



OFFICE OF THE CITY MANAGER

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March 7, 2013

Ms. Charlotte Hall, Acting Chair
Waterfront Commission
9150 Union Farm Road
Alexandria Virginia 22309

Dear Ms. Hall: *Charlotte,*

With the release of my Proposed FY 2014 Operating Budget and its companion Proposed FY 2014 to FY 2023 Capital Improvement Program (FY14-23 CIP), we are now in a position to respond to the Waterfront Commission's thoughtful letter of last September which was sent to me just as we were beginning the FY 2014 budget process. I appreciated the letter as it helped join the priorities of importance related to the Waterfront with the operating budget and capital improvement program decision making process.

Specifically, in response to the priorities raised in your letter:

Windmill Hill Park

1. Windmill Hill Park Improvements: Project accelerated by one year – planned for FY 2015 and FY 2016 in the proposed FY14-23 CIP, instead of FY 2016 and FY 2017 under the current CIP. Planning and design in FY 2015 budgeted at \$300,000 with \$3.7 million planned in FY 2016 for construction. Additionally, \$1.3 million in prior year funding (Windmill Hill Park Master Plan Implementation) is available for design, permitting and potential construction activities throughout the park. Of the \$1.3 million available balance, \$1.0 million is designated for the future bulkhead improvements. The remaining balance of \$0.3 million will be applied to ongoing park improvement activities not affected by bulkhead reconstruction consistent with the approved Windmill Hill Park Master Plan.

Waterfront Plan Implementation Project Design, Engineering and Construction

2. Waterfront Landscape Architecture and Flood Mitigation Project Design and Engineering: Funding for FY 2014 in the amount of \$550,000 is included in the

proposed FY14-23 CIP for final landscape architecture and flood mitigation design and engineering services for the park and flood mitigation concept in the Waterfront Small Area Plan. This will fund the full range of planned design and engineering services for the upcoming fiscal year, and will inform subsequent Capital Improvement Programs in regard to costs and phasing of public improvements envisioned by the updated Waterfront Small Area Plan.

3. **Union Street Corridor Study Recommendations:** Funding for the implementation of the first phases of this study in the amount of \$395,000 in FY 2014 is included in the proposed FY 14-23 CIP. Proposed funding includes \$150,000 for design and engineering of the recommendations, and \$245,000 from the City's Transportation Improvement Program (TIP) fund for pedestrian and traffic flow improvements at King Street and Union Street. No future funding is included at this time for future traffic studies or for subsequent implementation of the Union Street Corridor Study recommendations.
4. **Utility Master Plan:** The proposed FY 14-23 CIP includes \$100,000 in FY 2014 for the development of a Utility Master Plan along The Strand (Duke Street to King Street).
5. **Lower King Street Pedestrian Traffic Study:** This study will evaluate the impact of limiting the 100 block of King Street to pedestrian activity, at least some of the time. Public feedback during the Union Street Corridor Study recommended that the City consider this idea. This study is anticipated to cost \$100,000, funded by the FY 2013 City Council appropriation for Waterfront planning as part of the approved FY 13-22 CIP.

City Marina – Capital and Operating Budgets

6. **Marina Dredging:** The proposed FY14-23 CIP includes \$400,000 in funding in FY 2014 and \$2.55 million in funding in FY 2015. Whether or not this is the correct timing will be determined by a planned measurement of the depth and accumulated siltation by RPCA contractors this March. Additionally, funding is planned in FY 2019 and FY 2020 totaling \$3.5 million to undertake dredging if needed about every five years. This is consistent with the approved FY 13-22 CIP.
7. **City Marina Seawall Maintenance:** A total of \$1.7 million is budgeted in FY 2016 and FY 2017. This is consistent with the approved FY 13-22 CIP.
8. **City Marina Utility Upgrade:** A total of \$1.25 million remains budgeted in the proposed FY14-23 CIP for FY 2016 and FY 2017. This is consistent with the approved FY 13-22 CIP.

