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<b>EXHIBIT</b>	NO	,	
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# City of Alexandria, Virginia

## **MEMORANDUM**

DATE:

**APRIL 8, 2004** 

TO:

THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM:

PHILIP SUNDERLAND, CITY MANAGERS

SUBJECT:

PROPOSED STUDY OF THE FEASIBILITY OF CONSTRUCTING AN

ALL-CITY SPORTS FACILITY

**ISSUE:** Proposed study of the feasibility of constructing an All-City Sports Facility.

#### **RECOMMENDATION:** That City Council:

- (1) Receive the All-City Sports Facility Report prepared by Alexandrians for an All-City Sports Facility (AACSF), in cooperation with the Department of Recreation, Parks and Cultural Activities (Attachment);
- (2) Subject to recommendation (3), authorize staff to conduct a feasibility study of an All-City Sports Facility with the focus of the study being on the Hensley Field site on Eisenhower Avenue, and with the understanding that the Roth Street/Witter site will be studied if the Hensley Field Site is found to be infeasible. Staff will work with members of AACSF as the feasibility study is conducted.

This feasibility study, which would be undertaken by a consultant, will include the following elements:

- a review of the potential sites already considered by AACSF and City staff to verify the site analyses and findings made to date, which are discussed below;
- an analysis, and ultimately a description, of the programmatic, physical and other components of the All-City Sports Facility;
- geotechnical and traffic site analyses;
- detailed design schematics for the All-City Sports Facility; and
- design, engineering and construction cost estimates for the facility.

If the feasibility study concludes that an All-City Sports Facility is, in fact, feasible, then consideration will be given during preparation of the FY 2006 budget to including funds in the FY 2006 to FY 2011 CIP for the design and construction of such a facility. Where such funds may be placed in that six-year CIP will be determined based, in part, upon the amount of funds required, options for providing such funds, and competing capital projects.

On May 3, during budget adoption, accept the proposal that is now a part of the proposed FY 2005 to FY 2010 CIP to conduct a feasibility study on an All-City Sports Facility and, later in May, allocate \$100,000 from the FY 2005 CIP budget for the study.

**BACKGROUND:** During the summer of 2003, a group of interested citizens met to discuss the possibility of the return of night time football to TC Williams High School, and the provision of a substantial sports facility in the City that not only would facilitate this return to night time high school football, but would also serve as a venue for a wide range of other youth and adult sports. These citizens later formed a group called Alexandrians For An All-City Sports Facility (AACSF).

For many years, the return of TC Williams to night time football has been discussed. The recent decision to reconstruct TC Williams High School has provided the opportunity to renew this discussion and the possibility of TC Williams football participating with other Northern Virginia high schools in the tradition of night time football. Importantly, it has also provided the opportunity to discuss the provision of a venue in Alexandria for many other sports and recreational activities that are undertaken in the City.

At the December 13, 2003, City Council legislative meeting, Councilman Krupicka read a letter to Council from Mayor Euille and himself about the possible provision of an All-City Sports Facility, and Council requested that staff work with the newly formed group AACSF to conduct a preliminary investigation of the potential viability of an All-City Sports Facility at sites owned by the City. Since the December meeting, AACSF and staff have held a series of meetings to review potential site locations, program requirements and needs, and possible recommendations.

The All-City Sports Facility that has been under consideration (a) would consist of a multiple use athletic field with artificial turf that could accommodate various sports (including but not necessarily limited to football, soccer, and field hockey), would be lighted, and would include a track, bleachers, locker rooms, restrooms and concession stand, and (b) in addition to this multiple use field, would have one or more other fields that would accommodate different sports (most likely, baseball and/or softball). This facility would provide the Alexandria community with a place to have nightime high school football games and a wide range other youth, adult and community sporting events.

<u>DISCUSSION</u>: The Alexandrians for an All-City Sports Facility and staff from the Department of Recreation, Parks and Cultural Activities, Transportation and Environmental Services, Planning and Zoning, and General Services have met several times to discuss the programmatic and physical characteristics of an All-City Sports Facility. They also reviewed and analyzed the ability of three City-owned sites -- the fields at Four Mile Run, Potomac Yard and Hensley Field -- and another site scheduled to be acquired by the City in the next 24 months -- the Roth

Street/Witter site<sup>1</sup> (south of Duke, between Telegraph Road and Roth Street) -- to "house" such a sports facility.

