

7

IMPLEMENTATION

Adoption of this Plan is an important first step in outlining the future of Eisenhower East , as the Plan provides a vision that reflects the aspirations of the City, the broader community and the immediate stakeholders. However, the mere presence of a planning document and the existence of a significant market opportunity for the development of commercial and residential space at Eisenhower East do not by themselves guarantee that the program will be successfully implemented.

Recent history overwhelmingly reflects the fact that urban development is an extremely complex process, and one that is continuously buffeted by risk and uncertainty brought about in large part by a dynamic economy that is changing at an ever-accelerating rate of speed. These issues are magnified here as well by the scale of the proposed development – its sheer scale raises planning concerns that would not otherwise surface with a smaller project, and the likely length of absorption virtually guarantees that there will be a need to make numerous adjustments to the Plan before it is completed.

Given the scale of the undertaking and the dynamics of the marketplace, successful implementation of the Eisenhower East Plan will almost certainly require the continuous and extensive involvement of the City of Alexandria in order to maintain the integrity of the longer term vision that has been established, and exercise the

necessary leadership to ensure that both private and public actions taken remain consistent with the broader goals and objectives for the neighborhood.

Moreover, if recent experience in comparable development contexts is any guide, this leadership, of necessity, will have to be proactive in nature rather than the more passive role that would limit involvement to regulatory and administrative procedures. To this end, identified below are a number of elements that need to be considered in the formulation of a detailed approach to implementing the Eisenhower East Plan.

With the length of time involved in taking a project from initial conceptualization to actual completion, it is absolutely paramount that the development process be fair, reasonable and completely understandable. Developers need to know the rules of the game and the acceptable development parameters. Such communication shortens the processing time, reduces risk and helps developers obtain necessary financing.

Moreover, to the degree that the plan and plan-approval process are stable, there is greater certainty for both sides about land values, development rates and future financial returns for both the public and private sectors, factors that are key to financial planning.

It is increasingly recognized that rigid zoning ordinances are often detriments to the successful design and execution of larger mixed use

developments—particularly multi-phase projects, where there will be an extensive time lapse between initial planning and zoning and actual execution. In such contexts, the developer needs the flexibility to respond to changing market conditions, provided that overall goals and objectives for the Eisenhower East planning district are realized.

PROACTIVE LEADERSHIP

Given the number of stakeholders, the range and magnitude of their concerns, and the likely length of the build-out of Eisenhower East, it is recommended that the City take a proactive role in directing and implementing the Eisenhower East Plan. This involvement can be structured in a number of different ways, including:

- Utilize an existing City Department as the primary point of contact and management entity, with designated staff focused primarily on the Plan implementation;
- Support the role of the City with assistance from existing organizations, such as the Eisenhower Partnership, building their capacity to take on a more active leadership role; and/or
- Establish a public/private partnership, including City officials, community representatives and property owners, to provide on-going leadership at the local level.

Whether working within the existing City structure, with existing organizations, through a public/private partnership, or combination thereof, the City needs to take a strong role particularly during the transition period from plan to implementation.

It is important that a leader or lead agency be designated—one who has experience in, understanding of, and appreciation for urban centers. This individual/agency could “champion” Eisenhower East and effectively manage the many facets of a quality urban development.

The public/private partnership approach is one way to bring together all of the stakeholders with interest in the successful implementation of the Plan. An example of such an organization is the Ballston Partnership that was formed to assist in the implementation of new development around the Ballston transit station in Arlington County.

The Ballston Partnership represents an alliance of developers, businesses, residents and local officials that advocate and market the Ballston area. The model that may be considered for such an organization in Alexandria may be that of a special tax district; which in this region, Arlington is establishing in Rosslyn, and has already been established in Maryland and Washington, DC.

