

TOWN OF DUMFRIES

Colonial Port Redevelopment



About the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission: shape the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

About ULI Virginia

ULI Virginia serves Hampton Roads, Richmond, and Charlottesville and has over 400 members. As a preeminent, multidisciplinary real estate forum, ULI Virginia facilitates the open exchange of ideas, information, and experience among local, and regional leaders and policy makers dedicated to creating better places.

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ULI Advisory Services: National and Global Programs

Since 1947, the ULI Advisory Services program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for complex land use challenges. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services. National and international panelists are specifically recruited to form a panel of independent and objective volunteer ULI member experts with the skills needed to address the identified land use challenge. The program is designed to help break through obstacles, jump-start conversations, and solve tough challenges that need an outside, independent perspective. Three- and five-day engagements are offered to ensure thorough consideration of relevant topics.

An additional national offering is the project analysis session (PAS) offered at ULI's Fall and Spring Meetings, through which specific land use challenges are evaluated by a panel of volunteer experts selected from ULI's membership. This is a conversational format that lends itself to an open exchange of ideas among diverse industry practitioners with distinct points of view. From the streamlined two-hour session to the "deeper dive" eight-hour session, this intimate conversational format encourages creative thinking and problem solving.

Learn more at americas.uli.org/programs/advisory-services/.

Distinct from Advisory Services panels, TAPs leverage local expertise through a half-day to two-day process.

Technical Assistance Program: (TAP)

Since 1947, the Urban Land Institute has harnessed its members' technical expertise to help communities solve difficult land use, development, and redevelopment challenges. Technical Assistance Panels (TAPs)

provide expert, multidisciplinary, unbiased advice to local governments, public agencies, and nonprofit organizations facing complex land use and real estate issues in the Tampa Bay area. Drawing from our seasoned professional membership base, ULI Tampa Bay offers objective and responsible guidance on various land use and real estate issues ranging from site-specific projects to public policy questions. The sponsoring organization is responsible for gathering the background information necessary to understand the project and presenting it to the panel. TAP members typically spend two days developing an understanding of the problem, coming up with recommendations, and contributing those findings and recommendations to the sponsoring organization.

The focus of this TAP program for Woodberry aligns with the Urban Land Institute's Net Zero Imperative, a multiyear program providing research and technical assistance to public and private-sector leaders to accelerate decarbonization in the built environment through a combination of technical panels and long-term engagement. The goal of the effort is to help owners, cities, and other relevant constituents reduce or eliminate carbon emissions by providing concrete ideas and strategies to the beneficiaries of the panels and the general public.

Acknowledgments

ULI Virginia is grateful to the Town of Dumfries for inviting ULI to explore strategies for redevelopment of the subject properties. Special thanks to Town leadership and staff for preparation and assistance to the TAP team before and during the exercise including the following individuals:

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I. EXECUTIVE SUMMARY

A. OVERVIEW AND CONTEXT FOR THE STUDY

The Town of Dumfries has a long history as the oldest continuously chartered towns in the Commonwealth of Virginia. After its inception in 1749 on 60 acres of land at the head of the Quantico Creek harbor, Dumfries soon became the second leading port on the east coast. Since the 1960s, and on par with the growth of Northern Virginia, population has steadily increased to its current size of more than 5,000 people. Diversity of residents has increased as well, and today the Town is a “majority-minority” community.

The site in question is one that has long been a nuisance for the Town of Dumfries. Land uses within the study area include illegal non-conforming uses, and a large junkyard with a variety of ongoing storage, repair, and salvage activities. The site is located within a required Resource Protection Area (RPA) with most of the site bordering Quantico Creek and a large portion within designated Floodplain zones. The Town is interested in purchasing the property and planning for redevelopment, with proper due diligence. This TAP is intended to provide guidance to the Town for turning a nuisance property into a unique redevelopment project.

The study is part of a broader effort by the Town to lay the groundwork for creating a walkable, commercially viable town center along Main St. in Dumfries in addition to creating a destination around The Rose casino and park project currently under construction. The goal is to look at ways to achieve goals of mixed-use and higher intensity development, and to recommend policies toward a more diverse housing mix as part of a revitalized town center. Recommendations and findings from this study may be used to inform updates to sections of the Town’s Comprehensive Plan and Zoning Code.

B. SUMMARY OF OPPORTUNITIES AND CHALLENGES

CHALLENGES

- ENVIRONMENTAL CONSTRAINTS: WETLANDS, RPA, CONTAMINATED SOILS, FLOODPLAIN, FLOODWAY
- US ROUTE 1 WIDENING AS A PHYSICAL AND PSYCHOLOGICAL BARRIER
- MULTIPLE PROPERTY OWNERS
- CELL TOWER PROTECTION ZONE SETBACKS
- LIMITED DEVELOPABLE LAND AREA
- OWNERSHIP AND LAND ACQUISITION ISSUES
- CAPACITY OF STAFFING RESOURCES TO MANAGE PROJECT
- CAPITAL COST OF LAND ACQUISITION: FAIR-MARKET VALUATION IN THE ABSENCE OF PHASE II STUDY