Based on the review and analysis undertaken to date, and in response to Council's December 13, 2003, direction, AACSF, in cooperation with the Recreation Department, has developed the attached report that describes its review of these four sites, and lists the pros ("positive features") and cons ("constraints") for each. The report concludes that two sites, Four Mile Run and Potomac Yard, are not very feasible for an All-City Sports Facility, and show less promise than the other two sites. Of those two sites, the report concludes that Hensley Field on Eisenhower Avenue has the potential of providing a large multi-use field, with track, spectator stands, locker rooms, restrooms, and a concession stand, that could accommodate many sports (including football, soccer, lacrosse and field hockey) and, in addition, two other fields that could accommodate baseball and softball. As to the Roth Street/Witter site, the report finds that it has the potential of providing a multi-use field with track and spectator bleachers, and so forth, and one additional field for baseball and softball.

City staff, based on this preliminary review and analysis of potential sites, believe that Hensley Field offers more significant positive features and has fewer constraints than the other three sites, including the Roth Street/Witter site. Staff recommend, therefore, that the feasibility study for an All-City Sports Facility focus on the Hensley Field site, and turn to the Roth Street/Witter site only if the Hensley Field site is found, in the course of the study, to be infeasible.

In the course of the feasibility study, City staff will, of course, work with the community to discuss any site being considered for an All-City Sports Facility, the pros and cons of a facility at the site, and the analyses and findings of the study. In addition, over the next year staff will begin looking at and developing a plan for the use and management of an All-City Sports Facility that will provide for the joint use and possibly management of the facility by the City and the Alexandria City Public Schools.

**FISCAL IMPACT:** This proposal has an initial fiscal impact of \$100,000 for the feasibility study to be conducted during FY 2005 (to be approved as part of the FY 2005 to FY 2010 CIP). Funding for the design and construction of an All-City Sports Facility, the amount of which would be determined as part of the feasibility study, is not in the proposed CIP. If an all-City sports is determined to be feasible, consideration will be given next year to including the facility in the FY 2006 to FY 2012 CIP. Also, we note this is the type of facility for which private fund raising, to cover part of the capital costs, appears feasible.

**ATTACHMENT:** Alexandrians for an All-City Sports Facility Report

<sup>&</sup>lt;sup>1</sup> This land is to be acquired by the City pursuant to the settlement of the Woodrow Wilson Bridge litigation.

# **STAFF**:

Kirk Kincannon, Director, RP&CA
Janet Barnett, Deputy Director, Programs, RP&CA
John Buckler, Division Chief, Administration, RP&CA
Aimee Vosper, Supervisory Landscape Architect, RP&CA

# AVI-City Sports Facility

PRESENTATION BY:

# Alexandrians for an All-City Sports Facility

IN CONSULTATION WITH:

The Department of Recreation, Parks & Cultural Activities
City of Alexandria, Virginia

## ALEXANDRIANS FOR AN ALL CITY SPORTS FACILITY

Chairpersons:

Claire Eberwein

Lynnwood Campbell

Program Development:

Jimmy Gibson

Elliott Branch

Site Design:

Lee Quill

Gus Ardura

Financing:

Melvin Miller

Public Relations:

Coach Herman Boone

Kerry Donley

Advisors:

Judy Noritake, Chair

Park and Recreation Commission

David Speck, Acting Chair

Alexandria Capital Development

Foundation

In Consultation with

## DEPARTMENT OF RECREATION, PARKS AND CULTURAL ACTIVITIES

Kirk Kincannon, Director

Janet Barnett, Deputy Director

Aimee Vosper, Landscape Architect Supervisor

and the

DEPARTMENT OF PLANNING AND ZONING DEPARTMENT OF GENERAL SERVICES

DEPARTMENT OF TRANSPORTATION AND ENVIRONMENTAL SERVICES

\*

"I always turn to the sports pages first, which record people's accomplishments. The front page has nothing but man's failures."

