

Docket Item #11-B

Planning Commission Meeting
June 6, 2006**CASE:** EISENHOWER EAST PLAN IMPLEMENTATION**ISSUE:** Request for the Planning Commission and City Council approval of a formula for the implementation of the open space elements of the Eisenhower East Small Area Plan.

PLANNING COMMISSION ACTION, JUNE 6, 2006: On a motion by Mr. Komoroske, seconded by Mr. Leibach, the Planning Commission voted to recommend approval of the open space formula, with the request that staff return to the Planning Commission at a later date to present a plan for accounting for a future escalation of costs. The motion carried on a vote of 5 to 1; Mr. Jennings voted against; Mr. Dunn was absent.

Reason: The Planning Commission supported the open space implementation formula with an amendment that staff return to the Planning Commission with a plan to account for future escalation of costs.

Speakers:

Ms. Ellen Pickering spoke to recommend the inclusion of an 'escalation clause' within the open space formula. Ms. Pickering recommended an escalation amount to be reviewed every three or five years due to the extended time frame of the Eisenhower East area's buildout. The speaker also objected to the inclusion of the Eisenhower Avenue median as designated open space and cautioned that the African-American Heritage Park should not be consider open space for Eisenhower East developments.

STAFF RECOMMENDATION: Staff recommends that the Planning Commission approve the sum of \$2.13 per allowable gross square foot, computed in accordance with formula set forth in this report, and to be paid or contributed as recommended in this report, for the implementation of the open space elements of the Eisenhower East Small Area Plan.

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SUMMARY

The Eisenhower East Small Area Plan (EESAP or Plan) calls for the developers and owners of the land within Eisenhower East to make a “fair-share contribution” to the implementation of the parks and open space within Eisenhower East. Staff has devised, and recommends adoption of, a formula for the determination of that contribution based upon current assessed land values and cost estimates for remediation and development of the parks and open space within Eisenhower East. Staff recommends a rate of \$2.13 per square foot of allowable gross floor area, as set forth in the EESAP, with the contribution to be made on a monetary and/or in-kind basis.

DISCUSSION

The EESAP provides for “a comprehensive system of urban spaces, parks and conservation areas that are adequately sized and properly located to serve the neighborhood and the City.” In order to implement the Plan, the City has identified specific urban spaces/ neighborhood parks including areas within or adjacent to Blocks 2 and 3, Block 9, Blocks 24 and 25, and Blocks 25 and 27. Additionally, significant conservation areas are reflected in Block 31 up to and adjoining the existing African-American Heritage Park, and a “green” median for Eisenhower Avenue east of the Eisenhower Avenue Metro Station. To implement the acquisition, remediation and construction of the parks and open space, the City has utilized previously-available data regarding land value and has determined estimates of costs of remediation and costs of construction. As explicitly set forth in the Plan, the implementation will “include a determination of the appropriate fair-share contribution of each of the property owners or developers.” Each specific project is being treated equitably as that project comes forward in the development process.

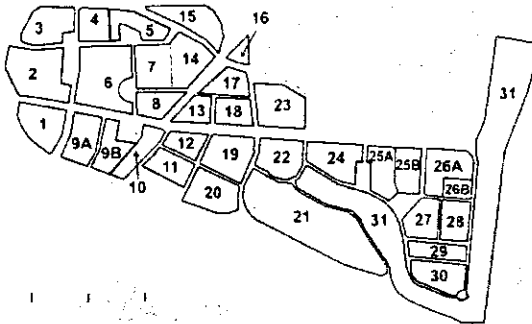
Included below in this staff report are the specific determination of the “fair-share contribution” anticipated on a per-square foot basis for the square footage development allowable under the EESAP – amounting to \$2.13 per square foot.

The “fair-share contribution” may take the form of in-kind payment (e.g., a transfer of land and/or owner-development of certain open spaces), a monetary contribution, or both.

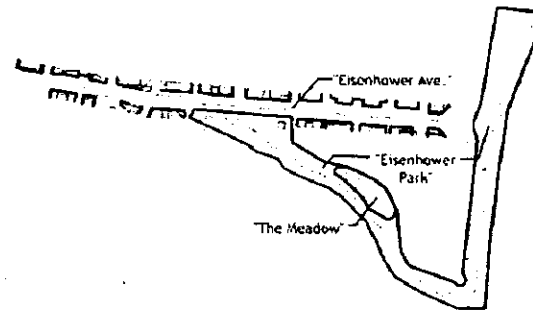
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Parks and Open Space Plan Details

The details of the parks and open space envisioned in the EESAP are set forth at Section 4, pages 4-20 through 4-24 of the Plan. That section is summarized as follows:

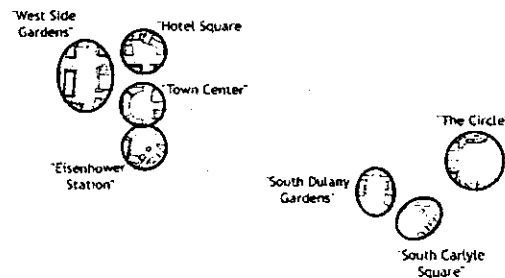


Parks/Resource Protection Area: Natural amenities such as stream valleys, watersheds, and resource protection areas with large expanses of open space for formal and informal recreational amenities including nature trails, bike paths and fitness trails. These areas are designated as Eisenhower Park (connecting to the African-American Heritage Park on the east side of Eisenhower East continuing along the eastern and southern perimeter of Eisenhower East until terminating at Block 19), The Meadows (abutting the north side of Eisenhower Park along Blocks 25/27), and the Community Park (Block 19/22 but shown on Figure 4-15 as part of Eisenhower Park).