OPPORTUNITIES

- REDEVELOPMENT OF EXISTING IMPERVIOUS AREAS
- INCREASED PUBLIC ACCESSIBILITY TO THE WATERFRONT
- CREATION OF AN ECO-PARK ON UNDEVELOPABLE LAND FOR ENVIRONMENTAL RESTORATION AND EDUCATION
- CREATION OF A NEW DESTINATION IN THE COLONIAL PORT DISTRICT
- CREATION OF A NEW CULTURAL RESOURCE AROUND SITE HISTORY AND ENVIRONMENT
- ACTIVATING THE SITE WITH RESIDENTIAL USE

- IMPROVED CONNECTIVITY WITHIN THE AREA
- IMPROVED WATER QUALITY AND STORMWATER MANAGEMENT CONDITIONS ON SITE

C. SUMMARY OF RECOMMENDATIONS AND CRITICAL PATH ACTION ITEMS

The following list of recommendations is focused on actionable items related to creation and implementation of a long-term vision for Colonial Port. All recommendations are relative to an assumed Small Area Plan boundary as described under Priority 3 below. All recommendations are viewed as important, and connected, but some are deemed a higher priority as they are time-sensitive or represent enabling actions necessary to set the table for other activities.

Priority Recommendations (*in order of importance*):

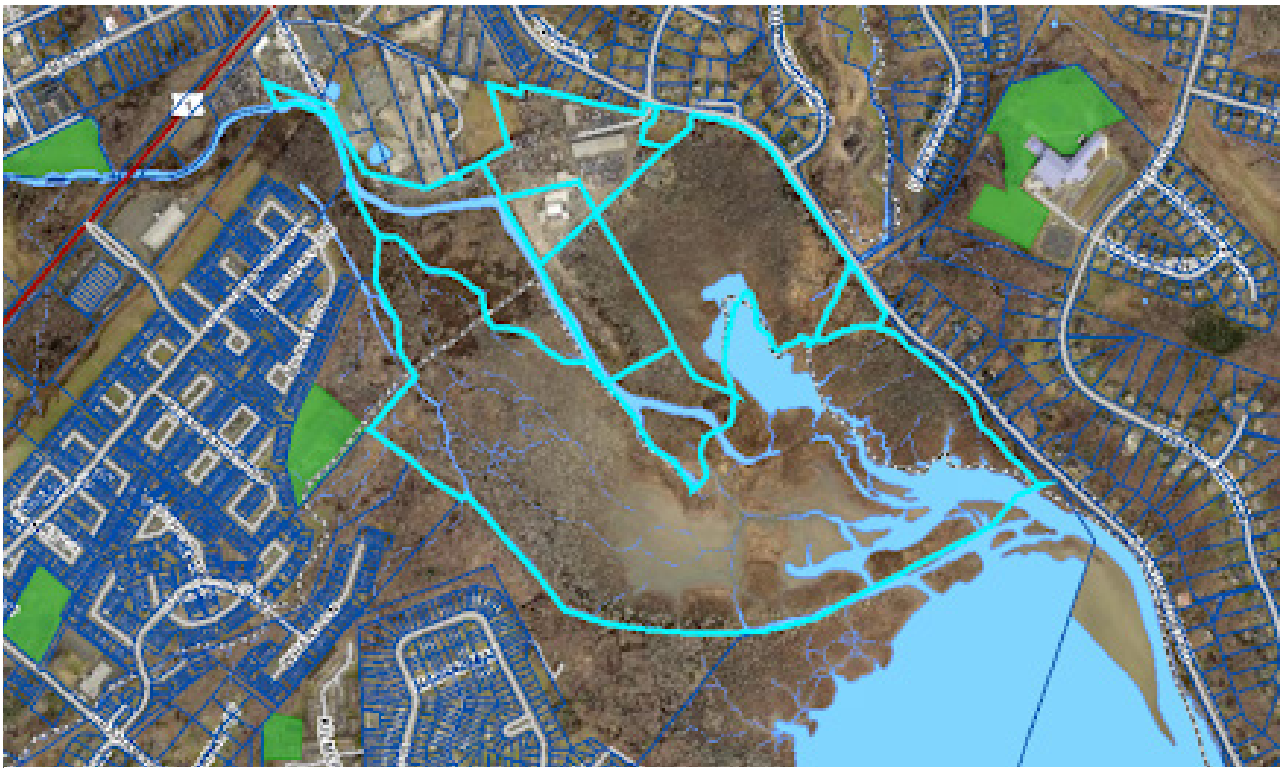
1. Get control of the Campbell property as soon as possible
 - 1a. Complete Phase II environmental study
2. Hire a staff position dedicated to management of the Small Area Plan process and Colonial Port property redevelopment
3. Prepare a Small Area Plan that includes the four proposed development areas up to US Route 1 to guide a development program and land use patterns. The four proposed development areas include:
 - Colonial Port property
 - Arban Stone property
 - Concrete plant and adjacent sites
 - Parcels bounded by US Rte. 1, Canal Road, and Possum Point Road
4. Pursue acquisition of the Arban Stone parcel

Secondary Recommendations:

- Evaluate potential overlay or new zoning districts for unique development patterns
- Prepare a comprehensive economic development plan, marketing, and branding strategy for attracting catalyst development and appropriate land uses to distinguish the three primary districts:
 - The Rose casino
 - Main Street
 - Colonial Port
- Conduct an organizational assessment to increase staff capacity to plan for growth and management for the Colonial Port area
- Explore Public Private Partnerships
- Explore federal, state, and non-profit grant opportunities, especially those directed toward environmental restoration and creation of public parks
- Incorporate a cultural center of Colonial Port history and environmental education

