

# Implementation

# 9

This chapter addresses the rationale supporting the phasing of redevelopment, infrastructure and public benefits, describes each phase of development and the public facilities supporting that phase, the costs and funding options for infrastructure, and the advisory group that will help direct the plan's implementation.

## 9.1. Implementation Approach: Phased Redevelopment, Infrastructure and Public Benefits

This plan recognizes that the current development market, in the region generally and in the Landmark/Van Dorn area specifically, is not strong enough to make redevelopment financially feasible in most cases.

Future redevelopment is supported with major investments in infrastructure and public facilities, including a redesigned Van Dorn Street, increased street connectivity including a new street paralleling Van Dorn Street and improved connections from the Landmark Mall site to redeveloped areas across Duke Street.

This plan also recognizes that the Landmark/Van Dorn area is an important resource of market-rate housing affordable to low and moderate income and workforce households. Between 2000 and 2007, the City lost thousands of units of market-rate affordable housing. It is a goal of this plan to preserve as much existing market-rate affordable housing as possible in order to slow the expected loss of these units as the market improves. To accomplish this goal, the plan does not encourage redevelopment of the existing residential complexes.

Once the nation and region emerge from the current economic downturn, the Landmark/Van Dorn area has good prospects for attracting redevelopment interest. However, the area is not yet a choice location for commercial or residential development. During the initial phase of plan implementation, the City may look for opportunities to encourage a critical mass of initial redevelopment activity, which will act as a catalyst for future redevelopment. This encouragement can take the form of:

- Lowered expectations for developer contributions for on- and off-site improvements, or contributions for off-site facilities;
- Publicly-funded infrastructure;
- Public-private partnerships, such as a tax increment financing or its functional equivalent.

Once a critical mass of development is under way, especially if combined with public investments in planned

infrastructure, the market for redevelopment in the balance of the plan area will improve. The commencement of the redevelopment of Landmark Mall is most likely to be the catalyst event that stimulates demand for additional redevelopment throughout the plan area, but an equivalent amount of redevelopment on other parcels in the plan area could serve the same catalyst function.

As conditions improve, market rents and other factors will begin to support redevelopment that can generate developer contributions toward planned infrastructure, and these, in turn, will reinforce continued improvement in market conditions. This second phase of the plan is called the “Choice Location” phase because it is during this period when Landmark/Van Dorn comes into its own as a preferred location for office and mixed use redevelopment.

The implementation of planned bus rapid transit (or other dedicated transit) lanes in the plan area will further add to the attractiveness of the area for redevelopment. As transit service improvements reduce the need for parking, City expectations for developer contributions, when appropriate, should be high.

This plan has analyzed the market conditions under which development is likely to proceed and the developer-funded contributions that are likely to be financially feasible under those market conditions. The implementation strategy for this plan cannot forecast market conditions, but it can provide expectations for the amount of development in each implementation phase.

## 9.2. The Three Stages

### Phase I – Catalyst

Phase I is triggered by the adoption of this plan and continues until a critical mass of development has begun construction. During this period, development market economics are not likely to support high expectations for developer-provided contributions toward public infrastructure or the City's affordable housing goals and recognition of these economic conditions will be reflected in the City's expectations for developer contributions to public benefits. While this plan envisions that the City will be sensitive to development costs during this phase, it does not expect that the overall quality of the development will be compromised. The City will require projects to meet its standards of high quality construction and urban design, as well as make some level of contribution to public benefit based on the specific project's economics.

### Phase II - Choice Location

This phase is triggered when 300,000 square feet of office space, or 750,000 square feet of mixed-use development, of which no more than 50 percent is residential, has begun construction (over December 2008 levels). Achieving this level of development is a strong signal that the market is capable of supporting continued redevelopment in the plan area.

At the beginning of this phase, the City will begin increasing requirements for developer contributions during rezonings unless it determines that market rents for office space, retail space, and rental housing are not yet sufficient to support continued redevelopment and the increased developer contributions.

The ability of individual projects to generate a specific contributions amount cannot be pre-determined by this plan. Based on 2008 analysis, the City should expect at least \$2.80/sf to \$10.60/sf (1.4 percent to 5.3 percent of 2008 average development costs exclusive of parking) to be available for contributions due to "choice location"

effects. These dollar amounts are all in 2008 dollars and should be annually adjusted for inflation.

This is over and above a minimum contribution to affordable housing, specifically the voluntary affordable housing formula set forth in the Final Report of the Developer Housing Contribution Policy Work Group that was accepted by City Council in June 2005, which ranges from \$1.50 to \$2.00 per square foot of gross floor area and \$4.00 per square foot of increased floor area due to rezoning.

As the area matures as a choice location, and market rents or sales prices increase, the availability of funds for contributions should increase.

### Phase III – Dedicated Transit Line

This phase is triggered when transit service in the area is sufficiently enhanced so that parking can be reduced. Because parking is a major development cost, reductions in parking increase the potential for development projects to contribute to the infrastructure and other public benefits that support this plan.

This phase is fully realized when the planned bus rapid transit routes on Van Dorn Street and Duke Street are operational, but intermediate transit measures can also increase the non-driver modal split for non-residential development and reduce automobile ownership in residential development projects. Therefore, this phase is independent of Phase II, which means, for example, that reduced parking may be possible – and money for developer contributions made available – before Landmark/Van Dorn becomes a "choice location."

