

*City of Alexandria, Virginia***MEMORANDUM**

DATE: JUNE 3, 2009

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: JAMES K. HARTMANN, CITY MANAGER *J*

SUBJECT: ESTABLISHMENT OF BRADDOCK OPEN SPACE FUND ACCOUNT AND  
BRADDOCK COMMUNITY AMENITIES FUND ACCOUNT

---

**ISSUE:** Establishment of a Braddock Open Space Fund Account and a Braddock Community Amenities Fund account, and, approval of a formula for developer contributions as part of the Braddock Metro Neighborhood Plan Implementation Strategy.

**RECOMMENDATION:** That Council adopt the recommendations to:

1. Establish the formula and fund accounts, including a Planning Commission recommendation for a new condition that allows the Planning Commission to consider whether modest changes to an existing building and use requested by a nonprofit organization triggers the requirement to contribute the funds, and
2. Apply any City-wide public art contribution policy to be considered and adopted in the future to any Braddock Area development project whose final site plan is approved subsequent to the adoption of such a policy by Council.

**BACKGROUND:** On May 16, 2009, City Council held a public hearing on the Planning Commission recommendation to establish the Braddock Open Space Fund account, the Braddock Community Amenities Fund account, and a formula for developer contributions as a part of the implementation strategy for the Braddock Metro Neighborhood Plan. Two members of the public spoke and requested that the formula be revised to include the cost for streetscape improvements to streets in addition to the designated walking streets in the Braddock neighborhood. City Council closed the public hearing and deferred action on the request and asked staff to provide information on the following:

- Funding table to depict funding for all of the planned improvements;
- Ensure that the funding is sufficient to accommodate the planned improvements;
- Possible funding for public art;
- Design of "Post Office" park; and
- What streets are included in the improvements.

**Funding Table**

City Council requested a table explaining the funding sources for the public amenities identified in the Plan and recommended by the staff recommendation. The table below depicts the estimated cost for the public amenities and the total contribution required by the City and Developers. The total amount contributed through the proposed funds will be \$5.95 million by development and \$5.95 million by the City (subject to the annual capital improvement program (CIP) prioritization process). This approach is consistent with the intent of the Braddock Plan that approximately one-half of the improvements would be funded by the City as a result of the increased development and associated increase in tax revenue within the Braddock neighborhood.

The City's total commitment would be \$6.62 million, which could be funded by the City's Capital Improvement Program (CIP). It is anticipated that build-out of the potential redevelopment sites will occur in the next 15 to 20 years. The City's matching contribution to the Braddock OSF and CAF accounts will be subject to the annual CIP process as well as annual considerations of appropriation by City Council.

Table 1  
Funding For Public Amenities

PUBLIC AMENITY	COST	FUNDING SOURCE			
		BRADDOCK CAF (DEVELOPER)	BRADDOCK OSF (DEVELOPER)	DEVELOPER IMPROVEMENTS REQUIRED AS PART OF THE DEVELOPMENT PROCESS	CITY CIP
Walking Streets	\$2700,000	\$900,000		\$900,000	\$900,000
Bikeways	\$300,000			\$400,000	**
Streetscape and Traffic Calming	\$370,000			\$200,000	**
New Community Park	\$9,600,000		\$4,800,000		\$4,800,000
Pocket Parks/Plazas	\$3.5 million			\$3-5 million	\$250,000
Neighborhood Retail	\$500,000	\$250,000			
<b>Total</b>	<b>\$17.19 million</b>	<b>\$1,150,000</b>	<b>\$4,800,000</b>	<b>\$4.5-6.5 million</b>	<b>\$5,950,000</b>

\* Note Bikeways (\$300,000) and Streetscape and Traffic Calming (\$370,000) will be funded by the competitive CIP process.

**Ensure that the funding is sufficient to accommodate the planned improvements**

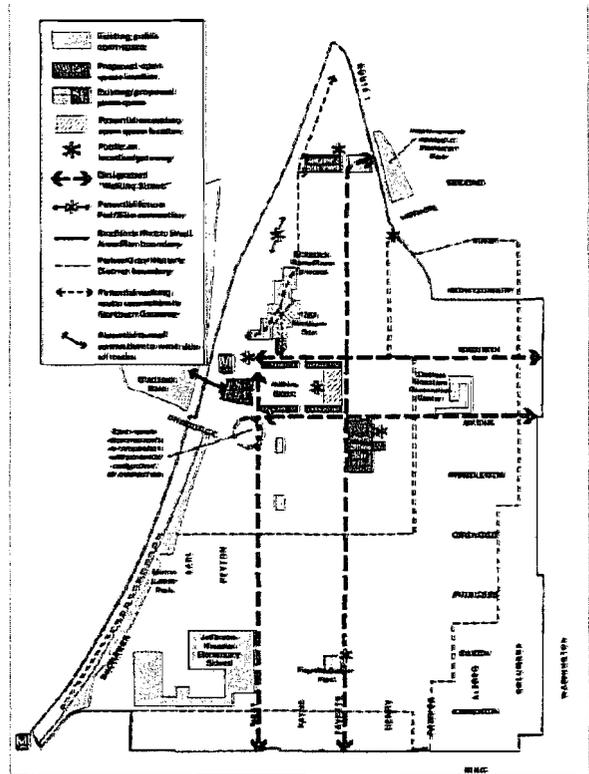
As part of the analysis of the cost of the streetscape improvements and the new public park, the Departments of Planning and Zoning, Parks, Recreation and Cultural Activities and Transportation and Environmental Services have been involved in preparing the cost estimates. For the new public park, staff used design and construction costs for parks which are currently either under construction or being designed, such as John Carlyle Square and Carlyle Block 27. The cost estimate for the new park includes trees, paths, lighting, benches, play structures, and public art. The estimate for streetscape improvements includes sidewalks, curbs, street trees, and lighting. In addition to including a comprehensive list of improvements and amenities, the projected cost estimates are conservative to ensure that they could adequately cover the costs of these improvements.

In addition, the policy includes a clause to account for inflation of construction and design costs. Starting January 1, 2010, the contribution rates will be adjusted annually on January 1 based on the Consumer Price Index for all Urban Consumers (CPI-U) for Washington-Baltimore area.

**Possible Funding For Public Art**

The Braddock Plan identifies six locations for public art. The Plan recommends that public art be incorporated on-site or as part of a contribution through the development review process for each site.

As part of the deferral, the question was raised as to whether a separate fund for public art should be established and an additional contribution levied to support that fund. Because such a fund would apply to only two or at most three of the sites,<sup>1</sup> and might inadvertently establish a precedent in terms of the amount of the contribution, staff does not support the creation of a separate fund for the Braddock Metro Neighborhood. (It should also be noted that the BIAG did not support the creation of a separate fund.)



<sup>1</sup> The six sites include the Metro Station site, Northern Gateway, Metro East (Andrew Adkins), the Post Office/park site, Samuel Madden (tip of triangle), and Hunter Miller Park. Of the six sites, it is anticipated that the Metro Station, Northern Gateway, and Post Office/park will include public art as part of their project. The Andrew Adkins and Samuel Madden sites may include part art as part of their project design, depending on numerous variables, not the least of which is the cost of redeveloping the public housing currently on the sites. The Hunter -Miller Park site is the only one site that will clearly need an outside funding source, such as public art fund.