II. THE CHALLENGE: FRAMEWORK FOR THE STUDY AND THE TAP PROCESS

Study Area



A. TOWN VISION AND TAP OBJECTIVES

ULI Virginia was invited to conduct a Technical Assistance Panel exercise to study the potential for redevelopment of the Colonial Port property as part of the Town's efforts to implement their vision as represented in their Comprehensive Plan documents. The TAP panel was asked to specifically address the following issues:

1. The Colonial Port Property is not under a specific small area plan designation. Would it be beneficial to create a small area plan for the site and surrounding area?
2. Considering that the site is located mostly in the RPA, what type of development is the best fit for the site? What is the best location of the site for development and what level of density is permitted?
3. What are some examples of sustainable projects of formerly contaminated sites? What are the biggest challenges involving the design of the project?
4. How can this site further help Dumfries becoming a "Destination Place"?
5. Is the infrastructure within the Town sufficient to support any possible development?

The Town of Dumfries is planning for, and already experiencing, redevelopment and infrastructure improvements in several key areas of Town, most notably the Rose casino site, the Main Street corridor, and the US 1 widening project. The overall vision for the Town is to create more viable and sustainable land use patterns in these key areas, creating highly activated and safe destinations for living, employment, recreation, and entertainment.

The vision for the Colonial Port property is to reclaim a large, underutilized area in a key location to address heavily degraded environmental conditions and replace a largely undesirable land use with new uses to meet

local demand for housing, services, recreation, and entertainment. The primary focus of redevelopment includes several key objectives consistent with the Town Comprehensive Plan:

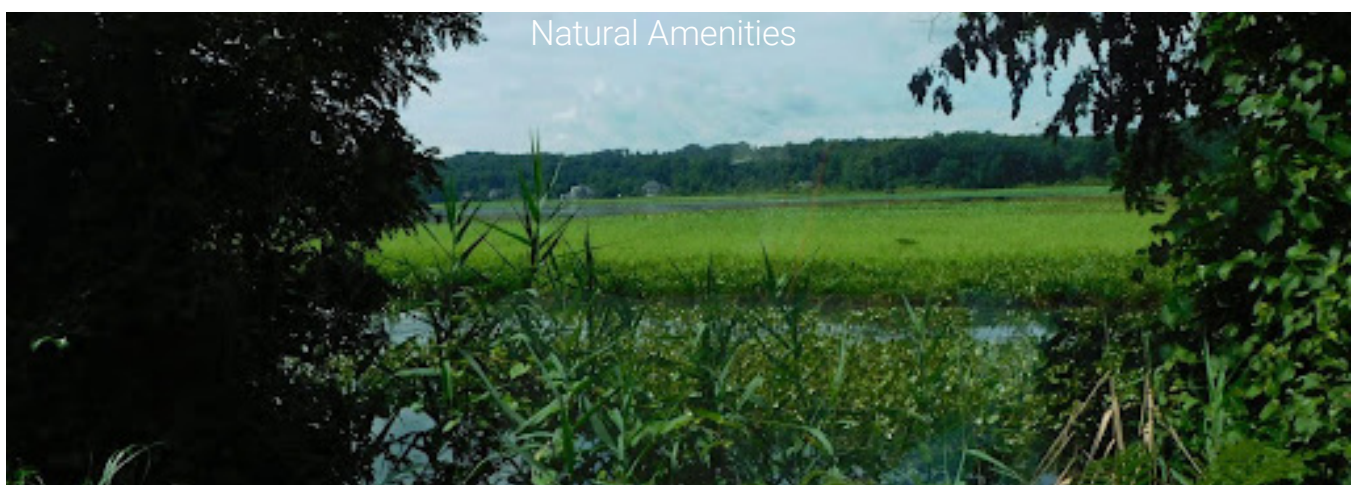
- Reclaim valuable property that presents significant aesthetic and environmental challenges and represents a significant drain on Town resources for staff and Town leadership.
- Create an appropriate mix of uses and a new destination for living, working, and recreation.
- Demonstrate environmental stewardship to heal a challenged site and create a highly visible example of how to restore land and create healthy communities.
- Provide better access to water resources, nature, and water-based recreation that currently are very limited.

B. EXISTING CONDITIONS

A summary of existing conditions was developed based upon various inputs including review of background materials, touring the site, and stakeholder input. Background materials provided by the Town included historical context and physical conditions of the subject property and surrounding areas. Resources included links to the Town Comprehensive Plan documents, physical maps, transportation plans, zoning, environmental studies, market studies, and litigation history related to the property. Touring the site and surrounding areas gave the panel context for existing land uses and important land use relationships. Stakeholder interviews with staff provided further details about the Town vision for the area, major concerns, and a sense of Town resources to implement change. Following are some selected conditions associated with the property as identified by the Town:

ADVANTAGES

- Waterfront
- Large acreage
- Location along major thoroughfare and proximity to core downtown
- Partially Vacant Land
- Redevelopment Opportunities
- Town has large amounts of records on this site



Disadvantages:

- Majority of developable area in private ownership
- Long-term Issues with pollution at the site
- Unknown cost of land acquisition and mitigation of environmental issues
- Complex history of ownership, litigation, and environmental degradation

Existing Land Use



The TAP panel confirmed the above conditions and further identified the following key conditions based upon review of the background materials, stakeholder input, and observations from touring the area:

- **Existing Land Use:** existing land uses are dominated by the junkyard activities and industrial outparcels. These uses are no longer appropriately located relative to the Town’s Comprehensive Plan and Future Land Use maps and occupy important properties near the core downtown area. In addition, there are established residential uses adjacent to, and with views of, these properties that would benefit from more appropriate and compatible land uses.

