

# City of Providence

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

## CHAPTER 1994-23

### No. 326 AN ORDINANCE

ADOPTING THE I-195 OLD HARBOR PLAN AS PLAN #2 OF THE AREA PLAN SERIES OF PROVIDENCE 2000: THE COMPREHENSIVE PLAN TO DIRECT THE DEVELOPMENT OF THE OLD HARBOR AREA AFTER THE RELOCATION OF INTERSTATE 195.

Approved June 13, 1994

*Be it ordained by the City of Providence:*

WHEREAS,

the Providence City Charter directs that a Comprehensive Plan for the City be prepared and adopted; and the Rhode Island Comprehensive Planning and Land Use Act mandates that every community shall prepare a comprehensive plan every five (5) years that provides a basis for rational decision making regarding the long-term physical development of the municipality.

WHEREAS,

the Providence City Plan Commission, adopted Providence 2000: The Comprehensive Plan which recommends that a series of citywide issue-specific plans and area-specific plans be created to implement the goals and policies of the comprehensive plan.

WHEREAS,

the City of Providence and others sponsored the preparation of the I-195 Old Harbor Plan, which contains goals, policies and an implementation plan for the development of land in the Old Harbor area which will become available after the relocation of Interstate 195.

WHEREAS,

the Providence City Plan Commission approved the I-195 Old Harbor Plan on January 19, 1994 after a public hearing, and authorized the Director of the Department of Planning and Development to submit said plan to the City Council for its review and approval.

IT IS ORDAINED BY THE CITY OF PROVIDENCE THAT:

1. The I-195 Old Harbor Plan has been prepared in accordance with the provisions of the Providence Home Rule Charter and the Rhode Island Comprehensive Planning and Land Use Regulation Act.
2. The I-195 Old Harbor Plan, a document consisting of text, figures, charts, tables, appendix and maps, is hereby approved, adopted and designated as Plan 2 of the Area Plan Series of Providence 2000: The Comprehensive Plan for the city and all city officials, departments, boards, commissions, authorities and agencies are hereby directed to carry out this plan.
3. In enacting this Ordinance and in adopting The I-195 Old Harbor Plan, the City Council intends to establish

No.

<p><b>CHAPTER</b> <b>AN ORDINANCE</b></p>	<p>1004</p>
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As it originated on the City of Providence:

THE COMMITTEE ON URBAN REDEVELOPMENT RENEWAL & PLANNING

Recommends *Recessed*

*Barbara A. Paisie* Clerk  
4/11/94

4/27/94 P.H.

THE COMMITTEE ON URBAN REDEVELOPMENT RENEWAL & PLANNING

Approves Passage of The Within Ordinance

*Barbara A. Paisie* Chairman  
5/10/94 Clerk

IN CITY COUNCIL  
MAR 17 1994  
FIRST READING  
REFERRED TO COMMITTEE ON URBAN REDEVELOPMENT RENEWAL & PLANNING

*Michael L. Clement* CLERK

*Councilmen Agliozzi and Carden*

general policies and specific recommendations for the preservation of historic resources throughout Providence in conformance with this plan.

4. In order to implement The I-195 Old Harbor Plan, the City Council pledges its cooperation in helping to carry out said plan and all city officials, departments, boards, commissions, authorities and agencies of the City of Providence are directed to exercise their functions and powers in a manner consistent with said plan.

IN CITY COUNCIL  
MAY 19 1994  
FIRST READING  
READ AND PASSED

*Michael L. Clement*  
CLERK

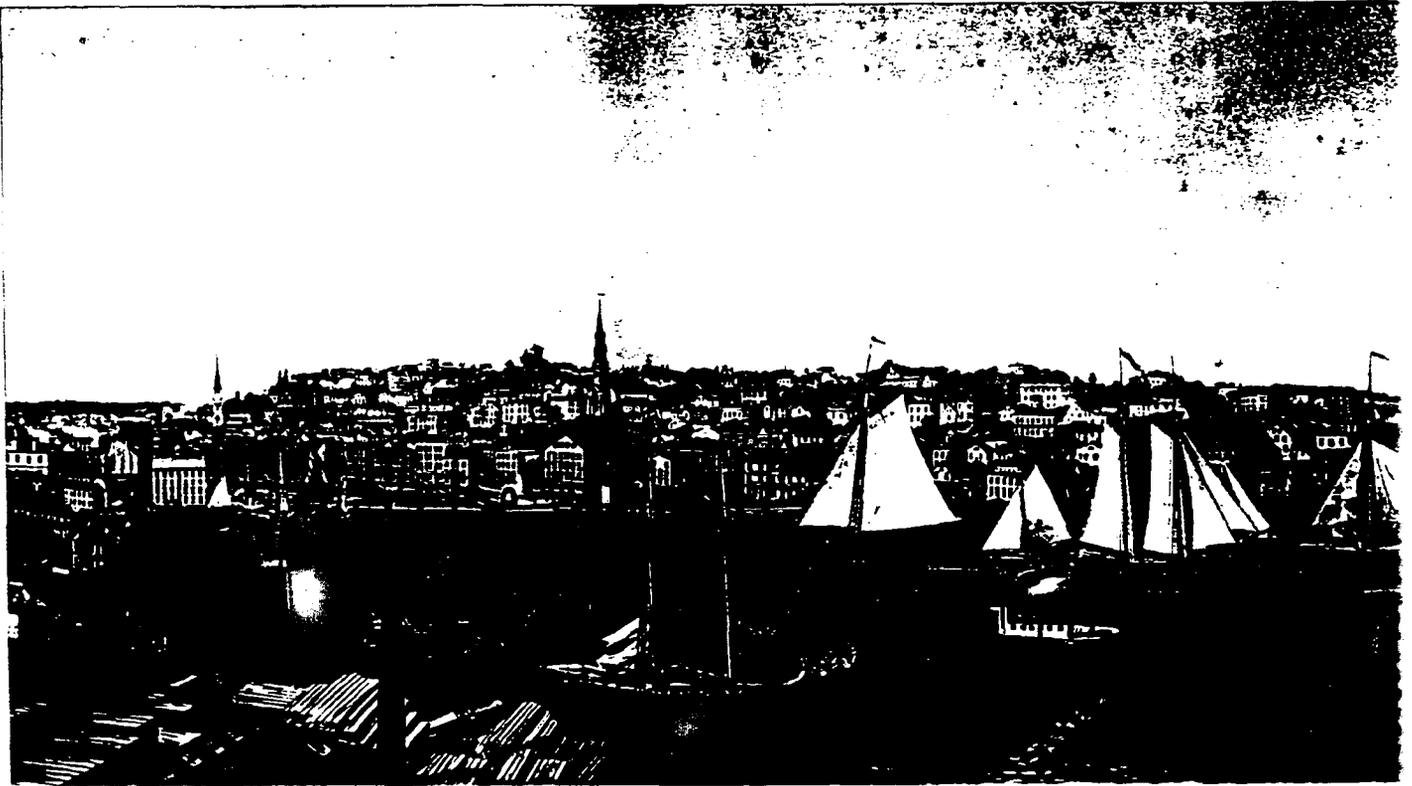
IN CITY  
COUNCIL

JUN 2 1994  
FINAL READING  
READ AND PASSED

*James P. ...*  
PRESIDENT  
*Jean M. Angalone*  
CLERK

APPROVED  
JUN 13 1994  
*Vincent A. Cianci*  
MAYOR

# I-195 OLD HARBOR PLAN 1992



P R O V I D E N C E , R . I .

SPONSORS:

CITY OF PROVIDENCE

STATE OF RHODE ISLAND

THE PROVIDENCE FOUNDATION

AUTHOR:

WILLIAM D. WARNER, ARCHITECTS & PLANNERS

OCTOBER 1992

The project is being funded by grants and contributions as follows:



City of Providence  
Vincent A. Cianci, Jr.  
Mayor



State of Rhode Island  
Bruce G. Sundlun  
Governor

The National Endowment for the Arts

The Study is sponsored by the Providence Foundation

The programs and plans presented in this report have incorporated suggestions made during a series of workshops held with the Old Harbor Project Advisory Committee, comprised of the following Agency representatives:

Kenneth Anderson  
Senior Civil Engineer  
Coastal Resources Management Council

Judy Benedict  
Chief, Planning & Administrative Services  
R.I. Dept. of Environmental Management

William F. Collins  
Director of Policy  
City of Providence  
Providence City Hall

Thomas Deller  
Associate Director  
Providence Dept. of Planning/Development

Christopher DelSesto  
Senior Vice President  
Johnson & Wales University

Greg Feldberg  
Governor's Policy Office  
State House

David Freeman  
Professional Engineer  
Maguire Group, Inc.

Thomas Grala  
Senior Sanitary Engineer  
Narragansett Bay Commission

Robert McMahon  
Deputy Superintendent of Parks  
City of Providence

Charles Moran  
Manager Public Affairs  
Narragansett Electric Company

Joseph R. Paolino, Jr.  
Executive Director  
R.I. Dept. of Economic Development

Edmund T. Parker  
Deputy Assistant Director  
R.I. Dept. of Transportation

Arnold Robinson  
Assistant Director  
Providence Preservation Society

Edward F. Sanderson  
Executive Director  
R.I. Historic Preservation Commission

Robert Shawver  
Assistant Director  
Planning Division  
R.I. Dept. of Transportation

Kurt Spaulding  
Executive Director  
Save the Bay

B. Jim Suzman  
Director of Public Works  
City of Providence

Frederick J. Vincent  
Associate Director  
Planning & Administrative Services  
R.I. Dept. of Environmental Management

\* \* \* \* \*

Coordinator Old Harbor Project

Architects & Planners Old Harbor Project

Robert E. Freeman  
Executive Director  
Providence Foundation

William D. Warner, FAIA  
President  
William D. Warner, Architects & Planners

## DEDICATION

This Plan is dedicated to Robert E. Freeman. The seeds of the plan for the Old Harbor had laid dormant for six years. Early March of 1990, Rob Freeman, then early in his stewardship as Executive Director of the Providence Foundation, called me and wanted to talk about the Old Harbor Plan contained in the 1984 Providence Waterfront Study.

At the time, transportation engineers, faced with a deteriorating bridge carrying Interstate 195 over the Providence River, were formulating plans to rebuild the structure just to the north or the south of its present location. Aware of these plans, Rob, in mid-March, met with the engineers and me and said "If I-195 has to be rebuilt, why not move it out of the Old Harbor to the other side of the Hurricane Barrier. It would be a better route for the highway and free up the Old Harbor for riverwalks and development."

That is "vintage" Rob -- "let's do it, why not?"

In the ensuing 18 months, history has been made. The relocation of I-195 is the top contender in the ongoing federal/state evaluation process. With federal, state, and city funds the Old Harbor Plan has been completed. The Plan presents a bold and achievable vision to bring new life to Providence and to open up its harbor for future generations to enjoy. None of this would have taken place were it not for Rob -- his positive, upbeat nature, his knack for collaboration and bringing everyone into "the loop," his steady stream of letters and memos all clear statements of goals and issues, and, finally, his spontaneous humor that helped us all get over the rocky road and through the tight places.

# I-195 OLD HARBOR PLAN

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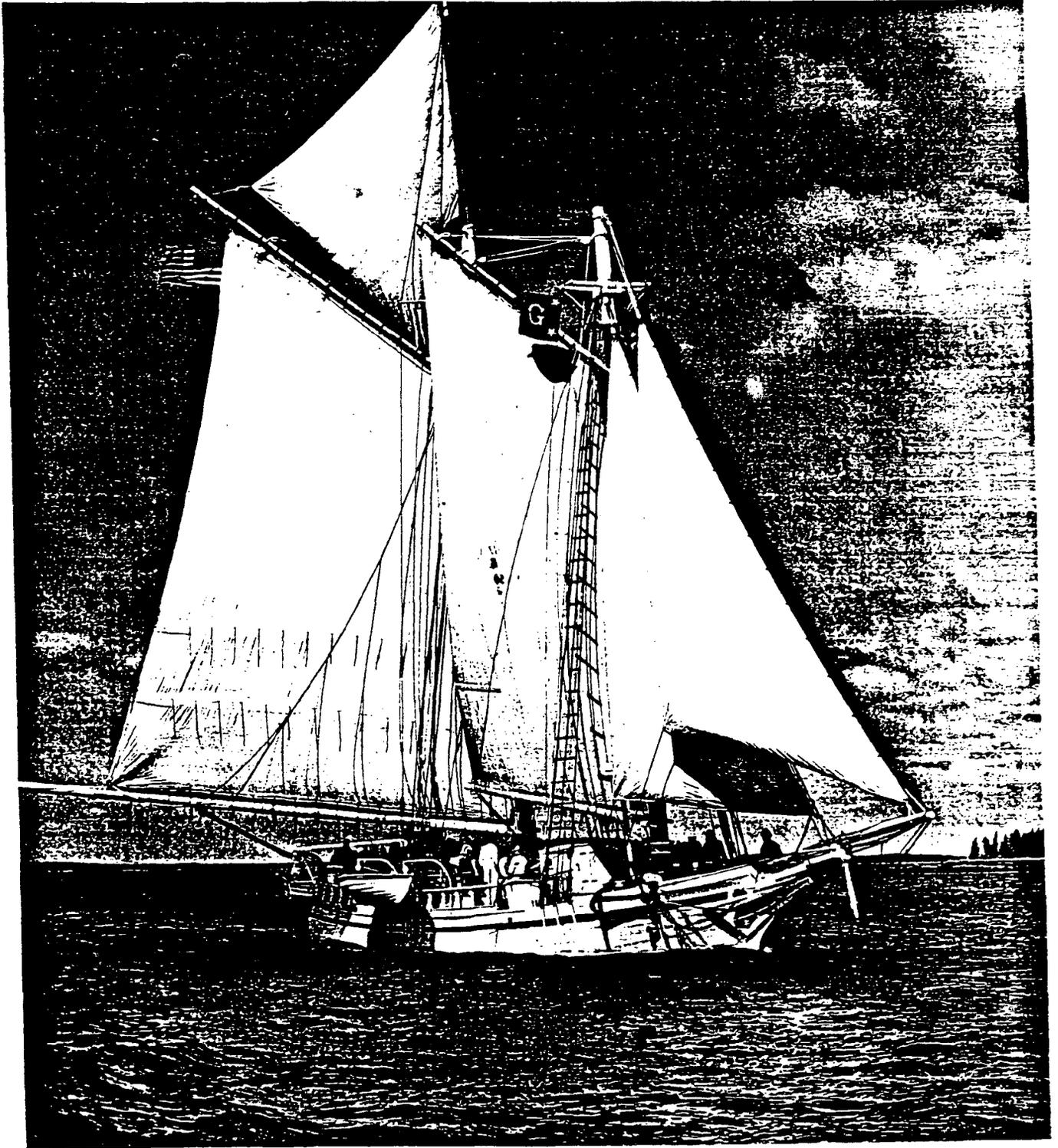
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  - Boston: Central Artery Project
  - Salem, Massachusetts
  - Aquariums and Marine Science Centers
- C. Related Plans and Projects
- D. 1980 Transit Action Plan
- E. Public and Coordinating Committee Comments
- F. Zoning News, July 1992

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Restored Windjammer: Maine

## PART I INTRODUCTION

## I. INTRODUCTION

### A. PURPOSE

The Old Harbor plan will demonstrate how a major transportation project, the relocation of Interstate 195, can be transformed into an important civic and economic development opportunity by increasing access to Providence's riverfront through significant public and private development.

### B. HISTORY OF PROJECT

During the last decade one of the goals of the Providence Foundation, the City, and the State has been to integrate the reclamation of the waterfront with transportation and urban development. In 1983 these entities sponsored the four-part Providence Waterfront Study. The first part, Memorial Boulevard Extension and River Relocation, is well into construction and will soon be completed. The possibility of relocating Interstate I-195 presents the opportunity to go forward with the second part - The Old Harbor, and the third part - Fox and India Points.

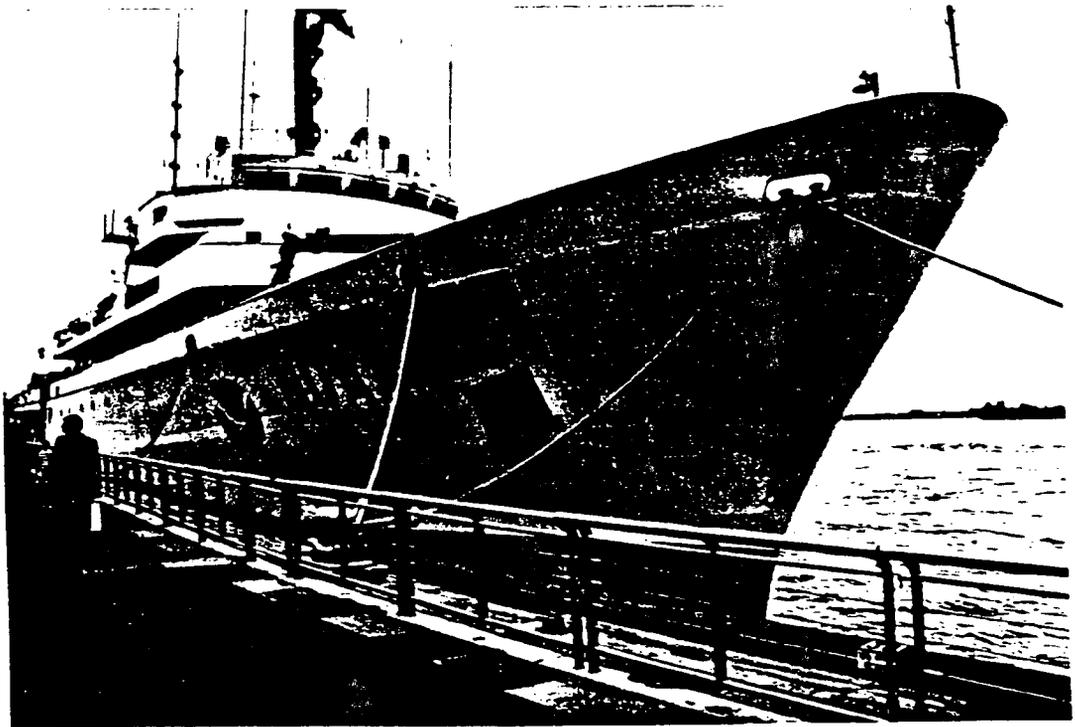
The Memorial Boulevard Extension Project (MBE) will improve traffic distribution and circulation, create riverwalks and parks, relocate rivers and bridges, and dredge the rivers for boat traffic. The MBE Project has established a broad precedent as a multi-modal transportation corridor that has been endorsed by a consensus of governmental, civic, and citizen groups. It points the way for the I-195 project to go forth as a Phase 2 extension of its predecessor. Many of the proposals in the Old Harbor Plan have the potential of a similar linkage.

The I-195/Old Harbor plan is sponsored by the Providence Foundation and funded by the National Endowment for the Arts, State of Rhode Island, and City of Providence. Planning began in November 1991 and developed with the input of the Planning Advisory Committee during a series of monthly meetings concluding in May 1992. A public workshop for the Old Harbor Plan was held in September 1992 at the Providence Waterfront Festival. The planning process has been closely coordinated with RIDOT's I-195 Environmental Impact Study process scheduled for completion in 1993.

### C. PLAN OBJECTIVES

- Identify land areas created by the relocation of Interstate 195 and its access roads.
- Establish street patterns disrupted by the construction of I-95 and I-195. Minimize further disruption in the design of the relocated I-195.
- Develop a plan for land use and establish a consensus regarding the balance and characteristics for private development, parks, riverwalks, public facilities, and tourist attractions such as museums.
- Identify accessible waterfront made available by the above relocation.

- Define the nature and potential of a reclaimed "Old Harbor."
- Strengthen relationships between the Old Harbor with Downtown, the East Side, and the River Relocation Project.
- Complete the extension of Memorial Boulevard along Allens Avenue to an improved interchange at Thurbers Avenue.
- Define a program of implementation and funding



Research Vessel: New Orleans

## PART II EXECUTIVE SUMMARY

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- Define a program of implementation and funding

#### D. PLANNING PRINCIPLES

Questions arise then about the nature of development on 44 acres of land made available by the relocation of I-195. Will it become a Capital Center #2? Will it constitute a threat to current efforts and plans to revive the downtown commercial district? Aware of such issues, the planners and the advisory committee arrived at the following planning principles.

1. Waterfront development should be low in density with uses reflecting the potential of activities associated with the water. It should attract visitors from other areas in Rhode Island and out of state as well.
2. Residential development should be encouraged.
3. The plan should not be arbitrary, it should build on the recommendations of previous plans such as the 1984 Providence Waterfront Study and the 1986 Providence Strategy .
4. Office space should be limited to "filling" out of the fringe area of the Financial District as recommended in the 1986 Providence Strategy.
5. The western portion of the study area enjoys strong institutional growth by Rhode Island Hospital and Johnson & Wales. Land should be made available to accommodate expansion of these uses.
6. East Side development should be an expansion of existing residential and commercial uses.
7. Identify sites for public attractions such as museums to enhance the Convention Center's viability.
8. Public transportation by land and water should be established.
9. Provide walkway corridors to link all adjacent districts and neighborhoods.
10. Dedicate significant portions of the land for open spaces uses.

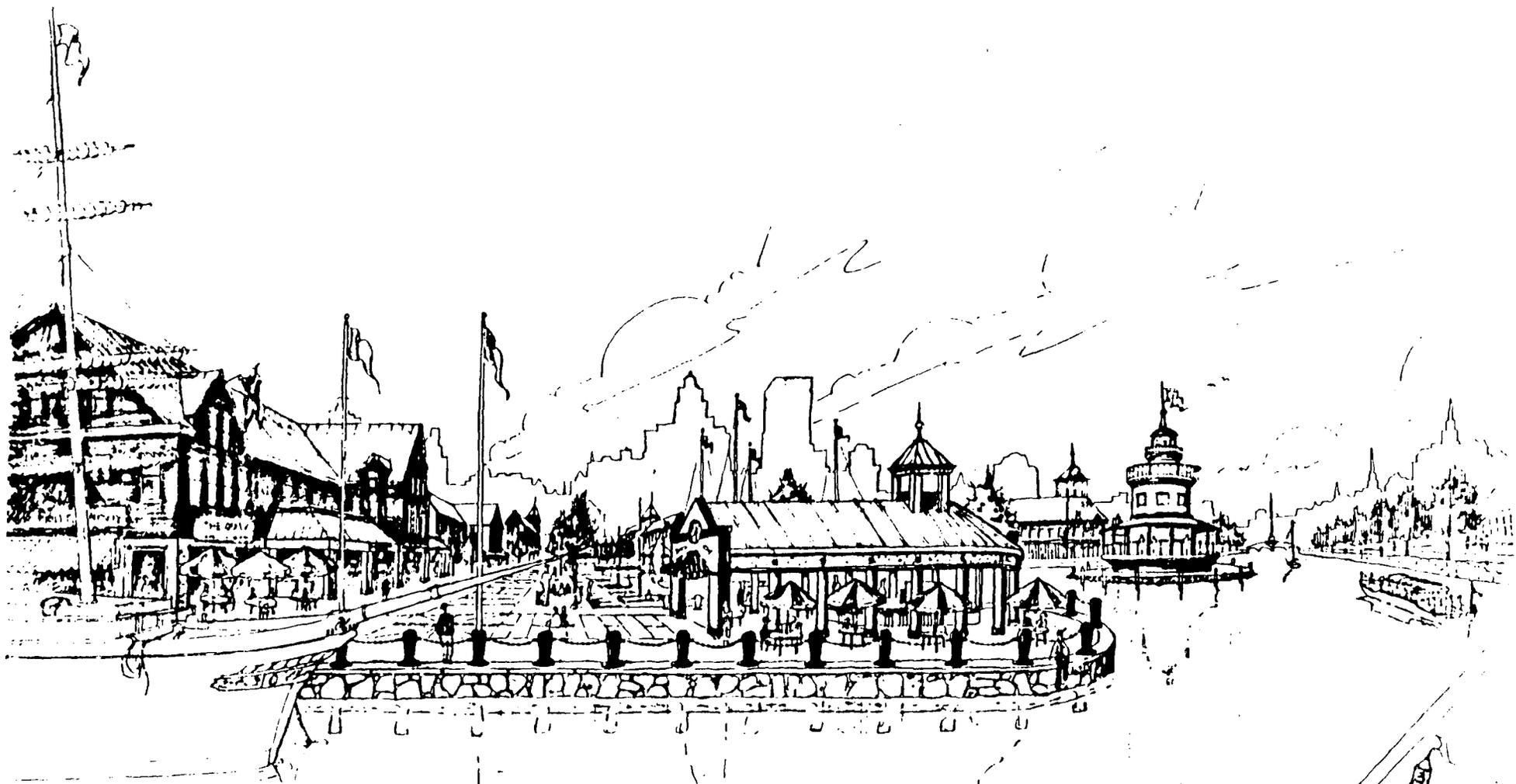
#### E. THE CONCEPT

As I-195 slices its way through Downtown and across the Providence River, its 44 acres separate the Jewelry District and the East Side from Downtown. Along the water its tentacles of access ramps and service roads drive a wedge into the heart of the City. The basic concept of the I-195 Old Harbor Plan is to recreate linkages across the land which now divides the Downtown and to return the Old Harbor to its historical status as the unifying focus and gateway of the city.

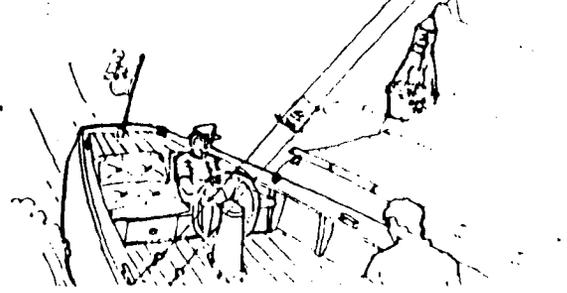
The relocating of I-195 paves the way for reclamation of the Old Harbor to forge the final link between the River Relocation Project and Capital Center to the north and the headwaters of Narragansett Bay to the south. This could be like having San Antonio's river walks and Baltimore's Inner Harbor both in on city.

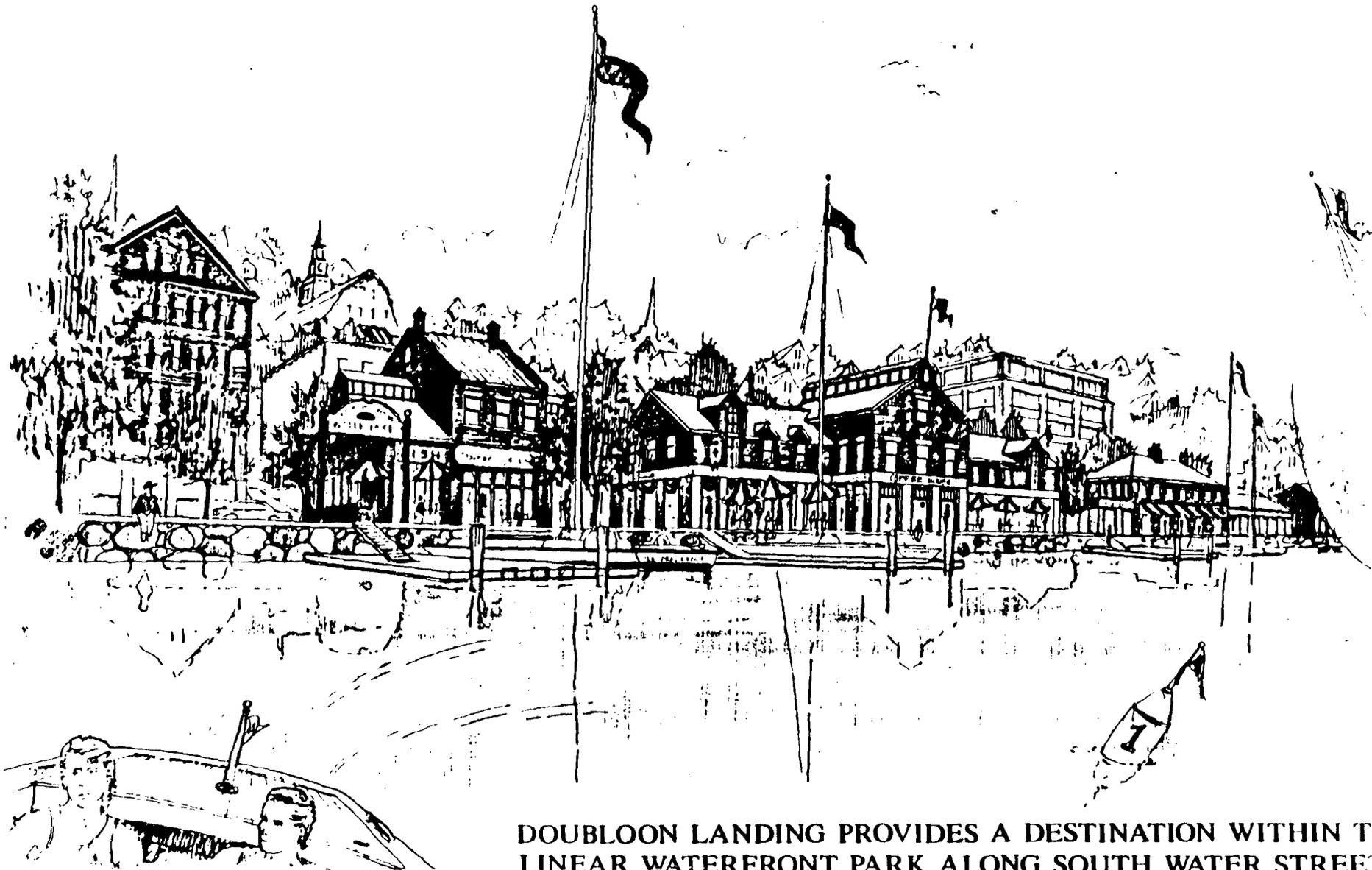
#### F. THE PHYSICAL PLAN

Two miles of riverwalks, boat landings, parks, and plazas will replace highway service roads. Sidewalks and streets from adjacent neighborhoods will once again lead to the water. Water taxis will ply from shore to shore and ferry boats will bring commuters and travelers into Downtown.

