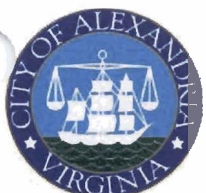


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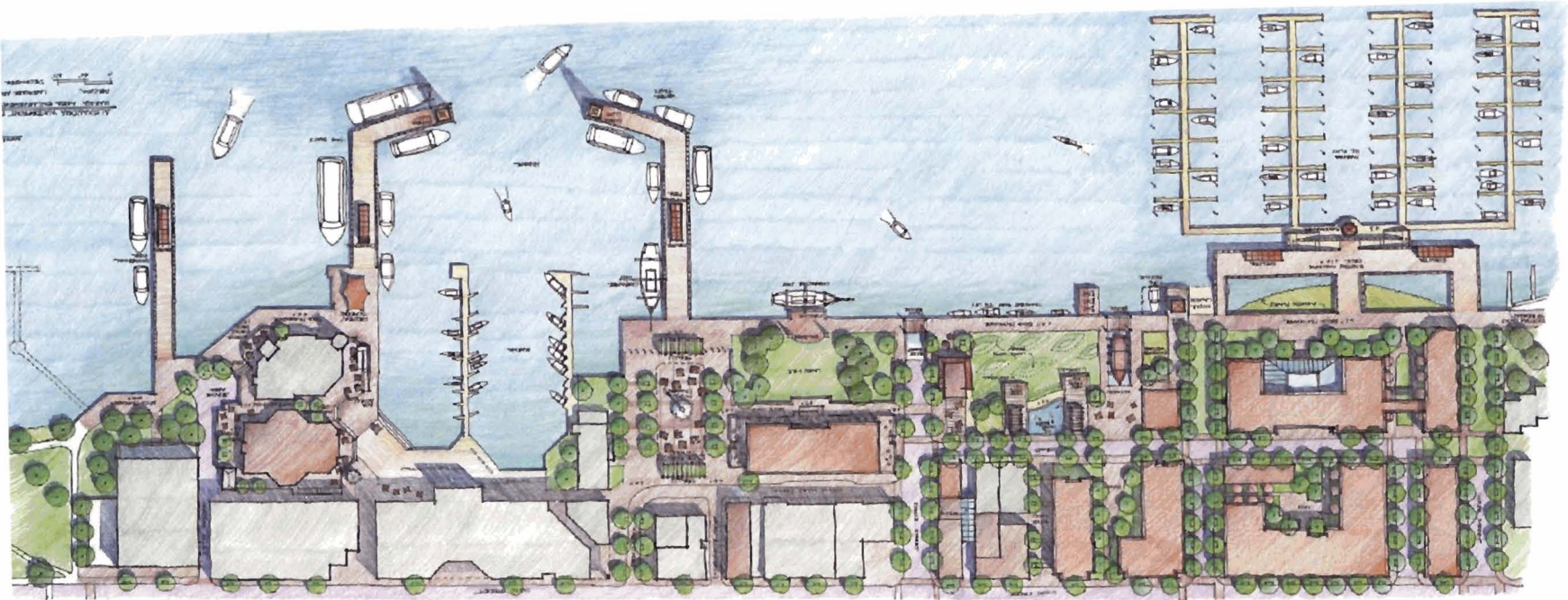


# Alexandria Waterfront *DRAFT* Small Area Plan



City of Alexandria  
Department of Planning and Zoning  
February 25, 2011 Draft





# Waterfront Small Area Plan - *Public Comment and Review Process*

The public is invited to review the draft Waterfront Small Area Plan (Plan) and to provide comments via the online comment board included on the website or by contacting the Department of Planning and Zoning directly through information also on the website at:

**<http://www.alexandriava.gov/Waterfront>**

Those comments will be taken into consideration for the staff's final recommendations. The Planning Commission and the City Council will hold hearings on the Plan, with their dates and times to be confirmed on the website.

## **Additional Information that is forthcoming for Public Comment and Review:**

Prior to the aforementioned public hearings, at the request of City Council and the community, the Department of Planning and Zoning will post:

- (1) additional design options for the restaurant proposed for Waterfront Park;
- (2) additional information and re-analysis on phasing and costs/revenues; and
- (3) a hotel use analysis.

Finally, with release of the draft Plan on the website you will find an updated Frequently Asked Questions (FAQs) document. The FAQs document was originally provided at the December 13, 2010 Waterfront Open House and Community Meeting but has been updated to further address common questions which have been shared by stakeholders. You will also find an updated Parking Summary Sheet. Moreover, notations in the draft Plan indicate that the earlier cost/revenue data has been removed, as it is being re-analyzed. While it is believed that the economic results of this Waterfront Plan are positive, a re-check of the cost and revenue details appear to be warranted.



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# Acknowledgements

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# Executive Summary

## *Alexandria's waterfront is special*

Alexandria's waterfront is special because of its unique and significant role in the nation's history and because it is a world renowned example of the revitalizing role of art in the community. The waterfront is a source of prosperity, hometown pride and national significance. It is Alexandria's front door, it is where the City was born, it is where we often go to celebrate, and it is where we take our guests from out of town. The Waterfront is where we live, it is where we make a living, and it is where we go daily to walk, relax, meet neighbors, and see what's happening.

## **At the heart of the Waterfront, a new gateway to the City**

During its earliest days and for long afterward, Alexandria recognized its waterfront as the front door to the City. Pictures of the ferry terminal that was once located at the foot of King Street remind us that for many visitors and residents, this location was the gateway to the City. As waterfront uses became more industrial, the daily life of Alexandrians moved away from the water's edge and new waterfront buildings often faced away rather than toward the river.

Early in the public process for this waterfront plan, Alexandrians expressed a strong wish to see the foot of King Street once again become a gateway to the City. The hundred or so participants in an early public meeting identified "extending King Street as a pier" as a highly desired element of the waterfront plan and so it was included in the Waterfront Concept Plan released in the summer of 2010. With the advice of residents, the pier concept has been refined and would provide:

- ◆ a dramatically improved arrival experience, with water taxis delivering new visitors and returning residents to a pier with "natural" wayfinding: a clear view of the entire waterfront core area and of King Street to the George Washington Masonic National Memorial as well as easy access to the King Street Trolley;
- ◆ a docking location for a historic ship or other "ship of character" as requested by residents to be visible as one walks down King Street toward the Potomac River;
- ◆ a connection to Alexandria's past, since long piers characterized Alexandria's waterfront for more than 100 years;
- ◆ a way to let people do what they really wish when they come to a river: get out over the water and enjoy the view; and
- ◆ a clear marker that this spot, where one of America's great streets meets one of America's great rivers, is the "center" of the waterfront.

## **A Strand that is lively, fun and uniquely Alexandrian**

Throughout the planning process, Alexandrians asked for more "things to do" on the waterfront and they identified the Strand, from King Street to Robinson Terminal South, as the place for activities. That makes historic sense – Alexandria once was a working waterfront, bustling with activity, and the Plan returns some of that level of activity to the Strand.

At the hub of the waterfront is a new public space connecting King Street to the Potomac and the Strand to the Torpedo Factory, Chart House and beyond. Dubbed "Fitzgerald Square," the new plaza will be almost the size of Market Square. When amassed with a redesigned Waterfront Park, the combined public space will total 1.8 acres (78,500 sq. ft.), or approximately 29% larger than the existing 1.4 acre Waterfront Park. In the summer there will be food carts, tables and chairs, fountains, and other activities; in the winter there is plenty of room for an ice skating rink.

With Fitzgerald Square, Waterfront Park and a new, expanded Point Lumley Park, the Strand will comprise three distinct outdoor "rooms," each with its own character. Waterfront Park will continue to include a broad lawn shaded by mature willow oaks, and will be enlivened with active uses along its western edge. A restored Beachcomber restaurant activates the park to the south and creates two doorways – one along the Potomac – to a new Point Lumley Park, created out of the existing surface parking lot. In the new park, there are multiple opportunities for fun and culture with strong themes of history (especially shipbuilding and maritime history) and public art.

Among the first requests from Alexandrians participating in the Plan: more options for outdoor, waterfront dining. The Plan identifies the few places where this request can be addressed and actually enhance the public spaces nearby.

## **More and better public spaces of all kinds**

The essence of Alexandria's waterfront is public space and the Plan not only increases the amount of space for the public, it also adds to the variety of public spaces. The reorientation of Waterfront Park, combined with the new Fitzgerald Square, adds 12,000 square feet (approximately a quarter of an acre) of park at the heart of the waterfront. Overall the plan adds about five acres, or nearly 218,000 square feet, of new public spaces of all kinds, including new public piers, streets that are converted to pedestrian-oriented spaces, and more.

The Plan completes the long-standing goal of "where land meets water, the public is welcome" by planning for continuous access and accessibility along the river. The Plan calls for continued investment in our existing parks, inspired by art, history, and the environment, and adding small scale active recreation in many locations along the waterfront.

## **Guides redevelopment to achieve Plan goals**

With just three redevelopment sites in the Plan area, each have an important role to play in achieving the multiple goals of the Plan. The recommendations for redevelopment are fine-tuned to ensure authentic, welcoming and accessible development that reflects Alexandria' history and showcases public art. Care has been taken to balance neighborhood compatibility – in architecture, land use, and impacts such as noise, traffic and parking – with financial feasibility and long-term economic success. Equally important, the guidelines for steer development toward uses that would pay for the new infrastructure and public amenities in the Plan. The Plan also identifies public amenities that new development would be expected to contribute.

Non-residential development, including hotel, would be encouraged on parcels immediately adjacent to the water or to high activity public spaces. Residential would be encouraged to locate in quieter locations near existing housing. Hotels yield significant potential benefit to residents and other waterfront visitors and are among the land uses with the lowest impacts on nearby neighborhoods.

The net increase in development potential (compared to what the current zoning allows), spread over a distance of just over one mile, is about 240,000 square feet. New buildings are limited to 50 feet in height, except for the western half of Robinson Terminal North, where a building would be permitted to be built as tall as the office building next door (66 feet).

## **Resolving the parking problem**

Parking has been a front burner issue in Old Town for many years. The Plan addresses parking comprehensively, aided by the City's renewed focus on Old Town parking with detailed analysis, renewed enforcement, and investments in improved meters and signage.

For the waterfront, the most important finding of the recent Old Town Parking Study is that during periods of peak demand, there are about 700 unused parking spaces within 3-4 blocks of the intersection of King Street and Union Street. So the challenge is not that there are not enough spaces – the challenge is directing visitors (especially those planning to park for more than 2 hours) to the parking garages. Moreover, through the use of valet parking and by opening private garages to the public, there is potential for parking as many as 1,400 additional vehicles in that "core" area of the waterfront.

Waterfront Plan implementation includes initiatives to fully use and to increase parking garage capacity with wayfinding, pricing and technology. Parking implementation will involve regular monitoring of parking and set "triggers" for actions – for example, when public garages approach capacity, the City would increase capacity through valets and private garages.

The Plan also balances parking supply and demand by encouraging land uses that minimize parking demand (such as hotels) and by encouraging visitors to arrive by means other than the automobile: trolley, bike, or boat.

Residential areas will be protected by increased enforcement (which has already begun), regular monitoring, and potentially a resident-only parking program.

## **Weaving art and history into every aspect of the Waterfront**

The City is the beneficiary of exceptional efforts by two groups of hardworking Alexandrians that resulted in the *Waterfront History Plan* and the *Public Art Proposal*. These efforts recognize the important contributions of history and art to Alexandria, especially at the waterfront. This Plan is an opportunity to add back history that's been missing from the waterfront for too long. The Art Walk concept is ideally suited to link the series of public spaces that comprise the waterfront; moreover, public art has a limitless potential to interpret the stories, people and places of our past.

This Plan not only incorporates the *Waterfront History Plan* and the *Public Art Proposal* as appendices but also weaves their recommendations throughout the Waterfront Plan itself.

## **Improving environmental conditions**

Alexandria's industrial past has left a legacy that includes pollutants in the soil and in the riverbed. In addition, as in many of the country's oldest cities, Old Town has combined sanitary and storm sewers that have the potential to overflow into the river during rain events. Flooding is a recurring issue in the Strand area.

The City is addressing in-soil contaminants near the foot of Oronoco Street through the use of biosparging technology, while the separation of the sanitary and storm sewers is expensive and long-term. The Plan recognizes these efforts and also addresses flooding by integrating mitigation measures into structures and landscaping. The Plan recommends replacing rip-rap with a more natural shoreline including native plants wherever possible.

Practical and educational initiatives include a series of floating "islands" of water-cleansing plants in Oronoco Bay, as well as the re-creation of a marsh once known as "Ralph's Gut" that will also assist in cleansing stormwater runoff.

## **Practical, cost-conscious, and pays for itself**

Throughout the planning process, concerns were raised that the Waterfront Plan would call for public expenditures that the City could not afford. The Plan addresses this concern by keeping proposed expenditures well within what can be supported by net revenues from new development.

The recommendations in the Waterfront Plan are estimated to cost \$31 to \$42 million, of which \$8 to \$10 million is for flood mitigation. Improved or new bulkheads, along with completing the waterside esplanade, are estimated at \$4 to \$6 million, with the remainder for improvements to the harbor area and to parks and public spaces.

Revenue estimates were based upon four potential sources of new revenues: the real property taxes on new development, the meals taxes from new restaurants, the lodging taxes from new hotel rooms, and the sales taxes on both the restaurants and hotels. Waterfront improvements are likely to spin off additional economic benefits but these were not included in the analysis, which showed that the plan could "pay for itself."

Additional work is under way to detail strategies for phasing revenues and expenditures in an optimal way. A key aspect of the waterfront plan is that there is significant flexibility as to when the public investments are made.

## **A plan to complete the final chapter of the Waterfront's transformation**

The Alexandria Waterfront Small Area Plan reaffirms Alexandria's commitment to this precious resource. It seeks to continue the remarkable achievement of reclaiming the City's waterfront for itself and for the country. Not so many decades ago, it took people of tremendous vision to imagine a waterfront dedicated to public enjoyment instead of industrial production. Today, the results of their efforts are clearly evident, enjoyed daily, and the source of great pride.

The transformation of the waterfront over the past four decades was the result of Alexandrians making great plans and working together to achieve them. At each step, the plans aimed high, and it was never certain that every goal could or would be achieved. That's always true, to some extent, of any long range plan. So it is clear that the heroes of waterfront's decades-long transformation were more than visionary.

This Plan continues that tradition since it is the collective product of Alexandrians applying their knowledge, understanding, experience, history, and ideas toward the goal of completing the final chapter in the transformation of the waterfront. This Waterfront Plan is Alexandrian because the key elements of the plan come from Alexandrians.

The illustrative figure in the front inside cover as well as the illustrative figures throughout the Plan should not be construed as final development schemes. They communicate intent. Further design, engineering and planning, and construction-related study will be required for each sub-area design as part of the implementation process.







# 1

## *A Waterfront Introduction*



Alexandria's waterfront has long been of great significance to the mid-Atlantic region. Nearly 300 years ago, before early Europeans first stepped foot on its banks, native people settled these shores, fished and sustained their lives along what is now the Potomac River. Colonial America further shaped this landscape as a small port settlement. By the 18th century, the port became a key center for coastal and global trade. Local commerce quickly grew along the waterfront in the form of sugar refineries, mills, foundries, tobacco warehouses, fish markets, distilleries, shipbuilding and repair, and more. Such activity brought a blossoming distinction to Alexandria. According to the *Alexandria Waterfront History Plan-Alexandria, A Living History* "... by 1779 it was a port of entry for foreign vessels and a major export center for flour and hemp. Its waterfront was soon filled with brigs, schooners and other vessels which engaged in coast-wide and international trade and related businesses. . . ." With the good also came Alexandria's notoriety as home to one of the largest slave trading operations for the south. Many Alexandrians also owned slaves, utilizing their labor to help build and maintain homes, businesses and the City. The *Alexandria Waterfront Public Art Proposal* states that "Enslaved Africans should be credited for helping to shape much of Alexandria. They graded the bluff overlooking the Potomac River, built roads and wharves to expand Alexandria's trade, and constructed brick and frame houses which can still be seen today."

In the 18th and 19th centuries, Alexandria found itself serving a strategic role in several major wars, including the French and Indian Wars, the Revolutionary War, the War of 1812, and the Civil War. It was not only its designation as a key trading port that made it a significant location during these conflicts, but it was its close proximity to strategic points in the North and South. Following these conflicts, Alexandria

1930's Aerial Perspective of the Alexandria Waterfront



Table 1: Historical Periods

1. Native American	13,000 B.C.-1608
2. Exploration & Early Regional Settlement	1608 -1731
3. Tobacco Port	1732-49
4. Development & Early Growth of Alexandria	1749-70
5. American Revolution - Birth of a Nation	1771-1814
6. International Port -Prosperity & Challenges Expansion of Street Grid, Land Area, Wharves	1805- Civil War (1860)
7. Secession & Civil War	1861-1865
8. Reconstruction & African American Neighborhoods	1865-1890
9. Industrialization	1891-1929
10. Early Historic Preservation & Tourism	1930-1940
11. Center for National Defense	1940-1950
12. Bedroom Suburb/Urban Renewal/Modern Historic Preservation (Beginning of Waterfront Renewal)	1950-1985
13. Urban Regional Center/Heritage Tourism & Arts Destination (Continuation of Waterfront Renewal)	1986-Present

was able to continue to prosper as a seaport, except for the Civil War; it was that event where the impacts were so overwhelming that it was difficult for the area to fully recover.

As the 20th century emerged, Alexandria's waterfront transitioned towards industrial use, and later, became a critical national defense center. During the latter part of the century, the City and the area around it experienced rapid growth as a metropolitan center. With that change, the obsolete buildings and uses were replaced with housing, parks and open space. While the area has transformed into a destination for residents and visitors alike to enjoy, there are still opportunities to enhance it by further building on the history and character of the past and incorporating activities and elements that can help sustain its future.

Table 1 is a summary of general historic time periods of Alexandria's history:

In addition to recognizing the importance of these periods, the City requested and received two white papers from the history and art communities as part of the planning process for the Waterfront Small Area Plan (Plan). Both documents are included as addenda to this Plan and their recommendations will be utilized to help shape the implementation process through the use of historic preservation, interpretative tools, cultural and historic programming, and public art and related creative resources. The history paper is titled *Alexandria Waterfront History Plan – Alexandria, a Living History* and was produced by a committee organized by the Alexandria Archaeological Commission. The art paper is titled *Alexandria Waterfront Public Art Proposal* and was produced by the Public Art Subcommittee of the Commission on the Arts.

Recognizing and embracing the core components of these documents, the Plan seeks to, as it has been eloquently stated in the *Alexandria Waterfront History Plan*, create a vision for the waterfront in which "real people and their daily lives, as well as witnesses to history, form the core of the physical representation of history and programming for the waterfront."

### Waterfront Planning History

The land from Daingerfield Island to Jones Point and east of Fairfax Street has been formally designated as Alexandria's waterfront in a series of planning documents since the 1960s. In 1965, the City published the *Alexandria Waterfront Study* consisting of a survey and analysis, and a 20-year plan including urban design concepts. A supplemental study was completed in 1966, which focused on land use concepts. These documents evolved into the 1967 *Alexandria Waterfront Adopted Plan*. Figure 1 shows the Waterfront Planning Boundary.

In 1971, an *Urban Design Study for the Master Plan* was conducted for the City's waterfront area. Later, this study was incorporated as a component of the City's *Consolidated Master Plan*, adopted in 1974. Among other things, the *Consolidated Master Plan* replaced previous waterfront planning documents and served as the new guide for the waterfront. Included in the plan was an outline for future redevelopment.

Three years later, in April of 1977, Alexandria's City Council adopted ten general waterfront policies to guide planning. These policies evolved into the draft *Alexandria Waterfront Plan*, published in 1978. *The Alexandria Waterfront Plan* divided the study area into three sections: North Waterfront, Central Waterfront, and South Waterfront. Each section was given different

Figure 1: Waterfront Planning Boundary



Jones Point Park Illustrative Plan

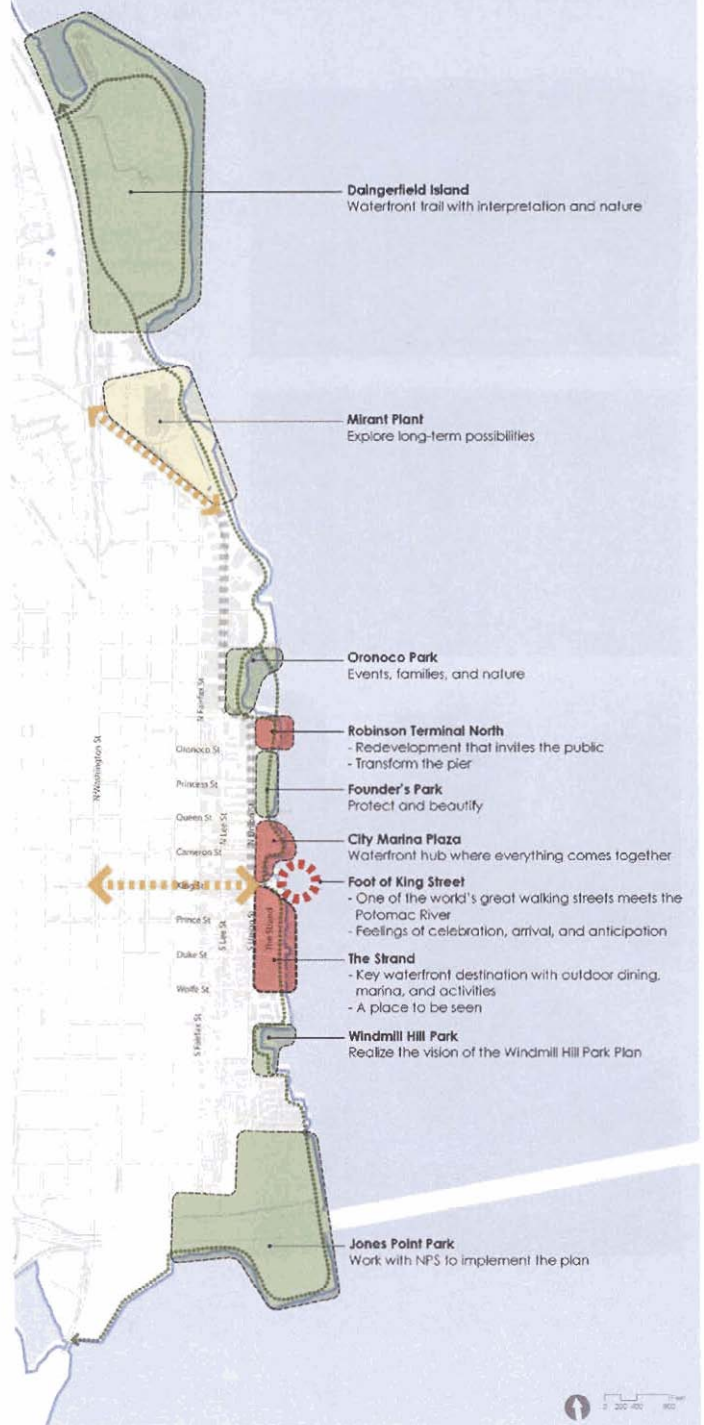


recommendations. Due to the proximity to the District of Columbia; land-ownership disputes between local, federal, and private agencies; and the historic nature of the area, the National Park Service of the U.S. Department of Interior drafted an *Alexandria Waterfront Study of Alternatives* in August of 1979. After the publishing of this document, the City and the National Park Service began to collaborate in the waterfront planning process.

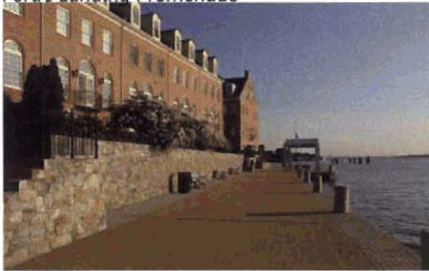
In 1982, the City adopted the 1982 *Alexandria Waterfront Plan*; it updated the previous Alexandria Waterfront Plan and defined the waterfront even further. Breaking the previously delineated three sections into five areas: Jones Point, South Waterfront, Urban Waterfront Core, Founders Park and Oronoco Bay, and North Waterfront, the 1982 Plan successfully combined the previous planning efforts and provided direction on specific areas along the waterfront. Many of the goals in all the above plans are consistent, such as:

- ◆ Promotion of public access along the waterfront;
- ◆ Multi-modal connectivity along the waterfront, particularly for pedestrians and cyclists;
- ◆ Creation of parks and open space and the linkage of those amenities; and
- ◆ Redevelopment of obsolete sites and development of a mix of uses to promote an active waterfront with a diversity of activities.

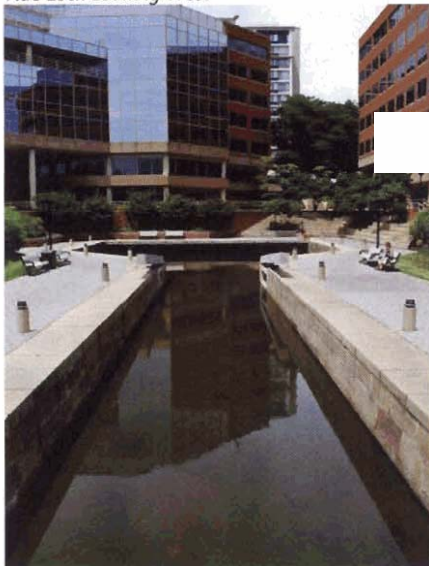
Figure 2: Activities Map



Ford's Landing Promenade



Tide Lock Looking West



Many goals have since been achieved or remain underway, such as

- ◆ Jones Point park planning and improvements;
- ◆ Pedestrian bicycle trails;
- ◆ Torpedo Plant redevelopment;
- ◆ Founders Park improvements;
- ◆ Oronoco Bay development;
- ◆ Alexandria Public Schools Rowing Facility relocation;
- ◆ Restoration of the Alexandria Canal Tidal Lock;
- ◆ Daingerfield Island improvements; and
- ◆ Acquisition of priority public open space fronting the Potomac River.

The above prior planning efforts and goals have been summarized in Table 2.

The City's *Open Space Master Plan*, which was adopted in 2003 and seeks to enhance and grow the City's open space network through a strategic framework of 15 goals, is also a related component of the waterfront's planning history. The Open Space Plan includes reference to multiple waterfront properties and states a goal of reviewing and completing implementation of the *Potomac River Waterfront Plan*, which this Plan replaces. Many of the Open Space Plan's other goals fall in harmony with the goals of this Plan, and the two plans are complimentary in terms of preserving and enhancing public open space. For example, the Open Space Plan's goal of "expanding, enhancing, and maintaining public access and spaces" is fully endorsed and buttressed by the goals identified in this Plan.

The City's *Comprehensive Transportation Master Plan*, adopted in 2008, envisions a multimodal transportation system which reduces automobile dependence and puts more emphasis on transit-oriented, pedestrian friendly development. The *Old Town Area Parking Study* has been another transportation related analysis aiding in the waterfront planning process. The study, completed in February 2010, analyzed parking utilization in Old Town. This Plan's intent for transportation is in keeping with the goals of the *Comprehensive Transportation Master Plan*, and seeks to achieve a well-planned transportation future for the City's waterfront. This Plan is informed greatly by the work of both the *Old Town Area Parking Study* and *Comprehensive Transportation Master Plan*.

Table 2: Waterfront Planning History

1971 Urban Design Study for the Master Plan	1974 Consolidated Master Plan	1977 Ten General Waterfront Policies	1978 Alexandria Waterfront Plan	1979 National Park Service-Alexandria Waterfront Study of Alternatives	1982 Alexandria Waterfront Plan
<ul style="list-style-type: none"> <li>• A promenade for walking as a pleasant alternative to driving</li> <li>• Landmarks to define the length and configuration of the Waterfront</li> <li>• Development that is diverse, intimate and full of surprises, that creates places to walk and linger</li> <li>• Innovative traffic planning, such as major parking 'interceptors'</li> </ul>	<ul style="list-style-type: none"> <li>• Pedestrian walkway between Jones Point and Daingerfield Island</li> <li>• Creation of parks and recreation areas and assure public access to the water</li> <li>• Residential and office development in the north Waterfront area</li> <li>• Hotel/motel conference facilities in the north riverfront area</li> <li>• Limit residential density east of Lee Street to no more than 40 DUs per acre</li> <li>• Replacement of older industrial and storage uses</li> <li>• Development of the Union Street Collector</li> <li>• Encouragement of new high density</li> </ul>	<ul style="list-style-type: none"> <li>• Open and recreational space for public use</li> <li>• Convenient public access along the Waterfront</li> <li>• A continuous pedestrian promenade and bikeway</li> <li>• Daingerfield Island and Jones Point should remain recreation and open space areas and be further enhanced</li> <li>• Residential development east of Fairfax Street shall be limited to no more than 40 DUs per acre</li> <li>• Uses east of Union Street and along the Waterfront should primarily include marinas, shops, restaurants, markets, and other water-oriented uses</li> <li>• Existing port and river-related activities should continue</li> <li>• Obsolete and incompatible industrial uses should be replaced</li> <li>• The natural shoreline shall be maintained, except for stabilization. No major filling</li> <li>• Systems of circulation should be implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Divides the Waterfront into three distinct sectors – north, central, and south with different recommendations for each sector</li> <li>• The North Waterfront calls for Waterfront mixed use development, preservation of open space and a continuous promenade and bicycle path</li> <li>• The Central Waterfront with the Torpedo Factory complex and King Street calls for redevelopment of the Torpedo Factory, development of the south Strand area and continuation of the 25-50 foot wide pedestrian promenade and bicycle path, and</li> <li>• The South Waterfront calls for development of the VEPCO property (Harborside), upgrading the Old Town Yacht Basin and continuing the promenade.</li> </ul>	<p>This study identified three alternatives for the Waterfront based on these goals and objectives:</p> <ul style="list-style-type: none"> <li>• Protection and enhancement of cultural, natural and scenic values</li> <li>• Protection and interpretation of Archaeological remains</li> <li>• Preservation and enhancement of natural resources</li> <li>• Retention of the natural shoreline and prevention of major infill</li> <li>• Preservation of open space along the shoreline</li> <li>• Adequate public access to the river and along the shoreline</li> <li>• Provision of parkland and recreational facilities, including a pedestrian promenade and bikeway with a minimum width of 50 feet</li> <li>• Removal of obsolete and incompatible uses</li> <li>• Establishment of land use controls</li> <li>• Strengthen and enhanced vitality</li> <li>• Efficient movement of people</li> <li>• Reinforcement of relationship between the river and the historic town</li> </ul>	<p>1982 Alexandria Waterfront Plan</p> <ul style="list-style-type: none"> <li>• A refinement of the 1978 Alexandria Waterfront Plan</li> <li>• Facilitates the 1977 Ten Waterfront Policies</li> <li>• Provides substantial parkland on the Waterfront, public access to the river, a continuous walkway and bikeway, controlled density of development, emphasis on water-oriented uses and continuation of river related activities</li> </ul>



## The Concept Plan

By building on the waterfront's history and prior and related planning efforts, this planning effort continues the process of adapting the City's waterfront from an active port in the 18th and 19th centuries, and an industrial center in the late 19th to mid-20th centuries, to a 21st century waterfront that is publicly accessible, economically viable, environmentally and historically sensitive, culturally rich and operationally sustainable for residents and visitors alike.

Prior to development of the Plan, staff released an early Concept Plan as an intermediate step in the planning process, providing the public with a broad narrative outlining the vision and goals for the waterfront as heard from the public during an extensive community outreach process. This Plan brings the vision and goals in the Concept Plan to the next level, incorporating more detailed analysis, specificity in design and improvements, and a strategic approach to financing and implementation. This Plan is a result of two years of information-gathering; public input; research and analysis on critical technical issues such as parking and traffic; the commercial, retail and marina markets; shoreline, flooding, and related environmental conditions; financing and implementation. It is the long-term collaborative effort of citizens, City staff, and consultants – entailing meetings, tours, charrettes, and more - which have brought the Plan to its current status. Figures 3a and 3b illustrate the vision for the Concept Plan.