Chief Justice Earl Warren (1891-1974)

The citizens of ancient Greece believed the Olympic Games to be of an origin both ancient and sacred and ascribed their beginnings to mythical times. Man's natural disposition to train himself in competition with others comes down to us through the ages in the tradition of sporting games where individuals compete with their peers in freedom, conforming only to the rules of the game, with the sole aim of winning victory and the praise of their fellows. In every human being there is a tension between the quest for individual survival, dominance, and success and the need to cooperate and be accepted as a member of a group or society. This tension is most strongly felt in a democracy where the friction between individual liberties and group rights is a constant. America's role as the first modern democracy after ancient Greece and Rome helps to explain why the sporting tradition, particularly at the amateur level, is integral to our culture. This tradition provides a place within which to celebrate the mental strategizing, athletic prowess, and competitive spirit that is inherent in sports, often as part of a team. The word amateur comes from the Latin base of amor or "love". An amateur does not compete for compensation, but rather for the sheer joy of participating. This American tradition of amateur sports is alive and well in Alexandria - for the pure love of the game.

\*

Thirty-three years ago, traditional nighttime football disappeared from the public schools in our city. With that disappearance, a community gathering place that brought together all the elements of our diverse city was, in large part, also lost. In the intervening years, there have been ongoing discussions by various city leaders as to how returning Friday night football to T.C. Williams High School might be achieved. The decision to reconstruct T.C. Williams has provided the city with an unparalleled opportunity to revisit the issue once again. We have before us the potential to increase recreational sports city wide and to allow for T.C. Williams to join with other Northern Virginia high schools in experiencing, celebrating, and creating memories of this traditional high school pastime.

Though the idea to undertake a new field sport venue has long simmered in many places in the community, it was during the summer of 2003, that a diverse group of interested citizens came together to discuss this opportunity and formed Alexandrians for an All City Sports Facility (AACSF). AACSF studied the potential for building a state of the art lighted playing field or fields with artificial turf, a competition sized track, bleacher seating and supporting auxiliary functions to accommodate a variety of field sports, including night football. AACSF met throughout the fall, concluding with a very positive initial analysis of the feasibility of the project and, in December of last year, the City Council directed city staff from the Department of Recreation, Parks and Cultural Activities (RP&CA) to work with AACSF to further investigate siting options and to move the project forward. This report is the result of meetings that were held by AACSF and RP&CA staff, together with city staff from General Services, Transportation and Environmental Services, and Planning and Zoning, during which program needs and the feasibility of four potential city sites were studied.

The combined enrollment of T.C. Williams High School and Minnie Howard Ninth Grade Center is 2803. Currently, 313 students participate in Fall Sports, which range from football to volleyball and cross-country. 342 students participate in Winter Sports, including basketball, ice hockey and wrestling and 461 students participate in Spring Sports such as baseball, soccer, softball, lacrosse, tennis and crew. Sports opportunities are avidly engaged in by both young women and young men at T.C. Williams. Both practices and games for the various sports occur on school system fields and tracks and on fields owned and run by the city's recreation department, which services the recreational needs of the city at large.

As part of its task to provide recreational outlets for the entire community, RP&CA directly serves more than 4000 children who participate annually in recreational leagues for various sports, including youth football, that use the same aforementioned fields and tracks. The Department also reports that they currently host 297 teams for adult softball, baseball, soccer and flag football. The need in all of these categories grows every year.

Alexandria has been experiencing this ever-increasing demand for playing fields for some time; the rise in use is expected to continue as additional people across all age groups seek more active and healthful life styles. Such trends should be encouraged in a society where obesity has become a leading cause of disability and death.

Currently, the heavy use of existing fields has made turf maintenance a constant and expensive problem. Natural turf fields are particularly susceptible to surface destruction after a rainstorm and are often taken out of commission for a couple of days to dry out. Because fields in Alexandria are always in demand, such natural occurrences play havoc with sporting schedules. Additionally, scheduling conflicts occur across the player age spectrum on city fields between and within various adult and youth sporting leagues, school teams and people just trying to start a pick-up game. Within T.C. Williams and Minnie Howard themselves, there are scheduling conflicts between varsity and junior varsity sports squads and between the girls and boys teams, most particularly in field sports where all practices and all home games must be played during the day. Further, this requirement for daytime field games greatly increases scheduling difficulties with other Northern Virginia high schools in T.C. Williams' league, particularly with regard to football.

T.C. Williams is the only Northern Virginia public high school that has no facilities for nighttime football; this creates what is perhaps one of the more serious consequences, a lack of access to the college sports recruiters who could evaluate our players for NCAA opportunities. These recruiters typically attend high school games on Friday nights and on Saturday, when T.C. Williams is playing its football games, they are back on their own campuses watching their college team. The construction activity for the new high school building will further exacerbate this situation as the current field is likely to be used as a construction staging site and repair of that field could not begin until after most of the building and parking garage construction is completed.