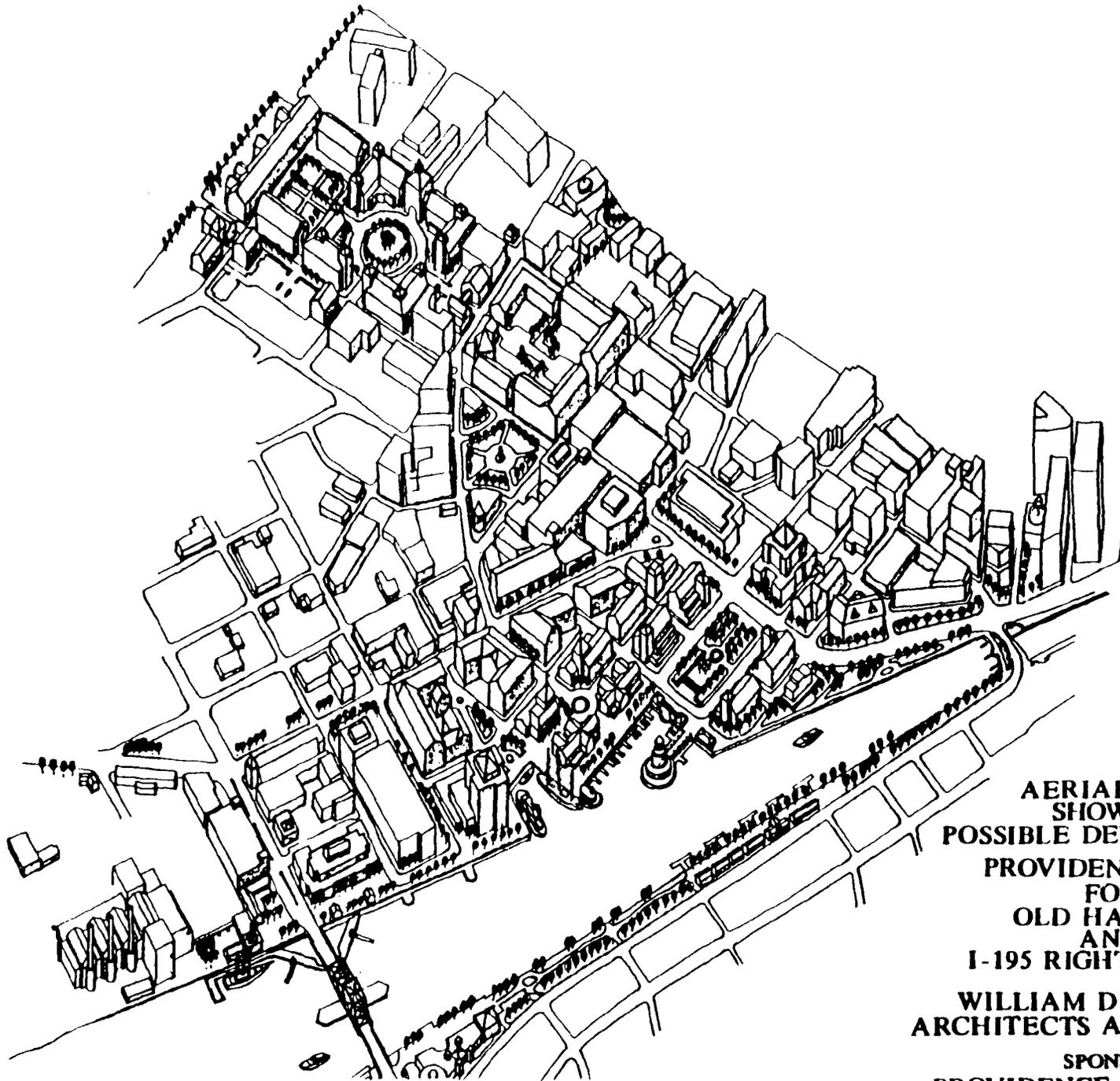


QUAY PORT LOOKING NORTH FROM SOUTH STREET STATION.  
A MUSEUM SHIP IS MOORED AND A WATER TAXI IS ON ITS  
WAY TO WATERPLACE.





**DOUBLOON LANDING PROVIDES A DESTINATION WITHIN THE  
LINEAR WATERFRONT PARK ALONG SOUTH WATER STREET.**



**AERIAL VIEW  
SHOWING  
POSSIBLE DEVELOPMENT  
PROVIDENCE PLAN  
FOR  
OLD HARBOR  
AND  
I-195 RIGHT OF WAY**

**WILLIAM D. WARNER,  
ARCHITECTS AND PLANNERS**

**SPONSOR  
PROVIDENCE FOUNDATION**



QUAY PORT LOOKING SOUTH TO LIGHTHOUSE MUSEUM AND OBSERVATION TOWER.  
SOUTH STREET STATION RESIDENTIAL TOWER RISES BEYOND THE TOWN SQUARE.

**LEGEND**

- ☒ PROPOSED BUILDING
- EXISTING BUILDING
- WALKWAYS AND PLAZAS
- DOCKS AND BOARWALKS
- LOCAL POINT, KIOSK, MONUMENT
- \* WATER TAXI LANDING
- ⊙ WATER TAXI
- P EXISTING PARKING GARAGE
- P PROPOSED PARKING GARAGE

**PUBLIC ACTIONS**

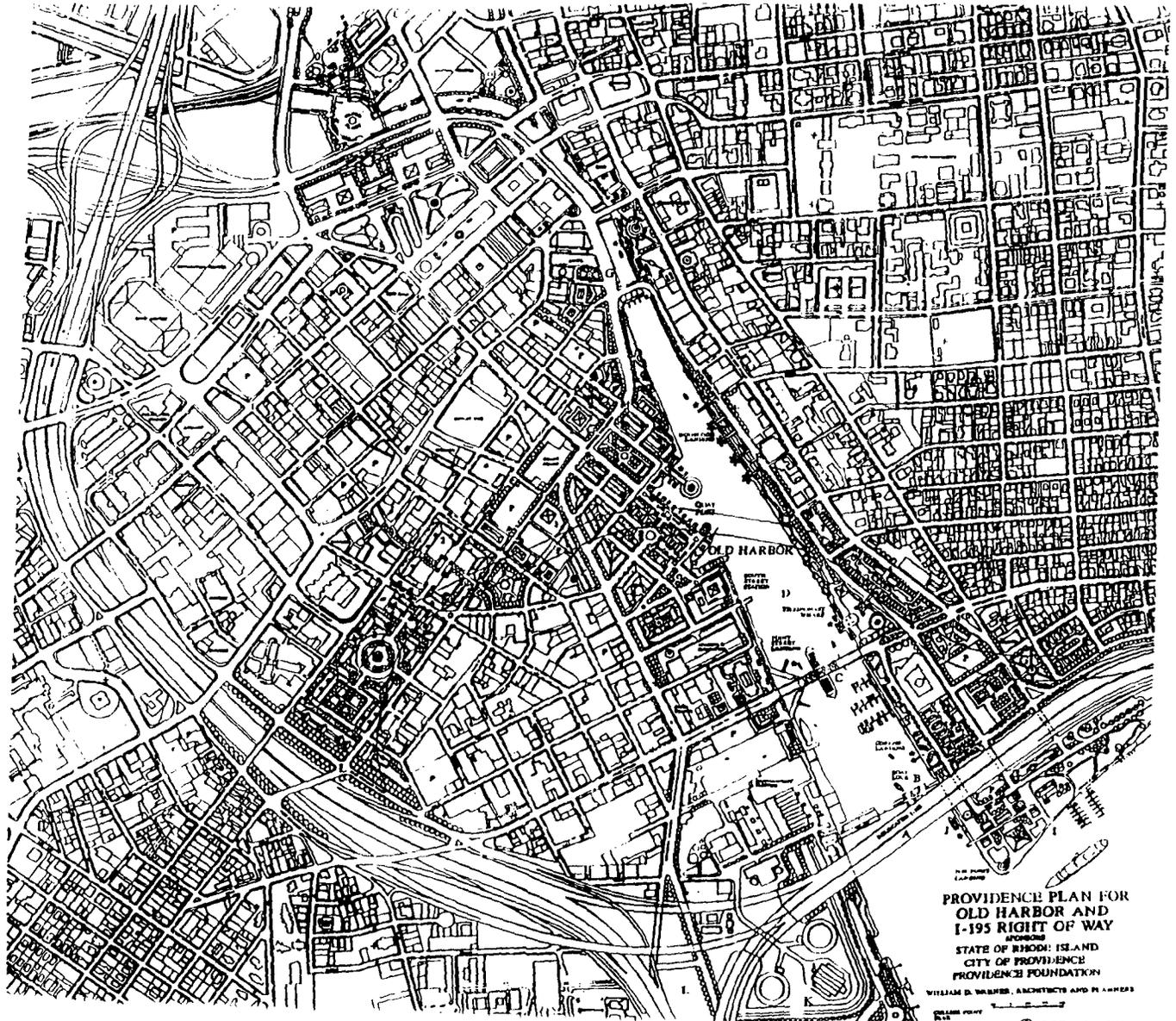
- A RELOCATED LANE
- B BOAT LACK
- C RESTORE POINT STREET BRIDGE
- D DRAINAGE OLD HARBOR
- E CONSTRUCT QUAYS DOCKS AND PARK
- F REMOVE ACCESS RAMP AND WIDEN PARK
- G NEW PARK OR PUBLIC SQUARE
- H BLD. TUNNEL AND STAIR
- I CRUISE SHIP TERMINAL
- J TRANSFER TERMINAL WATER TAXI/BAY BOUND HOVER CRAFT
- K RELOCATED HURRICANE BARRIER BERM
- L L-VI LANDSCAPING
- M EXTEND MEMORIAL BOULEVARD

**OLD HARBOR DEVELOPMENT**

- QUAY FORT
- SOUTH STREET STATION
- POINT STREET LANDING
- FOX WHARF LANDING
- CORLISS LANDING
- TILLINGHAST WHARF
- DOUBLOON LANDING

**UPI AND DEVELOPMENT**

- WEST SIDE
- 1. OFFICE BUILDING
- 2. FRIENDLYVILLE INSTITUTIONAL OR LOW-RISE RESIDENTIAL WITH 1ST FLOOR COMMERCIAL
- 3. RESEARCH AND DEVELOPMENT
- EAST SIDE
- 4. RETAIL AND/OR OFFICE
- 5. ENTERTAINMENT DISTRICT
- 6. LOW-RISE RESIDENTIAL
- 7. LOW-RISE RESIDENTIAL WITH 1ST FLOOR COMMERCIAL



PROVIDENCE PLAN FOR  
 OLD HARBOR AND  
 I-95 RIGHT OF WAY  
 PROVIDED BY  
 STATE OF RHODE ISLAND  
 CITY OF PROVIDENCE  
 PROVIDENCE FOUNDATION

WILLIAM D. WARREN, ARCHITECTS AND PLANNERS

Most of the development along the water will be limited to small seaport-like clusters at Corliss Landing, Quay Port, and Doubloon Landing. These villages will be separated by harbors and parks all linked together by water transportation and a system of continuous riverwalks.

Quay Port, the largest of the waterfront districts, will be located at the foot of Dorrance Street where the old shipping quays used to be. The buildings defined by a tight grid of narrow streets and pedestrian alleys will be small two to six story structures with pitched roofs similar in scale to those in Pickering Wharf, Salem, Massachusetts<sup>1</sup>. Retail is slated for the ground floors of the buildings with apartments occupying the upper floors. There will be a village square, town dock, museum ship, and lighthouse observation tower with a museum of Rhode Island lighthouses in its base. The centerpiece of Quay Port will be the "festival" marketplace featuring a Rhode Island Shore Dinner Hall. This development utilizes 12 acres of the ROW.

At Corliss and Doubloon Landings, small scale buildings similar in size to Rhode Island Fish Company with footprints of 1,200 to 2,400 SF are encouraged to lend a seaside village character to the area. On-site parking should not be permitted as it will be provided in a nearby garage. Landscaped sidewalks and dining terraces should be paved with brick or other modular pavers.

A 600 car garage at Fox Point would serve Wickenden Street business and facilitate the growth of the popular Corliss Landing waterfront entertainment district on land now used for surface parking.

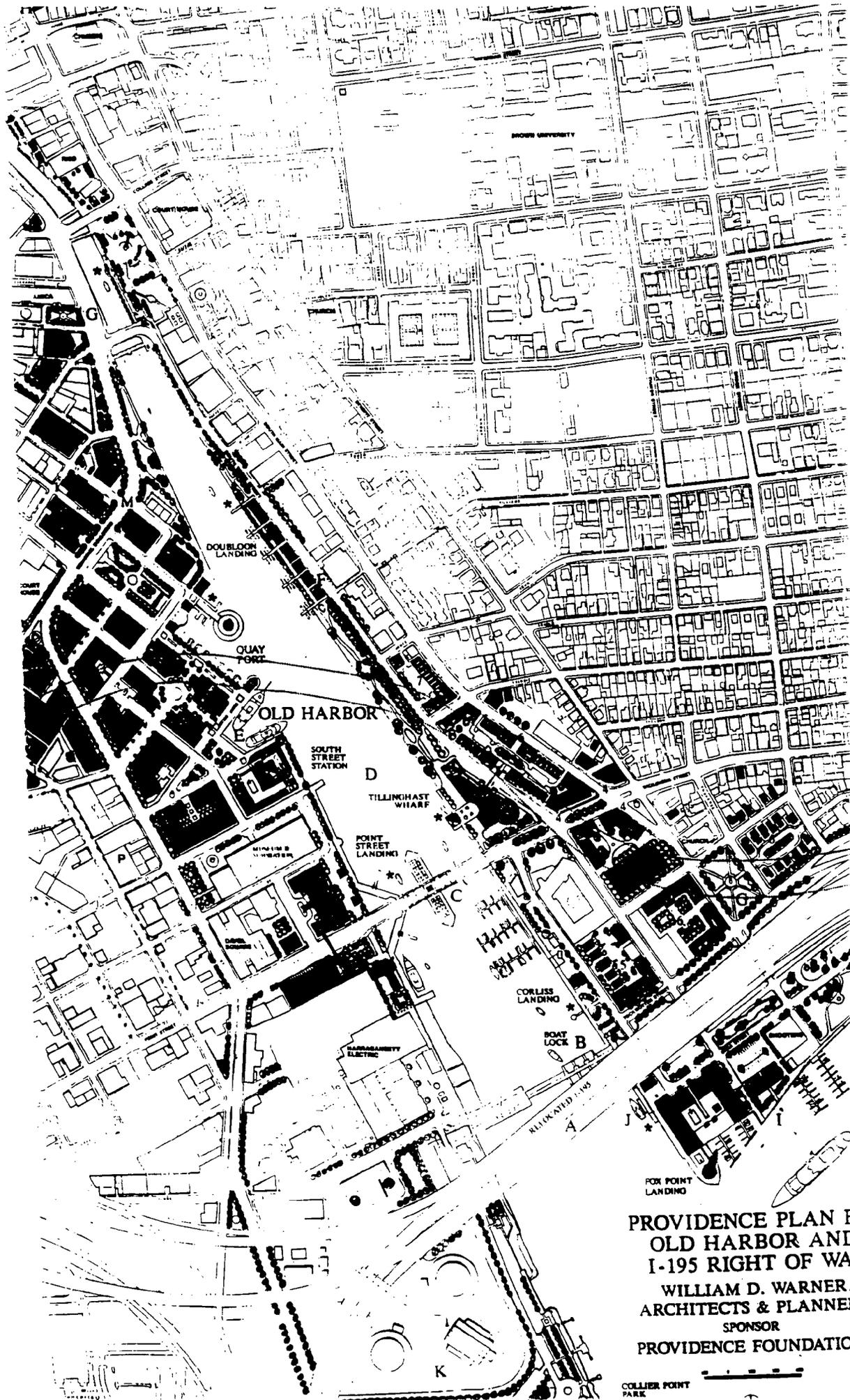
Waterfront development at Davol Square and adjacent South Street Station will be more urban in scale and relate to the massing of the existing large brick structures. South Street Station could become a three-block site with preferred uses for a hotel, residential complex, and museum in the historic brick power plant building. The existing cooling canal would be replaced by a marina for approximately 60 boats. A tall tower to anchor the harbor's edge is proposed to be placed on line with Dorrance Street. At Point Street, a 600 car garage constructed on Narragansett Electric land would enable commercial development at Davol Square to be constructed on waterfront land now used for parking.

On the west side of the Old Harbor District from Richmond Street to Interstate 95 are 11 acres of ROW that currently divide the Jewelry District from Downtown. A low density urban development called Friendshipville is proposed for this area. It consists of three urban quadrangles bounded by Front Door Streets linked together internally by Friendship Street, which provides service and access to parking. The interior "town squares" are to be landscaped with minimum of paving for vehicles. Because of the proximity to Rhode Island Hospital, Weybosset Hill residential development, and Johnson & Wales, this district is ideal for medical research and development, residential, and institutional uses. Parking for residential use to be within the buildings or in carports roofed over by terrace decks. Parking for research and development use to be below grade. Parking for institutional use to be off-site.

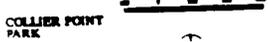
Adjacent to Friendshipville is the fringe of the Financial District consisting of 4 acres of surface parking and 2 acres of ROW. This mid-town portion of the Corridor, in accordance with previously adopted plans, is designated for office and parking garage development.

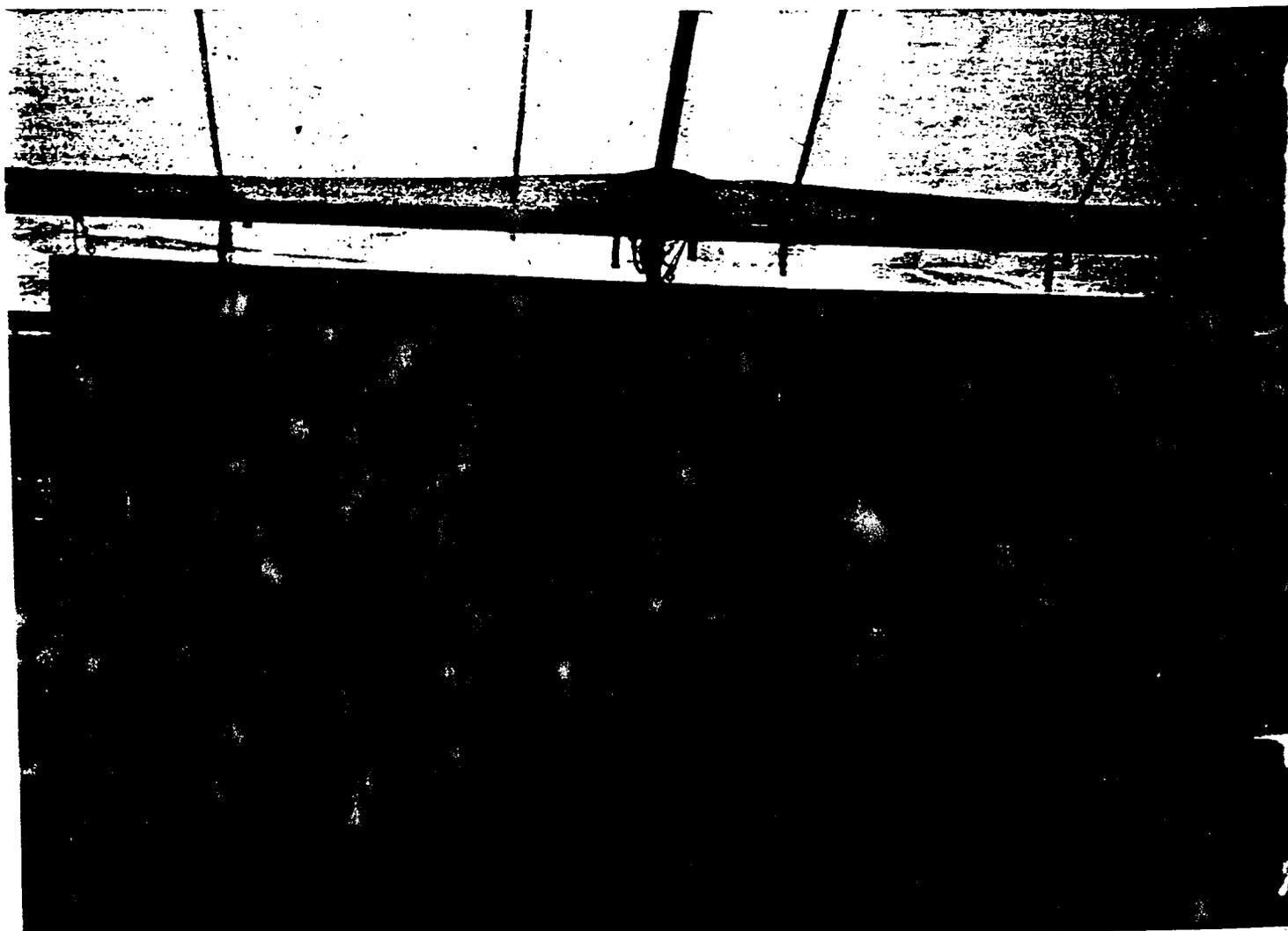
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<sup>1</sup>See Appendix B, Other Cities.



**PROVIDENCE PLAN F**  
**OLD HARBOR AND**  
**I-95 RIGHT OF WA**  
**WILLIAM D. WARNER,**  
**ARCHITECTS & PLANNERS**  
 SPONSOR  
**PROVIDENCE FOUNDATIO**





MODEL OF OLD HARBOR PLAN AT  
THE PROVIDENCE WATERFRONT FESTIVAL

To the east of Old Harbor lies the remainder of the relocated I-195 ROW consisting of 19 acres, of which 9 acres are proposed to be utilized for parks. The relocation of I-195 could restore the neighborhood street patterns and create full city blocks. The uses of the seven block-size parcels should extend the adjacent residential and business character. For the most part, existing lots in these blocks would remain in their present use and ownership.

New sites along both sides of Wickenden Street would be available for commercial development. Residential uses would account for most of the development to the north along South Main Street. Mixed use, commercial, or residential development is proposed for the 60,000 SF parcel located just north of the Hurricane Barrier between Benefit and South Main Streets.

A small park is proposed to enhance the setting of the Holy Rosary Church. A municipal parking garage just west of the Church is key to the realization of the development proposed in the East Corridor Plan. It would serve Wickenden Street business during the day, Corliss Landing restaurants and cafes during the evening, and the Church on Sundays. It could enable the Church to convert its surface parking lots to some other use such as moderate cost housing.

Residential development east of Traverse Street should be limited to two and three family free standing structures with side yard driveway parking.

Architectural style should reflect or complement existing East Side historic building "fabric" in use of form and materials. Buildings should be constructed to the street line and follow the curves of street corners.

#### G. DEVELOPMENT POTENTIAL

The relocation of I-195 liberates approximately 44 acres of ROW land. The proposals of the plan are based on enlarging the ROW area by an additional 26 acres to include 11 acres of contiguous lots and 15 acres of other adjacent areas having development potential such as South Street Station, surface parking lots in the Financial District, Davol Square, and Corliss Landing. With these additions the size of the proposed plan area increases to 70 acres. Of the 26 acres it is estimated that less than 5 acres would be necessary to acquire to realize the full potential of the ROW. The remaining 21 acres could be developed with land owners participating in joint development.

The development potential of the I-195/Old Harbor Plan includes 1.6 million SF of office and retail space, a 300 room waterfront hotel, residences for 620 families, 400,000 SF of institutional space, parking garages for 5,000 cars, and 700,000 SF of multipurpose "flexible" space.

A total of 4-1/4 million SF of floor space for all use types at \$150/SF construction cost could add nearly \$650 million to the tax base. Parking garages at \$12,000/space account for an additional \$55 million of construction.

A marketing study was not included in the I-195 Old Harbor Plan. However, the market analysis contained in the 1986 Providence Strategy Plan was used as a "bell-weather" guide for development potential comparisons.

The 1986 Providence Development Strategy Plan contains development programs for the year 2000 for several downtown districts including those that are coincidental in the I-195/Old Harbor Plan. A comparison between the two plans for coincidental areas west of the Old Harbor shows the following:

ITEM	1986 PROVIDENCE STRATEGY <sup>2</sup>	I-195/Old Harbor
Office SF	1,200,000	1,194,000
Retail SF	NA <sup>3</sup>	240,000
Residential DU's	560	530
Parking Constructed	2,200	2,700

#### H. PUBLIC IMPROVEMENTS

As is the case in other transformed waterfront cities such as Norfolk, Virginia; Cleveland, Ohio; and Baltimore, Maryland, attracting development to the Old Harbor and I-195 corridor in Providence can only be achieved by providing infrastructure and plenty of it. Needed public improvements include new streets and utilities, attractive sidewalks with lighting and landscaping, parks and open space, landscaped river walks, reconstructed sea walls, docks and boardwalks, parking garages, and lastly reclamation of the Old Harbor including dredging and construction of boat locks.

It is possible that many of these elements may go forward as part of the relocation of Interstate 195.

##### 1. Circulation

Extend Memorial Boulevard south from Crawford Street following Dyer, Clifford, and Eddy Streets. This shift of a portion of the Boulevard to the west creates a larger waterfront district.

Reconnect streets now interrupted by I-195. Many of these will lead to the water on both sides of the river.

Improve South Water Street and eliminate service road.

Establish two rubber tire trolley loops.

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<sup>2</sup>See Appendix C.

<sup>3</sup>Retail was called for along the waterfront but no estimates of floor space were given.

2. Parking

The construction of 6 parking garages could free up 17 acres of surface parking for development and result in a net add of over 1,800 parking spaces.

3. Parks

The plan adds over 22 acres of new parks, including a park "bridge" over I-195 to connect the East Side with India Point Park.

4. Riverwalks

Improvements to currently inaccessible portions of the shoreline would result in a three mile continuous riverwalk from the Seekonk River through India Point Park to Fox Point, up the river to Crawford Street Pedestrian Bridge, and down the west side of the river to Collier Point south of the hurricane barrier. At Crawford Street a connection would be made to an additional one mile of riverwalks currently being constructed in the MBE (River Relocation) project.

5. Bikeways

- Extend the East Bay Bikeway from the Washington Bridge to Crawford Street Bridge.

6. Old Harbor Reclamation

Dredging is required to enable boats to navigate the upper portion of the harbor and to gain access to Waterplace Park located at the northwest terminus of the River Relocation Project.

Installation of boat locks at the Hurricane Barrier is proposed to maintain water level at Mean High Water (MHW) as was implemented in Boston's Charles River in 1902.

Water taxi service to provide access to the public attractions along the waterfront between Waterplace and India Point Park

Cruise ship facility. Coastal cruise ship industry is expanding. Providence should be promoted as a key eastern seaboard destination.

Restore operating features of the Point Street Bridge to expand the capacity of access and mooring in the Old Harbor from 10 to nearly 30 acres for boats that presently cannot pass under the bridge because of its 9 foot vertical clearance limit.

Create an "inner harbor" at the foot of Dorrance Street as the focal centerpiece of the Old Harbor reclamation. It would feature a museum ship and contain docking facilities for Narragansett Bay commuting craft, visiting boats, and small boat rentals. Water taxis would transfer commuters to Market Square and Capital Center.

Reconstruct 4,800 LF of riverwall to support and accommodate river walks.

Establish a Waterfront Heritage Trail: Starting at Roger Williams 1636 Landing along the Seekonk River, south and west through India Point Park, north along the river to Roger Williams Spring Park, south then west to a visitors' center at Waterplace, south through Kennedy Plaza to Custom House, then south along the water to the proposed Festival Market place, museum ship, and Industrial Museum at the Old Harbor.

## 7. Public Attractions

Public attractions combine education and entertainment to draw tourism, anchor urban development, and boost local economies.

Urban harbor and riverfront districts require a "menu" of activities and attractions to be successful in drawing people. The menu can vary to reflect the uniqueness of each City; however, there does appear to be a core array of commercial and public features that are common to most successful urban waterfronts. These include: convention center, hotels, trolley and water transportation, continuous walkways with a variety of amphitheaters for performances, museum ships, historic features such as trails, places, and districts, some combination of museums, often an aquarium, and finally a "festival" marketplace or district with shops, galleries, and eateries.

Providence already has or is planning for many of these attractions including the College Hill and Downtown Historic Districts, a Convention Center under construction, the Rhode Island School of Design Museum, and the Rhode Island History Center being planned for the old Shepard Building.

Many of the attractions described below are currently being assessed by existing committees or commissions. Others, which are in the discussion stage, evolved during the series of meetings held by the Old Harbor Project Advisory Committee.

- Festival market including RI Shore Dinner Hall along the water at the foot of Dorrance Street
- 18th century shipyard and wharf
- Oceanographic museum and aquarium at Fox Point
- Lighthouse observation tower with the Rhode Island Lighthouse Museum located in its base
- Childrens' museum along South Water Street or at South Street Station
- Restoration of the Nobska, last classic American coastal steamer
- Museum of Rhode Island Shipping and Industrial History at the historic brick power plant at South Street Station
- Energy learning center at Point Street Landing
- Bandshell
- Museum ship at the Inner Harbor at the foot of Dorrance Street
- Doubloon landing arts and crafts center along South Water Street
- Botanical Conservatory

## J. IMPLEMENTATION

A phased redevelopment plan for the three miles of Providence waterfront and one mile of vacated I-195 highway corridor can produce an estimated \$650 million in private investment, generating an annual tax revenue of approximately \$9,000,000. This financial return cannot be fully realized unless the relocated I-195 highway project is accompanied by the public improvements constructed along the ROW and both sides of the Old Harbor.

The estimated \$25 million for public improvements proposed in the Old Harbor Plan does not include the following:

- Boat locks at the Hurricane Barrier
- Restoration of Point Street Bridge
- New minor streets including lights, utilities, and sidewalks
- Acquisition of property
- Public attractions

### 1. Funding Sources

Redevelopment must be phased with as much public/private partnership as possible drawing on federal programs for removal of the barriers and creation of public access by land and water.

- A variety of FHWA programs have been expanded under the 1991 Transportation Act to include "transportation enhancement activities." These activities include pedestrian and bicycle facilities; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; landscaping and other scenic beautification; historic preservation, rehabilitation, and operation of historic transportation buildings, structures, or facilities.
- The relocation of Interstate 195 project can include in its scope mitigation and enhancement measures for improving the abandoned ROW.
- The Urban Mass Transportation Administration (UMTA) funds up to 75% of capital improvements and equipment for approved innovative mass transit projects, such as ferry service and bus loops.
- River improvements such as dredging and boat locks affecting navigation and shorelines are traditionally projects funded by the Army Corps of Engineers (COE).
- Legislation was passed in 1984 permitting Tax Increment Financing (TIF). TIF earmarks tax revenues generated by private redevelopment projects for public improvements like land acquisition and parking. The Old Harbor TIF District provided funding for Corliss Landing Park and could be extended to provide funding for public improvements in the Old Harbor Plan. Portland, Oregon financed its harbor improvements with \$25 million of TIF bonds in 1978.

## 2. The Eight Year Action Plan

Preliminary estimates coming out of the current I-195 EIS study indicate that the ROW occupied by I-195 will not be available for construction of development and public improvements until the year 2000 at the earliest. However, many of the recommendations of this plan can begin now. Possible Eight Year Action Plan projects are listed below by funding strategy categories.

### a. I-95/195 EIS Opportunities

Provisions contained in the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) will enable the I-95/195 Improvement Project to fund a variety of enhancements in the Project Area. Some of the following may be eligible:

- Wide park-like bridge providing pedestrian access over I-195 to connect India Point Park to the East Side.
- Reconstructed river walls along both sides of the Old Harbor
- Dredging of the Old Harbor.
- Riverwalk connections from Crawford Street to Point Street Bridge along both sides of the Old Harbor.
- If I-195 is relocated there is the possibility that the stone berm of the Hurricane Barrier may be relocated south of the power station. This would result in more protected land for Narragansett Electric Company. If this part of the project could be constructed early, than it might be possible to coordinate with the power company's construction of site utilities such as oil tanks and various utility lines. Another benefit of this proposal is the "freeing" up of the 7 acre South Street Station for waterfront development.
- Urban design improvements along Point Street. The relocation of I-195 will transform Point Street into a major entry boulevard from both I-95 and I-195.
- The I-195 EIS may show early removal of South Water and Dyer Street ramps feasible. This would open up some of the waterfront property for development.
- Waterfront Heritage Trail and Visitors' Center
- "Inner harbor" at the foot of Dorrance Street.

### b. Independent ISTEA Opportunities

The five year \$16.8 million ISTEA funding is available for projects not necessarily related to specific roadway projects. Other private or public monies could serve a matching funds to augment ISTEA grants, the following projects appear to be eligible.

- Construct landings and docks for water taxis and other craft
- Establish a marine transportation center for cruise ships, bay ferry boats, and water taxi transfers
- Restoration of Nobska, America's last classic coastal steamer
- Restore operation at Point Street Bridge to expand the capacity of access and mooring in the Old Harbor.

c. Army Corps of Engineers Opportunities

The Army Corps of Engineers (ACOE) funds dredging of its harbor projects. The Providence Harbor Project ends at the Hurricane Barrier. A request would have to be made to extend the harbor north of the barrier.