Figure 3a: Waterfront Early Concept Illustrative Plan (May 2010) - North Section

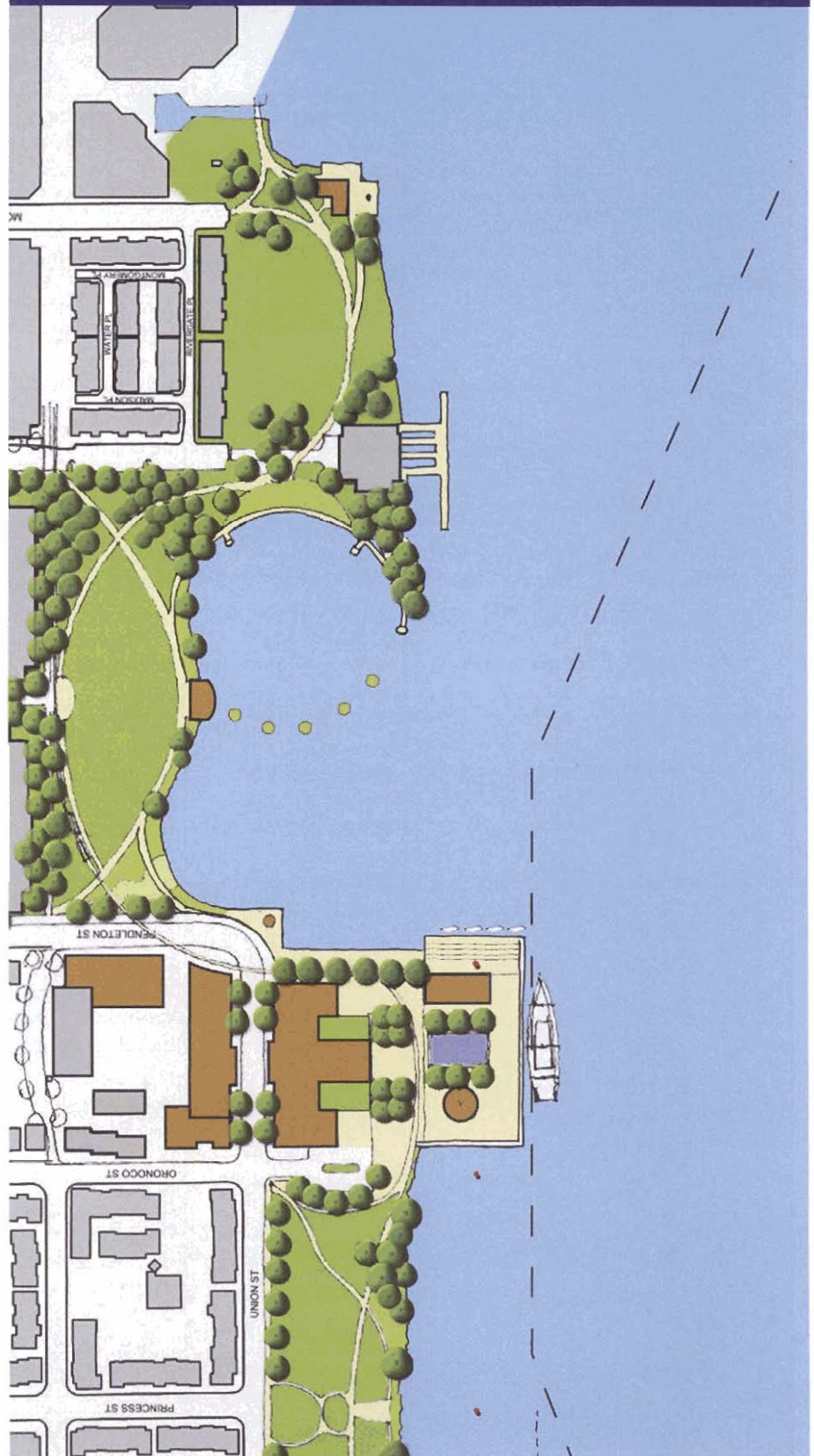


Figure 3b: Waterfront Early Concept Illustrative Plan (May 2010) - South Section



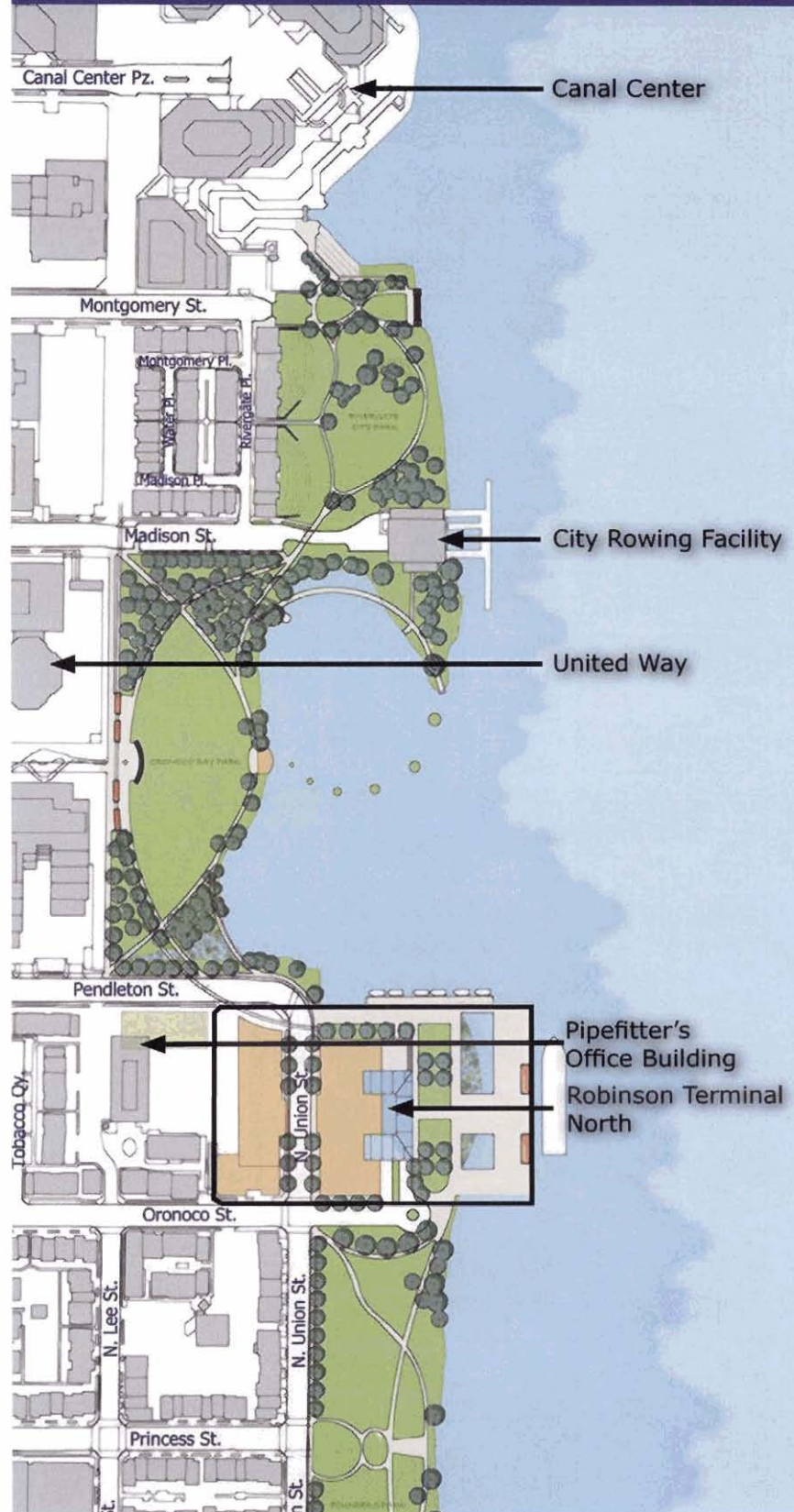
## The Plan

The boundaries of the planning area extend from Daingerfield Island in the north to Jones Point Park in the south, between the western side of North Fairfax Street and South Union Street to the west and the Potomac River to the east, in Old Town Alexandria.

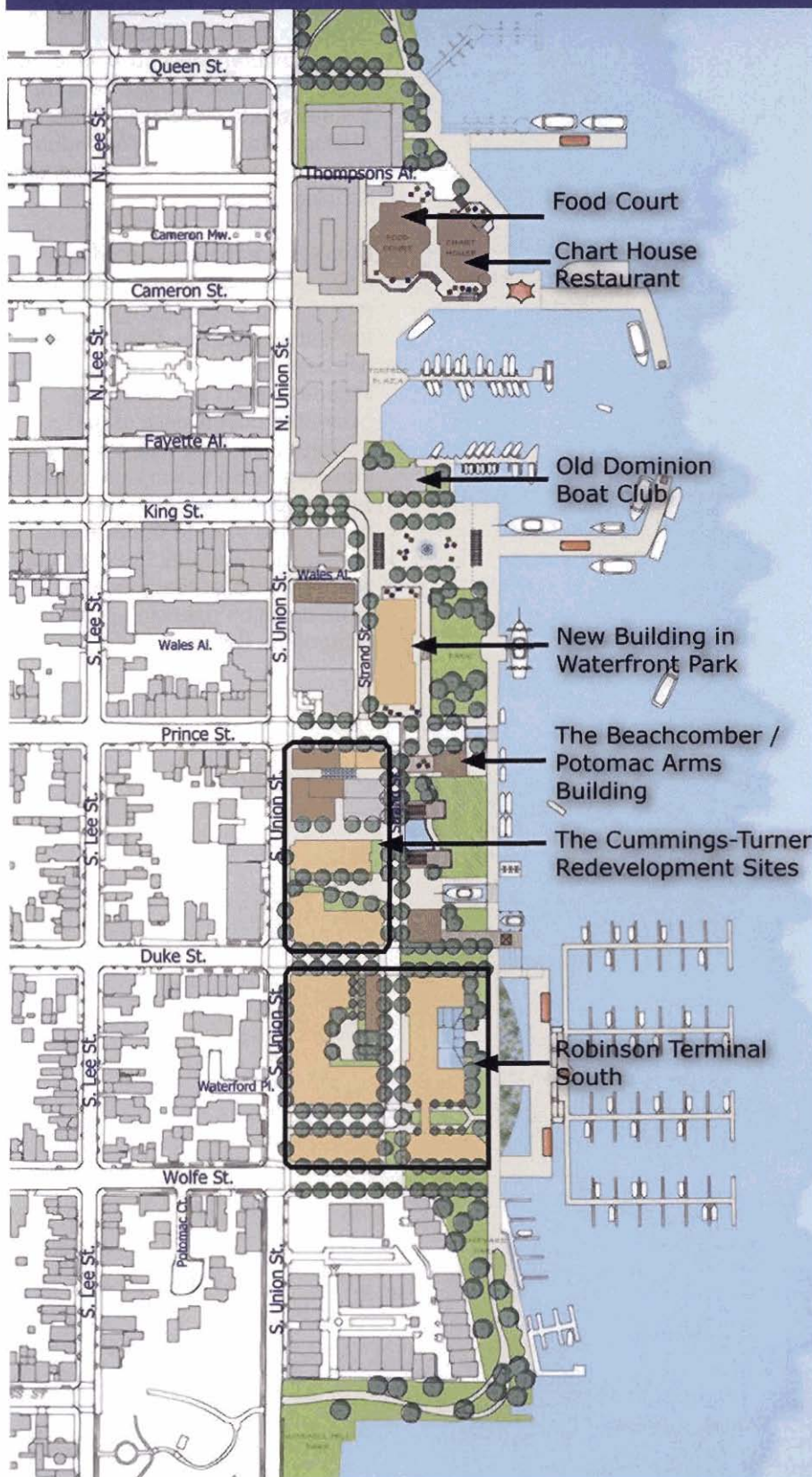
These boundaries are similar to prior waterfront planning efforts; however, through this Plan, the City is amending portions of the *Old Town Small Area Plan* and the *North Old Town Small Area Plan* and, therefore, amending the City's *Comprehensive Master Plan*.

This document will be utilized to complete the goals of past waterfront planning efforts through the provision of enhanced and expanded public and open space, visual access of the water by land and by boat, and connectivity from end to end. It will further be utilized to guide the redevelopment of remaining development sites, namely, the Robinson Terminal North and Robinson Terminal South sites and the Cummings/Turner properties in the 200 block of South Union Street to ensure uses, design and scale are compatible with the goals of a revitalized waterfront but also with the ambience, history, and character of the area and surrounding neighborhood. These sites can redevelop under current zoning. In the case of the Robinson Terminal sites, development is also subject to the terms of 1980's era settlement agreements between the property owner, the City and the federal government. With the Plan, however, the citizenry is given the opportunity to help guide that redevelopment, while also providing more accessible, creative, and inviting waterfront for all to enjoy.

Figure 4a: Waterfront Small Area Illustrative Plan With Place Names - North Section



**Figure 4b: Waterfront Small Area Illustrative Plan With Place Names - South Section**



As noted under the Concept Plan section, the planning process for this Plan incorporates extensive information-gathering, public input and technical analysis.

The Plan is organized into chapters and appendices. *Chapter 2 - Goals and Area-wide Systems* describes the vision and goals for the Plan and the critical area-wide systems needed to help the area function adequately; *Chapter 3 - Character Areas and Themes* describes existing conditions of each subarea and recommendations for enhancements, improvements and in the case of the development sites, recommendations for development guidelines and a proposed zoning text amendment; this chapter also includes information on how art and history are integrated into the areas based on recommendations of the art and history white papers; *Chapter 4- Transportation, Circulation and Parking* describes the area's multi-modal transportation and circulation systems and recommendations for anticipating and addressing potential impacts, including vehicular and pedestrian congestion; addressing handicapped accessibility; and also addressing parking by including a parking inventory and a parking management strategy to ensure adequate parking remains available throughout the implementation of the Plan; and *Chapter 5 - Implementation* describes recommendations for implementation of the Plan over a 20 year horizon, and the projected costs and revenues associated with the implementation process.

*View from Potomac River looking toward Canal Center Plaza*



The appendices include: *Appendix 1 – Community Participation Process; Appendix 2 – Jurisdictional Notes and Settlement Agreements; Appendix 3 – Hotel Technical Memorandum; Appendix 4 – Marina Market Assessment Data; Appendix 5 – Alexandria Waterfront Public Art Proposal; Appendix 6 - Alexandria Waterfront History Plan - Alexandria, A Living History.*

Finally, since the Concept Plan, the City has received various comments regarding the restaurant proposed for Waterfront Park. This feedback has been helpful and the Plan includes design modifications generated post release of the Concept Plan. That said, the City is also continuing to work on further design options, with the results to be included prior to the Planning Commission and City Council public hearings. Also, at that juncture, more detail on the Plan's phasing component will be available.





# *Goals and Waterfront Wide Elements*





## The Design

Along with the identification of goals and objectives, The Plan process included a review of existing conditions; community assets; technical data relating to the marina, circulation and parking; historic preservation and conservation; art and cultural planning; park planning; and more. The Plan builds upon the goals and strategies identified in recent Citywide planning efforts such as the Open Space Plan, The Transportation Master Plan and the Eco-City Action Plan. With the benefit of this information, a design for the waterfront began to take hold, first through an Activity Map, then a Concept Plan and now a Small Area Plan.

### *A Plan for the public realm...*

Public spaces comprise the majority of land along the waterfront and appropriately receive the most attention in this Plan. In concert with previous waterfront plans and with input from Alexandrians over the past year, this Plan emphasizes the value of the waterfront's public spaces: parks, plazas, promenades, trails, marinas and piers, streets and alleys. The Plan also importantly recognizes the significance of the land, largely created with fill over the course of Alexandria's history, that now makes up our public waterfront open space. Opportunities exist for interpreting the historic wharves that existed in these areas throughout the waterfront's preindustrial history. Several goals and objectives for the waterfront speak to expanding, enhancing and maintaining public access and spaces. The Plan's principles for the public realm are as follows:

- ◆ There will be a net gain of public space within the planning area
- ◆ There will be continuous public access along the waterfront. Such access will be in the form of parkland and public space as reflected in Figure 7.
- ◆ View corridors, when possible, will be strengthened. Alleys should be retained or reopened where feasible, as illustrated by Figures 6a and 6b.
- ◆ Existing parks and open spaces will be protected and enhanced.
- ◆ New public spaces should add variety to those that already exist and provide locations for locally-desired activities.
- ◆ Natural systems will be integrated in an ecologically sustainable manner, and educational opportunities will be provided when possible.
- ◆ Facilities for waterfront and marina operations, maintenance, and security will be provided.
- ◆ Wayfinding and interpretive signage, to include names of historical figures, quotations, markers of significant places or events, or other creative implement, which facilitates access and adds visual interest to the waterfront should be incorporated into all designs for improvement or redevelopment.

Figure 5: Waterfront Small Area Illustrative Plan



Figure 6a: Connections - North Section

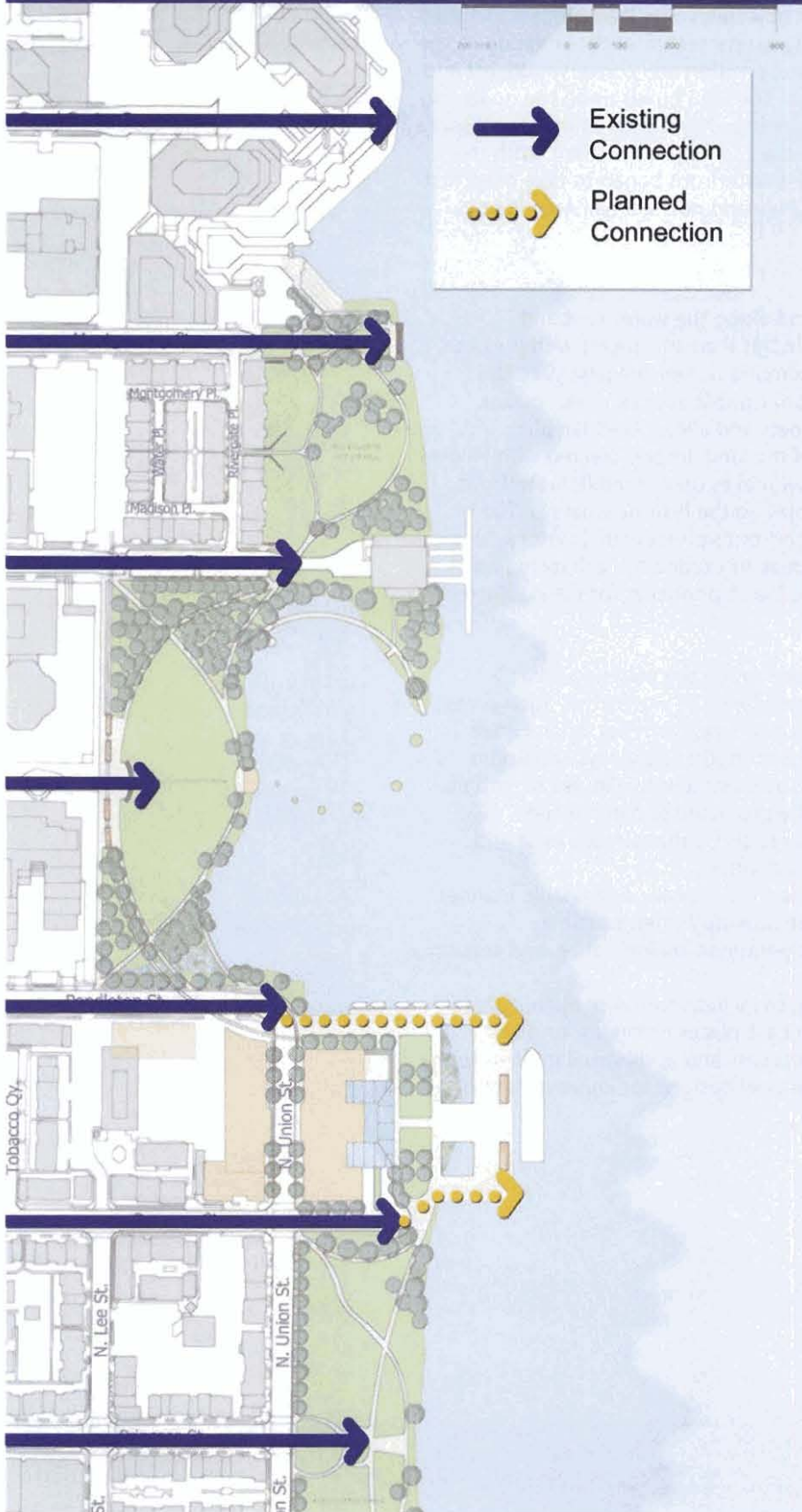
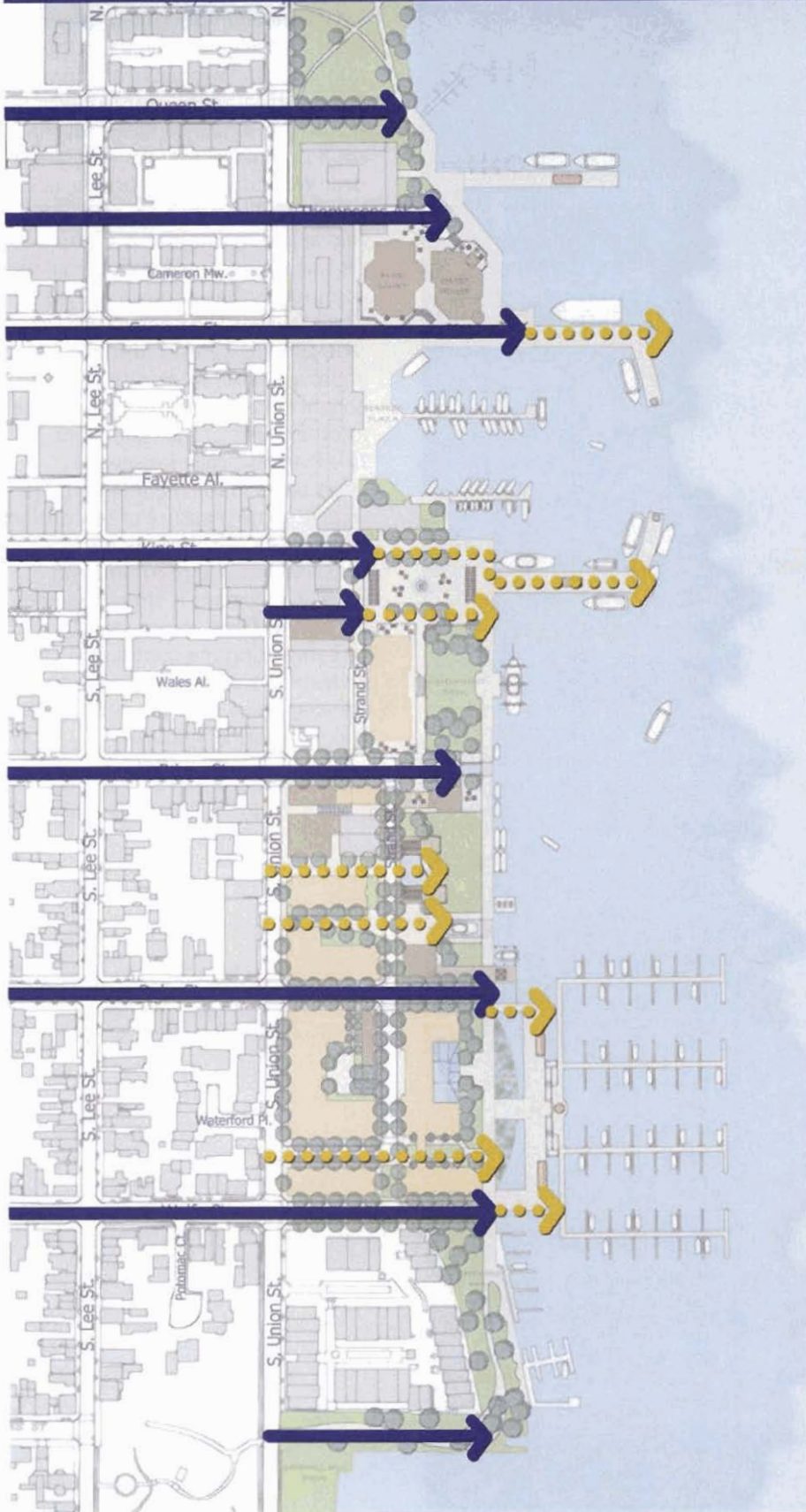


Figure 6b: Connections - South Section



## Alexandria Waterfront Plan - Goal Statements

### 1. Authentic:

*Create a unique Waterfront identity that is grounded in the City's history.*

- Celebrate and honor the broad history and culture of the Alexandria Waterfront from prehistory to now.
- Respect the scale and character of Old Town.
- Protect identified historic resources, archaeological resources, and cultural resources, including buildings and sites.
- Adaptively reuse identified historic buildings.

### 2. Connected:

*Increase and improve access to the public spaces of the Waterfront. Pedestrian connectivity along the Waterfront should be continuous.*

- Create continuous pedestrian access along the entire Waterfront.
- Provide continuous north-south bicycle access.
- Enhance visual cues and sight lines for pedestrians, bicycles, and vehicles on all grid streets and alleys and increase accessibility for pedestrians, bicycles and, as appropriate, vehicles.
- Create connections to the Waterfront from Metro stations.
- Increase the capacity for access to Alexandria by boat.
- Encourage tourism, commuting, and leisure travel by boat between Alexandria and other regional waterfront destinations.

### 3. Inclusive:

*The Waterfront is, and should continue to be, a citywide resource to be enjoyed by all Alexandrians.*

- Ensure public access to the entire Waterfront.
- Provide a variety of activities for people of all ages and cultures.
- Link the Waterfront to Alexandria neighborhoods.

### 4. Dynamic:

*Maintain a living, active Waterfront that is a destination that attracts all Alexandrians and visitors and should be integral to the visitor experience in Alexandria.*

- Expand services and activities for visitors.
- Increase the use, frequency, and effectiveness of public spaces for gatherings and events.
- Emphasize art and history in each new initiative along the Waterfront. Utilize art and history as a unifying element.
- Strengthen the reputation of the area as a regional and national visitor destination by adding uses that complement existing retail, office and tourist attractions.

The waterfront planning area contains a number of public parks which are an important community asset and major elements of the public realm. Two parks are currently approved for renovation: Jones Point Park, a 52 acre facility at the southern end of the planning area near Woodrow Wilson Bridge, and Windmill Hill Park, a 3.5 acre park, also at the southern end of the planning area. The Plan recommends completing these renovation plans, which will work in concert with a redeveloped waterfront through improved facilities on-site and by enhancing connectivity of these parks to other parts of the waterfront. This Plan also calls for several other parks in the planning area to receive some measure of renovation and/or beautification, along with conservation and programming. Equally important is strengthening the connections among parks by completing the continuous pedestrian walkway and providing unifying elements such as art, history and recreational features.

### 5. Variety:

*Provide a variety of uses, themes, activities, and experiences along the Waterfront.*

- Create a diverse scale of spaces along the Waterfront.  
Offer activities and features that delight a diverse range of visitors.
- Provide a range of shoreline treatments and types that offer diverse ways to interact with the water.

### 6. Manageable:

*Improve the Waterfront's vehicular and pedestrian circulation.*

- Minimize pedestrian and vehicle conflicts.
- Increase way-finding for residents and visitors.
- Ensure adequate parking throughout the Plan area.
- Maximize underutilized parking opportunities elsewhere in Old Town.
- Promote use of designated pick-up and drop-off areas for motorcoaches.

### 7. Sustainable:

*Ensure that the Waterfront is able to sustain itself economically, environmentally and operationally.*

Create revenue, initiate new partners, and leverage other resources that can be applied for enhancing and maintaining public open space and other public infrastructure.

- Maximize the utilization of existing resources.
- Generate sufficient net new tax revenue from new waterfront economic activities to pay for waterfront capital plans and ongoing parks and facilities maintenance
- Identify opportunities for satellite public facilities to provide onsite Waterfront maintenance, security and emergency services.
- Protect the existing amount of open space and, if possible, expand it.
- Ensure that Waterfront development presents Alexandria as an Eco-City. Integrate and activate natural systems and processes throughout the Waterfront.
- Identify opportunities for environmental education features.
- Use innovative and creative ideas for flood protection.
- Improve public health (including mental health) through opportunities for active living.
- Allow historic character and scale to influence new development opportunities.

In keeping with the above principles, the Plan adds 1.3 acres of public parks (by expanding King Street Park into Fitzgerald Square and by expanding Point Lumley Park and Roberdeau Park), 1.2 acres of public space (creating pedestrian-oriented plazas in the unit blocks of King Street, Prince Street, and Duke Street as well as two new public piers) and 2.5 acres of public space on the three redevelopment sites. There is a greater emphasis on activities for families, especially in Oronoco Bay Park and the connected trio of parks from King Street to Duke Street: Fitzgerald Square, Waterfront Park, and Point Lumley Park. Services for park users, including restrooms, bicycle racks, and game/equipment rental, are provided in Point Lumley/Waterfront Park and Oronoco Bay Park, as are facilities for park operations and maintenance. Through public action and private redevelopment, the Plan removes the remaining gaps in public access to the water. Figures 8a.- 8d. illustrate the addition of public space on public lands.

**8. Compatible:**

*Ensure that Future development in the Waterfront respect the existing residential neighborhoods.*

- Protect existing residential neighborhoods from excessive noise and traffic.
- Offer activities and features that delight a diverse range of visitors.
- Meet the needs of residents for open space, recreation and outdoor dining.

**9. Permeable:**

*Enhance vistas of the water from surrounding areas and of the Waterfront from the river.*

- Create overlooks with views to the water and to the City.
- Explore piers, especially where east-west streets meet the river. Preserve and enhance view corridors to the water, including historic streets and alleys.
- Create a system of visual elements to draw people to the water.

**10. Creative:**

*Be bold, visionary, realistic, informative and offer surprises along the way.*

- Offer a variety of locations where the public can become engaged with each other, art, artists and history.
- Offer participatory opportunities for people of all ages.
- Use art and history to tell the unique story of people and experiences.
- Provide flexible spaces that could be used for multiple activities.
- Make the Waterfront an example of design excellence.

Additionally, the Plan recognizes and supports the cultural and institutional facilities within the waterfront planning area that support its current and future viability as a visitor and destination center. From south to north: The Athenaeum Fine Arts Museum; the Ramsay House; the Carlyle House; The Torpedo Factory Art Center, including the Archeological Museum, Art League, and the History Center and Museum Store; Seaport Foundation; and the MetroStage, which straddles the plan boundary in North Old Town. Existing public art along the Waterfront includes Promenade Classique in Tide Lock Park, which is a series of fountains and terraces combined with classically inspired sculpture. In each case, it is important to seek to retain these community assets within or near the planning area, for they not only help tell the story of the waterfront's rich history and the important role it has played in the city's growth, but are also a critical part of the daily life of the waterfront today and they help connect and enhance the public realm. When these cultural facilities are joined together with others located just a couple blocks west, they create a cultural system that can broaden the visitor experience while enhancing the overall quality of life for residents.

**Alexandria Waterfront Parks  
(Existing within Plan Area - From North to South):**

◆ Daingerfield Island – north end of planning area
◆ Tide Lock Park, North of Rivergate Park on the Potomac River
◆ Rivergate City Park, Madison Street and the Potomac River
◆ Oronoco Bay Park, 100 Madison Street
◆ West's Point Park, 1 Oronoco Street
◆ Founders Park, 351 North Union Street
◆ Torpedo Plaza, east side of the Torpedo Factory
◆ King Street Park, Foot of King Street
◆ Waterfront Park, 1A Prince Street
◆ Point Lumley Park, Duke Street and the Potomac River
◆ Roberdeau Park, Wolfe Street and the Potomac River
◆ Shipyard Park, Wilkes Street and the Potomac River
◆ Pomander Park, 600 South Union Street
◆ Windmill Hill Park, 501 South Union Street
◆ Jones Point Park - south end of planning area

Figure 7: Existing and Proposed Public Space





Figure 8a: Existing Open Space in the Core Area



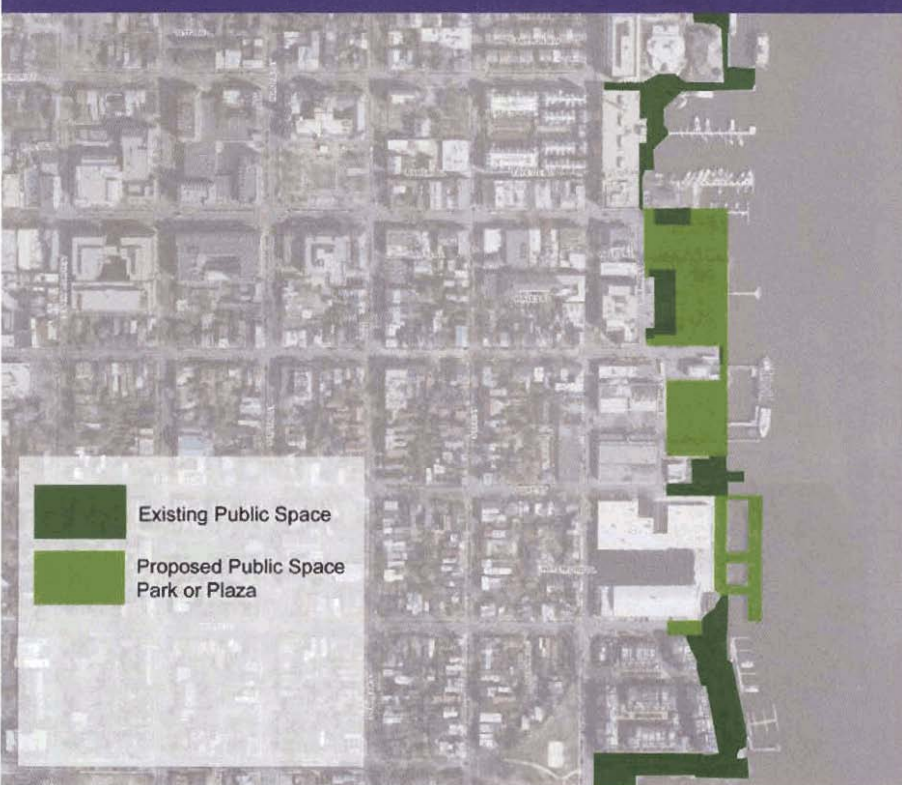
Existing Open Space  
in the core area:

1. King Street Park: .15 ac.
2. Waterfront Park: 1.4 ac.
3. Point Lumley Park: .6 ac.
4. Roberdeau Park: .20 ac.

**Total: 2.35 acres**

*note: areas are approximate*

Figure 8b: Proposed Park or Plaza Public Space in the Core Area



Proposed Park or Plaza  
Public Space:

1. Fitzgerald Square: .90 ac.
2. Redesigned Waterfront Park: .90 ac.
3. Expanded Point Lumley Park: 1.6 ac.
4. Roberdeau Park with Expansion into Wolfe Street Street-End: .28 ac.

**Total Additional: 1.35 acres**

**Total: 3.7 acres**

*note: areas are approximate*

Figure 8c: Proposed Park, Plaza, or On-Pier Public Space at Full Build-out in the Core Area



Proposed On-Pier Public Space (At Full Buildout):

1. King Street Pier: .40 ac.
2. Cameron Street Pier: .30 ac.

**Total Additional: .70 acres**

**Cumulative Total Additional: 2.05 acres**

**Total: 4.4 acres**

*note: areas are approximate*

Figure 8d: Proposed Park, Plaza, On-Pier, or Pedestrianized Street Public Space at Full Build-out in the Core Area



Proposed Pedestrianized Street (At Full Buildout):

1. King St. Street-End: .10 ac.
2. The Strand: .20 ac.
3. Prince St. Street-End: .15 ac.

**Total Additional: .45 acres**

**Cumulative Total Additional: 2.5 acres**

**Total: 4.85 acres**

*note: areas are approximate*

### A Plan for redevelopment...

Consistent with an emphasis on the public realm, this Plan identifies only a few redevelopment sites (Figure 9): Robinson Terminal North, Robinson Terminal South, and the Cummings/Turner properties in the 200 block of South Union Street. All of these properties have been anticipated to redevelop for many years. This Plan provides additional guidance for redevelopment of those parcels. This Plan also identifies one new development site along the western edge of Waterfront Park.

The two Robinson Terminals and the Cummings/Turner block can be redeveloped under current zoning. Both the Cummings/Turner block and Robinson Terminal South are located within the Old & Historic District and contain several buildings that are among the most historic on the Waterfront. Adaptive reuse provides an opportunity to add some desired activities and reclaim the historic vibrancy of the waterfront. In addition, Alexandrians said that the new uses on the limited number of redevelopment sites should:

- ◆ Welcome the public by providing accessibility and activity;
- ◆ Be of a scale, type, and character compatible with, and evocative of, Old Town Alexandria;
- ◆ Reflect through design the history and nature of the place on which redevelopment occurs; and
- ◆ Focus new activities, such as cultural institutions and outdoor dining, in the Strand area.

The Plan recommends that any private development in the planning area be subject to design standards and guidelines approved for the waterfront. Private development should not, in any case, be of a type or design which inhibits public access or creates an uninviting disconnect at any point on the water. Any new development must be compatible with the goals of this Plan.

Design elements, New York NY



Tensile shade structure



Figure 9:  
Development Sites



**A Plan which is uniquely Alexandrian – Art and History Themes ...**

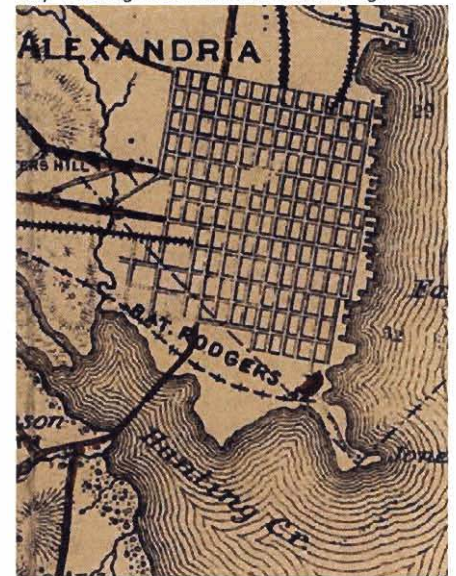
The Plan embraces the recommendations of the *Alexandria Waterfront History Plan—Alexandria, a Living History* and the *Alexandria Waterfront Public Art Proposal* by capturing the waterfront’s history and preserving it through art, programming, historic preservation and conservation, and more. Toward that end, these two documents have identified a series of themes and they have matched the themes to physical areas (depicted in Figure 10) along the waterfront based on that area’s history. This Plan recommends implementing the Art Walk as proposed. It also adopts the recommendations for historic interpretation in nearly every location along the waterfront through such actions as:

- ◆ Adding historic ships and emphasizing the City’s maritime history,
- ◆ Expressing the City’s historic shoreline,
- ◆ Recreating historic alleyways,
- ◆ Greater use of historic names,
- ◆ Restoring all of the historic buildings on the waterfront and opening them to the public,
- ◆ Identifying locations for a history center and other cultural anchors,
- ◆ Proposing commercial uses that recall the taverns and inns of old Alexandria,
- ◆ Using a variety of approaches, including public art, to connect Alexandrians with the people, stories and events of our past.