The panel was very interested in the relationship of the Colonial Port property to existing land uses in the two key downtown activity nodes – The Rose casino and Main Street. While each of these areas offers distinctly different experiences with unique characteristics, there is a market connection and potential synergy in land use that will play an important role in defining Dumfries as a destination.

- **Environmental Degradation** – Beyond aesthetics, environmental challenges are a major concern regarding the condition of the land within the Colonial Port area. A completed Phase I Environmental Site Assessment (ECS Mid-Atlantic, LLC May 2022) identifies observed and potential contamination associated with the types of historical and ongoing activities within the Herb Campbell properties. A Phase II Environmental Study is required to determine the nature and extent of contamination and what mitigation and remediation measures would be necessary for redevelopment. The potential for groundwater or surface water contamination would need to be evaluated as well.

- **Access and Connectivity** – Current ownership and land use activity limit visual and physical access for the public to a vast natural resource associated with Quantico Creek, its tributaries, and floodplain. The proposed improvements to US 1 are designed to improve traffic conditions on Main Street, but may challenge good connectivity for the subject property, especially for bike and pedestrian facilities. The widening plans for US 1 do not provide for good pedestrian crossings or connectivity to Main Street or The Rose casino site from the Colonial Port property.

The TAP panel also noted the conditions along Possum Point Road adjacent to the subject property. It is currently a narrow two-lane, rural road section that serves adjacent residential development and is the primary access to and from the Dominion power plant, including heavy truck traffic. This is an important condition to note given that Possum Point Road is likely to provide the only full-movement (right-in; right-out; left-out; left-in movements) access to the property if redeveloped. Per the US 1 widening plans, Canal Road will have a limited access condition (right-in; right-out only) from US1 into the property.

C. The TAP PROCESS AND APPROACH TO THE CHALLENGE

The TAP process is a partnership between the Town and the ULI panel selected specifically for this challenge. For this particular challenge, the TAP panel focused on the following issues as a framework for recommendations:

- **Land use** – the panel considered potential land uses for the property reflected the following principles and guidance:

- are appropriate for this location and adjacent land uses
- advanced the Town goals for creating a destination
- are market-driven to ensure viability and sustainability
- are complimentary to development momentum at The Rose casino and Main Street activity nodes
- incorporate a cultural element to reference the important history of the place

- **Environmental Stewardship** – redevelopment of the site would represent an opportunity to heal damaged land, visibly demonstrate an approach to building healthy communities, and provide opportunities for public education around good environmental stewardship practices

- **Connectivity** – redevelopment would be an opportunity to improve connectivity within the property, to established residential areas, to the Main Street corridor, and to important natural resources, especially for bike and pedestrians.

- **Wholistic Vision** – the development of a Small Area Plan incorporating the Herb Campbell property, Town property, and privately owned out-parcels bounded by US 1, Canal Road and Possum Point Road is essential to the process. The Town needs a mechanism for guiding development in that entire quadrant toward creation of a unified plan with appropriate land use adjacencies and good connectivity.

The TAP process included review of background materials provided by the Town prior to the team's arrival, followed by a two-day charette working locally near the subject property. The general outline of the program was as follows:

DUMFRIES TAP AGENDA – JULY 27-28, 2022

Day 1 July 27

10:00 Welcome and introductions

10:30 Site Tour

11:30 Observations and briefing review with Town staff

12:00 Working lunch. Review observations; formulate questions for stakeholders; develop approach to addressing the problem statement

1:30 Stakeholder meetings

6:00 Panel dinner

Day 2 July 28

8:30 Discussion of panel objectives and summary of existing conditions

9:00 Panel working session. Panel deliberation; formulating recommendations and responses for each of the sponsor's questions

12:00 Working lunch

1:00 Develop graphics, summary of recommendations, and presentation

4:00 Presentation of recommendations to the Town

The final presentation of findings and recommendations was presented to the Town to conclude the two-day program, followed by delivery of this report documenting the overall process and final recommendations.



III. ISSUE IDENTIFICATION: KEY ISSUES, CHALLENGES AND OPPORTUNITIES

Issue identification for the ULI panel is a two-part process involving exploration and discovery (what we heard and observed), followed by processing what we learn to extract the most critical, underlying issues (key takeaways). The exploration and discovery process for this effort included inputs from review of sponsor background materials, tour of physical assets, and stakeholder interviews. Following is a summary of what the panel learned from the discovery process followed by a summary of the key issues extrapolated from that input to help inform the observations and recommendations in section iv (framework for action) of this report. The key issues for exploration identified by the panel were organized into the following broad categories:

1. Town vision: planning for change
2. Land use and zoning issues
3. Environmental issues
4. Access and connectivity issues
5. Town resources

This section includes a discussion of each of the issues above and concludes with a summary of key challenges, opportunities, and some creative, collateral opportunities related to these issues, all of which serve as the basis for the panel recommendations that follow.

