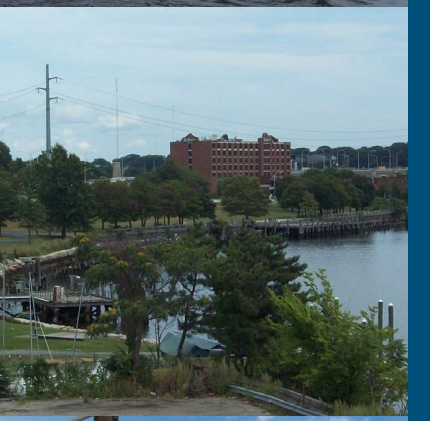
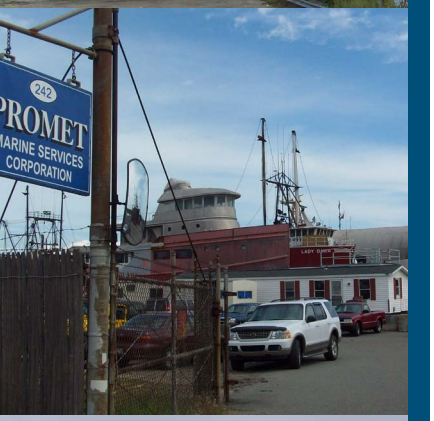




PROVIDENCE TOMORROW

our city ■ our neighborhoods ■ our future

WATERFRONT PLAN

David N. Cicilline, Mayor

Department of Planning and Development
Thomas E. Deller, AICP, Director

April 2010

The waterfront of a great city is truly a special place. Providence's waterfront along Narragansett Bay is no exception. Yet, like many waterfronts across the country, it is an area in transition, with large vacant and underutilized areas and few new activities to draw people to the water.

Introduction

On May 31, 2006, Mayor Cicilline and the City Council announced Providence Tomorrow – an innovative and inclusive planning process designed to provide a framework for the growth and preservation of Providence neighborhoods. Since then, the City Council has adopted a new Comprehensive Plan and the Department of Planning and Development has conducted detailed planning studies in each of the city's neighborhoods. During the development of the Comprehensive Plan, it became clear that the waterfront is an area of special value, of particular concern and interest to the City. As a result, the City initiated a special planning study and public charrette dedicated to the waterfront. This plan is a result of the planning study, outlining the goals and policies for the waterfront, and detailing the recommended zoning and regulatory changes for the study area.

The City's objectives in undertaking a comprehensive study of its waterfront were to revitalize the area, to promote economic development and jobs, and to increase municipal revenue through expansion of the tax base. The planning study had several components. In the spring of 2008, Ninigret Partners, PARE Engineering and LOCAL Architecture were hired to evaluate the economic conditions that will impact the Providence waterfront over the next two decades and to analyze the constraints to future development in greater detail. The team also evaluated the impacts that potential future development patterns would have in terms of jobs, revenue, public expenditure needs, and traffic. In June of that year the City hosted a charrette that brought together over 200 people, including experts from around the region, local business owners, developers, State and City officials, and residents. Attendees discussed and debated their vision of the future of the Providence waterfront by comparing and contrasting several future development scenarios. A second public meeting was held in September, 2008 to present additional information from the study and to provide another opportunity for members of the public to voice their opinions.

Contents

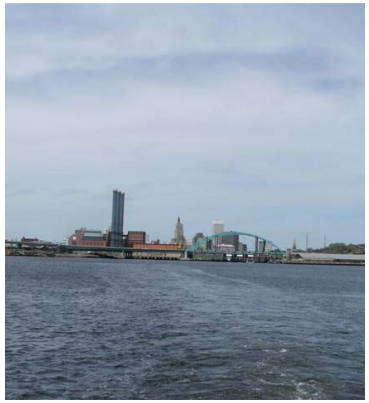
Planning Framework

Providence Tomorrow: The interim Comprehensive Plan was approved by the State of Rhode Island in July, 2008. The plan sets a framework for future land use by identifying the City's long term goals for growth and sustainability. Several areas were identified as key "areas of change" – those places where development and redevelopment is most likely to occur in the future. Residential and open space areas, to be maintained and preserved, comprise the majority of the city's land area. Therefore, there are relatively few areas where economic growth and development can be accommodated. One of those areas is the waterfront. The Comprehensive Plan identifies and describes the vision for three waterfront districts along Narragansett Bay: the area south of the Fox Point Hurricane barrier along the relocated I-195, the Port of Providence, and the waterfront area along Allens Avenue connecting the two.

Providence Tomorrow is the most recent of several plans that address the Providence Waterfront, beginning in 1990 with the Industrial Waterfront Plan. That plan was the result of a study conducted in the late 1980s that concluded that the industrial waterfront is an important part of the regional economy and that future land uses should contribute to the further growth of existing industries and utilities. As a result of the study, the waterfront was zoned for waterfront industrial uses. In 1999, the Narragansett Landing study had a very different vision. That plan outlined an ambitious vision for a new 250-acre waterfront development that would replace industrial uses with marinas, apartments, office buildings and parks. Though the plan was never officially adopted by the City, nor any regulations amended to make way for the new development, a clear signal was sent by the City that this new vision for the waterfront was being considered. Providence 2020 was issued in 2005, envisioning an expanded downtown that included the waterfront area south to Thurbers Avenue, and was intended to direct and shape private investment for a variety of economic activities, including innovative industries, research, commercial and retail activities, and cultural uses.

Providence Tomorrow and the Waterfront Plan blend many of the concepts proposed in previous plans and also reflect the public input received over the past three years. During the review of the Comprehensive Plan it became clear that the Narragansett Bayfront is a critical asset and resource for the city that requires a special planning process. One of the key points made during the waterfront charrette and reinforced by public input received throughout the process was that the city's unique marine infrastructure needs to be protected and that water-dependent businesses need assurances that they will be permitted to continue to operate in place and, where possible, be able to invest in expanding their operations. We have heard those concerns loud and clear. To that end, the City has worked extensively with ProvPort and proposes a series of actions, detailed in this plan, to expand its operations and bring additional jobs to Providence residents. In addition, several regulatory changes are proposed that will better serve the Port and protect water-dependent business in the area.

Providence Tomorrow Neighborhood Charrettes



Providence has 25 distinct neighborhoods, each with unique character and identity. While neighborhoods share many features, each has its own set of planning issues and concerns. An important part of Providence Tomorrow is the in-depth, detailed planning studies that are conducted at the neighborhood level. The neighborhoods have been grouped together so that ten neighborhood charrettes, or planning studies, will have been completed by the end of 2009. In addition to the neighborhood charrettes, a separate charrette and planning study was undertaken for the waterfront area.

Waterfront Charrette

The Waterfront Charrette took place from June 9th through June 12th, 2008. Sessions were held at the Johnson & Wales Harborside Campus. Although similar to the neighborhood charrettes held throughout the city, the Waterfront Charrette was more of a balance between education and input, due to the complexity and multitude of issues affecting the area. More than 200 people participated in the charrette, voicing their opinions on issues including public access to the waterfront, strengthening of the Port as a regional economic engine, and the development of commercially-oriented water dependent uses. The planning team compiled all the information and input generated and presented a summary of preliminary goals and actions at a follow-up meeting at Roger Williams Park Casino on September 24, 2008. After additional comment and review, this plan for the waterfront was developed.

What is a Charrette?

The term "charrette" originated at Ecole des Beaux Arts in Paris, the world's top architectural school in the 19th century, and is derived from a French word meaning "little cart." Carts were circulated to collect final plans. Students would jump on the cart, polishing their drawings up to the last minute.

Today the word "charrette" describes a process of dynamic, interactive community planning. Its goal is to bring all the stakeholders - and all the issues - into one room. This process can be applied to different projects, but always uses the same basic strategy. A team consisting of citizens, elected officials, planners, architects, developers, business owners, city officials, and other stakeholders works to root out potential problems, identify and debate solutions, and create a plan in a set amount of time. Meeting both day and night for several days, participants work together in both large and small groups through a series of brainstorming sessions, sketching workshops and other exercises.

The Benefits of Charrettes in Planning

Charrettes provide a framework for creating a shared vision shaped by community involvement, directed by consultants representing all key disciplines.

Charrettes provide an opportunity to improve and expand the relationships between residents and their government through meaningful public involvement and education.

Charrettes help a community to develop a shared vision of its future by allowing for increased opportunities for residents to make positive contributions to the planning process.

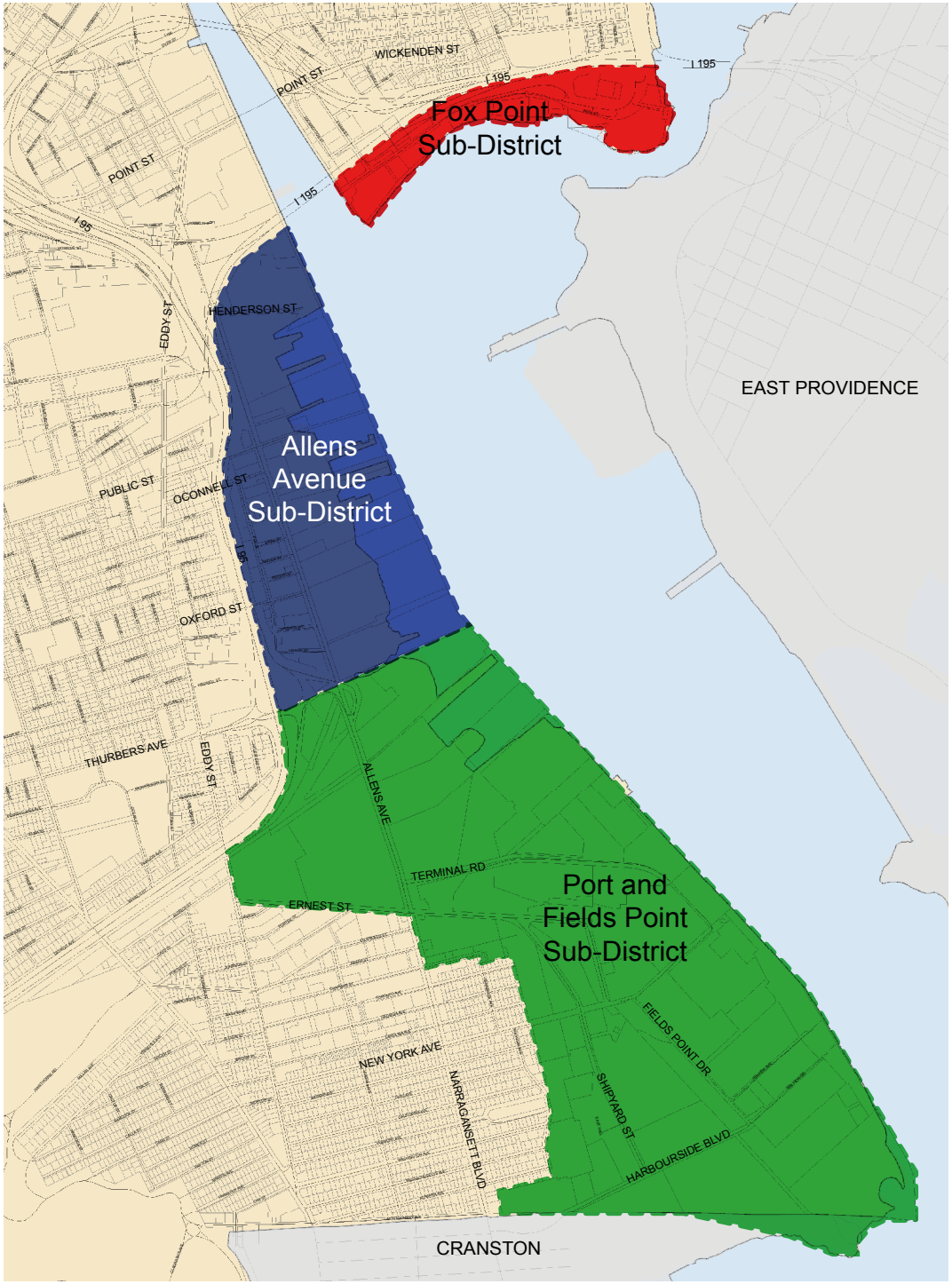
Charrettes help to create better plans by gaining more diverse input and involvement and help increase the likelihood that plans will be realized.

Waterfront Charrette Schedule

	Monday, June 9th	Tuesday, June 10th	Wednesday, June 11th	Thursday, June 12th
Morning **9 - 11 am**	Regulatory Framework	No public sessions	Waterfront Industry Trends	Team Work Day
	Join us for a discussion with Jim Boyd and Janet Freedman of CRMC as well as Charlie Cannon of LOCAI on development constraints affecting the waterfront.		Tufts University, Sprague Energy and the Boston Harbor Association will discuss waterfront industry trends. What components from these models seem compelling and realistic for Providence? What seem to be likely pros and cons of expanding industrial uses in the Providence waterfront area? What mechanisms, conditions and strategies should be considered for achieving successful industrial use in Providence?	Charrette Team Work Day. The studio will be open from 9:00am to 4:00pm. Stop by and see the progress!
Mid-day **11:30 am - 1:30 pm**	Energy Resources	Trends in Mixed Use Waterfronts	No public sessions	
	Join us for a discussion with the Oil Heat Institute, Jim Therriault of Sprague Energy and Michael Sullivan of Motiva.	Hear from the Urban Harbors Institute, the City of Baltimore and the City of Portland, Maine regarding trends in mixed use waterfronts. Which components from these models seem compelling and realistic for Providence? What seem to be likely pros and cons of having a mix of uses in the Providence waterfront area? What mechanisms, conditions and strategies should be considered for achieving a successful mix of uses in Providence?		
Afternoon **2 - 4 pm**	Port and Water Dependent Uses	Public Use	Economic Engine/Fiscal Policy	
	Join us for a discussion with Bruce Waterson of ProvPort, Joel Cohen of Promet Marine and the Working Waterfront Alliance and Jacquelyn Hallsmith of FXM Associates.	How and where should the plan include public access to the waterfront? How and where should the plan create connections between the neighborhoods and the waterfront? Where do you envision parks, open space and venue space? What other public use opportunities should be considered? How should we address compatibility of open space with other uses?	What conditions would help promote an increase in economic revenues? What innovative strategies can you think of to increase short and long term revenues? What other models should the city investigate?	
Evening **6 pm**	Waterfront Charrette Kick-Off	Waterfront Visioning	Waterfront Visioning	Final Presentation
	Learn about the Waterfront Charrette objectives, the overall process, and how your input will be used. Key market trends and conditions will be presented by Kevin Hively and possible scenarios for the future of the waterfront will be discussed.	What's your vision for what you want Providence's waterfront to be like in 20 years? What obstacles exist to achieving that vision? In what ways is the waterfront changing? Learn about upcoming potential new developments, and share your thoughts and ideas with us.	What's your vision for what you want Providence's waterfront to be like in 20 years? What obstacles exist to achieving that vision? In what ways is the waterfront changing? Learn about upcoming potential new developments, and share your thoughts and ideas with us.	Come and see how this week's sessions have been translated into guiding principles and an action plan for the future of the waterfront. It's not too late for your input, come tell us what your priorities are and what we missed!

Description of the Study Area

The study area includes the entire waterfront along Narragansett Bay from the City line on the south, I-95 on the west, and I-195 on the north, and includes the parcels south of the highway in the Fox Point neighborhood. From the relocated I -195 south, there is approximately 2.5 miles of shoreline along Allens Avenue. The study area contains three distinct areas: the area south of the hurricane barrier along the relocated I-195 in Fox Point, the Port of Providence and the waterfront area that connects the two, along Allens Avenue.



Fox Point

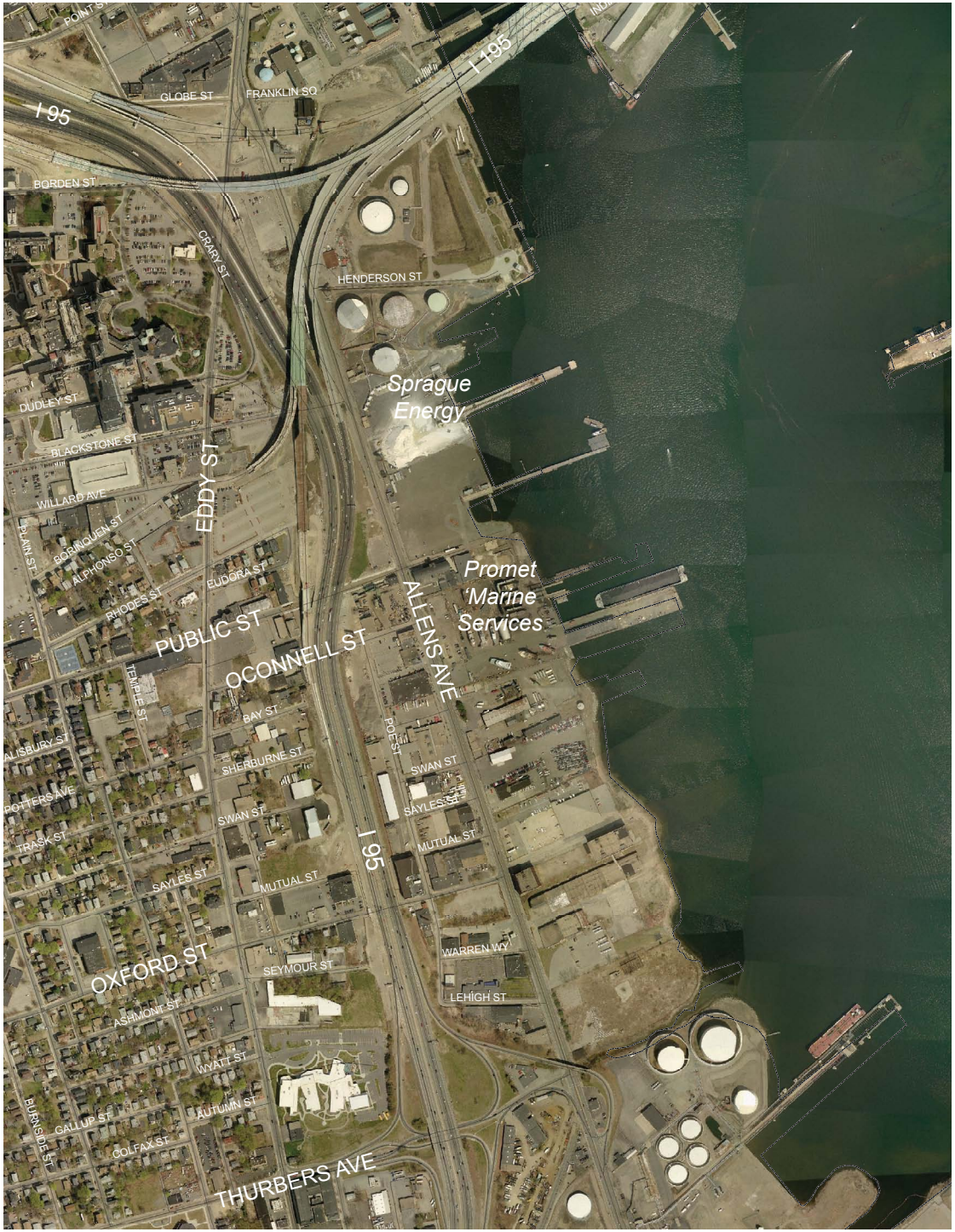
The most prominent feature of the Fox Point waterfront area is India Point Park. This 18-acre park provides residents with open spaces, playing fields and playgrounds at the water's edge, and walking paths along its 3,600 feet of shoreline. The park hosts festivals and is home to the Community Boating Center. The construction of I-195 fifty years ago isolated much of the neighborhood from the waterfront. The highway relocation presents an opportunity to reconnect neighborhood streets to the water's edge along the Providence River and at the northernmost edge of the Bay. In addition, several privately owned parcels could be redeveloped to activate the waterfront with residences and neighborhood-serving commercial, open space and/or recreational uses while providing a continuous publicly-accessible greenway along the waterfront.