Good planning involves maximizing the use of scarce public land resources in a fiscally responsible manner. AACSF determined early on that the project should concentrate on city owned acreage due to high land acquisition costs, scarce availability of adequately sized parcels, and the timing and adversarial issues involved with eminent domain. Four sites were determined to have the acreage necessary to accommodate a playing field sized to accommodate football, soccer, field hockey, and lacrosse, as well as a competition running track and room for auxiliary facilities such as locker rooms and some parking; these sites also had existing, or the potential for future, baseball and/or softball fields. The four sites, Hensley Park, the Roth/Witter Property, Simpson Field/Potomac Yard, and Four Mile Run Park, were further analyzed by RP&CA staff. The results of that analysis, listing the positive attributes and the constraints of each site, are a part of this report. At this point in time and subject to further analysis, it appears that Hensley Park and the Roth/Witter Property show the most promise for accommodating the desired program elements, which could be constructed within a reasonable time frame.

Turf technology has greatly improved since the injury causing days of Astroturf. With new drainage systems, fields can be put into play almost immediately following a storm.

It is instructive to compare an unlit, natural turf field (UNTF) with regard to its utilization, measured in active field hours, to other options available:

A field with artificial turf:  $1.5 \times \text{UNTF}$  utilization A field with both artificial turf and lighting:  $+2.0 \times \text{UNTF}$  utilization

A lighted, artificially turfed field has little need for weather related "down time" and the extended play that is possible during the evening opens new opportunities for lacrosse and field hockey, in addition to the more traditional sports of football and soccer. A lighted field also extends the tournament season as artificial lighting compensates for the seasonal reduction in afternoon sunlight occurring during late fall, winter, and early spring. Again, it should be noted that the proposed sites currently offer or could accommodate future baseball and softball fields. It is proposed that such fields would be lighted and artificially turfed as well. The inclusion of a lighted, six lane competition track would expand and enhance the track program of the city's high school and the recreational track program for younger students, as well as provide an injury reducing venue for the city's runners, race walkers and joggers of all ages.

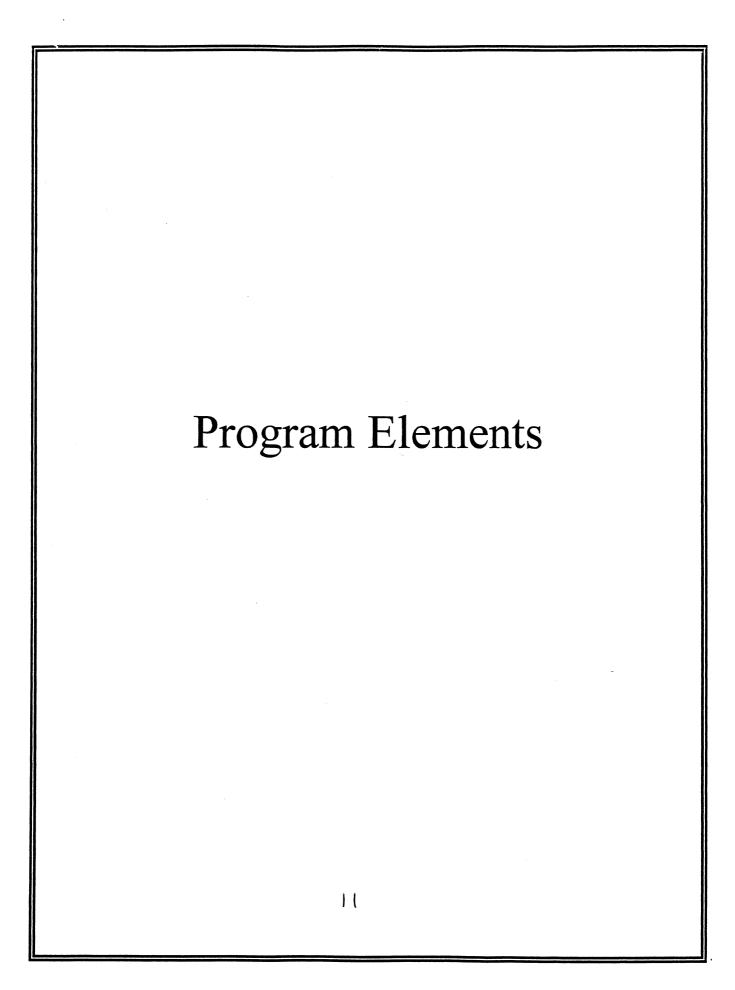
Alexandrians for an All City Sports Facility believe the need for additional lighted, well draining fields in the city is evident and respectfully request that the City Council approve the City Manager's budget recommendation of \$100,000.00 for the Department of Recreation, Parks and Cultural Activities, acting in close coordination with Alexandrians for an All City Sports Facility, to engage in additional studies and design. The rationale for proceeding is clear: increased recreational possibilities for the entire community to engage in a range of sports and an unprecedented opportunity to dramatically improve the sports program of the city's only public high school.