Implementation Efforts

Realizing the successful implementation of the Eisenhower East Plan will require proactive efforts in the following:

- Preparing a block-by-block development plan with specific guidelines to ensure new construction that reflects the vision of this Plan;
- Modifying the current zoning to reflect a flexible performance-based approach to development;
- Establishing a strategy to coordinate and phase development to ensure appropriate development phasing over time;
- Working in concert with the private sector on a coordinated retail strategy to ensure the development and marketing of a successful retail center, with a desirable synergy of use and activities;
- Adopting detailed design guidelines for new construction that reflect the stated architectural principles;
- Establishing a design review board with members of the design profession to review new development projects in accordance with the design guidelines;
- Facilitating the adjustments in property boundaries to realize the street network and block development areas outlined in the Plan;
- Structuring a comprehensive approach for the funding of the improvements that benefit the district as a whole;
- Coordinating and implementing the roadway network and other infrastructure and services, including the development of pro-rata shares for specific portions of the improvements;
- Coordinating the development of detailed designs for the public open spaces, and implementation of the parks and open space program including the methodology for funding the program through development assessments;
- Implementing a fair-share Affordable Housing Program;
- Working with the City's Capital Improvement Program and developing other funding sources for the implementation of the "public" improvements in Eisenhower East; and
- Developing and managing the district-wide Transportation Management Program.

As many of the benefits of public investment in Eisenhower East are to be local in nature, consideration should be given to creating a funding mechanism that equitably shares the cost of providing the necessary infrastructure among the various beneficiaries. The City may want to consider an organization that is self-funding and has the ability to raise funds. This type of program could fund the required infrastructure and amenities through some form of financing that shares the burden between the City, Eisenhower East property owners, developers, residents and businesses. A common form of financing public improvements that should be considered is through locally devised Special Tax Districts.

Special Tax District Funding

In order to fund the necessary public infrastructure that will enable the creation of a viable, quality urban environment with transit oriented development in the Eisenhower East area, the creation of a special district to raise funds to finance infrastructure improvements may be the best way for the City's vision of this area to be fully achieved.

It is clear that the costs of the desired infrastructure, when compared to that able to be provided directly by new development, or by the City's Capital Improvement Program, will leave a significant funding gap. A special tax district offers tools to help narrow the funding gap.

I M P L E M E N T A T I O N

In addition, because of diverse land ownership, development does not always occur in a coordinated fashion. A special district can also provide a mechanism to fund needed infrastructure between two nearby but non-adjacent development projects.

The Eisenhower East area will require an improved grid street system, additional and enhanced streetscape, an extension of the Metro platform to the north side of Eisenhower Avenue, new public parking structures, as well as the acquisition and development of additional open space. In addition, enhanced public services (above and beyond those normally provided by the City) could be funded, such as transit shuttle services and other enhancements that are typically provided by many business improvement districts in the United States.

While the boundaries of such a district will need to be determined, the core of a district would likely be defined by those projects that would significantly benefit from the planned infrastructure improvements such as the Mill Race project; the U.S. Patent and Trademark Office project; as well as the area bounded by Holland Lane, Telegraph Road, Duke Street, and the Capital Beltway.

It should be noted that the approval of the Mill Race project included a provision for a special tax district.

