



Alexandria Waterfront

Governance Models Analysis
Waterfront Commission
April 2, 2015



Today's Presentation



- About the Study
- Governance Models
- Model Evaluation





About the Study

Study Purpose



- Advances implementation of Waterfront Plan
- Recognizes the new management, programming and funding needs of the waterfront
- Articulates and evaluates defined alternatives for waterfront management and programming
- Provides options and framework for further public discussion and decision-making
- Companion piece evaluates revenue generation options

Study Purpose



Analysis aims to further discussion on two key points:

- How can the waterfront be best managed to achieve its transformative potential?
- What is the best balance of public and private involvement in waterfront governance that ensures benefit while providing the highest level of service?



Study Process

Background
Review, Staff
Interviews
and Study
Framing

Articulate
Governance
Models

Define
Evaluation
Criteria

Evaluate
Governance
Models

Apply
Findings to
Alexandria's
Unique
Conditions



Governance Models



Models Overview

Five models analyzed:

1. City Management*
2. New Governmental Entity
3. Supporting Organization*
4. Public Improvement District/Authority
5. Management of Privately Owned Public Space*

* Already in use



Models Overview

- Analysis defines and examines distinct governance concepts based on management examples from waterfront parks and other high profile public spaces

- Analysis considers:
 - Key features and functions
 - Precedents
 - Funding sources
 - Operational considerations
 - Enabling legislation



1. City Management

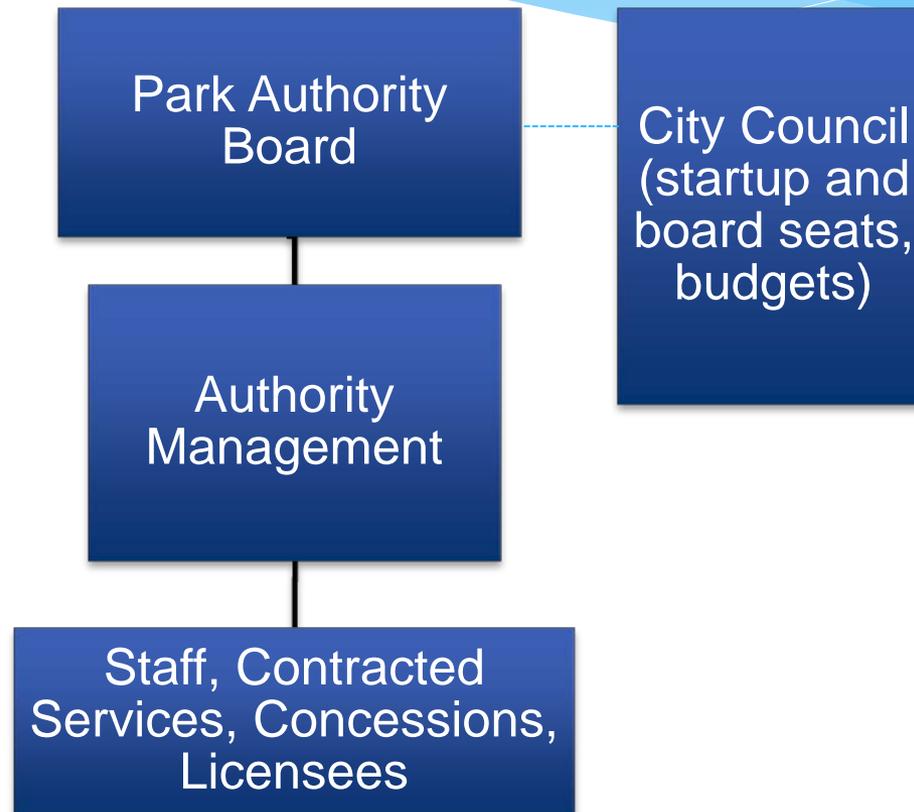




1. City Management

- Waterfront activities continue to be carried out by City departments or a new department
- Expanded activities as waterfront develops
- Relies on existing municipal organizational structures and funding sources
- Full City control over governance

2. New Governmental Entity



2. New Governmental Entity



Defining features:

- New, independent governmental entity focused solely on waterfront operations
- Board typically appointed by establishing governmental entity
- Primary funding sources include tax revenue transfers and enterprise revenue; can also access philanthropic funds

2. New Governmental Entity



- **Examples**

- Park Authorities: Fairfax County, Northern VA Regional
- Alexandria independent authorities: ARHA, AlexRenew

- **Considerations**

- Would establish operations similar in nature to existing City functions
- Created through Commonwealth enabling legislation for Parks Authorities or Special Services Districts