**A Plan which creates systems that work...**

The need for improved facilities to support the waterfront, including marina operations, maintenance, security, as well as public restrooms, has been a concern of many of the residents. Multiple areas have been identified in the Plan which can serve these functions and provide valuable facility space which is accessible, manageable, and compatible with the overall fabric of the waterfront. The Plan recognizes that increases in such services will likely be required as the Plan’s vision for the waterfront becomes more fully realized. Implementation must be monitored vigilantly, and the area periodically evaluated on its level of service, and of the public’s perception of its success.

Map showing historic Alexandria street grid



Design details on walkway, Beaufort, NC

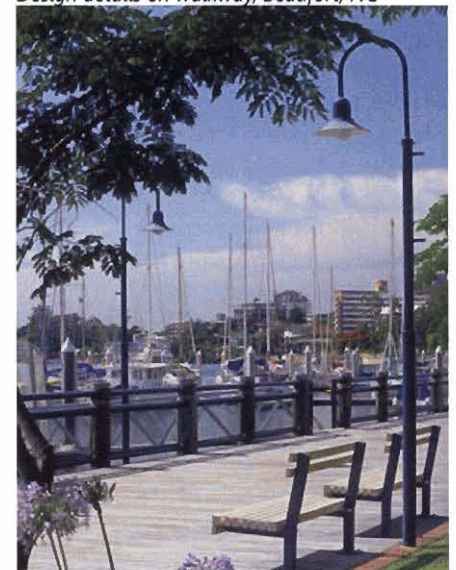
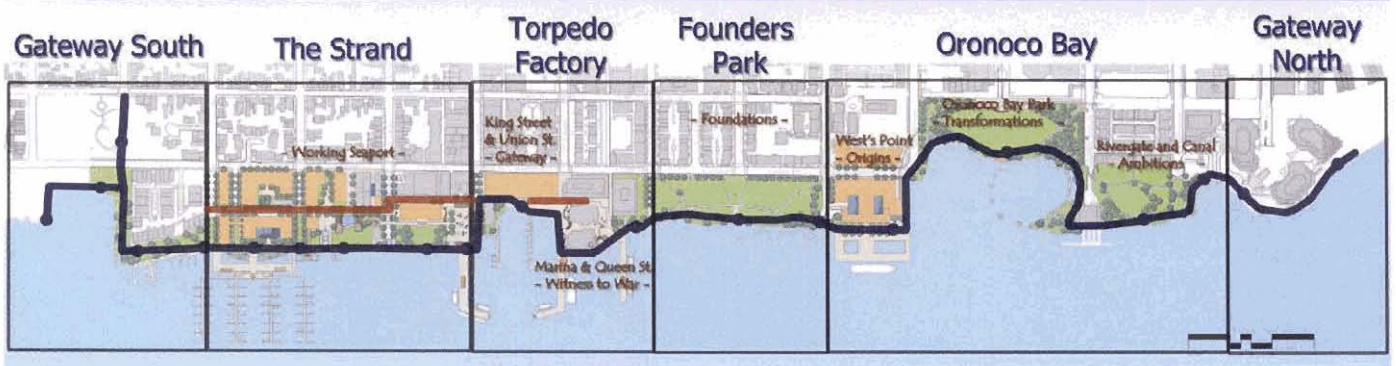


Figure 10: Arts and Culture Theme Areas



## Environmental Sustainability

Environmental sustainability is critical to the future of a vibrant and organic waterfront. For Alexandria's waterfront this means attention to: (a) shoreline protection, (b) flood plain, flood mitigation and sea-level rise; (c) safeguarding resource protection areas; (d) improving combined sewer outflow systems; (e) monitoring related environmental challenges; and (f) continuing to implement the City's Green Building Policy.

### Shoreline Protection

The Plan addresses the need to improve the condition of Alexandria's shoreline: to naturalize it where possible, to improve the condition and function of seawalls, and to reduce the need for dredging and debris removal. Other green space features, such as natural swales, rain gardens, bioretention areas, and geographically appropriate plantings, will beautify the environment and create a better organized arrangement of green infrastructure.

*Vegetative Green Roof*



*Cromley Lofts, a Green Building in Old Town*



## Flood Plain, Flood Mitigation, and Sea-Rise Level

Much of the waterfront planning area is subject to flooding from the Potomac River. The area is affected by twice-daily tidal fluctuations, as well as occasional storm surges and heightened water levels caused by runoff from the upstream watershed. The lowest portion of the waterfront, located at the foot of King Street, experiences street flooding at least once a month. A significant portion of the waterfront planning area is within the 100-year floodplain, as mapped by the Federal Emergency Management Agency (FEMA). Furthermore, there is a consensus in the scientific community that sea levels, and thus the level of the Potomac River, will rise in the next 100 years. These issues present a challenge to both the present and any future redeveloped state of the waterfront. Therefore, good floodplain management practices, as well as flood mitigation measures are integral to the Plan.

In terms of floodplain management, construction within the FEMA-mapped floodplain is subject to the requirements of the Floodplain Ordinance (zoning ordinance, section 6-300). The core principle is that any new or substantially improved construction within the floodplain must have its first floor at or above the 100-year water-surface elevation. Lower floors may be used for parking, storage, or entry, but not for habitation, cooking or food storage. Below grade floors are not allowed for residential structures.

Additionally, the City has undertaken the *Potomac River Waterfront Flood Mitigation Study* to identify specific flooding problems and their causes, identify and evaluate solutions, and recommend the most effective solutions. The Potomac River Waterfront Flood Mitigation Study was coordinated with the waterfront planning effort and its project area generally conforms to that of the Plan.

The *Potomac River Flood Mitigation Study* considers several key water-surface elevations, including the nuisance level (4.0 feet NAVD88, 1.5-year return period), the intermediate level (8.0 feet NAVD88, 30-year return period), and the extreme level (10.2 feet NAVD88, 100-year return period). Through the course of the study, the elevation of 6.0 feet NAVD88, which has a return period of 10 years, emerged as the most cost-beneficial level of protection. Mitigation measures to achieve this level of protection would be required in two locations: at Robinson Terminal North when it redevelops, and from the Old Dominion Boat Club to Robinson Terminal South.

The recommended solutions identified in the study to address flooding include structural measures, such as a combination floodwall/pedestrian walkway at an elevation 6.0 feet NAVD88, elevating the street level for the unit block of King Street and portions of Union and The Strand and adding drainage improvements and a pumping system for this area to prevent flood waters from coming up through the storm drains, dry flood proofing individual buildings, and incorporating berms into landscaping. It also includes non-structural measures such as enhancing the existing sandbag program, encouraging internal relocation of goods and valuables, and strengthening the floodplain and zoning ordinances. Some of the recommended mitigation actions are ones which individual property owners and tenants will implement themselves, while others are City government efforts.

Flooding on The Strand and in Waterfront Park



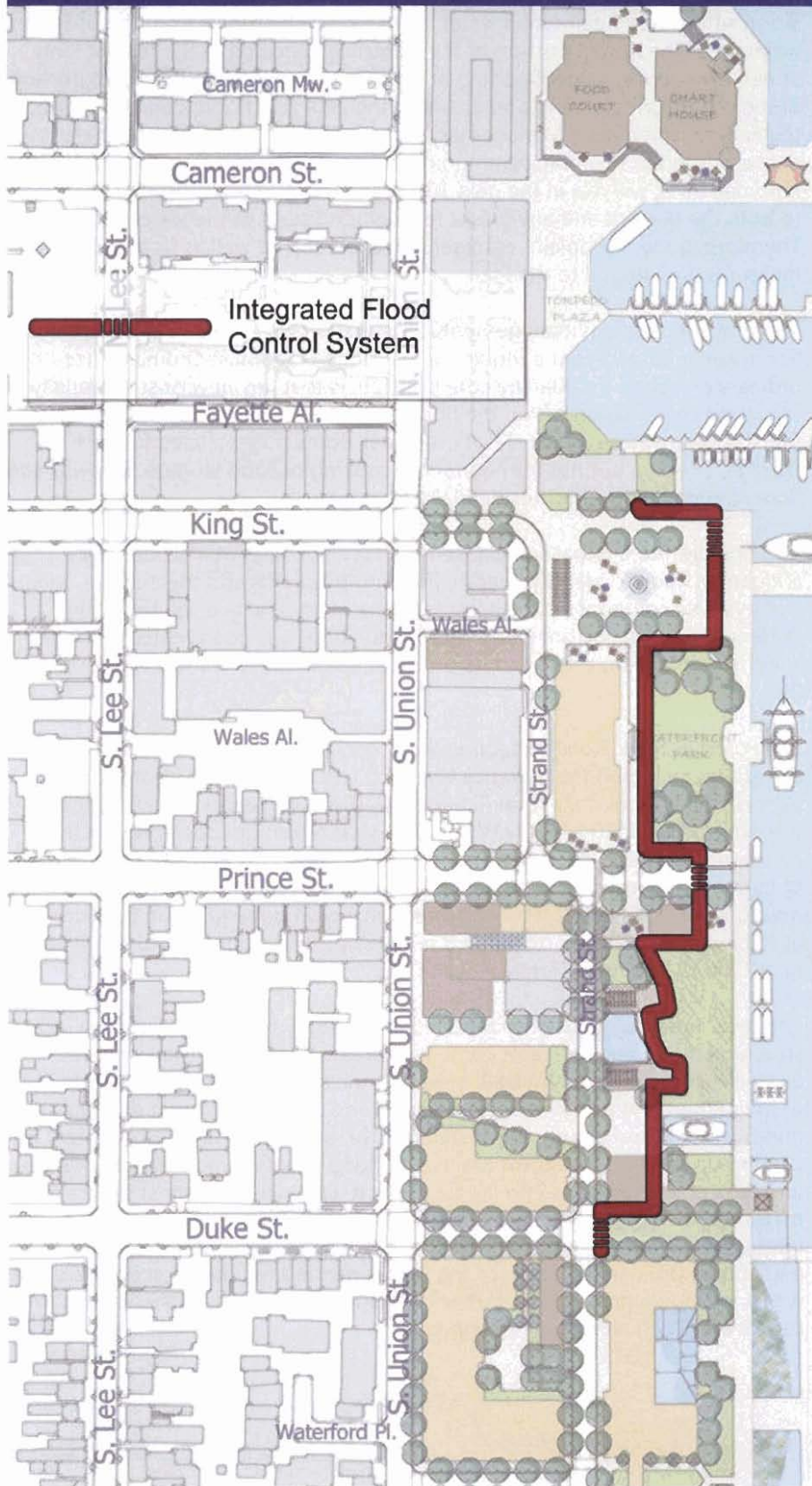
Flooding at the foot of King Street



Ballasted flood gate



Figure 11: Integrated Flood Control System Concept



The Plan recommends a modified version of the elevated walkway approach in the flood study. An elevated walkway at the shoreline would obstruct views and isolate Alexandrians from the Potomac River, which is undesirable. The Plan recommends integrating the flood protection of the elevated walkway into building walls and park walls and into landscaped berms, and to use automated floodgate systems at the three affected street-ends (King Street, Prince Street and Duke Street) to provide protection when needed and to reserve views at all other times. This integrated system is depicted in Figure 11.

Concerning projected sea-level rise, historical data indicate that there has been approximately 1 foot of sea-level rise experienced in the tidal Potomac over the past 100 years. The scientific consensus is that this rate of rise will continue and likely accelerate over the next 100 years. Data have been extracted and downscaled from an ensemble of global circulation models accepted by the International Panel on Global Climate Change in 2007. These models predict that Alexandria's Potomac waterfront will experience sea level rises of 2.3 to 5.2 feet by 2100. There are other credible predictions of more feet of sea level rise by 2100. The Plan's recommendations balance the need for near and long-term flood protection, costs, day-to-day quality of life, and concern about impacts on the fabric of a historic city.

## **Resource Protection Areas**

Resource Protection Areas (RPAs) consist of a 100 foot buffer area measured from the top of bank of a tidal shore, a tidal or non-tidal wetland, or a water body of perennial flow. In the case of the waterfront planning area, the tidal shore or wetland to which it is adjacent is the Potomac River and its tributaries. The 100 foot buffer – between active uses on the land and the adjacent water body – functions to remove pollutants collected from storm flows passing over it, thus intercepting pollutants from ultimately reaching the Chesapeake Bay.

Any new development under the Plan must comply with the City's RPA regulations and stormwater management requirements. Requirements for RPAs are set forth in the City's Environmental Management Ordinance (Chapter 13 of the Zoning Ordinance) under the State of Virginia's Chesapeake Bay Preservation Act. Within the 100 foot buffer redevelopment is generally restricted as follows:

- ◆ No increase in impervious surface cover.
- ◆ No further encroachment within the RPA.
- ◆ Proposed redevelopment must be consistent with the City's Master Plan.
- ◆ Proposed redevelopment must comply with the City Code with respect to erosion and sediment control (Section 5-4-1 et seq.) and the applicable stormwater management requirements in Sec. 13-109(E) as well as stormwater management requirements of state and federal agencies.

## **Combined Storm Water System**

Old Town is served by a Combined Sewer System which is operated under a permit from Virginia Department of Environmental Quality. In addition, storm water outfalls are regulated under a Municipal Separate Storm Sewer System permit. New regulations such as Chesapeake Bay TMDLs (Total Maximum Daily Load) for nutrients and sediments, and Hunting Creek Bacteria TMDLs will potentially require new capital improvements, i.e grey-infrastructure such as storage/retention tanks or storm water facilities in this area. This work, if required by the permits, will most likely be sited in the areas of Oronoco Bay Park, or near Jones Point. Additionally there may be new storm water outfalls needed along the waterfront as part of any sewer separation project required. Beyond meeting any future regulatory and permit requirements, the Environmental Action Plan 2030 calls for eliminating the impacts of the CSOs which requires similar storm water and Combined Sewer System improvements. As the waterfront redevelops, the planning and implementation phases will need to address these regulatory challenges.

The environmental regulatory challenges above will affect redevelopment throughout the waterfront planning area. Additional environmental considerations can be found in Chapter 3 where specific plan areas are discussed.

## **Monitoring Related Environmental Challenges**

There are a number of other environmental concerns of which the waterfront planning process is mindful and which will impact implementation of the Plan's recommendations. These concerns stem from current or former uses and older infrastructure still in use. Redevelopment presents an opportunity to pursue environmental best practices throughout the planning area, as much of today's waterfront was implemented before many of these practices were expected.



These challenges and opportunities include:

- ◆ Eliminating contamination due to coal tar migration into the Potomac River near Robinson Terminal North.
- ◆ Enhancing RPA buffer areas and stormwater best management practices along the waterfront to improve water quality entering the Potomac River.
- ◆ Continuing to work with the Mirant Potomac River Generating Station to reduce fugitive and stack emissions to further improve local air quality.

These issues are being addressed outside the waterfront planning effort but will be coordinated with implementation of the Plan.

### **Green Building Policy**

In 2009, the City adopted its Green Building Policy which requires all developments requiring a Development Site Plan or a Development Special Use Permit to acquire a Leadership in Energy and Environmental Design (LEED) Silver or equivalent rating for non-residential development or a LEED Certified for residential development. In assessing compliance with the LEED standards, consideration is given by the City to priority elements included within the project's design that: (a) enhance energy efficiency; (b) promote water conservation and reduce stormwater runoff; and (c) reduce the overall carbon footprint of the development. More information on the City's Green Building Policy can be found on the City's website at <http://www.alexandriava.gov/GreenBuilding>.

### **Circulation and Parking**

One of the most important elements in the Plan in terms of systems that work is parking. Chapter 4 of the Plan provides an overview of the area's multi-modal transportation and circulation systems and recommendations for anticipating and addressing potential impacts, including vehicular and pedestrian congestion; handicapped accessibility; and it also includes a parking inventory and a parking management strategy to ensure adequate parking remains available throughout the implementation of the Plan.

### **Economic Sustainability**

Financial and operational issues are also critical elements to the long-term sustainability of the waterfront. The Plan expects needs to evolve over time, especially at the marina. Strategic phasing of the marina will be a key component in management of the financial expenditures laid out in the Plan. As well, a comprehensive approach to funding will be required in order to properly fund both initial and phased improvements and their maintenance over time. Chapter 5 further identifies specific costs and potential sources of revenues, as well as the Plan's recommendations in approach to its overall implementation.





# 3 *Character and Theme Areas*



The Waterfront planning area extends approximately 3 miles, from Daingerfield Park in the north to Jones Point Park in the south. However, the focus of the Plan is the “core area” between Canal Center Plaza in the north and Windmill Hill Park in the south because both Daingerfield Park and Jones Point Park are under the jurisdiction of the National Park Service. Additionally, the Mirant power plant is anticipated to remain in place for the foreseeable future, and has been left out of the core area focus.

This chapter ties the theme areas identified in the Art and History white papers with character subareas located within the core area. The Plan’s recommendations for these subareas take into consideration the recommendations for these same subareas found in the Art and History white papers. The primary goal of this chapter is to, as recommended by the Alexandria Waterfront History Plan, create a system of north-south pedestrian circulation which is linked and anchored by a series of cultural elements and thematic areas.

One key component of all the character areas is a continuous walking path adjacent to the riverfront. The idea, which has been a fundamental precept in waterfront planning for decades, is reinforced in the Plan to strengthen connectivity and access. Consistent with previous plans and settlement agreements, this Plan concurs that the walkway should be a minimum of 25 feet in width. Moreover, the walkway should incorporate the vision of an Art Walk as reflected in the *Alexandria Waterfront Public Art Proposal*, and it should include appropriate paving, lighting, railing, and other amenities to create a sense of continuity, identity and character. As the signature element of the proposal, the Art Walk both expresses and transcends each of the art/history geographic themes and seeks to “unify Alexandria’s waterfront experience by establishing a continuous walking path along the Potomac River with a wide variety of public art inspired by Alexandria’s rich history, culture and natural beauty.” The Plan includes the continuous walkway as a stated recommendation under 3.1 below, along with related recommendations 3.2 to 3.7 from the Art Proposal.

**RECOMMENDATIONS:**

- 3.1: Create a continuous waterfront walkway with a minimum width of 25 feet.
- 3.2: Inscribe historical quotations along the pathway.
- 3.3: Incorporate paving materials that are native to the Potomac River as well as ballast stones symbolically transplanted from ports from throughout the world.
- 3.4: Add where appropriate materials such as glass, oyster shells, coral, fish bones, colored stones etc. as aggregate to the paving material and to reflect past activities occurring in a given area.
- 3.5: Incorporate in-pavement lighting.
- 3.6: Make the path ADA compliant.
- 3.7: Keep the bike path and the walkway separate.

In addition to the proposals for art and history, the Plan makes recommendations to address the functional requirements of managing and maintaining high quality waterfront public space throughout the Plan area. Many of these recommendations will require further study in regard to specific maintenance needs for the public spaces; however, the Plan provides a variety of options for services such as park equipment and public restrooms. More information pertaining to the requirements of maintenance, storage, and public facilities can be found in Chapter 5: Implementation.



## Gateway North/ Canal Center - *Illumination* -

The Northern Gateway area extends from Third Street/Bashford Lane southward to Montgomery Street. It includes MetroStage, TransPotomac Plaza, Canal Plaza, Tide Lock Park, and the Crowne Plaza Hotel. While no changes are proposed for Metro Stage, TransPotomac Plaza, and Canal Center, the City has met with a Crowne Plaza Hotel representative to discuss ways to possibly incorporate streetwall elements into the site. The Crowne Plaza Hotel is a suburban tower development, surrounded by parking and located on a full block extending from First and Montgomery Streets between North Fairfax Street to the Mount Vernon Trail. Proposed changes to the streetwall could make it more urban and pedestrian friendly. Such changes might include liner units wrapped around the parameter of the site with added hotel accessory space, possibly at the northeast corner.

The Art Proposal speaks of Alexandria's early years when the City paid a lamplighter to walk the streets at dusk and, one by one, hand light the public oil lamps. In 1851, the Alexandria Gas Light Company became the source of illumination.

Embracing this theme of illumination, the Plan recommends the following in this area:

- 3.8: Establish this park as the gateway to the Art Walk, with in-pavement lighting and signage to distinguish the Art Walk from the bike path.
- 3.9: Commission and install public art in this area using light as an integral element and inspired by the suggestions of the Art Proposal, such as using solar collectors and working with the owners of Canal Center and the energy plant to build a private/public collaboration as an alternative energy/public art project.
- 3.10: Establish a cultural anchor on the northern end of the Art Walk by tying park activities into cultural facilities.
- 3.11: Increase outdoor seating.
- 3.12: Continue discussions with Crowne Plaza Hotel representatives on the possible incorporation of urban design elements to the site to make it more pedestrian and urban friendly.

### *Quotations from the Art Proposal relating to the Northern Gateway/Canal Center*

"During Alexandria's first half century . . . Your path would be lit only by the meager light from your own lantern and by the kindness of strangers – candles or oil lamps in the windows of the wakeful and in the taverns that you passed."  
Diane Riker in August 2010

"In Alexandria, the lamplighter ' goes round at dusk with a light ladder in [his] hands by which [he] ascend[s] the lamp post and set[s] fire to the lamps . . . tenaciously fixed on top of a high post, out of reach, so that disorderly persons may not have it in their power to extinguish them.'" Sketches of History, Life and Manners in the United States, Ann Royall 1826

"The [gas] light is steady and brilliant. Large numbers of our citizens turned out to see the 'lighting up' – and all were pleased to see the success exhibited."  
Alexandria Gazette in October 1851

*Aerial View of the Tide Lock and Canal Center*



*Light display, Roppongi Hills, Tokyo, Japan*



*"Urban Light," Chris Burden, Los Angeles, CA*



## Tide Lock Park and Rivergate/Rowing Facility - Ambitions -

### Tide Lock Park

Where Montgomery Street meets the Potomac River, there is a small cove to the north and at the center is the recreated Tide Lock No. 1 of the Alexandria Canal that operated from 1843 to 1886. A maritime museum on the site was not successful in attracting visitors and was closed. Due to a lack of programming, marketing, wayfinding, as well as its isolated location, the Tide Lock itself is not well-visited. The surrounding Canal Center Plaza creates an amphitheater-like space suitable for interpretive programming, music, and other performance arts. A temporary stage could be erected on or near the Tide Lock for performances. The Tide Lock, when filled with water, could be programmed with play features for children, water-related art pieces, or historic elements; a reconstruction of a canal boat would help further understanding of the role of the canal in Alexandria's economic history,

The cove itself is suitable for canoe and kayak launching due to its depth, location away from other boating activity, and nearby parking. There is a small observation area at the end of Montgomery Street that may be modestly enhanced for the comfort of the visitors who come for the excellent views and where additional historic interpretation would be suitable. The foot of Montgomery Street has been identified as a kayak and canoe loading/unloading area only; trailer parking is not recommended for this location. Parking for trailerless vehicles is available in nearby parking garages or on-street spaces.

#### RECOMMENDATIONS:

- 3.13: Increase programming of the park, focused on history and the arts (including performances).
- 3.14: Consider additional physical elements that explain or evoke the importance of the canal site in the City's history. Replace and augment the existing interpretive signage as recommended by the Waterfront History Plan.
- 3.15: Take greater advantage of the tide lock basin as an interactive water feature. Incorporate glass to evoke the City's glassmaking history. Commission an artistically engineered bridge over the canal.
- 3.16: Provide a location for the public to launch (or land) canoes and kayaks.
- 3.17: At the end of Montgomery Street, consider low impact hardscape options and enhance the observation area at the point, possibly with a set of steps leading down to the river and vertical elements to frame the view.

Promenade Classique



View from Potomac River toward Tide Lock Park



View from Potomac River toward Rivergate Park



Tide Lock in use during the Civil War



Aerial view of the City Rowing Facility and Rivergate Park





## Rivergate City Park and Rowing Facility

Rivergate City Park, just south of the Tide Lock, consists primarily of lawn dotted with trees and is suited to passive enjoyment. Its paths allow walkers and runners to continue along the Waterfront from Tide Lock Park to Oronoco Bay Park. Most of the park's 2.4 acres is owned by the Rivergate homeowner's association with a public access easement. The balance, about 2/5 acre in the northeast corner, is owned by the City, where there is a volleyball court. The Dee Campbell Rowing Center, a fixture of youth and community rowing events in the City, is located just south of Rivergate Park, at the foot of Madison Street. The Center is owned and maintained by Alexandria City Public Schools for the use of the TC Williams Crew, and is also used for adult and off-season youth events held by the Alexandria Crew Boosters and Alexandria Community Rowing.

### RECOMMENDATIONS:

- 3.18: The Plan recommends only minor enhancements to Rivergate City Park. Due to limited nearby parking and proximity to residences, the current level of activity in the park is appropriate.
- 3.19: Maintain a strong connection to the river, re-orient the pathways so that the main "through" pathway is the one that takes visitors along the river's edge.
- 3.20: Provide additional plantings featuring native plants in the western half of the park, in part to subtly orient visitors toward the more public, eastern section of the park.
- 3.21: Commission artist-designed seating to increase enjoyment of the park's views of the river and contribute to the unique identity of Rivergate Park. Additional art elements may incorporate original tide lock stones.
- 3.22: Keep options open for removal/repurposing of the existing volleyball court in this location.
- 3.23: The Plan recommends no changes to the rowing facility. The Center should be maintained and enhanced as necessary, in order to continue its successful operation.

Kayak stand on the Baltimore Harborfront



Artist's perspective drawing of Rivergate City Park, looking southwest from the foot of Montgomery St.



## Oronoco Bay Park - Transformation -

### Oronoco Bay Park

Oronoco Bay Park comprises four acres of lawn dotted with trees between Madison and Pendleton Streets. The park features spectacular river views and grand open lawn areas. The signature element, Oronoco Bay, is a natural bay featuring shallow water, wading birds, and riparian plantings.

Oronoco Bay is rich in history, anchored as it is by West's Point at its southern edge. West's Point is the location of the City's settlement as a tobacco port in the early 18th century and is now the location of Robinson Terminal North. Oronoco Bay was originally larger than it is today, with a marshy area behind West's Point known as Ralph's Gutt. In the City's more recent history, the area was heavily industrial, with uses that included oil refining (the bay was once known as "Texaco Bay") and meat rendering. Industrial remnants exist now as environmental issues: arsenic in the bay's mud and a sewer outfall at the foot of Pendleton Street.

The park is framed on the west and south by office and warehouse buildings and to the north by a narrow parking lot and the Rivergate townhouses beyond. The Mount Vernon Trail enters the park from the northwest corner and continues along its western edge, along with railroad tracks that curve eastward to Robinson Terminal North site.

The park attracts a modest number of visitors compared to nearby Founders Park. The predominant users are the cyclists, runners, and dog walkers who enjoy the park as they move along the waterfront. Park users can also be found relaxing on the lawn or benches, or engaging in low-intensity activities such as bocce or kite-flying.

The park has also provided the location for a number of large-scale events, including the Red Cross Waterfront Festival and Alexandria's birthday celebration.

*Artist's perspective drawing of Oronoco Bay Park, looking south toward a redeveloped Robinson Terminal North*



*Aerial view of Oronoco Bay Park*



*Waccabuc Amphitheatre, Beverly Pepper*



*Young boy working in the Glassworks factory*



During the Waterfront planning effort, Alexandrians supported higher levels of activity in Oronoco Bay Park and recommended that the park be enhanced to provide more activities for families and children, to better embody nature and history, and to better support events large and small, including weddings, family reunions, and birthdays.

The park can evolve into a more rich and diverse natural experience in the City, for both active and passive recreation. As identified by the community, a real opportunity for the park lies in improving its ability to better accommodate large events while transforming portions of the space into more natural settings. There are also opportunities to improve the park's relationship to adjacent land uses, especially the commercial uses to the west and south. Much of the park is framed by long stretches of blank wall: the parking garages of the United Way and Sheetmetal Workers Union buildings do not engage the park, nor do the walls of the Pipefitter's building parking lot and Robinson Terminal warehouses. Uninviting access from Fairfax Street at Wythe Street further discourages entry and cuts the park off from adjacent neighborhoods.

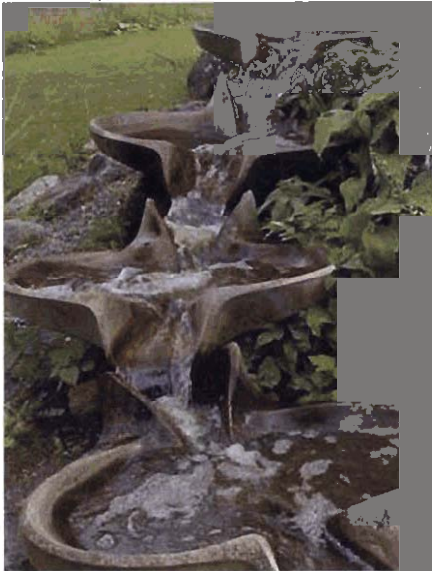
Figure 12: Illustrative Plan showing Oronoco Bay Park



Artist's perspective drawing of Oronoco Bay Park, looking north over a reimagined Ralph's Gutt



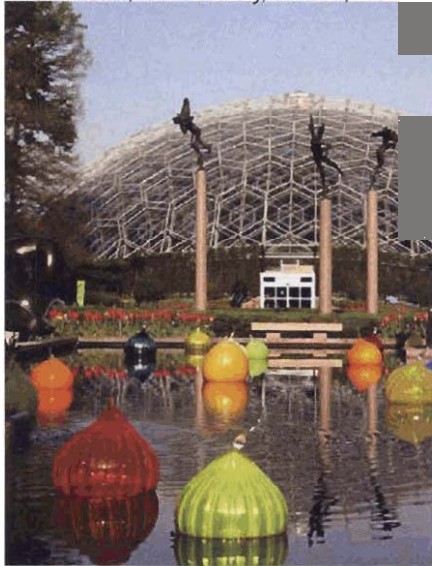
Water Sculpture, "Flowforms," John Wilkes, UK



Conceptual "Boxcar Theater"



"Walla Walla," Dave Chihuly, St. Louis, MO



Diamond Teague Park Islands, JDLand



## RECOMMENDATIONS:

- 3.24: Redesign the mews between the United Way building and Sheet Metal Workers building to create a more open, visible, and safe extension of the Wythe Street viewshed toward the river. The current condition is a cluttered and dark ramble and should be a major entry to the park, complete with belvedere and orientation space at the intersection of Wythe Street and the Mount Vernon Trail.
- 3.25: Enliven the garage walls lining the western edge of the park public art, lighting, and landscaping.
- 3.26: Re-grade the park to create a single shallow sloped lawn, creating a more flexible amphitheater-like space for performances and events facing Oronoco Bay.
- 3.27: Redesign the major paths into a pair of intersecting curved walks to better frame the single great lawn. One of these arcs would include the Mount Vernon bicycle path so that users of the path would automatically traverse through the park instead of past it.
- 3.28: Erect a large shade structure at water's edge to provide an overlook, picnic shelter, or stage. This structure would become the focal point of the park and should be a significant work of garden architecture. It may be fitted with solar panels on the roof to provide power for small events or ceiling fans.
- 3.29: Create a series of terraced wetlands on the south side of the park that recapture the historic drainage swale called Ralph's Gutt. These terraces would be graded into the current ground and planted with aquatic plants which will naturally cleanse the storm water before it enters the river. Boardwalks can cross the wetlands to connect pedestrian desire lines and create opportunities for interpretive education. These wetland enhancements could involve day-lighting the storm water pipes that currently convey the water under the park to the bay.
- 3.30: Explore opportunities to reduce the impact of the combined sewer overflow (CSO) outfall that discharges at the foot of Pendleton Street. Options include installing a retention basin to reduce the volume of combined sewage discharged into the river during rain events and incorporating features into the proposed extension of Pendleton Street that would direct CSOs away from Oronoco Bay.
- 3.31: Allow a successional forest to emerge on the north side of the park, extending the natural landscape of the tidal flats to the adjoining uplands. The intent is to plant a variety of trees, shrubs, and groundcovers, and to end the practice of mowing in a small area, allowing that area to evolve naturally. This could be an excellent interpretive and research opportunity for city school children to discover the restorative power of nature. Within the emerging forest a small children's play area is proposed, with recreation equipment and water features – uniquely designed by artists – perhaps comprised of recycled materials or even carefully screened flotsam from the river, so children will see a direct relationship to natural and cultural cycles.
- 3.32: Replace the existing curved boardwalk along the north edge of Oronoco Bay with one that better handles tide changes and extend the boardwalk to the end of the point to maximize views. Impacts on waterfowl breeding should be avoided, and the point should be evaluated for potential enhancement as an avian sanctuary. The Plan suggests a series of floating islands in the bay, continuing the arc created by the boardwalk and containing water-cleansing plants.
- 3.33: Replace the existing rip rap with a more natural and inviting shoreline treatment, to include native plants.

- 3.34: Retain the rail spur through Oronoco Bay Park, partially as it is needed by coal trains to continue to serve the Mirant Plant, and partially to support railroad-themed park elements and historic railroad interpretation. The portion of the rail line on Robinson Terminal North property will not be needed when redevelopment takes place.
- 3.35: Implement the Art Walk proposal, with public art featured in several locations throughout the park. Performing arts would be emphasized with outdoor performances at the proposed waterfront stage structure and possibly a "boxcar theater." Other ideas include a sculptural picnic area, with artist-designed tables and benches, temporary sculpture exhibits around the boardwalk and sculptural elements for bird perching and nesting.
- 3.36: Retired railroad box cars could also serve as park buildings containing services for park users, such a place to borrow bocce and croquet sets, chess pieces, or horseshoes.
- 3.37: Accommodate the need for storage of park maintenance equipment and services for cyclists, especially bike racks.
- 3.38: Activities that would place people in direct contact with water near the sewer outfall or the creosote seepage area are not envisioned. For that reason, the Plan does not recommend use of the Bay for water-related activities, including paddle boating. The Plan recommends continuing to pursue separation of storm and sanitary sewers when possible.

## West's Point - Origins -

### Robinson Terminal North

Robinson Terminal North, which is owned by the Washington Post, is bisected by Union Street and currently consists of warehouses, a nearly 40,000 square foot pier, and the terminus of a rail line. Redevelopment of the site has been envisioned for several decades.

In keeping with the goals of this Plan to promote public access and enjoyment of the waterfront, land uses in the redeveloped Robinson Terminal North should be active and welcoming to the public, particularly on the eastern, waterside portion of the site. The existing deep water pier would be retained to continue to accommodate larger ships and, more importantly, to be opened for the use of the public. Reinforcing this concept, Pendleton Street would be extended as a waterside promenade along the south shore of Oronoco Bay and then out into the Potomac River to meet the pier. Views from here would also capture the monumental core of Washington, DC and Ronald Reagan Washington National Airport, and thus become a significant waterfront destination.

Because the property is located on one of the most historically significant sites in the City – where Virginia tobacco was readied for shipment at West's Point – redevelopment proposals must make a special effort to find opportunities to recall or interpret the site's history in the design and function of the project and its surroundings. History should inform every decision about uses, activities, structures, plantings, architecture and design, names, and programming.