9. **City Marina Capital Infrastructure Maintenance:** Capital infrastructure maintenance at the City Marina will remain budgeted at \$90,000 annually in the FY 14-23 CIP. Ongoing Marina Facility Assessment will assist staff in establishing maintenance priorities consistent with the approved Waterfront Small Area Plan. This is consistent with the approved FY 13-22 CIP.
10. **Marina Security Improvements:** Responsibility for contracted Marina Security was transferred from General Services to RPCA. The FY 2014 proposed budget includes \$44,871 for Marina security, which represents a \$15,000 reduction from the FY 2013 budgeted amount of \$59,871. This will reduce night time security from eight hours to six hours a night. RPCA has reported that there have been no incidents where the Alexandria Police Department has been called at the Marina during the hours night time security is stationed at the Marina. The impact of the two hour reduction is expected to be minimal.
11. **Marina Fee Structure:** On Saturday, February 23, 2013, City Council unanimously approved staff recommended City Marina fee increases. These approved increases are for the most part in line with those originally recommended by the Waterfront Commission. The fee increases are expected to generate an additional \$58,000 for the City in FY 2014 (based on FY 2012 actual revenues). Revenues are anticipated to increase to \$380,000 in FY 2014. A list of fee increases includes:
 - a. City resident pleasure boat annual license fee increase from the current rate of \$8 per foot per month to \$9 per foot per month, an increase of \$1 per foot per month;
 - b. Nonresident pleasure boat annual license fee increase from the current rate of \$9 per foot per month to \$11 per foot per month, an increase of \$2 per foot per month;
 - c. Pleasure boat overnight docking fee increase from \$2 per foot per night to \$2.50 per foot per night, an increase of \$0.50 per night; and
 - d. Pleasure boat short-term docking fee for up to four hours increase from \$15 per boat to \$20 per boat, an increase of \$5 for up to four hours per boat.
12. **Public Restrooms:** A request for public restrooms in the City Marina area, such as ones explored by the Waterfront Commission to be constructed within the waiting lounge located below the existing Chart House restaurant, was not included in the proposed FY14–23 CIP. The total estimated cost of the project would be \$118,750.

Transportation Signage and Wayfinding

13. **Transportation Signage and Wayfinding System:** Funding for the continued implementation of the Wayfinding system remains in the FY14-23 CIP with \$225,000

included for FY 2014. This is a multi-year project with funding planned in FY 2015 (\$200,000); FY 2017 (\$515,000); FY 2018 (\$361,000); FY 2019 (\$432,000); and FY 2020 (\$241,000). Portions of this project will be implemented in the Waterfront area beginning in FY 2017. This is consistent with the approved FY 13-22 CIP.

Public Art

14. **Public Art Acquisition Program:** The proposed FY14-23 CIP continues the ramp up of funding for the Public Art Acquisition Program, which in combination with the Public Art Developer Contribution Policy adopted by Council in late 2012 will make a major difference in the amount of public art in Alexandria. Specifically, the FY14-23 CIP has \$100,000 proposed in FY 2014, and increases \$50,000 annually until it reaches and levels out at \$500,000 in FY 2022. It is noted that the Public Art Acquisition Program addresses art acquisition projects Citywide, not just in the Waterfront area. This is consistent with the approved FY 13-22 CIP.