There are currently no development proposals in the Braddock area under review. Because it generally takes at least a year after a concept plan is first submitted before there is a hearing, it is anticipated that no new development approvals will take place before June 2010. This allows adequate time for the first phase of the Public Art Master Plan being prepared by the Alexandria Commission for the Arts and City Staff, which will address the issue of funding strategies, such as establishment of a permanent funding stream, to be completed. This citywide strategy would apply to all new projects in the Braddock area. Such an approach would allow more feedback from the community, property owners, and art advocates; resolution of issues concerning the definition, placement, maintenance and selection process for public art; and could possibly result in a higher rate of funding than would occur on a case-by-case basis.

As previously discussed, staff is recommending that any required public art policy – contribution be done comprehensively and city-wide to include all of the various stakeholders with a target date by the end of 2009 to docket for consideration by City Council. This will enable the establishment of a public art funding policy for the City, applicable to the Braddock area, prior to any upcoming or pending development projects within the Braddock area.

### **Design of “Post Office” park**

During the Council public hearing, a question was raised regarding the design of the new public park. The Braddock Plan recommends a new public park on a site that is large enough to accommodate a park of at least one acre, is highly visible and easily accessible on foot and bicycle, adjacent to land uses that residential and retail that contribute to the vitality of the open space and offer safety and visibility to public view. A conceptual drawing was included in the Plan that shows a park with new buildings along Route 1. This conceptual plan for the park within the Braddock Plan was intended to be one way of developing a park on the site. However, similar to other conceptual plans within other Master Plans in the City, the plans are just that conceptual – with the understanding that the final design will be developed with community input. While the final design has yet to be determined, the Plan does state that there should be a one acre park in the area bounded by Fayette, Wythe, Henry and Pendleton Streets.

Therefore, for the purposes of estimating costs for acquisition, design and park construction, staff developed a cost estimate for construction of an approximately one acre park with trees, benches, paths, water fountain, play structures, public art, and bike rack amenities as envisioned by the Plan. The Plan does recognize the potential difficulty in locating the park on the Post Office site and the development of the final design of the park will require extensive coordination with the Post Office and adjacent property owner and extensive input from the community. The final park design will also require review by the Parks and Recreation Commission, the Planning Commission and approval by the City Council and there will be many opportunities for community input on the design of park throughout the process.

### **What Streets are Included in the Streets Designated for Improvements**

The Plan designates specific walking streets to establish a sense of hierarchy within the existing grid and to communicate to residents and visitors the best way to reach new parks, retail nodes, the Metrorail Station, and other destinations on foot. The proposed formula provides for

streetscape improvements to 19 block faces along the walking streets. An additional 10 block faces along the walking streets will be improved as redevelopment occurs and will be funded by the developers of the adjacent sites (see Figure 6 in the staff report). The funding formulas include costs for only those 19 block faces. One of the issues raised at the hearing was whether or not other streets in the Parker-Gray district could be improved through the implementation funds, or whether they could be improved only through traditional CIP funding. While the Plan clearly prioritizes the designated walking streets, and the funding formula is based only on the designated walking streets, there is flexibility in the Plan to address this issue.

Also, there is some opportunity for additional funds to be provided by properties that wish to redevelop, and request rezonings, that were not among the 13 sites evaluated as part of the funding formula. While the Plan does not specifically recommend higher densities for those sites, it is possible that they will in the future be able to make an argument that increased density and a mix of uses better fulfills the intent of the plan, and can successfully apply for a rezoning and a small area plan amendment. If that occurs, these sites would also be required to provide some contribution to the established amenity and open space funds. A preliminary investigation indicates that as much as another \$500,000 might eventually become available through this means.

Also, there is a possibility that because the cost estimates are conservative, there could be money left over for additional streetscaping on other streets. Furthermore, the Plan specifically states that some of the retail funds can be used for façade and streetscaping improvements, especially along Queen Street. It also states on page 118 that “The public amenities described in earlier chapters include . . . streetscape enhancements on the four designated “walking streets” **and elsewhere** . . .” While this is no guarantee that money for streetscape enhancements to streets in Parker-Gray will become available, and while the full Braddock Implementation Advisory Group will be consulted as part of the process, it does provide the possibility through several different means.

Funding the improvements for all of the nonwalking streets would add approximately \$ 3.59/sf to the existing community amenities for a total of \$9.7 million to \$9.8 million additional dollars. The proposed formula in the non-catalyst phase is already \$2.10 higher per square foot than the open space requirement in Eisenhower East. An increase in the formula may discourage redevelopment, without which there will be no amenities. Furthermore, as stated previously, there is adequate flexibility in the Plan, as well as opportunities for additional funding, to make a change unnecessary.

### **BRADDOCK IMPLEMENTATION ADVISORY GROUP**

The Braddock Implementation Advisory Group (BIAG) met on May 20 and discussed City Council’s comments on the funds, formula and open space. After a substantive discussion about the advantages and disadvantages of increasing the formula to include additional streetscape costs and public art, the BIAG recommended no increase in the amount of the formula. BIAG members agreed that improvements on streets in the Parker Gray Historic District are desirable and noted that the Plan provides flexibility in the prioritization of improvements. The BIAG stated that they would consider prioritization of community amenity funds for both walking and

non-walking streets in future discussions about prioritization. They also indicated their desire to advocate for prioritization of city capital improvement program funds for improvements during the city's capital improvement program process. On public art, they recommended a citywide strategy and fund for developer contributions with dollars earmarked for art in the Braddock area. They also recommended that charitable contributions to the fund be tax deductible.

Staff does not recommend an increase in the formula to include streetscape improvements on nonwalking streets and public art. Staff recommends that the City Council adopt the Planning Commission's recommendation to establish the formula and fund which includes a new condition #9 that allows it to consider whether modest changes to an existing building and use requested by a nonprofit organization trigger the requirement to contribute the funds.

**FISCAL IMPACT:** The developer contribution formula is estimated to generate \$5.95 million (in 2009 dollars) for the Braddock Community Amenities Fund and Braddock Open Space Fund. Over time, and subject to competition for city capital funding in its annual Capital Improvement Program (CIP) process, the City would also contribute \$5.95 million towards projects to be paid by these two funds. The Braddock Small Area Plan process contemplated that the source of the City funding would derive from 20% of new real estate taxes generated by the redevelopment of thirteen blocks which when redeveloped will equate to 2.34 million square feet of redevelopment within the Braddock Small Area Plan boundaries. There is no direct fiscal impact of establishing the fund accounts and formula for developer contributions. However, there is an indirect fiscal impact which involves staff administration of the program absorbed by the staff of the Department of Planning and Zoning.

**ATTACHMENTS:**

Attachment 1. Staff report to City Council dated May 6, 2009

Attachment 2. Staff report to Planning Commission dated March 5, 2009

**STAFF:**

Mark Jinks, Deputy City Manager

Faroll Hamer, Director, Planning and Zoning

Jeffrey Farnier, Deputy Director, Planning and Zoning

Kathleen Beeton, Division Chief, Planning and Zoning

Veronica Davis, Urban Planner, Planning and Zoning

Richard Baier, Interim Director, Recreation, Parks and Cultural Activities

Laura Durham, Open Space Coordinator, Recreation, Parks and Cultural Activities

Alisa Carrel, Director, Office of the Arts, Recreation, Parks and Cultural Activities

Attachment 1

5  
5-16-09

~~21~~  
~~5-12-09~~

City of Alexandria, Virginia

MEMORANDUM

DATE: MAY 6, 2009  
TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL  
FROM: JAMES K. HARTMANN, CITY MANAGER  
SUBJECT: ESTABLISHMENT OF BRADDOCK OPEN SPACE FUND ACCOUNT AND BRADDOCK COMMUNITY AMENITIES FUND ACCOUNT

**ISSUE** Establishment of a Braddock Open Space Fund Account and a Braddock Community Amenities Fund account, and, approval of a formula for developer contributions as part of the Braddock Metro Neighborhood Plan Implementation Strategy.