Subtracting India Point Park, the remaining parcels in the study area (south of I-195) are zoned W-2 – Waterfront Mixed Use. The W-2 zone allows residential, commercial and light industrial uses with the intent of balancing a mix of uses to be compatible with the surrounding area and create and enhance public access to the waterfront. The zone allows 6-story buildings by right.

Allens Avenue Corridor

The area north of Thurbers Avenue and south of the relocated I-195 along Allens Avenue is an industrial waterfront in transition. It is sited on a newly dredged deep water channel with direct rail access and convenient highway access. Several water-dependent utility and energy-related businesses that are essential to the regional economy are located here, as well as important marine repair services. Other parcels along the Allens Avenue corridor are vacant or underutilized, providing storage and parking for businesses. There are a variety of other uses, including light manufacturing and industrial businesses, auto-related uses, and other commercial businesses on the west side of Allens Avenue. On the water-side of the street, the two primary water-dependent uses are Sprague Energy and Promet Marine Services. Sprague's Providence terminal supplies the majority of the home heating oil for Rhode Island, Worcester County, Cape Cod and the islands, and eastern Connecticut. Sprague also supplies Rhode Island's hospitals, universities, state and municipal buildings, and utilities with heavy fuel oil and is the only source of such fuel in the state. It has operated in its existing facility just south of Downtown for over 100 years. Promet Marine Services has been in operation at its Allens Avenue facility for 34 years (and as part of a family business on the waterfront for 75 years), and is a leader in the marine repair business, servicing a variety of large and small vessels. Though currently closed due to the I-195 construction, Collier Point Park provides public access to the water and a boat launch area at the northernmost tip of Allens Avenue.

The current zoning for the east side of the Allens Avenue corridor is W-3 – Waterfront Port/Maritime Industrial District. This zone is intended primarily to promote the activities at the Port of Providence and related maritime industrial uses in the area and to protect the waterfront for water-dependent industrial use. The W-3 zone allows for a maximum building height of 90 ft. or 7 stories. The west side of the street, between Allens Avenue and Interstate 95, is zoned M-2 – Heavy Industrial District and contains other industrial uses such as Narragansett Improvement's asphalt plant which has been there for over 100 years.


I-95
GLOBE ST
FRANKLIN SQ
I-95
BORDEN ST
CRARY ST
HENDERSON ST
Sprague Energy
DUDLEY ST
BLACKSTONE ST
EDDY ST
WILLARD AVE
BRIMIGION ST
ALPHONSO ST
EUDORA ST
RHODES ST
PUBLIC ST
OCONNELL ST
ALLENS AVE
Promet Marine Services
TEMPLE ST
BAY ST
POE ST
SHERBURNE ST
SWAN ST
SAYLES ST
POTTERS AVE
TRASK ST
SWAN ST
MUTUAL ST
I-95
SAYLES ST
MUTUAL ST
WARREN WY
OXFORD ST
SEYMOUR ST
LEHIGH ST
ASHMONT ST
WYATT ST
AUTUMN ST
GALLUP ST
COLFAX ST
THURBERS AVE

Port and Fields Point

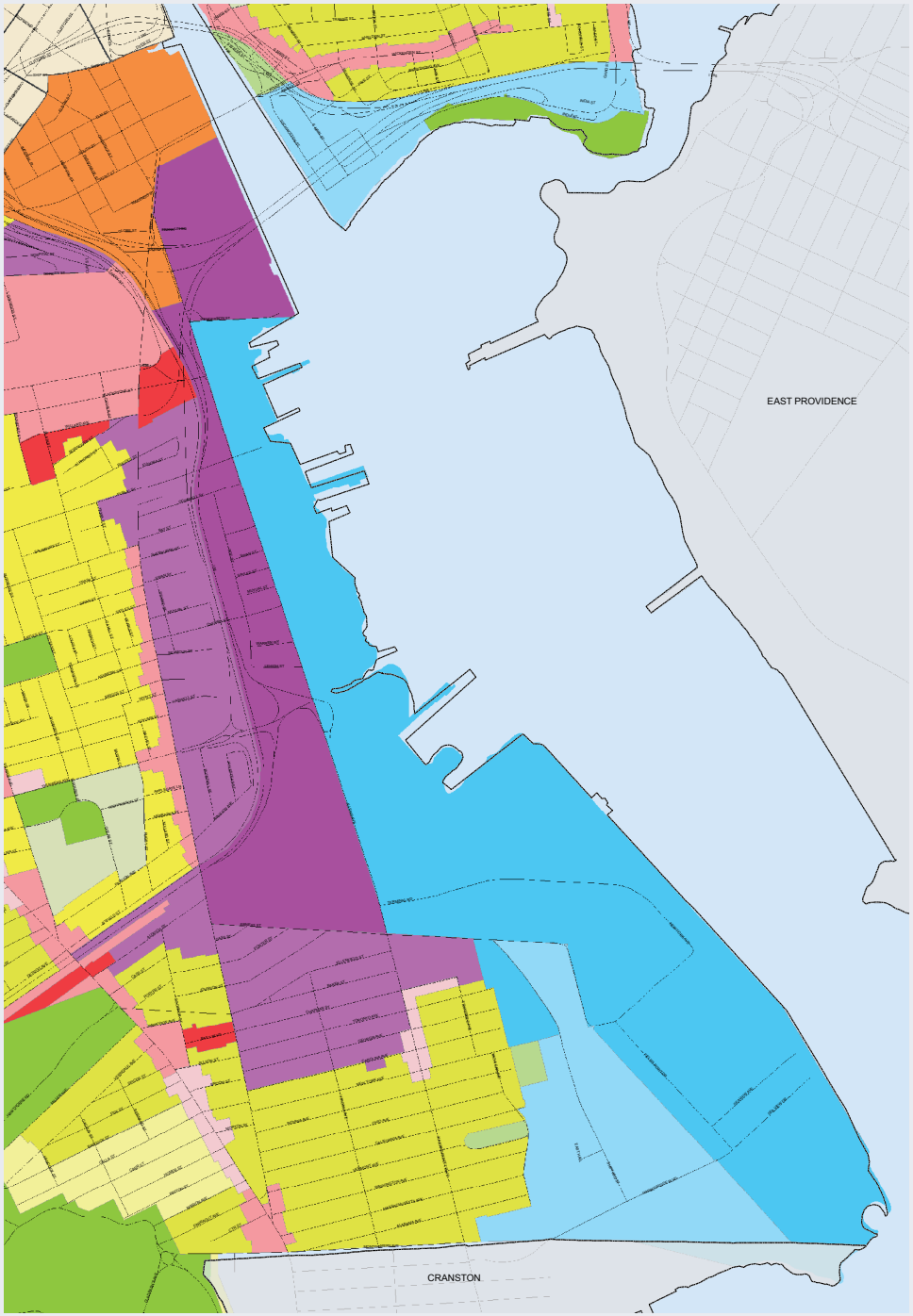
The industrial area south of Thurbers Avenue is the ideal location for water-dependent heavy industry. Sited on a newly dredged deep water channel with direct on-dock rail access and convenient highway access, this area has the marine infrastructure in place to support water-dependent uses. ProvPort, with overall management and stevedoring services provided by Waterson Terminal Services, occupies a large portion of the land in this area, with over 100 acres dedicated to port activities. The Port has six berths, which total approximately 3,500 linear feet. This infrastructure enables them to offload over 100 ships annually, handling over 2.5 million tons of primarily bulk cargo such as coal, cement, chemicals, salt and aggregates, and break bulk cargo such as steel, copper and forestry products. The Port is home to several tenants including New England Petroleum; Washington Mills (the oldest abrasives company in the U.S.); Lehigh Cement; Schnitzer Northeast, which exports scrap steel to Turkey, China and South Korea; Univar, an industrial chemical distributor; Abhu Merhi Lines, which exports 1,500 used cars per month to West Africa; and Morton Salt; among others.

The parcels that make up ProvPort are all zoned W-3.

Fields Point is also home to Johnson & Wales University's Harborside Campus. The school's College of Culinary Arts, Graduate School programs, recreation center and culinary museum are located on the 80-acre campus. This area is zoned W-2 with an institutional overlay zone.


TERMINAL RD
ALLENS AVE
ERNEST ST
CHAPMAN ST
TORONTO AVE
GEORGIA AVE
CAROLINA AVE
NEW YORK AVE
INDIANA AVE
OHIO AVE
CALIFORNIA AVE
VERMONT AVE
WASHINGTON AVE
MASSACHUSETTS AVE
ALABAMA AVE
MONTGOMERY AVE
TENNESSEE AVE
MICHIGAN AVE
NARRAGANSETT BLVD
SHIPYARD ST
NEW YORK AVE
FIELDS POINT DR
SEAVIEW AVE
SEAVIEW DR
HARBOURSIDE BLVD

Official Zoning Map



R-1 - One-Family District - This zone is intended for low density residential areas comprising single family dwelling units in detached structures located on lots with a minimum land area of 6,000 sq. ft.

R-2 - Two-Family District - This zone is intended for low density residential areas comprising single family dwelling units and two family dwelling units in detached structures located on lots with a minimum land area of 5,000 sq. ft.

R-3 - Three-Family District - This zone is intended for medium and low density residential areas comprised of structures containing single family dwelling units, two family dwelling units and three family dwelling units located on lots with a minimum land area of 5,000 sq. ft. and a minimum land area of 2,000 sq. ft. per dwelling unit.

R-G - General Residence District - This zone is intended for medium density residential areas comprised of structures containing single family dwelling units, two family dwelling units, three family dwelling units and four or more family dwelling units located on lots with a minimum land area of 5,000 sq. ft. and a minimum land area of 2,000 sq. ft. per dwelling unit.

R-M - MultiFamily Dwelling District - This zone is intended for high density residential areas comprised of structures containing single family, two family, three family, and four or more dwelling units located on lots with a minimum land area of 5,000 sq. ft. and a minimum land area of 1,200 sq. ft. per dwelling unit.

R-P - Residential Professional District - This zone is intended to preserve and enhance the residential integrity of certain heavily traveled streets while permitting compatible professional uses. Compatible professional uses are those that will fit into the existing structure so as to preserve the residential character of the street, including its architecturally attractive and distinctive qualities; provide opportunities for people to live, work and receive professional services in the same area; and improve public safety by encouraging both day and night time occupancy in the area.

C-1 Limited Commercial District - This zone is intended for neighborhood commercial/ residential areas that primarily serve local neighborhood needs for convenience retail, services and professional office establishments.

C-2 General Commercial District - This zone is intended for commercial areas that serve Citywide needs for retail, services and professional office establishments.

C-4 Heavy Commercial District - This zone is intended for commercial areas for a wide diversity of commercial uses that serve regional needs for retail, service, professional office and automotive establishments.

M-1 Industrial District - This zone is intended for general industrial uses that accommodate a variety of manufacturing, assembly, storage of durable goods and related activities provided that they do not pose toxic, explosive or environmental hazard in the City; and to support live-work spaces only in those existing underutilized industrial and/or commercial structures that are included in Article V, Section 501, "Industrial and Commercial Individual Structure District."

M-2 Heavy Industrial District - This zone is intended to provide areas for heavy industrial uses, especially for those uses that are potentially hazardous, noxious or incompatible with the uses in any other zone.

W-1 Waterfront: Commercial/Residential District - This zone is intended to promote primarily residential development while allowing limited commercial uses as well as appropriately scaled mixed use developments; to promote waterfront access and uses which improve the integration of the waterfront and the neighborhoods adjacent to the waterfront.

W-2 Waterfront: Mixed Use District - This zone is intended to promote a balance among appropriately scaled residential, commercial and light industrial development; to enhance compatible development with adjacent areas and surrounding residential neighborhoods; to enhance and create public access to the waterfront as a public resource for the benefit of present and future generations; and, to provide a transition between the Port/Maritime Industrial uses and surrounding neighborhoods.

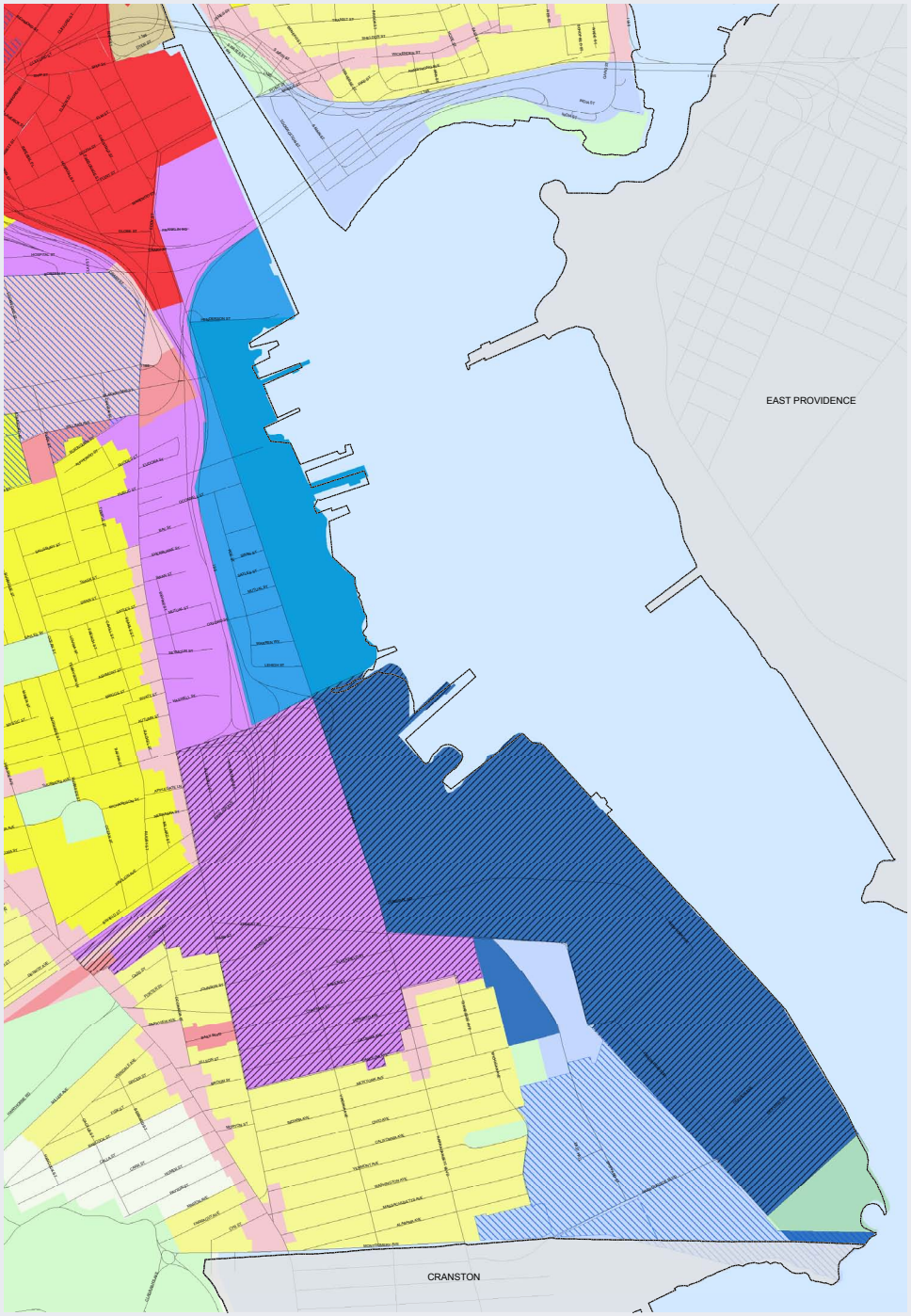
W-3 Waterfront: Port/Maritime Industrial District - This zone is intended to promote the Port of Providence and related maritime industrial and commercial uses within the areas of Providence's waterfront; to protect the waterfront as a resource for water-dependent industrial uses; and to facilitate the renewed use of a vital waterfront.

OS - Open Space District - This zone is to insure that open space areas, conservation areas and outdoor recreation areas are preserved in the city. This district includes parks, wetlands, flood plains, conservation areas and areas that cannot be developed.