The ability of individual projects to generate a specific proffer amount cannot be pre-determined by this plan. Based on 2008 analysis, the City should expect in 2008 dollars at least \$7.90/sf to \$20.40/sf (4 percent to 10 percent of 2008 average development costs, exclusive of parking, and also to be inflation adjusted) to be available when parking requirements can be dropped to 1 space

per unit for multi-family residential and 2 spaces per 1,000 square feet of non-residential space. Development projects may be able to reduce parking prior to the completion of both dedicated transit lanes due to

Incremental transit improvements (such as circulator buses). Partial reductions in needed parking will yield some increase potential for developer contributions.

**Table 9-1  
Cost for Major Transportation Projects**

Project	Length (feet)	New Lanes or (Rebuilt) lanes	Cost with Moderate Utilities	Cost with Many Utilities
Duke Street at grade	2,100	(6) and 2	\$ 14,800,000	\$ 17,600,000
Duke Street at grade with bridge	2,110	(6), 4 and 2	22,500,000	28,100,000
New High Street	4,500	2	16,500,000	18,400,000
Other new grid roadways*	4,000	2	15,400,000	17,100,000
Long term new grid roadways*	8,375	2	30,100,000	33,600,000
Landmark local roadways*	5,000	2	16,800,000	18,900,000
Van Dorn boulevard, north of Pickett	5,250	(6)	48,500,000	54,900,000
Van Dorn boulevard, south of Pickett	1,750	(6)	18,600,000	23,000,000
Van Dorn bridge widening	335	2	not applicable	2,900,000
Multimodal bridge to Metro	1,950	3	not applicable	22,000,000
Total (combination of public and private funding)			\$ 106,100,000	\$149,400,000
Total (*completely privately funded)			\$62,300,000	\$69,500,000

Moderate utilities: overhead and some underground utilities will need to be relocated.

Many utilities: Expensive relocation of gas, cable, telephone or fiber optic. May be utility-related issue.

Van Dorn Street north: moderate utilities assumes project will stay within existing roadway limits between Edsall Road and just north of Stevenson Avenue.

**Notes:**

- Duke Street at grade: 6 lanes west of Van Dorn street, 2 new lanes through new intersection east of Van Dorn Street (not used in totals).
- Duke Street at grade with bridge: Same as at grade, add bridge and approaches (this option used in totals).
- Other new grid roadways: New north-south east of Van Dorn Street, new east-west south of Edsall Road.
- Long term new grid roadways: New grid in existing residential areas not proposed for redevelopment.
- Landmark local roadways: Road network for Landmark Mall site.
- Van Dorn boulevard north: From Pickett Street to north of Duke Street, complete rebuild, three new intersections.
- Van Dorn boulevard south: From Eisenhower Avenue to Pickett Street.
- Van Dorn bridge widening: Additional lane each direction at Duke Street and at Norfolk-Southern rail crossing.
- Multimodal bridge: Eisenhower Avenue to Pickett Street, two lanes with wide multi-use trail.

## 9.3. Infrastructure Phasing and Funding

Parking costs are also directly related to the type of parking (surface, structured, underground); for projects receiving a density increase through rezoning, the City's proffer expectations may increase as parking costs are reduced by type of parking, as well as by number of spaces.

Infrastructure and other public amenities are traditionally funded by the City through financing from the General Fund. In the case of some large facilities, partial funding by the federal government and/or the Commonwealth of Virginia is necessary for construction to move forward.

Private development projects after the Plan's adoption are another source of revenue which can be applied toward the capital facilities recommended by this Plan. Revenue from future development includes developer contributions as well as city capital funds that could be financed by additional tax revenue created by new development projects. The City may establish funds to collect developer contributions for specific purposes (e.g., transportation, open space, sewer, etc).

As detailed throughout this chapter, this Plan recognizes that during the initial phase of redevelopment, there may be very limited opportunities for direct developer contributions toward new infrastructure. While the City will continue to expect dedication of land required for open space and transportation, monetary contributions for construction of off-site infrastructure may not be financially feasible. As redevelopment momentum increases, the City's expectations for developer contributions toward off-site infrastructure and amenities will increase.

Because of its special role as a potential catalyst for broad redevelopment, the City would consider tax increment financing or its functional equivalent for Landmark Mall infrastructure, but only if economics warrant such city financial participation.

The public amenities described in earlier chapters of this plan and summarized in the recommendations section of this chapter include a number of major transportation

improvements; the potential need for additional school capacity; several new open spaces, a community/recreation center, and public art; and the potential need for stormwater facilities and expansion of sewerage capacity.

### Cost estimates

Cost estimates for transportation infrastructure in the Plan are listed below. Both dedicated transit lanes are regional projects; these costs (which are stated in 2008 dollars) include construction of the dedicated lanes within the Plan area. Operating and capital equipment costs are expected to be funded from other sources. The private sector is expected to construct new grid roadways and other local roads within and adjacent to their development projects. Funding improvements to Duke Street, Van Dorn Street, the New High Street bridge, and the multimodal bridge is likely to involve a mix of both private and public funding.

