

5 *Implementation*

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

Revenue Potential

Much of the waterfront 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.

Preliminary cost and revenue estimates have been shared at public meetings in January and February 2011; at the City Council’s request, staff is reviewing and confirming or adjusting the revenue and cost estimates for the waterfront Plan. This analysis will be released shortly.

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 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 and 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.

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 Waterfront Plan will add \$220 million to the tax base. This figure includes redevelopment of both Robinson Terminal sites, and the Cummings and Turner properties in the 200 block of the Strand.

The current real property tax rate is \$0.987 per \$100 assessed value.

Meals Tax

The Plan anticipates 109,000 square feet of restaurant space, including 60,000 square feet in three hotels, a 33,000 square foot restaurant building facing Waterfront Park, an operating Beachcomber, and increased outdoor dining in the Strand and in the vicinity of the Food Court and Chart House.

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.

City staff is looking at alternatives to the Waterfront Park building, including a smaller building or set of buildings.

Sales Taxes

The Plan anticipates a relatively modest amount (8,000 square feet) of retail other than restaurants, generally consisting of ancillary retail in the hotels. 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 625 rooms, which is about 2/3 of the maximum number of rooms that can be accommodated within the development envelope.

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

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.

Federal Grants

About one-third of the total cost of the Waterfront Plan consists of flood mitigation and bulkhead replacement, which are potentially eligible for federal funding. Successfully competing for federal grants depends on a number of factors.

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 Waterfront 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 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 preliminary phasing concept shows that the Plan "pays for itself."

Development Phasing Assumptions

Both the *Alexandria Waterfront History Plan* and the *Alexandria Waterfront Public Art Proposal* 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 Public 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.

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 hotel, the Beachcomber will begin

operations as a restaurant, and there will be additional outdoor dining on the Strand and near the Food Court/Chart House. In years 3-5, the phasing concept assumes that the restaurant/retail building along the west edge of Waterfront Park will be built, that the Turner property will redevelop as a hotel and Robinson Terminal North will redevelop – half as a hotel and half as multifamily residential. In years 5-15, the phasing concept assumes that Robinson Terminal South will redevelop – also as one-half hotel and one-half residential.

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.

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)

Foot of King Street and Waterfront Park: This phase is 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 relocation or removal of the Old Dominion Boat Club 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 relocation or elimination of the parking lot, anticipate the successful conclusion of a negotiated agreement with the ODBC.

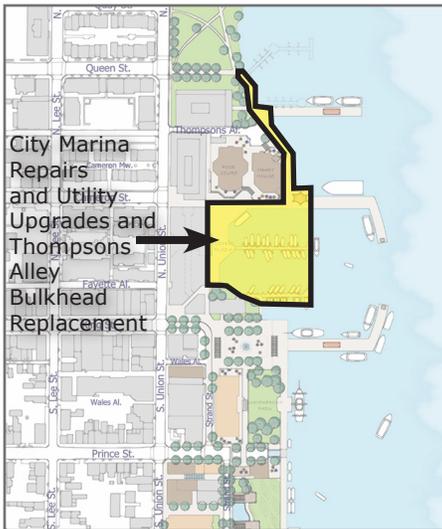
Elements:

- ◆ Relocate or remove the Old Dominion Boat Club parking lot from its current location to its planned location along The Strand. 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.
- ◆ 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.
- ◆ Implement other elements of mutual interest to the ODBC and City. Such elements include: the parking lot, a boat ramp, off site boat storage, screening, and boat slips.
- ◆ 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 Fitzgerald Wharf, the (now) 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.

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.



- ◆ Construct a short, approximately 80 foot long, pier (to the pierhead line) from the new Waterfront Park near the foot of King Street. This is a relatively low-cost element that is a key design feature for this area. It will allow the public to get out over the water and will help people get a sense of what the future extension beyond the pierhead line will be like. It may also begin accommodating either commercial boats or visiting ships of character.
- ◆ Pursue a restaurant building on the site of the new parking lot (or without a new parking lot). This element is important because it would hide a parking lot, provides the missing “active” ingredient in the waterfront area, and will begin to generate revenues.
- ◆ Pursue reuse or demolition of the Potomac Arms/Beachcomber (depending on adopted Plan and 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 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.



The detailed cost estimates for this phase are under review and will be released shortly. Some small amount of the costs of this phase may be eligible for funding by the US Army Corps of Engineers (USACE).

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/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. Immediate improvements to the marina include utility upgrades, planned security upgrades, and other maintenance/repair. The long-term plan is for the north end slips to be replaced with a commercial pier, 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.

Point Lumley Park Vicinity: Along with the “Foot of King/Waterfront Park” phase, 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 Strand and 226 Strand; construction of a new park/civic building and other park elements; and the remaining flood mitigation elements.

Disposition of the Potomac Arms/Beachcomber building is included in the “Foot of King/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. Detailed cost estimates are currently under review and will be released shortly. Approximately half of the costs of this phase consists of flood mitigation and bulkhead and is potentially eligible for USACE funding.