PS - Public Space Areas - This zone is to insure that open space areas and areas for public buildings and facilities are preserved in the City. This district includes park and recreation areas, public buildings and schools.

CD - Conservation District - This zone is to insure that city-owned conservation areas are preserved [Ord. 2003-27].

Official Land Use Map



The **land use designations** shown here are based on the Official Land Use Map as established in December 2007. Though many land use areas contain multiple uses, the descriptions of each designation depicted on the map refer to the dominant use.

Low-Density Residential areas are characterized by one-family and two-family dwellings in detached structures on separate lots. Buildings typically range in height from one to three stories. Lot sizes vary by neighborhood, with most ranging from 3,200 to 5,000 square feet. In some areas, small-scale commercial uses, such as neighborhood corner stores, may be appropriate.

Medium-Density Residential areas are characterized by one- to three-family dwellings and multi-family dwellings on separate lots. Buildings typically range in height from one to three stories. Lot sizes may vary by neighborhood, with most ranging from 3,200 to 5,000 square feet. In some areas, small-scale commercial uses, such as neighborhood corner stores, may be appropriate.

Neighborhood Commercial/Mixed-Use areas are characterized by traditional, pedestrian-oriented uses that serve local neighborhood needs for convenience retail, services, professional offices, and housing. Buildings are set close to the street, with entrances and façades oriented toward the street. Residential uses are encouraged.

General Commercial/Mixed-Use areas are characterized by commercial uses such as large shopping complexes and plazas that serve city-wide needs for retail, services, and office establishments. Residential uses are encouraged in these areas. These areas may be located along commercial corridors that can accommodate large commercial uses or clustered uses at a higher density to support transit.

Business/Mixed-Use areas are intended to foster the expansion of business, industrial commercial, office, and medium- to high-density residential uses into former manufacturing areas and historic mill buildings. A variety of business, financial, institutional, public, quasi-public, cultural, light industrial, manufacturing, and other related uses are encouraged to provide a mix of activates into these areas. While residential uses are permitted, these areas are intended primarily for a mix of business uses.

Waterfront Mixed-Use/Neighborhood areas are intended for a mixture of residential and neighborhood-serving commercial, recreational, and open space/public space uses.

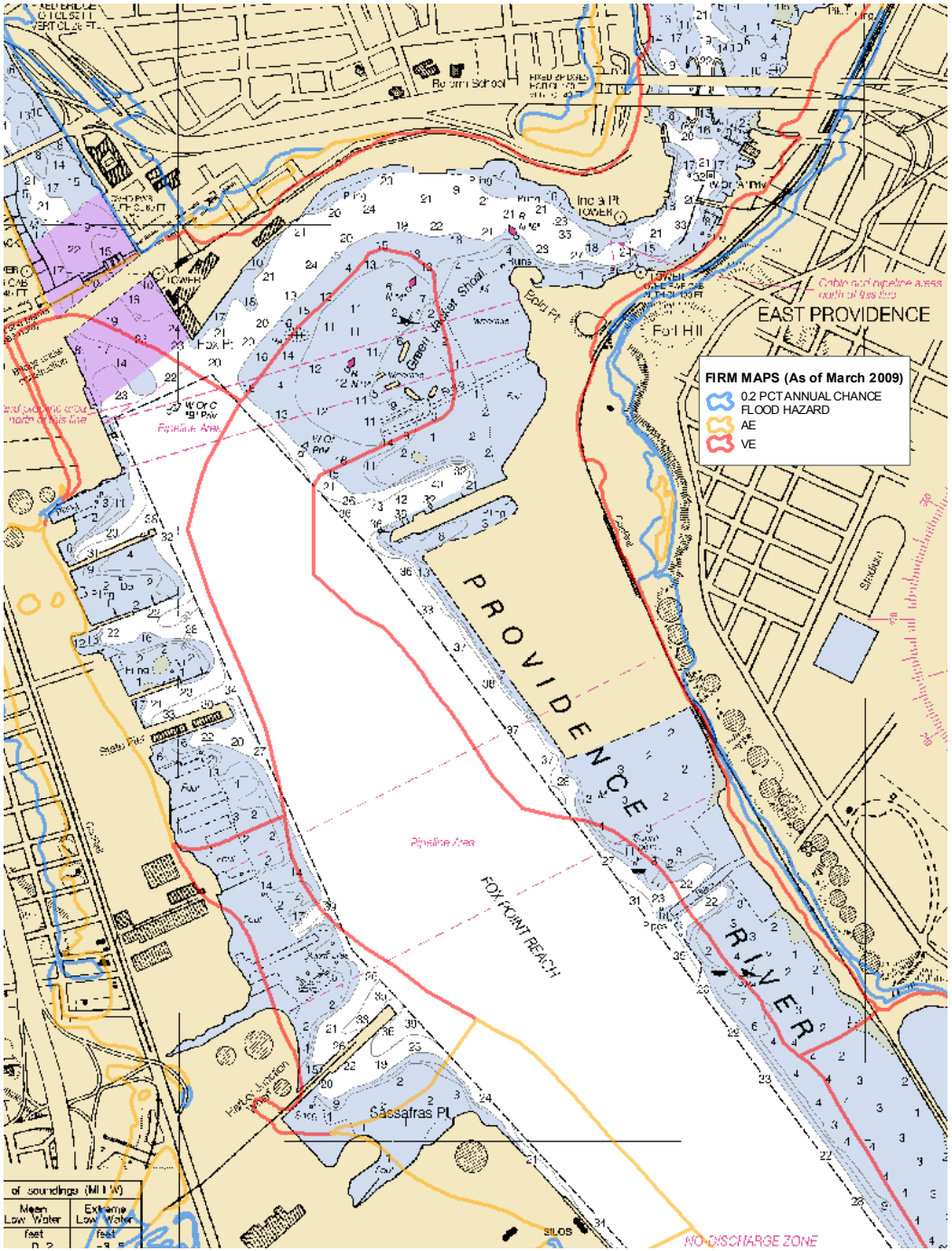
Waterfront Mixed-Use/General areas are intended for a balanced mix of industrial, commercial, and residential uses to serve as a transition between heavier port uses and downtown.

Waterfront/Port areas are intended for waterfront port and maritime uses to promote the Port of Providence and related maritime industrial some commercial uses within the waterfront area. The purpose of this designation is to protect the waterfront as a resource for water dependent industrial uses, and to facilitate the renewed use of a vital waterfront for economic growth and expansion.

Public Space/Open Space areas are intended to ensure that open space and areas for public buildings and facilities are preserved in the City. These areas are characterized by parks, baseball fields, soccer fields, and supporting uses, as well as areas for passive recreation. Other typical uses include government-owned park and recreation areas and public buildings such as fire stations and schools. These areas are publicly owned.

Institutional Districts are institutional campuses, designed to permit institutional growth and development while controlling and limiting negative impacts on neighborhoods.

Jobs Only Districts are intended for industrial, manufacturing, commercial, and office uses to support job growth and expansion. No residential uses are permitted.



Development Assets

Between 2000 and 2004, the federal government reaffirmed its commitment to Rhode Island's maritime industries by carrying out a $63 million dredging project in the Providence River. Dredging brought the channel back to a controlling depth of 40 feet, allowing vessels up the channel that were once forced to unload a portion of their cargo into barges before continuing up river. The dredging campaign returned the channel to its original dimensions – 40 feet deep and 600 feet wide

The southern part of the river has been dredged to benefit nearby marinas and commercial shipping interests.

Part of the Port area (32 acres) is designated as a Foreign Trade Zone. Foreign Trade Zones are considered to be outside of U.S. Customs Territory for the purpose of customs duty payment. Therefore, goods entering Foreign Trade Zones are not subject to customs tariffs until the goods leave the zone and are formally entered into U.S. Customs Territory. Merchandise that is shipped to foreign countries from Foreign Trade Zones is exempt from duty payments. This provision is useful to firms that import components in order to manufacture finished products for export.

Development Constraints

As shown on the Constraints maps on this page and the next, most of the Providence waterfront is located within A and V (or Velocity) flood zones. V zones are coastal high hazard areas subject to hazardous flooding (100-year flood), wave impact and, in some cases, significant rates of erosion as a result of storm wave impact and scour. A-zones are second-level flood areas: alteration of land surfaces in A-zones can change drainage characteristics that may cause increased flood damage on adjacent properties.

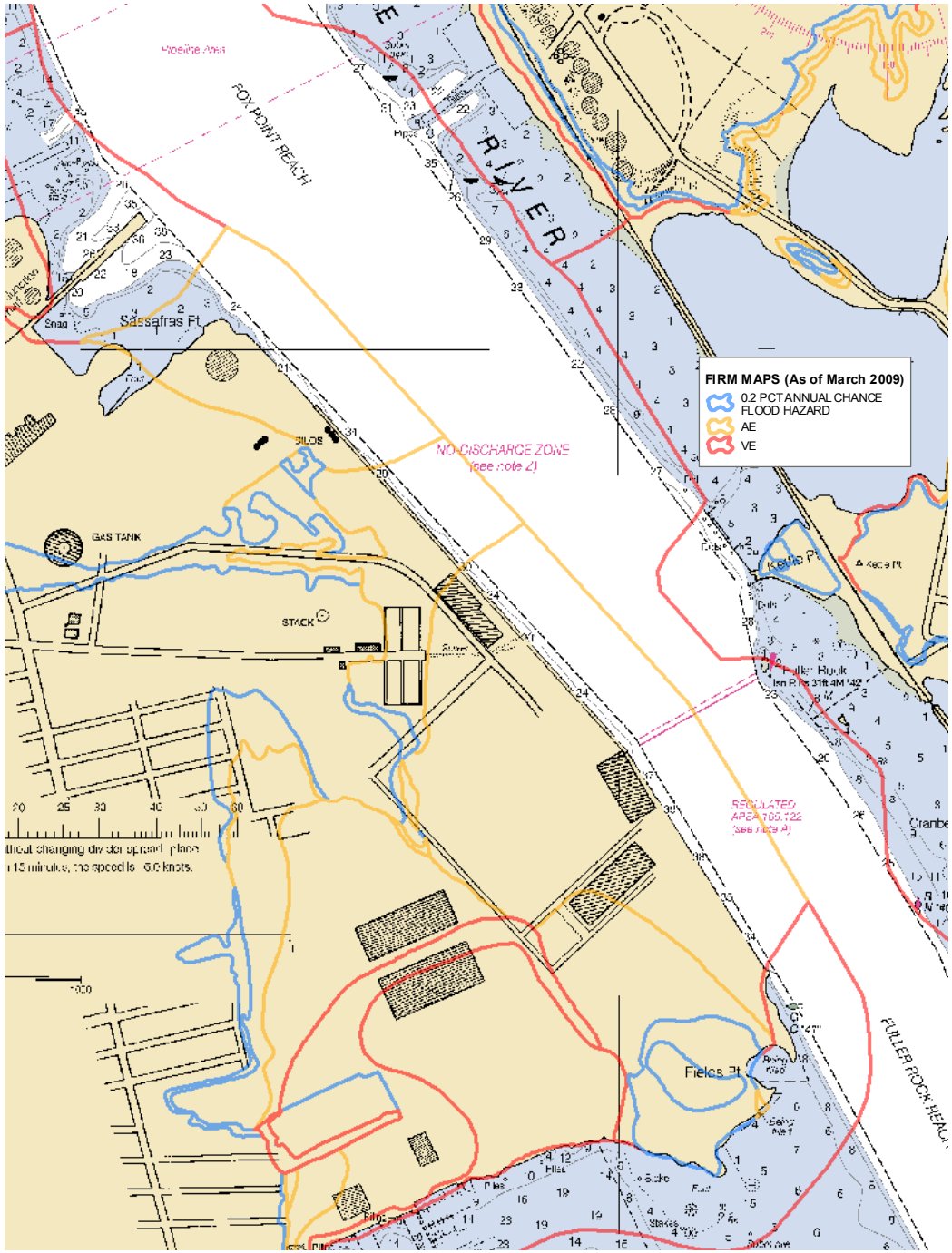
The National Flood Insurance Program (NFIP), administered by the Federal Emergency Management Agency (FEMA), requires that floodplain management measures be applied in flood hazard areas,

which include A and V zones as identified on the Federal Insurance Rate Maps (FIRM). Section 423 of the Zoning Ordinance lays out the requirements and construction standards for development in these flood zones. Construction standards for V zones are more restrictive, requiring construction to be secured to anchored pilings or columns and have space below the lowest floor that is free of obstruction or constructed with breakaway walls. Fill is not allowed for structural support. For all new construction, substantial improvement or repair, the bottom of the lowest floor, including basement, must be elevated at least one foot above the base flood elevation (BFE) in accordance with the Sate Building Code. This "freeboard" requirement is subject to possible change; currently, the Coastal Resources Management Council (CRMC) recommends greater elevation for most construction. Residential structures in A-zones are also subject to the freeboard elevation requirement (nonresidential structures may be dry flood-proofed to one foot above the BFE, subject to specific standards). Additional construction standards are delineated in Section 423 for both A and V zones. All construction and substantial improvement in A and V zones are subject to certification by a State-registered engineer or architect. It should also be noted that the location of the Providence waterfront and configuration of the river and bayfront make this area susceptible to storm surge outside of the hurricane barrier.

Dredging, removal, or reconstruction of derelict piers, and shoreline protection would be required for any future redevelopment of most properties along the Providence River, especially those that would utilize waterfront resources. Use of these waters, including use of the shoreline itself, is subject to regulatory approval by the Coastal Resources Management Council (CRMC), Rhode Island Department of Environmental Management (RIDEM), and the US Army Corps of Engineers, among others.

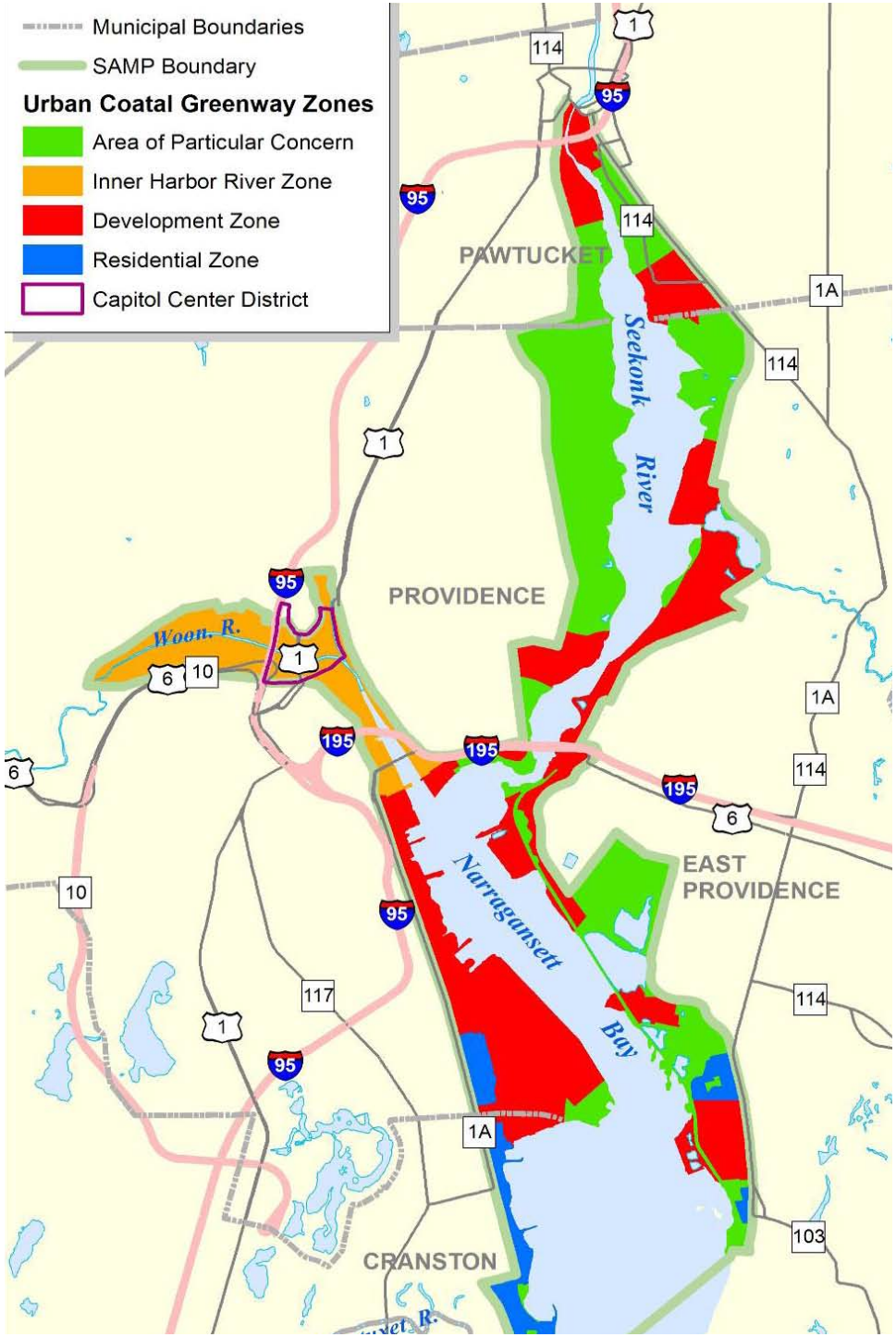
Additional Constraints for Water-Dependent Development

Along the northern section of Allens Avenue significant dredging would be required to accommodate sailboats with fixed keels, barges, short sea shipping vessels, tugboats and other vessels. For marina use, water depths at MLLW (mean lower low water) should range from 6 to 16 feet, depending on the type of boats to be accommodated (power boats would require



shallower depths than fixed keel sailboats). For commercial shipping, a minimum depth at MLLW would be 20 feet or more. An industrial site for large ships would require 32 to 40 feet of water depth. For short sea shipping or other heavy industrial use, dredging would be required within an area extending approximately 150 feet along the bulkhead to a 24-foot water depth (depending on use). With an average current water depth of 6 feet along the Allens Avenue shoreline, it is estimated that approximately 80,000 cubic yards of dredge material would require disposal. The 150-foot width would accommodate vessel, barge and tug maneuvers. A series of dolphins would be required to secure vessels for bow-to roll on/roll off (RO/RO) operation. For a 150-foot wide mooring field with an average depth of 12 feet, approximately 15,000 to 25,000 cubic yards of material would require dredging. Short sea shipping would require sufficient landside area to accommodate off-loading with maximum efficiency. Tractor-trailer rig parking and laydown areas would require extensive pavement. A building would be required for administration and management of the port facility, and maintenance facilities might also be required. Landside parcels should be in the 10- to 15-acre range, realizing that the more landside area that is available, the more efficient the transfer of cargo could be. Current shoreline parcels located east of Allens Avenue, south of the State Pier and Promet, and north of Motiva total 27 acres in six parcels; parcel consolidation would likely be required, as the largest of these parcels is 9 acres.