### Revenue estimates

#### Estimate of Net New Tax Revenues

At full maximum build out of 13.5 million square feet of development, the Landmark/Van Dorn area will produce some \$27.2 million in net new real estate tax revenues, and approximately \$7.4 million in other net new local tax revenues for a total net new tax generation of \$34.6 million annually. Setting aside one-third for service expenditures, the fiscal impact or net new tax generation to the City would be \$23.2 million annually at full build out.

Other local taxes are primarily local taxes generated by retail, hotel and other commercial uses.

The above calculations do not deduct any to-be-determined public participation by the City (tax increment financing, direct capital investment, etc.) in any public infrastructure or facility in the Landmark/Van Dorn area, including Landmark Mall. Any such financing would reduce the positive net fiscal impact to the City to a lower dollar amount.

While the net new tax generation is significant, the increase in tax revenue will occur gradually and likely over several decades depending on the economy, market conditions and other factors, such as when Landmark Mall redevelops.

If one assumes a 20-year buildout with 1/20th of the proposed development constructed in each of the 20 years of that time frame, then the total new tax revenues generated annually would be \$1.73 million (i.e., growing to \$17.3 million in 10 years and \$34.6 million in 20 years), less the cost to the City of providing services over that time period. This impact would be less to the degree that the net tax revenues are allocated towards financing infrastructure (such as roads, BRT, bridges, a school, public facilities, etc.) in the Landmark/Van Dorn area.

The net new revenues after deducting City services and School costs would be \$1.1 million annually, or \$11.0 million in 10 years.

If 20% of the \$23.2 million in net new tax revenues, which total \$4.64 million per year, were allocated towards capital financing such as infrastructure for the Landmark/Van Dorn area, then there would be approximately \$93 million (in 2008 dollars) available for capital investments on a cash pay-as-you-go basis over the next twenty years.

If that same \$4.64 million was utilized to issue bonds and repay those bonds (principal and interest) over a 20-year period, then the amount that could be bonded would be \$81.6 million. Bonding would allow capital investments to be front loaded as major elements as redevelopment occurs rather than spread out over a 20-year period.

Any bonds considered for issuance or any cash capital investment made using existing or new tax revenues need to be considered within the context of the City's overall debt policies and debt ratios, as well as within the context of the economic and City budget and capital funding environment at the time these capital financing considerations are undertaken. In any event, there

should be no expectation on the part of private landowners or developers that public funds will be expended for private, on-site improvements.

### Estimate of Potential for Developer Contributions

The potential for developer contributions at each phase of development has been estimated by City's economics consultant as:

**Table 9-2  
Potential for Developer Contributions  
Dollars per Square Foot of Development**

Development Phase	Mixed Use		
	Office	Rental Residential	Condo Residential
Near Term	\$ 0.00	\$ 0.00	\$ 0.00
Choice Location	\$ 10.60	\$ 2.37	\$ 5.49
Choice Location + Transit	\$17.29	\$13.71	\$20.39

If one assumes a 20-year buildout with 1/20th of the proposed development constructed in each of the 20 years of that time frame, with "choice location" beginning in 2014, sufficient transit improvements to begin reducing parking by 2019, and reaching the "choice location plus transit" phase by 2024, the estimated potential for developer contributions would be:

Residential:	\$ 53,900,000
Retail:	\$ 11,600,000
Office and other:	\$ 56,000,000
Total:	<u>\$ 121,500,000</u>

Compared to the costs of the transportation improvements that are expected to be publicly funded, the revenues from both sources (tax revenues and cash developer contribution potential) are:

20% of new tax revenues	up to \$ 93 million
Developer contribution potential	Up to \$ 120 million

**Table 9-3**  
**Summary of Revenue Sources and Infrastructure Costs**

Cost-Revenue Category	Amount
<b>Infrastructure and Amenity Costs</b>	
Transportation (maximum, including \$10 million land acquisition)	\$ 159,400,000
Open Space	16,000,000
<b>Total Costs</b>	<b>\$ 175,000,000</b>
<b>Project-related Revenues, (no bonding assumed)</b>	
20% of new tax revenue	\$93,000,000
Developer contribution potential (90% of estimate)	109,000,000
<b>Total project-related revenue for infrastructure</b>	<b>\$ 202,000,000</b>

The City's goal would be to set aside a sufficient percentage of the increased net tax increment each year so that by the time that 25 percent of the potential increase in development has been completed, the City would have a combination of cash reserves and bond capacity of \$72.5 million. Additional funds necessary to complete the Van Dorn Street dedicated transit lanes within the Plan area and the multimodal bridge could come from state and federal sources, from developer contributions, by minimizing right-of-way needed for the dedicated transit lanes, or by phasing the dedicated transit lanes on Van Dorn street south of Pickett Street to occur at a later date.

## Transportation

This Plan recognizes that the current suburban, auto-oriented transportation network is no longer meeting the needs of the Landmark/Van Dorn area. A transformation to an urban-style grid network that serves all modes of transportation – walking, biking, transit and auto – is necessary to restore the economic vitality of the area, to meet the City's transportation and sustainability goals,

and to improve the quality of life for residents, workers, and visitors.

There are three factors that govern phasing of transportation and development:

- Site access: transportation improvements needed by individual development projects to provide access to their site, or within their site;
- Areawide mobility: transportation improvements that are needed to improve the network's support of all modes of travel; and
- Funding: availability of financial resources to fund the improvements.