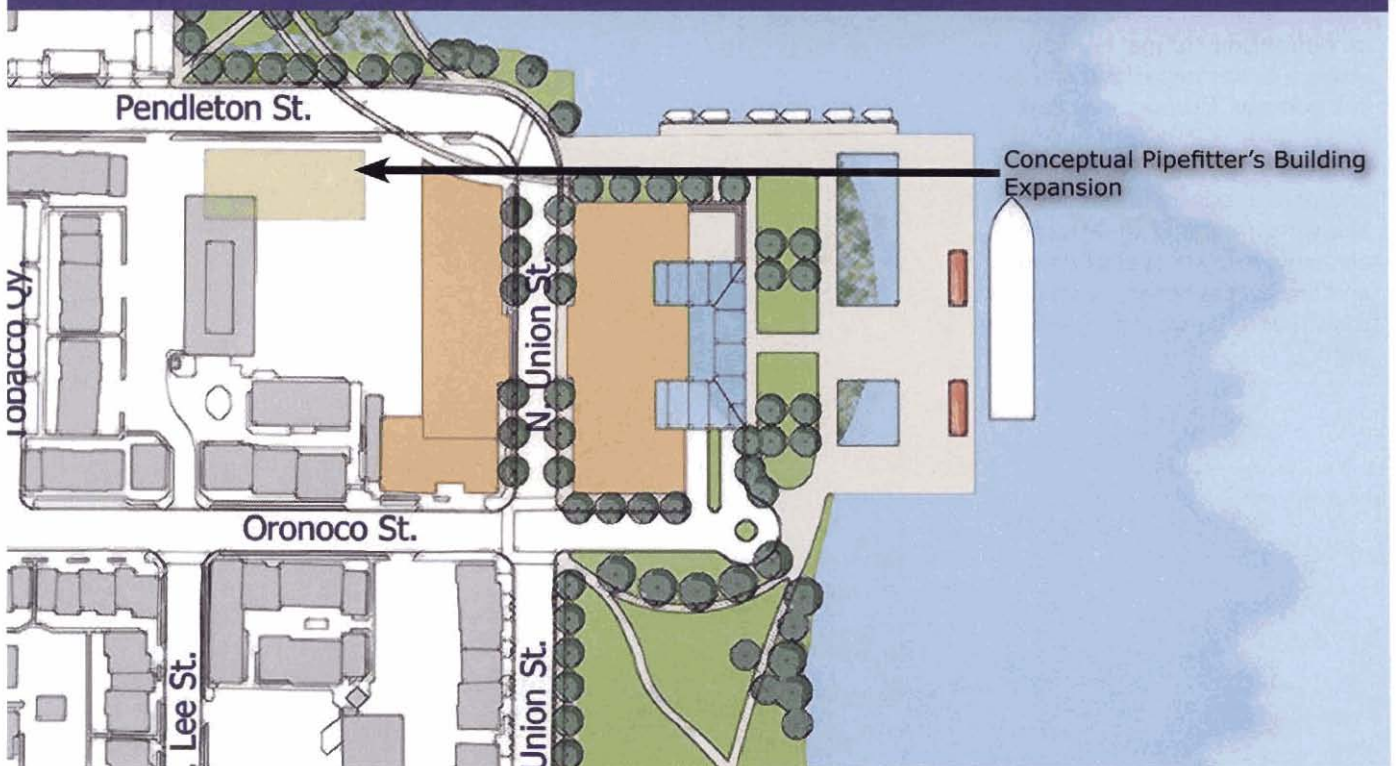
Existing Pipefitters Union Building



Oronoco Outfall at the foot of Oronoco St.



Figure 5-1. Illustrative Plan for Robinson Terminal North showing Conceptual Pipefitter's Building Expansion



Active, publicly-welcoming uses include restaurant, retail, hotel, and cultural institutions. Of these, a hotel is preferred because it is most compatible with the Plan's goals for Oronoco Bay Park, the active use of pier, and its relatively low parking requirement. Residential development would not be optimal in the areas facing the water or public activity areas, as it tends to privatize the waterfront and can be incompatible with the lively activities that are planned for the public realm. However, residential use may be appropriate in locations facing away from the water, including along Union Street. The Robinson Terminal federal government settlement agreement requires open public access on the river side of this property.

Today, Union Street between the two Robinson Terminal North sites is very inhospitable to pedestrians and cyclists, with high blank walls close to the street and one undersized sidewalk. This stretch of Union is periodically closed to vehicles to create a pedestrian promenade between Oronoco Bay and Founders Parks during special events. Redevelopment will provide an opportunity to make Union Street a better pedestrian and cyclist link between Oronoco Bay Park and Founder's Park with building frontages that are welcoming, active and of high quality urban design and with street and streetscape elements (such as special paving and removable bollards that allow the street to be closed to vehicular traffic).

*Aerial View of the existing Robinson Terminal North*



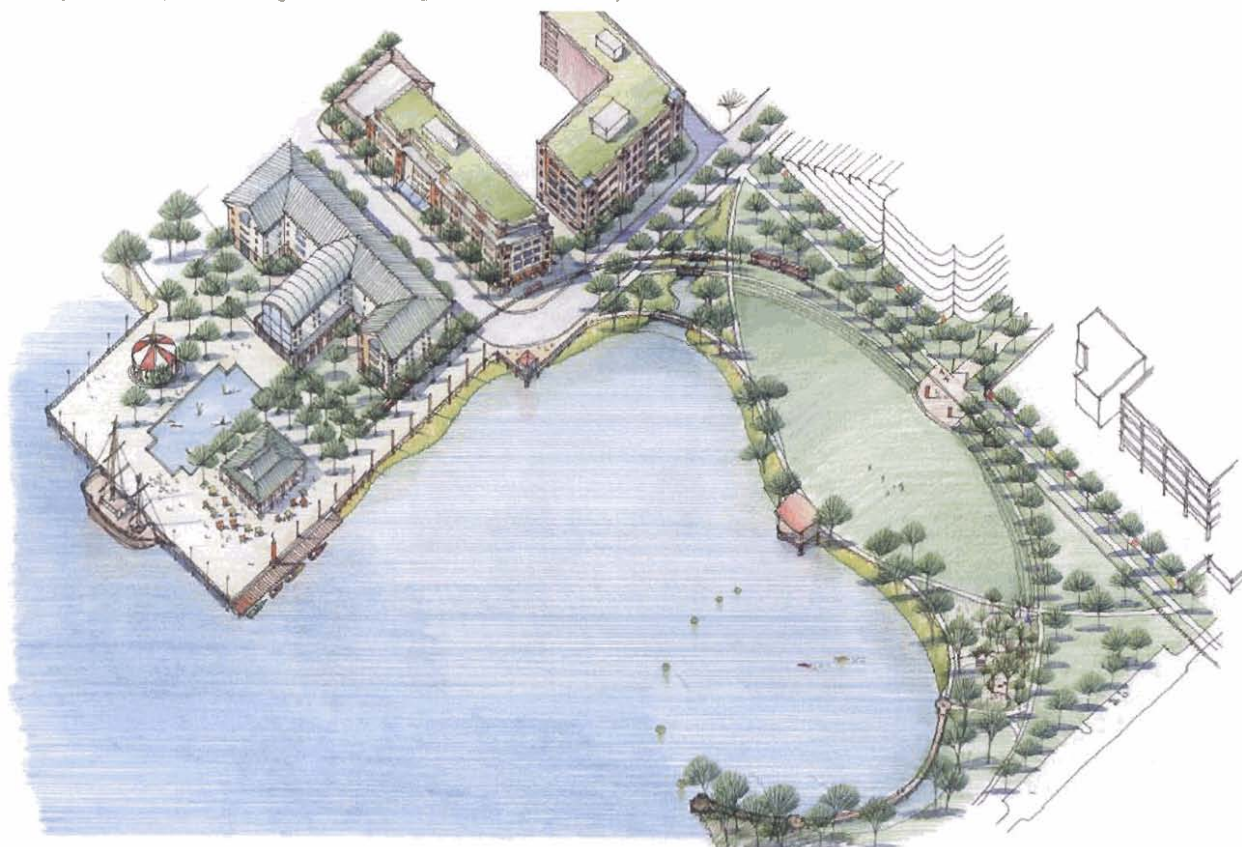
A gas manufacturing plant previously existed west of this area and coal tar contamination from that plant remains. The City will be implementing a bioremediation system at the foot of Oronoco Street to prevent migration of coal tar from the former manufactured gas plant from entering the Potomac River. Future redevelopment of North Robinson Terminal will need to be compatible with the bioremediation system that is anticipated to be installed in 2012.

The Plan provides an option for coordinated redevelopment of Robinson Terminal North with the Pipefitters' building, adjacent to the block west of Union Street, providing flexibility to achieve better urban design on both sites by replacing the current blank wall along the south edge of Oronoco Bay Park with a more active street edge and possibly more efficient underground parking.

#### RECOMMENDATIONS

- 3.39: Adopt Development Goals and Guidelines for Robinson Terminal North. These are detailed in the Proposed Zoning for Private Development Sites section at the end of this chapter.

*Artist's conceptual aerial view drawing of Oronoco Bay Park and a redeveloped Robinson Terminal North*





**Founders Park**  
- *Foundations* -

**Founders Park**

Founders Park is a 4.3 acre, primarily passive, park with a volleyball court, walking paths, shade trees and plantings. The Park was originally part of the large crescent bay around which Alexandria was laid out. In the years after West's Point was established as a tobacco trading port, it is thought that the Founders Park area was used for tobacco storage. The wharves that once lined the shore here saw the landing of slaves from Africa, commercial bakeries, a thriving fishing trade (including a seasonal shantytown known as "fishtown"), and an occupying Union Army during the Civil War. For about the first half of the 20th century the area was industrial, and was home to the Smoot coal and lumber yard. The departure of industry brought a development proposal, which was successfully overcome with the establishment of the park. Founders Park is one example of the efforts of Ellen Pickering, an Alexandria Councilmember and longtime waterfront champion.

During the course of the Waterfront planning effort, Alexandria advocated protecting the character of Founders Park while beautifying it. The Plan recommends naturalizing the shoreline where possible and improving the landscaping. Shade trees are very important to park users who expressed interest in greater shaded area, with perhaps fewer blocking the view along this shore and a greater number in the western edge of the park, closer to Union Street. A park plan which reconfigures plantings and seating areas to take best advantage of existing trees while siting new shade areas is recommended for this park.

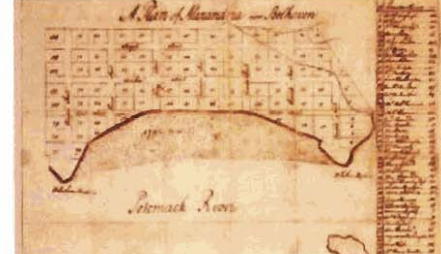
**Figure 14: Illustrative Plan showing Founders Park**



*Fish Wharves in 1912*



*1749 Plan*



The location's role as a port in the slave trade and in the Civil War has excellent potential for historic interpretation in the park. The City's industrial past includes shipbuilding, munitions production, tobacco, coal and lumber. These may be recalled through public art and park infrastructure, among other methods. Implementation of the Art Walk could include small scale performances – such as puppet shows or stops on a “ghost tour” – as well as sculptures and artist-designed benches and other park furniture.

The water's edge in Founders Park is primarily large diameter rip-rap, which is a detriment to the overall aesthetic, creates a barrier between the park and water, and is generally uncomfortable as seating. The Plan has an overall goal of a more natural, environmentally sensitive treatment for the water's edge.

**RECOMMENDATIONS**

- 3.40: Retain the current character and use of Founders Park.
- 3.41: Prepare and implement a new park plan that incorporates the Waterfront History Plan's recommendations for historic interpretation and the Waterfront Art Proposal's recommendations for public art, and improve landscaping, park furniture, and wayfinding and lighting. Consider naming an important park element, such as the walking path, after Ellen Pickering.
- 3.42: Where possible, replace existing large diameter rip-rap with appropriate (native and/or historic) plantings, using an engineered shoreline restoration system where necessary, in order to achieve the naturalized shoreline envisioned by the Plan. Consider interpretive signage or other means to explain the system to passersby, and to encourage ecologically friendly use and a “tread lightly” mentality in this sensitive area.
- 3.43: If rip-rap is retained in some locations, incorporate larger, flatter boulders to provide informal seating areas along the water's edge.

*“School of Fish,” Buster Simpson, Edmonds, WA*



*Aerial view of Founders Park*



*William Smoot & Co. Coal Yard*



*Structural Revetment for Shoreline Naturalization  
(Center for Coastal Resources Management,  
Virginia Institute of Marina Science)*



## King Street to Queen Street - Gateway -

### The Waterfront's Core

The heart of the Waterfront is a two-block area centered on King Street – from Prince Street to Thompsons Alley/Queen Street. The north side of King Street is characterized by the largely successful and vital Torpedo Factory Art Center, the City marina, and Chart House restaurant. The Food Court and the Old Dominion Boat Club properties do not contribute as much as they could to this ambiance as they present essentially blank walls to the landside public realm. However, the overall impression is still a strong pedestrian environment for residents and visitors. The south side of King Street has a completely different atmosphere as it is comprised of a series of parking lots, secluded park spaces, and buildings that turn away from the river. The terminus of King Street is weak and King Street Park is somewhat visually insignificant given its small size and location between the Old Dominion Boat Club building and its fenced in parking lot. Because of such features, King Street Park is not widely used.

From a historical standpoint, the Waterfront core area contains only the Old Dominion Boat Club and Torpedo Factory as early to mid-20th century architectural pieces, both located north of King Street. To the south, the area retains a number of structures from and invoking the 18th and 19th century. These structures have critical value to the historic fabric of the Waterfront and are envisioned to be improved as part of the Plan's strategy for adaptive reuse. The Strand formed and forms the historic spine of this core area, and should be celebrated as an integral feature.

The urban design opportunity is to create an elegant and more functional harbor for Alexandria that embraces the reach of the river from Prince Street to Thompsons Alley, that celebrates a waterfront gateway to Alexandria, and that envisions new buildings and public spaces with riverfront addresses. In short, the Plan suggests that the front door to the City face the river, much as it did historically. Specific recommendations have been assigned by sub-areas within the core.

Thompsons Alley looking west



Aerial view of the Waterfront Core



## **Thompsons Alley**

The area of the waterfront south of Founders Park but north of the Torpedo Plaza is centered on the point where Thompsons Alley meets the Potomac River. This location is challenged by frequent nuisance flooding, a failing bulkhead, a narrow sidewalk (given the large number of pedestrians), and is one of the major spots where floating debris collects in the water. Wayfinding is not intuitive and pedestrians often find themselves in the “alley” between Chart House and Food Court.

The spot could be one of the highlights of the Waterfront, but is currently most notable for several conflicting uses: back of house activities for the Chart House and Food Court, such as dumpsters and deliveries; misdirected drivers looking for the parking garage under the Food Court; water-related emergency services (the fire boat is docked here). The trees block the excellent views, but there is little opportunity to enjoy the shade. These conditions do not attract visitors to the elevated dining area behind the Food Court and discourage pedestrians from lingering near the Seaport Foundation floating building, which is one of the highlights of this area.

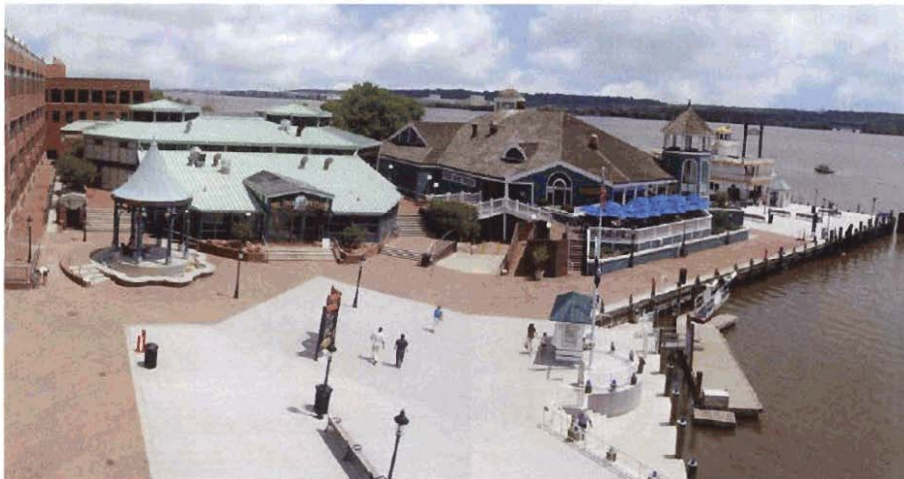
### **RECOMMENDATIONS:**

- 3.44: Rebuild and realign the bulkhead with a gently curving and much wider promenade that would intuitively lead pedestrians from Founders Park around the Chart House to the Torpedo Plaza.
- 3.45: Relocate the City’s fire boat and the Seaport Foundation floating facility - Alexandria Seaport Center- to the foot of Duke Street.
- 3.46: In conjunction with changes to the Food Court and Chart House, relocate the dining area rear staircase to be adjacent to the promenade, possibly bridging the “alley” with a walkway or small dining terrace for the Chart House. Address handicapped access with an outdoor lift.
- 3.47: Look to the Waterfront History Plan and Public Art Proposal for guidance to improve Thompsons Alley with the use of special paving, artistic elements, lighting, or minor façade treatment to help screen the parking garage and “back of house” activities, beautify the alley, interpret, and assist in wayfinding for both vehicular and pedestrian traffic.
- 3.48: Provide parking for electric carts to bring mobility-impaired visitors to commercial boat docks and other Torpedo Plaza locations.

**Figure 15: Illustrative Plan view of the Food Court and Chart House, showing Conceptual Piers near the foot of Thompsons Alley and extending from Cameron Street**



*Existing perspective of the Food Court and Chart House*



### Chart House and Food Court

The Chart House and Food Court are the major non-floating dining destinations on the Waterfront. The land upon which the Chart House, Food Court, and Torpedo Factory sit are owned by the City. In 1986, in order to improve the marina area, the City leased air rights where the Food Court and Chart House now sit, the Torpedo Factory retail “arcade” and offices, as well as some surface area just outside where the Torpedo Factory’s riverside entrances are located, to a private development company. It is a long-term lease with more than 30 years remaining.

The Chart House is a popular and successful regional dining destination. However, the building does not fully capitalize on views – especially upriver – or on additional potential outdoor dining demand. Because of floodplain issues, the main floor and outdoor dining area of both the Chart House and Food Court are well elevated and somewhat removed from the activities of the Torpedo Plaza and marina (it is difficult for passersby to know if an outdoor table is available). The Chart House has overcome this elevation disadvantage to a greater degree than the Food Court.

In recent years, the Food Court has not been able to capitalize on its location and does not draw sufficient customers to be successful. However, this past spring the Food Court attracted the Snack Shack, which serves light meals, snacks and other treats from the Bittersweet café/bakery, which has increased its appeal. Residents and other participants in the planning process have expressed a strong desire for a more successful use (or set of uses) at the food court site and have expressed a willingness to support major changes to the building and adjacent public spaces. Among the uses suggested by members of the public: a market hall (like Eastern Market in the District of Columbia),

a cultural or performing arts venue, and dining options that complement the Chart House offerings, and/or shops that specialize in Alexandria or Virginia-made crafts. The leaseholder has expressed interest in redeveloping the Food Court into two restaurants and is actively pursuing the restaurant option. Figure 16 shows a conceptual perspective of such a redesign.

Currently, the entrances to the Chart House and Food Court comprise a confusing and awkward set of stairs and ramps, divided by a narrow alley that is not intended for pedestrian passage. A coordinated redesign of the two entryways, possibly as a series of terraces and seating walls, would expand outdoor seating and dining space, be more welcoming to patrons, and define the marina plaza in a more inviting manner. There is a small bandstand near the Food Court entrance.

The air-rights lease for the outdoor area of the Torpedo Plaza permits food vending and outdoor dining, although those locations have not been regularly used for that purpose. Regular programming of vendors would serve to enliven the marina plaza as well as the Torpedo Factory entrance, welcoming visitors to this world class arts destination.

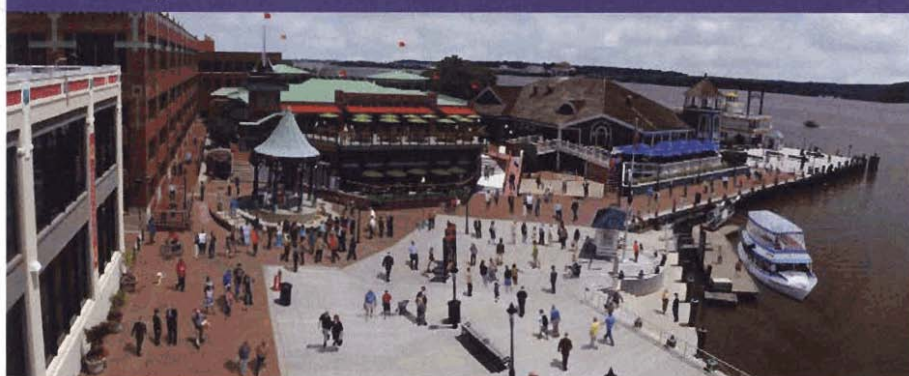
Looking north from rear of Food Court



#### RECOMMENDATIONS

- 3.49: Work with the leaseholder of the Food Court to attract more successful uses that better meet resident and visitor needs, including options such as a market hall, cultural venue, restaurants or shops featuring locally-made goods. The Plan supports interior and exterior changes to the Food Court structure, including replacement, that are necessary to accommodate more successful uses. A renovated or replaced Food Court structure should be designed to actively engage with Torpedo Plaza and harbor activity, better address the use conflicts and other design problems in Thompsons Alley, and generally maintain a similar height and footprint as the current building.
- 3.50: Prepare a comprehensive redesign of the access area in front of the Chart House and Food Court, providing a unified series of terraces or decks that gradually rise to the main floor level for both buildings and better define the outdoor space at Torpedo Plaza. Replace the handicap ramp between the two structures with a lift, retaining the ramp along the western edge of the Food Court.
- 3.51: Evaluate the utility of the bandstand outside the Food Court for more active programming or demolition.

Figure 16: Developer's Conceptual Perspective of a Redesigned Food Court



## Torpedo Plaza and the Cameron Street Wharf

The wharf in front of the Food Court and Chart House aligns with Cameron Street and is the location of a famous early event of the Civil War: the landing of Colonel Elmer Ellsworth on May 24, 1861 as part of the seizing of Alexandria by the federal government. Ellsworth's killing later that day – after having taken down a Confederate flag from the Marshall House Hotel on the 400 block of King Street– created one of the first martyrs of the war and President Lincoln ordered that his body lie in state at the White House. Alexandria was occupied throughout the war to 1869 by Union forces.

The area is currently furnished with benches for visitors to use while looking out onto the Potomac, waiting for a water taxi or cruise ship. The dockmaster booth in front of the Chart House will be renovated in the Spring of 2011. A ticket booth for Potomac Riverboat Company cruises and water taxis is located on the dock. Some portions of the dock are not handicapped accessible.

Portions of the bulkhead under the City Dock are in need of repair.

Colonel Ellsworth and the Marshall House Hotel



Figure 17: Illustrative Plan showing Torpedo Plaza and the Expanded Marina Concept



#### **RECOMMENDATIONS:**

- 3.52: Because this site has often played a key role in Alexandria's history and its identity as an arts destination, look to the Waterfront History Plan and the Public Art Proposal for guidance in designing the spaces, as inspiration for providing new features of all kinds, and for historic interpretation (including naming). Celebrate the Torpedo Factory Art Center with public art at a variety of scales in the public spaces surrounding the building.
- 3.53: Encourage programming of the outdoor vending sites adjacent to the Torpedo Factory, including more intensive uses than are currently permitted, such as outdoor food/beverage service. Delineate the space with planters, art, or other hardscape features to help with wayfinding and visibility. Encourage visitors to linger with shade structures or tables with umbrellas.
- 3.54: Ensure adequate pedestrian circulation and access throughout the Torpedo Plaza and harbor area.
- 3.55: Replace railings and other dock "furniture" to be consistent with overall design guidelines for the Waterfront. Use the combined people/dog "Molly" drinking fountain on Torpedo Plaza as a model for drinking fountains elsewhere on the Waterfront.
- 3.56: Rebuild the bulkhead in areas where it is failing.
- 3.57: In conjunction with improvements to the City marina, provide a better location for dockmaster functions.



## The Torpedo Factory Art Center

The Torpedo Factory is an internationally-recognized art center, one of the City's principal tourist attractions, and a key element of the City's identity as an arts destination. The adaptive reuse of the Torpedo Factory to house working artists' studios and galleries in the mid-1970s is also a significant turning point in the story of reclaiming the Waterfront for public use. The Torpedo Factory has also been home to the Alexandria Archaeology Museum for 31 years.

In the past two years, a strategic planning effort for the Torpedo Factory has culminated in the establishment of a new board for the purpose of providing oversight and management of the facility. The new board will be considering a number of potential initiatives that are relevant to the Waterfront plan. Such initiatives include: longer hours; gallery expansion and a café on the first floor; building modifications at the first floor level that would make it easier for visitors to see inside or to locate entrances, including direct entry for the building at 101 North Union Street at sidewalk level on King Street to help activate the commercial space in the Torpedo Factory Arcade; and the greater use of signage and public art outside and on the building. These are potentially beneficial changes that would enliven the public areas surrounding the Center and make the Torpedo Factory building more welcoming. Recently, the Hirshhorn Museum on the National Mall announced the future installation of a temporary blue "bubble" which could be the inspiration for some kind of temporary structural installation at the Torpedo Factory.

The large roof area of the Torpedo Factory could serve as extremely attractive event space – the building's concrete construction is sufficiently strong to support additional activity – but the Center's elevator does not reach the roof. A solution could be to renovate the existing Torpedo Factory elevator so that roof access can be achieved.

The Arts Commission has noted that images projected onto the Torpedo Factory could create a temporary artwork out of the Factory itself, and the Plan endorses this idea. This method and others – such as a re-enactment each May 24 – could be used to remember Colonel Ellsworth's 1861 landing. To recall a different era, swing dancing or big band concerts could be hosted in the Center or on the public space outside. Any arts related function should be timed and planned as to limit disturbance (light and noise) to the surrounding residential neighborhoods.

### RECOMMENDATIONS

- 3.58: Work with the new Torpedo Factory governing board to identify and implement initiatives to strengthen the arts center and its role as the heart of the Waterfront. Include for consideration ideas generated during the Waterfront planning effort.
- 3.59: Explore direct entry of the building at 101 North Union Street, also known as the Torpedo Factory Arcade, in order to help activate commercial space within the building.

*Torpedo Factory*



*Light projections, Lucette de Rugy, Pittsburgh, PA*



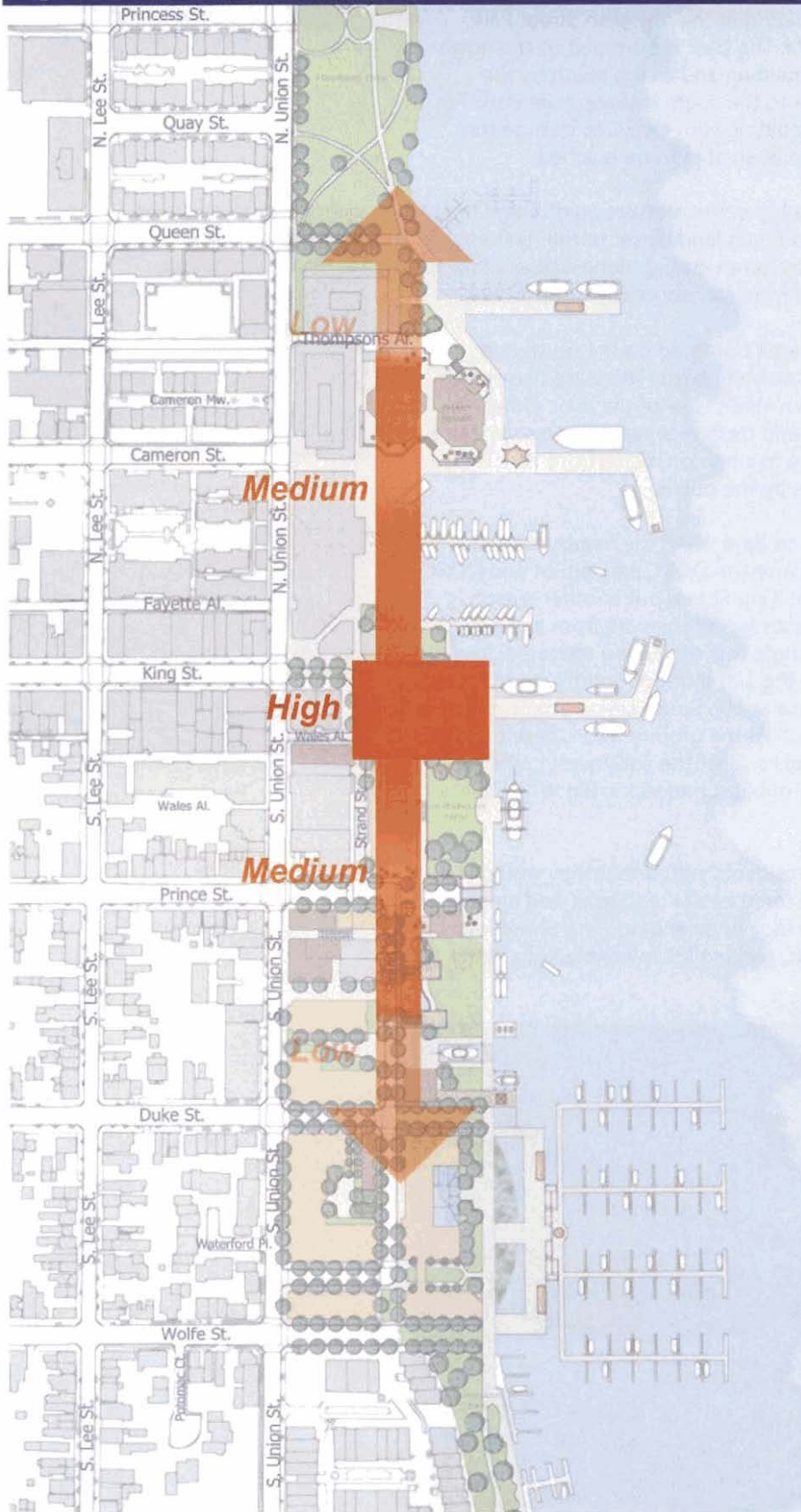
*Rooftop cafe, Paris*



*Torpedo Factory in the 1920s*



Figure 18: Activity Levels in the Core Area



### King Street at the River, Waterfront Park and the City Marina

One of America’s great streets meets one of America’s great rivers where King Street reaches the Potomac River. Alexandrians participating in the planning process agreed that improving this area should be a cornerstone of the plan, and that the new public space should be active and create feelings of celebration and arrival.

During the periods that Alexandria’s waterfront was its most commercially active, it was lined on the water side with a series of wharves and piers extending into the river, and lined on the land side with warehouses and industrial buildings. Activity was almost entirely commercial in nature.

The wharves and warehouses of 19th century Alexandria inspire the Plan’s vision for the foot of King Street, the Strand, and the marina. While it is neither possible nor desirable to try to duplicate the level or type of commercial activity that Alexandria once experienced, the Plan proposes two new wide piers extending from Cameron Street and near King Street and guides development in the four blocks between Cameron Street and Wolfe Street to enliven both the land and water sides of the “core area” of Alexandria’s waterfront.

Residents and tourists alike want to connect to Alexandria’s history when they are visiting the waterfront. One good place to see evidence of Alexandria’s original shoreline is the intersection King Street at South Fairfax Street. Looking west from Fairfax Street toward the Metrorail station, King Street is largely flat. But looking east to the river, King Street descends approximately 30 feet in two blocks to the river below, and one can picture how the city was originally positioned on a bluff overlooking the bay.

The two blocks of King Street between Fairfax and Union Streets are among the City's busiest during tourist season. The unit block of King, between Union Street and the Potomac, is quieter, terminating in the tiny King Street Park, where one can seek some view of the river. The park is bordered to the north by the Old Dominion Boat Club (ODBC) building and to the south by the ODBC parking lot. Beyond the parking lot to the south is Waterfront Park. For a number of years the City has been negotiating with ODBC to change this situation, but to date no agreements have been able to be reached.

Nuisance flooding is a regular occurrence here; the intersection of King Street and the Strand is slightly lower in elevation than land closer to the river and river water comes up through storm drains, often during highest tides of each month, and when the Potomac River rises from storms locally or upstream.

Waterfront Park is primarily an open turf area bordered on the north and south by trees as well as floral and shrub planting beds. There are two stands of mature Willow Oaks that frame the lawn area's view of the river. Other amenities include a chess table, benches and trash receptacles and a very large 18th-century cannon that the children like to climb on. Waterfront Park is also currently available to be rented for events by the public.

Waterfront Park is often very quiet, even on days when the nearby Torpedo Plaza is quite crowded. This is in part because the ODBC parking lot and ODBC concrete wall limits views of the park from King Street, but another reason is that there are very few and direct active uses facing the park from any side. On the western edge of the park, there is a single row of parking spaces; across the Strand are the "backs" of the buildings in the 100 block of South Union Street, including the historic Fitzgerald Warehouse at 106 South Union Street, which is currently being converted into a restaurant. At the ground floor, these buildings have either parking garages or loading docks. Near the southwest corner are three businesses that actively engage the public: Chadwick's, Big Wheel Bikes, and Old Towne Gemstones.

During the planning process, Alexandria residents stated that they would like to see a greatly improved public space at the foot of King Street and along the Strand. Many residents embraced the idea of extending King Street into the river as a pier and relocating the ODBC parking lot to enable King Street

*Looking North on The Strand*



*Garage Parking Fronting The Strand West of Waterfront Park*



*Looking South West Across the Existing Waterfront Park*



Park to be joined with Waterfront Park. Residents asked for more things to do and to visit at the waterfront – outdoor dining, museums and cultural sites, fountains, events and activities for all ages – and identified the Strand as where these activities should go. There was clear consensus that there should be more waterfront dining options at the Strand.

There is no federal “settlement agreement” for land upon which the Old Dominion Boat Club and parking lot sit, and given the U.S. Court of Appeals decision in January 2011, a settlement agreement will not likely occur between the Old Dominion Boat Club and the federal government.

The Waterfront planning process revealed both a strong market and a strong interest for an expanded marina for both pleasure and commercial boats. Currently the City marina area hosts approximately ten commercial vessels (passenger, tour and charter). There are approximately 80 docking locations, including slips and T-heads, within the City marina. The marina offers electric, pump-outs, potable water, fire suppression, and other services not including fuel or repair. However, much of marina infrastructure is fair to poor condition or outdated (insufficient electric service for modern boats, for example).

The marina planning process was greatly informed by the marina subcommittee of the Waterfront Committee and the special “marina night” held early in 2010. From these efforts came the suggestion that the City should plan for the expansion and improvement of docking locations for both commercial and pleasure boats and for visiting or permanent historic ships. There was debate about whether it is better to have slips in several different locations all along the waterfront, or to focus the expansion near the existing marina. There was some agreement that it is useful to separate commercial and pleasure boat activity as well as high frequency commercial boat activity (such as water taxis) from lower frequency activities, such as dining cruises. There is considerable interest by pleasure boaters in visiting Alexandria for the day or the weekend. There is also interest expressed by the private sector in expanding commercial boat activities.