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 Cameron Street pier to provide shade and shelter.

The detailed cost estimates for this phase are under review and will be released shortly. 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.

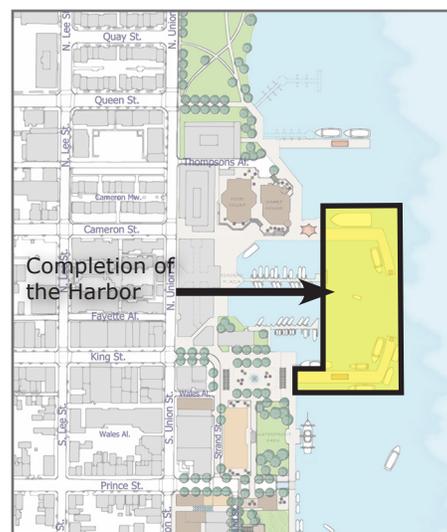
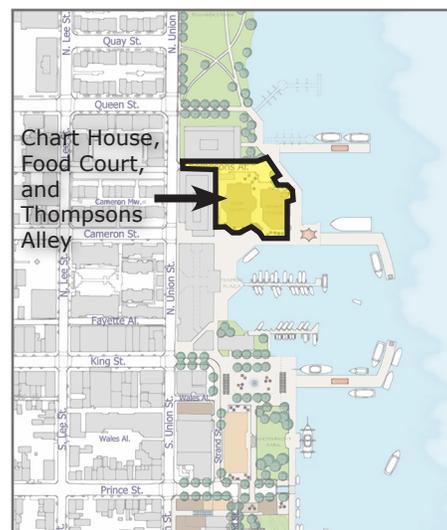
Completion of the Harbor: This phase includes the completion of both the King Street and Cameron Street piers and associated dredging work in the vicinity. The detailed cost estimates for this phase are under review and will be released shortly.

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. The detailed cost estimates for this phase are under review and will be released shortly.

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 also anticipates considerable investment in historic interpretation, well beyond



what is included in this plan as major physical elements. Both the *Alexandria Waterfront History Plan* and the *Alexandria Waterfront Public Art Proposal* 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 Old Dominion Boat Club 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; negotiating with the District of Columbia regarding the extension of piers beyond the pierhead line; 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 Waterfront 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. This includes the proposed retail/restaurant/entertainment building proposed for the western edge of Waterfront Park, which would require an amendment to the Waterfront Park federal settlement agreement.

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.

Staff is currently expecting to include proposed zoning changes with the Plan so that they can be approved concurrently with the Plan.

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, Waterfront 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 Waterfront 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 Waterfront 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 Waterfront 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.

Decisionmaking 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.

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.
- ◆ Pursue reuse or reconstruction of the Potomac Arms/Beachcomber 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 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 small area 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 exploring the establishment of a history center in the waterfront area as recommended by the *Alexandria Waterfront History Plan*. The History Center may include a maritime museum, 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.

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 History Center, or possibly just the museum shop, could be a retail use in the new building fronting Waterfront Park. The "concierge" function suggested by the History Plan could occur in the new building fronting Waterfront Park, 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.

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. The Plan recommends relocating the floating building to an area near the foot of Duke Street; in the short term, 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 the 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.

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, the location is excellent and the renovation of the spaces for classrooms and galleries would be less expensive (and less impactful) than some other potential uses for these historic warehouses. The existing (non-historic) building blocking the alley could be converted to a glass entrance foyer to the Art League complex, and demonstrations of pottery-making and glass-blowing could occur in the courtyard.

If this option is pursued, some or all of the balance of the space needs (about 12,000 square feet) could be accommodated in several ways: by continuing to rent Montgomery Center space, by purchasing or renting space in the adjacent building at 205/205A Strand (about 5,500 square feet); or by purchasing a portion of the adjacent Turner property and constructing a new building.

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. If that proposal is not ultimately pursued, the block would continue to be suitable for a cultural institution such as the Art League; potentially developed in conjunction with other institutions or private development.

Other parcels in the North Old Town area with potential for the Art League include the warehouses at 1112 - 1120 N. Fairfax Street, the vacant land at the corner of Fairfax Street and 3rd Street (currently planned for residential), 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.

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 Alexandria Economic Development Partnership anticipates undertaking a tourism infrastructure study that should help define the potential demand for event space in the City. In the meantime, 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, as part of the new building fronting Waterfront Park, as part of a new hotel, 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 event space in the Strand area. Any event space parking demand would need to be managed.

Black Box Theater

The Public Art Proposal 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, as part of the new building fronting Waterfront Park, or within one of the redevelopment sites.

However, the uses along the waterfront should be waterfront related, and a black box theater which focuses on 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 Waterfront 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 Strand 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, either the garage level or an upper level of the new building fronting Waterfront Park.

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.

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 are 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, 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.

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).



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