Any development of Allens Avenue waterfront property would likely require repair of the existing seawall or construction of new bulkheads or piers, depending on proposed use. Bulkhead, pier or marina construction, or filling of tidal waters would require a Category B Assent from CRMC, an Individual Permit from the Corps of Engineers, and Water Quality Certification from RIDEM, at a minimum. CRMC assent would also be required for onshore work within 200 feet of the coastal feature. CRMC's concerns would include stormwater management, especially for large paved areas for maritime industrial use. (Providence Waterfront study 2008).



Regulatory Review

As part of the waterfront planning process, an in-depth review of the regulatory framework for the waterfront was conducted. It became clear during this review that the original intent of the W-3 zoning district - to promote the Port of Providence and related marine industrial uses - had been weakened over time and no longer serves as a protective "sanctuary" for water-dependent businesses. Several uses that should be protected and promoted are not currently permitted in the W-3 zone, while other uses are permitted that should be excluded. For example, the W-3 zone does not allow ship and boat building and repair while restaurants are permitted. Retail and commercial uses are permitted in the W-3, if they are related to a water-dependent business. In addition, through "residential mixed use," a residential development could be built as long as it is combined with and directly related to a permitted maritime-related commercial use. Therefore, a store that sells marine supplies could have apartments or condominiums on upper floors by right. It is not well known or understood that the regulations for the waterfront are currently out of step with the goals of protecting water-dependent businesses.

In addition, there is minimal regulatory oversight for the waterfront as a whole. The City Plan Commission reviews development proposals that contain more than 40,000 square feet of land area as Major Land Development projects. However, though this may capture several projects in the W-3 zone, the review and required public notification is on a case-by-case basis. There is a general lack of knowledge and understanding about waterfront uses and activities, and no single entity has a comprehensive view of land use and development of the waterfront.

In addition to City authority, the study area is within the purview of the Rhode Island Coastal Resources Management Council (CRMC), which has jurisdiction over all areas located within 200 feet of the edge of a coastal feature. In this case the coastal feature is the top of riverbank or top edge of the wall adjacent to the Providence River at the head of Narragansett Bay. CRMC also has jurisdiction over energy-related activities. There are two CRMC regulatory approaches to urban development and for determining coastal buffer and setback requirements:

- Coastal Resources Management Program (CRMP)
- Urban Coastal Greenway Policy (UCG).

Under both regulatory approaches, all parcels are subject to a coastal buffer zone and an additional 25-foot construction setback. The CRMP regulations determine coastal buffer zones based on water classifications and parcel size. The UCG regulations classify the subject area as a Development Zone, with a required buffer area of 25 to 100 feet. The UCG regulations require 15-percent of the parcel to be vegetated, the use of low-impact development practices to meet water quality standards and flood control for 100 percent of stormwater runoff, and compliance with all applicable CRMP regulations. Additionally, if development includes public access, the applicant must provide public parking spaces to facilitate the use of the urban coastal greenway; however, the applicant may demonstrate that ample public parking is available adjacent to the parcel to satisfy this requirement. CRMC identifies the Providence River (upper Narragansett Bay) as Type 6 Industrial waters. Through the current SAMP process, CRMC is reviewing the water type classifications and may be proposing changes for areas of the Metro Bay.

For "small lots" (parcels with a depth of less than 300 feet, measured perpendicularly to the waterfront), CRMC requires a minimum 50-foot urban coastal greenway plus an additional a 25-foot building setback. The 50-foot urban coastal greenway can be reduced to 25 feet, but only if compensation if provided for the difference in UCG depth. Parcels with a depth of 300 feet or greater must provide a standard UCG width of 100 feet, plus a 25-foot building setback as discussed above. The 100-foot urban coastal greenway can be reduced to 50 feet, but only if compensation if provided for the difference in UCG depth.

For both standard applicants and small lot applicants, who wish to reduce the required UCG width, compensation may include a fee determined by CRMC, the creation of non-stormwater wetlands, the restoration of wetlands, opportunities do republic recreational use on site, the increase in public access amenities, etc.

CRMC also requires all parcels to create at least one secondary (perpendicular) access path of between 8 and 20 feet (depending on whether emergency vehicle access is needed) connecting from the public street to the waterfront.

The Rhode Island Department of Environmental Management (RIDEM) also has regulatory authority within the area. The RIDEM Division of Waste Management has jurisdiction over contaminated properties and properties where there are Environmental Land Use Restrictions (ELURs) in place. The Division of Water Resources has jurisdiction over alterations to the storm drainage and sewer systems that may have the potential to affect water quality. While the City owns and maintains the sewage collection system, the interceptor sewers that carry wastewater from the collection system to the Providence Wastewater Treatment Facility are owned and operated by the Narragansett Bay Commission. The Bay Commission regulates connections to the sewer system and is responsible for monitoring and maintenance of the combined sewer overflows.

Port Commission

The City established a Port Commission in the city charter to oversee the operations at the Port. When the Port was sold in 1994, the Commission became inactive and has remained so ever since. Through the waterfront planning process, one idea has been to reinstate a redefined and reformatted Port Commission to assist in overseeing waterfront development. Though there are several city and state agencies and commissions that are involved with regulating waterfront developments, there is no one body that has oversight for the entire waterfront.

It is envisioned that the reconstituted Port Commission could study and plan for the growth and expansion of the maritime trades, oversee the preparation of a harbor management plan for the city, serve as the harbor commission to implement the harbor management plan, seek federal, state, local or private grants for the development of port and working waterfront improvements, raise public awareness of the Port, and advise the city in reviewing proposed waterfront developments, among other duties.

Economic Framework and Context

The overall findings indicate that the moderate demand for residential and commercial space combined with the large amount of space currently available will likely result in gradual development over a number of years. It is important that the scale of development projects is carefully considered to ensure that a single project does not absorb such a large share of the demand that it precludes additional development.

Residential Real Estate

A minimal increase in population is projected for Providence until 2030, and the number of households (or actual number of housing units in which that population lives) is expected to decline until 2015, with only a modest increase thereafter until 2030. Even population forecasts with large margins of error suggest inadequate growth to spur a period of rapid residential growth. Any substantial demand for additional housing, then, will have to be driven by external forces such as energy prices, which would influence commuter relocation to the Providence area. Even if this were to occur, the commuter "pool" would likely represent a relatively small population increase.

Based on past real estate crashes, it will probably take ten years before prices return to levels feasible for development (this does not take into account mortgage market adjustments that may help the housing market recover). Moreover, the existing inventory of new housing must be "worked off" (the Ninigret study suggests this would take 28 to 30 months, excluding 600+ units in construction). A potential factor that could affect the demand for housing is improved transit connections such as to express rail, which could facilitate Boston migration.

Demand for the I-195 parcels for housing may increase as the area becomes more attractive as a result of development of the Jewelry District, expansion of hospitals and universities, and construction of the new waterfront parks.

Commercial Real Estate

Providence recently experienced positive trends in office sector employment and absorption rates for commercial offices put on the market, but the overall absorption rate has not kept pace with available space. Adaptive reuse of mill buildings has had an impact on new construction, contributing to the approximately 1 million square feet of office space available, and over 400,000 square feet may become available over the next few years. If absorption rates return to prior averages when the recession subsides, it would take eight years for that space to be occupied (Chan Krieger). As much as 5 million square feet of industrial space is also currently on the market. These figures are expected to increase significantly, though not all of the space coming on line is likely to be developed, in part because of the current economic climate. Additional office space is likely to become available with Blue Cross Blue Shield moving from its current downtown offices to its new building. Overall, the potential glut of office space is likely to result in lower average rents.

The institutional sector (hospitals and colleges) absorbs increasing amounts of office space, and downtown conversions to residential use absorb some as well. In general, even the most expensive rents in the current market are not high enough to recoup development costs. Also, existing infill opportunities present challenges to the redevelopment of Allens Avenue as a commercial/office space location; areas such as Old Harbor represent less challenging opportunity areas and other Metro Bay sites (such as in East Providence) require less remediation and present fewer potential conflicts between residential and industrial uses. Finally, overall conditions limit the need for speculative Class A office space that is not "build-to-suit." Nationally, office vacancy rates increased significantly in 2008, and rents declined from ten to thirty percent.

Providence is a major "importer" of dining demand and, despite the potential for saturation, new concepts and unique locations will continue to spur restaurants. The continued health of the restaurant sector will depend in large part on the city's attractiveness as a business center and the provision of activities and attractions.

There is the potential for additional retail in Providence, but for Allens Avenue to support it, the low population density in the area would have to be offset by its emergence as a visitor destination. On a national level, demand for retail space is weak, retail sales are declining and retailers are filing for bankruptcy. Occupancy rates are expected to continue to decline until 2011. Hotel occupancy rates are similarly down and are expected to continue to drop.

Stimulus and Recovery

Monetary and fiscal stimulus programs enacted in 2008 have not yet spurred significant recovery, the GDP and Consumer Confidence Index have declined significantly, and unemployment is up both nationally and locally. The only sector that continues to add jobs is health care services (Chan Krieger). In the context of low real estate demand in all sectors other than residential rentals, and rising vacancy rates, banks have tightened credit conditions. "Apart from financing available for apartments from Fannie Mae and Freddie Mac, the secondary commercial mortgage market has evaporated." (Chan Krieger) Nationally, major corporations have responded to the economic downturn through significant workforce reductions; this trend was expected to continue through at least the first two quarters of 2009. Other measures include space reduction, cutting the size of offices and work stations, and subletting space. Despite negative trends and the difficulty of making accurate economic forecasts in this climate, there were indications that the precursors to recovery would occur in 2009, followed by a "low recovery" in 2010 marked by stabilization of the residential market. (Chan Krieger).

Economic Projections for Providence

The unemployment rate is projected to increase until mid-2010, according to Moody's Economy.com, and mortgage-related problems are expected to affect the housing market into 2010. Issues Providence must overcome include the high cost of living, high property and sales taxes, high energy costs, a limited supply of affordable housing, and out-migration. On the positive side, Moody's notes the growing biotechnology sector, and pre-recession growth of financial and professional services.

Maritime Industry and Energy Distribution

The Port of Providence is one of the 50 largest in the United States and third largest in New England. Petro products represent two-thirds of regional shipping activity and continued growth is expected in the shipping industry.

The emergence of "short sea shipping" (the movement of freight at sea over shorter distances without crossing oceans) may affect projected growth of the regional shipping industry and provide potential opportunity. However, competition is substantial from nearby ports including Fall River, New Bedford and Quonset. The existing ProvPort infrastructure could handle barge-based LOLO (load on – load expanded maritime industrial uses. Space limitations could be relieved by leasing adjacent property from the City. Short sea shipping requires substantial landside area, which would necessitate parcel consolidation as well as infrastructure improvements. The Shepard's warehouse site has limitations due to the property's historic status, water depth of only two feet at the shoreline, and the presence of underwater obstacles (significant dredging and removal of obstacles would be necessary). Infrastructure costs on the site would be 20 to 50 million dollars.

Energy distribution and storage on the Providence waterfront is primarily petroleum-based. The City receives 10% of the total petroleum products delivered in New England. Most of this is gasoline. Gasoline demand may decrease as fuel cell technologies are developed. Additionally, continued decline in the use of home heating oil is expected, as natural gas is likely to become the primary source of fossil fuel heat in Rhode Island. While demands are changing, it is unclear what implications there will be on fuel oil storage facilities. Providence may continue to be an energy distribution site with or without petroleum-based products due to its location, water and rail access, infrastructure, and regulatory clearance.

Development Scenarios

The Providence Waterfront Study analysed future development possibilities for the waterfront by proposing four very different development scenarios and contrasting their projected job generation, tax revenue and traffic impacts. The develop scenarios provide an estimate of projected outcomes, as it is most likely that no one scenario will account for all of the activity that will occur on the waterfront over the next 20 years. The four scenarios range from the natural evolution of the waterfront projecting forward the current mix of uses, to a dramatic change to primarily residential development.

The two scenarios in between project the impacts of commercial development and expanded maritime industrial uses.

The scenarios focused on a smaller geographic area than the study area, selected on the basis of having the fewest development constraints and the highest concentration of underutilized land. The boundaries are parcels east of I-95, south of Sprague Energy and north of Thurbers Avenue (excluding the Promet property). Based on the population projections and market data, including vacancy data and absorption rates, collected during the study, key assumptions were made for the development scenarios.

1. For the first scenario, projecting forward the current mix of uses and rate of development, it is estimated there will be a total increase of 200 to 300 jobs with an average wage of approximately $40,000. The projected annual increase in property taxes paid to the city is $40,000, which assumes a 3% valuation increase per year. Using an expansion factor of 1% per year through 2025, the projected ADT (average daily traffic) on Allens Avenue in 2025 will be approximately 28,553 vehicles per day.

2. The second scenario of approximately 6,000 square feet of commercial office space development projects an additional 2,000 to 3,000 jobs over the first scenario. The average annual wages are estimated to be $73,000 and the annual increase in property taxes is projected to be $2.7 million. This additional development would be expected to generate approximately 2,005 trips per day on a typical weekday. It is assumed that Scenario 1 will occur regardless of the other three scenarios. Traffic generated in Scenario 2 (Office), Scenario 3 (Residential), and Scenario 4 (Maritime) includes baseline traffic generation (1% annual growth factor).

3. The projected build-out for residential development would include between 50 and 200 total units in buildings that were 6 to 10 stories in height. To cover the costs associated with brownfield cleanup and the increased expense of flood zone construction, units would need to be priced to recoup those costs. Existing small parcels would need to be merged to create larger lots to provide the appropriate setbacks, parking and related provisions that buildings at this scale would require. It is projected that this development scenario would provide fewer than 50 permanent jobs with an average wage of approximately $26,000. The annual increase in property taxes to the City would be $3.6 million. Scenario 3 would result in an additional 1,352 vehicle trips per day. However, with the enhanced transit service that this scenario would support, these volumes would be expected to decrease.

4. The expansion of maritime industrial uses, including the conversion of non-maritime uses to maritime industry, would result in approximately 200 blue collar jobs with an annual salary of $58,000. The most likely development would be short sea shipping related and supporting uses with associated significantly expanded truck service. The build-out of this scenario would be mostly 1 to 2 story warehouse buildings. Scenario 4 would generate approximately 890 additional trips per day for a typical weekday. Volumes for the maritime scenario are based on typical traffic volumes associated with an increase of approximately 285 employees in a heavy industrial land use. Although improved I-95 access is important to all waterfront scenarios, it is especially important for the Maritime Scenario, with increased freight handling and truck traffic. In order to provide direct access from Allens Avenue to I-95 south, significant changes would be required on Thurbers Avenue.