The City commissioned a marina market analysis in 2009 by the firm of Moffatt and Nichol Engineers. The market analysis concludes that the Washington area is a very strong market for boat owners and there is market support for a large number of pleasure boat slips in Alexandria. In addition, a new marina could meet current user demand for slip sizes, utilities, and other services, and a larger marina would have the potential to be operated without subsidy and possibly by a private entity.

Accordingly, the design for the waterfront includes two marinas under the Plan. The City's Marina located east of the Torpedo Factory is currently utilized for both commercial and pleasure boat activities; under the Plan it would be utilized solely for commercial boats, thus allowing expanded commercial boat docking opportunities. Pleasure boat slips would be located east of Robinson Terminal South in a new 100+-slip marina. Parking for users of the pleasure boat marina at Robinson Terminal South would be accommodated within a redeveloped Robinson Terminal South.

In addition to the above, permanent docking space for a historic ship would be located off the King Street pier and docking space for a visiting historic ship would be located off Waterfront Park.

## RECOMMENDATIONS

3.60: Implement the vision of the Plan for King Street at the river, Waterfront Park, and the City marina. The component elements of this vision are outlined below but the sequence and timing of the elements will vary based on the unique challenges and opportunities of each element. Phasing is also addressed in Chapter 5 of this Plan; supplementary materials with additional phasing detail are being prepared.

### **Element 1 - Pedestrian Plaza from Union Street to the River; Marina Repairs and Upgrades**

The Plan recommends closing the unit block of King Street to daily vehicular traffic and transforming it into a pedestrian-oriented plaza, with access limited to emergency services, deliveries, motorcoaches and trolleys. The plaza would extend from Union Street to the water, incorporating the existing King Street Park. The project would include reconfiguration of trees and other plantings in order to create a strong visual connection to and from the water and King Street.

The creation of this plaza may be an opportunity to complete an initial element of a comprehensive program to mitigate the most frequent "nuisance" flooding: raising the elevation of the foot of King Street and the Strand.

Completion of both the plaza and the flood mitigation may not be feasible without involving the Old Dominion Boat Club parking lot, and so these elements may need to wait until the parking lot issue is resolved.

The Plan recommends completing repairs and upgrades of marina and shoreline elements as needed, with emphasis on elements in immediate need of repair, such as bulkheads, or are needed for the daily operations of the marina, such as a dockmaster facility. Bulkhead repairs should be limited to those which will not be replaced or removed in later phases.

## RECOMMENDATIONS

- 3.61: Create an exceptional public plaza/promenade from Union Street to the riverbank, replacing the unit block of King Street and King Street Park.
- 3.62: Limit vehicular access to the unit block of King Street and the Strand between Prince and King Streets to emergency vehicles, deliveries (limited hours), motorcoaches, and the King Street Trolley. The Strand would also be open to vehicles accessing the parking garages and lots that have entrances on this block of the Strand.
- 3.63: Implement initial elements of the comprehensive strategy to mitigate nuisance flooding by elevating the unit block of King Street and the Strand.
- 3.64: Retain the Old Dominion Boat Club building with ongoing use by the ODBC.
- 3.65: Complete repairs to bulkheads and other facilities as needed, as well as marina upgrades consistent with the long-term vision of the Plan.

Existing ODBC Parking Lot



**Element 2 – Eliminate or Shift Parking Lot at the Base of King Street; Create New Public Plaza at the Foot of King Street.**

The Plan proposes to significantly alter the ODBC parking lot, which is currently located on the site of the original Fitzgerald Wharf, either by eliminating it or by reorienting it along the Strand frontage of Waterfront Park between Prince Street and Wales Alley (where there is a single row of parking spaces today). Either option would open up continuous public access along the Waterfront and increase the amount of public space at one of the most important locations on the waterfront.

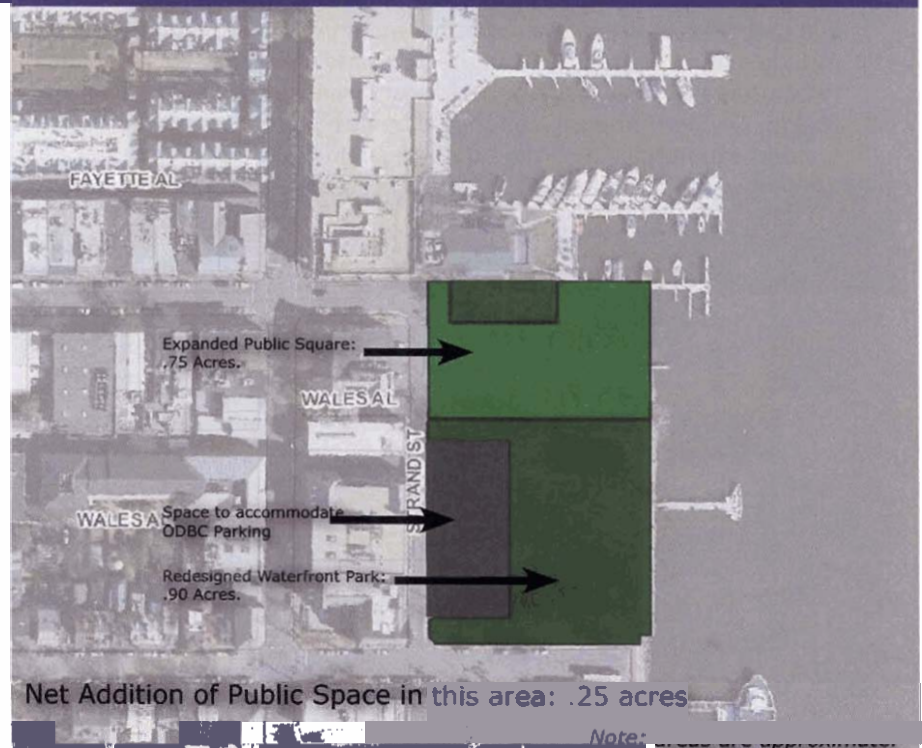
If the parking lot is retained and reoriented, the Plan recommends providing ODBC with equivalent vehicle parking but relocating boat and trailer storage elsewhere (possibly at a location in the Eisenhower Valley). ODBC has indicated they would like the new lot to be secured with gates, fences or walls, but any design should minimize the visual impacts of a surface parking in this prime location along Waterfront Park. Access to the parking lot would be from Prince Street, and – continuing the practice from Phase 1 – the Strand would be closed to general vehicular traffic.

The elimination or relocation of the parking lot creates the opportunity for a major new public space between the Fitzgerald warehouse and the water. The Plan envisions the construction of a hardscaped park extending east from The Strand, framed by the ODBC on the northern edge. The new plaza will be more than an acre in size and serve as a hub of activity, as it links King Street with the river and Torpedo Plaza with the Strand. This public space is envisioned to extend over part of what is now unimproved shoreline and open water (Figure 20). The final design and support method will be determined by further study

**Figure 19a: Existing Public Spaces - King Street Park and Waterfront Park**



**Figure 19b: Conceptual Proposed Public Spaces - Fitzgerald Square and Waterfront Park**



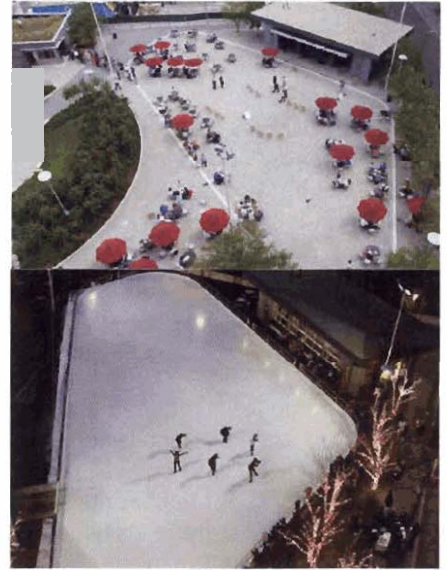
and engineering analysis as part of the Plan's implementation. Any extension of public space, as a platform or other material over water, will be subject to review and approval by State and Federal permitting agencies.

The Plan proposes locating an open-air structure or structures within the new park, to be used for public activities, markets, arts and crafts displays, and other events and to provide a shady refuge for Waterfront visitors, who will be able to look across the new park to the broad expanse of the Potomac River. The plaza is sized to support an ice skating rink and could also be rented for parties, weddings, and meetings, providing a revenue stream to help support the adjacent park. At the water's edge, a new promenade will connect the foot of King Street to the existing riverside promenade in Waterfront Park. This park/plaza area will both significantly improve the experience of local residents and visitors to Alexandria's Waterfront, and stimulate the future improvements in later phases.

**RECOMMENDATIONS:**

- 3.66: Consider eliminating or replacing the ODBC parking lot along the Strand through negotiation with the ODBC.
- 3.67: Create a new public park/plaza where the ODBC parking lot currently exists, with a public promenade along the water's edge from King Street to Waterfront Park. Consider naming the park after John Fitzgerald, one of the pivotal figures in Alexandria's maritime history.
- 3.68: The detailed design of the new park should look to both the Waterfront History Plan and the Public Art Proposal for guidance in design, functionality, and historic interpretation (including naming). An iconic piece of public art is suitable for this location. The design could include an open-air structure suitable for hosting a variety of public activities and private events as well as an information kiosk to provide a concierge role for arriving visitors.
- 3.69: Orient and design the park/plaza in such a way as to accommodate multi-seasonal programming, to include vending carts, moveable tables, chairs, and umbrellas in the warmer months, and an ice rink during the winter.
- 3.70: Include a fountain or other water feature, and identify or create an area to be used as a small stage or performance area as part of the final plaza design. Any performance area should be designed to be viewed, to the greatest extent possible, from both Fitzgerald Square and Waterfront Park.

*A multipurpose public plaza  
Kendall Square, Cambridge -*



*View looking southeast toward Waterfront Park*



**Figure 20: Portion of Plaza Constructed over Water as Proposed.**



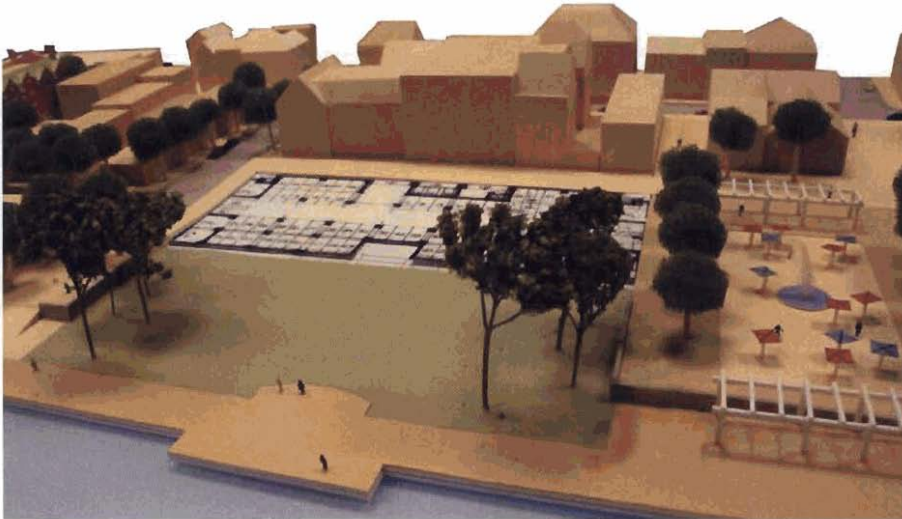
### ***Element 3 - Add Activity along The Strand at Waterfront Park:***

An eliminated or reoriented parking lot is a clear improvement over the current condition, but it does not solve the problem of inactivity. Although passive parks are highly desirable in the right locations (and Founders Park is a good example), residents have identified the Strand area as where they would like to have more things to do, especially more outdoor dining, fountains and other water-related elements, ice skating rink and other fun activities, and opportunities to learn about Alexandria's history, such as museums and tall ships.

The Waterfront Plan is informed by retail analyses conducted specifically for the Waterfront Plan as well as studies conducted for King Street and for other areas of the City (Landmark, Potomac Yard, and Carlyle). Of the findings, three are key: (1) the current market (residents, employees and tourists) will support more retail and restaurant space at the Waterfront; (2) a larger and more successful collection of retail at the Waterfront will foster, rather than compete with, retailers and restaurateurs on King Street – functioning as an anchor to the retail district; and (3) to be fully successful and to act as a strong anchor for King Street, Waterfront retail should be perceived as a single, cohesive unit.

The Plan proposes an approximately 33,000 square-foot, two-story, retail building to connect the retail energy of King Street to a more active Strand in the critical block between King Street and Prince Street. The proposed uses are predominately restaurants facing Waterfront Park, but could include retail, cultural or marina-related uses as well. A series of terraces would ease the transition from the elevation of Waterfront Park at the shoreline to the generous, raised front porch or terrace of the restaurant building.

*Model depicting a redesigned Waterfront Park with surface parking*



*Model depicting a new building, constructed on top of a reoriented ODBC parking lot*





If the OD&C parking lot is relocated along the Strand, the proposed retail building would be located on top of the lot, with the lot enclosed as a garage. Locating retail or restaurants above a garage would also have the positive effect of elevating them above the 100-year flood level. In addition, the parking lot and restaurant buildings are impervious surfaces that are strictly limited near the river, so it makes sense from both an economic and environmental standpoint to co-locate them.

If a parking lot is not part of the design, lower buildings of a smaller footprint can be considered. Uses at the ground floor level would be limited by the floodplain, but could include dining rooms of a restaurant as long as the kitchen, food storage, etc., is located on an upper floor.

This restaurant/retail building would be financed and owned by the private sector using a long-term air rights lease similar to that used in the Food Court/Chart House/retail arcade transactions.

The Plan recognizes that the architecture of the new building must be guided by local historical precedent. A possible inspiration could be the 19th century warehouses that once occupied the 100 block of South Union. These were three to four-story brick structures with a single gable and a distinctive roofline at each end. The building itself need not comprise the full length of the block, but activity all along the block is desirable. The northern edge of the building could align with the northern edge of 106 South Union (the historic Roberts Feed and Grain Office and Warehouse planned for adaptive re-use as a gastro-pub) but should not fully block the view of the river from Wales Alley, located between the 106 South Union and the Fitzgerald Warehouse at 6 King Street.

Articulating the building mass toward the center of the block would create an opportunity to wrap the porch-seating area around three sides of the footprint. This serves two important functions, (1) to create adequate outdoor seating space for the restaurants, and (2) to create an active frontage along the new park between Wales Alley and King Street. The Plan is sensitive to concerns that the Strand in this block be as inviting as possible; this can be accomplished through innovative approaches to back-of-house screening, and streetwall-façade treatment as part of the restaurant building design. Even so, it is envisioned that the primary pedestrian movements between King Street and Point Lumley will be along the front of the restaurant building, through

*Artist's perspective drawing looking southeast from a new building in Waterfront Park*



*Looking South on The Strand past what is currently an Inactive Frontage*



*Aerial view of existing condition at the foot of King Street*



Waterfront Park, or along the riverside pedestrian promenade. This new pedestrian promenade, active park space, and restaurant activity, will pull visitors to the southern Strand block(s) and create a more vibrant connection to the future expansion of Point Lumley Park and the future development at Robinson Terminal South.

Based upon public feedback, alternatives to this idea are being prepared that would achieve the public purpose of mitigating the activity-dampening effects of a parking lot while reducing the visual and physical impacts of a new building.

The Plan recommends redesigning Waterfront Park to be parallel to the river and to capture the historic pattern of wharfs that have been filled in over time. As Waterfront Park currently exists, the functional lawn space is oriented east-west and is constrained by the planter beds which line the north and south interior edges. The redesign of the park would not significantly reduce the functional lawn space, by reorienting it north-south, removing the planter beds, creating shade lawn under the Willow Oaks to be retained, and opening up the connection to the new park plaza at the foot of King Street. A terraced landscape and low walls adjacent to the new retail building will provide informal seating areas with views of the river and to a newly constructed stage or stage-like tensile structure at the eastern edge of the park.

*Model depicting a two building scenario for Waterfront Park*



There is currently around 1.5 acres of public space in the area at the foot of King Street, which includes Waterfront Park and King Street Park. This phase of the Plan's implementation will increase this public space to approximately 1.75 acres, which includes a slightly smaller Waterfront Park in combination with the new Fitzgerald Square. This new space is not only larger, but more functional from a design perspective - creating an unabridged and inviting

connection from the foot of King Street through Waterfront Park and on to the southern Strand area. Figures 19a and 19b on page 61 graphically depict this public space reorientation.

The City's flood mitigation strategy calls for low flood walls or barrier to be integrated into new parks and buildings in the area between the Old Dominion Boat Club and Robinson Terminal South. In this area, flood walls may be part of the construction of the restaurant building and/or as a seating wall in the redesigned Waterfront Park. The flood walls would protect the area from the most frequent flooding, to approximate elevation 6.0.

#### RECOMMENDATIONS

- 3.71: Construct a new retail/restaurant building at the western edge of Waterfront Park, potentially over the realigned Old Dominion Boat Club parking lot.
- 3.72: Implement a redesigned Waterfront Park to include a newly landscaped lawn framed by the existing willow oaks and new tree plantings which create shaded areas that could serve as reading rooms or contain other small scale activities such as outdoor ping pong or billiards. Moveable tables and chairs should be incorporated into the design of the park.
- 3.73: Integrate low flood walls into the design of the restaurant building and park in order to protect against frequent flooding. To the extent possible, walls should be constructed to be used as functional seating elements.
- 3.74: Negotiate parking lot land transfer or acquisition with ODBC.

*Artist's perspective drawing of a new public plaza at the foot of King Street (Summer)*



*Artist's perspective drawing of a new public plaza at the foot of King Street (Winter)*



**Element 4 – Create New or Expanded Piers within the Alexandria Boundary:**

In the heyday of Alexandria’s commercial waterfront, piers accomplished the efficient transfer of goods from boat to land and back again. Piers were also arrival and departure points for visitors. Ferries once arrived Ramsay’s Wharf at the foot of King Street. The ferry building’s arched portico was a focal point of the view down King Street to the river.

When people glimpse a river from inland, it creates within them a wish to come closer to the water. Once they do, they like to continue out into the water – on a pier, bridge or boat – and turn to view the land from the river. The nearly universal desire for this type of experience can be met by restoring or recreating some of the historical features of Alexandria’s waterfront in this key location.

The Plan proposes creating a new pier at the foot of King Street to extend the new public space and celebrate Alexandria’s relationship to the Potomac River. The new pier can span approximately 80 feet from easternmost edge of the newly created public plaza before it meets the “pierhead line” (and DC boundary).

The proposal for the City Marina in the Plan has changed from the illustrative proposal of the Concept Plan in response to input from users and other experts as well as the general public. One major difference is that the Plan now recommends that the King Street pier be offset approximately 30 feet south of King Street and generally centered on the new public plaza that will be created between the Old Dominion Boat Club and the new Waterfront Park building. This new location for the pier responds to public input that historically, Alexandria’s wharves were not typically at public street-ends, but rather built in private riparian rights areas in front of the warehouses that would receive the shipped goods. The public also suggested that pedestrians on King Street should either see water or a ship at the foot of King Street, and that a pier might obscure the view of the water. The Plan shows a historic ship berthed at the pier, which depending on the size of the ship, could be visible for a considerable distance on King Street. It is likely that for much of the length of King Street, a pedestrian would be able to see both the Masonic Temple and the ship at the foot of King Street. This pier plan would require relocation of one of the ODBC’s piers which currently sits within King Street City-owned riparian rights.

The new expanded park and pier create a signature public space that invites pedestrians from King Street to walk out over the river and experience both the Potomac and Alexandria in more satisfying way. Even this relatively short pier provides views of the Torpedo Factory and Torpedo Plaza area to the north and The Woodrow Wilson Bridge and the blocks of the Strand to the south. Most

*The Ferry Arch at the foot of King Street*



*View from the water toward King Street showing ferry boat in 1900*



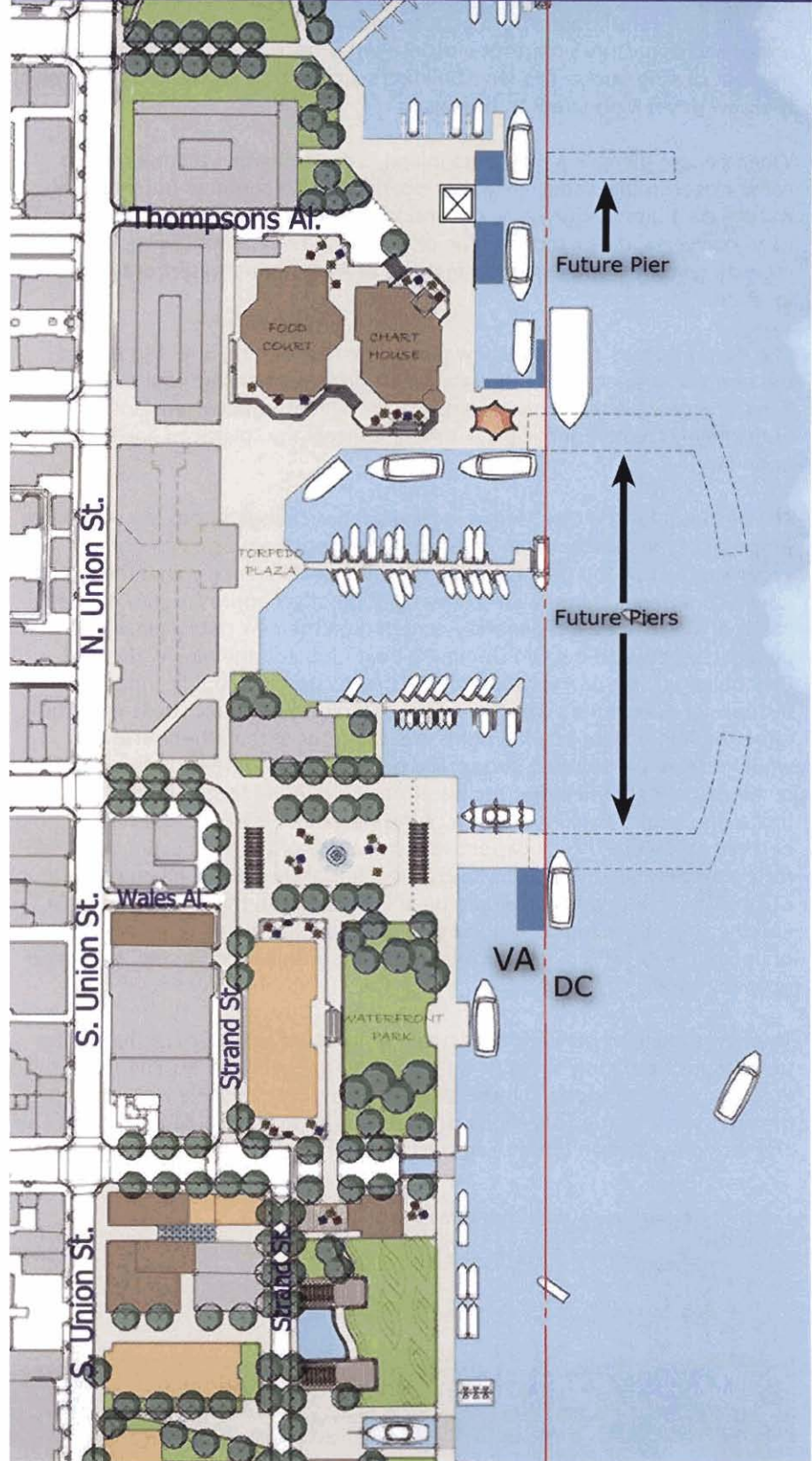
importantly, the area provides a view from the water west up King Street to the George Washington Masonic Memorial. Combined with the new Waterfront Park and restaurant building, the pier and adjacent public spaces create a varied sequence of experiences and invite visitors to both linger and to explore.

Within the pierhead line, there are opportunities to create additional locations for commercial boats to dock or to load/unload passengers. In addition to the short King Street pier, the existing water taxi pier in front of the Chart House could be extended upriver parallel to the shoreline and/or angled eastward (which may make docking easier).

**RECOMMENDATIONS:**

- 3.75: Construct a new pier, centered on the new public park between King Street and Wales Alley, extending from the shore to the pierhead line. Expanded docking locations for commercial boats may also be provided within the pierhead line in the marina immediately upriver from the current water taxi stop in front of the Chart House. Move the boat ramp from the current ODBC parking lot to the foot of Prince Street, and move ODBC boat mooring usage to the City owned pier just north of the ODBC north pier.
- 3.76: Attract a tall ship or other ship of character to be berthed at the new pier and visible from King Street.
- 3.77: Incorporate where appropriate interpretive elements which recall or pay homage to the historic wharves in and around this location.
- 3.78: Negotiate dock and boat ramp agreements with ODBC.

**Figure 2I: Illustrative Plan showing a Marina Arrangement Extending only to the Pierhead Line**



### ***Element 5 - Create an Expanded Commercial Harbor With Extended Piers***

The Plan recommends creating an expanded harbor, primarily for commercial boat operations and ships of character, by extending two piers into the Potomac River – one extending the existing pier aligned with Cameron Street, and the other extending the proposed pier centered on the new plaza at the foot of King Street. These two signature pier elements would create a grand harbor centered on the Torpedo Factory and expanding the current marina basin. These piers will provide public access on three sides of the main harbor while also protecting boats from debris and ice. The activity on these piers would be primarily commercial, with the King Street pier hosting water taxis and other high frequency activities and the Cameron Street pier hosting charter and cruise ships. These activities require accommodation for passengers (parking, ticketing, protected waiting areas on both piers, restrooms), offices, storage, deliveries and servicing. The Plan shows the harbor enclosing some pleasure boat slips, including some relocated ODBC slips; this area could also be programmed for commercial boats or for transient pleasure boats.

Access for service deliveries to commercial vessels would be improved by eliminating the conflicts with emergency vehicles in Thompsons Alley and by ensuring continued access to both Robinson piers and other key locations (such as street ends) for heavy trucks, such as fuel delivery trucks. Docking locations for commercial vessels require year-round potable water, wastewater pumpout, and electrical service, as well as adequate and convenient trash receptacles.

Passenger arrival could occur via the King Street Trolley, via motorcoach (current locations to be retained), or via private vehicle with parking in garages off Union Street (such as the currently underused parking garage under the Food Court). The mobility-impaired would be served by fully-accessible facilities and the Plan suggests parking locations for privately provided airport-type “golf carts” to shuttle the mobility-impaired between motorcoaches and cruise ships.

The Plan proposes an entirely new pleasure boat marina located in front of the Robinson Terminal South pier. This new marina could likely be operated privately and without public subsidy – possibly in conjunction with uses on the redeveloped Robinson Terminal South. This marina, located east of the existing Robinson Terminal deep water pier and out into the Potomac River shipping channel, would replace and slightly expand the existing number of pleasure boat slips currently at the City Marina.

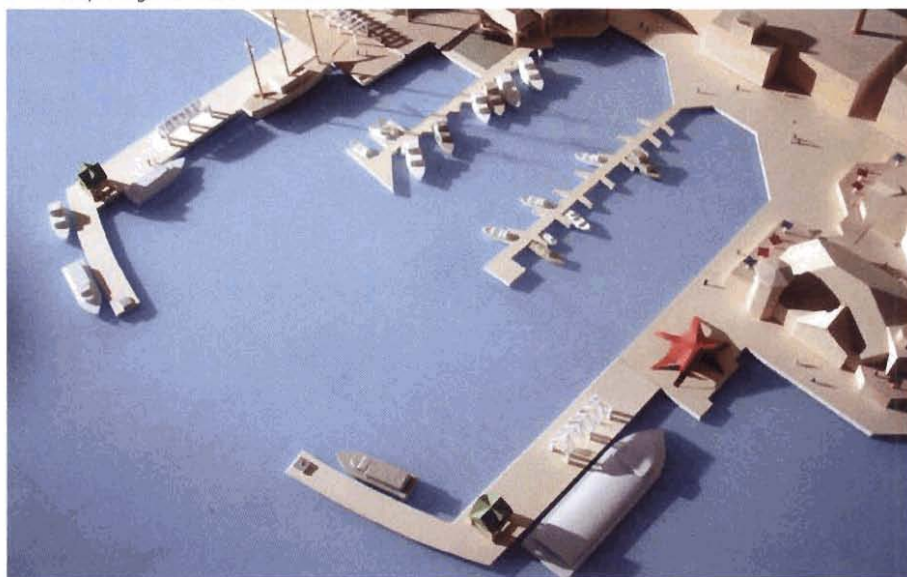
The proposed pier extensions will involve a number of different regulatory and governmental approvals, including agreements with the federal government and the District of Columbia, since the piers would extend into a part of the river controlled by them. The piers would also require modification of the western boundary of the designated “shipping channel” by Congressional action; the current channel was established in part to accommodate regular deliveries to and from both Robinson Terminals. It is the recommendation of the Plan to retain at least one of these locations for continued use by larger vessels, and that the channel only be modified in order to create the desired long piers and permit the construction of the new marina at Robinson Terminal South. The piers aid in creating a functional harbor that can serve a variety of vessel types and operations. As was requested by some residents, the Plan does not propose expanded marine operations in the river in front of Founders Park. However, the opportunity for tie-ups for transient boaters exists along the bulkhead between King Street and Robinson Terminal South. Such spaces, while encouraging turnover, would allow short-term visitors by boat to enjoy Alexandria without docking at the commercial marina.

The Waterfront Concept Plan considered inclusion of a jetty or breakwater which was located upriver from the harbor area and was proposed to reduce debris and siltation. Further review showed that it would not serve either purpose adequately. As such, the Waterfront Plan does not include this feature.

**RECOMMENDATIONS:**

- 3.79: Extend the Cameron Street and King Street piers into the Potomac River to create a harbor centered on the Torpedo Factory. Emphasize commercial boating activity in the new harbor, with water taxis and relatively frequent activity emphasized on the King Street pier, and the emphasis on cruise and charter boats on the Cameron Street pier.
- 3.80: Create a new pleasure boat marina at Robinson Terminal South. Consider private construction and operation, possibly in conjunction with a redeveloped Robinson Terminal South.
- 3.81: Retain the capacity for deep water docking at Robinson Terminal North and – until the marina is constructed – Robinson Terminal South.
- 3.82: Consider transient (but not overnight) docking of pleasure boats in one or more locations along the shore between the new King Street pier and Robinson Terminal South.
- 3.83: Relocate the City fireboat and the Seaport Foundation floating building to the waterfront near the foot of Duke Street.

*Model depicting the new commercial harbor*



Aerial view of the existing Strand from King Street to Duke Street



Artist's perspective of an expanded Point Lumley Park, looking south from the foot of Prince St.



Figure 22: Illustrative Plan showing an Expanded Point Lumley Park and a Portion of the Redevelopment in the Surrounding Area



## The Strand - The Working Seaport -

### Point Lumley and the Strand South of Waterfront Park

Much of the two-block section of the Waterfront between Wolfe Street and Prince Street is warehouses and surface parking. As a consequence, a large amount of the total redevelopment planned for the Waterfront occurs in these two blocks.

At the same time, the area features a concentration of some of the last remaining historic buildings on the Waterfront and it encompasses Point Lumley, part of the City's original shoreline and a former center of shipbuilding.

The northern block, as it exists today between Prince Street and Duke Street, is bisected by the Strand. The waterside half of the block contains a surface parking lot, the former Beachcomber/Potomac Arms building, the Crenshaw building at 210 Strand, and a marine supply store at 226 Strand. This building is owned by Robinson Terminal and contains historic fabric of an old sumac mill. The two Dandy dining cruise boats dock and have offices on the surface parking lots adjacent to the Beachcomber. The City purchased the Beachcomber/Potomac Arms building, the Crenshaw building, and part of the adjacent parking lot with City open space funds, and plans to acquire the remaining two parcels of the surface parking lot between them in the near term. These purchased lands were identified within the Open Space Master Plan as priority open space properties.

The other half of this block, on the west side of the Strand, is composed of nine parcels totaling 77,000 square feet, with the majority owned by the Cummings and Turner families. The block is home to Chadwick's



restaurant, the offices of the Potomac Riverboat Company, Old Towne Gemstones, and a number of other offices and retail stores. The Art League leases two warehouses in the southern third of the block, while the northern third contains a number of 19th and early 20th century warehouses in need of restoration and/or repurposing.

The warehouses of Robinson Terminal South cover much of the block between Wolfe and Duke Streets. A historic brick warehouse at 2 Duke Street is surrounded on three sides by more modern structures. These structures are currently being actively used as warehouses, but the owner wishes to have these properties redeveloped over the long term. Deep water access is maintained to the pier, accommodating larger boats. The warehouses are also home to the Seaport Foundation's boat building activities.

The Art League and the Seaport Foundation embody core attributes of the City's history and are important to the City's daily life. The continued operation of both institutions is a high priority of this Plan.

Because of the historical significance of Point Lumley, and of the character of the collection of buildings in this area, any plans for redevelopment must respect and contribute to the appreciation of these elements. The Plan recommends that the 19th and early 20th Century warehouses be restored and adaptively reused, with priority toward public or non-profit uses oriented toward history, the arts, or recreation. These could possibly include new or relocated/expanded museums devoted to Alexandria's history and arts centers with galleries or classrooms. Also appropriate are private, for-profit uses that which are open to the public, such as retail shops or restaurants or other publicly-welcoming uses associated with the adjacent redevelopment.

#### RECOMMENDATIONS

- 3.84: Draw inspiration from the Strand's role in Alexandria's history as a working waterfront in public improvements, private development, and programming, including park design and the scale and positioning of new development in this area.
- 3.85: Establish the Strand area, south of Prince Street, as a cultural anchor of the waterfront, with emphasis on history and art.
- 3.86: Create a comfortable pedestrian-focused zone along The Strand from King Street to Point Lumley, limiting vehicular access where possible. Open alleyways and other east-west links between Union Street and the river.

*Aerial of existing condition along the Strand*



*1865 image looking north up the Strand*



### **Between Prince and Duke Streets: An Expanded Point Lumley Park and the Cummings/Turner Block**

The Plan recommends that the riverside properties between Prince and Duke Streets be transformed into a greatly expanded Point Lumley Park, which could showcase Alexandria's shipbuilding history and other elements of its past. Along the water's edge, the entire length will be a pedestrian promenade. The new park is an excellent location for interpreting the City's history through physical markers, monuments, educational signage, or artistic elements. The materials within this park should embrace principles of sustainable landscapes including native plants, rain gardens, porous paving, and recycled materials. Waterside activities should include opportunities to get into the water, such as kayak, canoe, rowboat or small sailboat rental. The Plan anticipates that the park may include one or more park buildings at the southern end, possibly on the footprint of the Alexandria Marine property at 226 Strand, to house visitor services, historical exhibits or programs, and other civic, institutional, and park support functions. The 210 Strand building would be demolished, but the channel leading to it maintained and enhanced.

The Plan also envisions that the park design will recall both the historic wharf-line and shoreline in this location. Raised hardscaped areas, positioned to mimic the historic piers, could be constructed and designed to not only provide historic interpretation but as part of the functional floodwall in this area. These pier-like elements in the park could also provide locations for small scale activities or be designed in such a way as to frame a model-boat basin. Undulating wave-like grass berms in the lawn area could also provide an interpretive feature. More detailed park planning will follow the adoption of this Plan.