Boulevard Park Space: Linear park located as the central spine of Eisenhower Avenue, with rows of trees, pathways, seating areas, ample crosswalks and distinctive lighting.

Neighborhood Squares: Generally a green space with grass at its center and trees defining the open edge of the space, situated in a neighborhood unit, and usable for informal and formal activities – a “green oasis in the urban fabric.” These squares are designated at West Side Gardens (Blocks 2/3), South Dulany Gardens Square (Blocks 24/25), and South Carlyle Square (Blocks 25/27).



Urban Squares: Centrally located space surrounded by active uses and covered by hard paving material. Trees mark the confines of the space and the space is the location of activities such as concerts, outdoor markets, and areas for exterior restaurant and cafe seating. These squares are

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designated as Eisenhower Station (between Block 9 and Eisenhower Metro), Hoffman Town Center Square (Block 6), and Hotel Square (Blocks 4/5).

Other Open Space: Although not specifically designated in the EESAP in one of the foregoing categories, the area at the east end of Eisenhower Avenue, at the intersection with Holland Lane, is identified on Figure 4-16 as “The Circle” and has been included in the open space computations.

Implementation Requirements

The requirements for implementation are set forth in the EESAP as Section 7, at page 7-7. That section provides 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.” Rather than each individual parcel contributing open space in a piecemeal fashion and solely related to that site, open space is distributed as detailed above, thus providing value-added to all of the projects in Eisenhower East. Funding of these open spaces must come from the development projects themselves - either in the contribution of the land necessary to create the open space or in a monetary contribution, or both.

Development of a “Fair-Share Contribution” Formula

In order to achieve a “fair-share contribution” from each property owner or developer, Staff has developed a formula that first recognizes the per square foot “acquisition” cost or value of the land. The per square foot estimated cost of the development of the open space – remediation and construction – is then added to the land cost or value. The resulting square foot costs are then applied to the total square footage of each park/open space, thus providing a “Total Cost” for each. Table A sets forth the computation of the Total Cost for each park/open space. Based on the recommended formula, the total cost of acquisition and development of the parks and open space is \$24,874,295.

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TABLE A

<u>EESAP Plan Description</u>	<u>Name of "Park"</u>	<u>Gross SF</u>	<u>"Land Value" (psf)**</u>	<u>Development Cost (psf)</u>	<u>Total Cost (dollars)</u>
Parks/RPA (4-20)					
Block 31	Eisenhower Park/Meadow	586,432	8.32	6.00	8,397,706.24
Block 31	Eisenhower Park/Meadow	63,568	0.00	6.00	381,408.00
Block 19	Community Park *	55,000	38.28	6.00	2,435,400.00
Block 22	Community Park *	116,000	38.28	6.00	5,136,480.00
Neighborhood Squares (4-21)					
Block 2	West Side Gardens	34,800	37.50	19.00	1,966,200.00
Block 24/25A	South Dulany Gardens Sq.	15,300	26.40	19.00	694,620.00
Block 25A/27	South Carlyle Square	28,200	20.51	19.00	1,114,041.00
Urban Squares (4-21)					
Block 9B	Eisenhower Station	28,300	37.50	38.00	2,136,650.00
Block 6	Existing Hoffman Town Center				
Block 5	"Block 5" Square	10,900	52.50	38.00	986,450.00
Boulevard Park (4-21)					
	Eisenhower Avenue	46,350	26.40	6.00	1,501,740.00
Other Open Space (Fig 4-16)					
	The Circle	20,600	0.00	6.00	123,600.00
	Total square footage	1,005,450		Total cost	24,874,295.24

* A portion of this site includes existing RPA land

** Unless otherwise noted, land value is based on per-square foot 2005 assessed value

Land value (psf) at 0.00 is based on City-owned or existing open space land

Land value (psf) at 8.32 is based on Block 30 (adjoining Block 31)

The figures in the column entitled "Land Value (psf)" are based on City assessment records. While the assessed value of the land on a particular block may be subject to argument, it is the proportional relationship of the values that are of significance in allocating a "fair-share contribution" among the various development blocks.

The figures in the column entitled "Development Cost (psf)" were developed by the Department of Recreation, Parks and Cultural Activities based on recommended costs for a particular type of development. RPA/open park remediation/development is based upon a cost of \$6.00 per square foot and typically include the following:

- Trails, trail heads, benches, trash receptacles, pedestrian/bicycle bridge,**
- lighting, irrigation, RPA rehabilitation, plant materials, and related items.**

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Neighborhood Squares are based upon a cost of \$19.00 per square foot and typically include the following:

Grass lawn, concrete sidewalk, tree pits and grates, benches, trash receptacles, bollards, lights and conduits, signage, irrigation, plant materials, and related items.