ISSUE 1: TOWN VISION AND PLANNING FOR CHANGE

The commitment toward revitalizing the downtown core area and main street corridor is evident in the town's adopted planning documents, approved development plans, funded public infrastructure plans, and active planning studies. The tap panel identified two important issues connecting the Colonial Port property to the overall town vision:

- a. Expanding planning efforts beyond the Herb Campbell property: the nature of the existing land uses, location of outparcels, and frontage along primary roads makes it imperative to have a coordinated plan for the entire southwest quadrant of Possum Point Road and US 1. Creation of a destination for this area is extremely dependent upon the ultimate development and adjacencies of each parcel in this area and will greatly be impacted by the nature of development along US 1 frontage.

PROPOSED DEVELOPMENT AREA



PROPOSED LAND USE FRAMEWORK



b. The overall vision for Dumfries is significantly tied to the development of The Rose casino site and plans for revitalizing the Main Street corridor. Successful redevelopment of the Colonial Port area could create a third activity node. The successful development program for this area will be one that compliments and supports the other areas and does not compete for the same land uses or end users.

ISSUE 2: LAND USE AND ZONING

It is important that plans for the property reflect market conditions and trends as well as provide flexibility to move with market changes as they shift over time. Virtually every community is recognizing significant changes in retail and office land use patterns relative to demand, size requirements and product design. Land use plans should aim for creativity and long-term sustainability while responding to realistic market conditions. Zoning should also provide for some flexibility for development to move with the markets while maintaining the overall character and quality of the vision. For example, retail uses are often most susceptible to changing demand and zoning can provide for those uses without mandating them, allowing for re-purposing of spaces as needed over time. It may be necessary to create a unique zoning district or overlay district for the Colonial Port property to achieve a unified vision and provide for this type of flexibility in land use. While there may be some retail plays in this area, it is believed to be very limited to accessory uses and support services or unique destination retail.

Introducing residential uses to the Colonial Port property would provide some needed housing inventory, create a distinctly unique neighborhood, and activate an important natural resource edge. With respect to product types, this might be an opportunity to consider higher price-points or mixed-income, not solely affordable housing, to create something new in the market around a waterfront or nature-based eco community.

ISSUE 3: ENVIRONMENTAL CHALLENGES

Key issues related to known or anticipated environmental challenges with the property might include the following:

- a. Remediation and mitigation risks: in the absence of a Phase II Environmental Study, the extent and costs for cleaning the site for redevelopment is an unknown. As such, a determination of a fair market value for acquisition is an acknowledged issue.
- b. Environmental Stewardship: A Phase II Environmental Study will also begin to identify what minimal measures and standards would be necessary to support redevelopment. Beyond those measures to achieve a developable site, there is an opportunity to use redevelopment to promote environmental stewardship and public education with public-facing features and information around how a contaminated site can be restored and become part of a healthy community.
- c. Natural Resource Restoration: A significant amount wetland and/or surface water area has been filled over many years, reducing open water and damaging important wetland areas. Investigation into the potential to remove fill to create functional wetlands and navigable waterways for small, recreational craft could help create greater public access to water resources.

ISSUE 4: ACCESS AND CONNECTIVITY

The most successful communities invariably exhibit strong elements of connective infrastructure between activity nodes and key destinations. Multi-modal connective tissue in the form of greenways and paths, public sidewalks, bike infrastructure, and public transportation are critical to create vibrant and healthy communities. The Colonial Port area is currently challenged in this regard.

Pedestrian access to the site is limited today and plans for US 1 widening do not provide for significant east-west pedestrian improvements. The mere width of the road section will be enough to deter most people from crossing and proposed pedestrian facilities appear very minimal, not connected to a larger system of paths. There are limited bike facilities in the area as well. Strong connectivity to the Main Street district and The Rose casino would be ideal but US 1 will remain a significant barrier. A major overhead power easement running parallel to US 1 on the east side could provide an opportunity for a greenway connecting existing residential neighborhoods with the Colonial Port property.

Safe and efficient vehicular access is also important to any redevelopment plans, depending upon the ultimate development program of uses and intensity. Again, the US 1 widening plans will have an impact as they include a limited movement access from US 1 northbound via Canal Road. This means access to the site from southbound US 1 will be limited to Possum Point Road and exiting traffic from the site to southbound US 1 must leave via Possum Point Road, travel west to the intersection with US 1, then southbound. This suggests a significant amount of vehicle trips added to Possum Point Road that will require some traffic analysis.

ISSUE 5: TOWN RESOURCES

The Town has very committed leadership and staff, but relatively limited capacity that will be additionally stressed when The Rose casino comes fully on-line and further if the Colonial Port property is acquired and a Small Area Plan process initiated. For many years, the Colonial Port property has exacted Town resources to manage the many zoning, permitting, and land use issues related to that site, including litigation. While land acquisition would relieve some of those demands, it will create other demands relative to managing the planning, permitting, development, and maintenance of the property. With growth comes the need for more staff resources and capacity and it is important that the Town be proactive in this regard.

The Rose project and redevelopment of Colonial Port certainly warrant an assessment of staff capacity to manage this growth and to help establish priorities for allocating increased revenues related to new development.