Alexandrians for an All City Sports Facility, with the potential participation of the Alexandria Capital Development Foundation and also in preparation to seek additional funding sources, proposes a public-private partnership wherein AACSF will raise cost-share funds to ensure that the project will provide a premier facility that will be a source of pride to Alexandria. We expect to incorporate the most current technology and sustainable, green architectural principles and construction, including low impact site design, to create a signature sports facility for the city and region.

Should Council support this project, a consultant will be hired to further develop concept plans. Within a year, Council will be provided with a report that will include the consultant's review of the preliminary sites analysis conducted by RP&CA in consultation with AACSF, and an early recommendation for a final site selection and back-up site plan, with conceptual design.

The following information will be provided for the primary recommended site:

- 1. Detailed program analysis
- 2. Detailed site analysis
- 3. Geotechnical analysis and traffic plan
- 4. Design schematics
- 5. Analysis of management /scheduling structure for joint facility use between the city and the schools



Proposal for a lighted "Multi-use Sports Complex" with artificial turf

# **Program Elements**

Multi-use field

360' x 225'

81,000 sf

Which can accommodate the following uses:

Football

360'x 195'

Soccer

360' x 225'

Field Hockey 300' x 180'

Lacrosse

200' x 350' (or can be played on a football field)

400 meter 6 lane Competitive Track

43,593 sf

Based on the requirements of the USA track and Field (USATF), national governing body for track and field, long distance running, and race walking and the Potomac Valley Association of USA Track and Field, regional association which includes Northern Virginia.

Infrastructure

locker rooms (one men's/ one woman's)	7,200 sf
restrooms (one men's/ one woman's)	1,350 sf
concession area	800 sf
bleachers (2) based on seating for 4000	7,980 sf

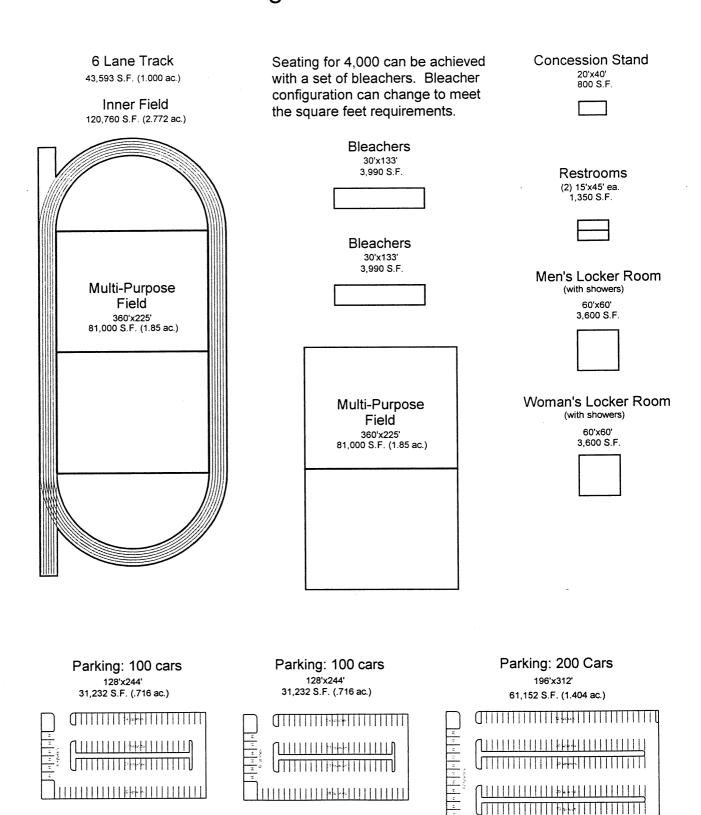
**Parking** 

Based on a 100-200 car surface parking lot (Feasibility Study will determine parking requirements)