**RECOMMENDATION:** That City Council receive the report, including the recommendations which were recommended for approval by the Planning Commission, and set the report and recommendations for a public hearing and adoption on May 16, 2009.

**BACKGROUND:** On March 5, 2009, the Planning Commission held a public hearing and recommended approval of the request to establish the Braddock Open Space Fund account, the Braddock Community Amenities Fund account, and a formula for developer contributions as a part of the implementation strategy for the Braddock Metro Neighborhood Plan.

The issue of whether or not to bring these recommendations to the City Council for consideration was discussed by staff, and because there is no legal requirement, they were not docketed for the March Council public hearing. Since the March 5<sup>th</sup> Planning Commission meeting, the Inner City Civic Association has requested that it be placed on the City Council docket for a Council public hearing. (The East Eisenhower amenity fund, on which these formulas are based, was the subject of a City Council public hearing in 2006 and the Madison Development Special Use Permit implied Council approval of the developer contribution policy.)

The Braddock Metro Neighborhood Plan (BMNP or Plan) approved by the Planning Commission and City Council in March 2008, recommends a series of public amenities such as streetscape improvements and an approximately one acre park to be implemented as redevelopment occurs in the neighborhood. Using the previously approved Eisenhower East Open Space Fund Account as a framework, staff is recommending the establishment of two dedicated accounts, the Braddock Open Space Fund Account (OSF) and the Braddock Community Amenities Fund Account (CAF), to ensure that the necessary funding is available for improvements recommended by the Braddock Plan. The Plan also recommends that developers

within the Braddock neighborhood contribute half of the cost of the required improvements required by each fund based on each development's pro rata share, and the City will provide the matching half of the cost of the improvements.

Staff is recommending that the developer contributions be divided into three tiers: Catalyst projects, Non-Catalyst projects and Density Bonus projects.

- **Catalyst:** Applies to early projects that preceded or were concurrent with the BMNP and were approved prior to the adoption of this proposed policy. The catalyst rate recognizes current market conditions and is intended to serve as a "catalyst" to enable these early projects to proceed in order to provide amenities to the community while also improving the market for subsequent projects.
- **Non-catalyst:** Applies to all projects that are submitted subsequent to the approval of this policy and have the advantage of factoring the OSF and CAF costs into their pro forma.
- **Density Bonus:** Applies to sites that were recommended in the BMNP for rezoning to a higher density.

Staff has developed costs associated with all of the improvements recommended by the Braddock Plan based on current land values, park design and construction, infrastructure and streetscape improvements, and the estimated cost of establishing a small business stabilization and recruitment program. The Plan designates thirteen redevelopment blocks which when redeveloped will equate to 2.34 million square feet (SF) of redevelopment. In addition, the Plan designates four public housing blocks for redevelopment of 1.1 million to 1.4 million SF. As discussed in more detail below, the public housing sites are not included in the development sites that will be required to make a monetary contribution to either account. Based on a total estimated cost of \$11.9 million (\$9.6 million for acquisition, design and construction of the park and \$2.3 million for streetscape and retail enhancements) for all improvements, both the City and the developers/property owners (exclusive of the public housing sites) would plan on contributing approximately \$5.95 million into the accounts.

Staff recommends a developer "fair-share contribution" defined in Table 1 which reflects a tiered rate structure. Three total rates for fair share contribution will apply: \$1.32, \$4.23 and \$6.46 per allowable gross square foot.

**Table 1 - Developer Contribution Rates<sup>1, 2, 3</sup>**

Fund Account	Catalyst Projects (Blocks 1, 3, and 10)	Non-Catalyst Projects	Non-Catalyst Projects Plus Density Bonus
Open Space	\$ 0.92 /SF	\$3.67/SF	\$5.76/SF
Community Amenities	\$0.40/SF	\$0.56/SF	\$.70/SF
<b>Total</b>	<b>\$1.32/SF</b>	<b>\$4.23/SF</b>	<b>\$6.46/SF</b>

1. The funding formula is subject to an escalation clause equivalent to the CPI for all Urban Consumers (CPI-U) Washington-Baltimore adjusted annually on January 1, starting on January 1, 2010.
2. Developer contributions will be paid prior to the release of the first certificate of occupancy.
3. Block 1 (Jaguar) and Block 6 (Metro) will receive a credit for Plan-required on-site open space/parks.

The proposed contributions are based on half (the City plans to match the remaining half) of the total cost of improvements outlined above by the total allowable gross square feet of

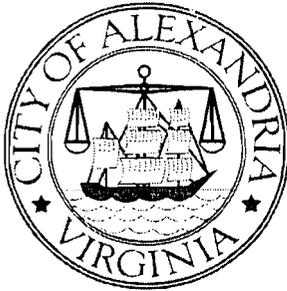
development for the thirteen (excluding the public housing blocks) designated redevelopment blocks in the Plan. Staff is recommending that the public housing blocks (Blocks 14 through 17) not be required to contribute to the open space or community amenities fund accounts. The reasoning for not including the public housing blocks to participate is that the funds are intended to provide "public benefit amenities" for the neighborhood. The benefit provided through the redevelopment of the public housing blocks is the mixed income communities recommended by the Braddock East Plan, which will not be provided by the other redevelopment blocks. In addition, the redevelopment of the public housing sites will still require streetscape improvements such as underground utilities and on-site open space when each block redevelops. The City is also assisting in funding a portion of the planned open space on one of the to-be redeveloped public housing blocks.

**FISCAL IMPACT:** The developer contribution formula is estimated to generate \$5.95 million (in 2009 dollars) for the Braddock Community Amenities Fund and Braddock Open Space Fund. Over time, and subject to competition for City capital funding in its annual Capital Improvement Program (CIP) process, the City would also contribute \$5.95 million towards projects to be paid by these two funds. The Braddock Small Area Plan process contemplated that the source of the City funding would derive from 20% of new real estate taxes generated by the redevelopment of thirteen blocks which when redeveloped will equate to 2.34 million square feet of redevelopment within the Braddock Small Area Plan boundaries. There is no direct fiscal impact of establishing the fund accounts and formula for developer contributions. However, there is an indirect fiscal impact which involves staff administration of the program absorbed by the staff of the Department of Planning and Zoning.

