main public path to a location closer to the shore. In addition, at the foot of Montgomery Street, a set of stairs into the water is planned so that residents can better enjoy both the water and the view of the National Capitol and a kayak launching area is planned in the cove facing Tidelock Park.

Windmill Hill Park: This phase includes the improvements to Windmill Hill Park contained in the approved park plan, including the bulkhead repair and shoreline improvement projects.

The cost estimates for the proposed park improvements include Rivergate Park at $1 million, Oronoco Bay Park at $2.5 million, and Founders Park at $700.000 exclusive of contingency (estimated at 30%) and design and engineering (estimated at 20 percent).

Other important elements: A number of Plan elements are not included in the overall cost estimates. These elements may be pursued when funding is identified.

The Plan shows one or more historic ships or ships of character; there are a variety of options for having ships of this type on display, not all of which require the City to acquire them outright. Among the ideas raised during the planning process is to commission the construction of a replica of George Washington's brig, the Farmer. For comparison purposes, the Godspeed replica in Jamestown cost $2.4 million to construct in 2006. Private fundraising is often the mode for financing the construction or purchase of ships of character. If the ship was to be used for tours/charters, then the private sector might fully fund it.

The Plan also endorses the proposal for an Art Walk along the river, for which significant pieces of public art would need to be acquired. A commonly-used estimate for the average cost of a major public art piece is $200,000. The Plan's cost estimates include funds for one piece of public art. The Plan also anticipates considerable investment in historic interpretation, well beyond what is included in this Plan as major physical elements. Both the History Plan and the Art Plan place importance on private fundraising as a key component of implementing the history and art recommendations in the Plan.

A new pleasure boat marina is proposed at the Robinson Terminal South shoreline, to be accessed from the existing pier. The intention of this Plan is that it will be constructed and operated without subsidy.

Phasing Elements (Implementation Activities)

There is a range of implementation activities not associated with specific physical improvements to the waterfront. These include work to resolve legal issues, obtain required permits, continue design and engineering work, pursue funding sources, strengthen governance, and support strong and continuous community involvement in each step.

In the immediate period after the adoption of the Plan, and for the next several years, implementation activities will include:

Negotiations, coordination and inter-governmental issues: These activities include: negotiating with the ODBC regarding the parking lot and other elements of mutual importance (boat ramp, boat storage, etc.); formalizing any changes to existing settlement agreements with the National Park Service; pursuing alteration of the stated boundaries of the navigation channel; working with regulatory agencies to obtain required permits for bulkhead repair and other water-based improvements; working with the leaseholder of the Food Court/Chart House/Torpedo Factory retail spaces on both physical improvements and regulatory approvals; and coordinating with the new Torpedo Factory Board.

All of the relevant governmental and regulatory entities have been kept abreast of the recommendations in the proposed Plan and have been given opportunities to provide comments or responses. None of the entities are in a position to either endorse or reject the Plan's recommendations until they have a formal request or application before them. However, based on discussions and feedback from these governmental entities, City staff is sufficiently encouraged to continue to recommend them in this Plan.

Any development proposal on the waterfront will be subject to the City's standard procedures for development review, to include public engagement and review by the Board of Architectural Review.

Parking: The Plan recognizes that Old Town parking, particularly in the blocks closest to the waterfront and the nearby residential streets, must be actively managed. The City is pursuing a multi-pronged parking program for Old Town that includes new signage and parking meters, coordination with garage owners, and regular monitoring of both parking space usage and neighborhood impacts. Active management of parking in Old Town, including along the waterfront, will address needs in addition to those related directly to the waterfront. However, Plan implementation will be closely coordinated with implementation of the parking strategy to ensure that there is parking capacity available at each stage of the Plan's implementation, as well as at each restaurant SUP stage.

The Plan's parking strategy is discussed in Chapter 4; among the specific recommendations is an emphasis on intercepting vehicles early by directing them to garages or valet stations before they enter the most congested streets in Old Town. The Plan also recommends, as an implementation action, developing a detailed parking program with triggers. This would be completed in partnership with Old Town stakeholders following the guidance in the Plan.