63,000 sf +

Total square feet 204,923 or 4.7 acres

# **Program Elements**



City of Alexandria Multi-Use Field Usage

L	Sport Activity	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
L	Alexandria Soccer Association (Youth)												
L	High School Soccer												
L	Adult Coed Soccer							2/ 12/ 12/ 12/ 12/ 12/ 12/ 12/ 12/ 12/ 1	•				
L	Alexandria Soccer League (Adult)												
L	Alexandria Raiders Youth Football												
L	High School Football												
L	Women's Tackle Football League												
L	Youth Lacrosse										·		
L	High School Lacrosse								•				
14	High School Field Hockey												
	Hershey Track & Field												
L	Youth Track Club												
L	High School Track & Field										-		
L	Youth Rugby												
L	High School Rugby								•				
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	Track can be used by the public year round	Special Events Use	Rental Use (tournaments)
i	*	*	*

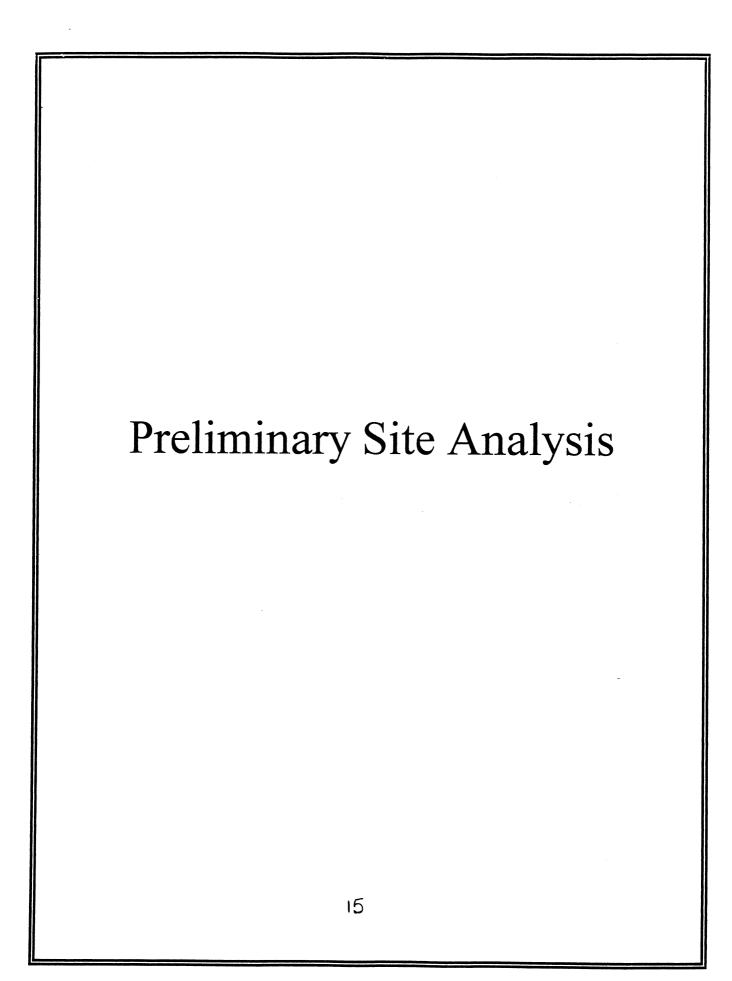
Recreation, Parks & Cultural Activities

Alexandria Public Schools

Recreation, Parks & Cultural Activities and Volunteer Organization

Track can be used by the public year round Special Events Use Rental Use (tournaments)

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# **Preliminary Site Analysis**

#### Hensley Park Site A

Zoning District: Public Open Space (POS)
Composite Site Area:14.80 acres

#### Positive Features:

- Multi-purpose field, 400 meter 6 lane competitive track, bleachers, concession, locker rooms and restrooms, bus/team parking and 150 car parking lot can fit on site
- Also, can accommodate an additional ballfield- no other site can accomplish this
- Creates complete outdoor sports facility- baseball, softball, multi-use field and track
- Best site for traffic flow issues
- Land use appropriate for Eisenhower Ave area (existing fields)
- Good site access
- No adjacent residential
- Offsite parking accessible nearby large parking lots for shuttle use (Cameron Run Park and the Vola Lawson Animal Shelter)
- Metro/Dash bus service available
- Metro station available (1.21 miles from entrance)
- Location to beltway- easy access for visiting teams