As is generally the case, the Plan expects that site access improvements will be borne by the developer. These include the new High Street, the interior streets on the Landmark Mall Site, and the new grid roadways in the plan area. However, public financing of some type may be needed on the Landmark Mall site for infrastructure.

Some improvements in the West End Town Center area, most notably the High Street Bridge over Van Dorn Street and improvements supporting the transit lanes, are both site access improvements as well as areawide mobility improvements. For this reason, as well to address the financial feasibility of the Landmark Mall redevelopment, full funding of the bridge by private development may not be possible. The major decisions about the New High Street Bridge, including whether the preferred (bridge) option will be selected and the funding strategy and responsibility, will be addressed when the mall owners submit a development plan for City review.

It is not necessary for redevelopment on both sides of Duke Street to occur simultaneously for the bridge to be built. An access road from Van Dorn Street can provide temporary access to the south side of the bridge until the BF Saul site redevelops and a new street is built to connect the bridge to Stevenson. However, the bridge option, if selected, provides needed access to the Landmark Mall site and should be determined at the time

of the first major development or CDD rezoning on the Landmark Mall block or the BJ's/Passport block.

Roadway improvements that improve areawide mobility include the reconstruction of Duke Street and Van Dorn Street and the multi-modal bridge. The Duke Street reconstruction will require the participation of the developers of the Landmark Mall and BF Saul sites, which will include dedication of land for the increased right-of-way needed. The proposed Van Dorn Street reconstruction will require dedication of land from adjacent property owners as they redevelop, although the bulk of the funds for this project will be from federal, state and City sources. The Transportation chapter shows the anticipated interim section and implementation strategy for Van Dorn Street.

Areawide mobility will also be significantly improved by the completion of the dedicated transit lanes on Duke Street and Van Dorn Street. These two lanes will enable the area to go from an 18 percent transit commuting share to 27 percent, which in turn allows for reduced parking and other benefits. This Plan envisions continued improvements in transit service as the development permitted in the Plan builds out. To meet the Plan's parking and mode share goals, the Plan recommends construction of the Van Dorn Street dedicated transit lanes and the multimodal bridge on or around the time of construction of 25 percent of the increased development permitted in this Plan. The Alexandria Exclusive Transitway Assessment (the study mentioned in Chapter 5 to determine the feasibility of planned exclusive transitways in the City) will inform the phasing of the dedicated transit lanes.

Table 9-4 on the following page illustrates how increments of development can be paced with the delivery of transportation facilities and services. Each increment in this hypothetical situation includes some development in the West End Town Center and in Pickett Place. It is not possible for this Plan to predict the order in which sites will redevelop, but the table shows the logical order in

which transportation improvements could be delivered to support buildout of these two districts.

Delivery of the transportation improvement recommendations should be made as quickly as possible and no later than indicated in this table. The phasing in this table should not be construed to suggest that accelerated delivery of transportation improvements is undesirable.

New development approved in the plan area should be required to achieve a 20 percent non-driver mode share prior to the completion of the Van Dorn Street dedicated transit line and a 30 percent non-driver mode share after it is completed. For properties adjacent to Duke Street, the 30 percent non-driver mode share requirement begins when either the Van Dorn Street or Duke Street transit line is completed. During the development review process, the applicant will submit for public approval a plan to meet these mode share goals, which will become conditions of approval.

In addition to the traffic studies required with new development applications, the plan recommends that each development project be required to submit supplemental traffic analyses as part of the required traffic impact study to assess the cumulative transportation effect of the development in the planning area. This will help determine if mode share targets are being met, track new trips, and determine what transportation improvements are required to accommodate the proposed development and refine the infrastructure needs and phasing identified in the plan.

As part of the development approval process, applicants must present a transportation management plan identifying strategies to meet transit mode share goals. These plans will be regularly monitored and adjusted to meet goals if the target transit shares identified are not met.

The City is reviewing options for revising the TMP ordinance and establishing transportation management districts. When these issues are resolved, the Landmark/Van Dorn area is an excellent candidate for