**ATTACHMENT:** Staff report to Planning Commission dated March 5, 2009

**STAFF:**

Mark Jinks, Deputy City Manager  
Faroll Hamer, Director, Planning and Zoning  
Jeffery Farner, Deputy Director, Planning and Zoning  
Karl Moritz, Deputy Director, Strategic and Long Range Planning  
Kathleen Beeton, Division Chief, Planning and Zoning  
Carrie Beach, Urban Planner, Planning and Zoning  
Veronica Davis, Urban Planner, Planning and Zoning  
Brandi D. Collins, Urban Planner, Planning and Zoning  
Laura Durham, Open Space Coordinator, Recreation, Parks and Cultural Activities  
Cicely Woodrow, Administrative Officer, Planning and Zoning



**DOCKET ITEM #12**

***Braddock Metro Neighborhood Plan Implementation Formulas***

---

<b>Project Name:</b> Braddock Metro Neighborhood Plan Implementation Formulas	<b>Planning Commission Hearing:</b>	March 5, 2009
	<b>City Council Hearing:</b>	May 16, 2009.
<b>Description:</b> Consideration of a proposal to establish a Braddock Open Space Fund Account and a Braddock Community Amenities Fund Account and a formula for developer contributions as part of the Braddock Metro Neighborhood Plan Implementation Strategy.		
<b>Staff:</b> Department of Planning and Zoning		

**PLANNING COMMISSION ACTION, MARCH 5, 2009:** On a motion by Mr. Wagner, seconded by Ms. Lyman, the Planning Commission voted to recommend approval of the request. The motion carried on a vote of 6 to 0. Mr. Dunn was absent.

**Reason:** The Planning Commission concurred with staff's recommendations to establish the two accounts, and the creation of three phases of contribution depending on the period in which development occurs.

**Speakers:**

Patricia Schubert, former President of the Inner City Civic Association and current board member for the Federal of Civic Associations, spoke in support of the funding formulas and establishment of the Community Amenities Fund and Open Space Fund accounts. She thanked staff for their hard work and expressed her enthusiasm for the implementation process.

Leslie Zupan, current President of the Inner City Civic Association, expressed the concerns related to the funding formulas. She expressed concerned that Jaguar's contributions were reduced from the estimate in the Plan, that the detailed cost estimates were not made public, that the funds formulas do not include improvements along non-walking streets, that the Park configuration along Route 1 was not recommended in the Plan, and that the parking issues were not addressed.

## **I. SUMMARY**

The Braddock Metro Neighborhood Plan (BMNP or Plan) approved by the Planning Commission and City Council in March 2008, recommends a series of public amenities such as streetscape improvements and an approximately one acre park to be implemented as redevelopment occurs in the neighborhood. Using the previously approved Eisenhower East Open Space Fund Account as a framework, staff is recommending the establishment of two dedicated accounts, the Braddock Open Space Fund Account (OSF) and the Braddock Community Amenities Fund Account (CAF), to ensure that the necessary funding is available for improvements recommended by the Braddock Plan. The Plan also recommends that developers within the Braddock neighborhood contribute half of the cost of the required improvements required by each fund based on each development's pro rata share, and the City will provide the matching half of the cost of the improvements.

Staff is recommending that the developer contributions be divided into three tiers: Catalyst projects, Non-Catalyst projects and Density Bonus projects.

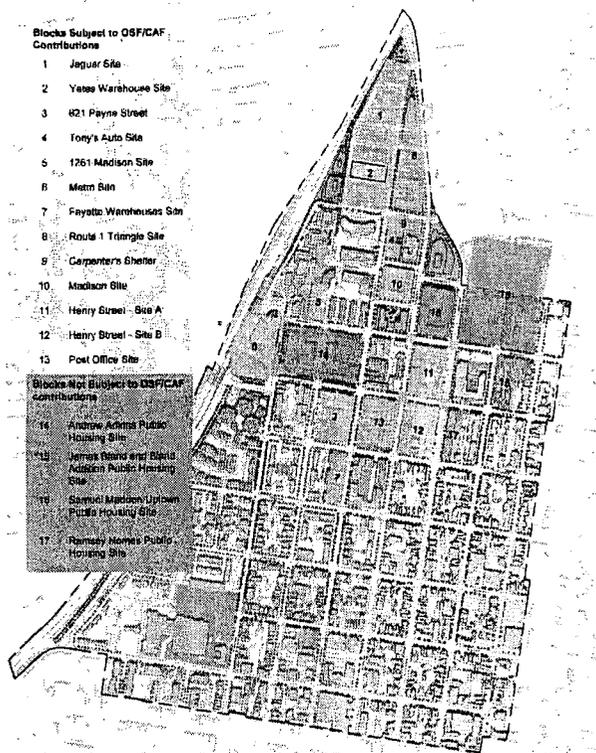
- **Catalyst:** Applies to early projects that preceded or were concurrent with the BMNP and were approved prior to the adoption of this proposed policy. The catalyst rate recognizes current market conditions and is intended to serve as a "catalyst" to enable these early projects to proceed in order to provide amenities to the community while also improving the market for subsequent projects.
- **Non-catalyst:** Applies to all projects that are submitted subsequent to the approval of this policy and have the advantage of factoring the OSF and CAF costs into their pro forma.
- **Density Bonus:** Applies to sites that were recommended in the BMNP for rezoning to a higher density.

Staff has developed costs associated with all of the improvements recommended by the Braddock Plan based on current land values, park design and construction, infrastructure and streetscape improvements, and the estimated cost of establishing a small business stabilization and recruitment program. The Plan designates thirteen redevelopment blocks which when redeveloped will equate to 2.34 million square feet (SF) of redevelopment. In addition, the Plan designates four public housing blocks for redevelopment of 1.1 million to 1.4 million SF. As discussed in more detail below, the public housing sites are not included in the development sites that will be required to make a monetary contribution to either account. Based on a total estimated cost of \$11.9 million (\$9.6 million for acquisition, design and construction of the park and \$2.3 million for streetscape and retail enhancements) for all improvements, both the City and the developers/property owners (exclusive of the public housing sites) would plan on contributing approximately \$5.95 million into the accounts.

## Braddock Metro Neighborhood Plan Implementation Formulas

The total proposed rates (including the OSF and CAF contributions) for each tier will be \$1.32 for the catalyst tier, \$4.23 for the non-catalyst tier and \$6.46 for the density bonus tier. As discussed in more detail below, "credit" will be given to the two sites (Block 6 - Metro and Block 1 - Jaguar) that will be providing public open space-parks required by the Braddock Plan. Consistent with the Eisenhower Open Space Fund Account, the amounts will be adjusted for inflation annually based on changes to the Consumer Price Index for all Urban Consumers (CPI-U) for Washington-Baltimore area for the prior year.

Based on the precedents of the Eisenhower East Open Space Fund Account and the approved tiered approach for fair share contributions in the Landmark/Van Dorn Plan, as well as community outreach and analysis, the proposed fund framework and contribution formula will ensure the comprehensive implementation of community amenities as recommended in the Braddock Plan.



**Figure 1 – Development Blocks Subject to OSF and CAF**

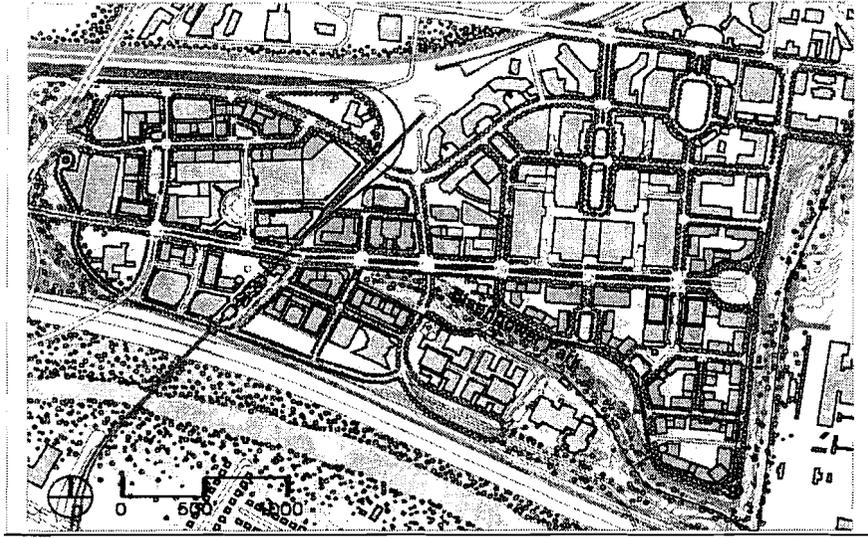
The illustrative map in Figure 1 indicates the development blocks anticipated for redevelopment in the Plan that are required to pay in to the Braddock OSF and CAF.