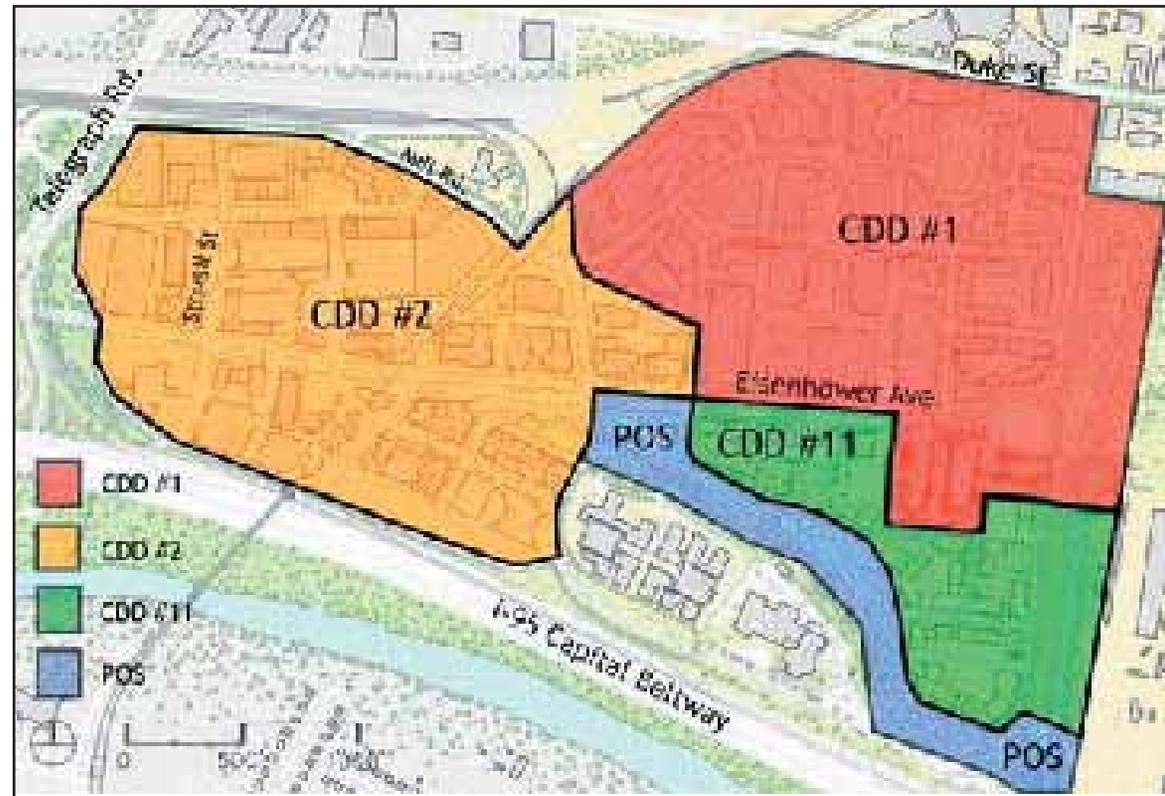


Figure 7-1 Proposed Zoning Changes

Development Controls

The implementation of the Eisenhower East Plan necessitates the following changes to the CDD zoning text and mapping (See Figure 7-1, Proposed Zoning Changes):

CDD 2:

Amend mapping to include Blocks 16, 20 and 23 and to delete Blocks 22, 24 and 25A

New CDD 11:

Create a new CDD 11 to include the mapping of Blocks 24, 25A, 26, 27, 28, 29 and 30

POS:

Amend mapping to include all of Blocks 22 and 31 as public open space (POS)

Both CDD 2 and CDD 11:

Zoning text to include the development controls for each development block, as delineated in Figure 4-8, as follows:

- Allowable gross floor area (AGFA)
- Building heights, to include maximum height of the building base and the suggested locations and maximum height of tower buildings
- Size of public open spaces
- Principal use
- Required location for ground-level retail use

Specific provision to be included in the text to note that development figures reflect the transfer of density for the entire site to a smaller net development area, prohibiting development on any portion of the property delineated in the Plan for public open space or roadways.

Design Guidelines

Develop detailed block-by-block design guidelines to ensure the implementation of the desired urban form, retail streetscape and building articulation compatible with the architectural principles outlined in the Plan. These design guidelines should then be adopted by the Planning Commission and used in the design review of individual building projects.

Design Review Board

Establish a Design Review Board to review and approve the construction of all new private development in the areas outside the approved Carlyle CDD area, in accordance with the design guidelines of this Plan or adopted pursuant to this Plan.