Engineering and Design: The Plan recommends, as follow-up to adoption of the Plan, that a design and engineering phasing plan be prepared. This will involve preliminary engineering to 15 percent design for the proposed infrastructure and park improvements in the Plan. This work will involve preliminary geotechnical and underwater investigation, preliminary grading of streets, pathways and park areas. It will include a preliminary layout of flood mitigation elements, storm sewer improvements and bulkhead replacements. This will also include a construction phasing plan to establish how the improvements will be accomplished while allowing continued use of the waterfront facilities. This preliminary design and engineering plan will allow for the prioritization of improvements such as the bulkhead replacements. This phase will involve significant outreach to the community as the infrastructure elements move from planning to engineering. Significant coordination with permitting agencies will also be required. There will be specialized geotechnical and underwater investigation and marine engineering associated with this project.

Decision-making and leadership, operations and maintenance, programming, and fundraising: The Alexandria waterfront is a unique treasure and like many of the country's most important public places, it both requires and deserves a high level of care. Implementation activities include identifying service level targets and structuring operations and maintenance activities to meet them and developing the capacity for enhanced programming of appealing activities and events at various scales and locations.

An important implementation step is developing an effective model that continues to marshal the high level of interest and expertise of waterfront stakeholders, and identifies additional leadership and financial resources to support the Plan's objectives. Both the history and art communities, through the papers attached to this Plan as appendices, call for establishment of a non-profit entity with the mission of implementing the Plan. While their suggestion focuses on the implementation of the history and art elements of the Plan, there will be an equivalent need for leadership in supporting the parks and waterside elements of the Plan.

Old Town residents have suggested that an oversight body be established to manage parking and traffic initiatives and to manage public spaces and programming.

The Plan recommends, as an implementation element, that an implementation advisory model be explored, including the potential establishment of one or more committees charged with elements of Plan implementation and/or operations. The Waterfront Committee will be part of any implementation equation.

The Plan also encourages the Arts and History commissions to continue their cooperation on the Plan to assist with its implementation. Both groups will respect existing policies set by the City Council for each commission, including the policy on acquired art.

Among the early Plan implementation activities, a high priority is for staff to work with the community to develop a recommendation to the City Council for a foundation or other type of non-profit organization to support realization of the arts, history and cultural elements of the Plan as well as support active enjoyment of the waterfront.

Early Phasing Elements

Of the phasing elements in the Plan, those recommended for early implementation include:

- Continuing to actively track, report and manage parking, particularly in the Old Town area of the waterfront. Conduct regular checks on supply and demand, success in directing visitors to garages and on neighborhood impacts. Continue to implement parking strategies.
- Complete acquisition of The Strand parking lot for use as public park.
- Address failing bulkheads and marina electrical system inadequacies.
- Prepare a CIP project description for the flood mitigation project.
- Pursue reuse or reconstruction of The Beachcombers Restaurant building, potentially with a release of a Request for Proposals.
- Complete ODBC negotiations, pursue agreements with the National Park Service and Washington DC, and continue discussions with permitting agencies.
- Work with Art and History Plans representatives to implement early phases of arts and history plans. Continue working with all stakeholder groups during implementation. Explore organizational options for implementation, management, fundraising, and programming.
- Complete the engineering and permitting plan.
- Begin the technical analysis to convert The Strand parking lot to a park, including bulkhead design and design of the flood mitigation elements.

Early phasing elements will also include working with the private sector, including the Food Court. The phasing schedule will also depend on the timing of the major redevelopment projects. As specific projects are proposed, it will be necessary to devote staff resources to working with the developers and the public to achieve the best possible outcomes for all. When the private sector indicates that redevelopment is ready to move forward, the City will evaluate if nearby public investments need to be coordinated with private sector construction. Coordinating public investments with private investments also helps the City financially, so that public expenditures do not occur too far ahead of City tax revenues.

Civic Uses

There are number of important cultural, civic, and operational uses to be accommodated on or near the waterfront. The role of the Plan is to suggest locations which are suitable for these uses. Implementation of the Plan will involve specific arrangements for specific uses.

History Center

The Plan recommends establishing a Southern Cultural Anchor and History Center in the waterfront area as recommended by the History Plan, as a compliment to the Torpedo Factory Arts Center. The Southern Cultural Anchor may include a Maritime Museum, History Center encompassing elements from Alexandria's existing history museums (and be a starting point for further explorations of Alexandria's history) and a museum shop. The History Center could also include a relocated or expanded Archaeology Museum, if an assessment determines that relocation is the best option for the Archaeology Museum. Other potential elements of the Southern Cultural Anchor include a ship of character, the Seaport Foundation, and uses in the restored historic warehouses. Funding for the elements of the Southern Cultural Anchor/History Center could come from a number of sources, including as part of the proposed Point Lumley civic building, developer contributions, direct City funding and/or private contributions.