- Construction of boat lock at the Hurricane Barrier
- Dredging of the Old Harbor from Crawford Street Bridge to the Hurricane Barrier

d. Mass Transit, UMTA Opportunities

RIDOT is doing a water transportation study that may prove ferry boat and water taxi service feasible.

- Establish a water taxi service
- Construct landings and docks for water taxis and other craft
- Establish Narragansett Bay service between Providence and other coastal cities and towns.
- Waterfront trolley loop service

e. Old Harbor Tax Incremental Financing Bond Opportunities

- Parking garages (6) at Richmond, Friendship, Pine, Ship and Point Streets and Corliss Landing.
- Lighthouse Observation Tower and Museum
- Rhode Island Museum of Shipping and Industrial History at the Old Brick South Street Station.
- Childrens' Museum
- Bandshell

- Historic museum ship exhibit at dock-side
  - Conservatory
  - Land acquisition
- f. **Public/Private Partnership Opportunities**
- Docks for small boat rentals
  - Marina at South Street Station
  - Replica of 18th century wharf and boat yard depicting the China Trade era
  - Promote waterfront development at the following sites:
    1. Point Street Landing
    2. Quay Port (West River)
    3. Doubloon Landing (East River)
    4. South Street Station
- g. **Narragansett Electric Company Opportunities**
- Narragansett Electric Company has committed to the development of Collier Point Park and a landing at Point Street. Moving up the construction schedule should be explored.
  - Energy Learning Center and Museum at Point Street Landing
- h. **Rhode Island Department of Economic Development Opportunities**
- Acquisition of three acres of land at the tip of Fox Point as an extension of India Point Park. Construction of Marine Transportation Center and The Rhode Island Marine Science Center and Aquarium.
  - Provide funding mechanisms for life sciences research and development facilities and other economic development opportunities

## **K. ZONING AND DEVELOPMENT CONTROLS**

### **1. Building Heights**

The visual character and scale of the City form is defined by the topography of building masses. Providence has a wonderful skyline formed by College Hill in juxtaposition with the mountain of buildings formed by the financial district. Steeples, domes, smokestacks, and an occasional tower provide periodic projections in the rolling contour of the skyline.

The building height proposals consist of the following:

- Building heights south of the Financial District drop in successive planes toward the water to maximize views from buildings and minimize blocking of sun.
- At South Street Station the 90 foot zone is compatible with the existing historic power station. A single 200 foot tower is recommended to anchor the shoreline at the foot of Dorrance Street.
- Building height zones west of the Financial District also gradually drop to a 45 foot zone designated to foster urban campus or "town square" type development.
- Along both sides of the river zones are limited to 30, 45, and 60 foot heights.

## 2. Zoning Guidelines

The relocation of I-195 presents development opportunities obviously not available when the current zoning map was drawn up. The following changes are recommended:

- Quay Port and South Station change from D-1 and D-2 to W-2 WATERFRONT MIXED USE DISTRICT.
- The Friendshipville portion of the West Corridor changes from D-2 to D-3 a new DOWNTOWN DISTRICT for research and development institutional and residential uses.
- The East River area between Crawford and Point Streets changes from C-2 to P.S. PUBLIC SPACE DISTRICT except for Doubloon Landing, which would become W-1. Corliss Landing south to India Street would remain W-2.
- The land south of India Street between the Providence River and India Point Park changes from W-2 to P.S.

All other districts would remain as currently zoned.

## 3. Development Guidelines

Each of the Development Districts has the opportunity to express its unique character based on its surrounding location and intended use. Development guidelines should be spelled out regulating massing, streetscape elements, building materials, roof forms, and "build to" lines.

## L. PHASING OF DEVELOPMENT

The 4.25 million SF of development and parking garages for nearly 5,000 cars are comparable to the development programmed for Capital Center. It was estimated that it would take ten years (1990-2000) to "build-out" Capital Center. A mid-1992 reading indicates that Capital Center development is ahead of schedule. It is estimated that the development described in the I-195/Old Harbor Plan will take 15 years to complete during the period from 1995 to 2010.

Interim uses such as surface parking and green space for recreation should be implemented with thought and care to avoid the appearance of random vacant land.

Public improvements including river walks, dredging, river wall construction, and selected public attractions should be constructed well in advance of the private development.

## M. NEXT STEPS

### 1. Adoption of the Plan

The first step toward coordinating public and private action on the waterfront is official adoption of the Plan. It is recommended that the following agencies review and amend existing policies and plans to incorporate the I-195 Old Harbor Plan:

- City Plan Commission
- City Council
- City Board of Parks Commissioners
- City Redevelopment Agency: Downtown and East Side Renewal Projects
- Rhode Island Coastal Resources Management Council (CRMC): Providence Harbor Special Area Management Plan
- Rhode Island Department of Environmental Management (DEM)
- Rhode Island Department of Transportation (RIDOT)
- Statewide Planning: State Recreation Plan and Long-range Transportation Plan

### 2. Implementation Strategy

To implement the I-195 Old Harbor Plan, it is recommended that the City of Providence follow the model of Baltimore's non-profit development corporation using the administrative and financing powers of TIF legislation. The requirements of complex and long-term management cannot be met by creating a city position of Old Harbor Coordinator within an existing City agency having multi-faceted priorities and projects. Both the Baltimore model and the TIF District would provide the means for the City of Providence to create a professional staff for the single purpose of managing and promoting the Old Harbor Plan through a public/private partnership over the next fifteen years.

As soon as the I-195 Old Harbor Plan is adopted, the City of Providence should take the following steps:

- Create a Providence Old Harbor Management Corporation. Its responsibilities would include detailed planning, securing and coordination of funding, land acquisition, construction management, promotion, and management of and programming for the Old Harbor District and other I-195 ROW areas.
- Implement a bond issue through the existing mechanism of the Old Harbor TIF District to front end the cost of parking garages and key public attractions such as a museum ship and the Childrens' Museum.

- Coordinate with the Department of Economic Development (DED) to fund the proposed Rhode Island Marine Science Center and Aquarium.
- Begin the land acquisition process.
- Develop a public relations program.
- Identify potential developers. Begin negotiations with carefully selected developers.

### 3. Land Acquisition Policy

The ROW prior to the planning of I-195 generally consisted of rectangular city blocks subdivided into an orderly arrangement of rectangular lots. Full blocks were not acquired when land was assembled for the highway, instead diagonal paths with jagged edges were cut through the blocks. This resulted in remnants of triangular and oddly shaped pieces of lots along the partially remaining perimeter of the former blocks. This condition occurs as a problem only with the 25 acres of ROW stretching between the Providence River and Interstate 95 to the west.

The full development potential and hence value of the 25 acre ROW will not be achieved unless adjustments are made to the adjacent 13 properties that total 9.4 acres in area. These adjustments would require some combination of the following actions:

- Acquisition (partial and/or full)
- Adjustment of property line geometry
- Land swap for land elsewhere in the ROW
- Investment of land as equity in a larger development scheme

The second issue is how to acquire the ROW land for incorporation into the development proposed for the area as defined by adopted plans. It is recommended that the City, State, and Providence Foundation, together with legal counsel, should assess all options available. Investigate comparable projects in other cities: for example Boston's Central Artery Project. Explore the FHWA's program for property disposition and acquisition. Whatever the means, what is crucial is that all the ROW is brought under the control of the public agency responsible for its ultimate development.

### 4. Detailed Planning

The I-195 Old Harbor Plan offers conceptual plans for river and access improvements, linear parks, economic development and transportation. Since public improvements are key to the Plan, detailed planning will be required for each phase of construction. Many of these improvements may become components of the I-195 Project and will be designed as part of the project. Those not included, such as water taxi landings, Quay Port Town Square, Custom House Park, and others will required detailed planning.

A streetscape plan for "front" and "back" door streets spelling out landscaping, pavement types, lighting fixtures, benches, and waste receptacles must be developed. Such a plan would provide a unifying character to the various development districts. It would define requirements to which developers must comply.

The conceptual development and zoning guidelines contained in the Old Harbor Plan should be ordered, refined, and incorporated into an overlay zone for all development districts.



1823 Engraving

## PART III HISTORY OF THE OLD HARBOUR

### III. HISTORY OF OLD HARBOR<sup>1</sup>

#### Early Times

Providence is a city with a long waterfront tradition. In 1636 Providence was established on the banks of the Providence River. For its first 50 years, Providence grew slowly, spreading along the waterfront. In 1660 the first bridge to connect downtown to College Hill was built. In 1680, substantial modification of the shoreline began. Construction of wharves and gangways facilitated waterborne commerce and public access to the waterfront.

For 300 years, shipping was a source of the City's economic growth. First trade, then manufacturing brought ships by the hundreds to the City's waterfront. As ships grew larger, wharves and the land itself were extended to meet them. The new land was cluttered with warehouses and shops serving the oceangoing vessels.

#### Shipping Days

The height of the City's maritime history was about 1790, when Providence ships sailed all seven seas. The great Gale of 1815 destroyed much of the City's waterfront, but allowed for new "frontage streets" to be built, replacing the congested wharves with a continuous quay.

By the early 1800's, Providence had lost much of its international trade to bigger ports. Coastal shipping, however, increased in the decades before the Civil War. The ships were larger, and their cargo, such as coal, less glamorous. With the advent of the steam engine in the early 1820's, coal was of primary significance as an import, and Providence was a pioneer in the industrial application of steam power.

The railroad first came to Providence as a natural complement to the popular steamer routes: a passenger could arrive by steamer at India Point and transfer directly to a train, bypassing the difficult journey to Boston around Cape Cod.

#### The Decline

With trains, and eventually cars and trucks, replacing ships, the waterfront - once jammed - became deserted. Rivers were covered over with roadway decking and highway ramps blocked access to the water. The once proud Old Harbor was finally sealed off with the construction of the hurricane barrier and Route I-195 in the early 1960's. They were designed with little or no thought of waterfront access or boat traffic.

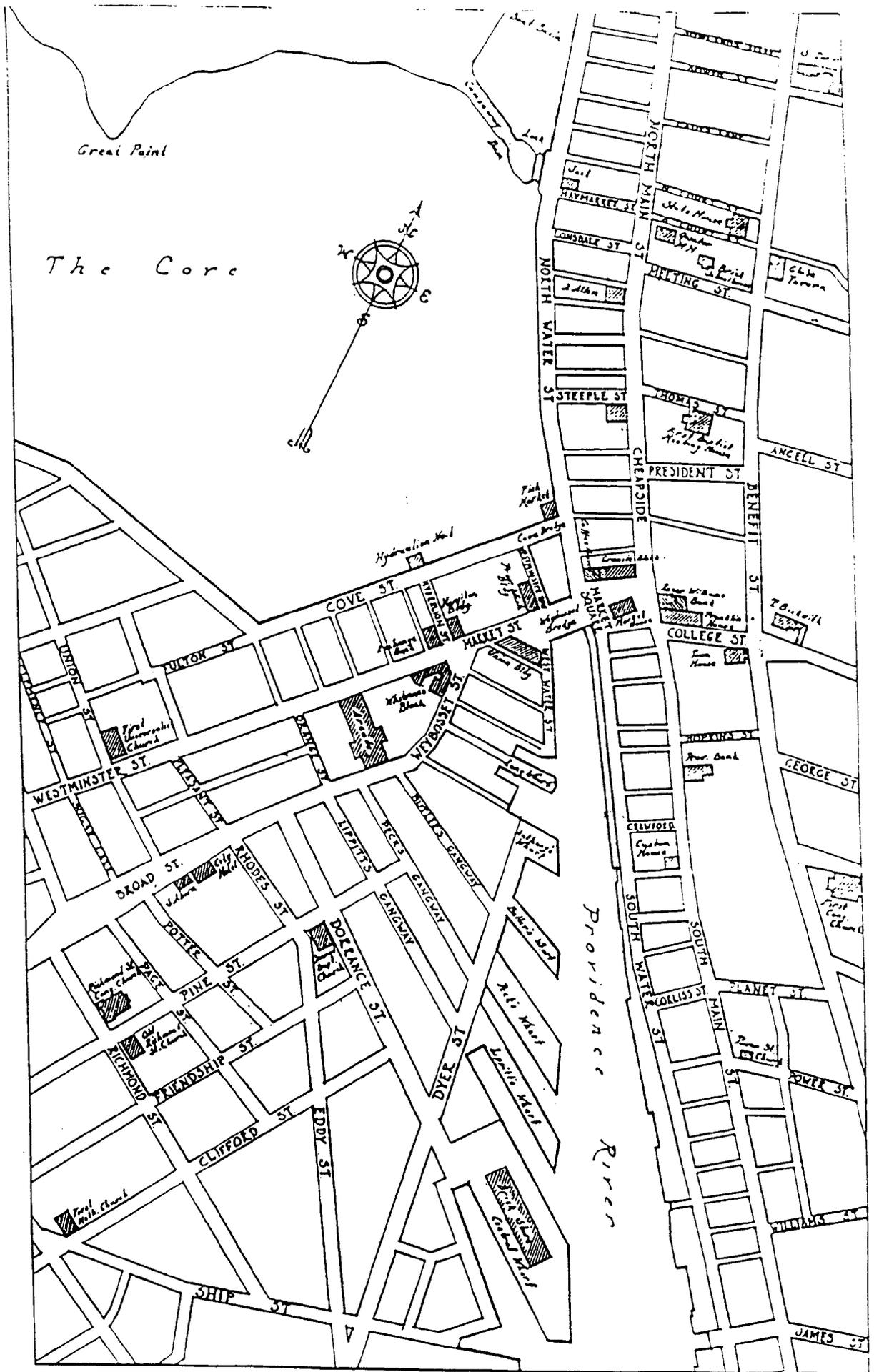
It was a time when many coastal cities had already abandoned their inner harbors in favor of deeper waters and modern facilities being developed in the outer harbors. Like Providence, inner harbors in Boston, Baltimore, and Norfolk fell into disuse and became derelict.

#### Winds of Change

In the late 1970's attitudes about city waterfronts began to change and the inner harbors began to take on a renewed life and economic vitality.

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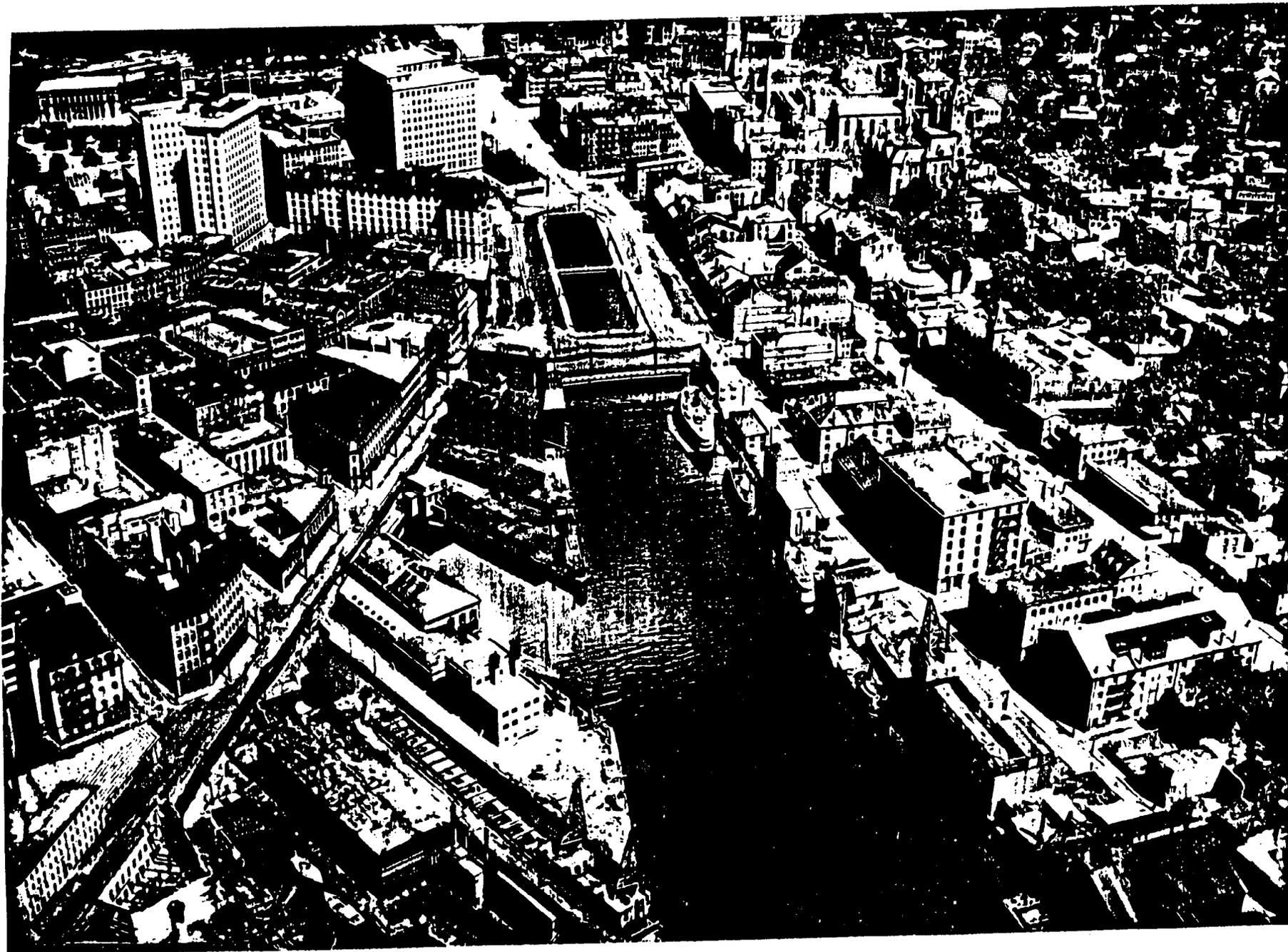
<sup>1</sup>For a more detailed account of the Old Harbor, see appendix A.



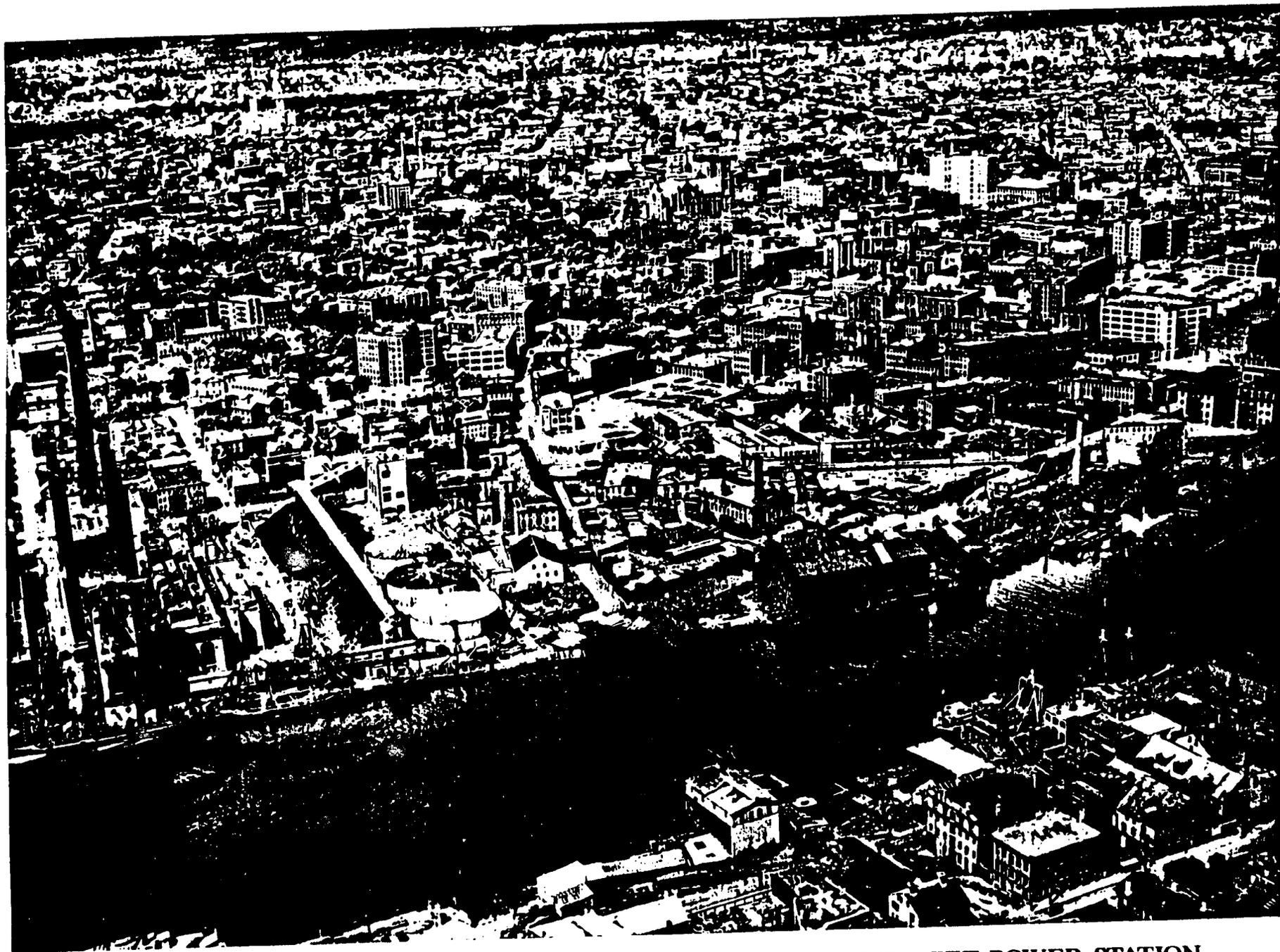
Providence in 1832



1920 VIEW OF UPPER HARBOR



1925 VIEW OF THE OLD HARBOR LOOKING NORTH AT CRAWFORD STREET BRIDGE  
AND THE OVER STREET SHIPPING QUAYS



1925 VIEW OF THE OLD HARBOR LOOKING WEST AT THE SOUTH STREET POWER STATION

VIEW AT OLD STREET

VIEW BY COOKE CO. PROVIDENCE, R.I.

By 1980, Baltimore's inner harbor had been transformed into a vital center of activity with hotels, museums, and commerce lining the boat-filled harbor. In San Antonio, a plan to deck the river was defeated and its development as a cultural and economic resource became a national success story.

Providence got a late start when it completed its first major waterfront study in 1984.



Trolley Car: New Orleans

## PART IV EXISTING CONDITIONS

## IV. EXISTING CONDITIONS

### A. ISSUES

#### 1. The Land

The relocation of I-195 liberates 44 acres of right-of-way (ROW) land of which 25 acres are located downtown and 19 on the east side of the Providence River. There are five distinct areas to evaluate: West Corridor, West River, East River, East Corridor, and India Point Park.

The West Corridor has 15 acres of irregular ROW stretching from I-95 to Dyer Street. Unlike the well defined land area enjoyed by Capital Center, the West Corridor land is shaped like a crooked dumb bell with significant areas for development at both ends. The central part of the corridor, however, is plagued by angular geometry and disparate parcels. Capital Center land was owned by a single entity. Here eight city blocks will be shared by the ROW and approximately 12 privately owned parcels totalling 6.4 acres.

West River consists of 13 acres of land including 10 acres of ROW. It features 1,800 linear feet (LF) of riverfront. The full potential for development will depend on how the 3 acres of privately owned land occupying the central part of the site can be integrated into a unified plan.

East River has 4 acres of ROW between the proposed alignment of South Water Street and the Providence River with nearly one-half of a mile of riverfront.

The East Corridor consists of 11 acres of ROW that, because of the local street pattern, will most likely be subdivided by streets into several block size parcels. Here 4 of the 7 blocks created will be shared by the ROW and approximately 12 privately owned parcels totalling an additional 3.5 acres.

India Point Park will gain 4 acres of ROW with the deletion of some of the Gano Street ramps.

The above acreage estimates are gross figures and will be reduced by the area required for local streets.

#### 2. Public Ownership of the Waterfront

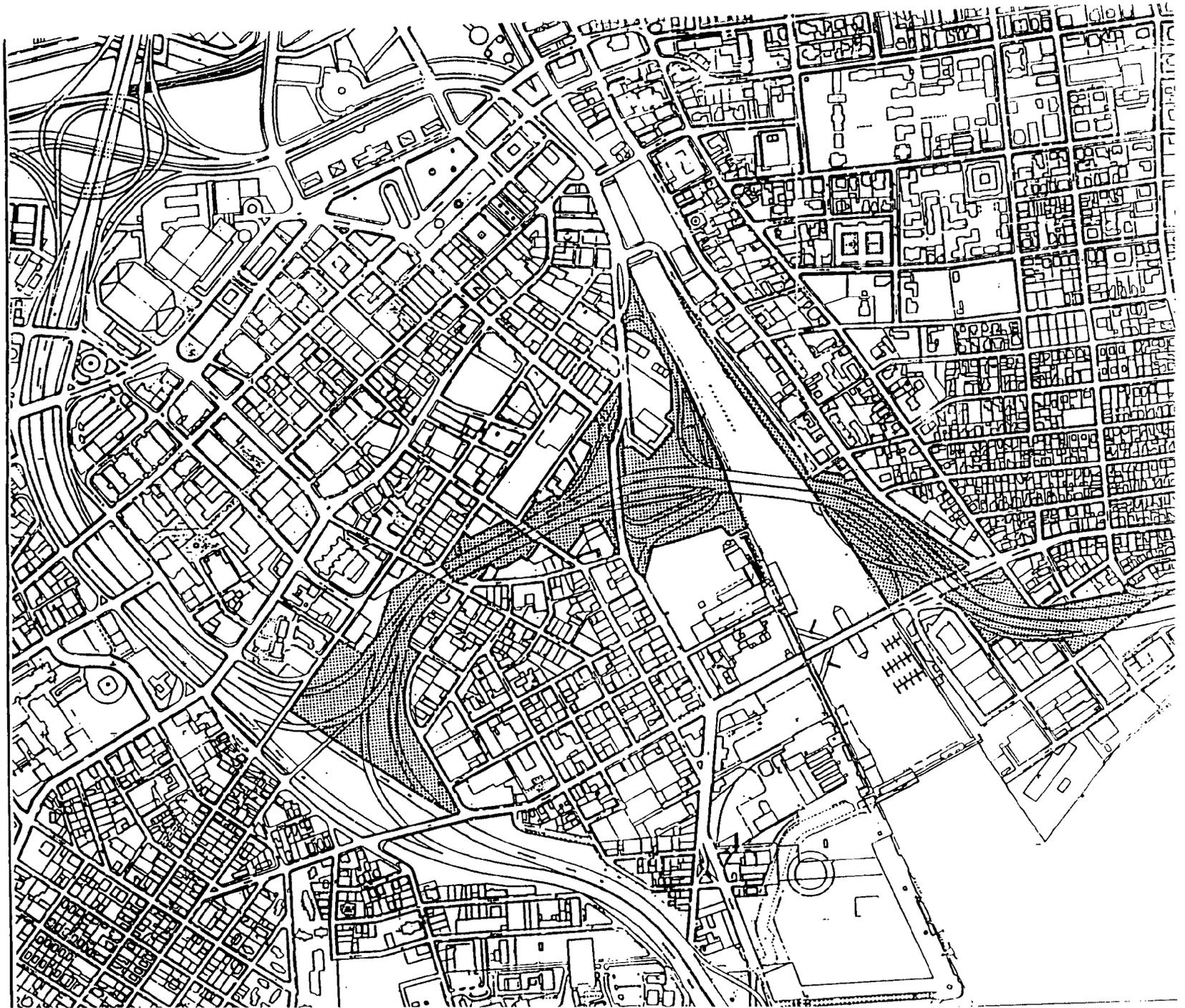
Public access is one of the key factors to developing a successful urban waterfront district. Baltimore's thriving Inner Harbor has total public access along its perimeter; whereas the less successful Boston Harbor has only spotty public access.

Providence is fortunate in that of its nearly 3 miles (14,870 LF) of urban waterfront only 1,650 or 11% is in private ownership. Two contiguous privately held parcels totalling over 5 acres account for 1,450 LF of shoreline. Their location on Fox Point at the mouth of the Old Harbor prevents the logical connection between the riverwalk system and India Point Park. The remaining 200 LF is the site of a waterfront cafe at Corliss Landing.

Of the total, 3,200 LF is owned by the Narragansett Electric Company, a publicly regulated entity. The Utility's current plans for public access improvements will reduce the inaccessible portion to 1,400 LF.

I-195  
RIGHT  
OF  
WAY

WEST SIDE 25 ACRES  
EAST SIDE 15 ACRES  
GANO RAMP 4 ACRES  
TOTAL 44 ACRES



### 3. The Impact of Interstate 195

Before the construction of the Interstate, the Downtown street pattern consisted generally of a small scale grid emanating off of radial thoroughfares connecting adjacent neighborhoods, districts, and towns beyond. The pattern was disrupted by an occasional winding road such as Weybosset Street that had literally been constructed over an old Indian trail. On the eastern edge of downtown between Crawford Street and the Point Street Bridge, eight streets radiated out from the central business district and terminated at wharves along the Old Harbor.

On the East Side (College Hill), a continuous succession of east-west streets laid out in the 1700's, descended College Hill and terminated at South Main and South Water Streets, two of the north-south thoroughfares. Between Crawford Street and the Point Street Bridge, 20 gangways with names such as "Doubloon" and "Dollar" connected South Main Street directly to the Old Harbor. On the southern shore of the East Side, a landscaped George M. Cohen Boulevard provided a direct connection between the Washington and Point Street Bridges. Nine streets crossed the Boulevard to the waterfront, then a shipping and railroad center in a state of decline.

Much of the neighborhood character and access to the water was severely impacted by the construction of Interstate 195 in the late 1950's and early 1960's. As it cut a 1-1/2 mile swath through the city from I-95 to the Seekonk River, Downtown was cut off from the Jewelry District by a highway wall more than 1/2 mile in length. Six connecting streets were reduced to three tunnel-like streets. Seven of the eight streets no longer lead to the water. Nearly 3 acres of the Old Harbor including three stone wall lined recesses for docking vessels were filled in to make land for the 14 acre Dyer Street interchange. 1,840 LF of rip rap sea wall with no access to or from the water replaced the wharves and sea walls formerly there.

The East Side between Crawford Street and the Point Street Bridge was cut off from the Old Harbor by 1,800 LF of service road and 600 LF of Interstate wall structure. The twenty historic gangways to the water were eliminated as was a public landing at James Street. No provisions for pedestrian crossings were made along the 2,700 LF of service road.