Other Operating Budget Items

15. **Establishment of the Office of Project Implementation:** We are in the process of recruiting for the Director of the Office of Project Implementation, as well as studying how that office should be staffed and organized in relation to implementation of City infrastructure projects. This office will be capital implementation focused as we need a skill set which is able to handle the complexities of major capital projects such as the Waterfront. In your letter you also point out the need for coordination of operational Waterfront activities including programming, maintenance, security, etc. I think that the knowledge, skills and abilities of the person who would lead that effort are significantly different than that of a capital projects focused office. While the proposed FY 2014 Operating Budget does not propose a change in how the City is organized and staffed in regard to managing Waterfront related operations, as we get closer to building and completing the contemplated major Waterfront public spaces, we will need to revisit this issue to determine the needed staffing, as well as the best organizational model.
16. **King Street Trolley Expansion:** Among the FY 2014 budget reductions is a proposed decrease in service from 15 minutes to 20 minutes that we had been previously operating at a cost savings of \$140,000 a year. While the increase in headways is unfortunate, it was necessary to propose this and many other operating budget reductions in order to balance the budget and to temper any tax rate increase.

I hope that the above adequately addresses the budget priorities that were raised in the Commission's letter of September 11, 2012. Again, we appreciate the input and believe that we

Ms. Charlotte Hall, Acting Chair
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have been responsive to the priorities raised, even though the financial circumstances in which we are operating are challenging.

Sincerely,



Rashad M. Young
City Manager

Enclosure: September 11, 2012, Waterfront Commission Budget Priority Letter

cc: Alexandria Waterfront Commission
Alexandria Planning Commission
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Alexandria Waterfront Commission

Department of Recreation, Parks and Cultural Activities

1108 Jefferson Street

Alexandria, Virginia 22314

September 11, 2012

Mr. Rashad M. Young
City Manager
City of Alexandria
301 King Street, Room 3500
Alexandria, VA 22314

Dear Mr. Young:

At its meeting on August 14, 2012, the Alexandria Waterfront Commission reviewed its priorities for the City of Alexandria Fiscal Year (FY) 2014 Operating Budget and FY 2014-FY 2023 Capital Improvement Program (CIP). This letter summarizes recommendations of the Waterfront Commission regarding those proposed expenditures. We begin by addressing capital improvements, followed by the operating budget. We conclude with a note regarding the City Marina fee structure.

Capital Improvements

The Waterfront Commission endorses the following capital expenditures for the City's proposed FY14-FY23 CIP, which are organized by lead agency:

Department of Transportation and Environmental Services

- **Windmill Hill Park Improvements:** General improvements to Windmill Hill Park and reconstruction of the bulkhead, which is in a state of advanced deterioration and collapse. The FY13-FY22 CIP programs capital funding of \$300,000 in FY16 and \$3.7 million in FY17, in addition to an unallocated balance of \$784,953, a total of \$4.0 million.

A January 2009 inspection by the City's engineering consultants found the bulkhead to be in "critical" condition, and was noted as a significant safety hazard to the public (RK&K 2009). In the interim, the City is fencing the bulkhead, which the Commission anticipates will be a temporary measure.

The Waterfront Commission continues to urge the City to continue to identify Commonwealth or Federal funding for bulkhead repairs that could expedite the timeframe for completion of this project. The Waterfront Commission also urges consideration of less-costly yet aesthetically-appropriate approaches to replacing the existing bulkhead, which may make the project more affordable and able to be implemented earlier than the currently-programmed FY16/FY17 project delivery timeframe. In addition, the City may realize economies of scale by linking this project to the City Marina Seawall Maintenance project.

Finally, the Commission urges expenditure of unallocated balance for other planned improvements to the park in areas unaffected by the bulkhead project.

- **Flood Mitigation Projects:** Final design and construction services to minimize Waterfront flooding between Duke Street and Queen Street by constructing flood walls and landscaping features and installing flood gates and pumping stations. This flood mitigation will protect to Elevation 6.0, approximately equivalent to a 10-year storm. In addition, this item includes final design and construction services to modify the Unit Block of King Street at The Strand and Union Street to abate flooding from storm drains in this area. This project was initiated in FY13 with the goal of completing final design and construction

services as a new line item in the upcoming CIP in order to finalize the project as another key step in the implementation of the Waterfront Small Area Plan.