## II. BACKGROUND

### A. Eisenhower East Open Space Fund

The proposed funding formulas are based on the *Eisenhower East Open Space Fund* Account. For the Eisenhower East Open Space Fund Account, the Planning Commission approved a funding requirement of \$2.13 per allowable gross floor area (adjusted annually for CPI-U) for all new development within Eisenhower East. The funding is for the acquisition, design and construction of a 23-acre network of open spaces. The open space monies are collected at the certificate of occupancy permit for each site and to date \$984,961 has been collected. In addition, approximately 2.5 acres of land has been dedicated (encumbered or in the process) for open space/parks. The proposed funding for Braddock follows the Eisenhower East model of a "fair-share contribution" formula based on the public amenities costs estimates as discussed in Section III. Figure 2 depicts the Eisenhower Park planned to be funded by the Eisenhower East Open Space Fund Account.

**Figure 2 - Carlyle/Eisenhower East Dedicated Open Space Fund**



### **B. Landmark/Van Dorn Corridor Plan**

In preparing a formula for developer contributions as part of the Landmark/Van Dorn planning process, it was acknowledged that projects that develop later benefit from improvements such as parks and streetscape improvements implemented by earlier projects. To address this issue, the Landmark/Van Dorn Corridor Plan provides a lower contribution rate to “pioneers” who develop in the area prior to the implementation of new infrastructure or the redevelopment of the Mall. Two subsequent rates apply to later phases of redevelopment that can benefit from the infrastructure amenities and value created by earlier projects. Similar to the approach in the Landmark Plan, the proposed developer contributions for the Braddock area provide a tiered formula for developer contributions based on timing of development and density bonuses as a result of the Braddock Plan.

### **C. Braddock Metro Neighborhood Plan**

The Plan calls for a series of community amenities including:

- A “new public park in the heart of the neighborhood” of at least one acre in size.
- Streetscape enhancements (street lights, street trees and new sidewalks) on up to 29 blocks of the five designated walking streets (Fayette, Wythe, Madison, West and two blocks on Queen Street).
- Intersection improvements (bulb-outs, traffic signals and enhanced crosswalks) at six intersections. (West and Madison, West and Wythe, Fayette and Madison, Fayette and Wythe, Fayette and Queen, and Fayette and Route 1).
- Undergrounding of utilities in select locations.
- Funding for recruiting and stabilizing locally-owned neighborhood businesses to enhance the neighborhood.

In order to fund and construct the amenities, the Braddock Plan calls for the establishment of funds to capture revenue from new development, with the actual amount of developer contributions to be determined subsequent to the adoption of the Plan. The Plan states, "Most of the funds for these public improvement projects will come from new development and by City capital investments which can be supported through the increased tax revenue that new development will create." The Plan also acknowledges that similar to other parts of the City such as Eisenhower East and Landmark that the redevelopment and the accompanying developer contributions will occur in the short to mid-term. The Plan assumes a 20-year build-out period where developer contributions and other funds will pay for the public improvements.

### III. STAFF ANALYSIS

#### A. Formula for Open Space and Community Amenities Accounts

Staff recommends a developer "fair-share contribution" defined in Table 1 which reflects a tiered rate structure. Three total rates for fair share contribution will apply: \$1.32, \$4.23 and \$6.46 per allowable gross square foot.

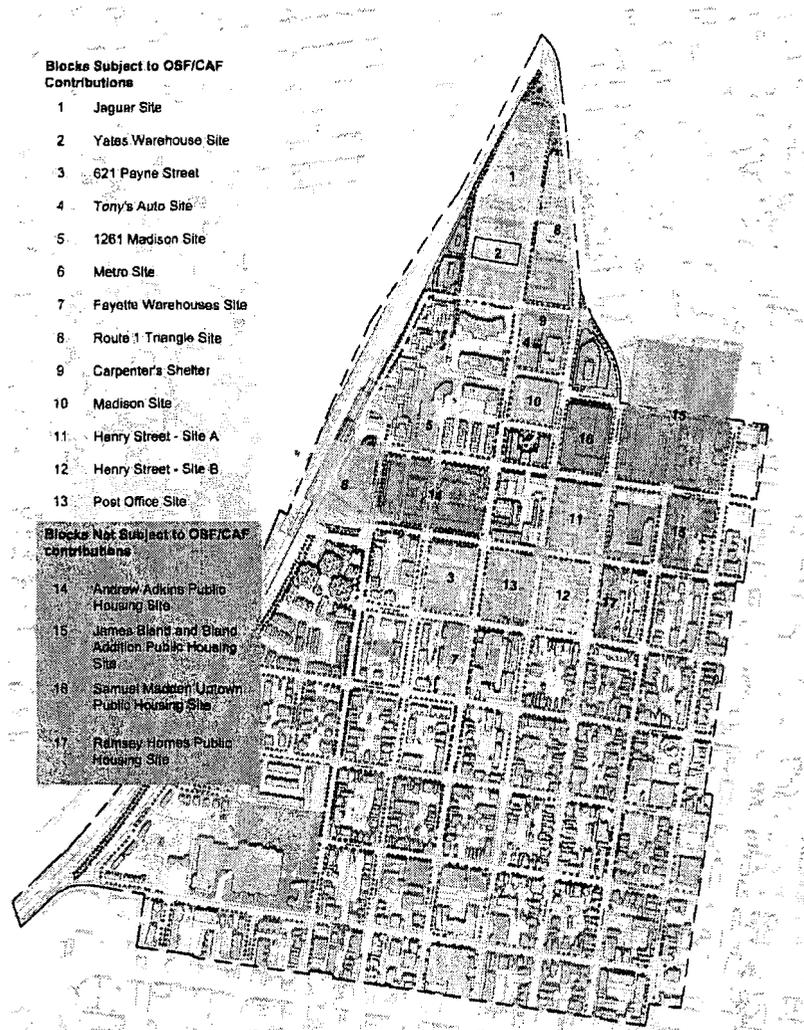
**Table 1 - Developer Contribution Rates<sup>1, 2, 3</sup>**

Fund Account	Catalyst Projects (Blocks 1, 3, and 10)	Non-Catalyst Projects	Non-Catalyst Projects Plus Density Bonus
Open Space	\$ 0.92 /SF	\$3.67/SF	\$5.76/SF
Community Amenities	\$0.40/SF	\$0.56/SF	\$.70/SF
<b>Total</b>	<b>\$1.32/SF</b>	<b>\$4.23/SF</b>	<b>\$6.46/SF</b>

1. The funding formula is subject to an escalation clause equivalent to the CPI for all Urban Consumers (CPI-U) Washington-Baltimore adjusted annually on January 1, starting on January 1, 2010.
2. Developer contributions will be paid prior to the release of the first certificate of occupancy.
3. Block 1 (Jaguar) and Block 6 (Metro) will receive a credit for Plan-required on-site open space/parks.