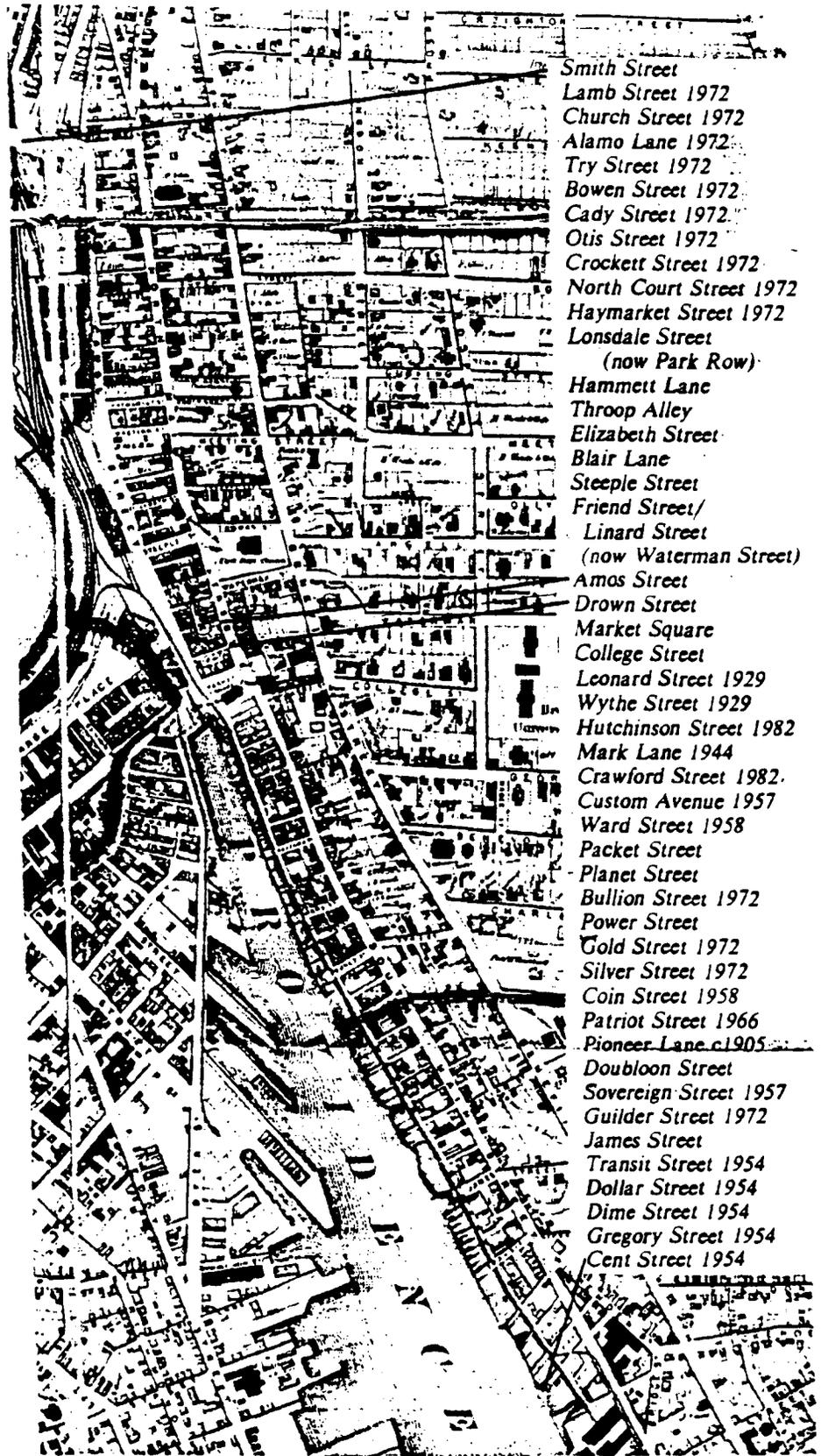
From James to Gano Street stretches nearly one mile of I-195 and ramps cutting off the East Side from the water and India Point Park to the south. In this entire length, sixteen former streets leading to the water have been replaced by only three tunnel-like passages at Point, South Water, and Gano Streets and one narrow pedestrian bridge at East Street. At each end, the highway becomes a wall totalling 1/2 mile in length that conflicts with the scale of the historic houses behind it. The central portion is depressed and less obtrusive visually though noise is an issue.

### 4. Other Barriers to Waterfront Access

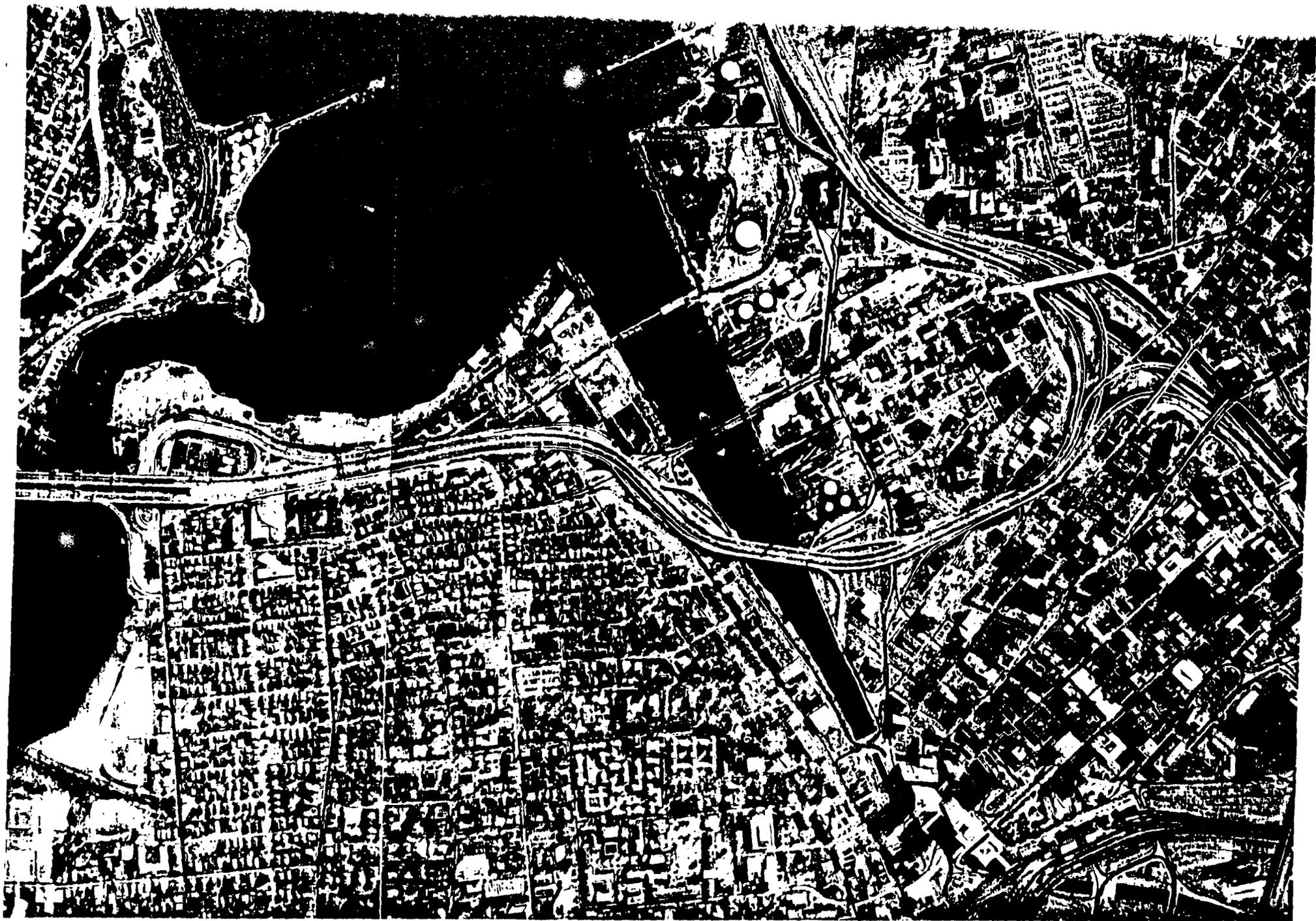
Besides the barriers caused by the Interstate, private property, and Narragansett Electric Company, there are barriers caused by City streets and structures.

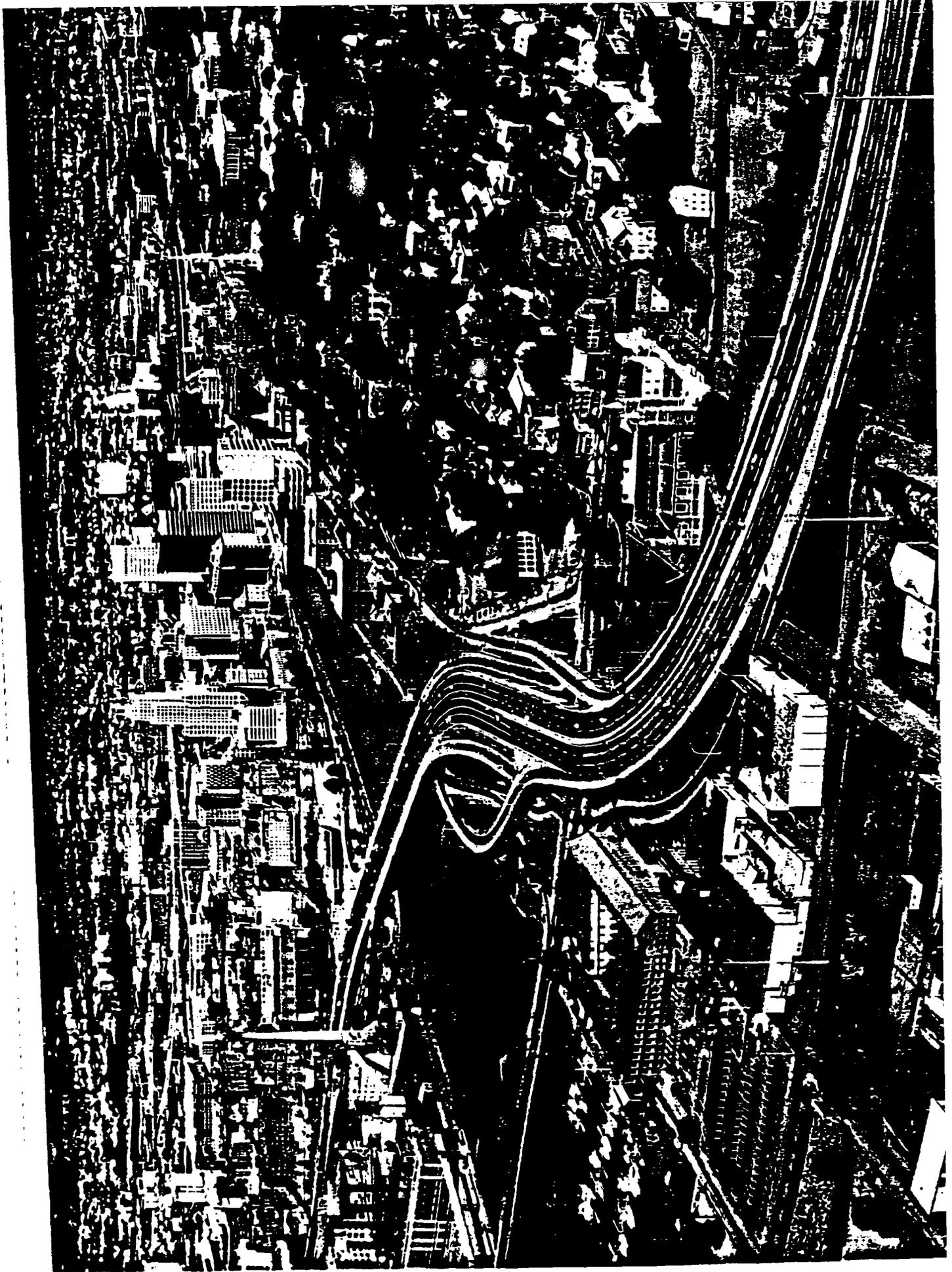
At Point Street the widened pavement accommodating free flowing vehicles makes the pedestrian connection between riverwalk and Corliss Landing difficult and dangerous.

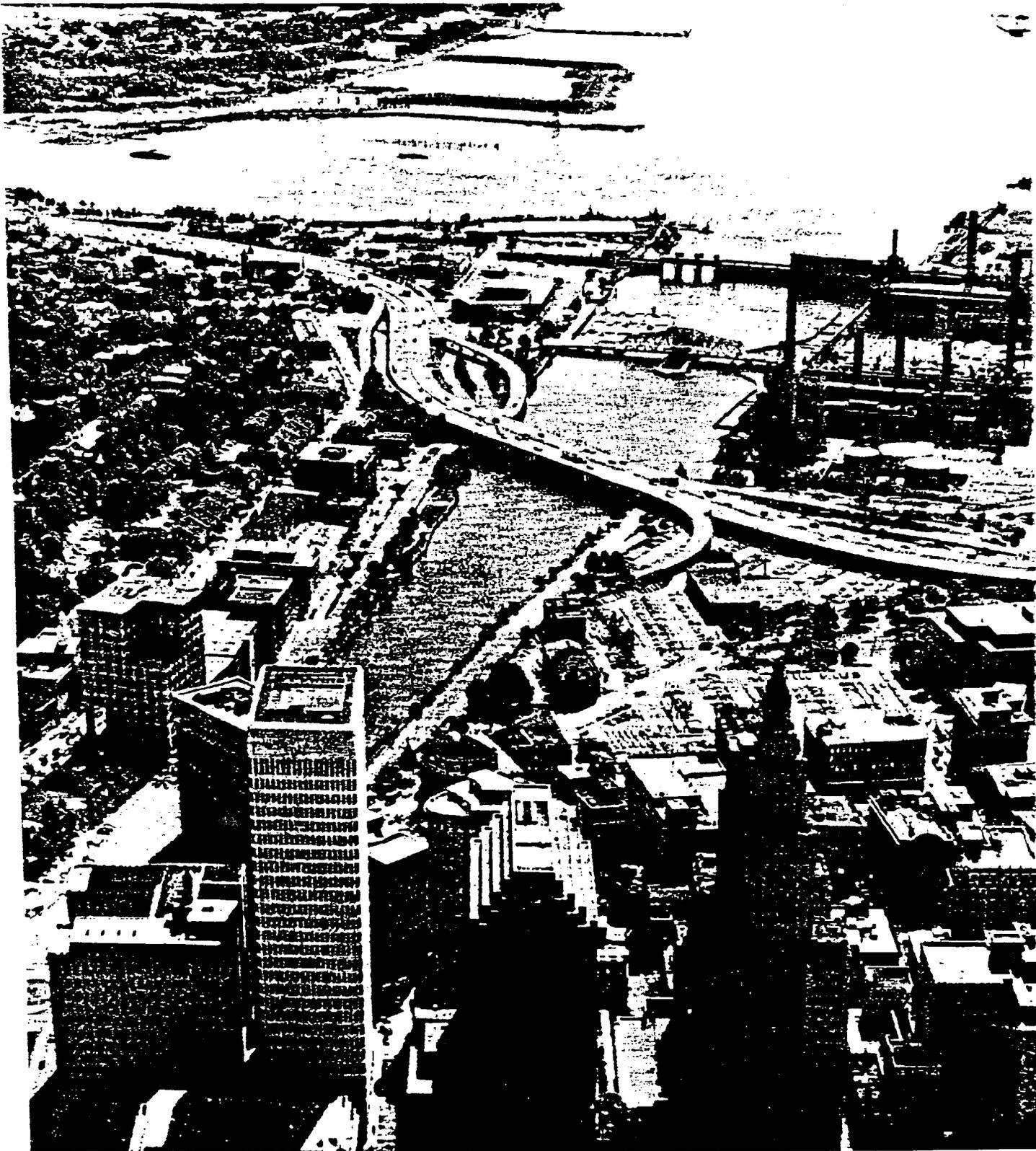
The Hurricane Barrier blocks the view to the water beyond along its 1,500 foot length. It is penetrated by only two narrow openings on the land and three in the water.



Rhode Island Historical Society  
Providence's gangways in 1857. Dates show when each was abandoned.







RECENT VIEW OF OLD HARBOR LOOKING SOUTH

5. Access from the Water

With the completion of the MBE project the waters from Fox Point to Waterplace will be navigable except for an area of shoals stretching from the Crawford Street Bridge to the Providence River Bridge. The harbor was last dredged in 1934.

Although there are two docks at India Point Park restricted in use by "ceremonial" ships and the Block Island Ferry, there are none available for the boating public. There is no access to the public North Wharf at Corliss Landing because of a private marina located along its entire length. The South Wharf is not accessible to boats because the Division of Marine Fisheries would not allow it to extend to the harbor line where the depth of water would permit small boat access.

Access along India Point Park is made dangerous by a large area containing old wharf piles.

Access to the 11.5 acre portion of the harbor between the Hurricane Barrier at the Point Street Bridge is limited by the barrier gate openings that have a vertical clearance of 21 feet at MHW and a horizontal clearance that varies from 40 feet at the water to 20 feet at the top of the opening. Only 8.5 acres are accessible to public boating because of the 3.0 acres utilized by a marina and the utility company cooling canals. Presently, none of the 1,730 LF of shoreline is accessible by the boating public because of the private marina, rip rap, and the cooling canal.

Access to the 19 acre portion of the Old Harbor north of the Point Street Bridge is currently limited to boats requiring a vertical clearance of 9 feet or less. The bridge used to swing open; but has not been operable since the construction of the Hurricane Barrier, although the City has never applied for a permit from the Coast Guard to have it closed. Sloping rip rap, deteriorating sea walls, cooling canal, and lack of wharves currently make access to the 5,160 LF of shoreline from boats either dangerous or infeasible.

A 5 foot tidal range adds to the difficulty of boarding boats by necessitating providing ramps with flexible slopes.

6. Shoreline Conditions

During the late 1950's the construction of the I-195 service roads along both sides of the Old Harbor involved alterations to nearly 1,800 LF of west shore line and 2,400 LF of east shore line. The length of shoreline affected totaled nearly 3/4 of a mile.

On the west shore a sloped riverwall was constructed to support the service road along its full length except for 260 LF of existing granite wall adjacent to Crawford Street. The wall was located in the waters of the harbor an average of approximately 44 feet east of the harbor line for a distance of 1,240 LF. The area of harbor that was filled in is approximately 1-1/4 acres. Another consequence of the construction was the filling in of three ship dock recesses ranging from 55 to 75 feet in width. Many wooden wharves were removed and granite seawalls were buried in place. An additional 1-1/2 acres of water were filled on the landside of the harbor line.

Construction of the service road on the east side of the river had less impact on the harbor than the one to the west. A highway ramp at James Street overhangs the shoreline and includes a sloped riverwall that extends into the harbor an average of 20 feet for a distance of 280 LF. The maximum intrusion into the harbor is 45 feet. Additional alterations to the shoreline included:



- 160 LF of stone bulkhead replaced with rip rap.
- 650 LF of stone wall at harbor line left in place. Notations on construction drawings indicate walls in poor shape; however, correctional work appears to be limited to adding concrete caps.
- 790 LF of wharf (boardwalk) was removed. The stone back wall was left in place, except for 240 LF where rip rap slopes were constructed.
- A 50' x 50' recessed slip used as a public landing at James Street was filled in. The granite river walls were buried in place.

The marine facilities destroyed by the construction of I-195 were not needed at that time in history; however, in the 90's with the emergence of urban waterfront reclamation, the need for riverwalks, boardwalks, wharves, and the like are evident. A case could be made that the facilities destroyed in the late 50's by the Interstate should be replaced in "kind" in the 90's by the funding parties of the interstate.

On the west side of the Old Harbor south of the Dyer Street highway ramps is 3,200 LF of shoreline owned by Narragansett Electric. North of the Hurricane Barrier a cooling canal prevents access from the water to 1,800 LF of sea wall in fair to good condition. The Utility has plans to construct 400 LF of access features at Point Street Bridge. South of the Hurricane Barrier 1,400 LF of shoreline contains a combination of features including rip rap, stone sea walls, and timber wharves. The Utility has plans to convert this entire length to a linear waterfront park featuring a boat ramp, observation tower, fishing pier, and riverwalk.

On the east side of the Old Harbor between Point Street Bridge and the Hurricane Barrier, is a boardwalk 880 feet in length. Shoreline features south of the Hurricane Barrier consist of 150 LF of rip rap, 150 LF of wooden wharf, followed by 400 LF of bulkhead to Fox Point and additional 500 LF east of the Point. The bulkhead is currently being used to dock tug boats and other vessels.

East of the bulkhead is 500 LF of wharf containing floating finger piers for a marina. Beyond the marina to the Seekonk River lies the 3,400 LF India Point Park shoreline consisting of recently repaired stone sea walls and rip rap slope. Other features include a ferry boat dock and separate ceremonial dock for visiting ships. Adjacent to India Point is the Brown University boat house and dock which occupies 200 LF of shoreline. Beyond the boat house the urban waterfront limits are defined by 1,000 LF of inaccessible rip rap slope supporting the Ganey Street highway ramps.

#### B. ASSETS

The Old Harbor/I-195 Corridor Plan will reflect and build upon the rich inventory of historic and physical assets.

- Parks include: India Point, Corliss Landing, Point Street, and Harborview Trail. There are nine parks along the I-195 corridor and the Old Harbor with combined land area of 19 acres and shoreline access of 5,900 linear feet.

- The Old Harbor is that portion of the Providence River between Crawford Street Bridge and Fox Point. It contains 46 acres of water, 30 of which are protected by the Hurricane Barrier. It is bordered by nearly 2 miles of shoreline. Its potential can be imagined in viewing the following graphic which compares its size to the 39 acre Inner Harbor in Baltimore.
- MBE Project with its navigable water and riverwalks extends the Old Harbor north to Roger Williams Spring Park and west through Capital Center to Waterplace.
- Historic buildings and structures include: Fuller Iron Works, Providence Steam Engine Company, Hicks Boiler Works, Doe and Little Coal Company Powerhouse, Davol Square, Manchester and South Street Power Stations, and Point Street Bridge.
- Historic sites include six "gangways" remaining of the 24 that used to connect South Main Street to the shipping wharves. Other sites include Roger Williams Landing, First Wharf in Providence, China and India Trade Wharves and yards, and First Railroad Station.
- Extensive Historic Districts are located within walking distance on each side of the Old Harbor.
- Access by water to Narragansett Bay historic ports and Bay Island Park System.
- Access to Blackstone Valley and East Bay Bikeway Trails.
- 3 miles of waterfront of which 89% is in public domain.
- Proximity of the Old Harbor and the I-195 corridor land to Downtown, the East Side, Capital Center, Convention Center, and Roger Williams Park and Zoo.

### C. RELATED PLANS AND PROJECTS

There are nearly 20 City, State, and institutional plans and projects in and/or adjacent to the I-195 and Old Harbor area. Proposals and objectives of the Old Harbor Plan are generally consistent with and/or reinforce related plans and projects. Incorporated recommendations from and changes to related plans are noted below.

- Capital Center Project 1981
  - Old Harbor Plan proposals are designed to complement Capital Center development
- Providence Waterfront Study 1984
  - Adjustments to be made consistent with the relocation of I-195.
  - Memorial Boulevard Extension is shifted to the west of Dyer Street.
  - I-195 relocation eliminates the proposed 12 acre waterfront development district south of the Hurricane Barrier.
  - The use of South Station would change from power generation to waterfront development.
- Memorial Boulevard Extension Project (River Relocation) 1985
  - Dredging and riverwalks will provide connections to Narragansett Bay

PROVIDENCE RIVER  
RELOCATION AND  
OLD HARBOR PROJECT

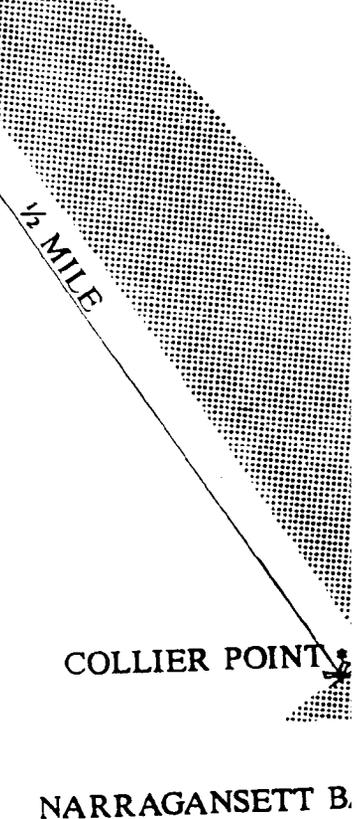
\*WATERPLACE

51 ACRES OF WATER

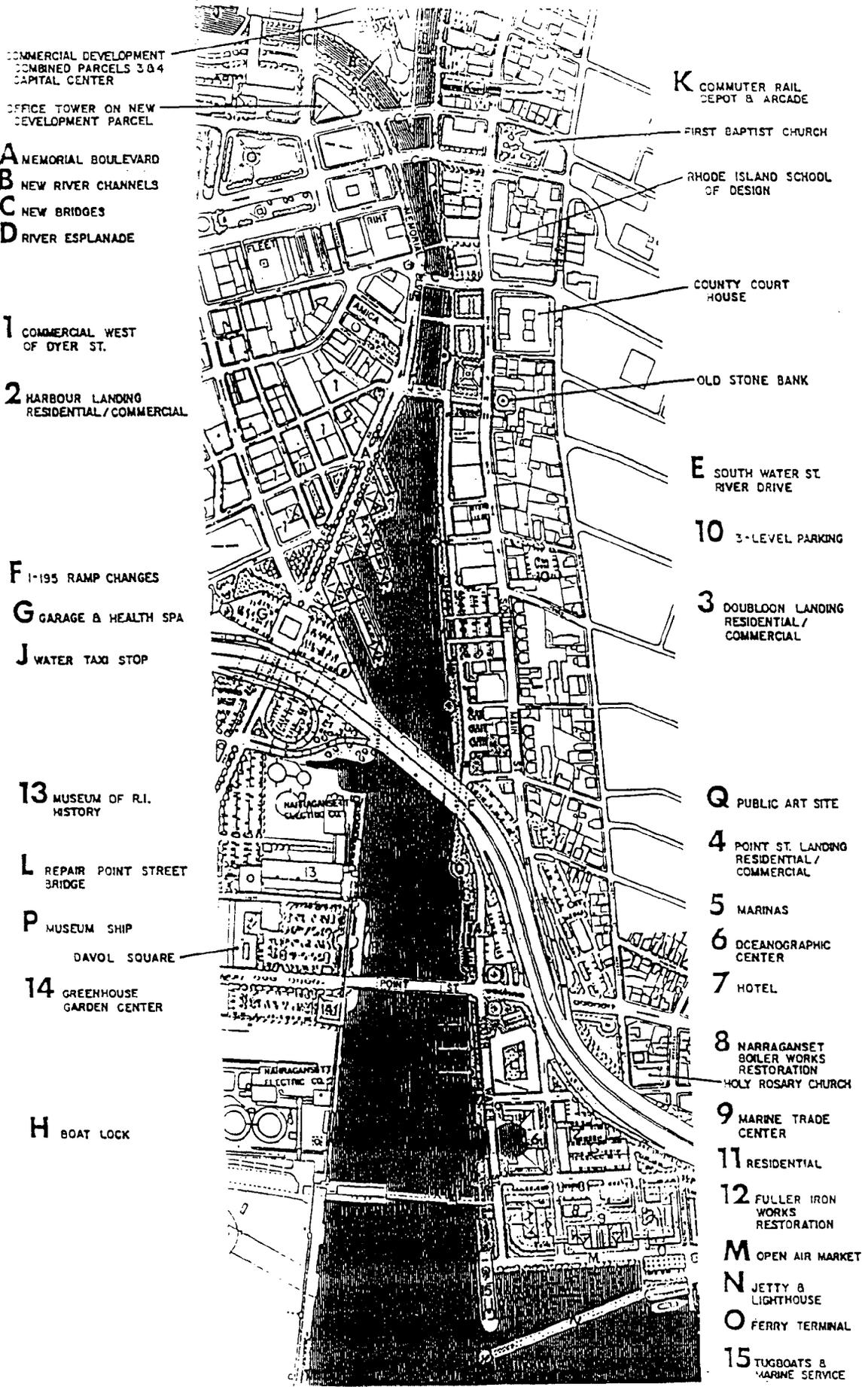
BALTIMORE HARBOR  
39 ACRES OF WATER

BALTIMORE INNER HARBOR  
PUBLIC ATTRACTIONS

- A. Aquarium
- B. World Trade Center: Restaurant and Observation Deck
- C. Small Boat Rental
- D. Constellation Dock: Maritime Museum, Harbor Tours and Excursions, Ft. McHenry Shuttle
- E. Ceremonial Landing
- F. Gateway Plaza & Sculpture Fountain
- G. Promenade
- H. Public Wharf (visiting ships)
- I. Finger Piers
- J. Water Stage
- K. Inner Harbor Marina and Restaurant
- L. Playing Fields
- M. Federal Hill
- N. International Pavilion & Play Sculpture
- O. Maryland Science Center
- Q. Apartments and Condominiums
- R. Harborplace Pavilion Sites
- S. McCormick & Company
- T. Constellation Place and Shops
- U. Hyatt Hotel & Restaurant
- V. Chart House Restaurant
- W. President Street Station
- X. The Power Plant
- Y. Nobiska (Floating Restaurant)
- Z. Submarine Torsk
- P. Public Parking