SCENARIO 1: BASE

- Increase in existing uses, including waterfront use with 200 to 300 additional jobs
- Adaptive reuse of existing buildings and selective 3 to 6 story building infill
- Mix of uses with warehousing, logistics, light manufacturing, light office space

SCENARIO 2: COMMERCIAL

- Class A/B office space with 2,000 to 3,000 additional jobs over Scenario 1 at buildout
- New 4 to 6 story construction with 300,000 to 600,000 square feet at buildout

SCENARIO 3: RESIDENTIAL

- New 6 to 10 story residential towers with 50 to 200 additional units

SCENARIO 4: MARITIME

- Working waterfront
- Expansion of maritime use with 150 to 200 additional high wage jobs for a total of 300 to 400 total high wage jobs
- Warehousing, support, and office space with 1 to 2 story construction
- Shipping, truck, rail, and shipping support and associated uses

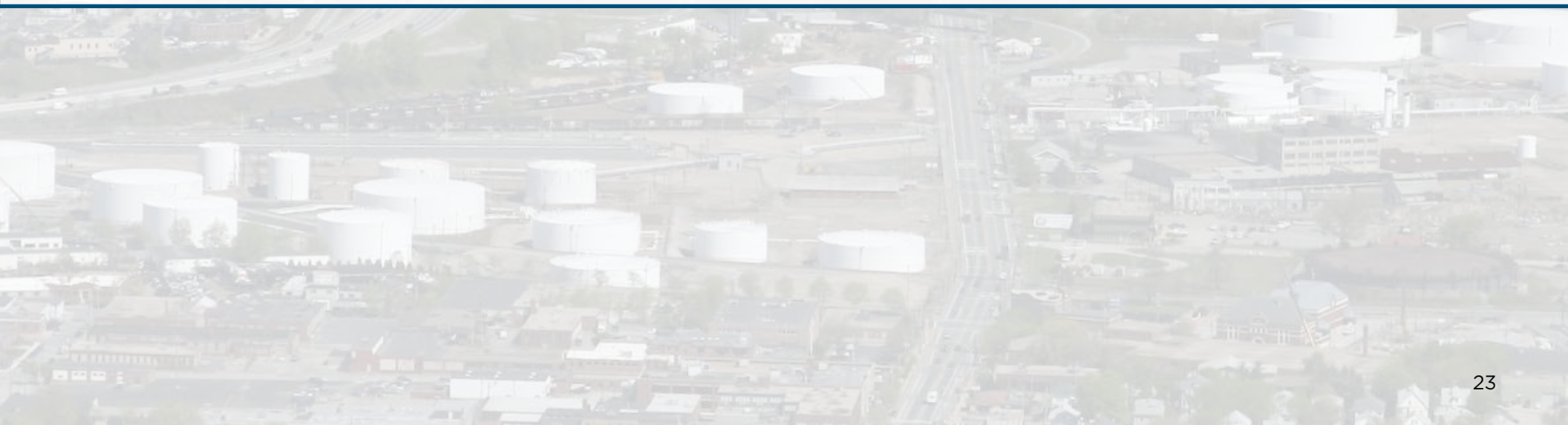
	Scenario 1 Gradual Infill	Scenario 2 Mid-rise Commercial	Scenario 3 High-rise Residential	Scenario 4 Maritime
Additional Direct Employment Increases	200 to 300 jobs	2,000 to 3,000 jobs	Fewer than 50 jobs	150 to 200 jobs
Average Annual Wage (excludes benefits)	$41,268 (1)	$73,145 (2)	$26,260	$57,888
Total Direct Wages	$10.4 million	$162.9 million	$1.3 million	$10.1 million

(1) W.avg of Wholesale Trade, Manufacturing, Transportation and warehousing in PVD 2007
(2) W.avg of Fin. & Ins; Prof Tech; MCE; ACE; Info in PVD 2007
(3) Adminstrative and waste services in PVD 2007
Above from RI LMI
(4) BLS.gov NAICS 4883; 2007 preliminary

	Scenario 1 Gradual Infill	Scenario 2 Mid-rise Commercial	Scenario 3 High-rise Residential	Scenario 4 Maritime
Estimated Property Value Increase	$1.1 million per year (1)	Bldg Only: $73 million (2)	$120 million	See comment for Scenario 1 and comment below
Estimated Additional Property Taxes	$40,755 per year	Bldg Only: $2.7 million	$3.63 million	For purposes of comparison ProvPort pays ~$750,000 in taxes (3)
Comments	Area presently has an approximate taxable value of $37 million and taxes of $993k per year			RIGL exempts equipment for a number of industrial and related uses from property taxes *(Taxation of expanded Port Property is a question)*

Note: tax rate assumptions: $30.23 residential; $37.05 commercial
(1) Assumes a valuation growth of 3% per year
(2)RS Means Online Quick Estimating Tool; range from $66 to $91 million for 600,000 sq ft building
(3)There is also a revenue sharing arrangement which generates $228,000

The study findings suggest that a number of factors must be considered for any combination of the four possible future development scenarios. First, any significant investment would likely require site assembly and preparation. The area, particularly Allens Avenue, is characterized by a large number of small parcels that do not contain adequate land area to support many of the desired uses. In addition, several of the sites are brownfield sites which would require environmental mitigation. Given the number of large parcel infill opportunities downtown and in the Jewelry District that may have fewer environmental challenges, it may be necessary to prepare the Allens Avenue corridor for development through a site assembly and cleanup program. In addition to site assembly, significant infrastructure investments would be required for new development to occur. These include transportation improvements, particularly to accommodate additional truck traffic supporting expanding maritime industrial uses. Also, substantial dredging and bulkhead and pier construction would be necessary to accommodate additional marine-related uses. For mixed-use development or tourism-related uses, investments in park space, pedestrian amenities and streetscape improvements would be required.



Transportation Considerations

The Providence Waterfront Study details existing conditions and future transportation options, including water depths and implications for future development. There are several key transportation considerations for future development.

Possibilities for Future Transit Service

The development scenarios that envisioned primarily commercial and residential use would support enhanced transit service due to the increased density of residents and employees on Allens Avenue. Enhanced transit service would reduce automobile dependency and provide additional multi-modal connections for work and recreation in the study area. The scenarios provide a rough estimate of future transit demand, though there are many other factors to take into consideration, such as gas prices, the land use mix and the vitality of the entire transit corridor, the use mix along the corridor, parking availability and price, and the level of transit service and utility of the transit service (including comfort, appropriate headways, and convenient destinations). All of these factors will affect the ability of proposed development in the study area to sustain transit ridership. When combined with the employment densities in the hospital area on Eddy Street, Scenario 2: Commercial could generate ridership sufficient to consider a higher level of transit service than fixed route bus service. The current ability of RIPTA's "Keep Eddy Moving" program to effectively meet the transit needs for 6,000 workers on a shift change at the hospital complex is significantly limited by the 66-passenger capacity of a 40-foot bus (44 seats and 22 standees).

Density of Use and Transportation Compatibility

Development Density		
	Residential Use	Commercial Use
Cars, carpools, vanpools and bike paths (1)	1 to 6 units per acre	2+ employees per acre
Local bus service (1)	7+ units per acre	40+ employees per acre
Enhanced Transit Service: Local bus with 10 minute headways and express bus (2)	15-25 units per acre	50 to 75 employees per acre for work trips; 75 employees per acre for shopping trips
Rail (1)	15 to 24+ units per acre	150+ employees per acre

(1)
(2)

Existing and Projected ADT for Allens Avenue (vehicles per day)

	2007	Development Scenario Trips	2025
Scenario 1: Base	24,300	N/A	**28,553**
Scenario 2: 600,000 sf Office Space	N/A	2,005 trips	30,558
Scenario 3: 200 Additional Dwelling Units	N/A	1,352 trips	29,905
Scenario 4: Expansion of Maritime Uses	N/A	890 trips	29,443

The *Projected Project Area Transit Demand* table shown below presents transit criteria and projected residential units and employment in the project area under the four future development scenarios. As indicated, full development of scenarios 2 and 3 generally warrants local bus service, with designated stops on RIPTA's Route 3. The density of development proposed in Scenario 2: Commercial, with a total employment of 4,100 in the 54-acre project area, would also warrant consideration of enhanced transit service with 10-minute headways or express service.

In addition to RIPTA's regularly scheduled service, ferry/trolley service, and bike facilities described above, potential transit services could include trolley bus service (LINK), fixed rail street car service, Light Rail (similar to the MBTA Red Line), Commuter Rail, or Bus Rapid Transit (BRT, similar to the MBTA Silver Line). This range of service was addressed in Growing Smart with Transit, a Report of the Transit 2020 Working Group, and is currently under consideration in RIPTA's Metropolitan Transit Enhancement Project. The Transit 2020 study identified a potential corridor from Allens Avenue to Harbor Junction in Cranston. RIPTA is currently proposing a street car loop through the Jewelry District and Downtown. It is envisioned that the loop could add extension lines - Allens Avenue is identified as one option, extending south from the Jewelry District. Enhanced transit could also include ferry service to other Narragansett Bay locations. The destinations would depend on where waterfront office workers would live. Ferry service could be considered to the former Rocky Point Amusement Park in Warwick (dependent on redevelopment of that property) as well as to East Greenwich on the West Bay, Haines Park in East Providence, Colt State Park in Bristol, and Fall River. Water taxi service could be considered to downtown Providence (assuming that boats can clear the Point Street and Crawford Street bridges), East Providence waterfront development, and Edgewood in Cranston.

Any development on Allens Avenue should be required to integrate transit considerations into site design. Features to be considered include bus stop curb location, bus shelters, and direct sidewalk connections. To facilitate curb access and not reduce on-street parking or conflict with loading zones, an option is to locate bus stops at hydrants. Sidewalks and pedestrian walkways should provide direct access to and from destinations to facilitate transit use. Any enhanced transit service on the Allens Avenue corridor would be more successful if it is able to draw ridership from neighborhoods west of I-95 and Eddy Street. These neighborhoods are generally more than 1,000 feet (a comfortable walking distance) from any potential transit stops on Allens Avenue and are more conveniently served by Route 1 RIPTA bus service on Eddy Street or LINK trolley service on the Gold Line.

Projected Project Area Transit Demand, Four Scenarios

	Existing Conditions	**Scenario 1:** Base	**Scenario 2:** Commercial	**Scenario 3:** Residential	**Scenario 4:** Maritime
Residential units	0	0	**0**	**200**	**0**
Units/Acre	0	0	0	4	0
Employment	Approx. 600	300 additional, 900 total	3,000 additional, 3,900 total	600	1,000 (1)
Employees/Acre	11	17	72	11	20
Supports local bus service	No (2)	No (2)	Yes	Yes (2)	No (2)
Supports enhanced transit	No	No	Yes	No	No

(1) Includes 300 to 400 high wage jobs along the waterfront and jobs west of Allens Avenue
(2) RIPTA Route 3 provides service on Allens Avenue south of Public Street

To facilitate enhanced transit service and use, pedestrian amenities and the attractiveness of pedestrian linkages in the study area would need to be improved and upgraded, and issues related to perceptions of safety would have to be addressed. Oxford Street, O'Connell Street, Public Street, and Blackstone Street provide pedestrian access under I-95 from Eddy Street to the project area along Allens Avenue. Connections on Oxford and O'Connell streets are through industrial areas that are not currently conducive to pedestrian use. Although the Public and Blackstone corridors provide somewhat more pedestrian-scale connections, the I-95 underpass creates a tunnel effect with potential perceived lack of safety. The lack of well-lighted destinations on either side of the underpass further contributes to potential pedestrian discomfort at these connections.

Future Options for Enhanced Automobile Access to and from Allens Avenue

Although improved automobile access to I-95 is important to all waterfront scenarios, it is especially important for the Maritime Scenario due to increased freight handling and truck traffic. Any future development related to short sea shipping would increase truck traffic along Allens Avenue significantly. In order to provide more direct access from Allens Avenue to I-95 south, significant changes would be required on Thurbers Avenue. To allow for two-way traffic from Allens Avenue, the roadway would have to be reconfigured to provide one through lane in each direction. Currently, westbound movement on Thurbers Avenue is allowed from the I-95 northbound off-ramp to the west, but prohibited between the off-ramp and Allens Avenue. The crossover movement currently required for eastbound through traffic and westbound off-ramp traffic could be replaced by a more traditional two-way traffic travel pattern and conventional intersections. The off-ramp from I-95 south to Thurbers Avenue would require traffic control, either in the form of a traffic signal or roundabout, and the elimination of the existing free left turn. Likewise, the off-ramp from I-95 north would require traffic control and the elimination of the free left turn. It appears that the existing roadway has sufficient available right of way to provide one travel lane in each direction. In addition to the reconfiguration of Thurbers Avenue, a new on-ramp to I-95 south would be required for Thurbers Avenue westbound traffic. Two alternatives exist for the ramp: construction of a new grade-separated cloverleaf ramp that would be accessed by bearing right on Thurbers Avenue onto the ramp, or the extension of the existing eastbound on-ramp to the new intersection at the I-95 south Thurbers Avenue off-ramp. This alternative would allow westbound traffic the opportunity to turn left at the intersection onto the ramp and merge with eastbound traffic using the ramp. Given the apparent right of way constraints within the area of the ramps, the second alternative appears to be more feasible. The installation of roundabouts at the I-95 north and south on and off-ramps appears feasible, but may be impacted by the signalized intersection on Thurbers Avenue at Allens Avenue. If the anticipated eastbound queue at the signal backs up to the northbound ramp intersection, it would impact the operation and efficiency of the roundabout. The intersection of Allens Avenue and Thurbers Avenue should be considered for roundabout installation if roundabouts are proposed for the on- and off-ramps from I-95.

Proposed Goals, Policies and Actions

Waterfront Goals

Based on the study findings; consideration of development constraints, opportunities and transportation implications; and public input from the waterfront planning process, several key goals emerged for the Providence waterfront:

A Working Waterfront. Waterfront areas should continue to be reserved to meet the current and future needs of cargo shipping, shipbuilding and ship repair, energy and utility companies, fishing-related uses, and other water-dependent activities.

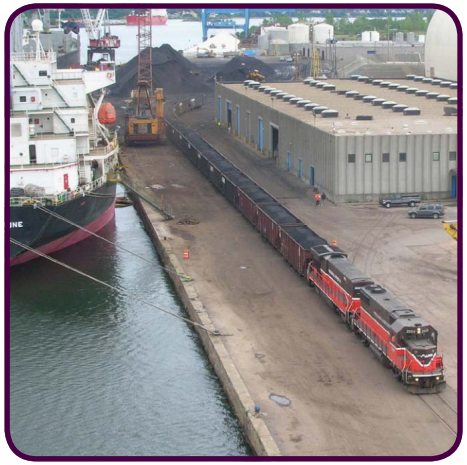
A Diversity of Activities and People. The waterfront should host a diverse array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for Providence residents to enjoy.

Public Access along the Waterfront. A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to and enhance the enjoyment and appreciation of Narragansett Bay wherever possible, but should recognize and defer to the security needs of waterfront industrial uses as now imposed by the U.S. Department of Homeland Security.

Urban Design Worthy of the Waterfront Setting. The design of new development should be of exemplary quality and should highlight visual and physical access to and from the Bay and showcase environmental sustainability, while respecting the waterfront's historical context as the business and industrial heart of the City.

Economic Access Reflecting the Diversity of Providence. The economic opportunities and jobs created by waterfront uses should be accessible to all Providence residents, particularly those in neighborhoods directly abutting the waterfront, and as such should include blue-collar industrial jobs that do not require a college education.

A Working Waterfront



Waterfront areas should continue to be reserved to meet the current and future needs of cargo shipping, cargo handling, ship building and ship repair, energy and utility companies, fishing-related uses, and other water-dependent activities.

Providence has a rich maritime heritage dating to its founding in the 17th century as a hub for coastal trade. In the 19th and 20th centuries dredging, filling and the construction of docks, wharves and railroads facilitated development for maritime industrial activities. During the 1940s, the US Government constructed the Liberty Shipyard at Fields Point. The facility employed 21,000 workers manufacturing naval vessels for World War II.

In keeping with this maritime history and the viability of ongoing maritime activity, a significant portion of waterfront parcels should continue to be reserved to meet the current and expansion needs of water-dependent activities - those requiring a waterfront location to serve their basic functions. Transportation access necessary for these waterside operations to thrive should also be maintained and enhanced.

To meet the needs of water-dependent activities, the Waterfront Plan provides for:

- A redevelopment plan for Allens Avenue and the Port of Providence;
- Application for federal funding to expand the operation of ProvPort;
- Creation of a new zoning district to serve as an exclusive heavy marine industry zone;
- Sale or lease of a large City-owned parcel to ProvPort to facilitate expansion and increased efficiency;
- Creation of a Providence Port Commission to advise the City on land use changes;
- Development of a strategy to further maintain and enhance maritime activities on the Providence waterfront; and,
- Protection of vital truck routes and freeway and freight rail access necessary to serve the Port's cargo shipping industry, and analysis of improvements to accommodate additional truck traffic, including access to I-95 North and South at Thurbers Avenue.

A Diversity of Activities and People

The waterfront should host a diverse array of maritime, commercial, entertainment, civic, open space, recreation, and other waterfront activities for Providence residents to enjoy.

Narragansett Bay should attract residents and visitors to work, play and relax, drawn to the beauty and excitement of the waterfront. The city's 2.5 miles of waterfront stretches the entire length of the City's boundary on the Bay, offering ample opportunity to accommodate a greater diversity of maritime and non-maritime activities than occurs today.

As the continuing evolution of the waterfront unfolds, water-dependent activities should be interspersed with other compatible land uses to enhance public enjoyment of the Bay and exposure to the working waterfront. New mixed-use activity hubs should emerge along the waterfront, weaving together and reflecting Providence's diverse cultures, the interests of businesses and mariners, employees and residents, recreation enthusiasts and others seeking enjoyment of the waterfront. Providence should encourage and foster a balance of uses and activities on the waterfront. An array of new open space, recreation, maritime and commercial activities, all of which should be accommodated, will reunite the City with its waterfront by providing new gathering places that are full of life and activity.

Access to and Along the Waterfront

A network of parks, plazas, walkways, open spaces, and integrated transportation improvements should improve access to and enhance the enjoyment and appreciation of Narragansett Bay.

Providence, the capital city of the Ocean State, must develop opportunities to create additional visual and physical access to the waterfront from the surrounding neighborhoods. Much of Narragansett Bay is hidden from view from the adjacent neighborhoods, due to the topography and existing street layout. There are, however, opportunities to create a linked network of public access points and trails along the waterfront over time, as called for in Providence Tomorrow the Comprehensive Plan. Collier Point Park and Save the Bay serve as public access anchor points at the northern and southern edges of Allens Avenue.

New and existing parks, plazas and open spaces, as well as areas for nature and habitat restoration, should provide outdoor spaces where all segments of the public can enjoy waterfront activities and more tranquil aspects of the Bay in a quiet, unthreatening setting. Viewing areas and informational displays should provide visual access to waterfront activities where physical access must be limited due to safety and other concerns.

Encourage access improvements which will allow everyone to experience the City's diverse social, natural, and cultural environment by:

- Creating a "Narragansett Bay History Walk" as part of new public access improvements - linking existing and new public access points and providing information about the city's maritime history;
- Providing amenities such as restrooms, drinking fountains, food and drinks, where feasible;
- Providing public viewing areas and signage explaining waterfront activities, such as cargo shipping at ProvPort, ship repair at Promet Marine and large tankers carrying New England fuel supplies to Sprague Oil;
- Encouraging new recreational boat moorings and other waterborne transportation improvements in conjunction with new commercial and recreational uses, where appropriate and where water sheet conflicts can be avoided or reduced;
- Encouraging traffic control measures to provide convenient and safe pedestrian crossings to the water's edge from the adjacent neighborhoods and downtown, where feasible;
- Targeting Public and Blackstone streets for pedestrian improvements through the I-95 underpass to Allens Avenue; and,
- Improving the pedestrian environment along Oxford and O'Connell streets.

Important View Points and View Corridors to the Water

Urban Design Worthy of the Waterfront Setting

The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay and showcase environmental sustainability, while respecting the waterfront's historical context.