**Table 9-4  
Increments of Development and New Infrastructure and Service Elements**

Development Increment	Proposed Infrastructure and Service Elements
<p>Development along Pickett Street east of Van Dorn and first phase of Landmark Mall redevelopment (or approximately 25% of Plan increased development potential).</p>	<p><b>Duke Street Improvements:</b></p> <ul style="list-style-type: none"> <li>• Upgrade Walker Street intersection.</li> <li>• Remove flyover.</li> <li>• New intersection between Van Dorn and Walker.</li> </ul> <p><b>Van Dorn Street Improvements:</b></p> <ul style="list-style-type: none"> <li>• Transit lanes (Eisenhower Avenue to north of Duke Street).</li> </ul> <p><b>Grid Roadway System Improvements:</b></p> <ul style="list-style-type: none"> <li>• Pickett Place Main Street.</li> <li>• Other grid roadways.</li> </ul> <p><b>Transit Service Improvements:</b></p> <ul style="list-style-type: none"> <li>• Expanded bus transfer facility at West End.</li> <li>• Circulator service with stop at Van Dorn Metro.</li> <li>• Express bus service (predecessor to BRT/LRT).</li> </ul> <p><b>Progress Toward Multimodal Bridge:</b></p> <ul style="list-style-type: none"> <li>• Realign Pickett/Edsall intersection.</li> <li>• New intersection on Pickett Street.</li> <li>• Completion of bridge.</li> </ul>
<p>Development of either BJ's site and adjacent sites south of Stevenson Avenue, and Phase II of Mall redevelopment (or, with previous increment, approximately 50% of Plan increased development potential).</p>	<p><b>Duke Street Improvements</b></p> <ul style="list-style-type: none"> <li>• Transit lanes.</li> <li>• New intersection east of Van Dorn Street.</li> <li>• New High Street bridge over Duke Street.</li> </ul> <p><b>Grid Roadway System Improvements:</b></p> <ul style="list-style-type: none"> <li>• Other grid roadways.</li> </ul> <p><b>Transit Service Improvements:</b></p> <ul style="list-style-type: none"> <li>• Upgrade express and local service.</li> </ul>
<p>90% of full redevelopment.</p>	<p><b>Grid Roadway System Improvements:</b> Complete grid roadways.</p> <p><b>Transit Service Improvements:</b></p> <ul style="list-style-type: none"> <li>• Full Van Dorn LRT/BRT service including outside Plan area.</li> <li>• Full Duke Street LRT/BRT service including outside Plan area.</li> </ul>

a transportation management district, and development approvals should require participation in the district once it is formed.

During Phase I (the catalyst phase) of this Plan, structured parking is permitted under certain circumstances. The Development Guidelines chapter provides the conditions under which structured parking may be permitted. Parking structures count against a development project's overall FAR.

## Schools

Enrollment increases over the last two years have put pressure on Alexandria City Public Schools, particularly at the elementary school level. If enrollment increases continue, there may be a need for additional classroom capacity to accommodate students from new development in the Plan area. Although future residential development in the Landmark/Van Dorn Plan is of a type that currently generates few elementary school students on a per-unit basis, the total development potential could increase the need for elementary school space by eight to twelve classrooms, or about 4 elementary students for every 100 units, using current student generation rates.

During the catalyst phase of implementation of the Landmark/Van Dorn plan, private development will have a limited ability to provide contributions to public facilities. In later phases, if ACPS adds elementary school expansions, or a new elementary school, to the capital improvements program in order to serve development in the Landmark/Van Dorn area, then requesting a pro-rata share of capacity costs as developer contributions and allocating those funds for school facilities is appropriate.

With regard to additional sites for school facilities, the Landmark/Van Dorn planning area has few obvious options that meet the traditional criteria for a new public school. Over the life of this Plan, Alexandria City Public Schools' school site requirements may evolve as the City, and the West End, becomes more urban. If so, one

or more sites within the Plan area may become suitable for a school or a school use. As the City reviews development applications for major parcels in the area, this Plan recommends that Alexandria City Public Schools be involved in evaluating the potential for that project to include a school site or contribute to school facilities.

The Plan is not encouraging the redevelopment of the EOS21 apartment complex. Over the long term, if redevelopment of this complex moves forward, it could potentially provide land for public uses.

## Sanitary Sewers

This plan recognizes that sufficient long-term sanitary sewer capacity does not exist to accommodate the projected redevelopment. Preliminary analyses have indicated that there is insufficient capacity in the local sanitary collection system, the Holmes Run Trunk Sewer (HRTS) conveyance system and treatment capacity at the wastewater treatment plant (WWTP). The City is currently evaluating improvements and technologies to address these capacity needs. Appropriate solutions have not yet been determined and construction cost estimates are not available. However, these improvements may likely include off-site improvements to the local collection system and the HRTS as well as on-site technologies to reduce flows to the WWTP. Redevelopment projects will be expected to provide improvements as part of the project approvals and/or contribute to improvements that will be implemented by the City. In addition, the City will be evaluating its sanitary sewer connection fee with regard to the level of funding necessary to construct the necessary sanitary sewer improvements. Redevelopment projects will be responsible for paying the connection fee that is in place at the time of the development plan approval.

## Stormwater

During the preparation of the Landmark/Van Dorn plan, several issues within the plan area, including management of stormwater, suggested that additional natural open space is desirable. Opportunities for such space within the plan area are extremely limited, but parcels south of the plan area and adjacent to Backlick Run should be evaluated and considered for the provision

of such open space. There is potential to create natural space in this location that would mitigate the impact of stormwater from the plan area on Backlick Run. The Plan recommends a feasibility study, in cooperation with the US Army Corps of Engineers restoration study currently underway, to examine the feasibility of realigning Backlick Run to mitigate issues of flooding and for the provision of additional stormwater management benefits. This realignment could also allow the construction of high-rise residential development on the northern side of these parcels, unless that land continues to be a Resource Protection Area.



Figure 9-1. Stormwater Management Strategies. This figure illustrates the application of strategies outlined in Table 9-4 on the following page. Color codes in the table show application of appropriate strategies to streets and open spaces.

## Public Safety

Existing and planned fire stations are in close proximity to each end of the Landmark/Van Dorn Street corridor. The closest fire station to the plan area (#208) is located on Paxton Street, less than one-half mile from Landmark Mall. The City has identified a need for a new fire station in the West End of Alexandria and selected a site on Eisenhower Avenue near the Covanta plant. A total of \$9.34 million is budgeted over three years for this project in addition to \$1.95 million in prior year monies.