COMPARISON:  
PROVIDENCE AND BALTIMORE HARBOR



COMMERCIAL DEVELOPMENT  
COMBINED PARCELS 3 & 4  
CAPITAL CENTER

OFFICE TOWER ON NEW  
DEVELOPMENT PARCEL

- A MEMORIAL BOULEVARD
- B NEW RIVER CHANNELS
- C NEW BRIDGES
- D RIVER ESPLANADE

1 COMMERCIAL WEST  
OF DYER ST.

2 HARBOUR LANDING  
RESIDENTIAL/COMMERCIAL

F 1-195 RAMP CHANGES

G GARAGE & HEALTH SPA

J WATER TAXI STOP

13 MUSEUM OF R.I.  
HISTORY

L REPAIR POINT STREET  
BRIDGE

P MUSEUM SHIP  
DAVOL SQUARE

14 GREENHOUSE  
GARDEN CENTER

H BOAT LOCK

K COMMUTER RAIL  
DEPOT & ARCADE

FIRST BAPTIST CHURCH

RHODE ISLAND SCHOOL  
OF DESIGN

COUNTY COURT  
HOUSE

OLD STONE BANK

E SOUTH WATER ST  
RIVER DRIVE

10 3-LEVEL PARKING

3 DOUBLON LANDING  
RESIDENTIAL/  
COMMERCIAL

Q PUBLIC ART SITE

4 POINT ST. LANDING  
RESIDENTIAL/  
COMMERCIAL

5 MARINAS

6 OCEANOGRAPHIC  
CENTER

7 HOTEL

8 NARRAGANSET  
BOILER WORKS  
RESTORATION  
HOLY ROSARY CHURCH

9 MARINE TRADE  
CENTER

11 RESIDENTIAL

12 FULLER IRON  
WORKS  
RESTORATION

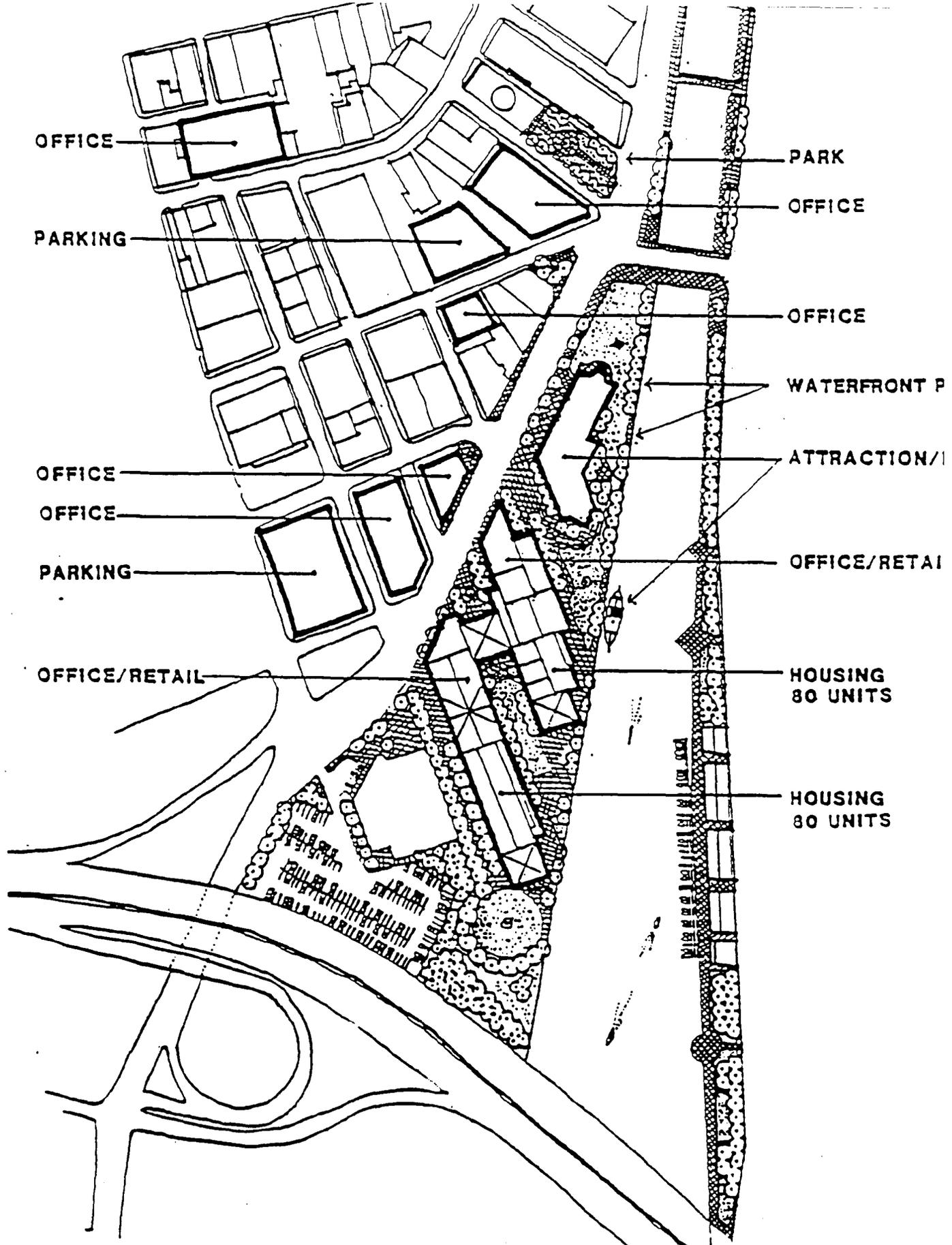
M OPEN AIR MARKET

N JETTY &  
LIGHTHOUSE

O FERRY TERMINAL

15 TUGBOATS &  
MARINE SERVICE

PROVIDENCE WATERFRONT STUDY 1984



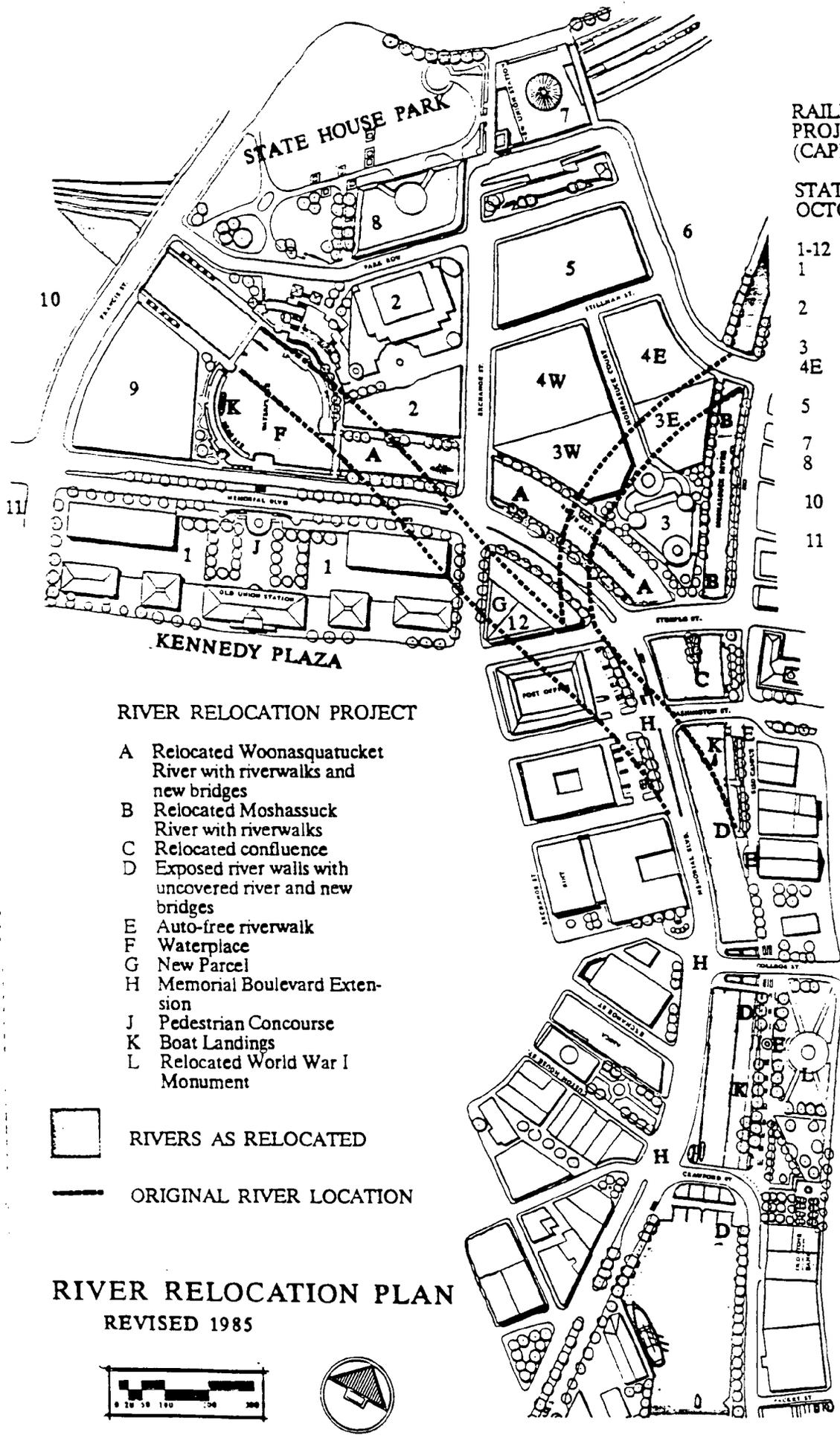
**WATERFRONT DISTRICT**

**PROVIDENCE DEVELOPMENT STRATEGY 1986**

**RAILROAD RELOCATION PROJECT  
(CAPITAL CENTER PROJECT)**

**STATUS OF PARCELS  
OCTOBER 1992**

- 1-12 Development Parcels
- 1 Old Railroad Station renovated and occupied
- 2 Hotel and condominiums: on hold
- 3 New bank headquarters
- 4E Office Building: on hold
- 5 Apartment Building: completed
- 7 Relocated RR station
- 8 New American Express Headquarters
- 10 Shopping Center: on hold
- 11 Convention Center: construction to be completed in 1993



**RIVER RELOCATION PROJECT**

- A Relocated Woonasquatucket River with riverwalks and new bridges
- B Relocated Moshassuck River with riverwalks
- C Relocated confluence
- D Exposed river walls with uncovered river and new bridges
- E Auto-free riverwalk
- F Waterplace
- G New Parcel
- H Memorial Boulevard Extension
- J Pedestrian Concourse
- K Boat Landings
- L Relocated World War I Monument



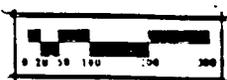
RIVERS AS RELOCATED



ORIGINAL RIVER LOCATION

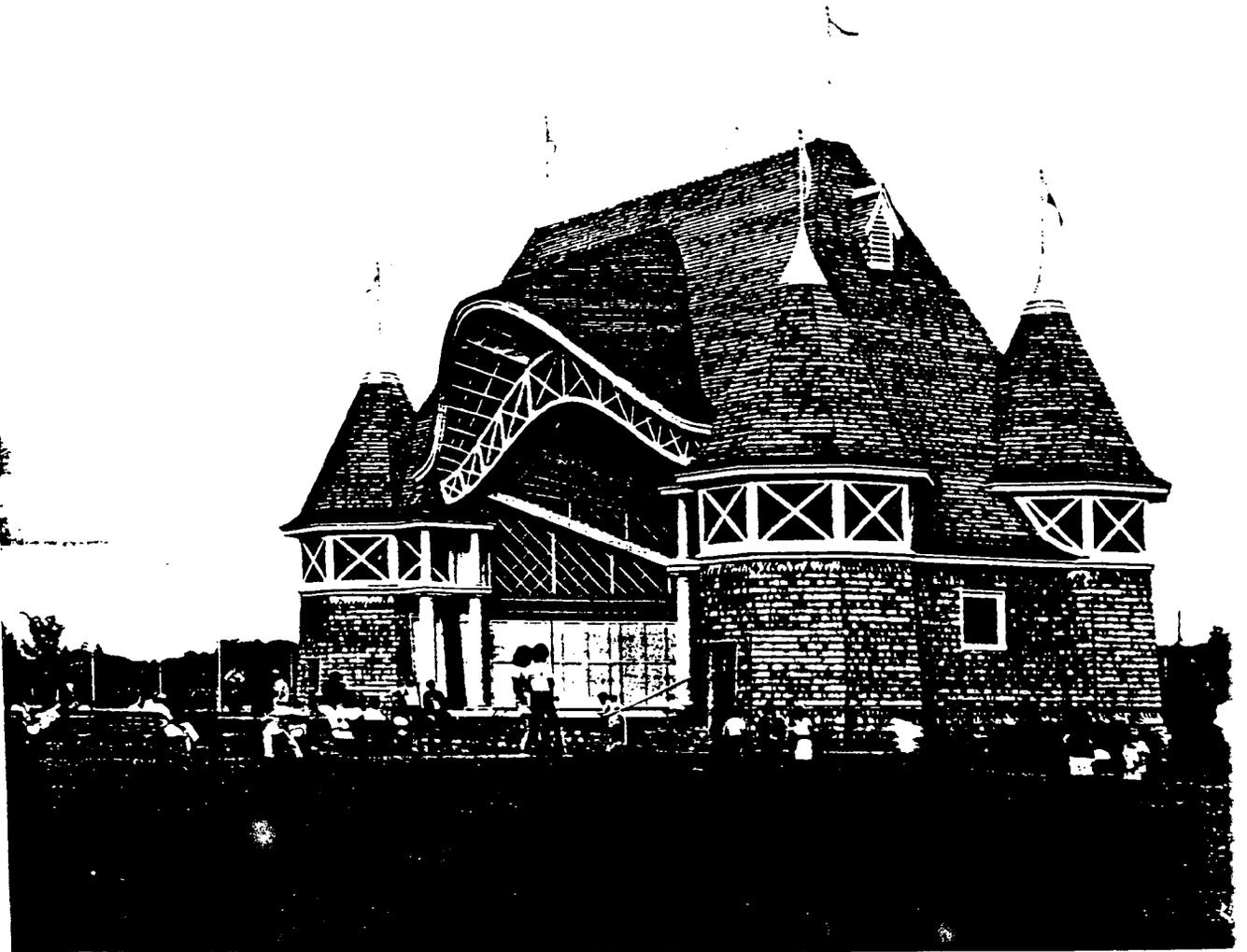
**RIVER RELOCATION PLAN**

REVISED 1985



- Providence Development Strategy 1986
  - Expansion of office and residential uses are included.
  - Waterfront district is proposed.
  - Public attractions, such as a museum ship, are proposed.
- Providence Parking Study 1987
  - Recommended parking garage off Friendship Street is incorporated.
- Providence Convention Center Project 1987
  - Old Harbor Plan proposals will broaden the tourism base.
- India Point Park Master Plan 1987
  - Park Bridge over I-195 and ferry boat terminal have been incorporated
- Blackstone/East Bay Bikeway Project
  - A connection will be provided to Crawford Street Bridge.
- Corliss Landing Master Plan 1989
  - The relocation of I-195 eliminates the landscaped Hurricane Barrier pedestrian connection to India Point Park proposed in that plan. A riverwalk connection around Fox Point is proposed as an alternative
- Narragansett Electric Waterfront Park Plan 1989
  - The relocation of I-195 impacts the park plan.
- Narragansett Bay Water Transportation Study (ongoing)
  - Dredging and boat landings will enable bay traffic to reach Downtown locations.
- Improvements to I-195 EIS (ongoing)
  - Efforts are underway to incorporate Old Harbor Plan recommendations into the I-195 EIS project scope.
- Providence Zoning Ordinance 1991. Recommended amendments are contained in Part VII-E of this report.
- Providence 2000: The Comprehensive Plan 1992
  - The proposals of the Old Harbor Plan reflect and enhance the Comprehensive Plan

A summary of selected related plans and projects appears in Appendix C.



Waterfront Park Bandshell: Minneapolis, Minnesota

## PART V PUBLIC IMPROVEMENTS

## V. PUBLIC IMPROVEMENTS

As is the case in other transformed waterfront cities such as Norfolk, Virginia; Cleveland, Ohio; and Baltimore, Maryland, attracting development to the Old Harbor and I-195 corridor in Providence can only be achieved by providing infrastructure and plenty of it. Needed public improvements include new streets and utilities, attractive sidewalks with lighting and landscaping, parks and open space, landscaped river walks, reconstructed sea walls, docks and boardwalks, parking garages, and lastly reclamation of the Old Harbor including dredging and construction of boat locks.

It is possible that many of these elements may go forward as part of the relocation of Interstate 195.

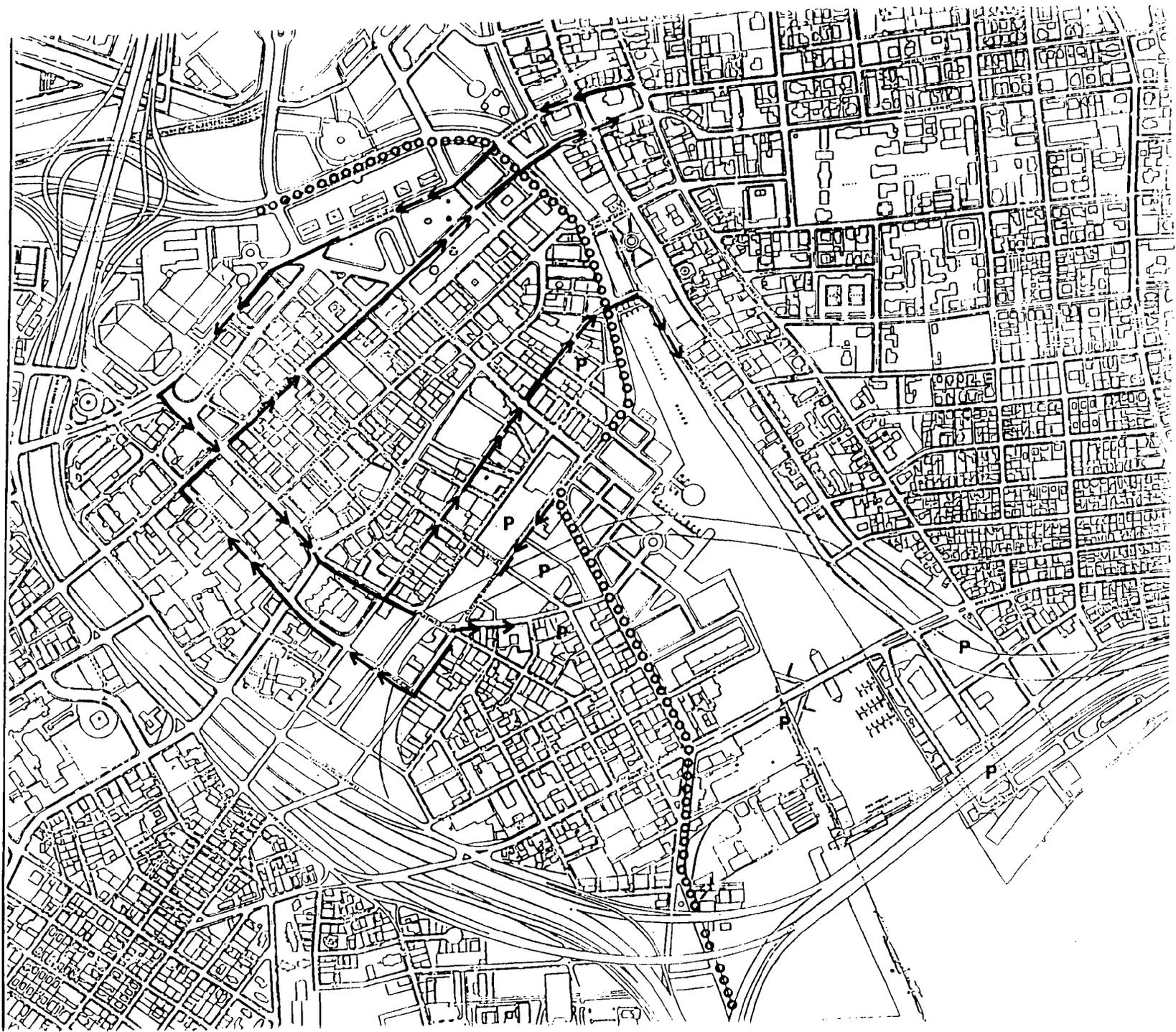
### A. CIRCULATION

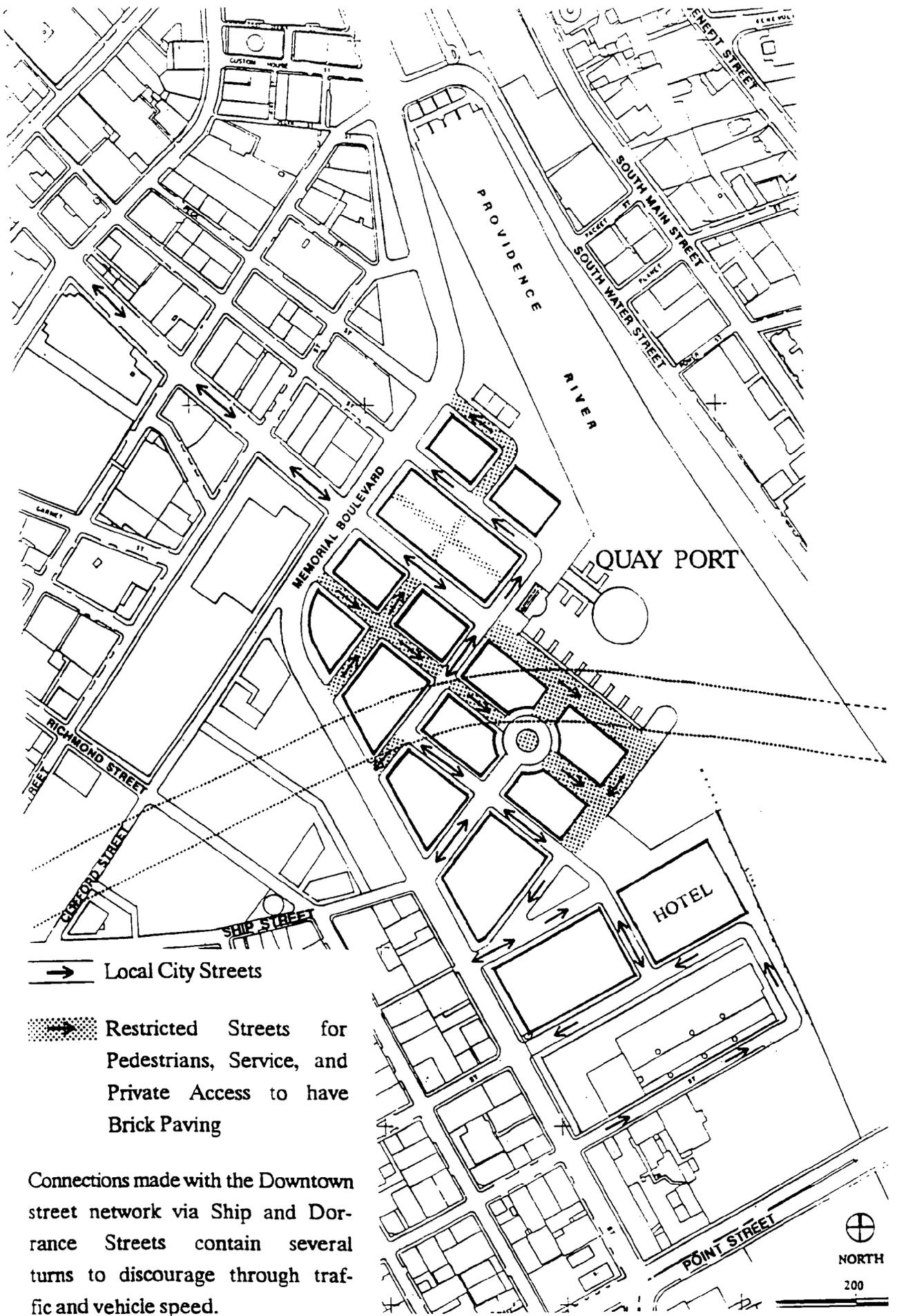
- **Extend Memorial Boulevard south from Crawford Street following Dyer, Clifford, and Eddy Streets. This shift of a portion of the Boulevard to the west creates a larger waterfront district capable of containing a rational street pattern. The enclosed plan of streets for Quay Port (the centerpiece of the Waterfront District) favors pedestrians and local traffic.**
- **Change direction of one-way streets to be compatible with Memorial Boulevard. Washington and Pine Streets to be one-way west to east. Clifford and Sabin to be one-way east to west. Washington Street could again traverse directly through Kennedy Plaza as was shown in Concept A of the 1980 Transit Action Plan (see Appendix D). It should be noted that other traffic studies currently underway could change these recommendations. An added benefit is the landmark vistas framing the 1st Baptist Church spire and Courthouse tower that will grace Washington and Pine Streets.**
- **An internal ring road system is made possible by connecting the above movements to Empire and Greene Streets to form the western edge of the ring and to Memorial Boulevard to complete the ring. The principal circulator is provided by Memorial Boulevard and the I-95 service roads to the west.**
- **Reconnect streets now interrupted by I-195. Many of these will lead to the water on both sides of the river.**
- **Improve South Water Street and eliminate service road.**
- **Extend South Water and Benefit Streets to India Street.**
- **Install traffic light at South Water and Point Streets to allow left turn across bridge and facilitate riverwalk crossing over Point Street.**
- **Establishing two tangential rubber tire trolley or jitney circulators should be considered. The "A" line would traverse South Water Street to India Point Park and return crossing Point Street Bridge to the Waterfront District (Quay Port) and back to Kennedy Plaza via Dorrance Street. The "B" line would generally circle the ring road with stops at the Convention Center, Railroad Station, and Waterplace. Both lines would make stops at water taxi landings.**

# CIRCULATION AND PARKING

## KEY

- oooooo
- MEMORIAL BOULEVARD
- 
- PRIMARY CIRCULATORS
- P
- PARKING GARAGE





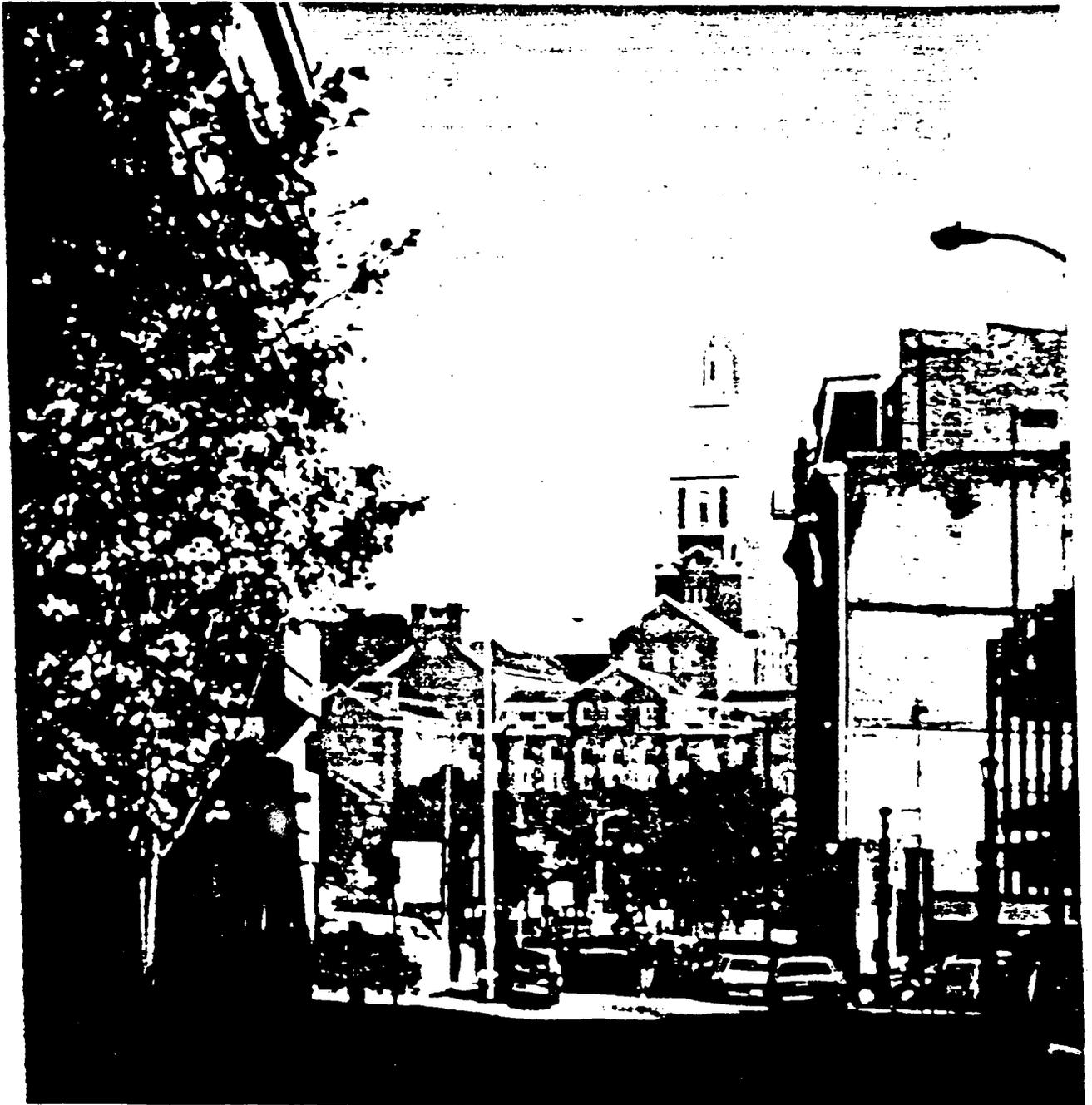
→ Local City Streets

➔ Restricted Streets for Pedestrians, Service, and Private Access to have Brick Paving

Connections made with the Downtown street network via Ship and Dorrance Streets contain several turns to discourage through traffic and vehicle speed.

# PLAN OF STREETS FOR QUAY PORT

NORTH  
200



Reversing the direction of traffic flow on Pine Street from west to east bound affords a direct connection to Crawford Street Bridge and South Water Street access to I-195. It also creates a landmark vista of the Court House for the motorist.

- Provide trolley service along existing train tracks linking Point Street landing at Davol Square with Roger Williams Park. Restored trolley cars could be used. Seattle and New Orleans both have trolley rail lines along their waterfronts.

## B. PARKING

The construction of 6 parking garages would free up 17 acres of surface parking for development and result in a net add of over 1,800 parking spaces.

- Two parking garages adjacent to the Garrahy Courthouse with 2,400 spaces to serve Quay Port and nearby office growth. This results in a net gain of 1,400 spaces over surface parking displaced by development.
- A reconstructed garage on Pine Street to add 300 spaces to serve the southern fringe of the financial district would replace the 283 spaces of surface parking displaced by development.
- At the corner of Ship and Richmond Streets a garage with 250 spaces could replace those displaced by the proposed Ship Street Park and adjacent development.
- Development west of Richmond Street is to provide self-contained parking as would office/residential space in Quay Port, development of South Street Station, and office/residential space along South Main Street on both sides of Wickenden Street.
- At Point Street, a 600 car garage would accommodate development at Davol Square and compensate for the 227 surface spaces displaced by development for a net gain of 373 spaces.
- A 600 car garage at Fox Point would serve Wickenden Street businesses and facilitate the growth of the popular Corliss Landing waterfront entertainment district. This results in a net gain of 300 spaces over surface parking lost to development.
- At Fox Point it is proposed to provide surface parking for 250 cars under a deck supporting I-195 between South Water and Benefit Streets to accommodate visitors to the proposed Oceanographic Center/Aquarium, the marine transportation terminal, and special events at the park.

## C. PARKS AND OPEN SPACE

The plan adds over 22 acres of new park, of which 14.6 acres are in the abandoned ROW, 1.0 acre is constructed over I-195 at Hope Street, and the remaining 6.4 acres are located on City or privately owned property.

## THE EAST SIDE

### India Point Park

- In keeping with the 1964 comprehensive plan<sup>1</sup> it is proposed that India Point Park be extended east to the Providence River, which would add 5 acres to the Park. A public attraction such as an oceanographic museum and small aquarium is proposed. The complex also would include a terminal and docks for water taxi, hovercraft, and cruise ships (Marine Transportation Center). The helicopter pad would be relocated here from its present location between Harbor View Trail and South Water Street. Portions of the docking facility could be utilized by the existing tug boat operation.

It is proposed the existing restaurant be incorporated into the park and be redesigned to become an affordable version of Central Park's Tavern on the Green.

- A 1.0 acre park bridge over I-195 would extend the Park to the East Side between Hope and East Streets. Park bridges over highways have proven successful in Seattle, Washington, and Duluth, Minnesota.
- At the east end of the Park, the elimination of the Gano Street ramps adds 4 acres of land that could be used to provide much needed parking for special events.

The relocation of I-195 results in a 3.0 acre increase to Harbor View Trail between Crawford and Point Streets.

A 1.0 acre park is proposed along Benefit Street just south of the Holy Rosary Church.