The proposed contributions are based on half (the City plans to match the remaining half) of the total cost of improvements outlined above by the total allowable gross square feet of development for the thirteen (excluding the public housing blocks) designated redevelopment blocks in the Plan. Staff is recommending that the public housing blocks (Blocks 14 through 17) not be required to contribute to the open space or community amenities fund accounts. The reasoning for not including the public housing blocks to participate is that the funds are intended to provide "public benefit amenities" for the neighborhood. The benefit provided through the redevelopment of the public housing blocks is the mixed income communities recommended by the Braddock East Plan, which will not be provided by the other redevelopment blocks. In addition, the redevelopment of the public housing sites will still require streetscape improvements such as underground utilities and on-site open space when each block redevelops. The City is also assisting in funding a portion of the planned open space on one of the to-be redeveloped public housing blocks.

**Figure 3 - Blocks Identified for Redevelopment by the BMNP**



Simply dividing the total development (2.34 million SF) by half of the total cost of improvements (\$5.95 million) equates to \$2.54 per allowable square foot of development. Staff then refined the formula to address the concept of a catalyst, non-catalyst and density bonus tiers. The early catalyst phases would pay 22% of the total recommended improvements. The non-catalyst phases, which benefit from the redevelopment and associated amenities of earlier projects, would pay 55%. Finally, the density bonus projects which received additional density as part of the Plan would pay 23% of the total contributions.

Similar to the approach within Eisenhower East where “credits” are given for sites which provide required on-site open space/parks, staff is recommending that the two sites that are required by the Plan to provide a park on-site (Block 6 - Metro and Block 1 - Jaguar) be permitted to deduct a portion of their open space contribution. Staff is recommending that half of the cost of the park improvements (excluding land costs) be counted as a “credit” or deducted from the open space contribution for each of the two sites. The

credit is an acknowledgement of the total 1.55 acres of consolidated open space on these sites. While staff is recommending a credit for both of these sites the total contributions provided by all of the sites enable the implementation of the amenities envisioned by the Braddock Plan.

### **Catalyst Projects**

Projects that are determined to be “catalyst” projects by virtue of their application submittal prior to or concurrent with the Plan, as well as early implementation, will qualify for the catalyst rate of \$1.32 per allowable gross square foot. This applies to early projects that preceded or were approved concurrent with the Plan and were approved prior to the adoption of this proposed policy. The catalyst rate recognizes current market conditions and is intended to serve as a “catalyst” to enable these early projects to proceed, adding amenities to the community and City while also adding value for subsequent projects. In order to qualify for the catalyst project contribution rate, projects must apply for their first certificate of occupancy and contribute to the fund within 60 months of adoption of this policy and have been approved before or concurrent with the Braddock Plan. As proposed the only three sites that would be eligible for the Catalyst rate would be Block 3 (Payne Street), Block 10 (Madison) and Block 1 (Jaguar).

### **Non-Catalyst, including Density Bonus Projects**

Non-catalyst projects will pay at a rate of \$4.23. Non catalyst projects that received bonus density- rezoning recommended in the Plan will pay at a rate of \$6.46.

### **City Contribution**

The City’s funding will be subject to the annual Capital Improvement Program (CIP) decision-making process, as well as annual considerations of appropriations by City Council. In addition to the City planning to pay half of the Open Space cost and half of the Community Amenities cost, the City will also pay to develop an open space/park on the James Bland site.

## **B. Compliance with the Braddock Plan Requirements**

The Plan estimates a total cost of \$19 million to \$35 million to fund the recommended public amenities. Table 2, below, shows the categories of amenities recommended in the Plan and their associated cost estimates – both as reflected in the Plan and as currently estimated. The Open Space Fund Account (OSF) will exclusively fund the approximately one acre park. The Community Amenities Fund Account (CAF), in addition to other City funding and developer obligations as part of the development site plan and development special use permit process, will fund the remaining five categories of amenities as shown below.

**Table 2 - Cost Estimate and Funding Sources**

PUBLIC AMENITIES	FUNDING SOURCE				Amount Provided as Part of Proposed CAF and OSF Funding (Braddock Plan Cost Range)
	Braddock Community Amenities Fund Account (CAF)	Braddock Open Space Fund Account (OSF)	Other City Funds	DSP or DSUP Condition and/or other Requirement	
Walking Streets	\$1,800,000		---	\$900,000	<b>\$2,700,000</b> (\$3 - \$5 million)
Bikeways			\$300,000	\$400,000	<b>\$700,000</b> (\$1-2 million)
Traffic Calming			\$370,000	\$200,000	<b>\$570,000</b> (\$1-2 million)
New Community Park		\$9,600,000	---	---	<b>\$9,600,000</b> (\$7-15 million)
Pocket Parks/Plazas			---	\$3 - \$5 million	<b>\$3 - \$5 million</b> (\$3 - \$5 million)
<b>TOTAL PHYSICAL IMPROVEMENTS</b>	<b>\$1,800,000</b>	<b>\$9,600,000</b>	<b>\$670,000</b>	<b>\$4.5-6.5 million</b>	<b>\$16.5-18.5 million</b> (\$15-29 million)
Neighborhood Retail	\$500,000				<b>\$500,000</b> (\$4-6 million)
<b>TOTAL OTHER IMPROVEMENTS</b>	<b>\$500,000</b>				<b>\$500,000</b> (\$4-6 million)
<b>TOTAL FUNDS (OSF and CAF)</b>	<b>\$2,300,000</b>	<b>\$9,600,000</b>			
<b>TOTAL OTHER SOURCES</b>			<b>\$670,000</b>	<b>\$4.5-6.5 million</b>	
<b>TOTAL IMPROVEMENTS</b>	<b>\$11,900,000</b>			<b>\$5.2-7.2 million</b>	<b>\$17-19 million</b> (\$19-35 million)

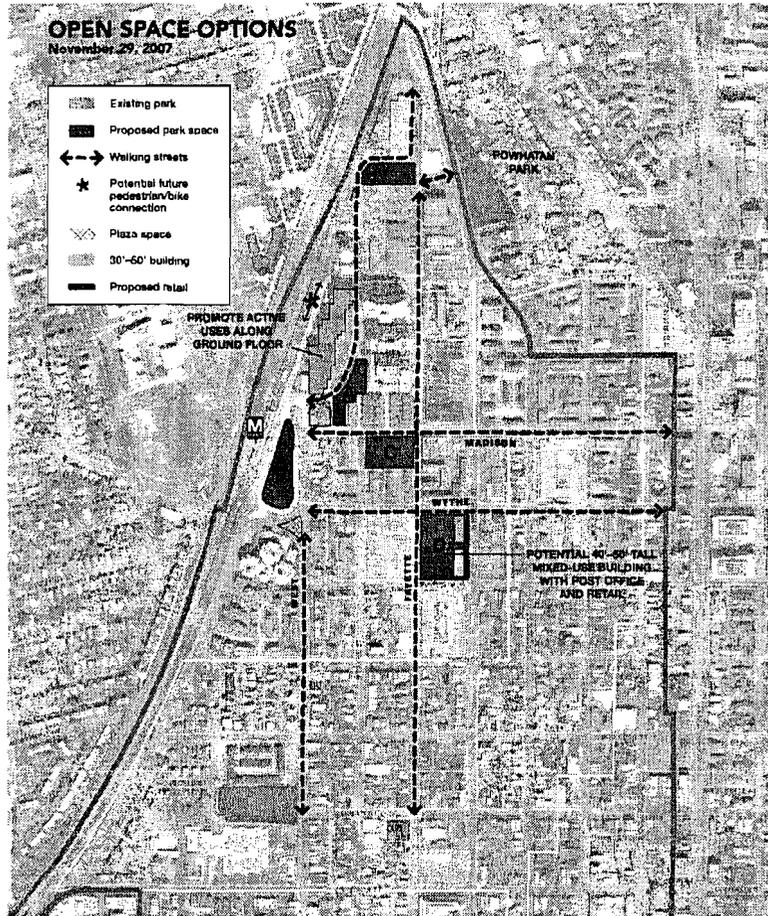
Although some of the revised current cost estimates are lower than the cost range reflected in the Plan, they are based on specific cost estimates of the construction and implementation of the required improvements rather than the general range provided by the Plan. The table also takes into account streetscape elements such as sidewalks, street trees, bulb-outs and underground utilities required as part of the development review process.