The Design Review Board should consist of the following members:

- Local Architect
- City Planning and Zoning Director
- Non-resident Architect/Urban designer

- Citizen with demonstrated expertise in design and architectural issues
- Other

Retail Strategy

The development of Eisenhower East envisions the creation of a vibrant, successful retail/entertainment center as an integral part of the new community. To ensure success reflective of the Plan, it is imperative that the City work in a cooperative, coordinated manner with the private sector and the property owners to develop a strategy and bring the envisioned retail center to reality.

The relocation of Mandeville Lane, approximately 80 feet to the north, and the introduction of retail along the face of Hoffman Building One is an important element to balance the stand-off security needs of the Department of Defense tenants with the creation of a lively retail/entertainment center.

Land Adjustments

City needs to take a leadership position and facilitate the following adjustments in land ownership in order to facilitate the development as proposed in the Eisenhower East Plan:

- Boundary between the American Trucking Association (Blocks 19 and 20) and Hoffman properties (Blocks 11 and 12)

- Alexandria Sanitation Authority land – split incorporation into the block primarily owned by Carlyle Development (Block P, Carlyle) and land owned by Virginia Concrete (Blocks 26 and 28)
- Ultimate vacation of Hooff’s Run Road – split between the property owned by Carlyle Development and that owned by Hoffman (Blocks 25A and 25B)
- Disposition of land associated with reconfiguration of the circle at Eisenhower Avenue and Holland Lane
- Rights from JPI to extend Elizabeth Lane over the RPA to connect into the JPI entrance at Mill Road (Block 21)
- Acquisition of right-of-way from ATA for Southern Street (Block 20)
- Work with WMATA on land adjustments to implement development around Metro station

Roadway System

The development of the major street infrastructure will require determining the equitable or fair share funding of the improvements. This implementation element of the Plan has identified the following roadways as streets that effectively serve all properties within Eisenhower East:

- Eisenhower Avenue
- Southern Street
- Mill Road

- John Carlyle Street (south of Eisenhower Avenue to the public square)
- Elizabeth Lane Extension (Mill Road to Eisenhower Avenue)
- Park Road
- Metro Station Road on the east side of the Metro Station
- Reconfiguration of the traffic circle at Holland Lane

The above roads should be implemented by the City and funded by both the public and the private sector with a determination of the appropriate fair-share contribution of each of the property owners or developers. These improvements will need to be further prioritized and coordinated with the implementation of planned private development.

The following streets have been identified as serving more than one development project or property ownership within Eisenhower East:

- Holland Lane (extension south of Eisenhower Avenue)
- Road around John Carlyle Square

The above roads should be implemented by the City and funded at a defined ratio by the private sector with a determination of the fair-share contribution of each of the abutting property owners or developers benefiting from the roadways.

All other streets and the attendant streetscapes generally serve and benefit one development and the cost of implementation of the improvements should be borne by the adjoining or encompassing property owner/developer.

Development Phasing

The success of Eisenhower East is predicated on a mix of land uses constructed over a period of time to meet the market absorption to create a dynamic neighborhood, encourage the use of transit, and mitigate the potential negative traffic impacts. The private sector must build in a coordinated, planned manner to ensure a general balance of uses. The development phasing should not be left merely to the whims of the current market or available financing. The Plan identifies a primary use and the allowable maximum amount of development for each block.

The intent is to provide some degree of flexibility in the location of primary uses (office and residential) within each CDD zone. Working with the City Department of Planning and Zoning is important in order to monitor the emerging development pattern and make prudent shifts in land use locations as needed, including the exploration of appropriate measures to be undertaken if the desired balance is not being achieved.

In addition, the street and utility infrastructure must be coordinated to serve the private development and the general needs of the City.

The following street and streetscape, open space, and transit improvement phasing has been established for initial planning purposes. However, the City should work closely to refine the phasing as the construction of private sector development proceeds.