The City currently operates a history center/museum shop in donated space in the Torpedo Factory retail arcade. For planning purposes, the Plan uses 5,000 square feet as a potential size of the History Center, which does not include the space that would be needed for the Archaeology Museum if it were co-located. Location options for the History Center include the new civic building or any of the three historic warehouse buildings. The "concierge" function suggested by the History Plan could occur in the Point Lumley civic building or in a historic warehouse. Since a preferred location is near the foot of King Street, a freestanding kiosk in the new public space is another option.

The Archaeology Museum currently occupies 3,200 square feet in the Torpedo Factory. A specific assessment of future needs has not been done; for planning purposes 3,500 square feet has been used. The location options for the Archaeology Museum include: remain in Torpedo Factory, new civic building, or any of the three historic warehouse buildings in the 200 block of South Union Street.

Alexandria Seaport Foundation

Through the building and use of wooden boats, the Alexandria Seaport Foundation helps at-risk youth turn their lives around and provides families, community groups, and schools with meaningful educational, social, and recreational experiences. The Seaport Foundation currently uses its floating office/classroom at the foot of Thompsons Alley and approximately 4,500 square feet in Robinson Terminal South (classroom, workshop and more).

The Plan recognizes the importance of supporting the Seaport Foundation's work on the waterfront, and, to the extent that the Seaport Foundation is interested, expanding their role. In the short term, the Plan recommends relocating the floating building to an area near the foot of Duke Street to be closer to their current workshop. Over the longer term, the Plan's vision for this area includes an emphasis on the City's shipbuilding heritage, which the Seaport Foundation is in a unique position to demonstrate. A new workshop location may be needed when Robinson Terminal South redevelops or earlier if/when the Seaport Foundation is ready. A more visible or accessible location near Point Lumley would allow the Seaport Foundation to showcase

shipbuilding activities in a location where these activities occurred historically. Specific options include space in the new Point Lumley civic building or on a ground floor of one of the restored warehouse buildings in the 200 block of The Strand.

The Seaport Foundation's involvement in interpreting shipbuilding would be very valuable. In addition, the Plan recommends a small boat rental operation at the foot of Duke Street; the Plan supports the Seaport Foundation's involvement in waterside activities, including boat rental sailing lessons, or other educational/recreational activities.

Small Boat Rental

The Plan recommends that a small boat rental operation be located in the vicinity of the new park in the 200 block of The Strand, possibly at the foot of Duke Street and possibly operated by an organization such as the Seaport Foundation. Rental of canoes, kayaks, rowboats, small sailboats and other low-impact watercraft should be considered. The space needs for this operation could include a small kiosk, hut or booth for cashier and life jackets and rolling racks for boats.

The Art League

The Art League is a multifaceted visual arts organization that meets its mission of nurturing artists and the community through its gallery, fine art school, art supply store, and outreach programs. The Art League is not only a cornerstone of the City and regional arts community but has also been an important part of the daily life of the waterfront for decades.

The Art League is currently housed in multiple locations, centered around its presence in the Torpedo Factory, where it occupies 7,775 square feet. The Art League's Torpedo Factory space includes gallery, classroom, art supply store and office space. The Art League occupies 13,000 square feet in its Madison Street Annex and about 10,000 square feet in its Duke Street Annex. The total current space occupied by the Art League is 30,700 square feet; the Art League has determined that their future space needs are about 40,000 square feet, plus retained space in the Torpedo Factory.

The site of the Duke Street Annex is planned for redevelopment, the timing of which is market-dependent but could be in the short-term. The Art League has indicated their interest in pursuing a long-term solution for their space needs, including identifying a location for a future building for which they could begin fundraising. The Art League has indicated that designation in this Plan of potential locations for the Art League would assist in the fundraising efforts. The Art League also stresses the importance of a location in proximity to the Torpedo Factory.

The Plan desires the continued operations of the Art League in a location near the waterfront and the Torpedo Factory. Staff has explored a variety of potential locations – these have varying costs, degrees of suitability, and for some, the availability is not known.