Celebrating the City's shipbuilding industry is an ideal focus of the expanded Point Lumley Park because it is the location of historic wharfs and shipbuilding activities during the 18th and 19th century. Nearby Robinson Terminal is already the site of the contemporary educational boat building program of the Seaport Foundation, but the workshop is not accessible to the public. The Plan recommends continuing the Seaport Foundation's current activities in the Strand area, as well as exploring how the Seaport Foundation's boat building activities could be part of a multifaceted engagement with Alexandria's shipbuilding past, along with outdoor display of boats and boatbuilding, "living history" programs onboard historic ships, and other creative approaches to involve the public.

In the shorter term, the Plan recommends relocating the Seaport Foundation's floating building from Thompson's Alley to a location near the foot of Duke Street to be close to their boat building workshop and as part of an effort to reduce the number of conflicting uses at the Thompson's Alley waterfront. Similarly, the Plan recommends relocating the City's fire boat to the same general location at the foot of Duke Street, which is better suited to accessing their emergency water-related activities from the Prince Street firehouse.

The Beachcomber/Potomac Arms building is a 3,630 square foot former restaurant building originally built over the water in the early 1950s. Over time the water all around and underneath the building was filled, in part with the excess from a concrete business located adjacent to this building. The site was a restaurant for only a few years and later became a gun shop and military surplus store. There is some interest in the public and the private sector in restoring the building to active use as a restaurant, although the building is not historic in a classic historic preservation sense.

The City undertook a review and engineering analysis of the structure, and found that options exist for both demolition with reconstruction, and rehabilitation. The Plan recommends that further cost-benefit analysis be undertaken and that the building only be preserved if it is found most cost effective to do so. There has also been some interest in demolishing this building to open up the view of the river from the public areas along the river; however the Plan recommends trying first to retain and repair or reconstruct the building for use as a restaurant. Because the City purchased this parcel with Open Space Funds, the revenues to the City from a commercial use of the building should contribute toward the acquisition of additional waterfront public space and/or toward maintenance of waterfront public spaces.

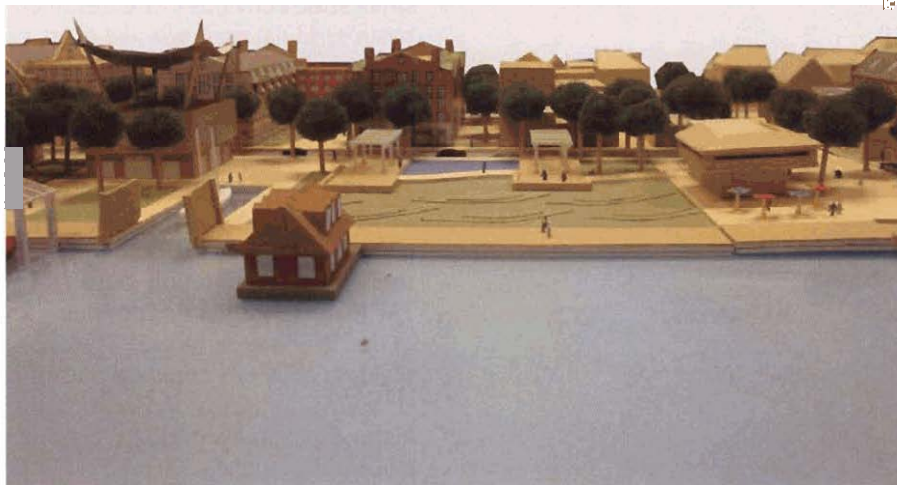
The range of estimated costs to rehabilitate the building (i.e., gut to the four walls) to make code compliant (such as ADA) and to outfit as a restaurant could cost \$2 to \$3 million or more. It is an open question as to whether this concept is economically viable.

If the Beachcomber can be restored or reconstructed, high quality design is a priority since the building is highly visible and will define the transition from Waterfront Park to the expanded Point Lumley Park created on the Dandy parking lot.. A unique water feature could also be incorporated as part of the building's redevelopment to recall the fact that the building was once sited over the water in the river. The roof of the building could potentially be used for outdoor dining along with the porches on the second floor.

*Then and Now, the Beachcomber Restaurant*



*Model depicting an expanded Point Lumley Park and redeveloped Beachcomber Restaurant*



Between Prince and Duke Streets on the west side of the Strand, the Cummings/Turner block is one of the Plan's Development Sites for which a redevelopment strategy has been proposed. A coordinated development for the block is desirable, although major parcels in the block are owned by two different entities. In either scenario, it is important that redevelopment address the restoration and adaptive reuse of the 19th and early 20th century warehouses located on the southern portion of the block and that the site's location adjacent to active, open space along the waterfront be a motivating factor in massing, uses and orientation of development. Generally, the Plan recommends that development for this block be of a use type, such as hotel, which is of a scale that activates the street frontage, improves the pedestrian realm of the Strand, and does not create actual or perceived privatization of an expanded Point Lumley Park.

A goal of the Plan generally is to improve both physical and visual access to the water's edge by retaining and reopening, where possible, the historic alleys. On the Cummings/Turner block, there is more than one opportunity. The first is the alley between Chadwick's and Big Wheel Bikes. Completely reopening this alley is challenging because that would require the demolition of an existing building that connects the historic warehouses. Instead, the Plan recommends that when the block is redeveloped, this connecting structure be rebuilt in transparent material so that there is a visual connection through the alley from Union Street to the Strand.

In addition, the Plan recommends that redevelopment of the Turner Property at 209 Strand retain a portion of the existing parking lot as an alley. The alley would be along the northern edge of the property so that, for example, the building

*Aerial with highlight of existing conditions at the Cummings - Turner Block*



*Model depicting the Cummings - Turner Block redevelopment potential under the Plan*



that currently houses the Potomac Riverboat Company would front the new alley, rather than a parking lot as it does today. The mid-block location of this alley would retain desirable access from Union Street to the River. It would also allow the historic warehouses in the 200 block of South Union Street to be distinct from new construction on the Turner parcel. This alley should be open for public use and be of a character appropriate in scale and design to historic alleys in the area.

## RECOMMENDATIONS

- 3.87: Complete the acquisition of the waterside properties between Prince and Duke Streets and develop them as a public park showcasing shipbuilding, and other important elements of the City's past. Look to the Waterfront History Plan and the Public Art Proposal for guidance in park features and structures, naming, historic interpretation, and art.
- 3.88: Provide varied activities and recreation opportunities in the park, such as a model boat basin, climbable ship's rigging, rowboat or canoe rental, rented bocce or croquet, and others.
- 3.89: Consider a civic building in the park, with potential uses including history, art, or shipbuilding activities, as well as services for park users and other park functions. Relocate the Seaport Foundation's floating building to the foot of Duke Street. Provide one or more temporary or permanent berths for historic ships.
- 3.90: Create a varied water's edge with piers, inlets, boat ramps – consistent with the shapes of wharves in Alexandria's history. Continue the waterside public promenade, using small drawbridges over inlets to maintain a continuous path while allowing for a varied shoreline. Echo or recall the historic shoreline with landside features.
- 3.91: Continue to pursue reuse or reconstruction of the Beachcomber as a working restaurant, provided it is financially feasible without public subsidy. Demolish this building if reuse as a working restaurant is found infeasible.
- 3.92: Preserve, restore, and adaptively reuse all of the historic warehouses in the Strand area, with emphasis on cultural uses or uses that allow these elements of the City's past to be open to the public.
- 3.93: Pursue the use of one or more of the warehouses, or the civic building in the park, as a history center as described in the Waterfront History Plan.
- 3.94: Development Goals and Guidelines for the Cummings/Turner block are detailed in the Proposed Zoning for Private Development Sites section at the end of this chapter.

## Point Lumley

### Robinson Terminal South

The block between Duke and Wolfe Street is now occupied by Robinson Terminal South and consists of two parcels totaling approximately 130,000 square feet of lot area. Currently the site contains warehouses (including a historic and very attractive historic brick building at 2 Duke Street) and an approximately 15,000 square foot pier with deep water access. As with the Robinson Terminal North site, the eventual redevelopment has been planned by its owner, the Washington Post, for several decades.

This property is located on one of the most historically significant sites in the City, and redevelopment proposals must make a special effort to find opportunities to recall or interpret the site's history in the design and function of the project and its surroundings. History should inform every decision about uses, activities, structures, plantings, architecture and design, names, and programming. Robinson Terminal South's location in relation to the northern-adjacent sites, including the expanded Point Lumley Park and potential Cummings/Turner redevelopment area creates a unique opportunity to implement a coordinated design strategy which illustrates the significance of Point Lumley and which is compatible in nature with the scale and character of the surrounding Old Town neighborhood.

In recommending uses for the redeveloped Robinson Terminal South, the Plan applies the same approach as it does for Robinson Terminal North. New structures with water frontage should have uses which are welcoming to the public, do not restrict public access or create a perceived privatization of the Waterfront. The Robinson Terminal federal government settlement

*Aerial of the existing Robinson Terminal South*



*Model depicting Robinson Terminal South redevelopment potential under the Plan*



agreement requires future public access on this property. This goal is accomplished through active ground floor uses in strategic locations and by orienting privacy-seeking uses, such as residential, away from the water and the new park. The Plan envisions a well-developed public space along the waterfront, as well as a private marina for pleasure boats adjacent to the development.

The Plan's conceptual design envisions the Strand continuing south through the block with the option of connecting with Wolfe Street, and a connection from the Strand extension to Union Street to allow public access and views of the water. Other configurations that meet the Plan's goals are possible and will be evaluated during the development review process, but the intent of this configuration serves to facilitate public access while still allowing flexibility among block segments to serve market acceptable floor plates for a variety of use types.

Although this site is not envisioned to redevelop in the near term, the goal of continuous public access through the site along the water is a primary goal of the Plan and is encouraged to be accomplished as soon as possible. The landowners have been approached and have indicated a willingness to consider providing limited waterside public access across the Robinson Terminal South site prior to redevelopment.

Figure 23: Illustrative Plan of Robinson Terminal South showing Conceptual Marina



Model depicting Robinson Terminal South redevelopment potential under the Plan



**RECOMMENDATIONS:**

- 3.95: Development Goals and Guidelines for Robinson Terminal South are detailed in the Proposed Zoning for Private Development Sites section at the end of this chapter.
- 3.96: Pursue the concept of a limited public access agreement along the waterside of Robinson Terminal South in collaboration with the landowners of the property.
- 3.97: In coordination with the redevelopment of Robinson Terminal South, pursue expansion of Roberdeau Park west on Wolfe Street as is generally depicted on the illustrative plan.

*Model looking North along the Strand from Wolfe Street*





## The Waterfront Periphery - North and South

### Windmill Hill Park to Jones Point Park

South of Point Lumley, the two main opportunities for change from current conditions are Windmill Hill Park and Jones Point Park. Both of these areas have up-to-date park plans adopted and ready for implementation.

The Windmill Hill Park Plan (Figure 24) adopted by the City in 2002 identifies a number of improvements. The Waterfront Plan does not propose changes to that plan, which is the result of considerable public review, but instead supports its full implementation, with replacement of the bulkhead as one of the earliest priorities. As the adopted plan begins to be implemented, choices in design, materials and other elements should be consistent with other sections of the Waterfront. Adherence to the adopted plan should not constrain opportunities to add public art, to interpret the City's history, or to be consistent with future design guidelines for the Waterfront.

Union Street divides Windmill Hill Park; the approved plan shows three pedestrian crossings of Union Street in the park area that have a special paving treatment, as well as one or more speed tables on Union Street. The Waterfront Plan recommends applying the special paving treatment to the length of Union Street within the park to further reduce vehicle speeds and with the expectation that the street may be closed periodically to join the two halves of the park.

Looking south through Windmill Hill Park

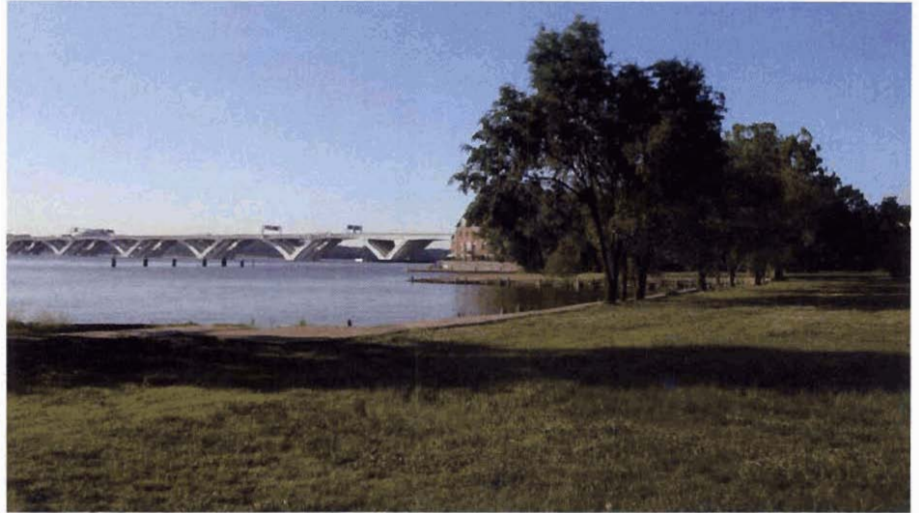
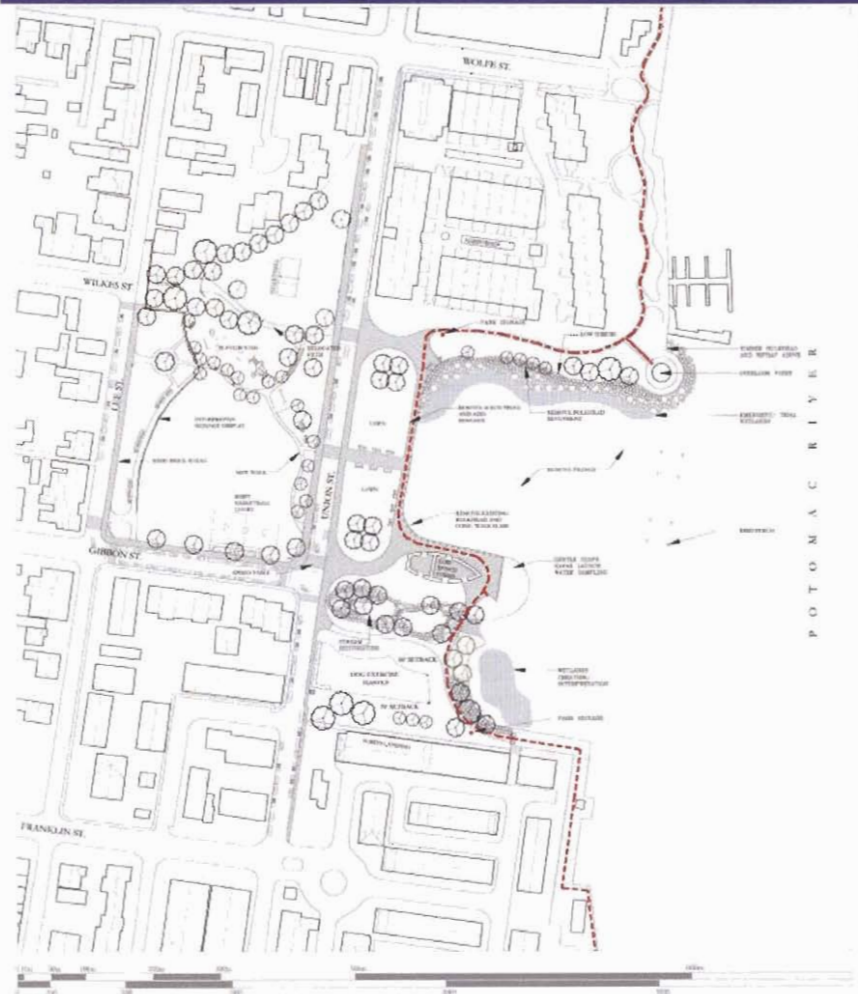


Figure 24: Windmill Hill Park Concept Plan



WINDMILL HILL PARK  
APPROVED CONCEPT PLAN

The National Park Service, through a Virginia Department of Transportation (VDOT) construction contract, has begun implementing the Jones Point Park Plan. The Plan does not propose changes to the Jones Point Park plan. VDOT has initiated a neighborhood liaison process to aid in the implementation of the Jones Point Park Plan.

The Waterfront Plan emphasizes the importance of the continuity of the public pathways (bicycle and pedestrian) from Point Lumley south to Hunting Creek and onward to Mount Vernon, as well as crossing the Woodrow Wilson Bridge into Maryland. The 1982 Waterfront plan shows the Mount Vernon Trail proceeding as a boardwalk along the shore of Hunting Towers and Porto Vecchio. The Plan recommends implementing this vision of a boardwalk trail, as funding or redevelopment permits.

#### **RECOMMENDATIONS:**

- 3.98: Implement the adopted Windmill Hill Park Plan. Ensure consistency with the balance of the waterfront in terms of design of paths, facilities, and other park elements. Look to the Waterfront History Plan and the Public Art Proposal for guidance for public art and historic interpretation within the park. In particular, implement the proposal to complete and conclude the Art Walk in Pomander Park.
- 3.99: Assess pedestrian/bicycle trail conditions between Windmill Hill Park and Jones Point Park and repair or elevate as needed.
- 3.100: Work with the National Park Service and the Virginia Department of Transportation during the implementation of the Jones Point Park plan to help them address neighborhood issues as they arise.
- 3.101: Over the long term, pursue improvements to the Mount Vernon Trail between Jones Point Park and Hunting Creek.

## Tide Lock Park to Daingerfield Island

Although the Plan focuses most of its attention on the section of the City's Waterfront between Tide Lock Park and Point Lumley, there are areas of potential change north of Tide Lock Park, principally the Mirant Potomac River Generating Station and Daingerfield Island, a unit of the National Park Service. There is also some long-term potential for redevelopment within the waterfront plan area along Fairfax, Royal and Pitt Streets.

The 106-acre Daingerfield Island is home to the full-service Washington Sailing Marina with slip rentals, boat ramp, learn-to-sail programs, boat and bike rentals, marine services, sailing clubs, restaurant and snack bar, gift shop and restrooms. Daingerfield Island also hosts fishing and field sports and is busy with cyclists and joggers on the Mount Vernon trail. Options for change to Daingerfield Island are constrained as the site is part of the George Washington Memorial Parkway. Other constraints include environmental issues and its location in the flight path of National Airport, both of which discourage uses that accommodate large numbers of people. Alexandria residents requested that the future Daingerfield Island include a boardwalk or path along the Potomac shoreline and park elements that support nature interpretation, bird watching, and similar activities. The Plan recommends requesting that the National Park Service undertake a Daingerfield Island master planning process as soon as practicable. In addition to the park itself, there is likely future demand for public access to the Mount Vernon Trail along the George Washington Memorial Parkway from several points in the Potomac Yard development. In addition, there is potential demand for pedestrian access to a future Potomac Yard Metrorail station from North Old Town via the Mount Vernon Trail. Addressing either of these demands would involve pedestrians crossing the George Washington Memorial Parkway; a crossing at the Daingerfield Island entrance would facilitate access to the park from Potomac Yard while an alternative path could follow along or near the train tracks from the Mirant Plant to the Bashford Lane entrance to Potomac Greens, and then through Potomac Greens to the Metrorail station.

No short term recommendations are included for GenOn Energy (previously Mirant) a power plant which is located south of Daingerfield Park and which is still in operation. There has been a power plant at the site of the plant since the 1930s. The Plan provides the following general guidance for the eventual reuse of the area when the plant is no longer in operation: Extension of Old Town's grid network of streets should be considered; doing so would provide a means for organizing and connecting the site to the rest of the City in a compatible way. Potential uses may take advantage of the outstanding views and the close proximity to National Airport and may include office, hospitality, or meeting facilities. Redevelopment should be designed to improve public enjoyment of – and access to/along – the waterfront and could include a significant new public amenity. The identification by the Open Space Master Plan of the plant as a priority open space site should also be taken into consideration as part of any future plans for the location.

The Crowne Plaza hotel provides approximately 250 hotel rooms and approximately 10,500 square feet of meeting and event space. The 12-story building is podium-style surrounded by surface and garage parking, an urban form that is outdated and inconsistent with much of Old Town North. The addition of low-rise (2-4 story) development fronting Fairfax, Montgomery and/or First Streets would improve the pedestrian experience and this building's compatibility with its neighbors. It would also integrate the Perfect Pita building into the fabric of the neighborhood. The block is zoned OCM (50);

*GenOn Energy Power Plant*



*Looking from the water past Tide Lock Park (Crowne Plaza showing in background - left)*



existing development uses all of the density permitted by this zone. There are no immediate development proposals for this site, but the Plan supports consideration of low-rise infill development on this site fronting the street. Figure 25 gives an illustrative example of a conceptual infill/liner unit redesign of the Crowne Plaza Hotel.

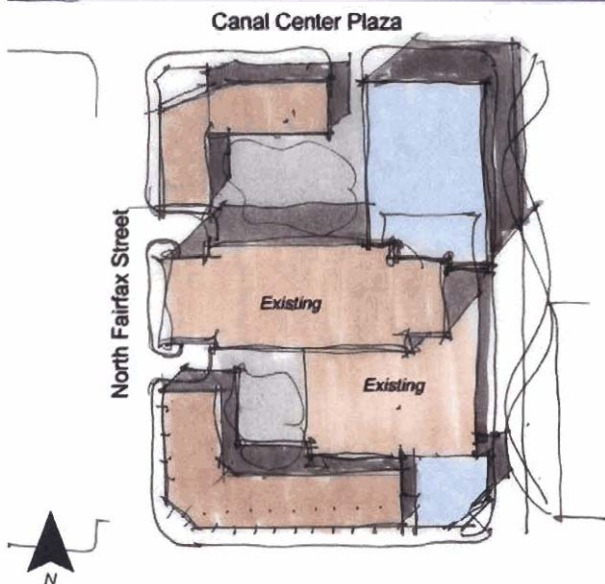
Similarly, there are buildings on the east side of North Fairfax Street in the 700 and 800 blocks that are either pulled back from the street edge or have an inactive presence at the street level. Redevelopment or renovation is an opportunity for these buildings to better engage with pedestrians and the neighborhood.

The west side of North Fairfax Street is outside the Waterfront Plan boundary, but there are existing office and warehouse buildings on the west side of North Fairfax Street where the owners may be interested in upgrades or redevelopment to meet current tenant demands. In that regard, the Plan supports outreach to these property owners to explore urban design improvements. When an update to the North Old Town Small Area Plan is scheduled, it should consider whether flexibility in the building envelope may be needed to encourage or allow modernization. Renovation or redevelopment should emphasize a continuous street wall. In order to accommodate such changes to the building envelope.

#### RECOMMENDATIONS

- 3.102: Request the National Park Service to begin a Daingerfield Island master planning process and address resident proposals for a waterside boardwalk and other features.
- 3.103: Pursue opportunities to provide pedestrian access between Potomac Yard and the Mount Vernon Trail along the George Washington Memorial Parkway.
- 3.104: Support redevelopment of the North Old Town parcels in the Plan area when redevelopment is compatible with existing uses, will improve the relationship of buildings to the street and will provide an active presence at the street level.

Figure 25: Crowne Plaza Infill Concept



## Proposed Zoning for Private Development Sites

Three private sites, as depicted in Figure 9, have been identified in this Plan as Development Sites:

- ◆ Robinson Terminal North
- ◆ Robinson Terminal South
- ◆ Cummings/Turner Block

Large, new development on each site has been anticipated for decades and permitted by either settlement agreements with the Federal government, Alexandria zoning, or both. All sites are now zoned W-1, Waterfront mixed use zone. The zone permits residential, office and retail development, at an FAR of up to 2.0 with an SUP, depending on the uses included in the project. Hotels are not now permitted in the W-1 zone. Where both a Settlement Agreement and zoning apply, the 1992 W-1 zoning is more restrictive than the Agreement.

This Plan provides the City with an opportunity to create a more refined approach for each Development Site, focusing on design, historic importance and amenities and, most importantly, each site's physical connection with the new public open spaces and facilities in the Plan. As to each site, the Plan proposes some increase to what existing zoning already permits, but does so with additional requirements. Thus, increases in density are permitted but only with SUP approval, and only if the proposed development is found to comply with the specific Development Goals and Guidelines outlined below.

A system of active frontages is integral in connecting waterfront places, as illustrated in Figures 27a and 27b. Specific requirements for active frontage are depicted for each development site on the following pages.

Each of the Development Sites will

Figure 9:  
Development Sites



continue to be subject to the W-1 zone, but the zone text is proposed to be modified

- ◆ to allow hotels with SUP approval;
- ◆ to allow additional density with SUP approval; and
- ◆ to require compliance with the Development Goals and Guidelines listed below.

No height limits are proposed to change with the exception of the portion of Robinson Terminal North to the west of Union Street, which is proposed to increase from 55 ft. to 66 ft.. This change will align the Zoning Ordinance with the Height Districts for this area (Figure 26).

As to Robinson Terminal South and the Cummings/Turner block, each are located within both the Old and Historic Alexandria District and the Potomac River Vicinity Height District, making them already subject to design guidelines and standards in existing zoning regulations that will not change at sections 6-404 and 10-105(A)(4)).

Specific zoning changes and Development Goals and Guidelines for each site are outlined below.

Within the Development Guidelines, a stated preferred use is a hotel for certain locations. A February 2011 hotel analysis conducted by W-ZHA, Inc., as part of the waterfront planning process, states "Future improvements to the area as well as expanded access options (e.g., water taxi service as well as trolleys and shuttles), will give the waterfront a prime location for future lodging development . . . an improved core area waterfront could support new lodging development of roughly 700-1,000 new rooms."

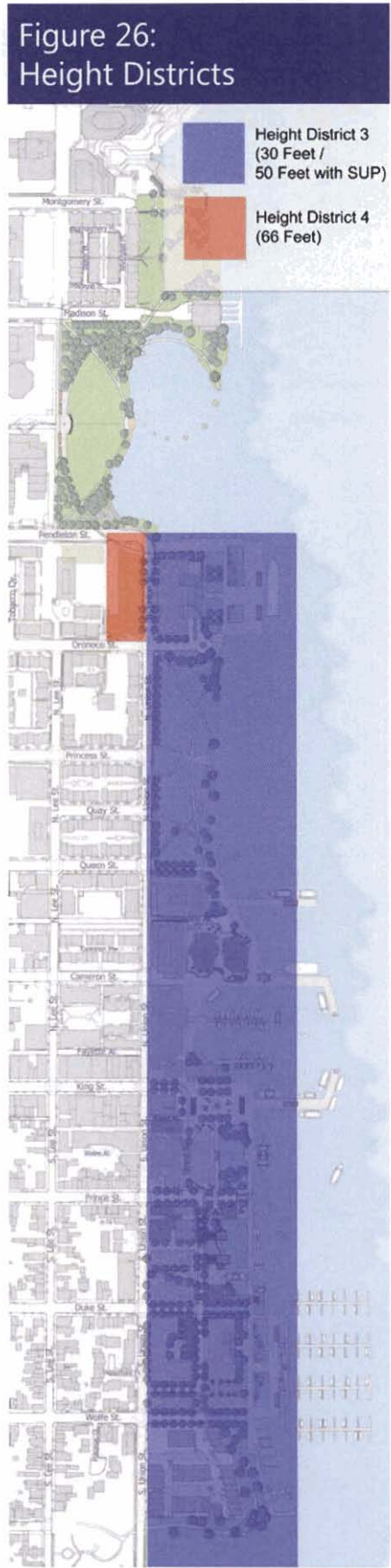


Figure 27a: Active Frontages - North Section



Figure 27b: Active Frontages - South Section

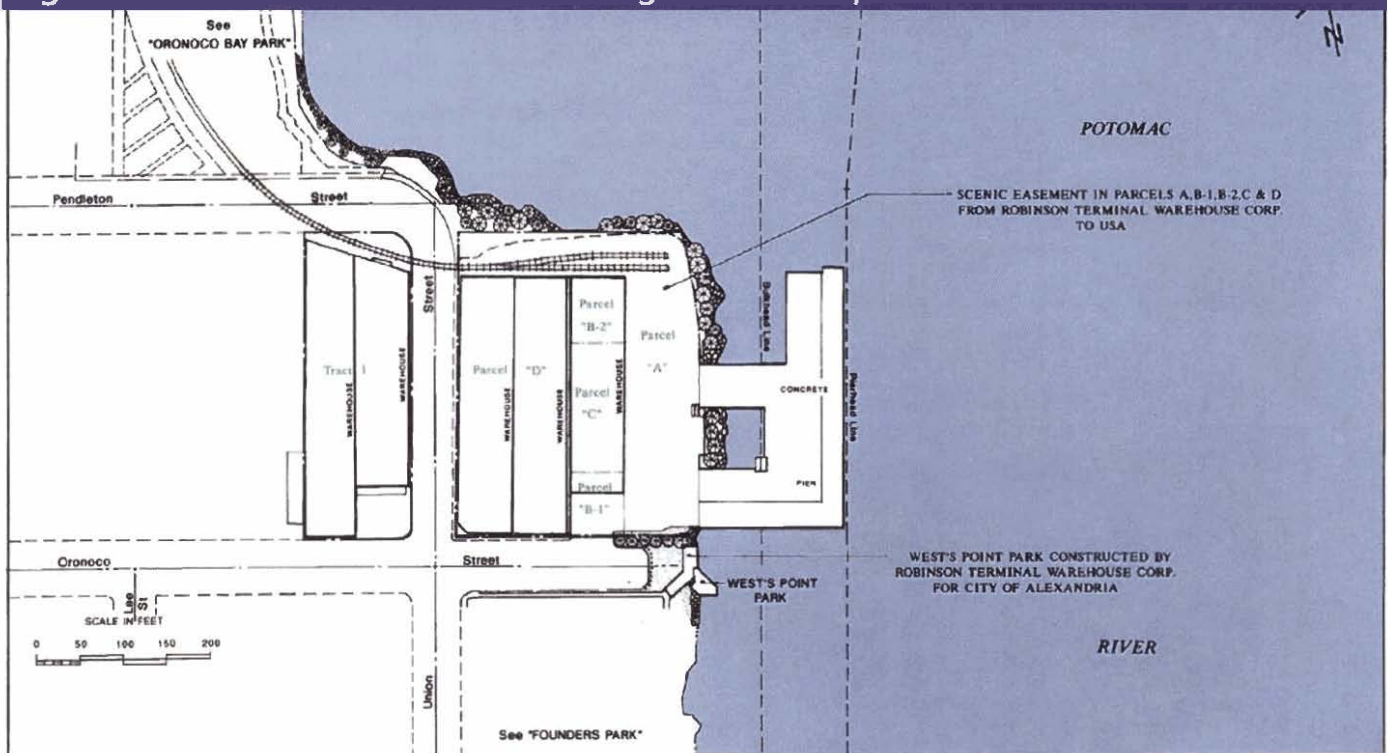




# Robinson Terminal North

The W-1 zone is more restrictive than the federal government settlement agreement in terms of density and height. The settlement agreement allows a square footage of 238,816 square feet on three development parcels with a total buildable lot area of 87,260 square feet, resulting in an effective Floor Area Ratio (FAR) of 2.74. Under existing zoning, a total of 174,520 square feet is permitted with an SUP (2.0 FAR). The proposed maximum density in this Plan constitutes a 64,296 square foot increase over the existing W-1 zoning, but does not exceed the settlement allowances. The W-1 zone currently has a height limit of 55 feet, which accommodates the proposed development on the east side of Union Street (which range from 30-45 feet); the Plan proposes increasing permitted heights by 11 feet to 66 feet on the west side, which is approximately the same height as the adjacent Pipefitter's Union building.

Figure 28: Terminal North Settlement Agreement Map



# Robinson Terminal North

## DEVELOPMENT GOALS:

1. Employ a land use mix and design which invites the public and encourages activity within the proposed development and in the adjacent public spaces.
2. Provide extensive public amenities and free access to and along the water's edge.
3. Improve access by extending Pendleton Street as a pedestrian connection to an improved public pier.
4. Pay homage to historic West's Point through public space design and interpretive features
5. Maintain a building scale compatible with existing fabric to the south and west.
6. Maximize water views from buildings, streets and rooftop open spaces.

Figure 29: Robinson Terminal North Conceptual Massing Model

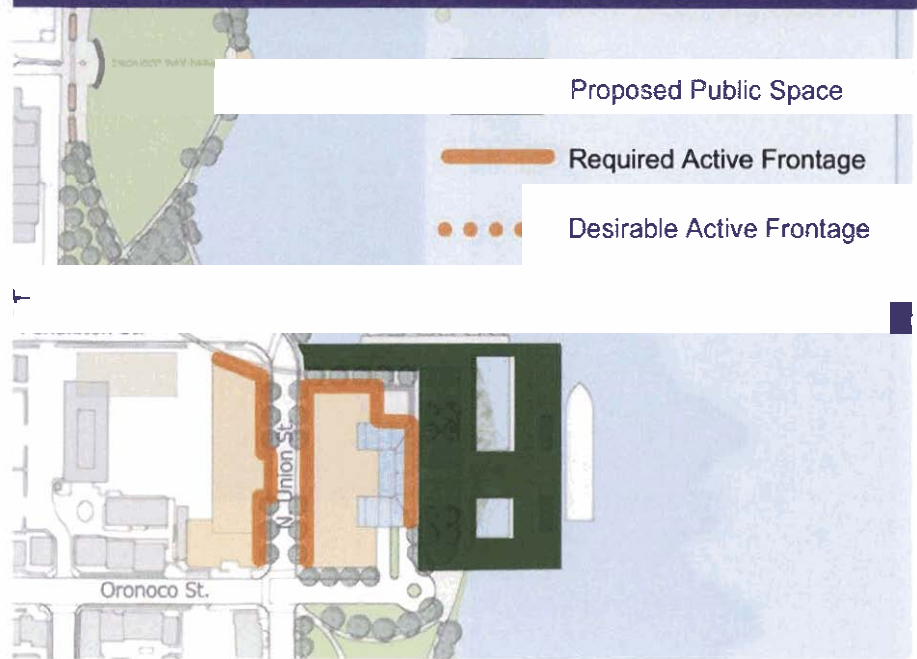


# Robinson Terminal North

## DEVELOPMENT GUIDELINES:

1. Active uses should be part of any development and should constitute the predominant ground floor uses. Active ground floor uses shall be generally located as depicted in the Public Space and Active Frontages Diagram (Figure 30), and shall consist of uses that are open and welcoming to the public during normal business hours, such as lobbies, restaurants, retail, civic or cultural uses.
2. The preferred use on the site east of Union Street above the first floor is a hotel. The second preferred use would be for office.
3. Residential use and design should be compatible with a high level of public activity and located away from the water.
4. Residential use is specifically discouraged east of Union Street unless, as part of SUP and approval, the location, design and specific type of residential proposed is found to:
  - coexist well with planned public activity in the public spaces adjacent to the residential development;
  - provide a welcoming presence to visitors to the waterfront; and
  - preferably not include permanent owner occupied residential units.