In addition, the Fire Department is currently engaged in a planning effort that includes reviewing the heights of planned development. The Department of Planning and Zoning is working with the Fire Department's consultant and providing requested information. During the "choice location" and "choice location plus transit" phases of this Plan, developer contributions may be used to help fund Fire Department capital needs.

## Community Center, Open Space and Public Art

### Community Facilities

The Plan recommends that a community/recreation center be provided within the Landmark/Van Dorn Corridor, with the preferred locations being in the West End Town Center and Pickett Place. The Plan recognizes

**Table 9-1**  
**Defining Public Space for Stormwater Management Implementation**

**LINEAR CORRIDORS**

	DESCRIPTION	BEST MANAGEMENT PRACTICES	GENERAL PRECEDENTS
<p><b>MAJOR STREET</b></p> <p><b>EXISTING</b></p>	<p>Serve as the main intra/inter neighborhood travel corridors. They connect secondary traffic routes and provide access to commercial, residential and employment centers.</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Soil Amendments</li> <li>• Bioswales</li> <li>• Bioretention Cells</li> <li>• Conservation Landscaping</li> <li>• Vegetated Filter Strips</li> <li>• Porous Paviers</li> <li>• Permeable Pavements</li> <li>• Stream Daylighting</li> </ul>	
<p><b>MINOR STREET WITH RETAIL USE</b></p> <p><b>PROPOSED</b></p> <p><b>EXISTING</b></p>	<p>Minor Streets with retail uses provide activities that increase pedestrian traffic. The retail use serves an essential function and contributes to the overall neighborhood character.</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Street Tree Continuous Root Zone</li> <li>• Aeration Strip Under Sidewalk</li> <li>• Soil Amendments</li> <li>• Bioretention Cells</li> <li>• Porous Paviers</li> <li>• Permeable Pavements</li> </ul>	
<p><b>MINOR STREET</b></p> <p><b>PROPOSED</b></p> <p><b>EXISTING</b></p>	<p>Minor streets provide access to each parcel of land either directly or through alleys, providing access for productive use of property. Local traffic should be encouraged while cut through traffic should be limited and discouraged</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Street Tree Continuous Root Zone</li> <li>• Aeration Strip Under Sidewalk</li> <li>• Soil Amendments</li> <li>• Bioswales</li> <li>• Bioretention Cells</li> <li>• Conservation Landscaping</li> <li>• Vegetated Filter Strips</li> <li>• Porous Paviers</li> <li>• Permeable Pavements</li> </ul>	 

**NODES**

	DESCRIPTION	BEST MANAGEMENT PRACTICES	GENERAL PRECEDENTS
<p><b>NEIGHBORHOOD PARKS</b></p> 	<p>Large neighborhood open space area for informal/formal active or passive recreational use. Possible amenities could include community gardens, athletic fields, etc.</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Soil Amendments</li> <li>• Bioswales</li> <li>• Bioslopes</li> <li>• Bioretention Cells</li> <li>• Conservation Landscaping</li> <li>• Reforestation</li> <li>• Stormwater Management Pond</li> <li>• Porous Paviers</li> <li>• Permeable Pavements</li> <li>• Pocket Wetlands</li> <li>• Stream Daylighting</li> </ul>	 
<p><b>CONSERVATION LAND</b></p> 	<p>Land protected from development and generally preserved as green/vegetated space. Public use may be limited and the site may serve as a visual greenspace/ landscape buffer to surrounding development</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Soil Amendments</li> <li>• Bioswales</li> <li>• Bioslopes</li> <li>• Bioretention Cells</li> <li>• Conservation Landscaping</li> <li>• Vegetated Filter Strips</li> <li>• Conservation</li> <li>• Reforestation</li> <li>• Stream Daylighting</li> </ul>	
<p><b>URBAN PLAZA</b></p> 	<p>An open area used for gathering in a city. This space often has trees, benches, and can be used for formal or informal events.</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Street Tree Continuous Root Zone</li> <li>• Aeration Strip Under Sidewalk</li> <li>• Soil Amendments</li> <li>• Bioretention Cells</li> <li>• Vegetated Filter Strips</li> <li>• Porous Paviers</li> <li>• Permeable Pavements</li> </ul>	 
<p><b>POCKET PARKS (Not shown)</b></p> <p><i>Number and location to be determined during detailed site design phase</i></p>	<p>Pocket (block) parks are intended to meet the needs of residents or workers within about a tenth of a mile. Pocket parks are less than 20,000 square feet, with no minimum size. No parking is needed. Pocket parks may include such elements as small scale play equipment, public gardens, seating areas, passive open space, landscaped areas, natural features, or trees.</p>	<ul style="list-style-type: none"> <li>• Shade Tree Planting</li> <li>• Street Tree Continuous Root Zone</li> <li>• Aeration Strip Under Sidewalk</li> <li>• Soil Amendments</li> <li>• Bioretention Cells</li> <li>• Conservation Landscaping</li> <li>• Vegetated Filter Strips</li> </ul>	 

the importance of and encourages the establishment of places of worship and health care and wellness facilities as they provide needed and desired community services. Facilities that provide higher education functions should also be considered. Other facilities with regional appeal are also recommended and could include an ice skating rink (if financially feasible), a performing arts theater or other cultural attraction that compliment the mixed use, 18 hour environment envisioned in the plan.