In the case of the Cummings warehouse, the Art League could continue operations there until it is ready to pursue a new building; however, there is a potential near-term sale of this property for private redevelopment.

Initially, one option was the possibility that the Art League could occupy some, most or all of the historic warehouses in the 200 block of The Strand. Together these buildings encompass 28,000 square feet, which is shy of the 40,000 square feet the Art League ultimately needs. However, Since the identification of this location as a possible option, the warehouses have been purchased for conversion to office space with an identified tenant.

Another option is for the Art League to continue to rent in the short or long term and seek additional space at the Madison Street Annex in order to consolidate its activities. Toward that end, discussions are occurring with the building representative to determine availability of space.

Staff also looked at a number of different locations in North Old Town near the Art League's Madison Street Annex. These locations begin to be farther away from the Torpedo Factory than the Art League would like, but the area has the advantage of redevelopable parcels, a location near the water, nearby cultural uses (such as Metro Stage) and proximity to the Braddock Metro Station.

The parcels in the 700 block of North St. Asaph Street are a redevelopment opportunity and several lots offer a potential location for the Art League. However, since the analysis was completed, a proposal has come forward for a mixed use development project on that block to include a Harris Teeter grocery store with housing above. This project was approved by the City Council in June 2011.

Other parcels in the North Old Town area with potential for the Art League include the warehouses at 1112 - 1120 N. Fairfax Street and the auto repair facility at 501 Bashford Lane. The owners of these properties have not been approached about a potential sale, however, the zoning of these parcels would permit a building of the size and type needed by the Art League.

Inclusion within a redeveloped Robinson Terminal South is also a possibility; portions of that site are within the 100 year flood plain, which limits the types of uses that can be accommodated on the ground floor, making the Art League tenancy an option. Inclusion within other redevelopment projects is also a possibility; redevelopment proposals should be evaluated for their potential to accommodate Art League needs.

Event Space

Over the course of the planning process, input has been received that there is a very limited set of options for holding meetings and other indoor events near the waterfront. Current options include the Crowne Plaza Hotel and the Torpedo Factory; the Mary Gates conference center at the United Way headquarters overlooking Oronoco Bay Park is a recent addition. The Plan has evaluated alternative event space sizes and locations:

- Space suitable for meetings of 100-150 people, including prep kitchen and storage, requires about 1,750 square feet.
- Space suitable for meetings of 200-300 people requires about 3,450 square feet.
- Space suitable for meetings of 400-600 people requires about 6,900 feet.

Potential locations for event space include the new Point Lumley civic building or within a restored historic warehouse. Cultural institutions, such as museums, are also often used as event space (something that the Torpedo Factory does today).

Some residents have expressed concern about the parking demand that would be generated from of event space in The Strand area. Any event space parking demand would need to be managed.

Black Box Theater

The Art Plan suggests that a black box theater be considered as part of one of the cultural anchors along the waterfront. Black box theaters can vary greatly in size (which makes them relatively easy to locate); for evaluation purposes the Plan determined space needs for theaters accommodating 100 patrons (2,500 square feet including space for lobby and backstage needs), 150 patrons (3,000 square feet), and 200 patrons (3,500 square feet).

This size space could be accommodated in the new Point Lumley civic building, in one of the restored historic warehouses, or within one of the redevelopment sites.

However, the uses along the waterfront should be waterfront related, and a black box theater which focuses inward and not outward toward the water is not a priority use for valuable waterfront property. Parking demands are also present with this type of use.

Park Operations and Services

It is not typical for a Small Area Plan to be so detailed as to discuss locations of park services and operation facilities with any specificity. However, in many ways the Plan is a plan for public space, and stakeholders have expressed interest in where services and operations could be housed or located.

One element involves locations for City maintenance vehicles and equipment. Although small scale equipment and storage could be accommodated in a number of different locations, for efficiency purposes a location near maintenance vehicles is desirable. The Plan recommends exploring the allocation of parking spaces within garages at various locations along the waterfront for vehicle, equipment, and other storage. Parking spaces in garages can be secured using fencing. These garage locations could be within new garages built as a result of redevelopment (locations in The Stand and

near Oronoco Bay Park are suitable) or, potentially, obtained through a rental arrangement with owners of existing garages.