Figure 30: Robinson Terminal North Proposed Public Space and Active Frontages



## DEVELOPMENT GUIDELINES (CONTINUED):

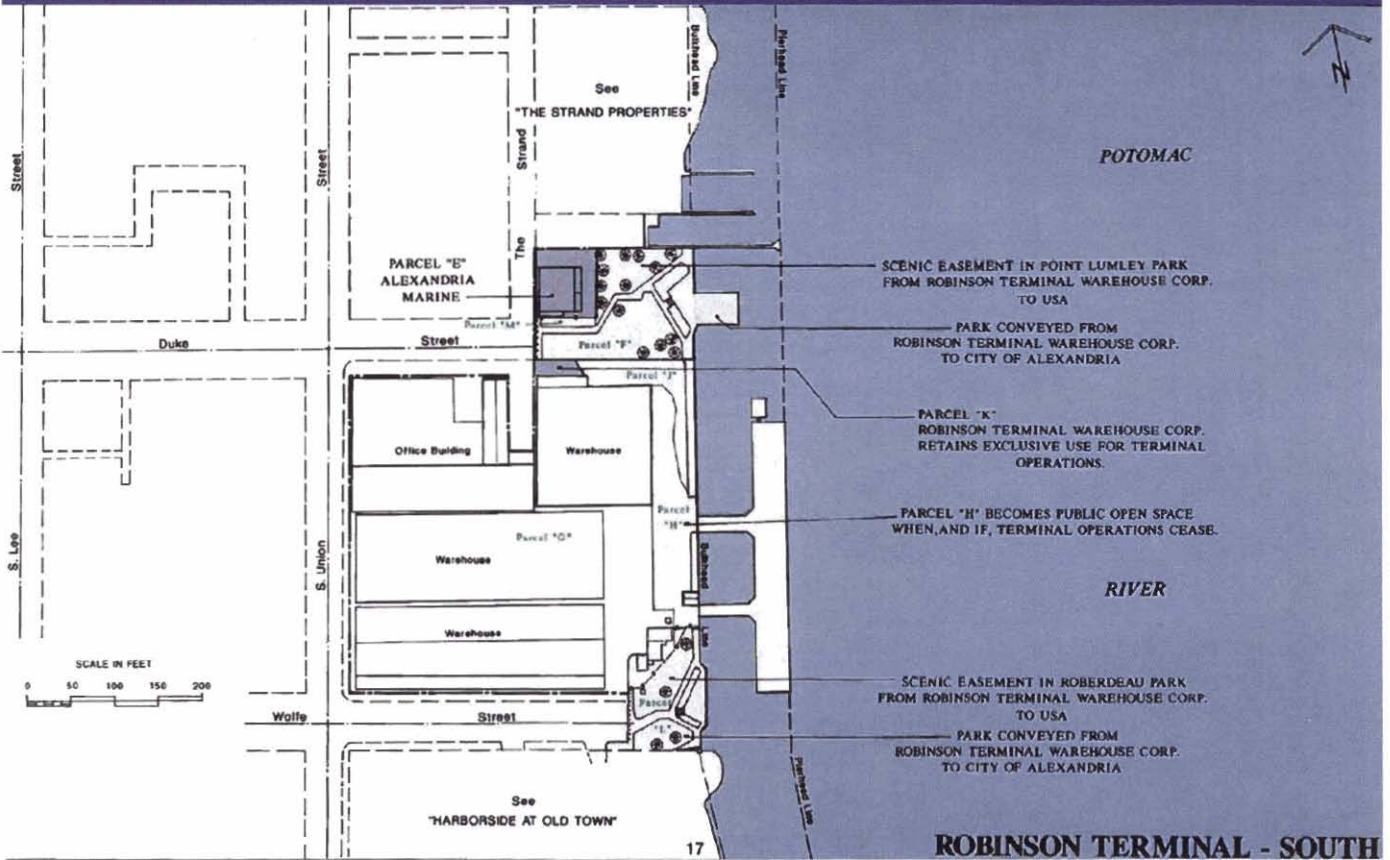
5. The streetscape and pedestrian experience along North Union Street should be enhanced; in addition to undergrounding utilities, providing street trees and appropriate light fixtures, Union Street should present an obvious continuation of pedestrian access between open space areas to the north and south and be improved with, at minimum, wide sidewalks, landscaping and special street paving.
6. Historic interpretation, consistent with the recommendations of Waterfront History Plan, should inform every aspect of the design of the redevelopment and adjacent public spaces.
7. Encourage modern design inspired by historic precedent (such as 19th Century Alexandria warehouse architecture) while maintaining compatibility with nearby residential neighborhoods and ensuring compliance with the Potomac River Vicinity Height District regulations. Reflect historic east-west orientation of buildings, alleys and wharves.
8. Parking for new buildings should be accommodated on site and below grade.
9. The bulk and scale of the buildings should be stepped down from Union Street toward the water.
10. Curb cuts should not be located on any building and/or block frontages facing the water or North Union Street, and should be minimized if facing open space along Oronoco Street.
11. Shoreline treatment at Robinson Terminal North should include native plantings and naturalization where possible.
12. Redevelopment should be compatible with any biosparging technology, or other bioremediation, being employed by the City in treatment of the Oronoco Outfall-Alexandria Town Gas site located at the eastern end of Oronoco Street.
13. Upon redevelopment, public amenities shall be provided by the developer of the site. The specific amenities to be provided will be determined during the development review process. Desirable public amenities include:
  - Public art as a prominent feature of the public realm, both on public and private property. The recommendations of the Public Art Proposal should be incorporated, to the greatest extent possible, in the design for the redeveloped warehouses, pier, and public spaces.
  - Open spaces with public access easements and/or dedications, provided as generally reflected in the Proposed Public Space and Active Frontages (Figure 30). The Plan encourages a new open space to be provided on an improved pier, consistent with the federal settlement agreement.
  - Retention of the Robinson Terminal pier, repaired and expanded to be used as a public space and incorporated into the public space/pedestrian concept for the Waterfront Plan as a whole. The Plan encourages retaining the pier's ability to accommodate larger ships visiting Alexandria. Use of the pier should be active and welcoming to the general public, and should advance the goal of the uninterrupted public pedestrian walkway along the water's edge. Examples of potential uses include water features, river watching, bocce, horseshoes, shuffleboard, plant and sculpture gardens, or outdoor cafes. Any structure erected on the pier should be temporary in nature, such as a tensile structure, fabric awning, or prefabricated, demountable, glass pavilion. The responsibility for the design, construction, maintenance and programming of the pier and public space will be determined in the future; the Plan recommends close coordination between the City and the developer on all of these issues.

# Robinson Terminal South

Like Robinson Terminal North, the Plan envisions redevelopment in the same general scale as outlined in the Settlement Agreement, with height not to exceed fifty feet, which is the existing limit. The two primary parcels, between Duke and Wolfe Streets, consist of 134,158 square feet. Adjacent to the primary parcels is 226 Strand, a 6,258 square foot parcel which currently contains the Alexandria Marine building. This parcel is also considered part of the Robinson Terminal South site under the Settlement Agreement.

Under the Settlement Agreement, a total of 380,528 square feet is allocated across the three parcels. The City's W-1 zone allows a total of 280,832 square feet at a maximum of 2.0 FAR across the three parcels; the Plan's recommendations to move to the Settlement Agreement allowances would increase the maximum permitted density by 99,696 square feet. Under both the 1992 Zoning Ordinance and Settlement Agreement, the maximum height permitted is 50 feet.

Figure 31: Robinson Terminal South Settlement Agreement Map



# Robinson Terminal South

## DEVELOPMENT GOALS:

1. Employ a land use mix and design which invites the public and encourages activity within the proposed development and in the adjacent public spaces.
2. Provide extensive public amenities and free access to and along the water's edge.
3. Improve access by extending neighboring streets and creating new east-west alleys.
4. Create improved pedestrian connections to an improved and expanded public pier.
5. Pay homage to historic Point Lumley through public space design and interpretive features.
6. Maintain a building scale compatible with existing fabric across South Union Street and Wolfe Street.
7. Maximize water views from buildings, streets and rooftop open spaces.
8. Redevelopment that includes a new pleasure boat marina is encouraged.

Figure 32: Robinson Terminal South Conceptual Massing Model



# Robinson Terminal South

## DEVELOPMENT GUIDELINES:

1. Active uses which welcome the public should be part of any development, and constitute the predominant ground floor uses. Active ground floor uses shall be located as generally depicted in the Public Space and Active Frontages Diagram (Figure 33), and shall consist of uses that are open and welcoming to the public during normal business hours, such as lobbies, restaurants, retail, civic or cultural uses.
2. The preferred use on the site east of The Strand above the first floor is a hotel. The second preferred use would be for office.
3. Residential use and design should be compatible with a high level of public activity and located away from the water.
4. Residential use is specifically discouraged east of The Strand unless, as part of SUP and approval, the location, design and specific type of residential proposed is found to:
  - coexist well with planned public activity in the public spaces adjacent to the residential development;
  - provide a welcoming presence to visitors to the waterfront; and
  - preferably not include permanent owner occupied residential units.
5. The streetscape and pedestrian experience along South Union Street, The Strand, Duke Street and Wolfe Street should be enhanced; in addition to special pavement, undergrounding utilities, street trees and appropriate light fixtures, and design should enhance the views of the water, pedestrian access and porosity and reflect the historic orientation of buildings and alleyways.
6. A new east west connection north of Wolfe Street between South Union Street and the pier is strongly encouraged.
7. An extension of The Strand from Duke Street is strongly encouraged, with a pedestrian-only connection at the The Strand/Wolfe Street intersection to buffer the Harborside community.
8. Historic interpretation, consistent with the recommendations of Waterfront History Plan, should inform every aspect of the design of the redevelopment and adjacent public spaces.

Buildings and open space should reflect Alexandria's maritime history.

  - The Plan encourages modern design inspired by historic precedent (such as 19th century Alexandria warehouse architecture) while maintaining compatibility with nearby residential neighborhoods and ensuring compliance with the Potomac River Vicinity Height District regulations.
  - Architecture should reflect historic east-west orientation of buildings, alleys and wharves.
  - The historic 2 Duke Street warehouse shall be preserved and adaptively reused.
9. Curb cuts should not be located on any building and/or block frontages facing the water or South Union Street, and should be minimized if facing residences along Wolfe Street.
10. Parking for new buildings should be accommodated on site and below grade.
11. Shoreline treatment at Robinson Terminal South should include native plantings and naturalization where possible.

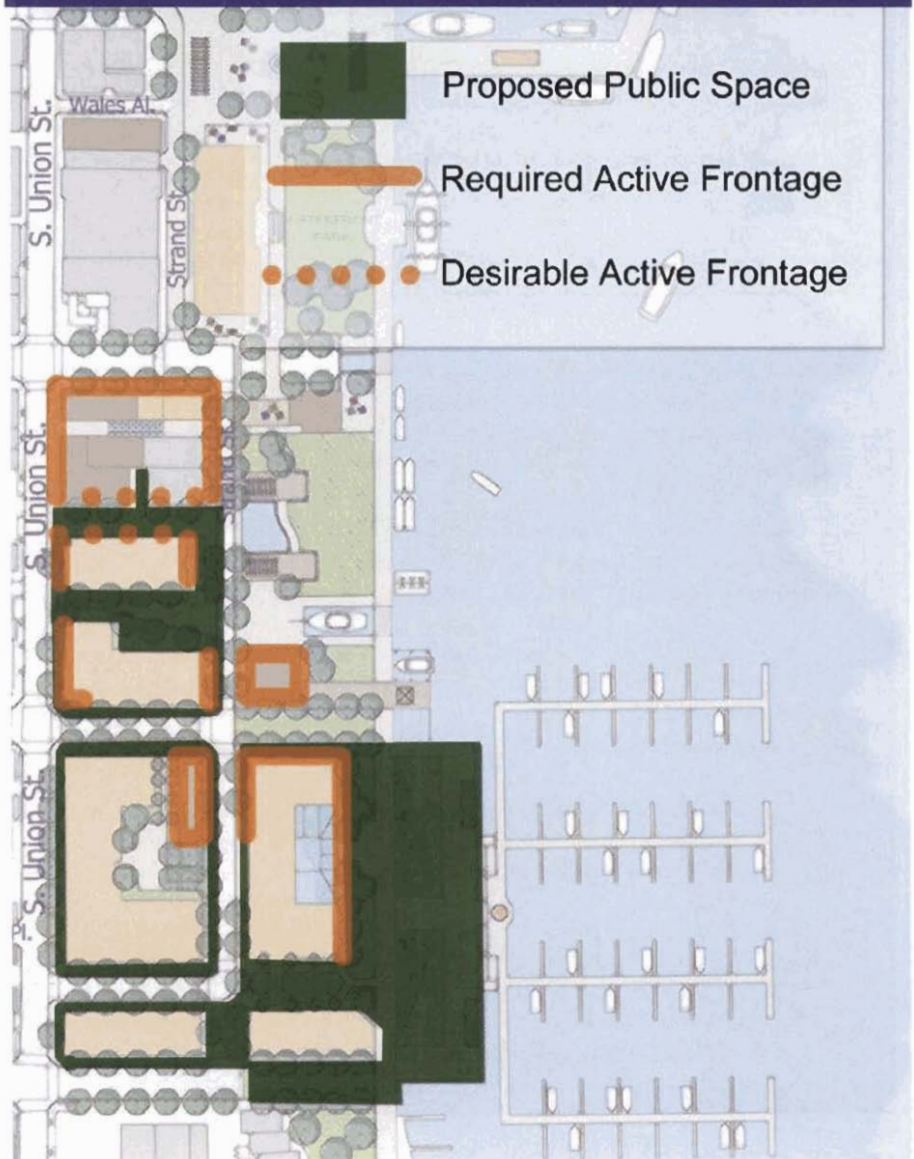
## DEVELOPMENT GUIDELINES (CONTINUED):

12. Robinson Terminal South is a potential location for a new and expanded pleasure boat marina. The proposed marina is conceived to be financially self-supporting as either a publicly or privately built and operated marina, and may be developed and operated in conjunction with the landside redevelopment of Robinson Terminal South. If the developer of the Robinson Terminal South development site does not develop the marina, it shall cooperate with the City and others to allow its development by others.
13. Upon redevelopment, public amenities shall be provided by the developer of the site. The specific amenities to be provided will be determined during the development review process. Desirable public amenities include:
  - Public art as a prominent feature of the public realm, both on public and private property. The recommendations of the Public Art Proposal should be incorporated, to the greatest extent possible, in the design for the redeveloped warehouses, pier, and public spaces.
  - Open spaces with public access easements and/or dedications, provided as generally reflected in the Proposed Public Space and Active Frontages (Figure 33). The Plan encourages a new open space to be provided on an improved pier, consistent with the federal settlement agreement. The Plan encourages the use of Parcel E for park, civic, or cultural activities.
  - Significant improvements shall be designed for Duke, Wolfe and additional street ends with green, pedestrian areas extending from The Strand to the water to expand the waterfront open space area.
  - A new kayak launching area at the foot of Duke.
  - Retention of the Robinson Terminal pier, repaired and expanded to be used as a public space and incorporated into the public space/pedestrian concept for the Waterfront Plan as a whole. The Plan recommends that connections be provided at both the northern and southern ends of the pier, and improvements made to ensure the safety of users. Examples of potential uses on the pier area include water features, river watching, bocce, horseshoes, shuffleboard, plant and sculpture gardens, or outdoor cafes. Until or unless a pleasure boat marina is constructed adjacent to the Robinson Terminal South pier, the use of the pier as a docking location for larger vessels should be maintained.



# Robinson Terminal South - Cummings / Turner

Figure 33: Robinson Terminal South and Cummings - Turner Proposed Public Space and Active Frontages



## Cummings / Turner Block

This large block between Duke and Prince Streets, now owned by three landowners, contains a total of 100,992 square feet of building. The owners of the major parcels are the Cummings and Turner families; a parcel of 1,025 square feet is owned by the Young family. The Development Guidelines anticipate redevelopment with a series of breaks within the block allowing access from South Union Street to the water and park areas. The Guidelines also require the retention and reuse of the historic buildings on the northwestern portion of the block. No settlement agreement governs this property, so the W-1 zone provides the legal development constraints. The Plan recommends changing the zoning to allow development density similar to the adjacent Robinson Terminal South. The current height limitation of a 50 foot maximum will be retained.

The proposed increase in zoning will allow a total of 227,045 square feet, or 72,551 square feet more than the maximum development (154,494 square feet) allowed under existing W-1 zoning. About 72,000 square feet of the total development potential could occur on the Turner properties and the balance on the Cummings and Young properties.

# Cummings / Turner Block

## DEVELOPMENT GOALS:

1. Employ a land use mix and design which invites the public and encourages activity within the proposed development and in the adjacent public spaces.
2. Provide extensive public amenities, with particular attention to the restoration of the historic buildings on the block.
3. Improve access and views to the Potomac River by creating new east-west alleys.
4. Pay homage to Alexandria's waterfront history through public space design and interpretive features.
5. Maintain a building scale compatible with existing fabric across South Union Street and Wolfe Street.
6. Maximize water views from buildings, streets and rooftop open spaces.

Figure 34: Cummings-Turner Redevelopment Conceptual Massing Model



## DEVELOPMENT GUIDELINES:

1. Active uses which welcome the public should be part of any development, and constitute the predominant ground floor uses. Active ground floor uses shall be located as generally depicted in the Public Space and Active Frontages Diagram (Figure 33) and shall consist of uses that are open and welcoming to the public during normal business hours, such as lobbies, restaurants, retail, civic or cultural uses.
2. For the cluster of buildings that includes the historic warehouses, residential (including owner occupied units) is permitted above the first floor along Union Street and around the northwest corner on Prince Street.
3. Residential use and design should be compatible with a high level of public activity and located a distance from the water. Residential use is specifically discouraged east of South Union Street unless, as part of SUP and approval, the location, design and specific type of residential proposed is found to
  - face existing residential development across Union Street;
  - coexist well with planned public activity in the public spaces adjacent to the block;
  - provide a welcoming presence to visitors to the waterfront.
4. The streetscape and pedestrian experience along South Union Street, the Strand, Duke Street and Wolfe Street should be enhanced; in addition to special pavement, undergrounding utilities, street trees and appropriate light fixtures, and to enhance the views of the water, pedestrian access and porosity and reflect the historic orientation of buildings and alleyways:
  - At least two midblock breaks between new buildings, with public space, including alleys and courtyards shall be provided extending from South Union Street to The Strand;
  - A third alleyway between 10 Prince Street and 204 South Union Street shall be opened, with new infill construction permitted, provided that it creates an open, transparent space reflecting the historic alley in that location.
  - Access to uses within the alleys and courtyards is essential to the pedestrian experience;
5. Historic interpretation, consistent with the recommendations of Waterfront History Plan, should inform every aspect of the design of the redevelopment and adjacent public spaces.
  - Buildings and open space should reflect Alexandria's maritime history.
  - The Plan encourages modern design inspired by historic precedent (such as 19th Century Alexandria warehouse architecture) while maintaining compatibility with nearby residential neighborhoods and ensuring compliance with the Potomac River Vicinity Height District regulations.
  - Architecture should reflect historic east-west orientation of buildings, alleys and wharves.

# Cummings / Turner Block

## DEVELOPMENT GUIDELINES (CONTINUED):

6. Redevelopment of any portion of the block should be coordinated with restoration and adaptive reuse plans for the historic warehouse buildings in the block. As part of any SUP for any development of Cummings property, the applicant shall provide a plan for the restoration and adaptive reuse of the historic buildings at 10 Prince Street, 204 South Union Street and 206 South Union Street. Adaptive reuse should emphasize uses that are open to public access and shall include a civic or cultural use.
7. Public art should be a prominent feature of the public realm, both on public and private property. The recommendations of the Public Art Proposal should be incorporated, to the extent possible, in the design for the redeveloped warehouses, pier, and public spaces.
8. Contribute significantly to the public amenities in the new park between the redevelopment block and the Potomac River.
9. **Open space with public access easements and/or dedications shall be provided as generally reflected in the Proposed Public Space and Active Frontages (Figure 33).**
10. Curb cuts should not be located on any building and/or block frontages facing open space.
11. **Parking for new buildings should be accommodated on site and below grade.**
12. Both the Cummings and the Turner properties are encouraged to develop jointly under a single scheme and in such a way as to share amenities such as an on-site restaurant or other common space. However, if that does not occur, each site can develop on its own. At ultimate buildout, the underground parking will share a single entrance on Wolfe Street, with a knock out panel provided between the underground garages.

Table 3: Private Redevelopment Sites: Density and Height Analysis												
Private Development Sites			Settlement (1983)			Current Zoning (1992)			Proposed (2011 Plan)			Change
Site	Land Area	Existing Development	Development	FAR	Max Height	Development	FAR	Max Height	Development	FAR	Max Height	Current Zoning vs Proposed
	sq. ft.	sq. ft.	sq. ft.		ft.	sq. ft.			sq. ft.		ft.	sq. ft.
<b>Robinson Terminal North</b>	<b>87,260</b>	<b>91,814</b>	<b>238,816</b>	<b>2.74</b>	<b>30/45/66</b>	<b>174,520</b>	<b>2.0</b>	<b>30/45/55</b>	<b>238,816</b>	<b>2.74</b>	<b>30/45/66</b>	<b>64,296</b>
<b>Robinson Terminal South</b>	<b>140,416</b>	<b>NA</b>	<b>380,528</b>	<b>2.71</b>	<b>50</b>	<b>280,832</b>	<b>2.0</b>	<b>50</b>	<b>380,528</b>	<b>2.71</b>	<b>50</b>	<b>99,696</b>
<b>Cummings/Turner Block (Total)</b>	<b>77,247</b>	<b>100,992</b>				<b>154,494</b>	<b>2.0</b>	<b>50</b>	<b>227,045</b>	<b>3.0</b>	<b>50</b>	<b>72,551</b>
<i>214-220 S. Union St.</i>	<i>36,162</i>	<i>51,500</i>				<i>72,324</i>	<i>2.0</i>	<i>50</i>	<i>108,486</i>	<i>3.0</i>	<i>50</i>	<i>36,162</i>
<i>203, 205, 211 Strand</i>	<i>26,152</i>	<i>19,232</i>				<i>52,304</i>	<i>2.0</i>	<i>50</i>	<i>73,760</i>	<i>3.0</i>	<i>50</i>	<i>21,456</i>
<i>204-206 S. Union St., 2, 10 Prince St.</i>	<i>14,933</i>	<i>30,260</i>				<i>29,866</i>	<i>2.0</i>	<i>50</i>	<i>44,799</i>	<i>3.0</i>	<i>50</i>	<i>14,933</i>
<b>Total</b>	<b>304,923</b>					<b>609,846</b>			<b>846,389</b>			<b>236,543</b>

Table 4: Private Redevelopment Sites: Uses				
Site	Owner(s)	Current Use	Required Uses	Preferred Uses
<b>Robinson Terminal North</b>	Washington Post	Warehouse	Ground Floor Retail	Hotel
<b>Robinson Terminal South</b>	Washington Post	Warehouse	Ground Floor Retail	Hotel
<b>Cummings/Turner Block (Total)</b>	Various			
<i>214-220 S. Union St.</i>	<i>Cummings</i>	<i>Warehouse with Art League Annex</i>	<i>Ground Floor Retail</i>	<i>Hotel</i>
<i>203, 205, 211 Strand</i>	<i>Turner</i>	<i>Retail, parking lot, PRC office, Chadwicks</i>	<i>Ground Floor Retail</i>	<i>Hotel</i>
<i>204-206 S. Union St., 2, 10 Prince St.</i>	<i>Cummings/Young</i>	<i>Historic warehouses, retail (gemstones, bikes)</i>	<i>Ground Floor Retail, Civic, Cultural</i>	<i>Civic, Cultural</i>



# 4

## *Transportation, Circulation, and Parking*

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Old Town Alexandria – and the waterfront planning area in particular – is predominantly mixed-use and pedestrian-oriented, having been used by city residents, businesses and visitors for more than 350 years. In addition to walking, visitors and residents to the waterfront use all forms of travel ranging from personal vehicles to water taxis, motorcoaches, trolleys, buses and bicycles, giving the waterfront a true multi-modal transportation system.

Testing the Waterfront Plan’s proposed changes with the area’s multi-modal transportation and parking systems has been an essential element of the waterfront planning process; the City will only support a future vision for the Waterfront that has adequate transportation and parking systems to support it. It has therefore been imperative in planning for the City’s waterfront that any increase in private or public activity not overwhelm the existing multi-modal transportation and parking systems by increasing vehicular or pedestrian congestion or parking impacts for residents, businesses or visitors beyond which this area can support.

Recent studies on pedestrian and vehicular traffic, motorcoach travel and parking allow a better understanding of existing and future conditions, opportunities and constraints and help ensure that the proposed plan will coexist in Old Town’s sensitively calibrated transportation and parking systems. To support a more active waterfront, the transportation and circulation strategies in this plan strengthen the existing multi-modal system and strengthen the range of mobility options for employees, residents and visitors. They also address parking needs for the future, with approaches that involve monitoring waterfront resident and visitor habits over time. The goal is for Old Town residents and businesses, living with a residential, commercial and civic mix of uses as neighbors, to be assured a balanced, livable environment into the future.

### Vehicular Traffic

Alexandria’s location within the region makes it highly accessible to other parts of Virginia and to Maryland and Washington, DC due to an adjoining interstate transportation network and to north-south principal arterials. Washington Street and Patrick/Henry Streets, which are just blocks from the planning area’s western boundary, connect Old Town to the George Washington Memorial Parkway and to Route 1, respectively. These regionally important roadways provide critical north-south connections for drivers travelling not only to and from Alexandria but also through Alexandria and to and from areas beyond it. The upper end of King Street includes the passenger heavy rail service of Metrorail, VRE commuter rail and Amtrak. As shown in Figure 35, within the waterfront planning area, there is a network of roads that run in an east/west direction. At both the southern and northern end of the area development or natural areas create a terminus to eastbound traffic, blocking travel to the waterfront.



The *Alexandria Waterfront Traffic Impact Study* was performed as part of the waterfront planning effort to analyze future conditions in the transportation network that attends Old Town and the waterfront. The study identified six key intersections for analysis of traffic and pedestrian volumes as well as operations and capacity limitations at the intersections. The intersections were selected because they are major access points from Washington Street to the east-west streets that carry vehicular traffic to and from the east part of Old Town and the Waterfront. These six key intersections were studied during peak weekday morning and evening hours and the mid-day peak hours on Saturday:

- ◆ First Street/ Washington Street
- ◆ Cameron Street/  
Washington Street
- ◆ King Street/ Washington Street
- ◆ Prince Street/ Washington Street
- ◆ Duke Street/ Washington Street
- ◆ Franklin Street/  
Washington Street

The traffic study concluded that traffic will continue to increase on Washington Street through 2030 with a corresponding deterioration in the level of service at intersections. However, the increased congestion is not a result of the planned new development along the waterfront but primarily due to growth in regional background traffic, including through traffic coming in from or going to Fairfax County to the south. Significantly, the study found that the traffic generated by the additional waterfront development would not be perceptible to persons driving through the six intersections that were studied. The most impacted intersections under current conditions are Duke Street and Washington Street during the AM peak hour and Cameron Street and Washington Street during the PM peak hour. The most congested intersections under projected conditions in 2030 are Franklin Street and Washington Street during the AM peak hour and Cameron Street and Washington Street in the PM peak hour.

The City does not plan to add or widen streets within the existing street grid. Signal timing adjustments and exploring the addition of protected left turn movements, will not only help manage through traffic but can also optimize the distribution of waterfront-bound traffic. As to waterfront-specific traffic, the City's strategy is to remove the vehicles from the street as soon as possible by proactively directing drivers to parking garages. The City is currently implementing a Wayfinding program, which is a toolbox of signage and information resources to efficiently guide and disperse all modes of transportation – pedestrian, vehicular, bicycle, transit and motorcoaches -- to and through the waterfront and relieve congestion on heavily traveled routes, such as King Street. The Plan recommends a parking approach for the waterfront that builds on the work of the recent Old Town Area Parking Study and the Old Town Area Parking Study Work Group to identify parking locations and intercept vehicles before they reach the waterfront and the residential neighborhoods near the Potomac River in order to reduce vehicular congestion in those areas.

**RECOMMENDATIONS:**

- 4.1: Complete implementation of the City's Wayfinding program to facilitate access to and throughout the planning area, to provide pedestrian and bicycle way-finding, and to direct motorists to parking garages.
- 4.2: Enhance the current carpool and bus ridership campaign.
- 4.3: Explore signal timing adjustments and the addition of protected left turn movements on Washington Street.

**Pedestrian Movement**

With its historic buildings, parks, small blocks, narrow roadways and alleys in a traditional grid, Old Town accommodates pedestrians better than any other mode of travel. Pedestrian travel is the most basic and essential means of mobility along the waterfront, with opportunities ranging from the boardwalks near the Marina and Torpedo Factory to the popular sidewalks along King Street where the eclectic, pedestrian-scaled character of the area encourages residents and visitors alike to explore by foot. The Plan therefore includes recommendations to improve pedestrian connectivity and safety and to reduce pedestrian congestion.

The most significant pedestrian recommendation in the Plan envisions that a pedestrian walkway will extend along the entire Alexandria riverfront to include the eastern frontage of Daingerfield Island on the north. Implementation of this key Plan feature will create connectivity from one end of the waterfront to the other and give pedestrians wider public access to the Potomac River in the future.

The path along the river is not fully accessible today because of both visual and physical barriers that interrupt the connectivity. Examples of physical barriers include the private future redevelopment sites at both Robinson Terminal North and South, as well as the Old Dominion Boat Club facility and parking lot. Visually, pedestrian wayfinding is confused by such barriers, and by visual and physical impediments associated with the two Robinson Terminal sites. With the implementation of the Plan, the Robinson Terminal sites will include public access along the water, part of which will be incorporated as an extension of the public walkway. The Plan also recommends removal or reorientation of the ODBC parking lot, which will expand open space at the foot of King Street and aid in the connections between King Street and the southern portions of the waterfront.

**Table 5: Pedestrian Volumes**

Intersection	AM Peak Hour	PM Peak Hour	Saturday Peak Hour
1. First Street/ Washington Street	9	41	28
2. Cameron Street/ Washington Street	48	103	163
3. King Street/ Washington Street	203	603	1569
4. Prince Street/ Washington Street	42	96	292
5. Duke Street/ Washington Street	33	60	136
6. Franklin Street, [redacted] Street	[redacted]	65	124

There are also locations that are not fully wheelchair accessible, presenting additional challenges for persons with disabilities. For the disabled, accessibility should mean ensuring that there is multi-sensory access to public art and historic interpretation and multi-sensory and physical access to and within public spaces. It also means accessibility to and along an expanded marina and to commercial and private water-related vessels. The Plan recommends that the City's Commission on Persons with Disabilities be involved in the development and implementation of future Design Guidelines to ensure that persons who are vision, hearing, and mobility impaired have full access to the waterfront and its many resources and activities.

The *Alexandria Waterfront Traffic Impact Study*, which focused on access from the main north-south arterial, Washington Street, to the waterfront, found that pedestrian volumes are the greatest at the King and Washington Streets intersection, with 1,569 pedestrians crossing at the peak hour on Saturdays. The second most popular intersection for pedestrians on Washington Street is at Prince Street, with 292 pedestrians crossing at peak times on Saturdays. As a general rule, volumes of pedestrians are highest along King Street, and in addition to the Washington Street intersection, particularly between Lee Street and the waterfront.

Data from pedestrian counters at the entrances of the Torpedo Factory show a 471,271 count in 2008 and 514,414 in 2009. Additionally, Recreation Parks and Cultural Activities (RPCA) maintains a counter on the flagpole near the Potomac Riverboat Company ticket booth at the marina. It helps measure increases and decreases in pedestrian trends by tracking weekly volumes for certain times of day within 15 feet of the device eye. For the week of July 4, 2010, the weekly count was 18,462; the count for the week of Labor Day (September 6, 2010) was 20,519; and the count for the week prior to Labor Day was 12,065.

#### **PEDESTRIAN CONGESTION RECOMMENDATIONS:**

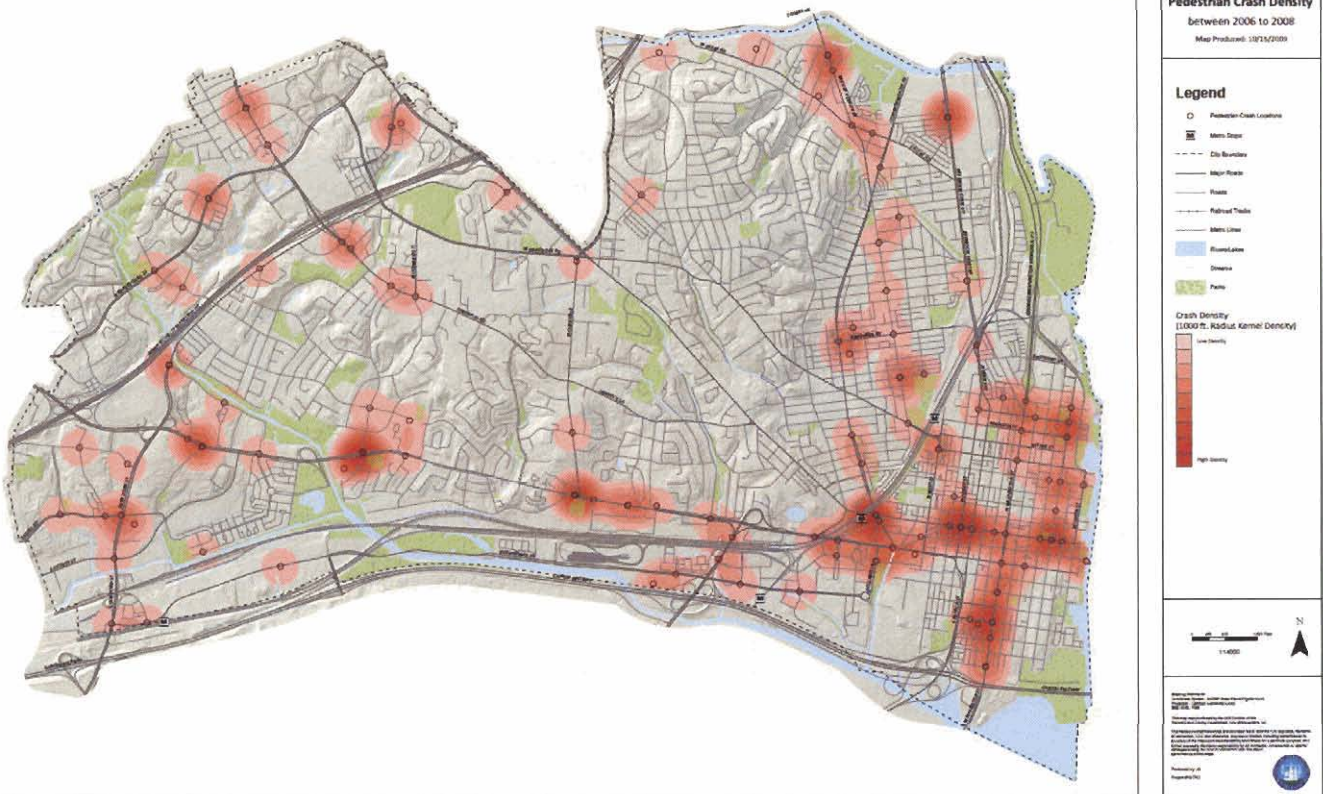
- 4.4: Enlarging the pedestrian hub at King and Union Streets, by closing the unit block to most vehicular traffic, maintaining police, fire, EMS, and delivery, trolley and motorcoach access as necessary, and creating Fitzgerald Square to give pedestrians more room to congregate, but also allowing them a sense of where they are in relation to other points of interest along the waterfront;
- 4.5: Placing key destinations along the waterfront will help disperse pedestrians and vehicles both north and south of King Street;
- 4.6: Implementing the Art Walk concept, as just an example, provides visual interest all along the riverside path, which will be physically continuous. It will give people more reason to move from King Street at Union Street and start their waterfront experience somewhere other than King and Union Streets.
- 4.7: Implementing the adopted Wayfinding Program will guide pedestrians to key destinations; and
- 4.8: Using pedestrian counters at strategic locations along the waterfront and frequent monitoring and tracking of the counts to enable adjustments when necessary to strategies designed to address pedestrian congestion.