Short Term Improvements (2005 – 2010)

- Streets and Streetscapes
 - o Eisenhower Avenue (completion of the improvements to be coordinated with the completion of the new Mill Road ramps to the Capital Beltway) and conversion of the traffic circle to a “T” intersection
 - o Mill Road (south of Eisenhower Avenue)
 - o John Carlyle Street Extended (between Eisenhower Avenue and the public square)
- Parks and Open Space
 - o Portion of the park along Eisenhower Avenue, west of Mill Road

Mid-Term Improvements (2010 – 2015)

- Streets and Streetscapes
 - o Road around Carlyle Square South
 - o Metro Station Road
 - o Holland Lane Extended
- Parks and Open Space
 - o Public squares adjoining development projects

- Transit
 - o Extension of the Metro Station platform and construction of north entrance
 - o Reconfiguration of Bus facilities at Metro Station

Long Term Improvements 2015 – 2020

- Streets and Streetscapes
 - o Southern Street
 - o Elizabeth Lane Extended
 - o Park Road
- Parks and Open Space
 - o RPA and adjoining City park area

Infrastructure Improvements

As new development and road construction is undertaken, it may be necessary to improve some of the area’s infrastructure systems and facilities. The area includes major storm water and sanitary sewer facilities that serve not only the Eisenhower East area but also major segments of the City.

The City’s Capital Improvement Program includes funds for some of the major infrastructure; however, significant funding will clearly be required, through an equitable or fair-share funding of the improvements, to accommodate the uses anticipated within Eisenhower East or the rerouting and upgrading to accommodate a new development pattern.

Parks & Recreation

The Eisenhower East parks and open space program is predicated upon a comprehensive system of urban spaces, parks, and conservation areas that are adequately sized and properly located to serve the neighborhood and the City. Explicit in this approach is for the City to create an implementation program to develop detailed designs for the public spaces, acquire the land for public use and develop the parks.

In calculating the allowable gross floor area for the development of each property, the amount of allowable building space was transferred from the gross site area to the net site area, essentially concentrating all of the land value into the smaller net development site area so that the open space has little monetary value, except as open space. In the acquisition and development of the majority of the open spaces, the property owners are the immediate beneficiaries as value-added to their project and must, therefore, provide the majority of the funding.

Development of the public parks and open space within Eisenhower East will need to be further prioritized and coordinated with the implementation of planned private development. The implementation program should include the determination of the appropriate fair-share contribution of each of the property owners or developers.

Capital Improvements Program (CIP)

The City of Alexandria has a six-year CIP that is updated annually and which seeks to establish the City's capital priorities within available financial resources. The CIP includes such elements as:

- Transit facilities;
- Land for public buildings and facilities;
- Parks/open space/plazas;
- Streets and sidewalks; and
- Other infrastructure.

Through its annual allocation process, the CIP considers the phasing schedule issues for large capital improvement projects, such as the public elements of Eisenhower East. Coordination of the private sector development with the public infrastructure is an important component in the development of the phasing schedule.

Transportation Management District

The Eisenhower East Plan calls for the creation of a district-wide Transportation Management Program. The management program would include annexation of existing individual TMPs into the district program, the collection of fees, coordination and funding of shuttle transit programs through the City's transit system, monitoring of the short term parking, management

of the transit incentive programs and management and monitoring of the bicycle program.

The Eisenhower East Plan requires continuous monitoring of its transportation systems and parking in order to ensure its capability to provide for a large daytime population of employees and weekend population of a comparable magnitude at a major town center. The services of a local transportation coordinator (likely city staff) should be engaged to provide an integrated approach to the public transit systems, Metro and parking, to ensure public access and convenience.

Of particular significance to the long-term success of Eisenhower East is the provision and management of parking. The pure allocation of required spaces by developers on a project-by-project basis has often proved inadequate and cost-ineffective in urban centers of comparable scale. In this regard, consideration should be given to a program of centrally-managed parking structures to ensure that they are properly located, have common hours and pricing, and are convenient to the short-term needs of the area. Properly conceived and managed shared parking