SUMMARY OF KEY CHALLENGES AND OPPORTUNITIES

Challenges:

- Environmental Constraints: Wetlands, RPA, Contaminated Soils, Floodway
- US Route 1 Widening:
 - limited vehicular access
 - limited bike and pedestrian connectivity
 - physical & mental barrier through town
- Multiple owners; Out-parcels in key central positions
- Existing cell tower and need to establish standard fall zone setbacks
- Dominion truck traffic on Possum Point Road
- Limited developable land area
- Ownership and land acquisition issues
- Multiple owners of adjacent sites
- Capacity of staffing resources to manage project
- Prioritization of tax revenue stream and allocation of funds for capital and operating costs of property
- Capital cost of land acquisition: fair-market valuation in the absence of Phase II Study

Opportunities:

- Redevelop on existing impervious areas – potential to increase pervious area
- Activate and increase accessibility to the waterfront
- Create an eco-park on undevelopable land for environmental restoration and education
- Create a new, active and sustainable destination in the Colonial Port District
- Create a new cultural resource around site history (Historic Port Dumfries)

- Increase visual access to the waterfront
- Activate site with residential uses
- Provide market rate housing products with unique amenities
- Improve connectivity within the area:
 - Potential greenway path within overhead power easement
 - Improve connectivity to core main street area including bike and ped facilities
 - Create new physical and visual connections to open water and marshland
 - Provide connections to existing residential areas
- Improve water quality and stormwater management conditions on site

COLLATERAL OPPORTUNITIES - In the course of planning for and implementing your vision, there will emerge opportunities tangential to the primary objectives - some planned and some not anticipated. It is important to be open to and be intentional about identifying and nurturing these opportunities along the journey as teaching moments, possible enhancements to the process, and means to engage more stakeholders. Following are some possible outcomes related to the main objectives:

- **Create A Model for Healthy Communities:** redevelopment of an environmentally challenged site is an opportunity to create a highly visible model for healthy living, and healing of the land. Beyond the addition of new housing or commercial destinations, this site offers a canvas to paint a picture of integrated land uses, sustainable stormwater, improved water quality, and nature-based recreation for the community.
- **Enhancing the Town Brand:** Every community has a brand, whether it is the result of intentional efforts or simply acquired by default based upon public perception. This property offers Dumfries an opportunity to further define and refine the Town's

brand with a unique development plan that supports the other positive planning efforts under way.

- **Increased Community Engagement:** A large redevelopment opportunity such as this should always be viewed as an opportunity to engage and educate the community about the benefits of good land use. Development of a Small Area Plan should include a well-executed community engagement process. This, in turn, can have a long-term positive affect to build trust between the community and Town leadership.

IV. A FRAMEWORK FOR ACTION

THIS SECTION PROVIDES A FRAMEWORK FOR AN ACTION PLAN INCLUDING RESPONSES TO THE SPECIFIC TAP PANEL QUESTIONS FROM THE TOWN, PANEL RECOMMENDATIONS, PRIORITY ACTION ITEMS, AND A FEW BIG IDEAS TO CONSIDER.

A. RESPONSE TO QUESTIONS FOR THE PANEL

1. The Colonial Port Property is not under a specific small area plan designation. Would it be beneficial to create a small area plan for the site and surrounding area?

A unified Small Area Plan is essential, especially given multiple property owners, adjacency issues, and a highly visible frontage on a major thoroughfare. A sound plan will give guidance to the development community, Town leadership, and the citizens of Dumfries and can help to create value by establishing vision and some predictability. The Small Area Plan process should include a robust community engagement plan to help inform the plan and build long-term support for the vision. Most importantly, an adopted plan would give the Town a formal mechanism for enforcement and guidance for consideration and review of future development proposals.

2. Considering that the site is located mostly in the RPA, what type of development is the best fit for the site? What is the best location of the site for development and what level of density is permitted?

There are essentially two development conditions within the recommended Small Area Plan based upon existing conditions:

- 1) previously disturbed or developed land that can be redeveloped irrespective of RPA or floodplain constraints
- 2) environmentally constrained (RPA, Floodplain, floodway, Jurisdictional wetlands) and undeveloped land that could be part of a recreation and natural resource areas.

Within the developable areas, a mix of uses would be desirable, with minimal commercial uses associated with the property frontage along US 1, and predominantly residential uses for the remainder of the site, with potential views to the

marsh and open water. In addition, the possibility of a destination dining or entertainment venue at the edge of the natural resource area could be integrated within a residential neighborhood. Small, accessory commercial uses associated with recreation uses might be appropriate along the water's edge to support the recreation area with the sale or rental of supplies and equipment.

In terms of density, we would suggest that more height and density is appropriate on this land given the urban edges, opportunity to create a unique residential neighborhood, and opportunities to create very attractive views and access to the water resources. If necessary, the creation of a new zoning overlay to support this approach would be advisable.

Following are four **potential development programs** that might be considered as the basis for future planning. All are subject to some market analysis to assess the demand for various land uses and product types and all scenarios assume a park / nature preserve within undevelopable areas.