### DOWNTOWN

There are currently no parks and very few street trees in the entire 125 acre portion of the study area between Weybosset Street and Davol Square. Greenways utilizing the new ROW and interchange could link Rhode Island Hospital to the water and to Downtown. In addition, the following parks are proposed:

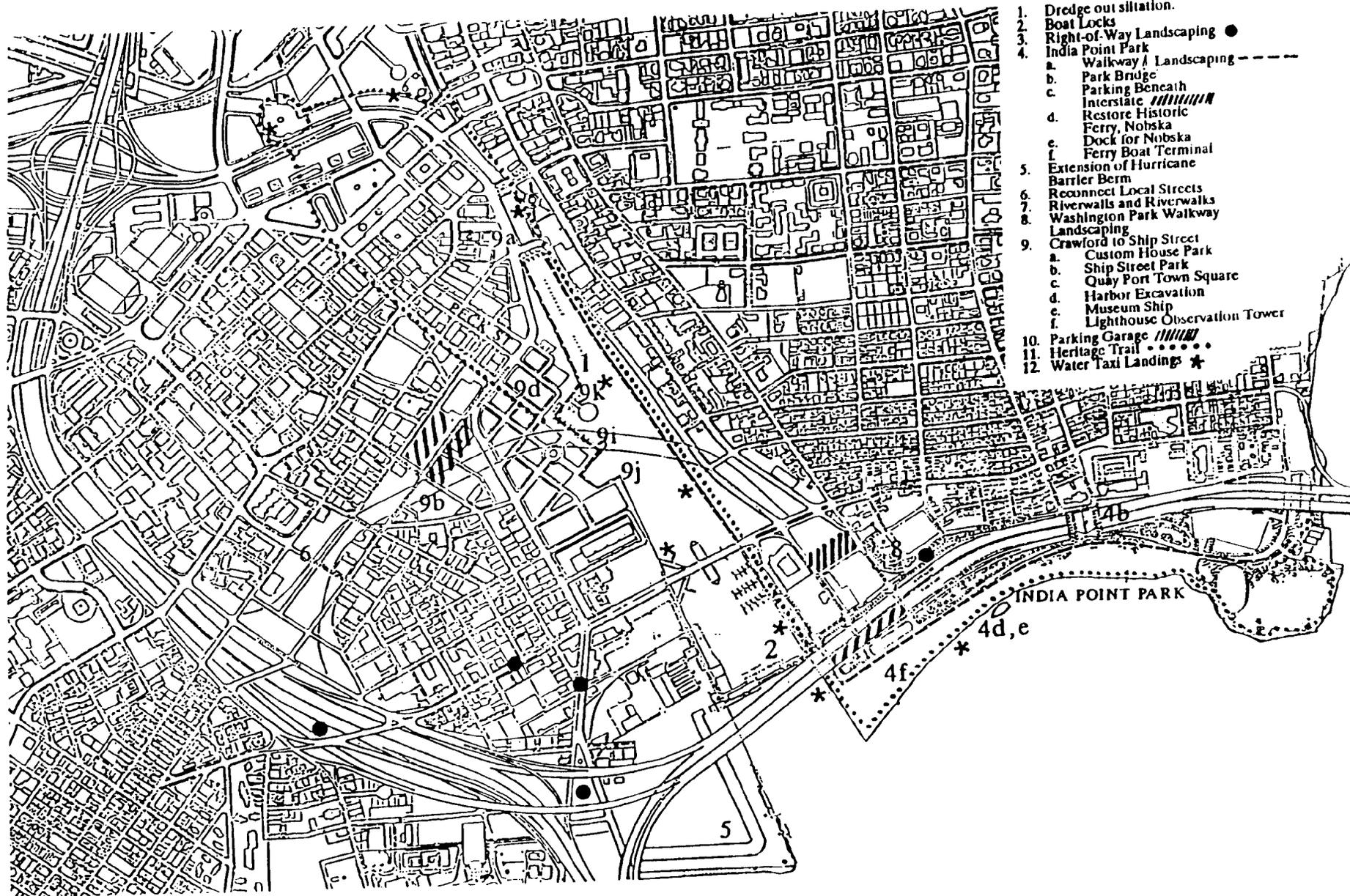
- 4.5 acres of new park along the river between Ship and Crawford Streets.
- A small park proposed between the Custom House and the river is outside the ROW
- A 1 acre park along Ship Street

### D. RIVERWALKS

- There are 9,640 linear feet (LF) or nearly two miles of riverfront along both shores of the Old Harbor (Providence River) between Crawford Street Bridge and Fox and Collier Points the mouth of the river. Only 25% of this distance is currently accessible to the public (1,800 LF along Harbor View Trail and 700 LF at Corliss Landing).

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<sup>1</sup>The plan was amended in 1984 to create a 25 acre development district with continuous perimeter walkway. The Hurricane Barrier Alignment isolates the site and reduces the area to only five acres, which may not constitute sufficient land for a waterfront development district.



# PUBLIC IMPROVEMENTS AND AMENITIES

The Old Harbor Plan, coupled with plans by Narragansett Electric, could make the entire length accessible. Relocating I-195 service roads will free up 600 LF on the east shore and 1,800 LF on the west shore. Current Narragansett Electric plans could add an additional 1,800 LF of public access. The conversion of Fox Point to public use could add 1,400 LF. Additional planning and negotiation with Narragansett Electric could further increase access by 1,400 LF. An additional 200 LF can be provided by current plans by the Hot Club to make their boardwalk open to the public. Careful planning of the relocated interstate will provide access past its riverfront abutments.

- Collier Point Park at Narragansett Electric Company could be connected to India Point Park by providing a sidewalk on the proposed Providence River Bridge.
- Implementing the above proposals would result in nearly three miles of continuous riverwalks from the Seekonk River through India Point Park to Fox Point, up the river to Crawford Street Pedestrian Bridge, and down the west side of the river to Collier Point. At Crawford Street a connection would be made to an additional one mile of riverwalks currently being constructed as part of the MBE (River Relocation) project.

#### E. BIKEWAYS

- Recently, plans for the East Bay Bikeway were extended from the Washington Bridge to Crawford Street Bridge. A review of alternative preliminary plans indicates the route best related to the Old Harbor Plan would follow India Street east to South Main Street, then north to Crawford Street along South Main and South Water Streets.
- It is recommended that the feasibility of adding a bikeway to the proposed Providence River Bridge be studied. The bikeway could continue through Narragansett Electric's waterfront park and provide access for Rhode Island Hospital's 7,000 employees to the State's bikeway network.

#### F. OLD HARBOR RECLAMATION

1. Dredging is required to enable boats to navigate the upper portion of the harbor and to gain access to Waterplace Park located at the northwest terminus of the River Relocation Project. Siltation has caused shoaling in several locations in the Old Harbor south of Crawford Street Bridge. It should be noted that dredging has already been included as an integral part of the River Relocation Project to facilitate navigation north of Crawford Street Bridge.
2. Installation of boat locks at the Hurricane Barrier is proposed to maintain water level at Mean High Water (MHW) for the following reasons:
  - Reduce dredging by 5 feet that would otherwise be required for navigation at Mean Low Water (MLW).

- The viewing experience from the lower riverwalks would be more pleasing in that the water would always be a constant level below the walkway as compared to varying as much as 6' without the lock.
- Facilitate the boarding of boats by the handicapped, since steep variable sloped ramps would not be required.
- The lock would replace one of the overhead flood gates and provide higher vertical clearance for boats.
- Since there would be no salt water mixing with fresh water, sedimentation may be reduced. The absence of tidal flow may further reduce sedimentation.
- The fresh water may freeze over from time to time, possibly allowing occasional ice skating in Waterplace.
- Eliminate need for variable-slope ramps at boat landings
- Provides aesthetic continuity between the land and the water

It should be noted that the construction of locks in the Charles River in 1902 has been responsible for the beauty and civic usefulness of that body of water for the last 90 years. Prior to the locks, the river was tidal with great expanses of odorous mud flat at low tide.

### 3. HARBOR FEATURES

- Water taxi service to provide access to the public attractions along the waterfront between Waterplace and India Point Park
- Landings and docks for water taxis and other craft
- Two docks for museum ship exhibit and Nobska, the restored coastal steamer
- Course for scull races
- Cruise ship facility. Coastal cruise ship industry is expanding. Providence should be promoted as a key eastern seaboard destination. Sailing ships could be included. In Baltimore, the Schooner Clipper City carries 22,000 passengers annually and operates at a profit.
- Marine transportation center for water taxi transfer to outer bay vessels.
- Restore operating features of the Point Street Bridge to expand the capacity of access and mooring in the Old Harbor from 10 to 29 acres for boats that presently cannot pass under the bridge because of its 9 foot vertical clearance limit.
- Harbor Master's office and boathouse for river park maintenance.

Visiting Boston/Newport  
Martha's Vineyard/Nantucket  
Gloucester/Salem



**COASTAL CRUISE SHIP**

- Create an "inner harbor" at the foot of Dorrance Street as the focal centerpiece of the Old Harbor reclamation. It would feature a museum ship and contain docking facilities for Narragansett Bay commuting craft, visiting boats, and small boat rentals. Water taxis would transfer commuters to Market Square and Capital Center. The "inner harbor" would require excavation of 1.5 acres of waterfront land.
- Docks for small boat rentals
- Replace the cooling canal at South Street Station with a marina.

#### 4. SHORELINE FEATURES

- 4,800 LF of new and reconstructed riverwall is to be provided to support and accommodate river walks.
- Explore means of providing access along the 1,400 LF of Narragansett Electric shore line currently excluded from its shore line improvements plan.
- Construct landscaped riverwalks and boardwalks along the entire length of both sides of the harbor.
- Establish Waterfront Heritage Trail: Starting at Roger Williams 1636 Landing along the Seekonk River, south and west through India Point Park, north along the river to Roger Williams Spring Park, south then west to a visitors' center at Waterplace, south through Kennedy Plaza to Custom House, then south along the water to the proposed Festival Marketplace at the Old Harbor. A similar proposal was made by the City in 1972 as part of the Harborview Trail, but was dropped from the plans because of lack of funds. It was later proposed and endorsed in 1984 as part of the Providence Waterfront Study.

#### G. PUBLIC ATTRACTIONS

"If there is magic on this planet," the naturalist Loren Eiseley wrote in his landmark book The Immense Journey, "it is contained in the water." More and more cities are finding truth in Eiseley's statement, as they revitalize their urban waterfronts with a tidal wave of aquariums, performing arts centers, maritime museums, and other public buildings. Capable of drawing more than a million people a year, these tools of economic development contain more magic than a wand. According to Codirector Ann Breen of the Waterfront Center in Washington, D.C., "over 3,000 cities in the U.S. have developed their waterfronts . . . . Moreover, Boston's rerouting of its central artery and San Francisco's sweeping revitalization of its Embarcadero area are evidence that . . . . cities are finally demolishing highways to retrieve their harbors and quays."<sup>2</sup>

Urban harbor and riverfront districts require a "menu" of activities and attractions to be successful in drawing people. The menu can vary to reflect the uniqueness of each City; however, there does appear to be a core array of commercial and public features that are common to most successful urban waterfronts. These include: convention center, hotels, trolley and wa

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<sup>2</sup>Excerpt from Waterfront World

transportation, continuous walkways with a variety of amphitheaters for performances, museum ships, historic features such as trails, places, and districts, some combination of museums, often an aquarium, and finally a "festival" marketplace or district with shops, galleries, and eateries.

Public attractions combine education and entertainment to draw tourism, anchor urban development, and boost local economies. Providence already has or is planning for many of these attractions including the College Hill and Downtown Historic Districts, a Convention Center under construction, the Rhode Island School of Design Museum, and the Rhode Island History Center is being planned for the old Shepard Building.

Many of the attractions described below are currently being assessed by existing committees or commissions. Others, which are in the discussion stage, evolved during the series of meetings held by the Old Harbor Project Advisory Committee.

- Festival market including RI Shore Dinner Hall along the water at the foot of Dorrance Street
- 18th century shipyard and wharf at India Point Park or along South Water Street to recreate the China Trade era<sup>3</sup>
- Oceanographic museum and aquarium at Fox Point. A commission has recently been established to study the feasibility of creating a Rhode Island Marine Science Center and Aquarium. Many second and third tier cities are building projects that focus on their regional waters<sup>4</sup>
- Lighthouse observation tower with the Rhode Island Lighthouse Museum located in its base
- Childrens' museum along South Water Street or at South Street Station
- Historic Coastal Steamer. Currently being restored, the Nobska, last classic American coastal steamer, is temporarily docked at India Point Park's "Ceremonial Dock." It is in need of its own dock
- Museum of Rhode Island Shipping and Industrial History at the historic brick power plant at South Street Station. It would complement the Shepherds museum by displaying large exhibits such as steam locomotives, trolley cars, and 12 meter racing boats. The Peabody Museum in Salem, Massachusetts, is an excellent example of a maritime facility.<sup>5</sup>

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<sup>3</sup>See Appendix B for a summary of aquariums, maritime museums, and reconstructed waterfront districts in other cities.

<sup>4</sup>Ibid.

<sup>5</sup>Ibid.

- Energy learning center at Point Street Landing with guided tours of the Manchester Street Power Plant
- 300 room hotel at South Street Station
- Corliss Landing entertainment district
- Conservatory along South Water Street
- Bandshell
- Place to watch fireworks
- Museum ship to be berthed at the Inner Harbor at the foot of Dorrance Street
- Doubloon landing arts and crafts center along South Water Street



Canal Boat, Genesee River: Rochester, New York

## PART VI LAND USE AND DEVELOPMENT POTENTIAL

## VI. LAND USE AND DEVELOPMENT POTENTIAL

The relocation of I-195 liberates approximately 44 acres of ROW land which, because of the land utilized for streets, public attractions, parks, and riverwalk is significantly reduced for development use. It is comprised of five distinct areas: West Corridor, West River, East River, East Corridor, and India Point Park. These areas, along with adjacent property having development potential are further subdivided below into development districts.

The proposals of the plan are based on enlarging the ROW area by an additional 26 acres to include 11 acres of contiguous lots and 15 acres of other adjacent areas having development potential such as South Street Station, surface parking lots in the Financial District, Davol Square, and Corliss Landing. With these additions the size of the proposed plan area increases to 70 acres. Of the 26 acres it is estimated that less than 5 acres would be necessary to acquire to realize the full potential of the ROW. The remaining 21 acres could be developed with land owners participating in joint development.

The specific uses recommended for the districts are "preferred" proposals and are subject to actual market conditions. However, strategic efforts should be made to attract "preferred" uses in order to achieve the general intent and character envisioned by the plan.

### A. DEVELOPMENT DISTRICTS

WEST CORRIDOR consists of 15 acres of irregular ROW stretching from I-95 to Dyer Street. This area contains two development districts: Friendshipville and the Financial District.

1. Friendshipville consists of land on either side of Friendship Street and stretches between Richmond Street to Interstate 95 and contains 11 acres of ROW. Because of the proximity to Rhode Island Hospital, Weybosset Hill residential development, and Johnson & Wales, this district is ideal for medical research and development, residential, and institutional uses. The development summary is based on the following assumptions:
  - Accommodate a mix of the above uses
  - Disparate parcels totalling an additional 6.4 acres will be acquired or included by negotiation to create full development "block" defined parcels as follows:
    - 3 acres already owned by Johnson & Wales would be included in a larger institutional development parcel.
    - 1 acre, containing the landmark "Leo's" Restaurant and other significant buildings would remain; but changes in lot lines would be made to coordinate with adjacent development.
    - 1 acre of surface parking would be acquired for Ship Street Park. A deck or garage over other surface parking would compensate for the displaced parking.
    - 1.4 acres of miscellaneous sites would be acquired for inclusion in the medical research and development site.

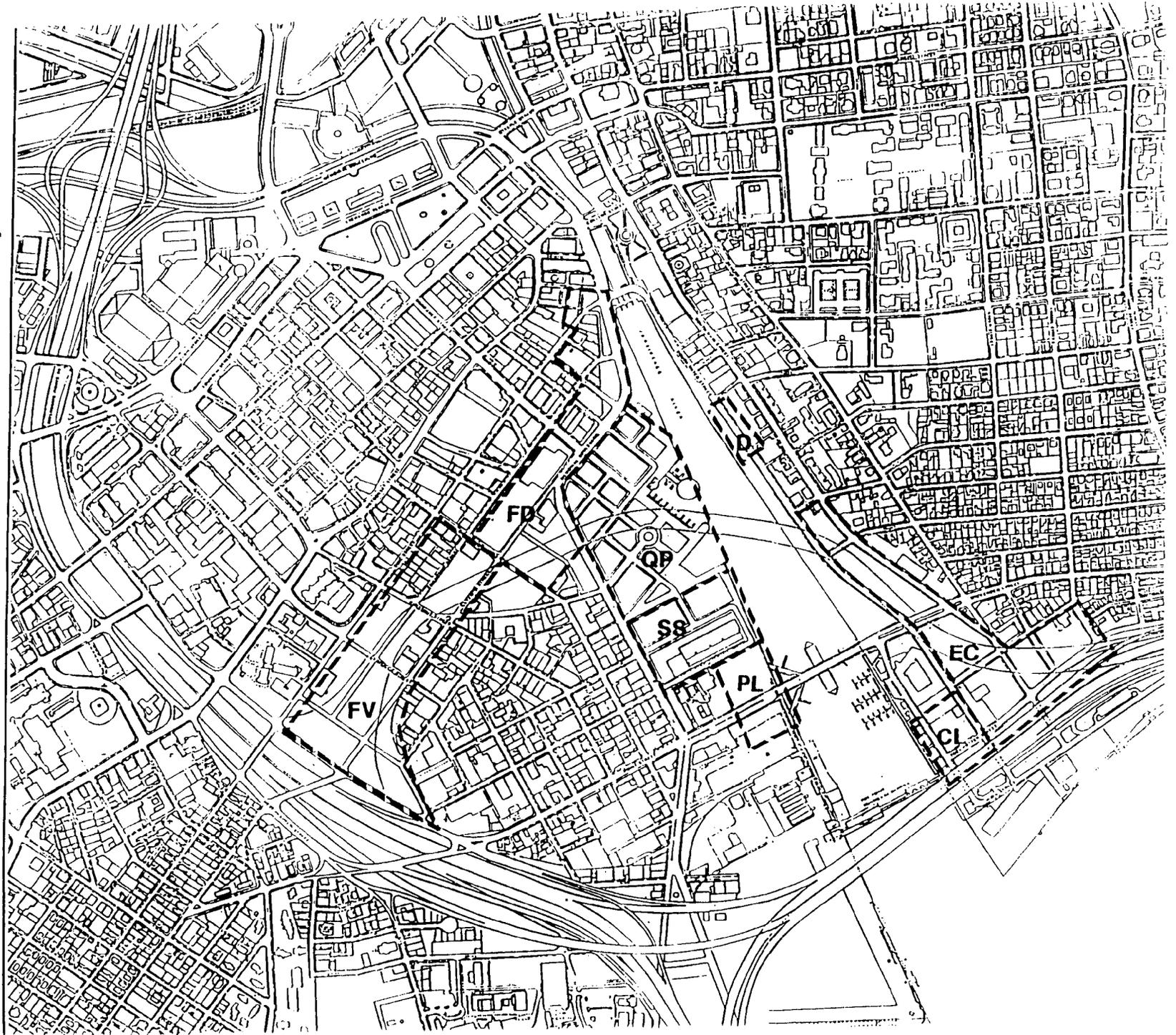
# DEVELOPMENT DISTRICTS

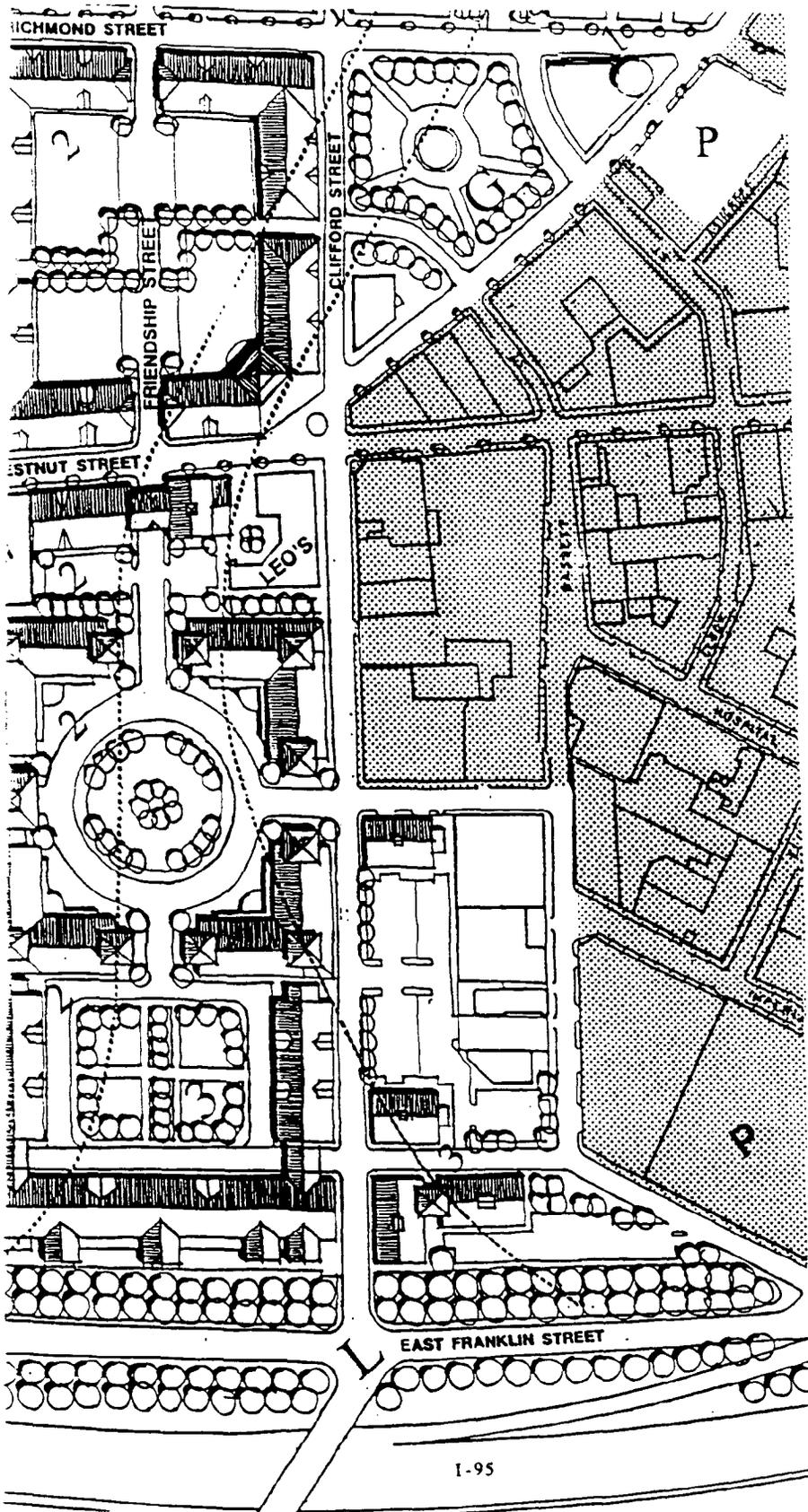
WEST CORRIDOR  
FV Friendshipville  
FD Financial District

WEST RIVER  
QP Quay Port  
SS South Street Station  
PL Point Street Landing

EAST RIVER  
D Doubloon Landing  
Cl. Corliss Landing

EAST CORRIDOR  
EC East Corridor (Fox Point District)





- P EXISTING PARKING GARAGE
- P PROPOSED PARKING GARAGE
- G SHIP STREET PARK & GREENWAY TO WEYBOSSE STREET
- L I-95 SERVICE ROAD BOULEVARD
- 2 INSTITUTIONAL/RESIDENTIAL
- 3 RESEARCH AND DEVELOPMENT

# FRIENDSHIPVILLE



- A site for an auto service station should be designated in the area where the two interstate northbound off-ramps touch down.

**FRIENDSHIPVILLE DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 13.3 ACRES**

USE	FLOOR SPACE	PARKING SPACES	DWELLING UNITS
Residential	160,000 SF	100	90
Institutional	400,000 SF	-	-
Research & Development <sup>1</sup>	480,000 SF	800	-
<b>TOTALS</b>	<b>1,040,000 SF</b>	<b>900</b>	<b>90</b>

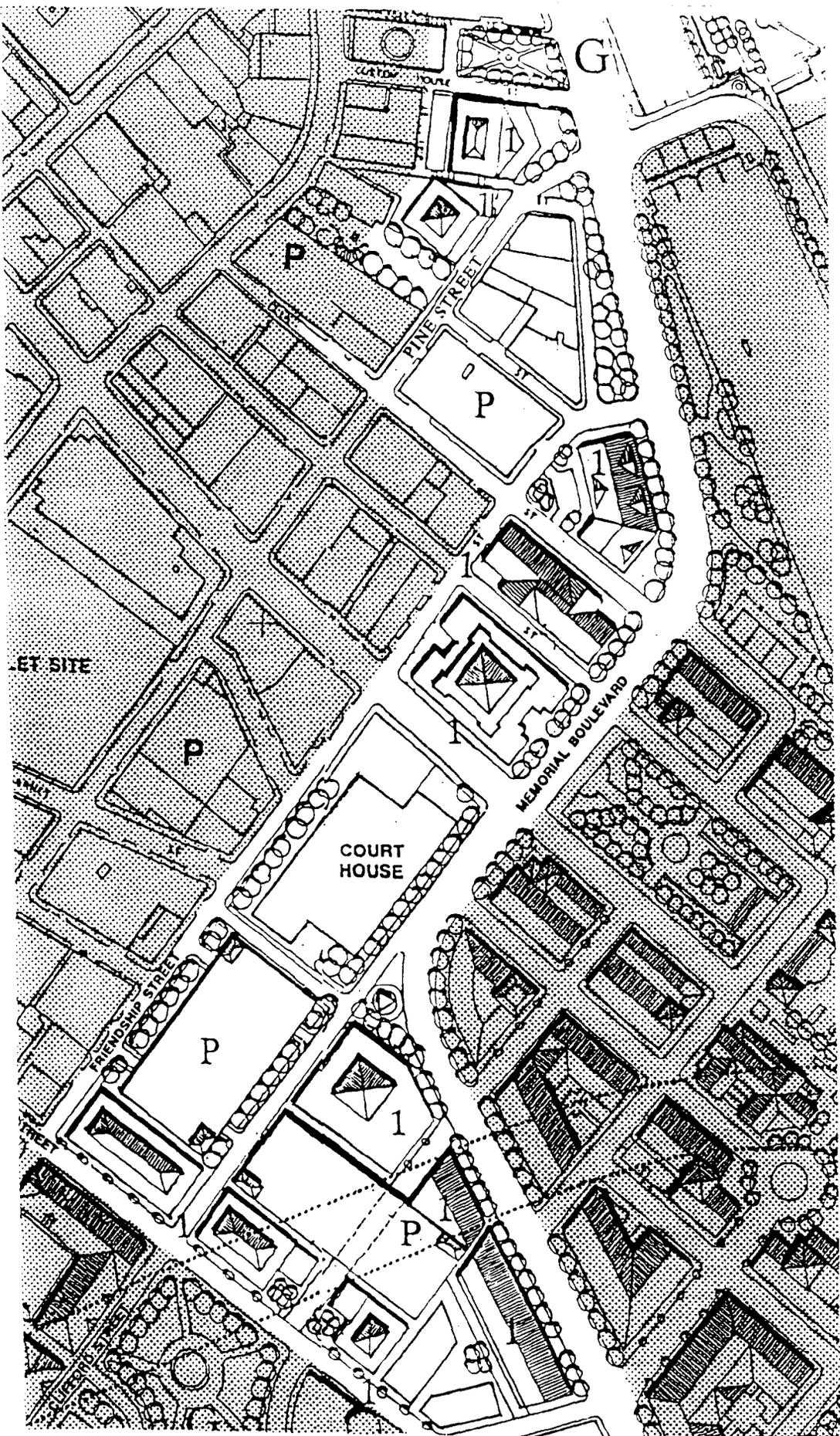
2. The Financial District consists of 4 acres of surface parking and 2 acres of ROW. It is recommended that the two-story metal garage be reconstructed to add four more levels to increase parking by approximately 300 cars. This mid-town portion of the Corridor, in accordance with previously adopted plans, is designated for office and parking garage development as shown in the summary below:

**FINANCIAL DISTRICT DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 6.0 ACRES**

USE	FLOOR SPACE	PARKING SPACES
Office	970,000 SF	-
Retail/Service	50,000 SF	-
Public Parking Garages		2,700
<b>TOTALS</b>	<b>1,020,000 SF</b>	<b>2,700</b>

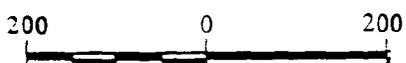
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<sup>1</sup>Flexible District "Border" site. Alternate potential uses include residential and institutional.



- G. CUSTOM HOUSE PARK
- P. PARKING GARAGE EN-  
ABLES THE FINAN-  
CIAL DISTRICT TO  
UTILIZE LAND NOW US  
FOR SURFACE PARKING  
TO BE DEVELOPED
- 1. OFFICE BUILDINGS
- P EXISTING PARKING GARAGE
- P PROPOSED PARKING GARAGE

# FINANCIAL DISTRICT



SCALE



NORT

WEST RIVER is defined by Memorial Boulevard on the west, Crawford Street on the north, Old Harbor on the east, and Manchester Street Station on the south. It contains three development districts: Quay Port, South Street Station, and Point Street Landing.

1. Quay Port consists of 12 acres of ROW with nearly 1,800 linear feet of riverfront. Quay Port is named after the old earth filled wharves ringed with stone sea walls that used to radiate out into the Old Harbor from Dyer Street. The full potential for development will require acquisition of an additional 3 acres of privately owned land occupying the central part of the site. A mixed use waterfront district is proposed consisting of retail/service, residential, and office uses. A festival marketplace is proposed as the centerpiece of the development.

A good example of Waterfront District of this scale is the 4.7 acre Pickering Wharf project in Salem, Massachusetts, where residential and office space is located in the upper floors over ground floor retail.<sup>2</sup>

QUAY PORT DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 5.0 ACRES

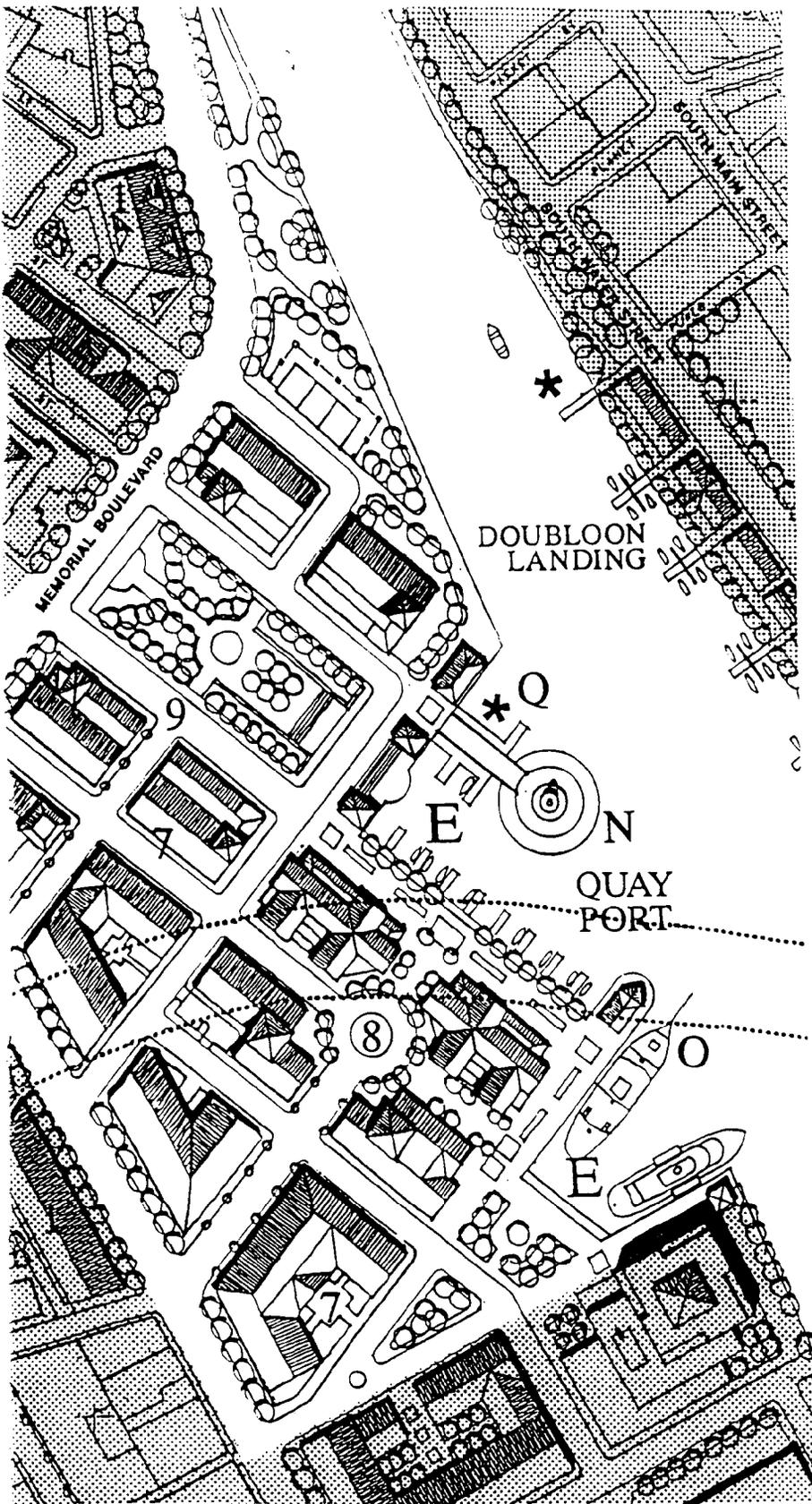
USE	FLOOR SPACE	PARKING SPACES	DWELLING UNITS
Retail/Service	170,000 SF	-	-
Office	104,000 SF	-	-
Residential	600,000 SF	360	340
TOTALS	874,000 SF	360	340

2. South of West River lies the 7 acre South Street Station site owned by Narragansett Electric Company. It is being held for possible future utility expansion. The Old Harbor Plan proposes that the stone hurricane barrier berm south of Manchester Street Station be relocated south of the relocated I-195 highway to provide land for utility expansion; thereby making South Street Station available for waterfront development.