New waterside improvements should respect vistas framed by public rights of way and existing business, and encourage new visual and physical connections between the City and the water. In particular, waterfront views from adjacent neighborhoods, I-95 and I-195, and Eddy Street should be preserved and maintained. New development should reflect and enhance the richness of the waterfront's setting. The varied land uses, building scale and historic architecture of neighboring districts reflect the City's diversity and establish a context which new development should respect, yet innovative design should be encouraged for any new developments or improvements.

To meet these objectives, the city's development review regulations administered by the City Plan Commission will be amended to ensure that new development along the waterfront:

- Encourage more physical connections between the land and the water throughout the waterfront, where feasible, and a connecting greenway along the water's edge;
- Protect and frame near and distant views to and from Narragansett Bay, particularly along major City streets;
- Improve connections from the surrounding neighborhoods to the waterfront;
- Create small park spaces and public access points, such as piers, along the waterfront;
- Create a pedestrian-friendly streetscape; and,
- Relate to public streets and public access areas, rather than turning its back on them.

Economic Access Reflecting the Diversity of Providence

The economic opportunities and jobs created by waterfront uses should be accessible to Providence residents, particularly those from neighborhoods directly abutting the waterfront.

The economic opportunities created by commercial uses should be made accessible to all the people of Providence, reflecting the diversity of the city. The City will work with new and existing waterfront businesses to expand job opportunities for Providence residents.

District Specific Recommendations

Fox Point

The Fox Point waterfront was a frequent topic of discussion at the waterfront charrette, as well as at the College Hill, Wayland and Fox Point neighborhood charrette, and is specifically addressed in the neighborhood plan. For the city as a whole, the relocation of I-195 and the creation of development parcels will provide an opportunity to redevelop sites according to carefully considered objectives and standards. Redevelopment of IWay parcels will have the benefits of generating critical tax income and jobs while providing public amenities. Relative to Fox Point specifically, the "Shooters site" is the lone IWay parcel along the waterfront and offers the opportunity to produce development that complements India Point Park and celebrates the city's waterfront. As outlined in the neighborhood plan, standards and guidelines for redevelopment of IWay parcels will include attention to both general design objectives (first floor transparency, sign regulation, building materials and articulation, landscaping, and sign regulation) and specific criteria for each site. In addition, design review will ensure that redevelopment and other highway-related improvements do not have adverse effects on National Register and National Register-eligible historic properties.

Study Area

Fox Point waterfront sites include the former Shooters site, adjacent land to the west currently used for tug boat operations and property containing empty warehouses currently owned by Brown University. The Shooters site has consistently generated the greatest amount and intensity of discussion. The 1.37-acre site is prominently located on the waterfront close to the new I-Way bridge and India Point Park.

Existing Regulations

The Fox Point parcels are all zoned W-2 - Waterfront Mixed Use. The W-2 zoning designation allows a variety of uses, from residential and retail to open space and recreation. Permitted height is 6 stories; up to two additional stories may be allowed through the Land Development process by the City Plan Commission if trade-offs of benefit to the community are provided. The consensus preference is a mix of public and private uses that would include cultural and recreational opportunities, public access to the waterfront, and links between waterside and landside transportation, creating a destination and a transportation hub. Though the base zoning for the Shooters site is W2 a notation on the offical zoning map will prohibit the development of residential uses.

Most of the Shooter's site, also known as Parcel 10, is located within the 200-foot CRMC coastal jurisdiction. Parcel 10 qualifies for the "Small Lot Exception" under CRMC's Urban Coastal Greenway (UCG) regulations because it has lot depth of less than 300 feet. It is therefore subject to a minimum 25' easement from the existing shoreline for public access across the site, in addition to a 25' construction setback. To qualify for the "Small Lot Exception" the applicant is required to provide compensation for reduction of the UCG. Compensation may include a fee determined by CRMC, created or restored wetlands, public recreation opportunities, public access amenities, or the purchase of land to establish UCG connections. In the absence of the "Small Lot Exception" the applicant would be subject to a 25' construction setback, plus as much as a 100' coastal greenway. The site is further regulated by CRMC based on its frontage on a Type 6 waterway; this is the most intensive watersheet use classification, designated for industrial waterfronts and commercial navigation channels, dictating landside use. CRMC is currently reviewing use classifications and the parcel may be reclassified (Type 5, Commercial /Recreational Harbors may be more appropriate). Parcel 10 is also located in a VE flood zone, which conditions its use and entails a minimum one-foot freeboard requirement. The exact extent of the flood zone and its ramifications will require further analysis.

Use and Design Considerations

The overriding themes for redevelopment emerging from the Providence Tomorrow planning process for the Fox Point waterfront are as follows:

- Provision of active mixed use that includes public use (excluding residential use at the Shooters site).
- Establishment of gateways to the waterfront from the existing neighborhood.
- Streetscape and pedestrian improvements along key connections.
- Development of water-based transport and other water-related uses.
- Public access to the water and public use of open space.

Design review of the Shooters site in particular will provide additional control over new development not just specifically considering height, bulk and mass but ensuring that design expectations are met and high quality development is produced. Among the key criteria that should be considered for the Fox Point parcels are the following:

Mixed Use. Street level activity is desired for the Fox Point properties and can be promoted by a mix of uses within individual buildings. Having a variety of uses can be mutually beneficial and supportive, and tends to promote sustained activity. As the Chan Krieger study further states: "Retail and commercial activities such as restaurants could be combined with recreational and cultural uses and hotel or residential uses on upper floors to provide a lively destination that brings people to the water and provides amenities for the city and the neighborhood." [citation]

Height, Scale and Massing. As noted above, six-story height is permitted and eight stories may be permitted through the CPC Land Development review process. Bulk, mass, and the way buildings relate to their surroundings, view corridors, the street, open space, and public access are all important considerations in addition to height.

Open Space and Public Access. As addressed in the College Hill, Wayland and Fox Point Neighborhood Plan, provision of additional open space and public access to the water through wider greenways than called for under the CRMC UCG regulations could be tied to height and development bonuses.

Surface Parking. On-site surface parking should be limited and located away from the street edge where ground floor uses can activate the street. Setting parking back from property lines will also promote pedestrian safety. Structured parking is a preferable alternative, reducing the amount of paved area given over to surface parking.

Some negative effects of surface parking could be mitigated with improved landscape standards, requiring landscaping both at the edges and internal to the lot. Requirements should be adequate so that results are significant, not merely cosmetic. For instance, a pervious cover requirement would reduce runoff, and a planting requirement would increase greenery in an asphalt-dominated area. The City should continue to allow commercial parking in structures which are appropriately wrapped with active uses.

Orientation to the Street/Setbacks. Buildings should have reduced setbacks or build-to lines to help establish and maintain a consistent urban street wall, with buildings lining the street and sidewalk where possible. Again, this promotes activity and safety on the street.

Active Street Edges. Street edges should be activated by such features as large storefront windows, building entrances and wide sidewalks. On-street parking can be critical to local businesses; if it is metered and time restricted, an adequate short-term supply can be maintained through frequent turnover.

Control Stormwater with Low Impact Development (LID) Standards and Strategies. To reduce the environmental impact of development and to keep pace with emerging comprehensive approaches to stormwater management, Low Impact Development (LID) planning and design strategies should be implemented for new development along Allens Avenue. LID is a comprehensive approach to stormwater management that minimizes development's hydrologic impacts, integrating runoff reduction and treatment into building and site design. The goals of LID include reduction of impervious cover; prevention of impacts on surface waters, wetlands and natural drainage patterns; use of non-structural methods of stormwater management with lower costs and less maintenance; and preservation of natural areas and hydrological features.

LID techniques include use of low maintenance landscaping that minimizes paving, systems that ensure infiltration as close to the point where runoff reaches the ground as possible, "disconnecting" the flow of runoff over impervious surfaces, and controls to prevent or minimize pollutants in stormwater runoff at the site. LID techniques should be used whenever and wherever practicable, but particularly in vulnerable areas such as near

waterways. The public review draft of the new Rhode Island Stormwater Design and Installation Standards Manual was issued in May 2009; it imposes much higher standards for all development and contains more detailed descriptions of LID approaches and techniques. Standards to minimize paving, promote vegetative cover and fulfill the goals of LID as described above should be specifically tailored to Fox Point sites.

Section 423 of the Zoning Ordinance, which addresses Special Flood Hazard Areas, was rewritten in 2009 to conform to new federal standards. The amended section contains much greater detail about Federal Emergency Management Agency (FEMA) –mandated development standards to prevent flooding and protect both property and natural functions. In accordance with the revised Rhode Island State Building Code, the amended Section 423 also mandates a one-foot minimum "freeboard," or elevated bottom of a building's lowest floor, above the base flood elevation (BFE) for V-zones and coastal A-zones.

Proposed Actions

The proposed land use and development regulations and guidelines will not require amendments to the comprehensive plan and there are no proposed zoning changes; all of the Fox Point waterfront parcels will retain their W-2 designation.

Section 421.1 of the Zoning Ordinance – Land Development Projects must be amended to include additional criteria for amenities and adjustments in the W-2 zone (this applies to Parcel 10).

General Design Guidelines for IWay parcels must be established, including but not limited to the following:

- Transparency and window placement and proportions.
- Ground floor storefront design.
- Building articulation.
- Building materials, signs and landscaping.

Specific criteria for Land Development Projects in the W-2 zone include the following on-site amenities in exchange for additional development capacity granted by the CPC include:

- Extension of South Main Street/Benefit Street in the form of a public pedestrian plaza connection to the waterfront.
- Provision of a wider greenway/riverwalk along the water's edge with enhanced public amenities (greater than the 25' minimally required by Section 425.3).
- Provision of a public gathering space adjacent to India Point Park with facilities for public outdoor events.
- Provision of a space for non-profit organizations or community meeting space.
- Provision of a publicly accessible marina.
- Amend the official zoning map to exc lude residential uses at the Shooters site, (AP 18, Lot 345.)

Allens Avenue

The Waterfront Study and Charrette focused primarily on the small stretch of land linking the Port of Providence to downtown along the Allens Avenue Corridor. Approximately 1 mile long, this area has been in transition for decades. The parcels in the study area have several special attributes and qualities that are unique, however, while there are two water-dependent businesses flourishing in this area, much of the land along the water's edge remains vacant or underutilized. To the west of Allens Avenue, a few active manufacturing businesses are thriving amidst a mix of other uses.

The waterfront study and charrette made clear that the waterfront in this area is a critical asset to the city for the ongoing viability of the existing water-dependent businesses, and for public use and access to the waterfront. There was a consensus that a greater mix of uses could be accommodated in this area as long as mechanisms were put in place to ensure compatibility of industrial and non-industrial uses. Much of the discussion focused on how to make the Allens Avenue corridor more of a vibrant destination to draw people to the water's edge, and invite residents of surrounding neighborhoods to enjoy their proximity to the water. The other primary focus in this area is to promote business development and jobs, including incentives for reusing existing buildings and other tax incentives and strategies to protect existing buildings while attracting new businesses and jobs to the areas that are vacant and underutilized.

Study Area

Parcels north of Thurbers Avenue, east of I-95 and south of the relocated I-195 are included in this study area.

Existing Regulations

The study area is divided by Allens Avenue; parcels to the east along the water's edge are zoned W-3 (Port/Maritime Industrial); parcels to the west of Allens Avenue are zoned M-2 (heavy manufacturing). The W3 zone, though intended for port and maritime uses, currently permits a wide variety of uses such as government offices, day care facilities, libraries, museums, art galleries, playgrounds, parks, community centers, and restaurants. Retail stores and offices are permitted if they are related to a marine use. Residential uses are currently permitted by right as part of a mixed use development, if the commercial component is related to a marine use. The M-2 zone permits a variety of uses in addition to heavy manufacturing and industrial uses. These include artist live/work space, offices, retail shops, restaurants, community centers and open space. Currently there are no performance standards for development or requirements for buffers between uses, or buildings or site design requirements in either the W-3 or M-2 zoning district. For both zoning designations, the maximum building height is 7 stories, not to exceed 90 feet. Through City Plan Commission review through the Major Land Development process, an additional two stories of height may be granted in exchange for enhanced development standards or for the provision of certain community benefits. Neither zoning designation has requirements for lot area size, maximum lot coverage or setbacks.

The Future Land Use plan in the city's Comprehensive Plan designates the entire area as "waterfront mixed use general," which is described as an area intended for a balanced mix of uses to serve as a transition between heavier port uses and Downtown.

Use and Design Considerations

The parcels on the east side of Allens Avenue have access to the waterfront and provide opportunities for water-dependent uses and public access to the waterfront. Both sides of the street contain a wide range of uses. For example, small design companies are housed next to a large ship repair business and a community health center is located adjacent to a manufacturing company. A lively mix of uses enables an area to thrive and grow and allows an area to respond to evolving market conditions and changing times. It is, however, also important to seriously consider and address the impacts that mixed use developments have on existing businesses, and their needs for security and around the clock operations, for example. By carefully considering site and building design and buffering, uses that bring residents and visitors to the waterfront such as retail shops, restaurants and hotels will also be encouraged in this area.

Use

In addition to the uses that are currently permitted in the W-3 and M-2 zones today, tourism related uses such as retail shops and restaurants will be permitted in addition to hotels, parks and open space. Residential uses, which are currently permitted by right as part of a mixed use development, will be prohibited. At the other end of the spectrum, ship building and boat repair, which are not permitted in the W-3, will be permitted as of right.

With all proposed new developments the burden will be on the developer to demonstrate how the new project will be buffered from surrounding uses and follow the building and site design guidelines described in this section.

Any proposed development that includes non-water dependent uses (whether a new development or conversion) will be subject to a review process to ensure the following conditions will be met:

- Visual buffer and noise buffer will be provided such as a thickly vegetated berm, trees, fencing.

- Deed restrictions and lease restrictions will be required –acknowledging that the common by-products of industrial uses such as noise, odor and vibration shall not constitute a nuisance.

- Appropriate ventilation systems, and noise and vibration abatement will be built into the construction, including explosive-resistant glass.

Design

The parcels in the study area provide visual access to Narragansett Bay from the neighborhoods to the west, and from I-95. The primary goals for regulation in this area are to address the unique qualities of access to the waterfront for potential water-dependent businesses and public access, and to address view corridors.

The following building and site design considerations are essential:

Limit Surface Parking along the Street Edge. On-site surface parking along the street edge should be limited to reduce the "sea of parking" effect and bring active ground floor uses up to the street. Locating parking in front of buildings increases the cross-street distance between buildings and isolates pedestrians, creating an unattractive, possibly unsafe, walking environment. Parking setbacks help ensure that cars are tucked behind active street fronts. A parking setback acts just a like a building setback, but instead of requiring buildings to be located behind a specific line it requires parking spaces to be located behind a given line, perhaps 25 to 30 feet behind the property line.

Promote Buildings at the Street Edge to Activate and Strengthen the Public Realm. In order to further facilitate a pedestrian friendly environment, it is important that buildings line the street and sidewalk to the extent possible. Reduced front setbacks (or build-to lines) of limited depth help ensure a consistent street wall. Pulling buildings up to the street helps to reinforce the "public realm;" the space between the face of building on one side of the street to the face of building on the other side of the street. The public realm is outdoors, open and accessible to the general public. Large store-front windows enable interaction between pedestrians and ground story spaces and reinforce a human scale for the street. Functioning entrances generate activity at street level. Wide sidewalks provide added comfort to facilitate pedestrian activity. Street trees and planting strips, like on street parking, help to buffer pedestrians from the flow of traffic and also lend a human-scale to the public realm.

Consider Streetscape Treatments to Strengthen the Pedestrian Environment. Just as blank building facades tend to be a monotonous, even intimidating part of the public realm, narrow or inactive sidewalks can weaken the pedestrian appeal of a street. Pedestrian activity and comfort can be improved by allowing for wide sidewalks that include planting strips, street trees, benches, and bicycle racks. Street trees and planting strips, like on street parking, help to buffer pedestrians from the flow of traffic and also lend a human-scale to the public realm.

Include Open Space and Allow for Public Access to the Waterfront. Increasing opportunities for physical and visual public access to the waterfront is an important aspect of this plan. Public access to the waterfront should be clearly identified with signage and other pedestrian amenities such as trees, benches, and bicycle racks. Where possible, parking should be reserved for the public in order to encourage public use of the waterfront. The location and size of open space included in the project should further reinforce the public nature of the waterfront edge.

Public access along the waterfront is already required as part of CRMC's Urban Coastal Greenway Regulations for the Metro Bay SAMP Development Zone that lies along the waterfront. Refer to pages 15 through 17 for a more specific discussion of CRMC requirements. Generally, a 25- to 100-foot Urban Coastal Greenway with public access is required along the waterfront, plus an additional 25-foot construction setback.

CRMC also requires all parcels to create at least one secondary (perpendicular) access path of between 8 and 20 feet (depending on whether emergency vehicle access is needed) connecting from the public street to the waterfront.

In addition to providing public access along the waterfront edge, it is important for projects to create linkages to existing public parks and recreation facilities where possible.

Encourage Building Massing and Scale that help Preserve and Enhance Views to the Water. Carefully considering the building scale and massing is particularly important for waterfront developments. Along Allens Avenue, proposed projects must be reviewed to ensure that views to the waterfront are protected and, where possible, created and enhanced. View corridors along public rights-of-way from the Upper South Providence neighborhood (pg. 31) and existing views from I-95 and Allens Avenue should be protected and enhanced.

In order to maintain important views to the water, the following strategies should be considered for all waterfront developments:

- Encourage building mass orientation that preserves and frames established view corridors by limiting horizontal floor plate dimensions parallel to the water and encouraging slender building proportions. Where a proposed development includes multiple buildings, building placement on the site shall be designed to preserve and enhance public views to the water.

- Encourage front façade step-backs for upper floors of buildings along key corridors to preserve, create and enhance water views, while maintaining a consistent street wall along the street edge geared toward pedestrian movement and amenities.

- Encourage front façade step-backs for upper floors of buildings along the water's edge to create an appropriate transition to the waterfront and an environment geared toward pedestrian movement along the waterfront edge.