- **Union Street Corridor Recommendations:** Implementation of approved recommendations of the Union Street Corridor Study, including strategies to promote pedestrian friendly mobility along Union Street by minimizing conflicts between pedestrians, bicyclists and motor vehicles, including cars, motorcoaches and the King Street trolley. This is a new item for the CIP, and follows on to the Union Street Corridor Study that the Waterfront Commission is advising.
- **Transportation Signage and Wayfinding System:** Comprehensive design and installation of signage, wayfinding, and identity system that will project a consistent image for the City, reduce clutter, promote walking and mass transit, and be sustainable as well as expandable. The FY13-FY22 CIP programs capital funding of \$295,00 in FY13, \$225,000 in FY14, \$200,000 in FY15, \$515,000 in FY17, \$316,000 in FY18, \$432,00 in FY19, and \$241,000 in FY20, a total of \$2.27 million. The Commission is interested in the deployment of smart signage (with pricing and changeable messages) to direct motorists to parking, as well as wayfinding and interpretive signage for Waterfront sites.
- **Utility Master Plan:** Development of a master plan, in collaboration with Dominion Virginia Power and other utility companies, to relocate existing overhead utilities underground along The Strand. This is a new item for the CIP, and an essential element for implementation of the Waterfront Small Area Plan.
- **Marina Dredging:** Dredging to provide for open waterways required for continued operation of the City Marina. The FY13-FY22 CIP programs capital funding of \$550,000 in FY14 and \$2.55 million in FY15, plus \$100,000 in FY19 and \$3.0 million in FY20, a total of \$6.2 million.

Department of Planning and Zoning

- **Landscape Architectural Plan:** Final design and Construction services to implement new parks, piers and other public space elements of a redeveloped Waterfront. This project was initiated in FY13 with the goal of completing final design and construction services under a new line item in the upcoming CIP in order to finalize the project as another key step in the implementation of the Waterfront Small Area Plan.

Department of Recreation, Parks, and Cultural Activities (RPCA)

- **Public Restrooms:** Final design and construction services to provide public restroom facilities in the City Marina for visitors to the City's Waterfront. The lack of facilities is a significant shortcoming of the Torpedo Plaza area, which has been exacerbated by closure of the Torpedo Factory Food Pavilion. This is a new item for the CIP.
- **City Marina Seawall Maintenance:** Repair damage to existing seawalls at the Alexandria City Marina. The FY13-FY22 CIP programs capital funding of \$250,000 in FY16 and \$1.0 million in FY17, a total of \$1.25 million. Given the dangerous conditions and the operational impacts on the Marina of this damaged infrastructure, the Waterfront Commission recommends that repair be prioritized and funded earlier than FY16 and FY17. The Commission encourages the City to begin to study methods to preserve the seawalls now, in advance of programmed funds for this project. The City may realize economies of scale by linking this project to the Windmill Hill Park bulkhead repair project.
- **City Marina Utility Upgrade:** Upgrade facilities at the Alexandria City Marina to facilitate utility requirements for modern vessels. The FY13-FY22 CIP programs capital funding of \$250,000 in FY16 and \$1.5 million in FY17, a total of \$1.7 million. In order to provide a modern facility for boaters using the Marina, the Waterfront Commission recommends prioritization of improvements as funding permits,

preferably earlier than the FY16 and FY17 timeframe currently proposed, and in coordination with the City Marina Seawall Maintenance project.