It is proposed that the 63,000 SF brick power plant be converted to a museum. A hotel is preferred use for the 200 foot tower site on the waterfront as it would provide an active public attraction function. Residential development is recommended for the third parcel. This site has the potential for a private or commercial marina for 60 boats.

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<sup>2</sup>See Salem, Appendix C.



- E. CONSTRUCT QUAYS, DOCK AND PARKS
- N. LIGHTHOUSE OBSERVATION TOWER
- O. MUSEUM SHIP
- Q. COMMUTER DOCK
- 7. RESIDENTIAL ABOVE SHOPS AND SERVICE
- 8. FESTIVAL MARKET PLACE
- 9. TOWN SQUARE

# QUAY PORT



SCALE



NORTH

SOUTH STATION DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 4.7 ACRES

USE	FLOOR SPACE	PARKING SPACES	DWELLING UNITS
Hotel (300 rooms)	360,000 SF	300	-
Residential	210,000 SF	150	100
Museum	60,000 SF	-	-
<b>TOTALS</b>	<b>630,000 SF</b>	<b>450</b>	<b>100</b>

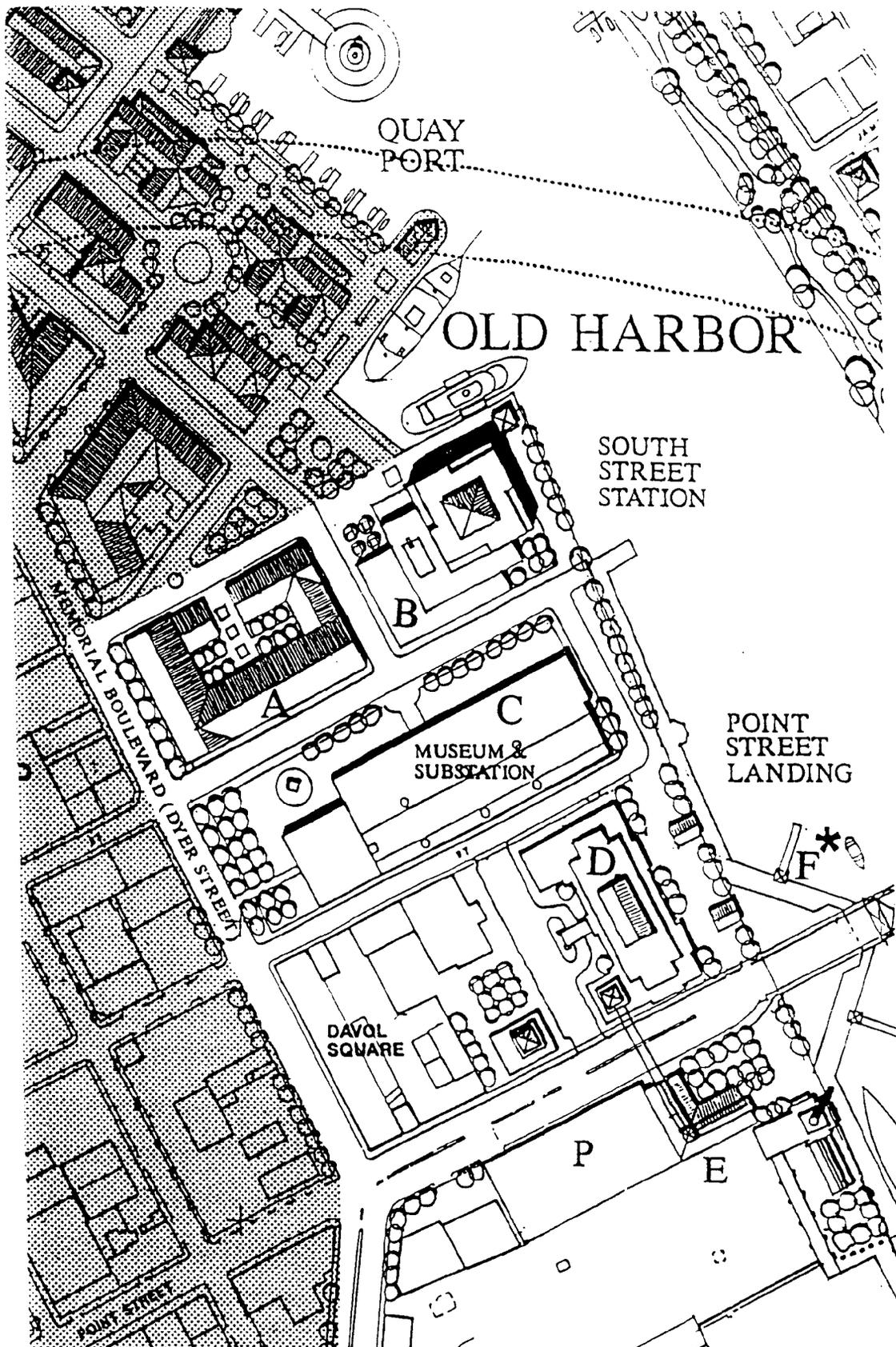
- Point Street Landing consists of 2.6 acres of land located on both sides of Point Street currently used for surface parking. Constructing a parking garage on the Narragansett Electric Company land would free-up the Davol Square parking lot for development. An office building with a waterfront restaurant is proposed. Along the waterfront on the south side of Point Street an Energy Learning Center is proposed where Narragansett Electric company could have displays depicting the history, use, and issues concerning energy sources and production.

POINT STREET DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 2.6 ACRES

USE	FLOOR SPACE	PARKING SPACES
Office	120,000 SF	-
Retail	20,000 SF	-
Public Parking	-	600
<b>TOTALS</b>	<b>140,000 SF</b>	<b>600</b>

EAST RIVER is the narrow strip of land on the east side of the Old Harbor stretching from Crawford Street to the Hurricane Barrier. It consists of 4 acres of ROW land north of Point Street with over one-half mile of riverfront. A linear park is proposed that includes a public attraction site suitable for the Childrens' Museum, conservatory, or Tillinghast Landing (replica of an 18th century boat yard and wharf). Additionally, it would feature Doubloon Landing, a water taxi stop with a small cluster of arts and crafts galleries, shops, and studios. At Corliss Landing to the south of Point Street Bridge, expansion of the waterfront cafe and retail district would be made possible by the inclusion of a parking garage just to the east of the Corliss Condominiums Building.

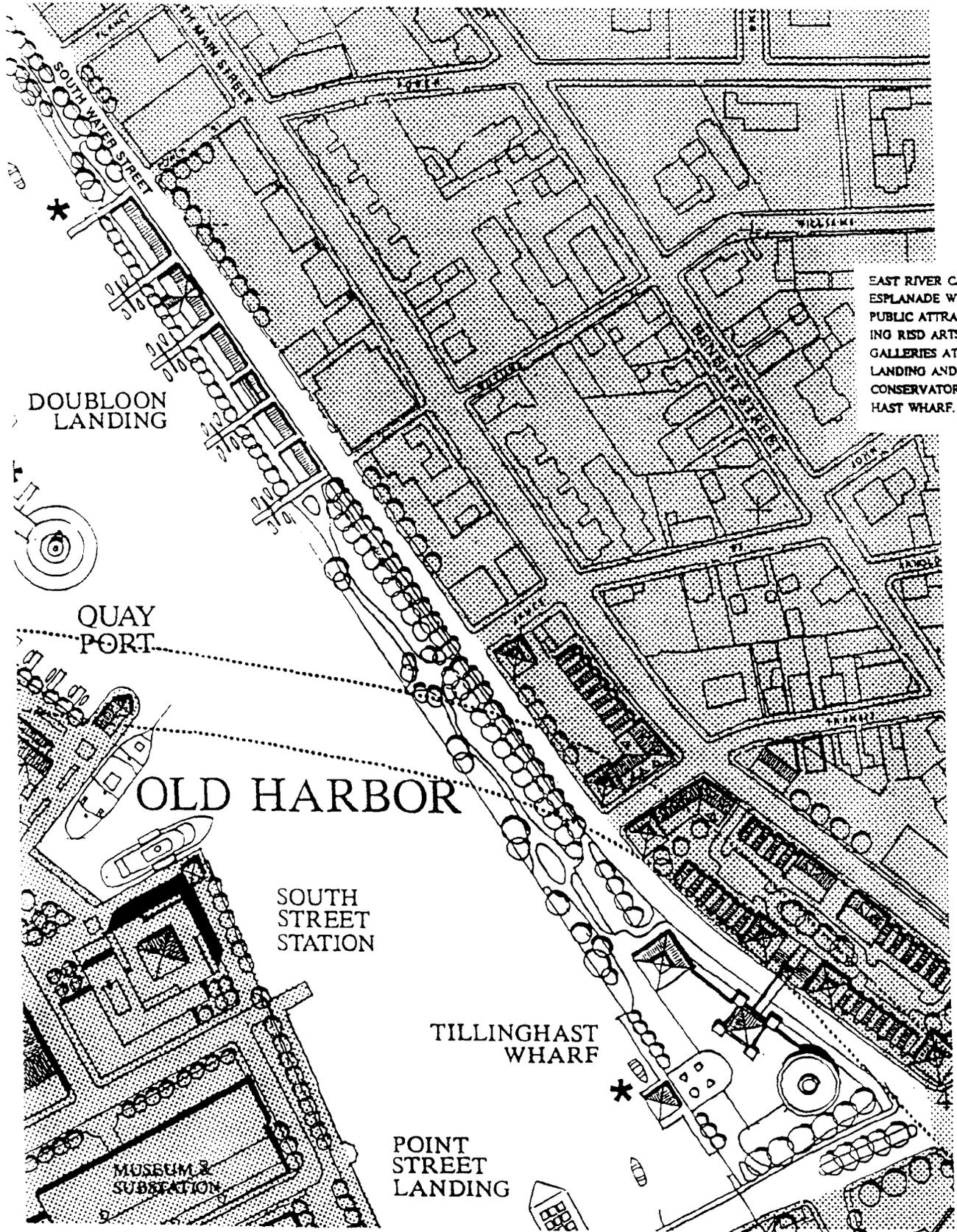
The development of the two sites would add 50,000 SF of retail and 50,000 SF of office space.



- A. RESIDENTIAL
- B. HOTEL
- C. MUSEUM OF R.I. INDUSTRY AND SHIPPING HISTORY
- D. DAVOL SQUARE WATERFRONT EXPANSION MADE POSSIBLE BY CONVERTING SURFACE PARKING TO A GARAGE (P)
- E. ENERGY LEARNING CENTER AND MUSEUM
- F. WATER TAXI LANDINGS

# SOUTH STREET STATION/POINT STREET LANDING





EAST RIVER CAN BECOME AN  
 ESPLANADE WITH ISLANDS OF  
 PUBLIC ATTRACTIONS INCLU  
 ING RISK ARTS AND CRAFTS  
 GALLERIES AT DOUBLON  
 LANDING AND A MUSEUM OF  
 CONSERVATORY AT TILLING  
 HAST WHARF.

DOUBLON  
 LANDING

QUAY  
 PORT

OLD HARBOR

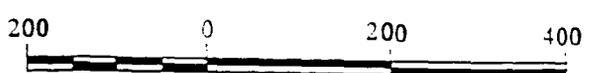
SOUTH  
 STREET  
 STATION

TILLINGHAST  
 WHARF

POINT  
 STREET  
 LANDING

MUSEUM &  
 SUBSTATION

EAST RIVER



SCALE



NORTH



The EAST CORRIDOR or Fox Point District extends from James Street south to George M. Cohen Boulevard and consists of 11 acres of ROW. The relocation of I-195 will make it possible to restore the neighborhood street patterns and create full city blocks. The uses of the seven block size parcels should extend the adjacent residential and business character. For the most part, existing lots in these blocks would remain in their present use and ownership.

New sites along both sides of Wickenden Street would be available for commercial development. Residential would account for most of the development to the north along South Main Street. Mixed use, commercial, or residential development is proposed for the 60,000 SF parcel located just north of the Hurricane Barrier between Benefit and South Main Streets.

A small park is proposed to enhance the setting of the Holy Rosary Church. A municipal parking garage just west of the Church is key to the realization of the development proposed in the East Corridor Plan. It would serve Wickenden Street business during the day, Corliss Landing restaurants and cafes during the evening, and the Church on Sundays. It would enable the Church to convert its surface parking lots to some other use such as moderate cost housing.

FOX POINT DISTRICT DEVELOPMENT SUMMARY  
NET DEVELOPMENT AREA: 8.5 ACRES

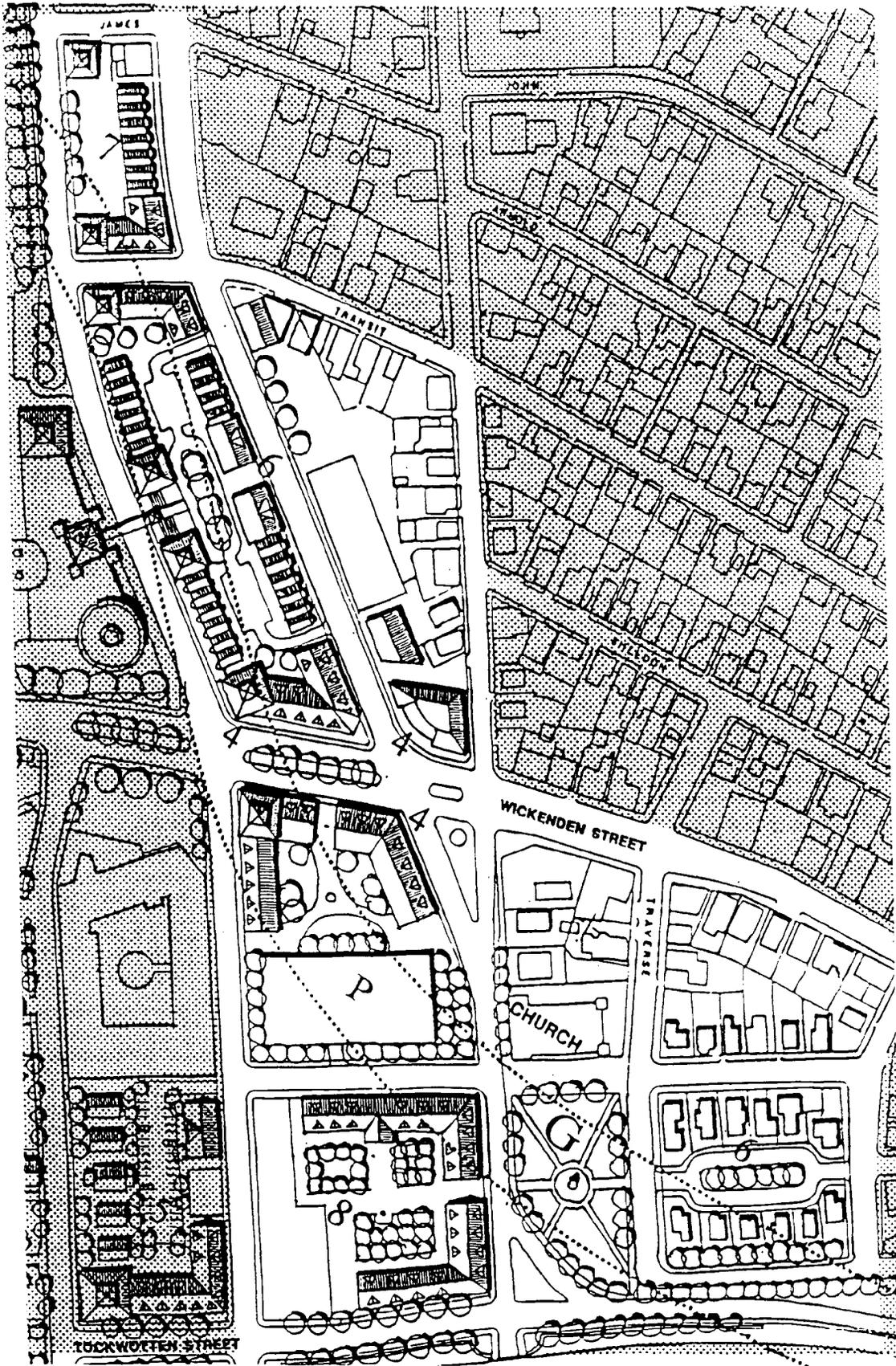
USE	FLOOR SPACE	PARKING SPACES	DWELLING UNITS
Retail/Service	62,000 SF	-	-
Office	50,000 SF	-	-
Flexible <sup>3</sup>	250,000 SF	-	-
Residential	200,000 SF	135	90
Public Parking	-	600	
<b>TOTALS</b>	<b>522,000 SF</b>	<b>735</b>	<b>90</b>

**B. DEVELOPMENT SUMMARY**

The development potential of the I-195/Old Harbor Plan includes 1.6 million SF of office and

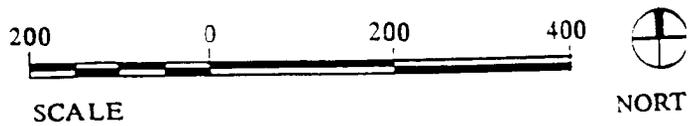
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<sup>3</sup>District "Border" site. Potential uses include residential, office, institutional, or research and development.



- 3. NEIGHBORHOOD PARK
- 2. PUBLIC PARKING GARAGE
- 4. EXTENSION OF WICKENDEN STREET COMMERCIAL WITH RESIDENTIAL OR OFFICE UPPER FLOORS
- 5. RESIDENTIAL
- 7. EXTENSION OF SOUTH WICKENDEN STREET COMMERCIAL WITH OFFICES ON UPPER FLOORS
- 8. MIXED USE

# EAST CORRIDOR (FOX POINT DISTRICT)



retail space, a 300 room waterfront hotel, residences for 620 families, 400,000 SF of institutional space, parking garages for 5,000 cars, and 700,000 SF of multipurpose "flexible" space.

A total of 4-1/4 million SF of floor space for all use types at \$150/SF construction cost could add nearly \$650 million to the tax base. Parking garages at \$12,000/space account for an additional \$55 million of construction.

The table below details the development for each side of the Old Harbor.

ITEM	DOWNTOWN	EAST SIDE	TOTAL
Office SF	1,194,000	50,000	1,244,000
Retail SF	240,000	112,000	352,000
Institutional SF	400,000	-	400,000
Multi-purpose SF	480,000	250,000	730,000
Hotel Rooms	300	-	300
Townhouses	530	90	620
Public Parking	3,550	850	4,400
Private Parking	1,710	135	1,845
Gross Development Acres	48	22	70
Net Development Acres	32	11	43

ence Development Strategy Plan contains development programs for the year 2000 for several districts including those that are coincidental in the I-195/Old Harbor Plan. A comparison of plans for areas west of the Old Harbor shows the following:

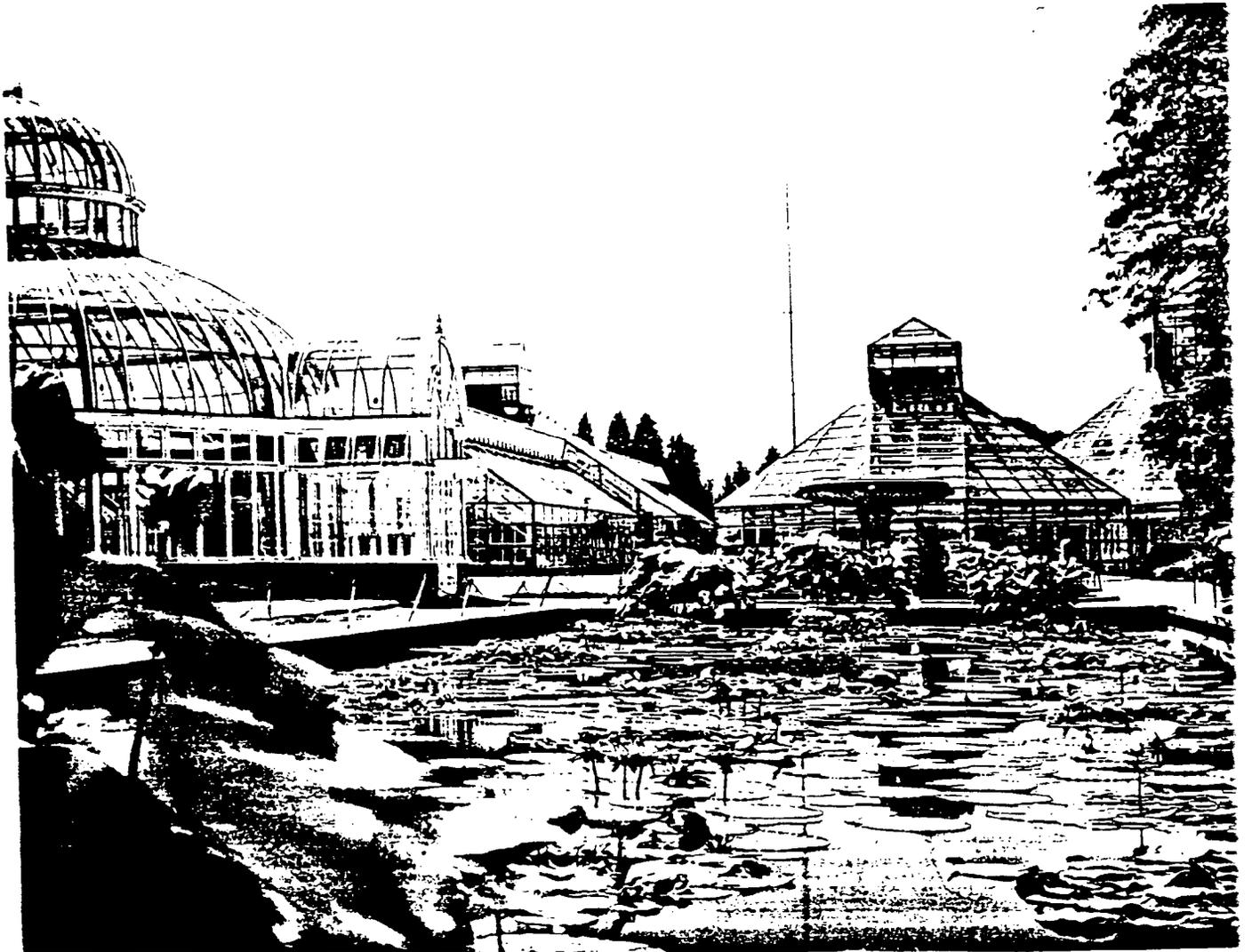
	1986 PROVIDENCE STRATEGY <sup>4</sup>	I-195/Old Harbor
SF	1,200,000	1,194,000
SF	NA <sup>5</sup>	240,000
DU's	560	530
g Constructed	2,200	2,700

### HARBOR DEVELOPMENT IMPACTS

national level urban waterfront development tends to have a positive ripple effect on areas to rejuvenate adjacent faltering downtown districts. This holds true particularly with areas having convention centers. In Providence, the fading retail district has potential to be reinvigorated by the link through it between the Convention Center and Capital Center on the north side of the Old Harbor to the south, and the I-195 corridor development to the west.

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 Appendix C.

as called for along the waterfront but no estimates of floor space



Conservatory: Brooklyn, New York

## PART VII IMPLEMENTATION

## VII. IMPLEMENTATION

### A. SUMMARY

A phased redevelopment plan for the three miles of Providence waterfront and one mile of vacated I-195 highway corridor can produce an estimated \$725 million in private investment, generating an annual tax revenue of approximately \$9,000,000. This financial return cannot be fully realized unless the relocated I-195 highway project is accompanied by public improvements constructed along the ROW and both sides of the Old Harbor. Redevelopment must be phased with as much public/private partnership as possible drawing on federal programs for removal of the barriers and creation of public access by land and water.

### B. COSTS

The estimated \$25<sup>1</sup> million for public improvements proposed in the Old Harbor Plan does not include the following:

- Boat locks at the Hurricane Barrier
- Restoration of Point Street Bridge
- New minor streets including lights, utilities, and sidewalks
- Acquisition of property
- Public attractions

### C. FUNDING SOURCES

Some parks could be funded on a 50/50% state/local share by the Rhode Island Department of Environmental Management (RIDEM) and by the City Parks Department. Other parks such as riverwalks and heritage trails may be eligible for funding under programs of the Federal Highway Administration (FHWA). Still other parks containing significant historic sites and facilities may be eligible for funding by the National Park Service.

A variety of FHWA programs have been expanded under the 1991 Transportation Act. Ten percent of the funds available under the Surface Transportation Program must be set aside for "transportation enhancement activities." These activities include pedestrian and bicycle facilities; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; landscaping and other scenic beautification; historic preservation, rehabilitation, and operation of historic transportation buildings, structures, or facilities; preservation of abandoned railway corridors, including conversion to pedestrian or bicycle trails; control and removal of outdoor advertising; archaeological planning and research; and mitigation of water pollution due to highway runoff. Projects may be applied for under what is commonly known as ISTEA. In Rhode Island, this program is funded at an annual rate of \$2.5 million through 1996.

The relocation of Interstate 195 project can include in its scope mitigation and enhancement measures for improving the abandoned ROW.

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<sup>1</sup>Improvements to I-195 EIS Study: preliminary estimate.

The Urban Mass Transportation Administration (UMTA) funds up to 75% of capital improvements and equipment for approved innovative mass transit projects, such as ferry service and bus loops.

River improvements such as dredging and boat locks affecting navigation and shorelines are traditionally projects funded by the Army Corps of Engineers (COE).

The City and State raise money for public projects by issuing bonds on the private investment market. The Providence Redevelopment Agency (PRA) authorizes new bond issues periodically in order to finance the City's Five Year Capital Improvement Plan. The Providence Parking Authority could raise money for parking garages by its bonding authority. The Rhode Island Port Authority has its Industrial Development Fund, but it must own the facility before it will finance improvements.

Providence had an Assessment District established in 1966 to amortize the cost of the Fox Point Hurricane Barrier. Payments for the Barrier Bond were completed in 1986. It is possible to reinstate the district to issue bonds to yield money for river improvements upstream of the barrier.

Legislation was passed in 1984 permitting Tax Increment Financing (TIF). TIF earmarks tax revenues generated by private redevelopment projects for public improvements like land acquisition and parking. The Old Harbor TIF District provided funding for Corliss Landing Park and could be extended to provide funding for public improvements in the Old Harbor Plan. Portland, Oregon financed its harbor improvements with \$25 million of TIF bonds in 1978.

Boston utilizes a developer's linkage fee policy. Since 1983, the city's much-publicized linkage program, which imposes a fee of \$6 per square foot on office projects over 50,000 square feet, has resulted in 41 separate developers committing \$76 million to housing projects. So far, 2,900 units have been built, 84 percent of them aimed at low-income residents.

#### D. THE EIGHT YEAR ACTION PLAN

Preliminary estimates coming out of the current I-195 EIS study indicate that the ROW occupied by I-195 will not be available for construction of development and public improvements until the year 2000 at the earliest. Providence cannot afford to wait eight years to reclaim our Old Harbor Waterfront. For example, in two years two large events will occur:

- The Convention Center will be open for business
- The River Relocation Project will be completed.

In two years citizens and convention attendees will be able to take a boat from Waterplace to Crawford Street, but they won't be able to go on to the Corliss Landing entertainment district or Narragansett Bay because of mud flats. Pedestrians will have little reason to walk south of Crawford Street along Harbor View Trail because of crumbling riverwalks.

Many of the recommendations of this plan address projects that won't start construction until the year 2000 at the earliest. The Convention Center can't wait eight or more years for Providence to become a convention city. The people can't wait to be able to use the rivers as con-

ceived. In light of all this we should be looking at interim strategies that should complete at least one project each year for the next eight years.

The first step is to identify projects that could be completed or at least started during the next eight years. The second step is to group the projects into similar funding strategy categories. An example: many projects may be eligible to be included in RIDOT's ongoing I-195 Improvements EIS study.

The third step is to aggressively pursue application for and securing of funding. An example: the I-195 EIS is now in its critical phase of deciding which "enhancement" proposals should be included in the project. This is the opportune time for the City to make its position known to RIDOT.

Possible Eight Year Action Plan projects are listed below by funding strategy categories.

#### 1. I-95/195 EIS Opportunities

Provisions contained in the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) will enable the I-95/195 Improvement Project to fund a variety of enhancements in the Project Area. Some of the following may be eligible, though not all are independent of I-195 construction.

- Gateway signature bridge across the Providence River, possibly with walkway on one side and bikeway on the other.
- Wide park-like bridge providing pedestrian access over I-195 to connect India Point Park to the East Side.
- Reconstructed river walls along both sides of the Old Harbor
- Riverwalk connections from Crawford Street to Point Street Bridge along both sides of the Old Harbor.
- Parking under the relocated portion of I-195 between South Water and Benefit Streets
- Dredging of the Old Harbor
- Landscape features at relocated interchange and along the edges of the highway to include such features as an urban forest. At the Holy Rosary Church the ROW along the South Main Street off-ramp could be landscaped as a park.
- If I-195 is relocated there is the possibility that the stone berm of the Hurricane Barrier may be relocated south of the power station. This would result in more protected land for Narragansett Electric Company. If this part of the project could be constructed early, than it might be possible to coordinate with the power company's construction of site utilities such as oil tanks and various utility lines. Another benefit of this proposal is the "freeing" up of the 7 acre South Street Station for waterfront development.

- Urban design improvements along Point Street. The relocation of I-195 will transform Point Street into a major entry boulevard from both I-95 and I-195. This work can be constructed independently of I-195 construction.
- The I-195 EIS may show early removal of South Water and Dyer Street ramps feasible. This would open up some of the waterfront property for development.
- Waterfront Heritage Trail and Visitors' Center
- Construct an "inner harbor" at the foot of Dorrance Street.
- Reconnect the local street system through the abandoned ROW land

## 2. Independent ISTEA Opportunities

The five year \$16.8 million ISTEA funding is available for projects not necessarily related to specific roadway projects. Other private or public monies could serve as matching funds to augment ISTEA grants, the following projects appear to be eligible:

- Construct landings and docks for water taxis and other craft
- Establish a marine transportation center for cruise ships, bay ferry boats, and water taxi transfers
- Restoration of Nobska, America's last classic coastal steamer
- Restore operation at Point Street Bridge to expand the capacity of access and mooring in the Old Harbor from 10 acres to 29 acres of water.

## 3. Army Corps of Engineers Opportunities

The Army Corps of Engineers (ACOE) funds dredging of its harbor projects. The Providence Harbor Project ends at the Hurricane Barrier. A request would have to be made to extend the harbor north of the barrier as it once did.