Scenario 1: Residential neighborhood and public park

- Mix of medium to high density residential products with urban frontage along primary roads and waterfront/natural area views to the east
- eco-park and water-based recreation with activated edges and water access

Scenario 2: Residential, Destination Dining, and eco-park and water-based recreation

- Mix of medium to high density residential products with urban frontage along primary roads and waterfront/natural area views to the east
- Destination dining on the water
- eco-park and water-based recreation with activated edged and water access

Scenario 3: Residential mixed use with eco-park and water-based recreation

- Limited commercial uses fronting US 1
- Mix of medium to high density residential products with waterfront/natural area views to the east
- eco-park and water-based recreation with activated edges and water access

Scenario 4: 100% eco-park and water-based recreation use

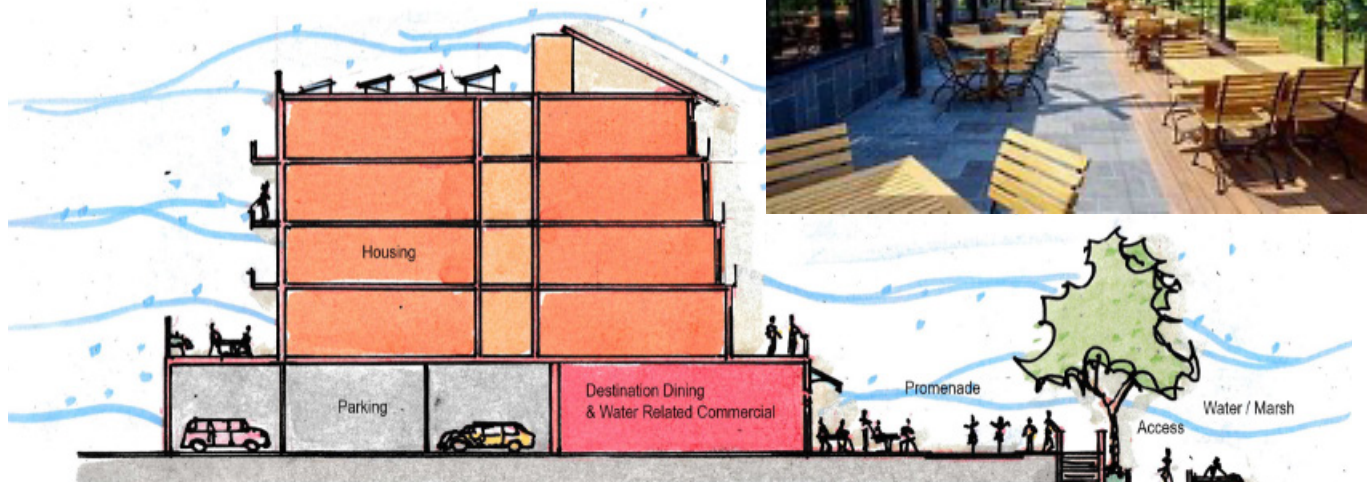
- eco-park and water-based recreation with activated edges and water access

Images: Ecological Park & Nature Center



Colonial Port History and Nature Center and Eco Park

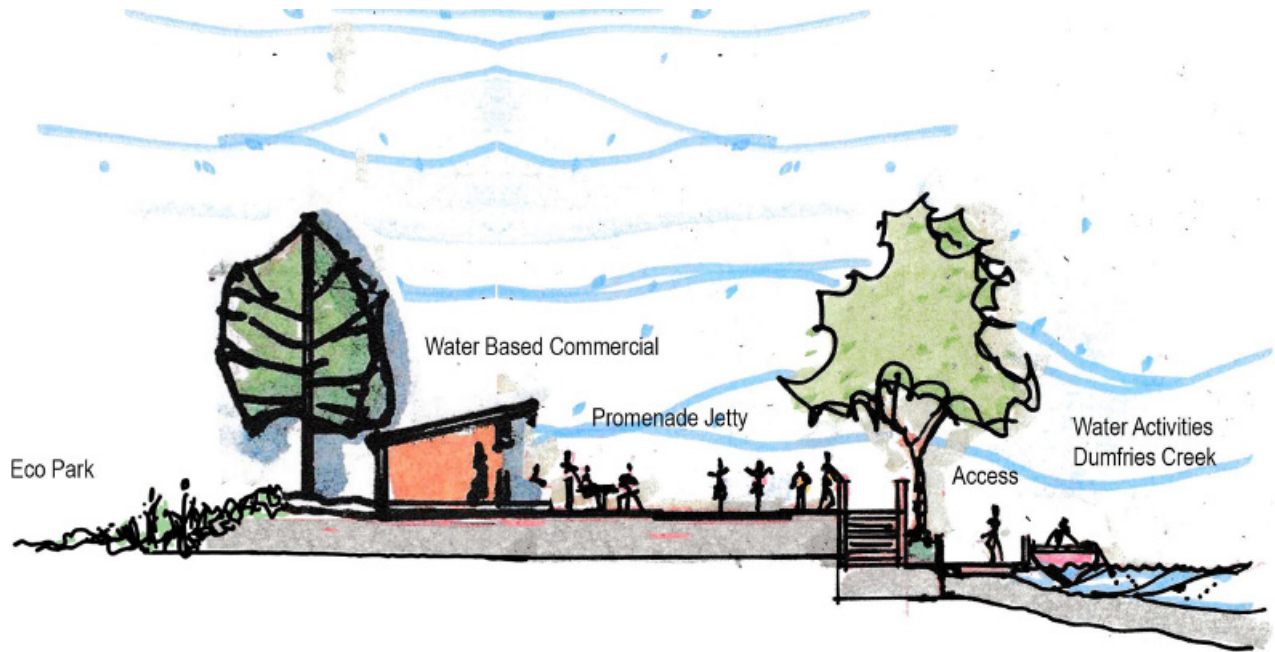
Conceptual Residential / Promenade Development



Images: Water-Based Recreation



Conceptual Waterfront Promenade



3. What are some examples of sustainable projects of formerly contaminated sites? What are the biggest challenges involving the design of the project?