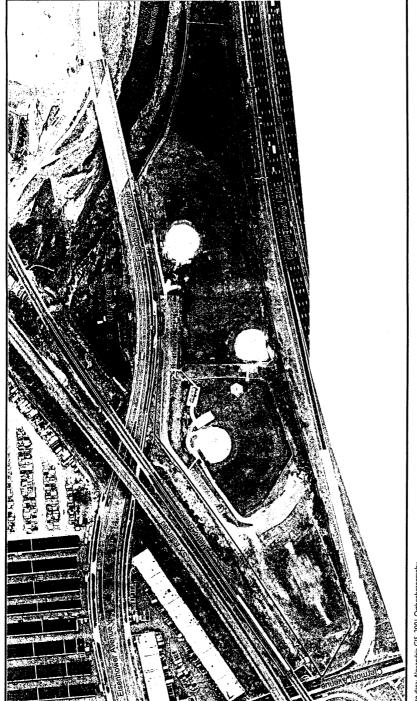
#### Constraints:

- Displacement of one existing softball field- field construction at the Roth site would replace this lost field
- Grading challenge/ cut fill and possible retaining walls
- Unknown utility issues

# City Sports Facility Site 'A' Hensley Park Existing Site



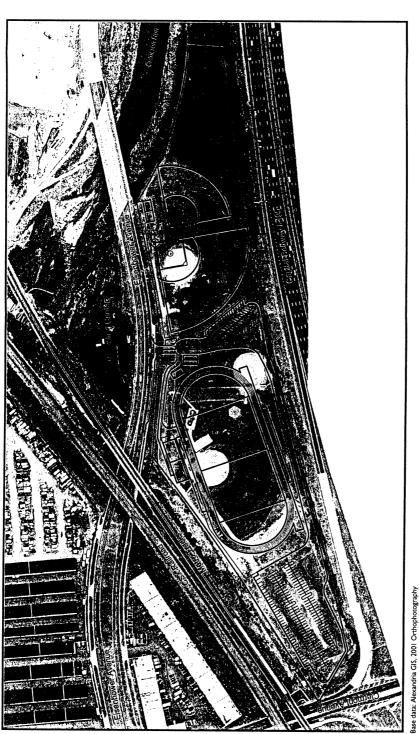




City Sports Facility
Site 'A'
Hensley Park
Proposed Site Layout







# **Preliminary Site Analysis**

## Roth/Witter Property Site B

Zoning District: Industrial (I) Composite Site Area: 13.2 ± acres

#### Positive Features:

- Multi-purpose field, 400 meter 6 lane competitive track, bleachers, concession, locker rooms and restrooms and 150 car parking lot can fit on site
- Possibility for shared parking with future, adjacent City facilities proposed for the site
- No adjacent residential
- Event traffic movement through commercial, not residential streets
- Centrally located- able to run shuttles to and from TC

#### Constraints:

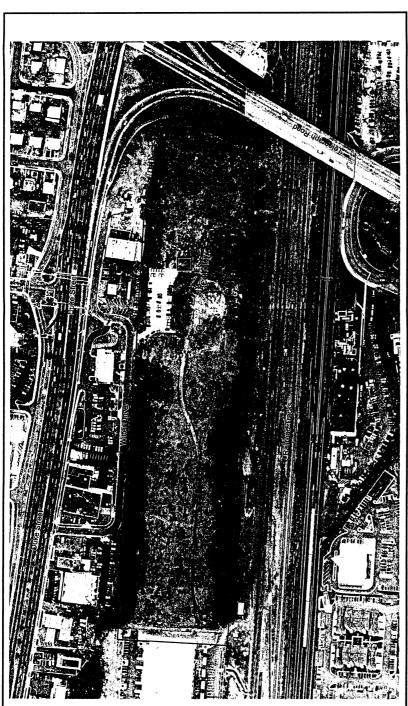
- Access onto Duke would require signalization
- Future planned program displacement of one multi-use field
- Potential problem with opposition to possible traffic increases on Duke Street
- WWB settlement would require amendment to the Environmental Impact Statement
- Grading and possible retaining walls
- Unknown utility issues