As plans for the redevelopment of the West End Town Center proceed, inclusion of a community or recreation center should be pursued. In addition to meeting community needs, public uses such as a community center add to the vitality of mixed use projects and help reinforce a unique identify for the new development. The City will encourage a developer to agree to provide a community or recreation center within the Town Center by not counting the square footage of the center toward the total FAR of the redevelopment. The City may also consider extending the FAR exemption to other developer-provided facilities that serve a civic function.

## Green Infrastructure

A green infrastructure implementation plan for Landmark/Van Dorn is provided in Table 9-3. It corresponds to the Framework Plan that has been presented in previous chapters of the Plan. Open space related nodes and roadway linear corridors are highlighted and recommended BMP techniques are presented in Table X.

Defining BMP techniques based around the Landmark/Van Dorn corridor offers the opportunity to integrate stormwater management early in the pre-design phase of these sites. This will increase the stormwater functionality and aesthetic benefits of integrated BMP techniques. Detailed site studies on the integration of each BMP would need to be examined on a case by- case basis to ensure functional site compatibility. Implementing complementary BMP techniques is recommended to provide comprehensive stormwater quality treatment and greater quantity detention.

To better manage stormwater and to mitigate flood risk associated with Backlick Run, the option of modifying its alignment in the proximity of Van Dorn Street could be considered during future redevelopment. This may provide an opportunity to reinforce existing connections to Van Dorn Metro and provide a more natural stream alignment and landscape condition in this area. This option requires further study for feasibility and costs. The City will soon begin a study of industrial land uses in the Eisenhower Valley, including the Vulcan and Virginia Paving plant at the southern edge of the plan area. This study will provide information to guide decisions about the future of this parcel. If redevelopment of the industrial uses is pursued, an option to evaluate is the realignment of Backlick Run so that it does not jog north around the Vulcan and Virginia Paving Sites and then south again.

Opportunities to integrate stormwater management ponds should be explored within both the lower and upper drainage areas. It is desirable to integrate these with functional open spaces and parkland as neighborhood amenities.

Techniques can be tailored to suit integration within the existing right-of-way through retrofitting (e.g. Van Dorn Street) and also new Major and Minor Streets and open spaces planned for the study area. Creating multi-functional plazas, parks, and streetscapes will link new urban areas to receiving bodies of water both functionally and aesthetically.

A green network of BMPs can capitalize on newly defined open spaces and land uses to reinforce a neighborhood and district character. Specific spaces can be designed to integrate BMP techniques and contribute to wider neighborhood benefits such as a reduction in heat island effect and opportunities to maximize environmental education benefits for the general public.

## Open Space

The plans for public open spaces in the Landmark/Van Dorn plan area are expected to be realized through the development process. Proximity to well-designed open spaces adds value to private investment and these spaces reinforce a unique sense of place, while serving as an amenity to residents, workers, and visitors.

The City may establish a plan area open space fund to collect developer contributions toward acquisition and development of open space and parks in the Plan area. Expenditures appropriate for funding by these contributions may include parkland that is not likely to be dedicated through the development process, such as Edsall West Park and Pickett Plaza (both approximately one acre). These funds may also be helpful in implementing the New High Street Park or acquisition of land owned by the Northern Virginia Juvenile Detention Home School, if that option is pursued. Acquisition of approximately 3.4 acres of land in the Plan area is estimated to cost \$10 million with design and construction costs estimated at \$6 million in 2008 dollars.

## Public Art

Public art contributes to a sense of place as it is inherently one-of-a-kind. Public art will help the West End Town Center and Pickett Place create an identity that is uniquely Alexandrian, which is among the factors that help ensure continued economic success.

This Plan describes criteria for appropriate locations for public art, and specific locations may be identified during the development process and by the implementation advisory group. When developer contributions are financially feasible, the City should evaluate opportunities for contributions by developers of public art or monetary contributions to the Alexandria Commission for the Arts for public art in the Landmark/Van Dorn plan area.

## 9.4. Affordable Housing Strategy

As noted in Chapter 4, the preservation or replacement of existing assisted and/or market affordable rental units is the primary emphasis of the Landmark/Van Dorn affordable housing strategy, in an effort to maintain the current level of assisted housing and prevent further losses of market affordable housing. Workforce housing is also a desirable element of mixed-income redevelopment, and is a secondary element of the affordable housing strategy, to be achieved only when financially feasible to do so in addition to meeting affordable rental housing goals.

Rental housing units are affordable housing when households earning up to 60 percent of the area's median income can afford the monthly rent and for-sale housing units are affordable when households earning up to the mathematical 80 percent of the area's median income can afford the monthly mortgage payment.

Rental housing is considered workforce housing when households earning up to 80 percent of the area's median income can afford the monthly rent, and for-sale housing is considered workforce housing when households earning up to 120 percent of the area's median income can afford the monthly mortgage payment.