Urban Squares are based upon a cost of \$38.00 per square foot and typically include the following:

Unit pavers, concrete sidewalk, tree pits and grates, benches, trash receptacles, bollards, lights and conduits, tables and chairs, signage, irrigation, plant materials, and related items.

The EESAP at Figures 4-9 and 4-10 sets out the allowable gross floor area of each block within Eisenhower East. Those allowable gross floor areas total 11,693,000 square feet and represent the basis for a fair-share apportionment of the park/open space costs among the owners and developers of Eisenhower East at a rate of \$2.13 per square foot of allowable gross floor area for each block.

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Table B

Block	Owner	Use	Site Square	Allowable Gross
1	Hoffman	Holiday Inn	179,119	101,000
2	Hoffman	Office	168,400	789,000
2	Hoffman	West Side Gardens	34,800	
3	Hoffman	Office	98,700	379,000
4	Hoffman	Office	59,700	339,000
5	Hoffman	Hotel	56,400	304,000
5	Hoffman	Hotel Square	10,900	
6	Hoffman	Office	195,210	1,036,000
6	Hoffman	Retail		50,000
7	Hoffman	Retail	105,800	25,000
7	Hoffman	Cinema		136,000
8	Hoffman	Residential	59,200	500,000
9	See 9A/9B below			
9A	Hoffman	Residential	82,500	407,000
9B	Hoffman	Office	74,100	956,000
9B	Hoffman	Eisenhower Station	28,300	
10	Metro	Retail	9,700	4,000
11	Hoffman	Office	66,600	591,000
12	Hoffman	Residential	48,300	549,000
13	Mill Race	Residential	59,260	490,000
14	Hoffman	Retail	109,400	18,000
14	Hoffman	Parking		
15	WMATA/City of Alexandria			
16	Andrews	Hotel	20,822	100,000
17	Mill Race	Office	77,400	433,000
18	Mill Race	Residential	76,700	525,000
19	ATA	Residential	57,800	395,000
	ATA	RPA/Park	55,000	
20	ATA	Office	77,100	585,000
21	City of Alexandria			
22	Hoffman	Community Park (RPA)	116,000	
23	Simpson - Phase I	Office	60,100	98,000
23	Simpson - Phase II	Office	92,400	304,000
24	Hoffman	Office	61,100	151,000
24	Hoffman	Residential	48,200	144,000
24	Hoffman	South Dulaney Gardens	15,300	
25A	Hoffman	Office	38,500	135,000
25A	Hoffman	Residential	60,400	96,000
25B	Carlyle	Office	66,800	204,000
26A	Carlyle Block P	Office	92,600	411,000
26B	City of Alexandria	Residential	41,000	124,000
25/27	Carlyle/Alex Mini Storage	South Carlyle Square	28,200	
27	Alexandria Mini Storage	Residential	73,300	350,000
28	Virginia Concrete	Residential	63,600	282,000
29	Hooff-Fagelson	Residential	55,500	170,000
30	Hooff-Fagelson	Office	114,000	512,000
31	Various Owners	Eisenhower Park	586,432	
31	City of Alexandria	Eisenhower Park	63,568	
	City of Alexandria	The Circle	20,600	
	City of Alexandria	Eisenhower Avenue	46,350	
Total allowable gross square footage				11,693,000
Open Space Allocation per allowable gross square foot				2.13

Note to Block 14: No allowable gross square footage included in EESAP; it is a parking garage only

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Payment of a “Fair-share Contribution” Amount

The park/open space areas within Eisenhower East include undeveloped sites owned by the private sector, developed sites owned by the private sector, and sites owned by the City already. In order to maintain a fair-share contribution approach to the implementation of the Plan, credit must be given to the private sector for the value of the land contributed to the open space program. Where a particular development block does not contribute land in kind, it will pay its full contribution in monetary kind. On the other hand, where a particular development block provides a contribution of land, the calculated monetary contribution for that block should be reduced by the value of the land contributed, at the “Land Value (psf)” for that particular block.

Alternative “Fair-Share Contribution”

Prior discussions before the Planning Commission and City Council have included a “fair-share contribution” cost of \$1.76 per square foot of allowable gross floor area. This contribution is based upon a reduced value of the Eisenhower Park land (to \$4.50 per square foot) and the remediation and development of all of the Eisenhower East park and open space at the RPA/open space rate of \$6.00 per square foot. Any development cost beyond \$6.00 per square foot would have to be borne solely by the City. If this alternative is adopted, total cost of acquisition/remediation/development is reduced to \$20,361,825 and the “fair-share contribution” is reduced to \$1.74 per square foot of allowable gross floor area.

STAFF: Eileen P. Fogarty, Director, Planning and Zoning;
Jeffrey Farnier, Chief, Development;
Aimee Vosper, Landscape Architect Supervisor, Recreation Parks and Cultural Activities.