### III. OPEN SPACE FUND ACCOUNT (OSF)

The Braddock Plan recommends creating a new neighborhood park in the heart of the neighborhood at the intersection of at least two of the “walking streets.” During the planning process, criteria were established for selecting an ideal park location. The criteria were to identify a parcel that is: large enough to accommodate a one-acre park; easily accessible by the community; includes existing or proposed residential or retail uses that contribute to the park’s viability; and offers safety and visibility to public view. During the planning process, the community supported locating the park on the parcel currently occupied by the Post Office and warehouse space that is bounded by Fayette, Wythe, Henry, and Pendleton streets (shown as Option D in Figure 4). The community identified the Andrew Adkins block as an alternate (Option C), and the 1261 Madison

parcel (Option A) as a third choice. A conceptual graphic of the park showed demolition of the entire site (including the existing post office building), and construction of two narrow buildings fronting Henry Street, with the park on the remaining area of the block.

**Figure 4 - Proposed Neighborhood Park Locations**



The park costs used in determining the formula for the OSF were based on the following:

- land acquisition (600 and 600 A North Henry Street)
- demolition (parking lots, portion of Post Office building)
- environmental assessment and remediation
- park design and construction (includes regrading, turf, trees, paths, benches, lighting, hardscape, landscaping, water fountains, bike racks, play structures, public art)
- undergrounding on contiguous blocks
- streetscaping on contiguous blocks

**Figure 5 – Aerial Photo of 600 and 600A N. Henry Street**



The original estimate in the Plan for a new park was \$7 million to \$15 million, shown in Table 2 above. Staff developed refined estimates for each of the costs involved in designing and constructing a new one acre park. In addition, staff used actual design and construction costs for recently constructed parks in the City such as John Carlyle Square and the park on Carlyle Block 27, as well as an estimate from a consultant based on the parameters of the park. The analysis resulted in a total estimated cost of \$9.6 million for a one acre neighborhood park, which is within the anticipated range shown in the Plan. The City and new development will share the \$9.6 million cost equally at approximately \$4.8 million each.

As stated, the estimated park cost was based on current land values, demolition, remediation, park design and construction cost, streetscaping and undergrounding. The process for estimating the cost for the park is not intended to indicate a chosen design or location. The final location and park design will be determined through a public process involving the community, the Parks and Recreation Commission, the Planning Commission and City Council. It should be noted that estimating the cost of acquiring land is somewhat subjective, as market conditions at the time of the sale, seller needs, as well as relocation costs could vary widely from these estimates.

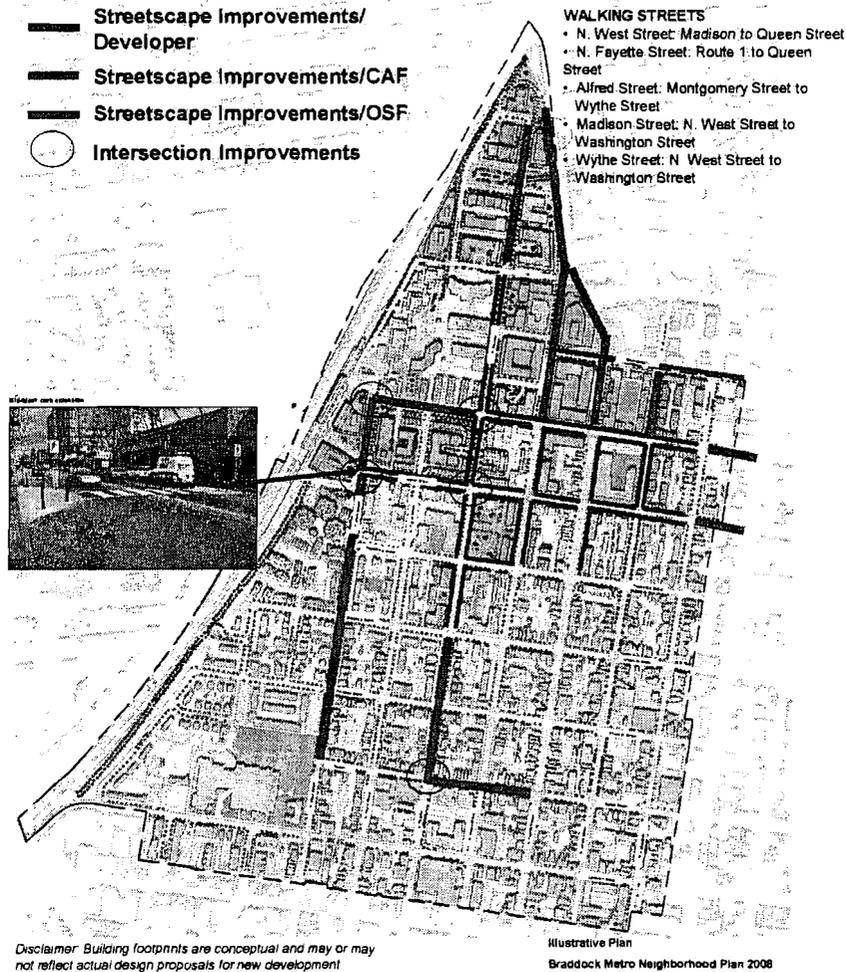
#### **IV. COMMUNITY AMENITIES FUND ACCOUNT (CAF)**

In addition to the open space amenities discussed above, the Plan recommends streetscape improvements, traffic calming and intersection improvements, and the recruitment and stabilization of locally-owned, neighborhood-oriented businesses as public amenities for the neighborhood. Streetscape improvements include sidewalks, curbs, street trees, and lighting. Traffic calming and intersection improvements include curb extensions, traffic signals, and crosswalks. The Plan also calls for funds for the revitalization of businesses and enhancements for existing buildings along Queen Street and to create and subsidize retail space at the Braddock Metro site, as well as general support to assist in small business recruitment and retention.

##### **Walking Streets**

The Plan calls for the improvement of up to 29 “block faces” along Fayette, Madison, West and Wythe Streets, the Plan’s identified “walking streets,” for an estimated cost of \$3 million to \$5 million. As sites redevelop in the area, they will be required to perform streetscape improvements on contiguous block faces through the City’s development review process. Based on the sites anticipated for redevelopment, ten block faces will be improved through the development review process for an approximate total cost of \$900,000 (an additional two blocks will be improved as part of the approved James Bland redevelopment). Streetscape improvements for the remaining 19 block faces will cost an estimated \$1.8 million, which will be funded through the proposed Community Amenities Fund Account, half funded by the City, half funded by developer “fair share contributions”. Figure 6 depicts the planned streetscape improvements.