2. New Governmental Entity



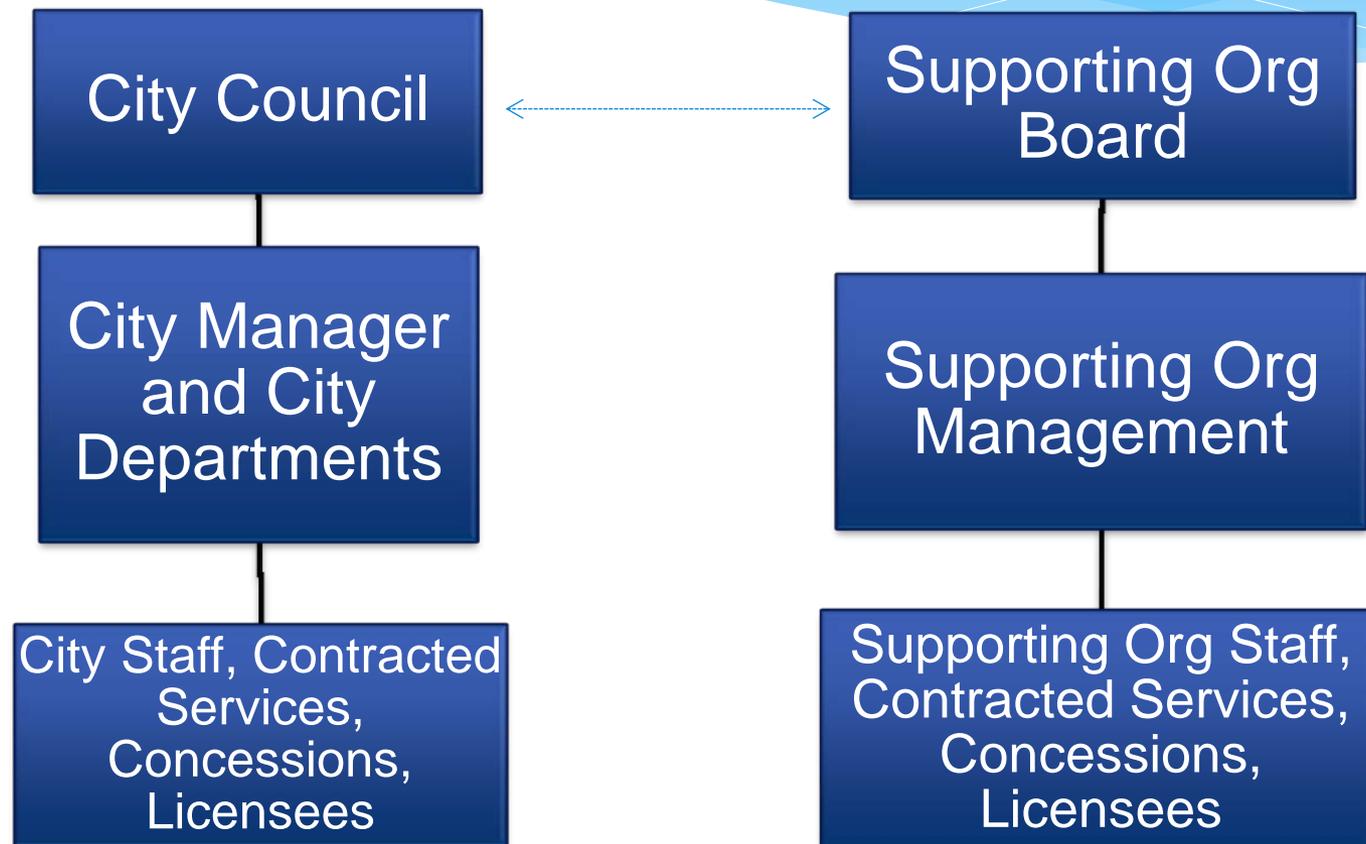
Lake Fairfax Park, Reston





3. Supporting Organization

Specified functions, typically governed by a partnership or management agreement





3. Supporting Organization

Defining features

- Initiated and run independently of municipal government
- Offers flexible vehicle for supporting government operations and funding of waterfront
- Can vary greatly in size and activities
- Typically operate under management agreement with municipal government



3. Supporting Organization

■ Examples

- Large: New York City parks partnerships: Prospect Park Conservancy, Central Park Conservancy, Friends of the High Line
- Local: Alexandria Library Foundation, Friends of the Alexandria Library, Friends of Fort Ward

■ Considerations

- Set up as non-profit organizations
- Service contract with municipality provides oversight and public accountability