To improve pedestrian safety in general and, in particular, between pedestrians and bicyclists and pedestrians and vehicles, the City regularly improves sidewalks, signs and markings, and installs ADA accessible ramps and encourages the use of City-designated bicycle routes by cyclists. Further, the Plan recommends pedestrian safety improvements at high-conflict intersections, with specific locations identified in Figure 36: Crash Map. In terms of pedestrian and vehicular conflicts, crash analysis shows that injuries tend to be minor because of the slow speeds occurring at the conflict intersections reflected in Figure 36.

**PEDESTRIAN SAFETY RECOMMENDATIONS:**

- 4.9: Add pedestrian facilities including pedestrian signals where appropriate and accessible curb-ramps where missing.
- 4.10: Implement pedestrian safety improvements at high-conflict intersections, with specific locations depicted in Figure 36: Crash Map.
- 4.11: Accessible pedestrian infrastructure should be incorporated into new pedestrian facilities and the current practice of inclusion of the Commission on Persons with Disabilities at 30% design should be continued in the development of waterfront design guidelines for public infrastructure and in guidelines for public art and historic interpretation to make sure that persons who are vision, hearing and mobility impaired have full access to interior and exterior public resources, including the marina. Such access plans need to be coordinated with federal boat standards.

Figure 36: Crash Map



## **Bicycle Travel**

The Alexandria waterfront has excellent bicycle access. While the on-street bicycle network has relatively few bicycle lanes, the slow design speed and pedestrian orientation of most streets on the waterfront encourage bicycles to 'take the lane' when traveling on Old Town streets. Significant off-street facilities include the 18-mile long Mount Vernon Trail (north-south) and the 3-mile long Woodrow Wilson Bridge Trail (east-west). Bicycle sales, rentals, repair facilities, as well as bicycle parking and restrooms are available along the waterfront.

The Mount Vernon Trail runs between George Washington's Mount Vernon Estate and the Key Bridge in Rosslyn. In Alexandria, the Mount Vernon Trail begins and ends as a shared-use paved path, but through Old Town cyclists must use local streets, including a signed, on-road bikeway along Union Street between Pendleton and Jefferson Streets. This Plan is not recommending changing that arrangement. While Union Street is considered the "spine" of the Mount Vernon Trail in Alexandria and is often used as the slow route through Old Town, many cyclists also use an alternate, parallel route on Royal Street because it offers a faster and more direct connection between the Woodrow Wilson Bridge and Daingerfield Island with fewer potential pedestrian conflicts.

At a regional level, the Mount Vernon Trail also provides connections to the 45-mile long W&OD Regional Park and the 184-mile C&O Canal. Since 2009, the Mount Vernon Trail has also provided a connection to Prince George's County, Maryland via the three-mile long Woodrow Wilson Bridge Trail. A junction on South Washington Street near Jones Point Park also provides a non-motorized connection to Huntington Avenue in Fairfax County and allows bicyclists to navigate around the formidable Route 1 corridor from Huntington to Old Town.

The east-west bikeways that connect to the waterfront range from shared use paths at Four Mile Run and the Woodrow Wilson Bridge to on-street bikeways in Old Town. Pendleton Street is a key route to the Braddock Road Metrorail station which has been designated with shared-lane markings for bicyclists. Two one-way couplets, Cameron Street and Prince Street (partially one-way), offer wide lanes and typically slow-moving traffic to facilitate on-road bicycle travel. The City is also making safety improvements along Wilkes Street between Route 1 and the Wilkes Street Tunnel to encourage better bicycle connections to the Eisenhower Valley.

A critical planned enhancement along the Mount Vernon Trail for pedestrians and bicyclists is funded through the Northern Virginia Regional Commission. Safety improvements on East Abingdon Drive west of the Mirant Plant will improve safety and connectivity to the waterfront for southbound cyclists on this section of trail. Additional enhancements for cyclists will include better connections to Jones Point after completion of the park renovation, safety improvements along Wilkes Street, and a variety of other improvements to bicycle trails serving the area that are currently underway by the City or U.S. National Park Service.

Improved bicycle services, including parking, is an important element of the Plan. The Plan creates an opportunity to expand upon current successful bicyclist services, such as the recently included bike racks on DASH buses. Because cyclists are understandably reluctant to visit an area without support services available, this Plan proposes to add those services at key locations along the Waterfront. Specifically, the plan envisions a bicycle parking station at or near the foot of King Street, with additional parking facilities in Oronoco Bay Park. In addition, facilities for refreshments as well as bicycle repair are envisioned as part of the non-vehicular Waterfront experience.

## BICYCLE RECOMMENDATIONS

- 4.12: Provide improved signage for bicyclists to help delineate the urban section of the Mount Vernon Trail.
- 4.13: Implement a bike sharing station to connect the waterfront to a larger regional system that will extend the reach of transit and the parking system as part of a City-wide program.
- 4.14: Rehabilitate and make surface improvements to the Mount Vernon Trail.
- 4.15: Reconnect waterfront bicycle routes to Jones Point Park as part of the renovation efforts for that park.
- 4.16: Apply and enforce on and off road bicycle laws to help improve bicycle safety and minimize pedestrian and bicycle conflicts and vehicular and bicycle conflicts as recommended in the 2008 Pedestrian and Bicycle Mobility Plan.
- 4.17: Provide additional bicycle parking on the waterfront in Oronoco Bay Park and near at the foot of King Street with more racks and/or covered bicycle shelters.
- 4.18: Explore improved bicycle facilities on North Union Street and North Royal Street, as recommended in the 2008 Pedestrian and Bicycle Mobility Plan.

## Transit

The waterfront planning area is well served by the King Street Trolley and a network of bus routes, primarily operated by the DASH system.

The King Street Trolley has conveyed 1.2 million passengers between the Potomac River and the waterfront since the service began in April 2009. It runs seven days a week, every 20 minutes, between 11:30 a.m. and 10:00 p.m. conveying people between the Torpedo Factory at the waterfront and the King Street Metrorail station. Periodic count samples show that approximately 68% of east bound ridership begins at the King Street Metro and 42% of west bound ridership begins at Union and King Streets. It is free to users, supported by an increase in the hotel occupancy rate. A survey of riders found :

- ◆ 98% view the trolley as making Alexandria a more desirable place to visit;
- ◆ 76% of nonresidents said it increased the number of restaurants and businesses used; and
- ◆ 24% said they would not have made the trip to Old Town but for the trolley. Of the 76% who would have come anyway, 33% would have used a personal car or taxi amounting to approximately 300,000 people who would have added to the vehicular congestion in Old Town without the trolley.

A series of recommendations for enhancing King Street Trolley service are included in the 2009 King Street Retail Study. This Plan supports those important transit recommendations, most notably:

- ◆ Expanding the trolley hours to 9:00 am to 11:00 p.m., or later on Friday and Saturday nights, to better accommodate a range of users, including employees, students, visitors;
- ◆ Increasing the frequency of trolley trips to a headway to 10-15 minutes for convenience for users; and
- ◆ Maintaining the trolley turn-around location at the foot of King Street.

There are five dedicated trolleys used for the King Street Trolley service, three of the five are used everyday to provide the service. The other two are spares. All five of the trolleys have a lift for persons with mobility disabilities. In cases of

major emergencies or vehicle breakdown, other trolleys may be put into service which are non accessible; however, this is a rare and infrequent occurrence.

There are six Alexandria DASH bus routes that provide regular and reliable east-west and north-south service through the waterfront planning area and including stops at the Braddock and/or King Street Metro Stations. Moreover, WMATA provides regional bus services to the greater Alexandria, Fairfax and Arlington county areas as well as to the District of Columbia, supplementing the Metro which also provides service to those areas. The City's Department of Transportation and Environmental Services reports that all DASH buses are accessible as defined by the Americans with Disabilities Act, meaning they are all wheelchair accessible with room for wheelchair seating.

During development of the Plan, residents and stakeholders expressed a desire to supplement the King Street Trolley route with a north-south route that originates in the Strand area to connect to activity centers located north of Founders Park. Future parking needs may also support the need for an easy connection to existing parking garages in the north Old Town area along the Potomac River. Shuttles or an expansion of the trolley service can be explored if and when development and tourism supports its operation, and may be part of a route for connecting the waterfront to the Braddock Road Metro station, the future Potomac Yard development and/or Del Ray, provided it can be done without harm to existing neighborhoods. Until that time, existing bus transit service appears adequate to serve the north-south routes near the waterfront and can be enhanced during special events to garages outside the core Plan area.

Figure 37: Motorcoach Locations Map





Motorcoach routes and loading and unloading are difficult issues requiring careful balancing of the needs of visitors, businesses and residents. The question relates to the transportation system however and it is important that coaches not overwhelm the capacity limitations of the transportation network. A City stakeholder task force met over the last few years to assess the issue and develop solutions. Below is a map of the approved motorcoach circulation in Old Town providing access to loading, unloading and parking facilities.

Motorcoaches may currently load and unload passengers in convenient proximity to the waterfront activity centers in designated locations shown in Figure 37, which were recommended by the City Motorcoach Task Force. Figure 37 also shows on-street reserved parking spaces available in Old Town as well as long-term parking spaces available at the George Washington Masonic Temple and Wheeler Avenue near Duke Street. Users may reserve the spaces through an online permitting system or by contacting the City by phone. Information about Motorcoach parking and loading in the City and in Old Town is found on the City website (<http://alexandriava.gov/Motorcoach>). Any changes in locations to current loading or parking areas as part of the implementation of this Plan shall not result in a loss of motorcoach parking spaces and parking areas and will be made in coordination with the recommendations of the City Motorcoach Task Force.

#### **TRANSIT RECOMMENDATIONS:**

- 4.19: Continually assess existing transit service to determine where enhancements are needed.
- 4.20: Consider transportation linkages between the waterfront, Braddock Road Metro, Potomac Yard and Del Ray as a long term goal.
- 4.21: Increase King Street trolley service between the King Street Metrorail station and the waterfront by decreasing headways and reinstating longer hours of operation.
- 4.22: In the short and mid-term explore use of shuttle and other short-distance transportation services for those utilizing remote parking facilities and Metro Stations during special events
- 4.23: Maintain turn-around area for trolleys at the foot of King Street.
- 4.24: As Plan implementation affects motorcoach parking needs and locations impacts, study and relocate locations as necessary.

## Water Taxi and Water Transportation

Among transportation modes, the most relevant and historically important to the Waterfront are those that provide travel by water. Water transportation was once the lifeblood of the City; Alexandria was created because of its port potential. Today, communities in the Washington D.C. region are rediscovering and replanning their waterfronts and recognizing the efficiency and desirability of water transportation. With density centers located along the Potomac River, water vehicles have become one of the main opportunities for people to enjoy the water. The Potomac River is the last major untapped north-south transportation corridor in the D.C. region.

The Potomac Riverboat Company, which operates from its offices on the Strand, offers water taxi service between Alexandria's City Marina and National Harbor in Prince George's County, Maryland, ferrying an estimated 100,000 visitors per year. The service – a 20-minute one-way trip – runs daily in the spring, summer and fall and on an abbreviated evening schedule during the winter months, with plans for expansion. The Potomac Riverboat Company also offers boat service from Alexandria to Washington, DC with service to the Nationals Stadium during baseball season and to Georgetown. In addition to offering water taxi service, the company offers cruises to Mount Vernon and private charters. The Potomac Riverboat Company has a total fleet of 8 vessels, a current license to dock vessels at the City Marina, and anticipates expanding its services.

Two other commercial vessel companies also have current licenses to dock at the City Marina, thereby attracting residents and visitors to the waterfront. Potomac Party Cruises offers lunch and dinner cruises daily along the Potomac River on two vessels: the 98 foot Dandy and Nina's Dandy, which is 138 feet long. In addition, the Potomac Belle, a 59 foot long vessel, accommodates approximately 25-35 passengers and offers charters along the Potomac to Georgetown and Mount Vernon during the spring and summer season.

Alexandria is periodically a stop for cruise ships and visiting historic ships such as the Godspeed, which bring visitors to the waterfront. The City also recognizes the possibility of a high speed water commuter service emanating from Prince William County to Washington, D.C. with the potential for a stop in Alexandria. Water taxi service to National Airport may also be feasible.

This plan recommends that as part of the marina expansion, more emphasis be placed on docking for commercial vessels to help improve the financial viability and sustainability of the marina and the local economy, and to reduce vehicular traffic and parking demand.

### WATER TAXI AND WATER TRANSPORTATION RECOMMENDATIONS:

- 4.25: Commercial and pleasure boat activity should be segregated as much as possible to enhance each operation: commercial boating should be combined together in the vicinity of King Street; pleasure boat marina should be moved to the south;
- 4.26: Water taxi stops and docking should be moved from their current location on the wharf near the Chart House to the King Street pier in order to reinforce Fitzgerald Square as the "hub" of the waterfront and make the commercial boat operations, especially the water taxi, more visually and physically accessible to the public;

- 4.27: The Plan recommends locating lower-frequency commercial boat operations, such as regular lunch and dinner cruises and charters, at the wharf near the Chart House and on a new Cameron Street pier. If needed, a third commercial pier is recommended between Thompsons Alley and Founders Park.
- 4.28: All public locations in the commercial and pleasure boat marinas should be accessible, including facilities for boarding vessels. The Plan recommends that a parking station for airport-style golf carts be provided in the Food Court parking garage so that carts can be employed by the private sector to shuttle mobility-impaired passengers to commercial boats.
- 4.29: Deep-water docking should be retained at the Robinson Terminal North location;
- 4.30: The Plan recommends that a new pleasure boat marina be located offshore of Robinson Terminal South. Tie-ups should be available in front of Waterfront Park and the Strand for daytrippers visiting by boat.
- 4.31: Ensure all ancillary facilities needed to operate the marina in an efficient manner are provided and that appropriate amenities are provided for boaters and commercial passengers visiting the waterfront .
- 4.32: Commuter service with a stop in Alexandria reated via marine vessel should be encouraged with Potomac River speed limitations along Alexandria lifted fpr such vessels as long as low-wake boats are used.

## **Parking**

When the waterfront had many industrial and warehouse uses, parking was a waterfront land use as well as an amenity for visitors to Old Town and the waterfront. As time has passed, the area's multi-modal connectivity has improved. However, as well as the waterfront area may be served by pedestrian, bicycle, transit, and water transportation, motor vehicles will continue to bring people to Old Town to enjoy the waterfront, especially when the enhanced features of this plan are implemented. Therefore, the plan includes strategies, analysis and recommendations for the parking needs that attend the future changes the waterfront plan envisions.

### ***Parking Strategy: Principles Guiding Waterfront Parking***

The goal of the Waterfront Plan's parking strategy is to support existing and desired land uses and to safeguard nearby neighborhoods, and is supported by the following principles:

- ◆ *The land adjacent to the water is for people, not cars.* The Plan proposes to relocate the Old Dominion Boat Club parking lot or, alternatively, to eliminate the Old Dominion Boat Club (ODBC) parking lot. In order to accomplish a change in the ODBC parking lot situation, negotiations in regard to land would need to occur. The Plan also proposes to eliminate the surface parking lot on the Strand between Chadwick's and the river and replace it with a park. The Plan also proposes to eliminate a few on-street parking spaces where King, Prince and Duke Streets meet the Potomac River and reorient that space for public use.
- ◆ *Do not build new public spaces; maximize use of existing spaces.* The Old Town Area Parking Study found that even at peak periods, such as Friday evening, there are some 700 available unused parking spaces in the Waterfront core area. The Plan's parking strategy is to continue actions to promote greater use of garage spaces by people who are now parking on the street, especially longer term parkers. These actions include the Wayfinding program and installation of multi-space meters. These steps

also encourage short-term use of on-street parking, resulting in more rapid turn-over and a greater likelihood of spaces being available for short-term parkers. Over time, as parking demand increases, the Plan proposes that the City and the business community work with the owners of existing private garages to open them for public use.

- ◆ *Protect nearby neighborhoods from excessive parking impacts from Waterfront visitors.* The City is implementing a series of recommendations of the Old Town Area Parking Study, including regular monitoring of parking in the adjacent nearby neighborhoods, and further discussion about permit parking, with the intent to implement protection strategies when or if they are needed.
- ◆ *Move some uses closer to existing parking.* When all of the Strand surface parking lot becomes a park, the Plan proposes to relocate the Dandy cruise boats to the Cameron street pier area, close to several parking garages.
- ◆ *Parking for certain waterfront uses – cultural, retail and restaurant locations – need not be located within or adjacent to the use.* People visiting the waterfront for fun will have multiple destinations, so they only need to park close to one of those destinations. The area immediately adjacent to the waterfront is a very pleasant walk and the walk from car to destination is part of the experience of Old Town.
- ◆ *Parking for new hotel, office and residential uses should be provided on site; new development projects in these categories should provide the parking on site that its users will demand.* Workers and residents are people who are going to the same destination every day and those who drive will expect to have parking very close by. The Plan proposes that new hotel, office, and residential development projects provide the parking their users will need. The parking ratios should be low, to reflect the multiple modes of travel available and the City's interest in encouraging arrival by modes other than single-occupant vehicle.

**Table 6: Core Area Garage Spaces and Utilization**

	<b>Current Conditions</b>			
	Spaces	Friday Evening Utilization	Spaces Available	Spaces Available
<b>Waterfront Core Parking Area</b>		(7-8 PM)	(Self - Park)	(Valet)
L9. The Strand Parking Lot	85	118%	0	0
L10. Altman's Lot*	87	11%	77	121
G1. Solo Garage	25	84%	4	17
G2. 115 S. Union Garage	68	51%	33	67
G3. Torpedo Plant Condo Garage	361	64%	130	310
G4. Thompson's Alley Garage	43	58%	18	40
G5. N. Union Street Garage	174	33%	117	204
G6. Market Square Garage	196	79%	41	139
G7. Tavern Square Garage	164	17%	136	218
G12. Altman's Garage*	62	24%	47	78
<b>Total:</b>	<b>1265</b>	<b>52%</b>	<b>604</b>	<b>1194</b>

## Supply and demand

The Old Town Area Parking Study, completed in February 2010, analyzed parking utilization and occupancy in approximately 85 city blocks of Old Town between King Street Metro Station and the Potomac River and centering on King Street. The study identifies all parking spaces in the study area and highlights those locations where parking is currently under utilized and further capacity exists. Although parking in the Old Town area is often perceived to be limited with a demand beyond its capacity, the Parking Study concludes that issues with Old Town parking relate to proximity, rate, and availability and not to overall capacity. A significant finding of the Study relates to the excess capacity in many garages in Old Town, even at peak times. Thus the Study's parking management recommendations include serious suggestions for better utilization of garages as a key to improving parking availability now and in the future.

As to the waterfront, the Parking Study overlaps the waterfront planning area in part and provides critical information to guide the City's efforts and to assure that adequate parking exists for future planned waterfront uses. For example, within the waterfront core area, consisting of those blocks between Union and Pitt Streets, and between Duke and Princess Streets, there are currently a total of 2693 on street and garage parking spaces available to the public. Of those, a full 721 spaces were not being utilized on a Friday evening, thus providing ample existing capacity. When only the spaces in garages that are open to the public are considered, the Study found a total of 1265 spaces exist and a peak (Friday evening) utilization rate of 52%, leaving 604 spaces still available for parking.

Existing capacity in garages in the core area can be enhanced to increase utilization by:

- ◆ Existing space within garages open to the public should be made available at consistent times for consistent rates, and some garages should be enhanced to be perceived as attractive and safe for the public.
- ◆ The Wayfinding program is being implemented: its first phase, including parking identification and directional signs, so that drivers can find existing garages, has been approved.
- ◆ Existing garage space can be used for attendant/valet parking, thus increasing significantly the number of cars that will fit in the garage.

An analysis of the proposed new uses in the waterfront plan has been done, specifically focused on their estimated parking demand, based on standard parking generation rates, in order to assess that demand relative to existing and future supplies of parking. Beyond the new private development, which will be required to provide its own parking, the overall plan should increase the off-site parking demand in a range between 197 and 390 spaces. Under the plan, 171 spaces, both on and off street, will be lost, bringing the total demand to between 368 and 561 spaces.

This analysis shows that the demand – even at the high end of the range – can be met with the existing unused parking capacity in the waterfront core area, even if only garage space is considered.

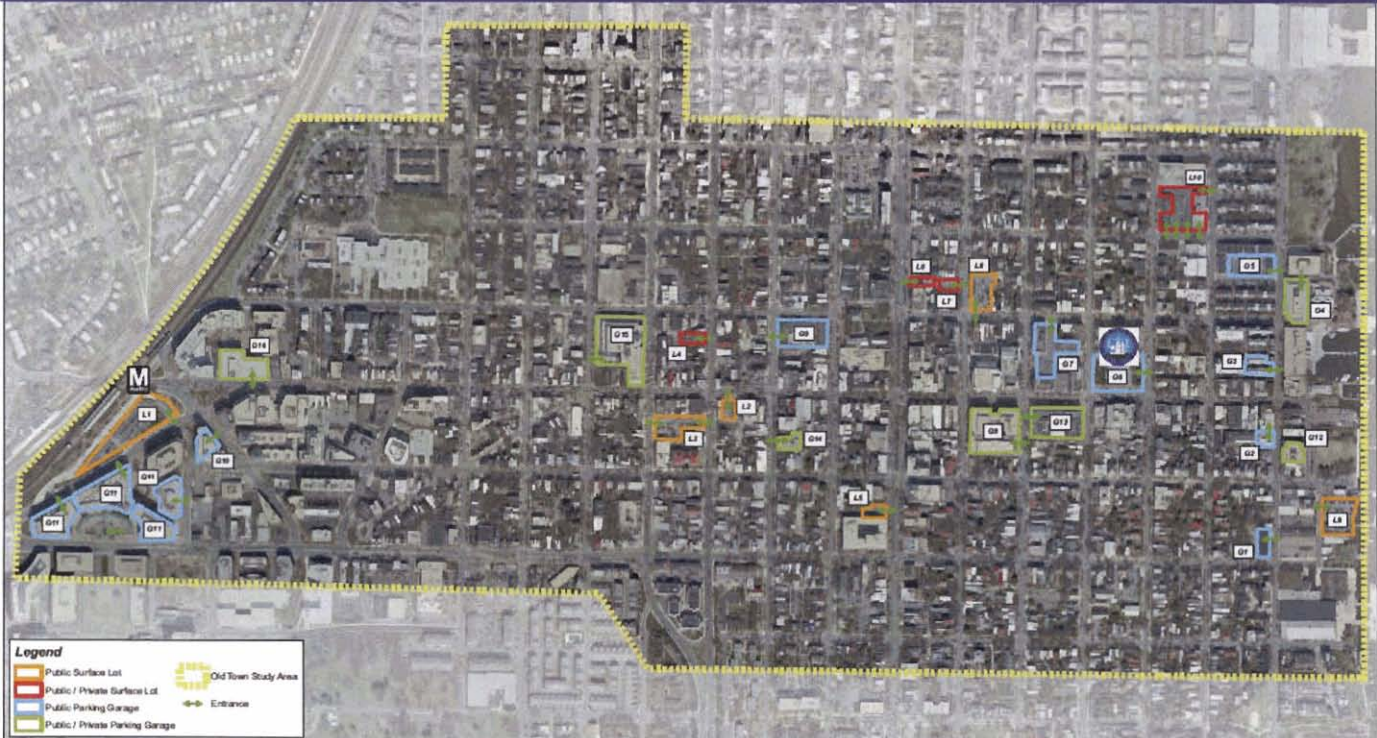
Furthermore, there are several ways to increase the supply of parking both in and outside of the core area.

There are 385 private garage spaces in the waterfront core area that could be open to the public, at least at peak times. Contact with garage owners and operators confirms that they are willing to open their facilities if and when there is sufficient demand to make it financially feasible for them to do so. Monitoring the usage of the existing public parking facilities will help private facility owners recognize when demand reaches the economically feasible point for additional parking spaces to be made public. Typically, an 85% occupancy rate indicates that a garage is reaching practical full capacity. Once the existing publicly available spaces reach an approximate 85% occupancy rate, private garages will be encouraged to respond to the demand and open their facilities to the public at times that do not conflict with current uses.

When the garages in the waterfront core area are successfully occupied at peak times, additional garage space to the west of the core area along King Street and also to the north of the area in large commercial buildings along the River can be utilized. The Parking Study identifies some 5,000 parking spaces in those locations, including both public and private garages. Especially with enhanced trolley service on King Street and future transit to Old Town North, these parking garages provide opportunities to significantly expand parking supply in the short and long term, in particular for special events. It is recommended that staff continue to work with privately owned garages to open the facilities to include public parking during time periods of high demand. The city's monitoring program will alert it to approach additional garage owners when there is demand for their use.

Another option for increasing capacity in the existing garages is through the implementation of a public valet program. Valet parkers are able at times to double or triple the parking capacity in garages through maximization of the

**Figure 38: Publicly Available Off-Street Parking Locations (Old Town Area Parking Study)**



**Table 7: Waterfront Demand Generators and Parking Space Analysis**

<b>New off-site parking demand generators</b>	<b>Low</b>	<b>High</b>
Civic Building	25	35
New uses in historic warehouses	45	█
Strand restaurant and Beachcomber	44	█
Additional outdoor dining seats near Food Court	7	25
Expanded Marina (Net Increase)	11	13
New commercial boating operations	65	100
<b>Totals</b>	<b>197</b>	█

<b>Spaces to be lost to redevelopment</b>	<b>Low</b>	<b>High</b>
Off-Street (Strand and Turner Lots)	148	148
On-Street (Waterfront Park and Duke St./Prince St.)	23	23
<b>Totals</b>	<b>171</b>	<b>171</b>

<b>Private spaces to be replaced</b>	<b>Low</b>	<b>High</b>
ODBC Parking Lot	53	53
New restaurant building parking	(53)	(53)
	-	-

<b>Total Off-Site Demand</b>	<b>368</b>	<b>561</b>
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**Table 8: Core Parking Area\* Supply Summary**

<b>Currently open to the public</b>	<b>Garages</b>	<b>On-Street</b>	<b>Total</b>
Total Spaces (Self - Park)	1,265	1,428	2,693
Friday Evening Availability	604	117	721
Friday Evening Utilization	661	1,311	1,972
Total Spaces (Under Valet Garage Scenario)	1,898	1,428	3,326
Friday Evening Availability (Under Valet Garage Scenario)	1,237	117	1,354
<b>Currently Private</b>			
Total Spaces (Self - Park)	674	0	█
Friday Evening Availability	460	0	460
Total Spaces (Under Valet Garage Scenario)	1,011	0	1,011
Friday Evening Availability (Under Valet Garage Scenario)	797	0	797

*Defined as between Duke St. and Princess St. and between Pitt St. and the Potomac River*

existing parking area. Proper location of valet services helps unfamiliar visitors find parking easily, and reduces the demand for on-street parking, thus minimizing the impact of the loss of on-street spaces for valet loading and unloading. Additional advantage can be achieved by strategic location of valet loading spaces and garages for valet parking, thus intercepting vehicles prior to their reaching the most congested areas of Old Town near the waterfront. The City will explore valet parking for this area as well as for King Street generally in the future.

Many of the benefits of valet parking, especially the increase in parking garage capacity, can also be achieved through the use of parking attendants at garages. Attendant-parked garages can accommodate many more cars than self-park garages.

Based on a conservative 1.5 factor applied to all of the garage parking in the core area, as well as the area west and north of it, an astonishing total of over 8,000 parking spaces could be achieved by an aggressive parking program for Old Town and the waterfront.

In addition to the large, untapped supply of parking spaces available, the City and the Old Town business community will have to actively take steps to better utilize those spaces. In addition, before new restaurant uses that place significant new demand for parking are allowed through the SUP process, parking solutions to meet that new demand will need to be calculated, identified and detailed in the SUP report recommendations in order to ensure that sufficient parking is in place contemporaneously with the opening of a restaurant. Part of the parking solution will also need to be addressed through transportation demand management (TDM) programs which can incentivize restaurant employees and customers to use transit when traveling to and from Old Town. The expansion of

the King Street trolley hours and headways also will reduce parking demand.

### Parking Management

There is some on-street parking in almost every block throughout the waterfront planning area, and includes spaces that are metered, restricted to short-term parking (less than two or three hours), and spaces that have no time limits or payment requirement. Other on-street spaces are reserved for disabled parking, loading and unloading, valet, taxicabs, tour buses, or the trolley. On-street spaces in the residential areas operate under a Residential Permit Parking program, which allows residents to buy a permit for their vehicle to exempt them from time restrictions for non-permit holders.

The Old Town Area Parking Study showed that on-street parking spaces in the core waterfront planning area are generally fully utilized for the majority of the study periods. There are a total of about 1428 on-street parking spaces in this area, with an overall average utilization of 90% at peak times. Although approximately 10% of the spaces are open, the occupancy rate indicates that on-street spaces are effectively full. The study shows that some of these on-street spaces are possibly being used for long term parking, instead of the short term parking opportunity that they should be providing, resulting in the higher on-street occupancy, the lower off-street occupancy, and the perceived parking problem.

Figure 39: Public and Private Parking Locations Map





Subsequent to the Parking Study and as a result of it, the City has taken a series of steps to more effectively manage its on-street parking assets. Specifically, the City is seeking to maximize available parking spaces for short term and long term parking needs through the use of meters and effective meter pricing. For example, it has begun to raise its parking rates from \$1.00 to \$1.75 an hour. This management step should be complete for all of King Street by June 2011. By raising the rate of on-street spaces, shorter turnover and more space availability will occur, and drivers will be economically encouraged to use parking garages. In addition, blocks near the waterfront that had not been metered, have recently been metered with convenient, multi-space meters. Similar meters will replace existing ones along the remainder of King Street in the near future, with pricing to support short term use. New parking technologies that use smart phone applications and other devices are likely to emerge in the near future to help drivers including those coming to Old Town be better able to quickly find open and available spaces. Continued monitoring and performance parking strategies can encourage use of off-street parking facilities for long term parking needs by adjusting meter pricing. Long term public parking in unmetered on-street spaces in the residential areas should be discouraged. Future examination of the Residential Permit Parking program will be necessary to ensure that parking on residential streets is properly managed and so that visitor parking does not conflict with residential parking. The new wayfinding initiative will also assist with this effort.

#### **PARKING RECOMMENDATIONS:**

- 4.33: The Plan recommends that a Waterfront Parking Implementation Plan be created in order to articulate those actions that must proceed in the future to support the Waterfront Plan and the events that are deemed appropriate triggers for such actions. It should include at least four specific categories of implementation measures both to create additional parking opportunities and to protect existing residential areas:
- a. **Public garage capacity.** Monitoring utilization in existing public garages, setting triggers for the need for specific number of new parking spaces to be added to parking capacity at peak times. For example, assuming full utilization of on street parking, when the utilization of public garages in the Waterfront Core area reaches a level of 85% use, then additional parking spaces would be added to the parking capacity during peak times, through the use of garage attendants, valet parking programs, and the opening of now private garages (supported with appropriate wayfinding signage).
  - b. **Waterfront development.** Requiring additional parking capacity at the point that new parking demand generators are constructed on the Waterfront.
  - c. **Valet parking.** Implementing a systematic valet parking program generally for Old Town and King Street, with specific emphasis on the Waterfront core area.
  - d. **Protecting residential parking.** Testing and monitoring the effect of waterfront development on residential parking areas, with the understanding that additional protective measures should be taken to protect those residential parking areas.
- The Parking Implementation Plan should be created immediately after the adoption of the Waterfront Plan. It should be led by a multi-agency team and also be assisted by the advice of stakeholders affected by parking issues in the waterfront area.

- 4.34: Before new restaurant uses that place significant new demand for parking are allowed through the SUP process, parking solutions to meet that new demand will need to be calculated, identified and discussed in the SUP report recommendations in order to ensure that sufficient parking is in place contemporaneously with the opening of the restaurant.
- 4.35: Continue to implement the City's wayfinding program to facilitate access to public parking facilities throughout the waterfront planning area.
- 4.36: Continue to implement the recommendations of the February 2010 Old Town Alexandria Area Parking Study and the 2010 Old Town Alexandria Area Parking Work Group, including those strategies designed to encourage use of on-street spaces in shopping areas for short-term visits, to encourage the use of parking garages for longer-term parking, and to protect residential areas from excessive parking impacts.
- 4.37: Consider implementing new parking technologies such as smart phone applications that show locations, rates, and spaces available in parking garages.



# 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)**

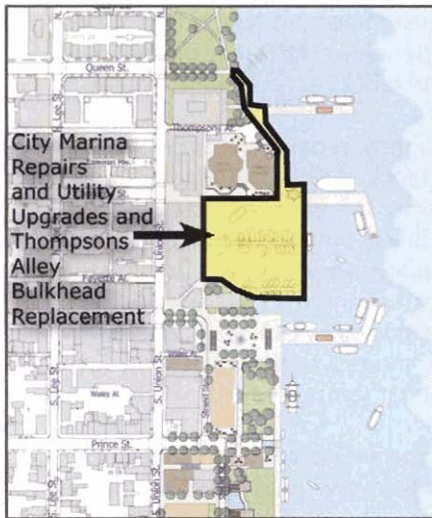
**Foot of King Street and Waterfront Park:** This phase is designed to provide the most immediate improvement to the waterfront as a city asset, visitor and resident attraction, and anchor of commerce on King Street. The key is the relocation or removal of the Old Dominion Boat Club parking lot, which 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.

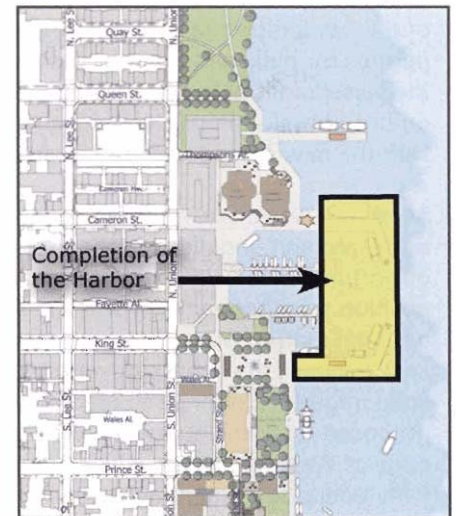
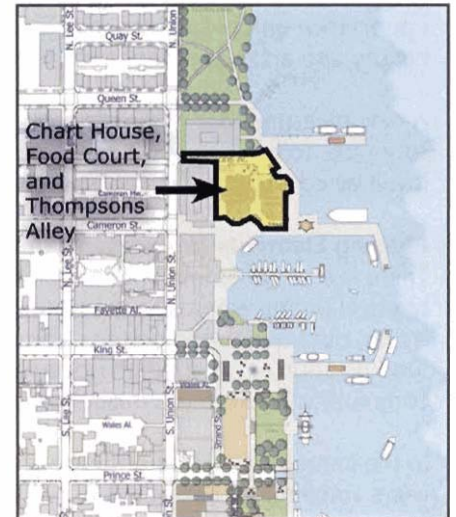
**Completion of the Harbor:** This phase includes the completion of both the King Street and Cameron Street piers and associated dredging work in the vicinity. The detailed cost estimates for this phase are under review and will be released shortly.

**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 "conciierge" 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 1750 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 of 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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