- Require proposed waterfront developments to provide illustrations of existing views and illustrations demonstrating that the proposed project will preserve, enhance and where feasible, create views to the water.

Control Stormwater with Low Impact Development (LID) Standards and Strategies. To reduce the environmental impact of development and to keep pace with emerging comprehensive approaches to stormwater management, Low Impact Development (LID) planning and design strategies should be implemented for new development along Allens Avenue. LID is a comprehensive approach to stormwater management that minimizes development's hydrologic impacts, integrating runoff reduction and treatment into building and site design. The goals of LID include reduction of impervious cover; prevention of impacts on surface waters, wetlands and natural drainage patterns; use of non-structural methods of stormwater management with lower costs and less maintenance; and preservation of natural areas and hydrological features.

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Section 423 of the Zoning Ordinance, which addresses Special Flood Hazard Areas, was rewritten in 2009 to conform to new federal standards. The amended section contains much greater detail about Federal Emergency Management Agency (FEMA) –mandated development standards to prevent flooding and protect both property and natural functions. In accordance with the revised Rhode Island State Building Code, the amended Section 423 also mandates a one-foot minimum "freeboard," or elevated bottom of a building's lowest floor, above the base flood elevation (BFE) for V-zones and coastal A-zones. The entire Allens Avenue area is in an A zone, and parcels on the east side of Allens Avenue are included in the V-zone.

Design for Transit Considerations. Developers of any proposed project along the Allens Avenue corridor are encouraged to meet with RIPTA early in the planning stages to integrate transit requirements into site design. Features to be considered include bus stop curb location, bus shelters, and direct sidewalk connections. Developers may chose to design a unique bus shelter to reflect the overall design of the project. Sidewalks and pedestrian walkways should provide direct access to and from destinations to facilitate transit use. Shelters and sidewalks must be clear of ice and snow to encourage transit use.

Comprehensive traffic impact analysis should also be developed, including capacity analysis at the applicable locations for existing and future build conditions for a proposed development. At a minimum, the analysis should indicate the existing conditions along Allens Avenue and the impact to the roadway as a result of the proposed developments as well as potential improvements such as signal timing upgrades or travel lane modifications that may be required to accommodate anticipated traffic.

Preserve Historic Resources. Historic and cultural resources along the waterfront should be preserved and enhanced.

Proposed Actions

- No proposed changes to the City's comprehensive plan, which currently identifies the entire area as waterfront mixed use general.

- Proposed change to the zoning designation for the land area between I-95 and Allens Avenue from M-2 to W-3. This change will bring the zoning ordinance into conformance with the City's Comprehensive Plan.

- No proposed change to the W-3 zoning designation for the land area between Allens Avenue and the water.

- Proposed changes to the regulations of the W-3 zone that will permit a wider variety of uses. (Amend section 303 of the Zoning Ordinance to specify permitted uses in the W-3 in accordance with this section).

- Develop Building and Site design criteria described in this section for all developments in the W-3 zone in the City Plan Commission's Development Review Regulations.

Port and Fields Point

The Port area is established as the heart of the City's working waterfront. Much of the discussion at the charrette focused on the need to preserve and expand the industrial waterfront, and the Port area is the natural area to accommodate growth in the industry. As industry trends shift, there is available land and the necessary infrastructure to accommodate growth, whether it is for additional bulk material shipments or as lay down area for shipping containers. ProvPort has been operating and working to improve the Port of Providence for the past fifteen years. Prov Port's improvements have included dramatically expanding operations, increasing the number of tenants and securing investments of over 35 million from 1/3 of the tenant base, generating jobs, and making approximately $12.5 million in capital improvements.

Since the charrette, the City has actively worked with the Port to expand its operations and increase the efficiency of its operations. Two large federal grants are pending that would support the development of a loop rail system at the Port, replace the existing cranes with high performance cranes that have the capacity to operate containers, install two large wind turbines at the Port that would replace all electricity usage of the Port with renewable sources, and engage in job-training with schools and community organizations. Overall, the projects would sustain the existing jobs at the Port and generate an additional 1,000 jobs. In addition, a redevelopment plan to be issued by the Providence Redevelopment Agency will acquire parcels in the area for the Port's expansion and transfer the large City-owned lot in the area to the Port.

Study Area

The Port encompasses those areas of uses that are primarily supported by port operations, south of Thurbers Avenue and east of New York Avenue. It includes parcels abutting the Providence River south of Thurbers Avenue that have water-dependent industries and other properties owned or operated and maintained by ProvPort, the managing entity of the Port of Providence. It is accessed from Terminal Road via a secured gate. All other access points via local roads have been blocked for homeland security reasons. Businesses within the Port handle the transport and storage of fuel products, including coal, gasoline, fuel oil, alcohol and liquefied natural gas. Port shipping also includes chemicals, concrete, asphalt, forest products, scrap metal, automobiles and other materials. Also included are those parcels where port products are stored, and parcels west of Allens Avenue that contain storage tanks and distribution racks utilized by trucks and trains to transport products received via port shipping away from the port. Part of the Port area (32 acres) is designated as a Foreign Trade Zone. Foreign Trade Zones are considered to be outside of U.S. Customs Territory for the purpose of customs duty payment. The City's wastewater treatment plant, managed by the Narragansett Bay Commission, is located in this area as well, as is the former municipal landfill and transfer station.

The Harborside Campus of Johnson & Wales University lies west of the Port and east of the residential areas that extend southward along Allens Avenue from Ernest Street to the municipal boundary, and is occupied by a mix of land uses. The campus serves as a buffer between the heavy industrial activities of the Port that lie to the east and the residential properties on the bluff to the west. This area is accessed via Shipyard Street and Harborside Boulevard and is generally open to the public. The area includes distribution facilities and administrative offices, trucking and warehouse operations, as well as classrooms, dormitories, an athletic complex, and other associated institutional uses. Save the Bay has its headquarters and educational center at the southeastern edge of the area. Much of the area is "brownfield" property that was contaminated by industrial uses and/or city landfill and has been remediated to permit reuse.

Existing Regulations

Currently, the majority of the Port and Fields Point area is zoned W-3 (Port/Maritime Industrial) with the same variety of uses permitted as along Allens Avenue. The Harborside Campus of Johnson & Wales University, west of Fields Point Drive to the abutting residential neighborhood, is zoned W-2 (Waterfront Mixed Use), with an institutional overlay district to permit associated institutional uses. The City's comprehensive plan identifies the port area as "waterfront/port" and the Harborside Campus area as "waterfront mixed use neighborhood." CRMC regulations described on page 17 also apply to these areas.

Use and Design Considerations

The parcels in the Port area should continue to be used for maritime industrial uses, or those uses that support a water-dependent use. The range of uses currently permitted in the W-3 zone will be greatly reduced to create a new working waterfront protection area. This area will be reserved for maritime industrial uses and supporting uses.

The adjacent waterfront mixed use area occupied by the Harborside Campus will remain a mixed use area.

If the Port were to expand their operations, large landscaped berms would be required to serve as buffers between the industrial port uses and the university campus.

Proposed Actions

- Create the W-4 zone: This working waterfront protection zone is intended to promote and protect ProvPort and water-dependent maritime industrial uses on the Providence waterfront.

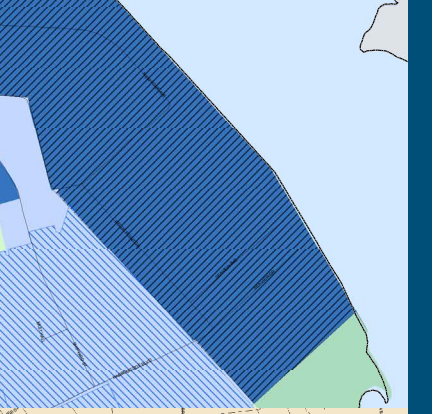
- Amend the land use designation of the City-owned parcel in Fields Point from Public Space/ Open Space to Waterfront Port.

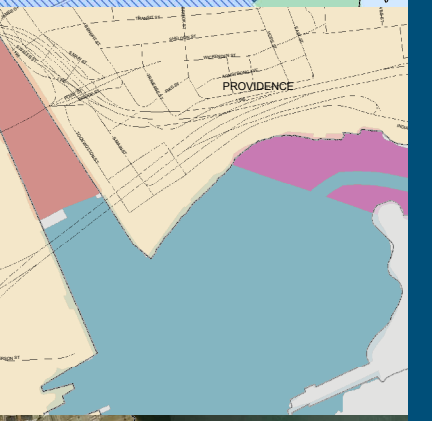
- Amend the Zoning designation of the City-owned parcel to W-4.

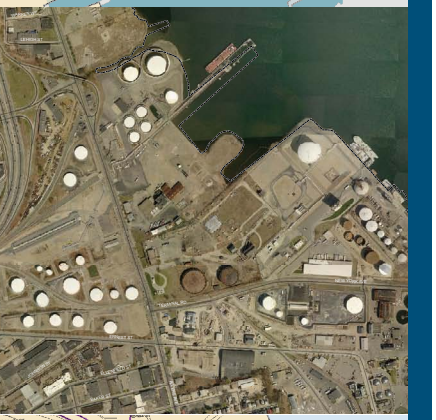
Waterfront Plan Initiatives

Proposed Action	Description	Project Lead	Target Date
Amend Code of Ordinances Chapter 27: Zoning Ordinance	Amend Section 421 – Land Development Projects 421.1 C – Adjustments of Dimensional Regulations – Add new section for W-2 parcels.	DPD, CPC, City Council	Short-Term
	Amend Section 303 to adjust use regulations for the W-3 district.	DPD, CPC, City Council	Short-Term
	Amend Articles I, III, IV and X to create the W-4 zone.	DPD, CPC, City Council	Short-Term
Amend the Official Zoning Map	Change the zoning designation of the parcels between I-95 and Allens Avenue from M2 to W3.	DPD, CPC, City Council	Short-Term
	Change the zoning designation of the parcels south of Thurbers Avenue currently zoned W-3 to W-4.	DPD, CPC, City Council	Short-Term
	Add at notation to the Official Zoning Map for AP 18, Lot 345 (Former Shooters site) to exclude residential uses.	DPD, CPC, City Council	Short-Term
Amend Code of Ordinances Chapter 11: Harbor and Port	Delete Chapter 11 in its entirety and replace with new Ordinance to redefine the powers and responsibilities of the Port Commission to promote and market the Port and the Providence waterfront and to assist in the expansion efforts of the Port through various activities. The Port Commission will have a comprehensive perspective on land use decisions and will issue advisory opinions. The impacts of proposed changes on land uses on the Providence Waterfront will be assessed by the Port Commission.	DPD, City Council	Short-Term

Proposed Action	Description	Project Lead	Target Date
Amend Section 609 of the City Plan Commission Development Review Regulations	For Major Land Development Projects in the W-2 and W-3 zone, identify special design criteria for consideration when projects are reviewed by the Commission.	DPD, CPC	Short-Term
	For Major Land Development Projects in W-4 zone, develop criteria for noise standards, emission standards and truck traffic.	DPD, CPC	Short-Term
Adopt the Allens Avenue Redevelopment Plan	Seek funding through Federal ARRA Recovery Bonds and through the Federal Economic Development Administration to implement redevelopment plan goals.	DPD, City Council	Short-Term
Amend the Comprehensive Plan	Amend the official Land Use Map to change the land use designation of the City-owned parcel next to Save The Bay from "Park Space/Open Space" to "Waterfront Port."	DPD, CPC and City Council	Short-Term
	Amend the land use designation description of Waterfront/mixed use general to remove residential uses.	DPD, CPC, and City Council	Short-term
Amend and adopt the Harbor Management Plan	Amend the Harbor Management Plan to address use of the water sheet, including marina and mooring field locations, no-wake zones and limits on and regulations for commercial traffic on the Providence River and the Seekonk River.	DPD, CPC	Short-Term
Promote Providence's maritime heritage and culture.	Work with existing businesses and the Department of Arts Culture and Tourism to create a "Bayside History Walk" as part of new public access improvements in future historic pier preservation projects, to provide public access to the Bay's intimate and quiet spaces behind historic bulkhead and connector buildings, views of the inner structure of the buildings, and interpretation of and access to these unique physical assets of Providence's maritime history.	DPD, ACT and other stakeholders	Mid-Term