3. Supporting Organization



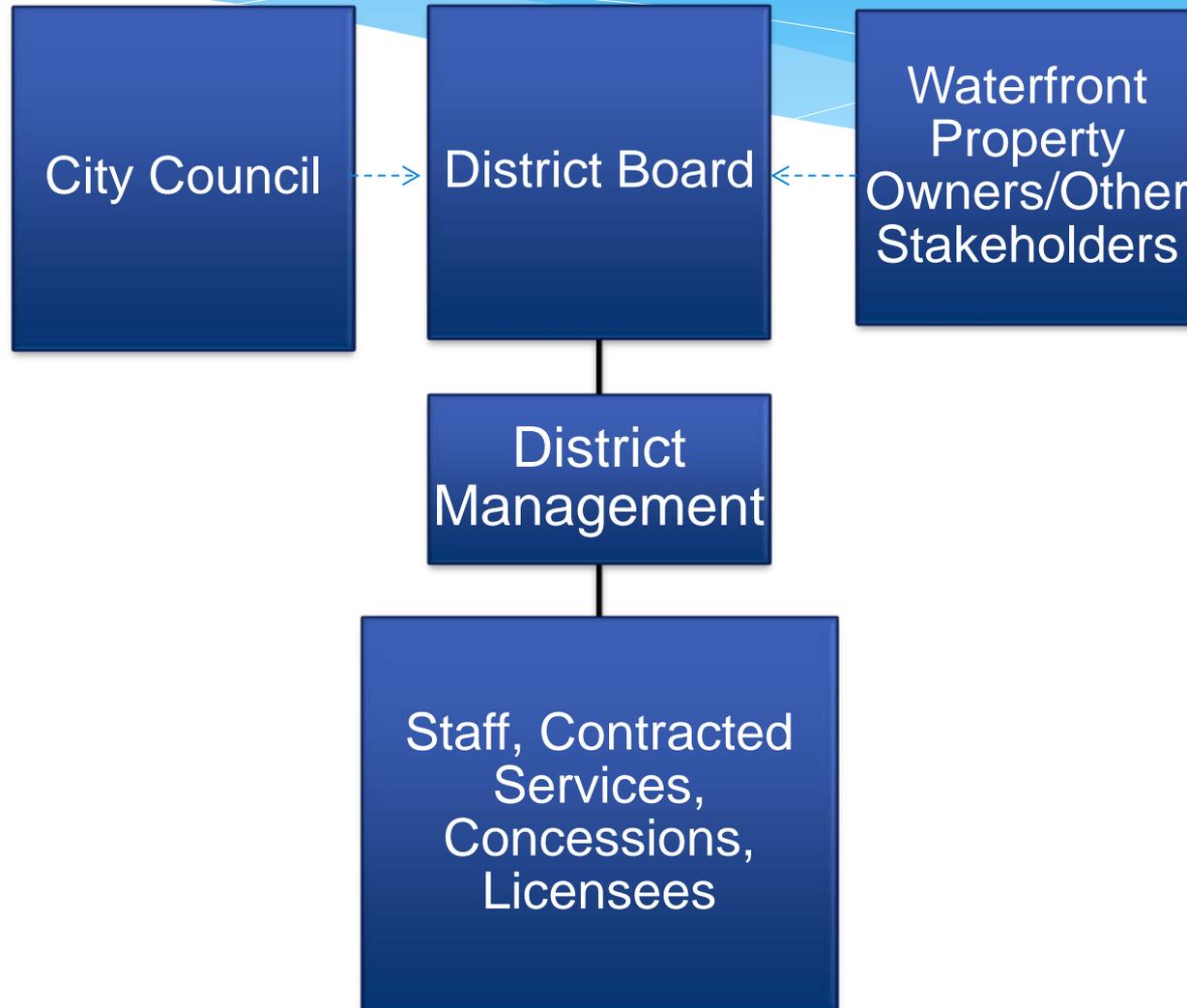
Central Park Conservancy



Friends of the High Line



4. Public Improvement District/Authority



4. Public Improvement District/Authority



Defining features:

- Independent non-profit entity
- Employs a special assessment levied on properties within its boundaries as a primary funding source
- Both the sponsoring governmental entity and local property owners represented on independent board

4. Public Improvement District/Authority



■ Examples

- Arlington County BIDs
- Capitol Riverfront BID

■ Considerations

- Improvement districts established in Virginia as Special Services Districts.
- Special assessment ad valorem taxes often supplemented by enterprise and philanthropic funding
- Function similarly to large supporting organizations