- Construction of boat lock at the Hurricane Barrier
- Dredging of the Old Harbor from Crawford Street Bridge to the Hurricane Barrier
- By reinstating the status of the Providence River as a harbor, it may be possible to tap into the funding for bridges in navigable waters contained in the Truman Hobbs Act. The restoration of the Point Street swing bridge might be funded in this manner.

## 4. Mass Transit, UMTA Opportunities

Proposals for water taxi service have been submitted: one of them by Airwaves of Newport. RIDOT is doing a water transportation study that may prove ferry boat and water taxi service feasible.

- Establish a water taxi service
  - Construct landings and docks for water taxis and other craft
  - Establish Narragansett Bay service between Providence and other coastal cities and towns.
  - Waterfront trolley loop service
5. Old Harbor Tax Incremental Financing Bond and Development Assessment Fee Policy Opportunities
- Parking garages (5) at Richmond, Friendship, Pine, and Point Streets and Corliss Landing.
  - Lighthouse Observation Tower and Museum
  - Rhode Island Museum of Shipping and Industrial History at the Old Brick South Street Station.
  - Childrens' Museum
  - Bandshell
  - Establish a historic museum ship exhibit at dock-side
  - Conservatory
  - Land acquisition
6. Public/Private Partnership Opportunities
- Docks for small boat rentals
  - Marina at South Street Station
  - Replica of 18th century wharf and boat yard depicting the China Trade era
  - Promote waterfront development at Point Street Landing, Quay Port (West River), Doubloon Landing (East River), and South Street Station
7. Narragansett Electric Company Opportunities

- Narragansett Electric Company has committed to the development of Collier Point Park and a landing at Point Street. Moving up the construction schedule should be explored.
- Energy Learning Center and Museum at Point Street Landing

8. Rhode Island Department of Economic Development Opportunities

- Acquisition of three acres of land at the tip of Fox Point as an extension of India Point Park. Construction of Marine Transportation Center and The Rhode Island Marine Science Center and Aquarium. This also would link the Old Harbor riverwalk to India Point Park.
- Provide funding mechanisms for life sciences research and development facilities and other economic development opportunities

9. National Park Services (NPS) Opportunities

In the last decade there has been a trend for the NPS along with its historical division, the Historic American Engineering Record (HAER), to focus on historic urban industrial and maritime sites. In Massachusetts, Lowell and Salem have received significant NPS funding. In Rhode Island, NPS is involved in Pawtucket's Slater Mill and Roger Williams Spring Park in Providence. HAER chief Eric DeLony says that 21 traditional industrialized areas - "the Worcesters, the Pawtuckets, the Allentowns, the Bethlehems, the Pittsburghs, the Clevelands" - are candidates to become the new national parks of the 1990's and beyond.

Some of the following projects may qualify:

- Waterfront Heritage Trail and Visitors' Center
- Lighthouse Observation Tower and Museum
- Rhode Island Museum of Shipping and Industrial History at the Old Brick South Street Station
- Historic Museum Ship Exhibit at Dock-side
- Replica of 18th century wharf and boat yard depicting the China Trade era

E. ZONING AND DEVELOPMENT CONTROLS

1. Building Heights

The visual character and scale of the City form is defined by the topography of building masses. Providence has a wonderful skyline formed by College Hill in juxtaposition with the mountain of buildings formed by the financial district. Steeples, domes, smokestacks, and an occasional tower provide periodic projections in the rolling contour of the skyline. Thoughtful building height regulations have benefits beyond the aesthetics of city form including maximizing views from buildings and minimizing blockage of the sun.

The proposed building height zone map (see attached) is based on the following goals and observations:

- Building heights south of the Financial District drop in successive planes toward the water to maximize views from buildings and minimize blocking of sun.
- At South Street Station the 90 foot zone is compatible with the existing historic power station. A 200 foot single tower is recommended as a counterpoint to the mass of the power station. It also provides a landmark focus to locate the waterfront district as viewed from Dorrance Street.
- Building height zones west of the Financial District also gradually drop to a 45 foot zone designated to foster urban campus or "town square" type development for residential, institutional, or research and design uses.
- On the east side of the river, proposed zones are simply extensions of the existing adjacent 30 and 45 foot zones. An exception is made for one transitional block where 60 foot height is allowed because the existing buildings are higher than 45 feet. The site is adjacent to the relocated interstate and is somewhat detached from the neighborhood fabric.

## 2. Zoning Guidelines

The relocation of I-195 presents development opportunities obviously not considered when the current zoning map was drawn up. The following changes are recommended:

- The West River area (Quay Port and South Station) changes from D-1 and D-2 to W-2 WATERFRONT MIXED USE DISTRICT.<sup>2</sup>
- The Friendshipville portion of the West Corridor changes from D-2 to D-3 a new DOWNTOWN DISTRICT for research and development institutional and residential uses.
- D-1 DOWNTOWN CENTRAL BUSINESS DISTRICT remains unchanged for the Financial District portion of the West Corridor except for changes to building heights.
- The East River area between Crawford and Point Streets changes from C-2 to P.S. PUBLIC SPACE DISTRICT except for Doubloon Landing, which would become W-1. Corliss Landing south to India Street would remain W-2.
- The land south of India Street between the Providence River and India Point Park changes from W-2 to P.S.

The building height limits for these districts would be modified to conform to those

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<sup>2</sup>See Appendix C for detailed descriptions of existing zoning districts.

# PROPOSED BUILDING HEIGHTS

## CONCEPT

LOW BUILDINGS ALONG THE RIVER STEP UP TOWARD THE FINANCIAL DISTRICT.

TWO TOWER LOCATIONS ARE EXCEPTIONS:

AT FOX POINT TO MARK THE HARBOR;  
AT SOUTH STREET STATION TO BALANCE MASS OF POWER PLANT AND PROVIDE DORRANCE STREET WITH WATERFRONT FOCAL POINT.

## KEY



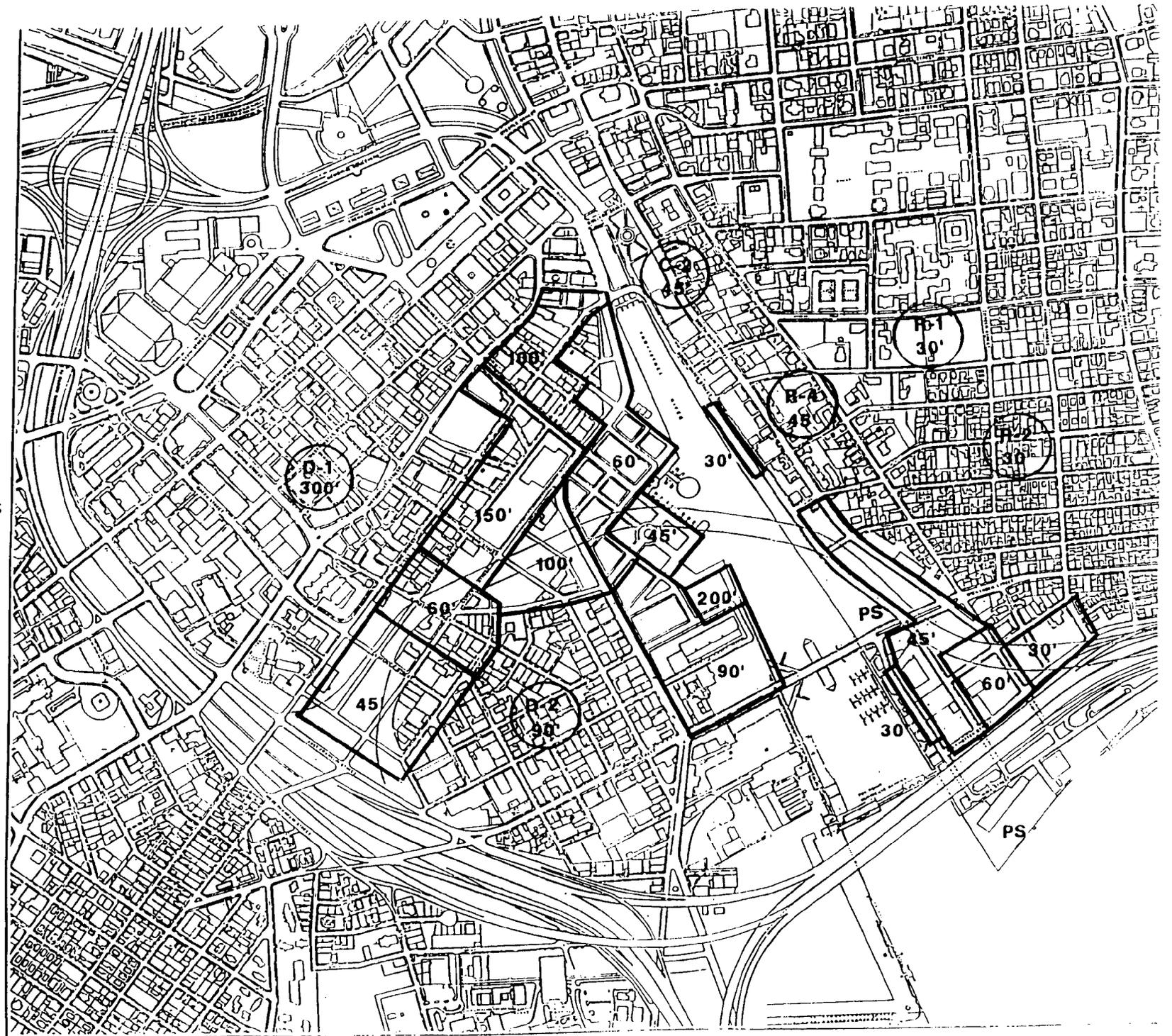
EXISTING



PROPOSED

PS

PUBLIC SPACE



defined in the above section "1. BUILDING HEIGHTS."

Zoning provisions should be amended to include the following:

- Quay Port, Corliss Landing, and Doubloon Landing should be exempt for loading dock requirements. The buildings in these districts are small scaled and the visual impact of loading docks would be undesirable.
- Surface parking will be allowed only as an interim use until parcel development occurs.
- Structured parking will be required as indicated in the schedules under the above Section VI-A Development Districts.
- Pitched roofs are encouraged above the top floor limit by allowing an addition floor within the roof no greater than 50% of the area of the floor below.
- Front Door Streets: Loading docks, dumpsters, and garage entrances should not be permitted. Street level parking within the building should be permitted only if a band of commercial or public space is provided along the sidewalk.
- Insert neighborhood and district overlay provisions into the zoning code. This would give legal status to provisions of officially adopted plans for specific areas such as the Down City and the Old Harbor Plans. See Zoning News, July 1992, Appendix F.

### 3. Development Guidelines

Each of the Development Districts has the opportunity to express its unique character based on its surrounding location and intended use.

#### Friendshipville

- Urban Design Intent: Create three urban quadrangles bounded by Front Door Streets linked together internally by Friendship Street, which provides service and access to parking. Build to the Front Door Street line with zero side yards. Side yards of 15 feet in total width to be provided where existing buildings remain. The interior "town squares" are to be landscaped with minimum of paving for vehicles. Parking for residential use to be within the buildings or in carports roofed over by terrace decks. Parking for research and development use to be below grade. Parking for institutional use to be off-site.

#### Financial District

- Urban Design Intent: Create a visual extension of the existing Financial District. Build to the street line except provide 15% open space at ground floor level either formed by or cut into the building. Encourage interior pedestrian passages such as those in the old Hospital Trust and Fleet office buildings. Provide incentives of allowing additional stories to encourage stepping back of upper stories to maximize views and sunlight for adjacent buildings.

### Quay Port

- Urban Design Intent: Create a compact waterfront district with narrow streets and pedestrian alleys forming small city blocks ranging from 13,000 to 35,000 SF and averaging 17,000 SF.

These buildings, being relatively low in height, will be looked down upon from the upper floors of the financial district and the higher elevations of College Hill. Sloped roofs should be required and all roof mounted equipment should be concealed within them. Materials should be combinations of cladding limited to brick, gray granite, and precast concrete trims. Windows and door trim to be colors limited to white or deep hues of red or green. Balconies are encouraged, but should be recessed into the building facade. Added sidewalk space for restaurants and the like is encouraged but should be recessed into the building behind a colonnade.

Parking is required only for residential buildings where it should be concealed within the building behind retail/service fronts and accessed from pedestrian service alleys.

Sidewalks, terraces, and plazas should be paved with brick or other modular pavers.

Not shown on the physical plan is a proposal to link Quay Port with the Financial District by developing the "air rights" over Memorial Boulevard South of Clifford Street. This would connect downtown development and pedestrian circulation from parking garages to the Waterfront District. A special provision should be included in the zoning to allow for this development option.

### South Street Station

- A three-block site with preferred uses for a hotel, residential complex, and museum in the historic brick power plant building. Internal parking is required for all uses other than the museum, which will utilize public garages in the area. A 30 foot wide riverwalk must be permitted by the developer. The existing cooling canal would be replaced by a marina for approximately 60 boats.
- A tall tower to anchor the harbor's edge is proposed to be placed on line with Dorrance Street. A hotel is the preferred use for the tower. New development should be constructed to the street line to a height ranging from 45 feet minimum to 90 feet maximum.

### Corliss Landing and Doubloon Landing

- Urban Design Intent: Small scale buildings similar in size to Rhode Island Fish Company with footprints of 1,200 to 2,400 SF are encouraged to lend a seaside village character to the area. On-site parking should not be permitted. Sidewalks and dining terraces should be paved with brick or other modular pavers.

## Wickenden Street and South Main Street Areas

- Urban Design Intent: Architectural style should reflect or complement existing historic building "fabric" in use of form and materials. Buildings should be constructed to the street line and follow the curves of street corners. Parking is required below a deck in the block between Transit and Point Streets and on a landscaped lower terrace for the block between James and Transit Streets.

Residential development east of Traverse Street should be limited to two and three family free standing structures with side yard driveway parking.

### F. PHASING OF DEVELOPMENT

The 4.25 million SF of development and parking garages for 5,000 cars is comparable to the development programmed for Capital Center. It was estimated that it would take ten years (1990-2000) to "build-out" Capital Center. A mid-1992 reading indicates that Capital Center development is ahead of schedule.

Most of the development described in the I-195/Old Harbor Plan cannot begin until the I-195 highway and bridges are demolished, currently scheduled for the year 2000. However, there is significant development that could begin earlier. South Street Station, Davol Square, and the Financial District all could be developed "today." In other areas advance I-195 contracts would permit some development earlier than the year 2000. These include Doubloon Landing and parts of Quay Port.

Accounting for such timing factors as the present development climate, Capital Center development, and the I-195 schedule. The following development scenario is proposed:

1995-2000	South Street Station, Doubloon Landing, Quay Port (partial)
2000-2005	Quay Port (complete), Corliss Landing, Wickenden and South Main Street Area, Friendshipville (partial)
2005-2010	Friendshipville (complete), Financial District, Davol Square

Interim uses such as surface parking and green space for recreation should be implemented with thought and care to avoid the appearance of random vacant land.

Public improvements including river walks, dredging, river wall construction, and selected public attractions should be constructed well in advance of the private development. A detailed schedule can be established once an I-195 construction phasing plan has been worked out.

### G. NEXT STEPS

#### 1. Adoption of the Plan

To achieve a unified urban design on the 3 miles of Providence waterfront and nearly one mile of ROW will require strict adherence to the design objectives of the I-195 Old Harbor Plan, a high level of coordination among public agencies, and strong but flexible guidelines for private development. The Plan was developed and refined by a committee representing a variety of points of view: highway engineering, economic development, historic pres

ervation, neighborhood conservation, harbor management, parks, water quality and urban design. The Plan will be implemented in increments, project by project, over a 15-year period by a variety of public agencies and private developers. Highway projects, bridges and bikeways will be designed by engineers; parks by planners and landscape architects; harbor improvements by marine resource planners, economic development advisors and the federal permitting agencies. Development sites will be created and disposed of for private development. Development proposals will be approved by the City Council, City Plan Commission, Rhode Island Statewide Planning, and the Rhode Island Coastal Resources Management Council. In order to implement the I-195 Old Harbor Plan, City and State agencies will need to include its objectives and proposals into existing projects, policies, ordinances and design standards.

Public Agency Adoption. The first step toward coordinating public and private action on the waterfront is official adoption of the Plan. It is recommended that the following agencies review and amend existing policies and plans to incorporate the I-195 Old Harbor Plan:

- City Plan Commission
- City Council
- City Board of Parks Commissioners
- City Redevelopment Agency: Downtown and East Side Renewal Projects
- Rhode Island Coastal Resources Management Council (CRMC): Providence Harbor Special Area Management Plan
- Rhode Island Department of Environmental Management (DEM)
- Rhode Island Department of Transportation (RIDOT)
- Statewide Planning: State Recreation Plan and Long-range Transportation Plan

The City Plan Commission and CRMC would then amend or adopt Development Controls and Design Criteria to guide private development on the waterfront.

The Providence Redevelopment Agency (PRA) would amend the boundaries of the East Side Renewal Project to include the I-195 ROW. A Renewal Plan would be developed and adopted, identifying areas for public site improvements and areas for land acquisition and disposition. The Redevelopment Agency might act as the land agent for the Plan, acquiring through transfer from other public agencies, trading with private owners, and consolidating development sites for disposition according to the Renewal Plan.

Management of the development of renewal sites involving long-term leasing and private-public development of public access may be the jurisdiction of the PRA or of a new special agency. Management and coordination are discussed in Section 2, below.

Interim Public Action Controls. The preparation, review and adoption of new development controls, design criteria, and renewal plans as well as negotiating land transfers will take time. Meanwhile, the integrity of the Old Harbor Plan could be jeopardized by premature development whether in the wrong place, the wrong scale, or the wrong use. An interim measure is needed to forestall inappropriate development and to guide prospective developers according to the objectives of the Old Harbor Plan.

It is recommended that the Providence City Council adopt a resolution requiring that all proposed development in the Old Harbor Study Area be submitted for review by the Plan Commission for compatibility with the Old Harbor Plan proposals. Until the interim mechanism of development control is established, a moratorium should be imposed on all zoning amendments and building permits and on the sale or lease of public land within the study area. Similarly, during this period, no streets should be abandoned and no State or City land or rights-of-way be sold or leased.

I-195/Old Harbor Plan Public Workshop. An informal workshop was held on September 12 and 13 at the 1992 Waterfront Festival held on Providence's waterfront at India Point Park. A tent containing a 4' x 12' model, artists' renderings, and a large colored plan was visited by over 2,000 people during the two day event. The supply of 500 pamphlets and questionnaires ran out early on Sunday. The response to the proposed project was overwhelmingly positive. A list of most frequent comments made and questions asked is included in the appendix.

## 2. Implementation Strategy

### THE BALTIMORE MODEL

Seven million people visited Baltimore's Inner Harbor in 1990 and spent over \$800 million. The initial \$55 million invested in land acquisition and site improvements now generates approximately \$30 million annually in tax revenues and has created 30,000 new jobs. What made this success story happen and why is the Baltimore story relevant to Providence?

Like Providence, Baltimore had abandoned its historic inner harbor when it was threatened by a major highway project in 1964. The harbor contained remnants of old wharves, an obsolete historic power plant, and an 1812 monument that was later relocated. A convention center was on the drawing boards, an adjacent boulevard required extension to connect opposite sides of the harbor, land had to be acquired, and funding needed to be secured.

Construction, well underway by 1971, was made possible by a series of actions well coordinated by the Greater Baltimore Committee (similar to the Providence Foundation).

- Project Management

The Charles Center-Inner Harbor Management, Inc., a private, non-profit corporation was formed in 1965, to provide management for the City's downtown redevelopment projects. This made available to the City the skills and experience that are required for large commercial developments, but which are not normally found in civil service ranks.

A contract was executed between this corporation and the Mayor and City Council, providing for the corporation to manage the planning and execution of the Charles Center and Inner Harbor projects, under the direction of the City's Commissioner of Housing and Community Development. All activities that a City renewal agency would normally perform in a project are either performed by the corporation, or coordinated by it -- under the direction of the Commissioner.

The City government--acting through the Mayor and the Commissioner of Housing and Community Development--establishes the policies under which the corporation conducts its activities. Meanwhile, the corporation also provides a mechanism through which the business community can become involved with the execution of projects, and the corporation's unique management arrangement with the City enables it to occupy a third-party role when appropriate; i.e. in addition to representing the City in dealing with developers, it can also represent developers in dealing with the City--when that is the way to achieve a mutually desirable result. This is the unique feature of Baltimore's downtown redevelopment project, which is not present in any other city. It has been indispensable to the corporation's success in attracting developers and enabling them to achieve the City's objectives.

- Funding

Baltimore started the project with an initial front-end investment of \$17 million together with \$35 million of federal funds. Over the years, federal funds have grown to \$155 million and private investment to \$1.5 billion in development.

- Public Attractions

Early commitment to construct key public attractions and improvements including the aquarium, the World Trade Center Building, the reconstruction of the clipper ship, Pride of Baltimore, parking garages, and Science Center was fundamental to the attraction of developers and visitors.

- Public Support

Development of long-term public and political support: in a 20-year period eleven bond issues were passed by substantial margins.

## MANAGEMENT OPTIONS FOR THE I-195 OLD HARBOR PLAN

Like Baltimore, the City will need a permanent, funded management organization to oversee and coordinate, negotiate and lobby for the Plan over the next 15 years.

One option would be to use the existing authority and jurisdiction of the Providence Redevelopment Agency (PRA). This option has the advantage of relying on an established agency with bonding power and a 30-year track record of redevelopment projects. PRA experience in redevelopment has been limited by statute to acquisition, clearance and disposition according to a renewal plan. In addition, the PRA must serve the disparate interests of city neighborhoods, rather than maintain a single focus. In contrast, implementation of the Old Harbor Plan will require experience in property management, long-term leasing, and a single focus of energy and commitment over a long period of development.

A second option would be the creation of a special commission to oversee, seek funding for, and approve all public and private developments within its district, like the Capital Center Commission. The advantage to this option of management is its single purpose, and special regulatory powers. Enabling legislation permits the Capital Center Commission to adopt design criteria for private construction and to require that private developers provide public amenities according to the Capital Center Plan such as the riverwalks. In addition, the Capital Center Commission may establish a Benefit Assessment District with the approval of the majority of property owners. Benefit Assessment would enable the Commission to raise money for development and maintenance of planned public improvements. The Commission currently relies on the City Redevelopment Agency for financing.

A third option would be adoption of a Tax Increment Financing District for the study areas and designation of a new board or commission to administer the plan. Administrative powers include adoption of development and design criteria, property management, and financing as well as the traditional redevelopment tools of acquisition, clearance, and disposition. This option would permit the single focus and management flexibility required in overseeing the long-term development of the Old Harbor. It would also include the means to finance necessary public improvements.

The City Administration has consolidated its three planning units, Department of Planning and Urban Development, Mayor's Office of Community Development and Office of Economic Development, into one agency under a Director of Development. It may be that this reorganization can be dovetailed with the management needs of the Old Harbor Plan and the management and financing tool of the TIF legislation. The result could be an administrative board for the Old Harbor Project that brings professionalism, energy and vision to the tasks of planning and design, contract negotiation, property management and promotion of the Providence waterfront.

A fourth option is creation of a quasi-public (non-profit) development corporation for the I-195 Old Harbor Plan. Operating under the policy direction of the local government, a non-profit development corporation can maintain a single focus on the project objectives and can assume an objective, third-party role in negotiations between local officials and private developers and between officials of different public agencies with an interest in the waterfront.

This model of quasi-public corporation has been very successful in Baltimore. The Charles Center-Inner Harbor Management Inc. helps plan, negotiate, hold design and development competitions, and dispose of property under a contract with the City Redevelopment Agency. City control is administrative and budgetary. The Director of the development corporation answers to the Director of the Redevelopment Agency, who answers to the Mayor. Public policy and procedures are set by the Redevelopment Agency, which must respond to issues raised by abutting neighborhoods and public agencies. The cost of the Corporation's operations appears as a lump sum in the Redevelopment Agency's budget; the City reimburses the Corporation on a monthly billing schedule. Certain shoreline income from profits from the City Marina and ground rents are credited against the Corporation's budget.

The Inner Harbor Program is similar in scope to the Providence Old Harbor Plan. Renewal activity covers 240 acres of waterfront surrounding the harbor basin where the City originated. Mixed-use development was planned over a 30-year period in three phases, beginning in 1966 with Inner Harbor Project I. New piers, bulkhead, shoreline parks and promenades were the public improvements for Phase I, costing \$35 million in Federal Grants and \$17 million in two City bond issues. Phase II has produced the waterfront's tourist center. Harborplace, a \$22 million marketplace built by the Rouse Company. Subsidized and market housing, including an urban homesteading area are under construction in Phase II, as well as a new Harbor Campus for the Community College of Baltimore. Old warehouses and a former power plant are being redeveloped for commercial use and museum use by private investors under the guidance of the Inner Harbor Development Corporation.

Coordination and 'fine tuning' of private and public projects by this one waterfront agency has yielded a successful redevelopment in many terms: city revenues, attraction of people to the waterfront and onto the water, variety of housing and land uses, and a high standard of architectural design. Too often, grand redevelopment plans stretch public finances and determination so thin that the resulting buildings and improvements are lack-luster and indifferently maintained. The advantage of the waterfront development corporation as project overseer is its ability to negotiate with private developers to exact the best possible design and maintenance agreements in return for the opportunity to develop on the waterfront.

#### RECOMMENDED MANAGEMENT STRUCTURE

To implement the I-195 Old Harbor Plan, it is recommended that the City of Providence follow the model of Baltimore's non-profit development corporation using the administrative and financing powers of TIF legislation. The requirements of complex and long-term management cannot be met by creating a city position of Old Harbor Coordinator within an existing City agency having multi-faceted priorities and projects. Both the Baltimore model and the TIF District would provide the means to create a professional staff for the single purpose of managing and promoting the Old Harbor Plan through a public/private partnership over the next fifteen years.

As soon as the I-195 Old Harbor Plan is adopted, the City of Providence should take the following steps:

- Create a Providence Old Harbor Management Corporation. Its responsibilities would include detailed planning, securing and coordination of funding, land acquisition, construction management, promotion, and management of and programming for the Old Harbor District.
- Implement bond issues through the existing mechanism of the Old Harbor TIF District to front end the cost of parking garages and key public attractions such as a museum ship and the Childrens' Museum. Bond retirement costs could be funded by levying development assessment and district assessment fees.
- Coordinate with the Department of Economic Development (DED) to fund the proposed Rhode Island Marine Science Center and Aquarium.
- Begin the land acquisition process.
- Develop a public relations program.
- Identify potential developers. Begin negotiations with carefully selected developers.

The Old Harbor Management Corporation, once established, could prove an effective (as in Baltimore) arm to implement other city wide plans as they develop.

The Corporation could provide coordination continuity by being involved in this RIDOT project through construction to ribbon-cutting. The vehicle to facilitate this participation could be the continuation of the Capital Center Project Construction Management Team, which has proven effective in the construction of the Capital Center and River Relocation Projects.

### 3. Land Acquisition Policy

The ROW prior to the planning of I-195 generally consisted of rectangular city blocks subdivided into an orderly arrangement of rectangular lots. Full blocks were not acquired when land was assembled for the highway, instead diagonal paths with jagged edges were cut through the blocks. This resulted in remnants of triangular and oddly shaped pieces of lots along the partially remaining perimeter of the former blocks. This condition occurs as a problem only with the 24 acres of ROW stretching between the Providence River and Interstate 95 to the west.

The plan, endorsed by the City, would require some assemblage of residual land beyond the vacated highway right-of-way. Without this assemblage and creation of logical development parcels, the following negative consequences would result.

- The value of the right-of-way would be reduced and the return to help pay for transportation improvements would also be reduced.
- Redevelopment would be piecemeal and inefficient in its use of land, and result in access, esthetic and functional conflicts and incompatibilities in adjacent land uses.
- The ultimate development potential would be stunted by the fragmentation, thereby reducing the ultimate amount of floor space, goods and services, employment, payroll and tax base below that could be achieved by a more comprehensive and coordinated plan.

The overall public and private redevelopment benefits can be far greater than the sum of individual projects by having an overall plan and process.

The full development potential and hence value of the 24 acre ROW will not be achieved unless adjustments are made to the adjacent 13 properties that total 9.4 acres in area. These adjustments would require some combination of the following actions:

- Acquisition (partial and/or full)
- Adjustment of property line geometry
- Land swap for property elsewhere in the ROW
- Investment of land as equity in a larger development scheme

In summary, there are two issues related to land acquisition in need of resolution:

- How to acquire the ROW land for incorporation into the development proposed for the area as defined by adopted plans.
- How to implement adjustments to the thirteen adjacent properties.

On the first issue, the City, State, and Providence Foundation, together with legal counsel, should assess all options available. Investigate comparable projects in other cities: for example Boston's Central Artery Project. Explore the FHWA's program for property disposition and acquisition. Whatever the means, what is crucial is that all the ROW is brought under the control of the public agency responsible for its ultimate development.

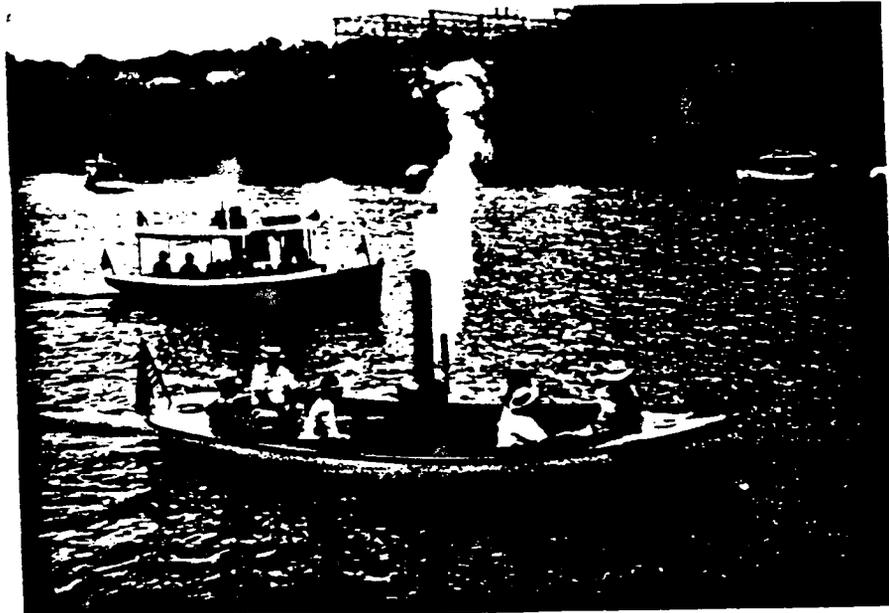
On the second issue, the public agency responsible for development should have the funds and authority to make whatever "adjustments" are considered necessary to implement the Adopted I-195 Old Harbor Plan.

#### 4. Detailed Planning

The I-195 Old Harbor Plan offers conceptual plans for river and access improvements, linear parks, economic development and transportation. Since public improvements are essential to the implementation of the Plan, detailed planning will be required for each phase of construction. Many of these improvements may become components of the I-195 Project and will be designed as part of the project. Those not included, such as water taxi landings, Quay Port Town Square, Custom House Park, and others will also require more detailed planning.

A streetscape plan for "front" and "back" door streets spelling out landscaping, pavement types, lighting fixtures, benches, and waste receptacles must be developed. Such a plan would provide a unifying character to the various development districts. It would define requirements to which developers must comply.

The conceptual development and zoning guidelines contained in the Old Harbor Plan should be ordered, refined, and incorporated into overlay zones for all development districts.



Steamboat Festival 1992: Pawtucket, Rhode Island

## Part VIII APPENDICES