### Phase I – Catalyst

In the catalyst phase, the City would apply the voluntary affordable housing formula set forth in the Final Report of the Developer Housing Contribution Policy Work Group that was accepted by City Council in June 2005. Specifically:

- Commercial: \$1.50 per square foot of gross floor area (gfa)
- Residential
  - Rental: \$1.50 per square foot of gfa
  - For-sale: \$2.00 per square foot of gfa
  - All: \$4.00 per square foot of increased gfa due to rezoning

The City reserves the right to exercise flexibility in the application of the \$4.00 per square foot on the incremental square footage in instances where the applicant demonstrates to the City's satisfaction that the economics of the project will not sustain this level of contribution.

### Phase II - Choice Location

During this phase, the City would capture a portion of the increased ability to contribute to public amenities (based on the expectation of increased sales prices and market rents) by requiring increased housing contributions for additional density provided through rezoning. Such contributions are likely to be requested in the form of units preserved in an existing affordable property, possibly through partnerships with non-profit organizations or other property owners. New, on-site housing would be requested only when such units could be provided in substantial numbers and/or could be deemed replacement units for current affordable units, including public housing units.

All of these rates are subject to being changed to adjust for inflation and/or a change in overall City affordable housing contribution policy

### Phase III – Dedicated Transit Lines

Housing contributions during Phase III would be further increased above the levels achieved during Phase II, and would be used in the same manner as in Phase II.

### Workforce Housing

While the emphasis of the affordable housing strategy for Landmark/Van Dorn will be on the preservation/replacement of existing assisted and/or market affordable rental units, the provision of workforce housing may also be desirable in the context of mixed-income redevelopment. The ability to achieve workforce housing in addition to affordable housing will be addressed on a case-by-case basis.

## **Relationship to Other City Housing Policy Efforts**

The City is about to begin a City is about to undertake a Housing Master Plan, and a new task force is being established to make recommendations on developer contributions. New Citywide requirements resulting from these efforts will specifically address the treatment of housing provisions in the Landmark/Van Dorn and other plans, and may or may not result in changes in the strategy set forth in this plan.

## 9.5. Economic Development and Small Business

With the potential redevelopment of many existing retail areas in Landmark/Van Dorn comes an opportunity to provide a combination of new and enhanced retail businesses to serve current and future residents and workers. A healthy mix of small businesses is important to the vitality and success of the area. Some of these businesses will be allowed as permitted uses under the City's zoning regulations. Others will require a special use permit and will be approved only after going through an extensive public hearing process. Still other uses will be allowed through a hybrid of these two processes, called an administrative special use permit (Admin SUP). These administrative special uses are targeted toward uses that have little or no impact on nearby residential areas and will help enhance existing business areas. Included in these administrative uses are small restaurants. Administrative SUPs are approved by the Director of Planning and Zoning after notice and outreach to neighboring property owners. Another administrative approval being contemplated in this Plan is approval through the development review process. Specific SUP uses identified in a development plan would be pre-approved through the development process and thereafter would not be required to go through a separate SUP approval process. Having an administrative approval process in the Landmark Van Dorn area, whether it be through the Planning and Zoning Director's approval or through the development review and approval process, will provide an important incentive to encourage potential businesses looking to locate or expand in the area.

### Retail Retention Strategy

The redevelopment of Landmark/Van Dorn will add a variety of new retailers to the area, and the area will become a more popular retail destination. Redevelopment can have the effect of displacing longtime locally-owned stores and restaurants – businesses that provide both economic opportunity as well as unique destinations. Based on work conducted for this plan area by a retail consultant, this plan recommends that a retail retention strategy be pursued. When an existing retail center is to be redeveloped, this plan recommends that a portion of

the retail space in the new development be reserved for displaced retailers. During the redevelopment process, the City and the developer will work together through its economic development partnership (AEDP) to identify retailers who are the best candidates for retention and to identify opportunities to temporarily locate the displaced businesses that will ultimately be located in the new space. The temporary space may be within nearby existing retail centers or in new retail space that is not yet leased. As these businesses are relocated into the redeveloped space, initial leasing terms should be comparable to the rates paid by the businesses prior to redevelopment.

### Implementation Advisory Group

While Alexandria has long embraced community-based planning, this Plan – like the Braddock Metro Neighborhood Plan before it – makes the community a partner with the City in implementation. The Plan provides a framework for the future, but many details will need to be worked out with the community following the Plan's adoption. Therefore, the Plan recommends establishing a Landmark/Van Dorn Plan Implementation Advisory Group (IAG) comprised of area residents, local business owners, landowners, and other committed community members who have been active in the planning effort to oversee implementation of the Plan.

The IAG will directly contribute to the Plan's long-term success through their significant participation in prioritizing the list of identified public amenities to promote improvement of the community, and making direct recommendations to the City about spending priorities and public project phasing. The Group's recommendations regarding funding priorities would then make their way through normal City decision-making channels, such as the preparation and consideration of the City's six-year capital improvement program.

The IAG will make certain design-related recommendations, such as determining the desired species of trees, streetscape and park programming, and the design

and placement of public art. To ensure that public amenities are provided, the group will work with City staff to monitor ongoing development. Finally, the IAG will be expected to contribute to the annual progress report made to Council and work with the City government to help fund amenities within the neighborhood through the City's annual capital improvement program (CIP) development process.