4. Public Improvement District/Authority



Rosslyn BID



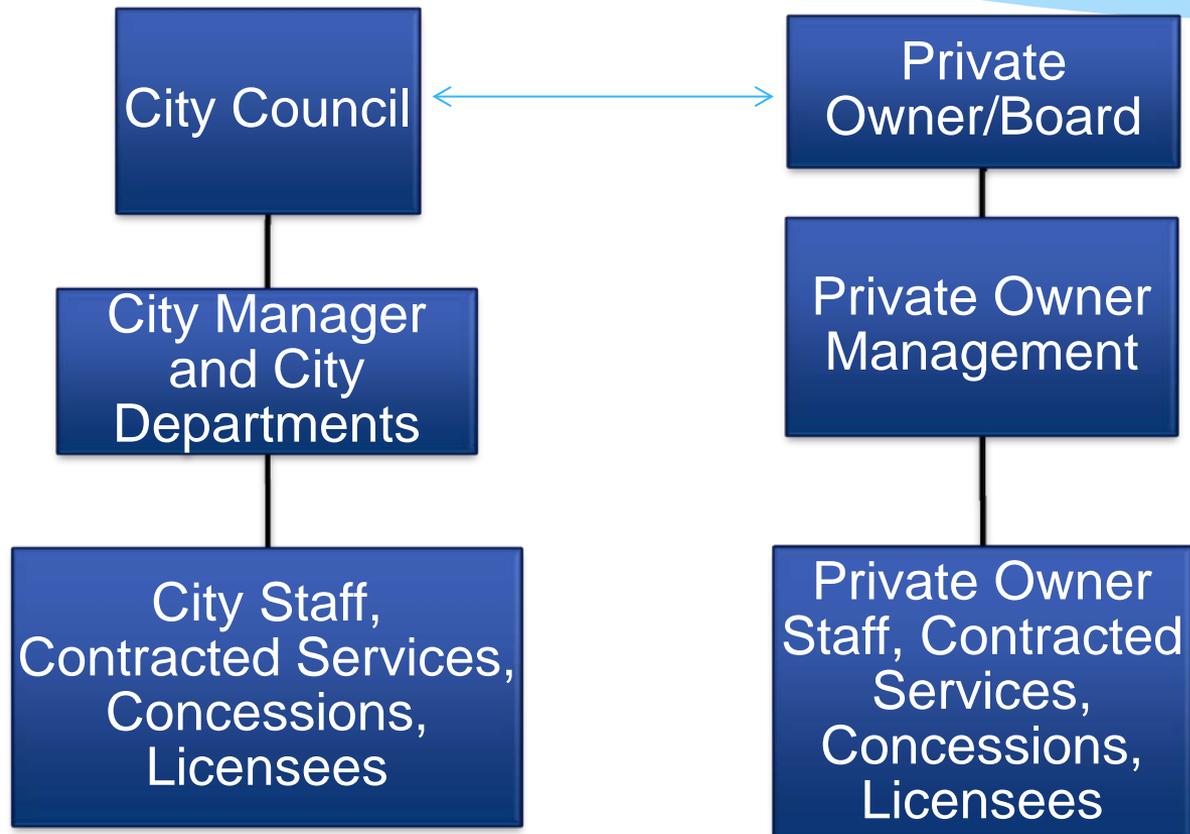
Capitol Riverfront BID



5. Management of Privately Owned Space



Negotiated agreement on park access, regulation, activities and maintenance



5. Management of Privately Owned Space



Defining features

- Privately-owned space that functions like, and is perceived as, public space
- Municipal government negotiates public access and public use conditions, and enforces those conditions
- Alternative vehicle for achieving public space when public ownership is not feasible or desirable.

5. Management of privately Owned Space



■ Examples

- Land trusts: Northern VA Conservation Trust, Land Trust of VA
- Tidelock Park, portions of Rivergate Park, and Canal Center waterfront
- New York City Privately Owned Public Space program (POPS)

■ Considerations

- Government control and public accountability generally dependent upon terms negotiated at establishment of public space
- Funding sources and options will depend upon ownership (for-profit or non-profit) and negotiated agreement with municipality.



Model Evaluation





Evaluation Criteria

- **Profile:** Degree to which entity can establish a national and/or regional identity in support of a world class waterfront
- **Operational Independence:** Ability of entity to make decisions and operate independently
- **Operational Efficiency:** Degree to which entity can operate efficiently and minimize City general fund support
- **Access to Funding:** Ability to access the broadest range of funding sources
- **Stakeholder Involvement:** Degree to which stakeholders have direct involvement and/or control
- **Enterprise Orientation:** Ability to provide commercial and enterprise activity to activate the waterfront
- **Risks and their Mitigation:** Risks to the City and its taxpayers associated with the management structure
- **Startup Considerations:** Ease with which the entity can be established



Key Considerations

- Public/private entities most commonly used to manage large, successful, high profile parks:
 - Improvement districts
 - High capacity supporting organizations (conservancies)

- Both models most fully incorporate both public sector (accountability) and private sector (flexibility, efficiency) strengths.

- Possible alternatives to public/private management:
 - City-managed independent entity (park authority or special services district)
 - City management paired with a special-purpose supporting organization (e.g., to manage programming or fundraising)



Further Reading

- **Conservancies:**

<https://www.tpl.org/public-spacesprivate-money>

- **BIDS:**

<http://alexecon.org/images/data-research/studies/BIDMemo.pdf>