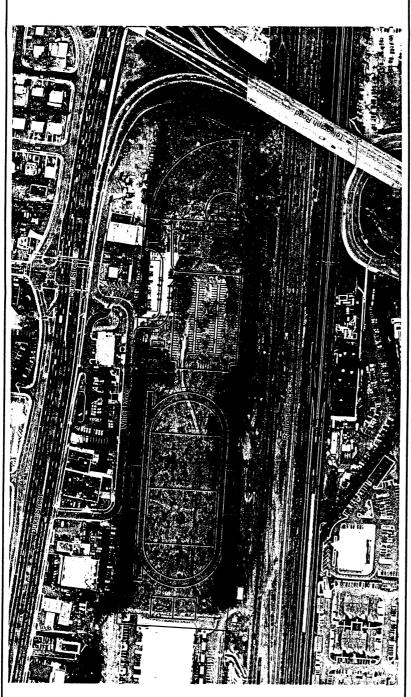


# City Sports Facility Site 'B'

Roth/Witter Property Proposed Site Layout







Base data: Alexandria GIS, 2001 Orthophotography

# **Preliminary Site Analysis**

## Potomac Yard/Simpson Field Site C

Zoning District: Coordinated Development District (CDD)
Composite Site Area: 5 ± acres devoted to field use after bridge alignment

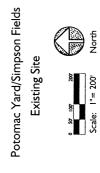
#### Positive Features:

- Multi-purpose field, lockers and a smaller 4 lane track can physically fit into site
- Create a multiple sports site- baseball, softball, football and soccer
- Restrooms exist on site
- Fairly flat, usable land

#### Constraints:

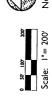
- Bleachers and 400 meter 6 lane Competition Track are not able to fit on the site.
- Very limited parking and undersized existing restrooms would need to be rebuilt
- Timing with Monroe Street Bridge- proposed realignment is set to occur in 2007, but given State budget constraints, this date may shift.
- Residential density proximity/ use concerns
- Residential lighting concerns
- Space limitations due to secondary proposed street configuration (Potomac Yard layout)
- Space limitations due to existing baseball fields
- No onsite parking possible other than existing 20 spaces
- Participants may have to cross Monroe St. from possible off-site parking
- Loss of two existing multi-use fields (Potomac Yard Soccer Fields)

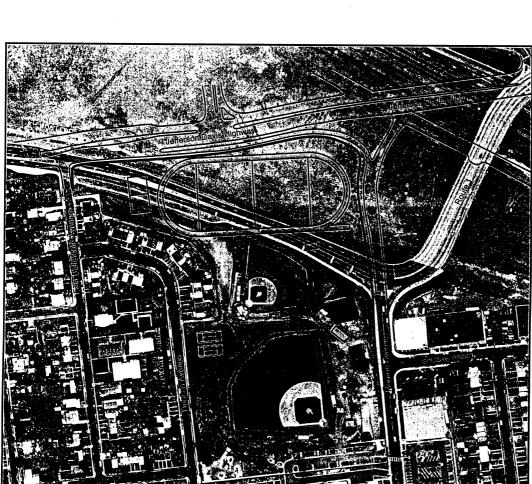






City Sports Facility
Site 'C'
Potomac Yard/Simpson Fields Proposed Site Layout





# **Preliminary Site Analysis**

## Four Mile Run Park Site D

Zoning District: Public Open Space (POS) Composite Site Area:55.90 acres (extending from Cora Kelly School to Mt. Vernon Ave.)

#### Positive Features:

- Multi-purpose field, 400 meter 6 lane competitive track, bleachers, concession, locker rooms and restrooms can fit on site with an RPA reduction of 50 feet-(explained below).
- Cora Kelly School facility parking available off-site- 45 spaces <u>+</u> although Recreation Center parking use overflows into school lot.
- Relatively flat- no grading concerns
- Metro and Dash bus service available

#### Constraints:

- Bleachers and parking facilities are not able to fit on site
- Rebuild of the existing restrooms required
- Proximity to the Resource Protection Area as designated in the Chesapeake Bay Ordinance. Buffer of 100 feet is required from the top of the bank of a perennial stream or water body. Reduction of that buffer to 50 feet would be required, and is not recommended by RP&CA
- Access in and out of site through Commonwealth Ave only (residential street)
- Residential proximity/ use concerns
- Residential lighting concerns
- Displacement of two existing fields (one 90' baseball and one softball/multi-use field
- No on-site parking
- No Metro station nearby
- Utility issues
- Area prone to flooding from Four Mile Run