The biggest challenges with design are those associated with the environmental constraints, as well as other design issues noted within the ISSUE IDENTIFICATION section above. There are many examples of successful reclamation sites around the country, some associated with waterfront property. Each one is unique depending upon the types and extent of the contamination. A Phase II environmental study is critical to determination of what types of mitigation, permitted land uses, and costs are associated with mitigation and remediation.

Following is a sample of some projects for reference and inspiration:

Reclaimed Contaminated / Brownfield Sites

- Gas Works Park - Seattle, Washington
- North Carolina Veterans Park - Fayetteville, NC
- Alumnae Valley, Wellesley College - Wellesley, MA

Images: Environmental Reclamation Projects



James Farm Ecological Preserve



Washington Landing

Restored Wetland and Waterfront Sites

- Confluence Discovery Park - Allegheny Arboretum at Indiana University of Pennsylvania
- James Farm Park Ecological Preserve – Ocean View, DE
- Beargrass Creek Park – Louisville, KY
- South Wilmington Wetlands Park – Wilmington, DE
- Centerville Wharf Park – Centerville, MD
- Washington Landing – Pittsburgh, PA



South Wilmington Wetlands Park



Beargrass Creek Park



Confluence Discovery Park - before



Confluence Discovery Park - after



Gasworks Park - Seattle

4. How can this site further help Dumfries becoming a “Destination Place”?

The Town is committed to establishing a viable downtown district along Main Street and around The Rose casino development. The TAP panel views the Colonial Port property as potentially the third piece to creating distinctly different, complimentary nodes of development that collectively enhance the Town’s place as a destination for local residents, commuters, and patrons of the casino. All three areas, if developed properly, would offer different experiences to different user groups. The opportunity for a unique, recreation-based residential area at Colonial Port with a public water-based recreation area and a history and cultural component could create a unique destination.

CREATING A DESTINATION PLACE AT COLONIAL PORT

- Connect the property to its history and the Town’s origins by incorporating interpretive and educational elements along with possible construction of a small history and education building.
- Create physical and visual access to the marsh and creek viewshed
- Activate the site with water-based recreation options, sales, and rentals
- Develop a mix of land uses focused on residential to activate the site and possibly a destination dining attraction overlooking the watershed.
- Incorporate public art and interpretive elements to showcase history and environmental remediation efforts
- Create a distinctly branded neighborhood that compliments the Main Street and Rose Casino districts.

5. Is the infrastructure within the Town sufficient to support any possible development?

Per Public Works, utilities are available in the area, however, capacity needs to be studied relative to the proposed development program. The primary road infrastructure generally exists. Site access and internal circulation will need to be studied and improved.

b. Recommendations And Priorities

The following list of recommendations is focused on actionable items related to creation and implementation of a long-term vision for Colonial Port. All recommendations are viewed as important, and connected, but some are deemed a higher priority as they are time-sensitive or represent enabling actions necessary to set the table for other activities.

The **Priority Recommendations** do represent the panel’s suggested order of importance for the top four priorities. The list of Secondary Recommendations do not intend to imply a strict required order of action, and could occur concurrently in support of the priority actions assuming they do not distract focus or resources away from those priorities.

HIGH PRIORITY RECOMMENDATIONS:

1. Get control of the Campbell property as soon as possible
 - 1a. Complete Phase II environmental study
2. Hire a staff position dedicated to management of Colonial Port property redevelopment project
3. Prepare a Small Area Plan that includes the four proposed development areas up to US Route 1 to guide a development program and land use patterns. The four proposed development areas include:
 - Colonial Port property

- Arban Stone property
- Concrete plant and adjacent sites
- Parcels fronting US Rte. 1

4. Pursue acquisition of the Arban Stone parcel

SECONDARY RECOMMENDATIONS:

- Evaluate potential overlay or new zoning districts for unique development patterns
- Prepare an economic development plan, marketing, and branding strategy for attracting catalyst development and appropriate land uses to distinguish the three primary districts:
 - The Rose casino
 - Main Street
 - Colonial Port
- Conduct an organizational assessment to increase capacity to plan for growth and management for Colonial Port area
- Explore Public Private Partnerships
- Explore grant opportunities, especially those directed toward environmental restoration and public parks

- Incorporate a museum of Colonial Port history and environmental education

BIG IDEAS:

Big Ideas represent opportunities that may warrant exploration as residual benefits to the process. The list below represents ideas from a combination of stakeholder suggestions and successful efforts from the professional experience of the ULI TAP panel.

- Identify citizen champions to work with the Town project manager for development of plans for Colonial Port. This will help to keep the community engaged and ensure they have a voice in the process.
- Create roles for sustainability champions, on staff and/or from the community.
- Incorporate public art in the recreation area, engaging local artists and arts organizations to showcase their work and program public events on the property.



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