- **City Marina Maintenance:** Basic funding for routine repairs and other expenditures to maintain the infrastructure of the City Marina. The FY13-FY22 CIP programs capital funding of \$90,000 annually through FY22, a total of \$900,000.
- **Public Art Acquisition Program:** Annual funding for the purchase or commission of art in public areas. The FY13-FY22 CIP programs capital funding of \$50,000 in FY13, \$100,000 in FY14, \$150,000 in FY15, \$200,000 in FY16, \$250,000 in FY17, \$300,000 in FY18, \$350,000 in FY19, \$400,000 in FY20, \$450,000 in FY21, and \$500,000 in FY22, a total of \$2.75 million. Additional public art is one of the many objectives of the recently enacted Waterfront Small Area Plan.
- **Waterfront Civic Building:** Funding for planning, engineering, and construction of the Waterfront civic building on The Strand recommended by the Waterfront Small Area Plan. This building may serve multiple purposes, housing visitor services, historical exhibits or programs, restrooms, park maintenance, and other civic, institutional, and park support functions. Space for storage of park maintenance equipment near the Waterfront will help to maintain the enhanced Waterfront parks anticipated under the Waterfront Small Area Plan. The functions proposed for the Waterfront Civic Building could also be housed in separate facilities, as appropriate. This is a new item for the CIP.

Operating Budget Items

The Waterfront Commission endorses the following budget expenditures for the City's FY14 General Fund Operating Budget:

- **Establishment of the Office of Implementation:** A central recommendation of the Waterfront Plan Work Group, endorsed by the Waterfront Committee and by City Council in its adoption of the Waterfront Small Area Plan, is the appointment of a senior director within City government accountable for integrated management of the Waterfront, coordination of the activities of City agencies, public entities, and commercial interests, and achievement of the Waterfront Plan vision. According to page 20 of the Waterfront Plan Work Group Final Report, this senior director shall be tasked with preparing and defending an integrated budget for Waterfront needs. Other responsibilities may include coordination of operation of the Marina, programming, maintenance of parks and public space, security, facilities maintenance, budget and funds administration, and planning of future needs. These roles are distinct from the implementation of capital improvement projects, to be led by the newly-proposed Office of Project Implementation.

The Waterfront Commission recommends that staff develop a plan for centralized management of Waterfront operations for implementation in FY14.

- **Public Restrooms Operation:** Operational support (staff and supplies) for the operation of new or expanded public restrooms in City Marina, dependent on CIP approval for restroom construction.
- **King Street Trolley Expansion:** Reduction in headways of King Street trolley service and extension of service along Union Street as development and demand warrant.
- **Lower King Street Pedestrian Traffic Study:** Study of alternate traffic patterns and capital improvements along the Unit and 100 blocks of King Street to maximize pedestrian accessibility. The Commission understands that funding may be identified to complete this study yet in FY13, but if not, this should be a high priority follow-on to the Union Street Corridor Study in FY14.

- **Historic Interpretation and Programming:** Implementation of historic elements of the Waterfront Small Area Plan, including interpretive signage, programming, and other history-related operating expenditures in the vicinity of the Alexandria Waterfront.
- **Marina Security Improvements:** The Waterfront Commission recommends reinstatement of a second Marina security guard as funding permits. The Commission further recommends that the City reexamine its use of private contractor to provide this service. Options include shifting responsibility for overnight Marina security from the Department of General Services to RPCA or the Police Department. RPCA is the entity responsible for management of the Marina and daytime operations. RPCA management would facilitate interaction between existing Dockmaster staff and overnight security and provide continuity of operations around the clock. The Police Department is responsible for safety and security Citywide, has staff on duty during the overnight hours, and already routinely patrols the City Marina.

Marina Fee Structure

The Waterfront Commission encourages staff to use the budgeting process to examine the fee structure of the City Marina. In March 2012 the Waterfront Committee endorsed an RPCA staff proposal to create a City Marina fee category for historic vessels. It would provide a predictable rate structure for commercial and non-profit historic vessels and streamline the approvals process for non-profit vessels. At the time we raised several important questions regarding the proposal and would like to work with staff to revisit this issue. As any changes to the Marina fee policy affect City revenues, we believe this is appropriate to consider during the budget process.

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We appreciate the opportunity to provide early input into Alexandria's FY14 budget process. On behalf of the Alexandria Waterfront Commission and the broad Citywide constituencies that we represent, thank you for your consideration of this matter.

Sincerely,



Nathan M. Macek, Chair
Alexandria Waterfront Commission

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