Another important element involves public restrooms, park guest services, concession space, information or ticket counters, and storage for those services. Guest services could include rental of play items such as model boats, bocce sets, chess pieces, and the like. The square footage requirement is estimated at about 350 square feet for two ADA restrooms, concession, storage and mechanical. Location options in The Strand area include the new Point Lumley civic building, or in a nearby garage.

Oronoco Bay area location options include a restored boxcar or a new freestanding building.

Marina Services

A new marina at Robinson Terminal South would likely require space for a dockmaster office, showers, and a laundry room, which could total about 1,100 square feet. The Plan's expectation is that these services would be provided on-site by the operator, and potentially incorporated into the Robinson Terminal South redevelopment.

Table 11: Cost by Phasing Location

Phasing Location	Waterfront Plan	Flood Mitigation	Total
Rivergate City Park	$1,015,600	$0	$1,015,600
Oronoco Bay Park	$2,498,100	$0	$2,498,100
Robinson Terminal North	Developer Funded		
Founders Park	$709,400	$0	$709,400
Thompsons Alley	$2,534,900	$22,500	$2,557,400
Torpedo Plaza	$1,700,000	$0	$1,700,000
Fitzgerald Square	$5,392,400	$1,088,454	$6,480,854
Waterfront Park	$1,889,550	$1,620,884	$3,510,434
Point Lumley Park / Expanded Point Lumley Park	$7,974,280	$1,620,884	$9,595,164
Robinson Terminal South	Developer Funded		
Windmill Hill Park	$5,500,000	$0	$5,500,000

Table 12: Cost Summary

Cost Summary	Waterfront Plan	Flood Mitigation	Total
Construction Total (not including civic building)	$25,614,230	$4,352,723	$29,966,952
Contigency (30%)	$7,684,269	$1,305,817	$8,990,086
Point Lumley Park Civic Building or Equivalent	$3,600,000	$0	$3,600,000
Plus Design and Engineering	$7,379,700	$1,131,708	$8,511,408
Grand Total	$44,278,198	$6,790,247	$51,068,446

Park/Emergency Staff

Over time it may become desirable to provide some park or emergency services office space within or near the parks in The Strand area. For example, an increase in programming in these parks could make it desirable to have on-site staff. A three-person office can be accommodated in 400 square feet. There are several options for space of this size in each of the new or restored buildings along or near the waterfront.

Options by Building

To provide additional information about which uses can be accommodated in the various locations in the Waterfront Plan, scenarios for some of the potential buildings were developed. These are illustrative scenarios and not proposals, and they show that there a many different configurations of the potential cultural, civic and operations needs that can be considered.

The New Point Lumley Civic Building

This parcel, the site of the Marine Supply building, 226 The Strand, is currently owned by Robinson Terminal. The lot is 6,258 square feet; a two-story building that uses most of the site could be 10,000 square feet (a possible tensile structure on a third story could be open or enclosed). Scenarios for use of this building include:

- 8,300 square feet could accommodate rest rooms, guest services, storage & mechanical (352 sf); Seaport Foundation functions now in Robinson Terminal South (4,500 sf); and event space for 200-300 (3,375 sf)
- 10,000 square feet could accommodate rest rooms/guest services (352 sf), park staff offices (400 sf); a 5,000 square foot History Center/Maritime Museum, and a 150-person Black Box theater.
- 10,000 square feet could accommodate rest rooms/guest services (352 sf), Seaport Foundation (4,500 sf); and a 5,000 square foot History Center/Maritime Museum.

The funds identified for the construction of a civic building are intended to be used to implement the "Southern Cultural Anchor" recommended by both the Art and History Plans as well as the Plan itself – even if that implementation does not include a new building.

Historic Warehouses

The three historic warehouse buildings in the 200 block of South Union Street could be used separately or in combination. This Plan notes that all three buildings encompass about 28,000 square feet and could be suitable for a relocated Art League. In addition, there is a historic warehouse at 2 Duke Street that is partially enveloped by the Robinson terminal warehouses and would be preserved during redevelopment.