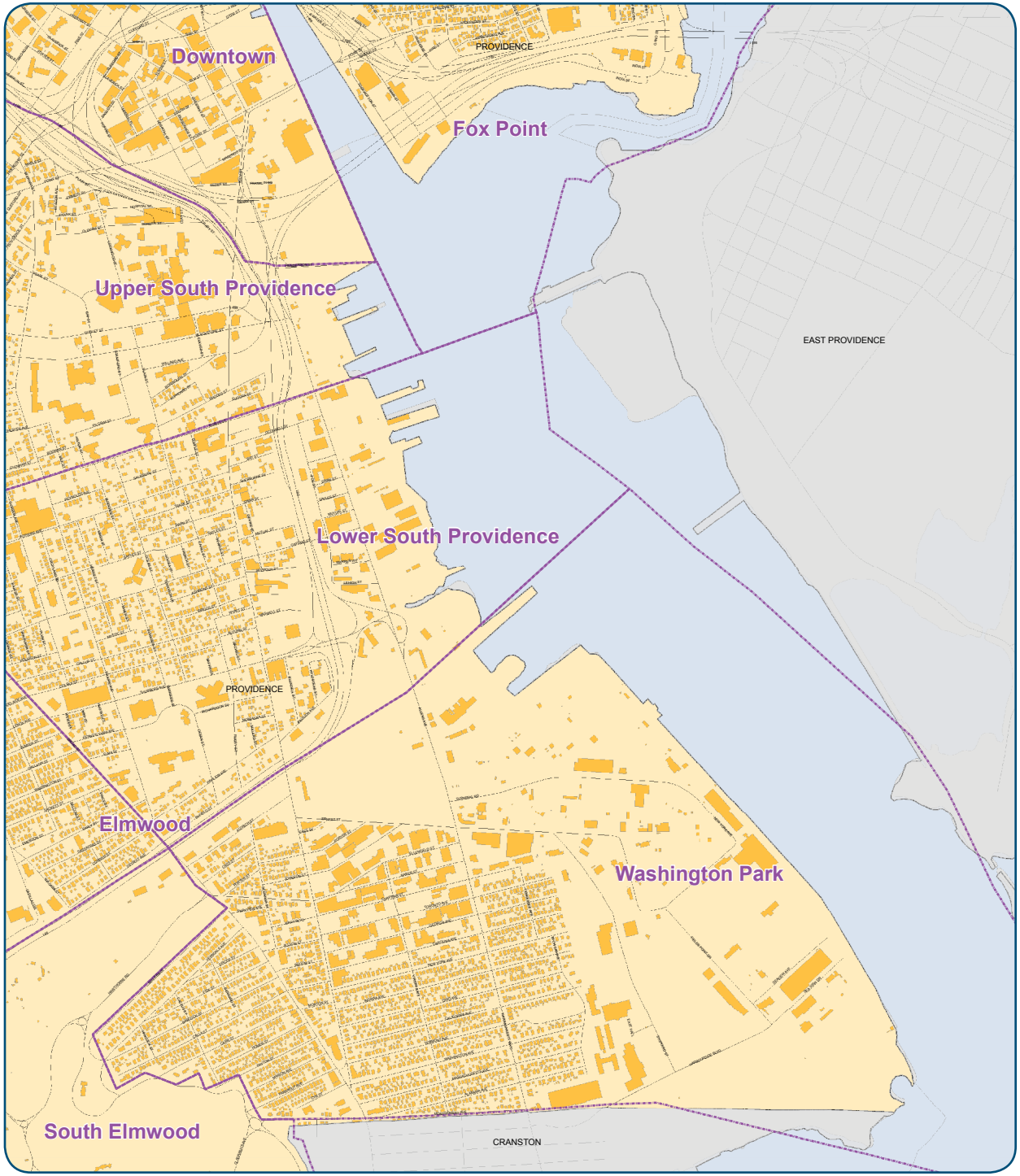


APPENDIX – WATERFRONT DATA

Neighborhood Boundaries

Legend

Neighborhood Boundary



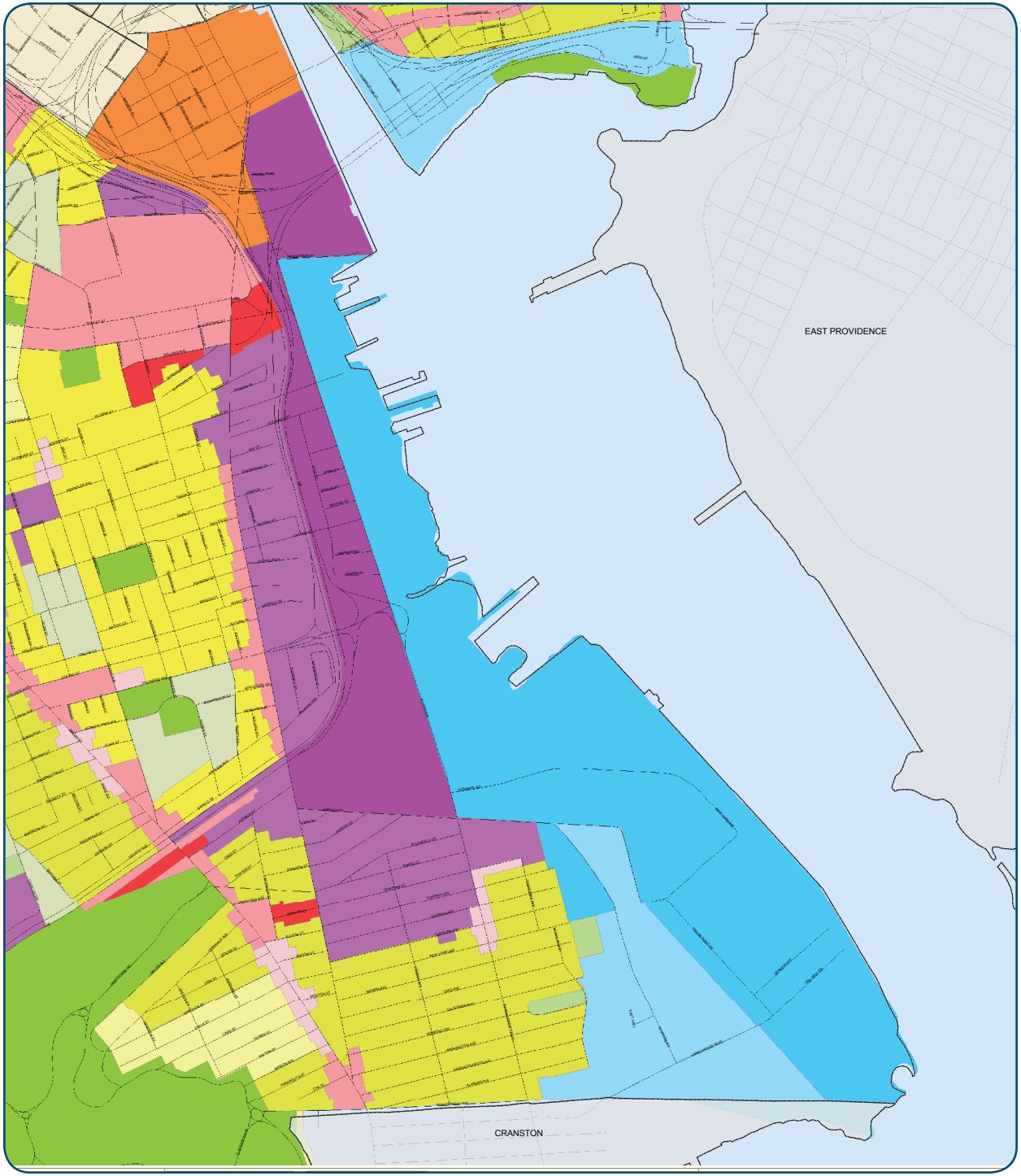
Aerial Photograph

2008

Current Zoning

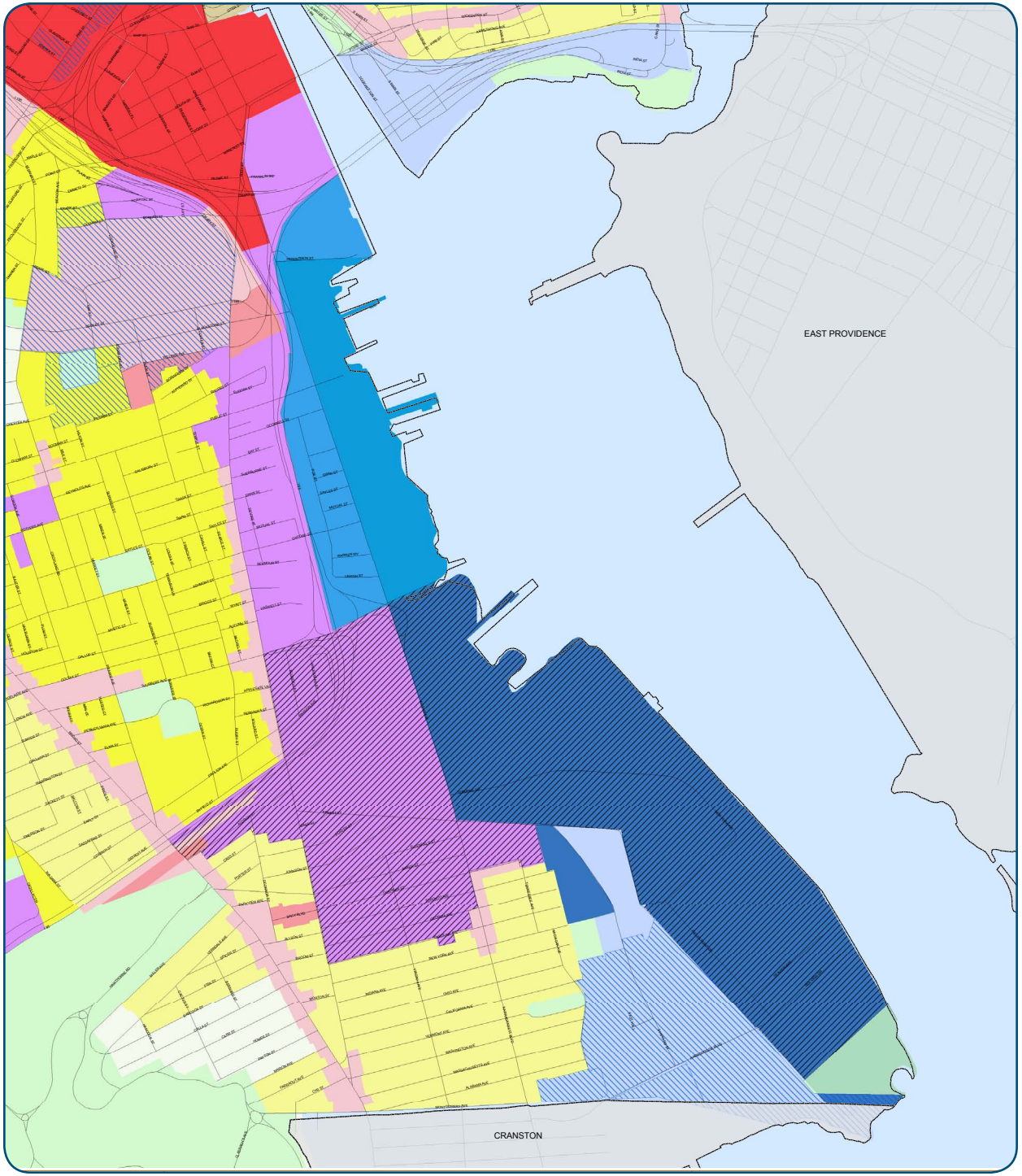
Legend

R1	RG
R2	RM
R3	RP
D1-45	D1-150
D1-75	D1-200
D1-100	D1-300
C1	O.S.
C2	P. S.
C4	CD
D2	W1
M1	W2
M2	W3



June 2009

Future Land Use



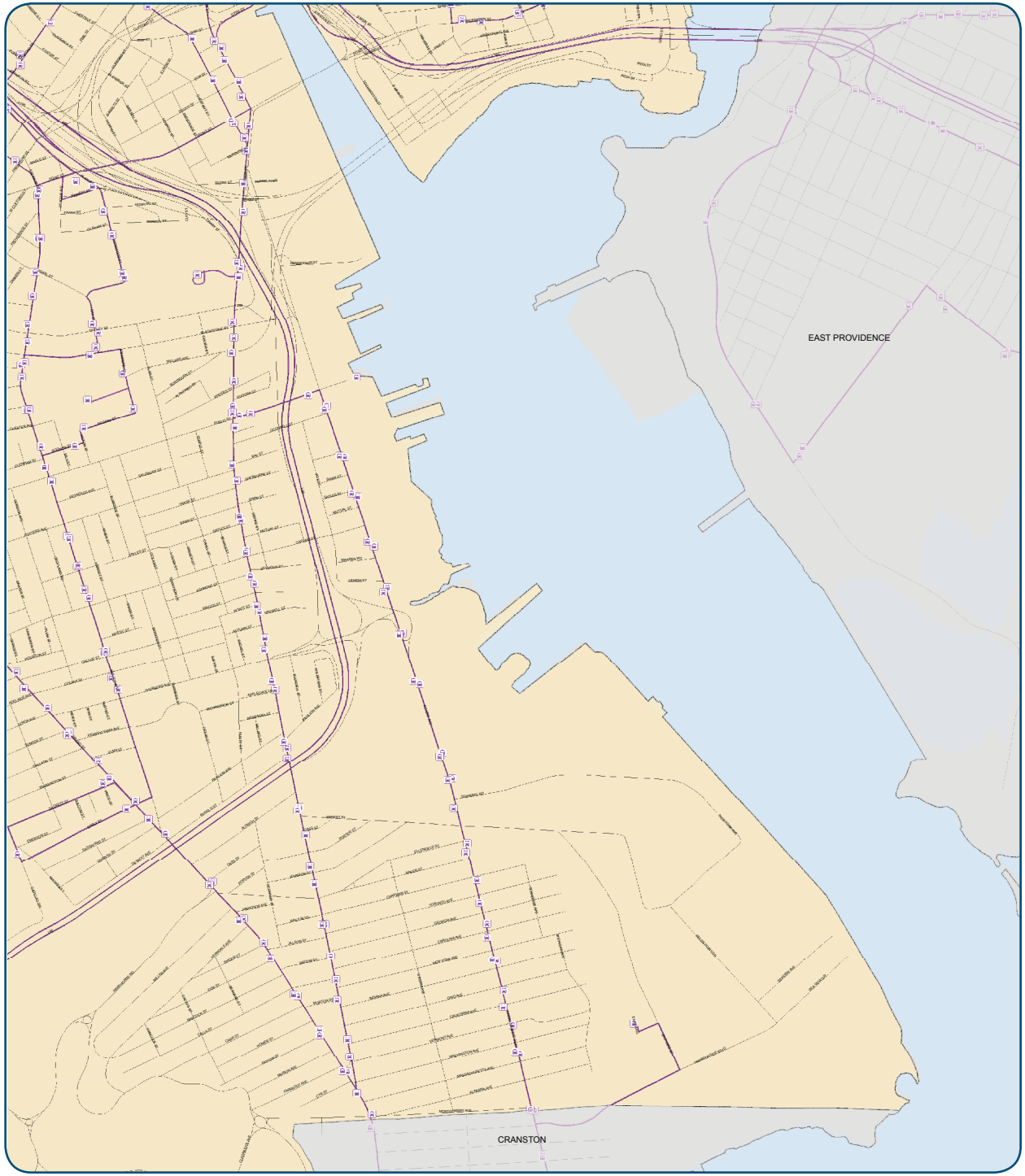
December 2007 (Comprehensive Plan)

RIPTA Routes

Legend

RIPTA stop

RIPTA route

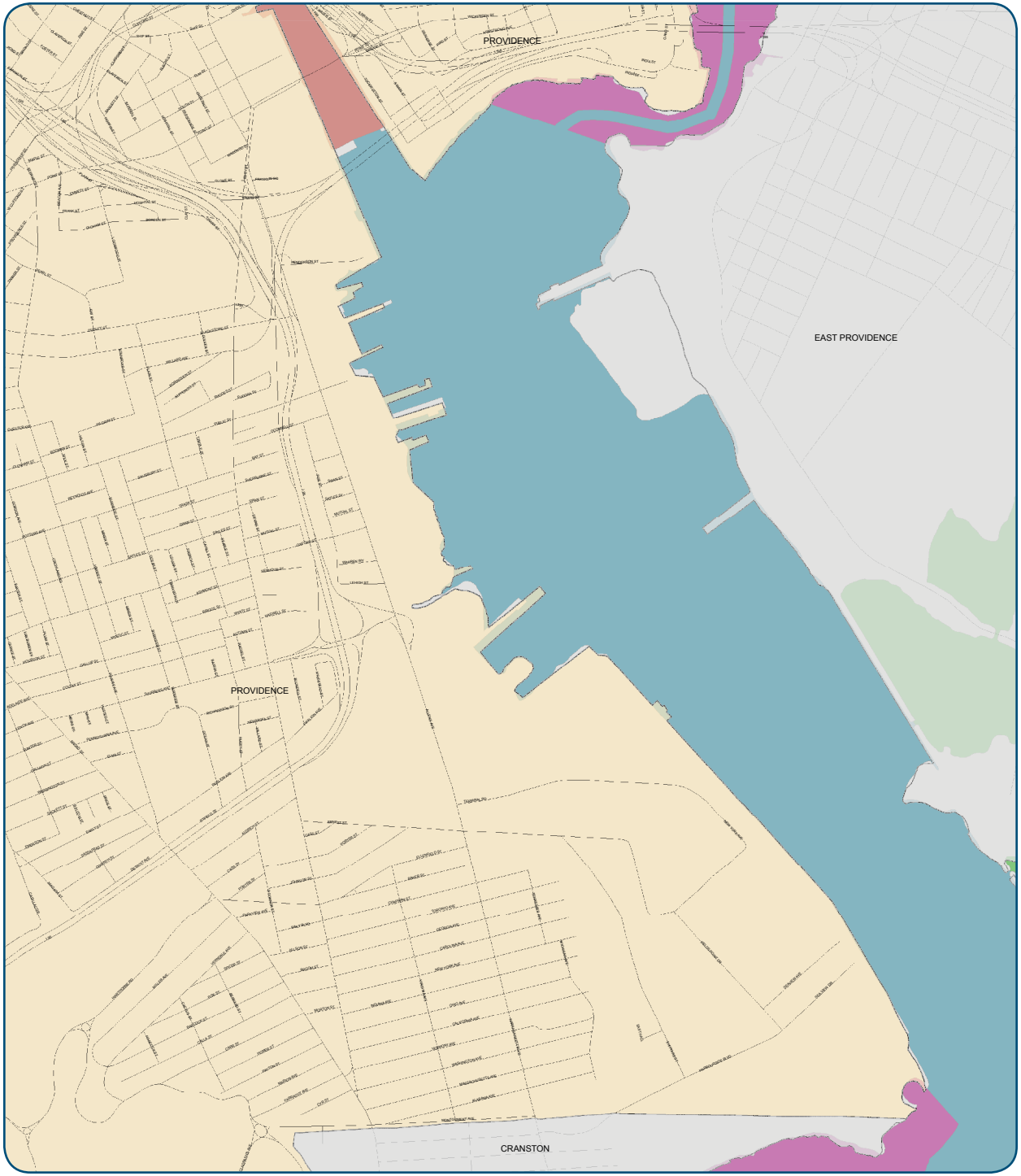


August 29, 2009

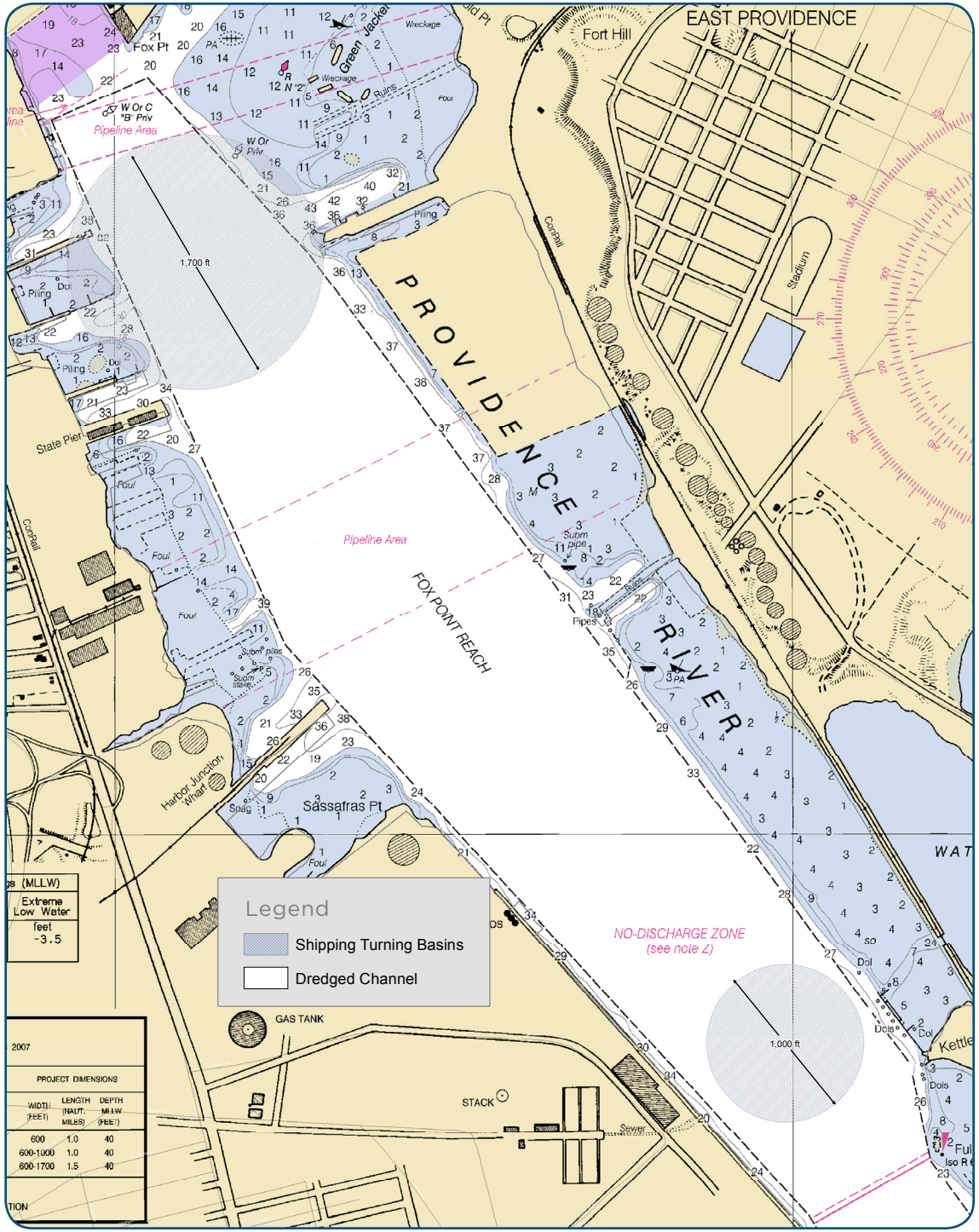
CRMC Water Use Classification

Legend

- Commercial & Recreational Harbor
- Conservation Area
- High Intensity Boating
- Industrial Waterfront and Commercial Navigation Channel
- Low Intensity Use
- Mulit-Purpose



Shipping Turning Basins and Dredged Channel



PROVIDENCE TOMORROW

our city ■ our neighborhoods ■ our future

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U.S. Department of Transportation
Federal Highway Administration

STATEWIDE PLANNING PROGRAM RHODE ISLAND