Illustrative scenarios for individual building include:

10 Prince Street: This building is two stories tall and is 8,760 square feet in size.

- 7,275 sf could accommodate the Archaeology Museum (3,500 sf), event space for 200-300 (3,375 sf) and office space for park/police/fire personnel (400 sf).
- 8,500 sf could accommodate a combined Archaeology Museum (3,500 sf) and History Center (5,000 sf)
- 8,750 sf could accommodate a smaller History Center (4,375 sf) on one floor and a private sector use (office/studio/other) on the second (4,375 sf)

204 South Union Street: This building is two stories tall and is 7,875 square feet in size.

- 7,863 sf could accommodate a 3,938 square foot Archaeology Museum, event space for 200-300 (3,375 sf), additional rest rooms and space for park operations (550 sf)
- 7,875 sf could accommodate a combined Archaeology Museum & History Center
- 7,875 could accommodate the Seaport Foundation need for 4,500 sf as well as event space for 200-300 (3,375 sf).

206 South Union Street: This building is three stories tall and is 10,665 square feet in size.

- 10,665 sf could accommodate a 3,555 square foot Archaeology Museum and an equally-sized History Center and event space for 200-300.
- 10,555 sf could accommodate event space for 200-300 (3,555 sf), the Seaport Foundation (4,500 sf) , and a Black Box theater with capacity for 100 (2,500 sf)
- 10,665 sf could accommodate a History Center (3,937 sf), Black box theater with 200 capacity (3,500 sf) and event space for 150-250 (3,228 sf)
- 10,500 sf could accommodate the Seaport Foundation (4,500 sf) and a combined History Center/Archaeology Museum (6,000 sf).

2 Duke Street: This building is two stories tall and is 6,000 square feet in size.

- The building could be incorporated in the redevelopment of Robinson Terminal South. In addition, the 6,000 square feet could accommodate the Seaport Foundation, a History Center/Archaeology Museum, or a combination of black box theater and event space for 200-300 people.

Box Cars

Box cars have been proposed for use in Oronoco Bay Park as park buildings (restrooms, guest services, park equipment) and as a theater. Box cars can be used individually and in combination; they come in 40, 50, 60, and 86-foot inside lengths; inside width is about 10'; inside height is 10-13 feet. A common older boxcar is about 40 feet in length, 10 feet wide, and has a 10 foot inside height (400 sf).

Planning for the GenOn Potomac River Generating Station Site

The GenOn Potomac River Generating Station is scheduled to cease operations in October 2012. This site is of considerable importance to the City of Alexandria, the Waterfront, and to Old Town North and Northeast communities. As soon as practicable, the City should commence and conclude a community-based planning effort for the GenOn site, to potentially include all or portions of the Old Town North Small Area Plan. The planning effort should aim to appropriately incorporate the connectivity, parks, arts, history and cultural themes of the Waterfront Small Area Plan while also recognizing and balancing the unique needs of the Old Town North and Northeast Small Area Plans.

Implementation Recommendations:

5.1: The net additional City revenues generated by redevelopment of the waterfront should generally be dedicated and applied to waterfront-area amenities, including parks, programming and other public uses. The City should prepare an annual waterfront capital and operations budget, and the annual funding should be sufficient for timely implementation of the Plan and annual expenditures should generally be no less than the net annual revenues generated from redevelopment.

5.2: During implementation of improvements to the ODBC parking lot, the existing chain-link fencing should be removed or, if replaced, constructed of materials consistent with the architectural fabric of Old Town. Art and Historic interpretation should be incorporated into the reconfigured site.

5.3: Pier designs in this Plan are illustrative; the engineering and design will be determined during the implementation phase and may be of a different length, width or location from that shown in the Plan. Pier location and design should be compatible with interim or ultimate agreements with ODBC and recognize the different operational needs of water taxis and other commercial boating operations.

5.4: Waterfront public spaces should be actively managed - both maintenance and programming - as an integrated system. City staff should be organized in a manner to ensure this integrated approach occurs with a designated senior-level lead manager to establish clear accountability for implementation of the Plan and the necessary resources and authority for consistent progress.

5.5: The City will pursue early phasing elements outlined in the Plan with immediate attention on predevelopment activities such as tracking, reporting and managing parking; completion of City acquisition of the Strand properties and technical analysis work to convert it to parkland; addressing failing bulkheads; completion of the Union Street study; preparation of CIP for the next phase of design and engineering for flood mitigation; pursuing reuse of the Beachcombers Restaurant; completing ODBC negotiations; working with Art and History commissions on early phases of their plans; completing an engineering and permitting plan; and others such as an analysis for a new civic building with a related spatial needs assessment for the Archaeological museum; updating settlement agreements; development of a grants strategy; etc.

City of Alexandria
Department of Planning and Zoning

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