**Figure 6- Proposed Streetscape and Intersection Improvements**



### Neighborhood Retail

The Plan recommends providing funds to support neighborhood retail. The original estimate in the Plan, recommended by the City's consultant, was identified at \$4 million to 6 million. After Plan adoption, discussions with business recruitment and economic development officials indicate that the Plan's objectives can be achieved with a reduced level of funding. The current estimated cost of \$500,000 will be funded by the CAF (shared equally by the City and new development at \$250,000 each).

The scope of the fund could include enhancements for existing buildings, sidewalks, and signage along Queen Street, façade improvements, recruiting high-quality, new retail, restaurants, and other businesses to the Braddock Metro site and Queen Street, technical assistance to business owners, historic preservation efforts, and rent subsidies. Staff is working with Alexandria Economic Development Partnership (AEDP) and the Small Business Development Center (SBDC) to identify needs and opportunities that can realistically be funded and implemented in order to successfully strengthen locally-owned small business in the Braddock Metro Neighborhood. Some of these program elements

would be new for the City and as a result need to be carefully reviewed before adoption. The City is partnering with AEDP and SBDC to develop a comprehensive strategy, and Staff recommends targeting up to \$500,000 in the CAF to fund initial efforts. The Braddock IAG will assist in the programming of these funds.

## V. Public Amenities Funded by Other Sources

### Bikeways

The Plan recommends improvements along Fayette Street to facilitate enhanced bike circulation for a total current estimated cost of \$700,000. All of the curb extensions on Fayette recommended in the Plan are adjacent to parcels anticipated for redevelopment. Projects will be obligated to construct curb extensions through the development review process, at an estimated total cost of \$400,000.

### Traffic Calming

The Plan recommends traffic calming improvements including curb extensions, a traffic signal, and crosswalks for a total current estimated cost of \$570,000. The cost of the curb extensions recommended on West Street is estimated at \$200,000 and will be required by the development review process of the adjacent Metro parcel when developed. The estimated cost of the traffic signal and special crosswalks is \$370,000 and will be funded by the City.

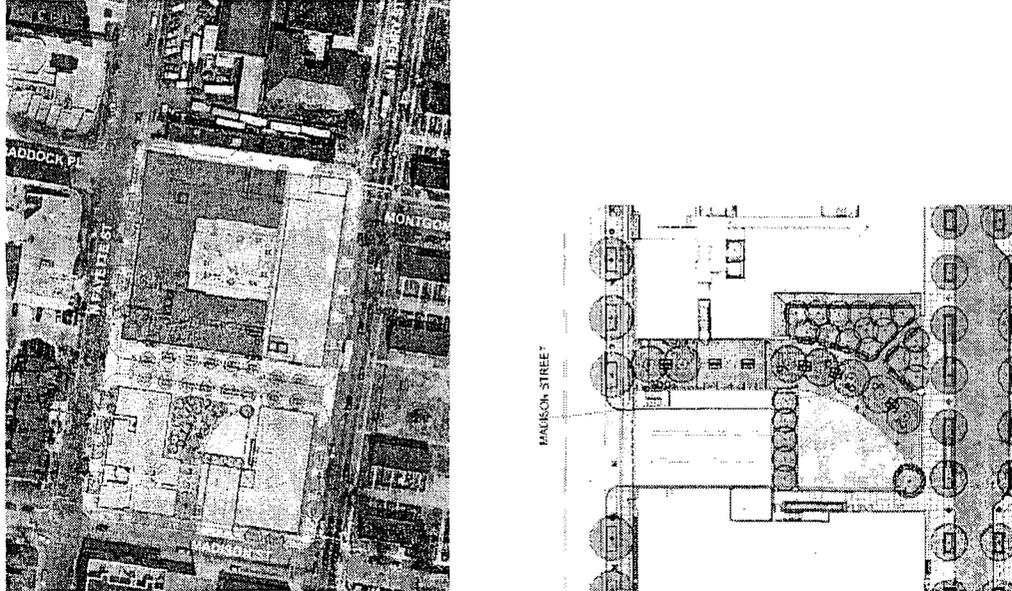
### Pocket Parks/Plazas

The Plan recommends publicly accessible pocket parks and plazas throughout the neighborhood. The pocket parks recommended in the Plan will be implemented by new development as it occurs, as required through the development review process, similar to the publicly accessible pocket parks required as part of the approval process for The Madison and Payne Street redevelopments. The parks will be privately owned and maintained, but publicly accessible and will result in a series of open spaces throughout the neighborhood to reinforce existing and new trails and the new community park. The Plan provided an original estimate of \$3 million to \$5 million for the value of the privately implemented pocket parks. This cost range is within the parameters of the anticipated value of the pocket parks.

Figure 7 - Payne Street publicly accessible open space



**Figure 8 - Madison site plan and publicly accessible open space plan**



## VI. COMMUNITY OUTREACH

Staff held meetings with the community on January 12 and February 9, 2009 to provide information and follow-up regarding the process for establishing the funds accounts and formulas, answer questions, and garner feedback. Meeting notes and other post-meeting materials are available on the Planning and Zoning website. The community expressed three main concerns:

1. *The location of the park as depicted in a conceptual graphic presented by Staff at the community meetings.* Staff has explained that the generic park concept shown at the community meeting was solely for the purposes of estimating the cost of a one acre neighborhood park. It was not meant to imply the park design nor preclude any other possible locations and/or configurations. The final location and park design will be determined as part of the implementation process with assistance from the Implementation Advisory Group.
2. *The difference in estimated costs of public amenities in the Plan versus the cost estimates presented at the February 9<sup>th</sup> meeting.* Staff has explained that the cost estimates in the Plan were preliminary and intended as a guide. Since City Council's March 2008 adoption of the Plan, Staff has work to develop more refined estimates based on current projects throughout the City. Although some of the revised estimates are lower, Staff is confident that the estimates will adequately cover all of the public amenities recommended in the Plan. In addition, there was some confusion regarding the cost estimate tables presented at the meeting. Staff has revised the tables (see Attachment 4) at the request of the community for clarity.

3. *Clarification on which properties are subject to the “fair share contribution.”*  
Staff has clarified in Figure 1 the staff report recommendations the properties that will be subject to the “fair share contributions”.

Staff also worked with the development community and communicated with property owners subject to the “fair share contribution” to the proposed funds. In addition, materials regarding the proposed funds and formulas were posted to the Planning and Zoning Braddock Implementation webpage for community review.

### **Braddock Implementation Advisory Group**

As recommended in the Plan, an Implementation Advisory Group (IAG) has been established to guide implementation of the Plan over time. This group will help prioritize improvements in the neighborhood and review programming and design of the neighborhood park as funds are accrued and the land is acquired.

## **VII. STAFF RECOMMENDATIONS**

Staff recommends **approval** of the creation of the Braddock Open Space Fund Account (OSF) and the Community Amenities Fund Account (CAF) and the applicable developer contribution formulas subject to the following and all applicable codes and ordinances.

<b>Fund Account</b>	<b>Catalyst Projects</b> (Jaguar, Madison , Payne Street Projects)	<b>Non-Catalyst Projects</b>	<b>Non-Catalyst Projects Plus Density Bonus</b>
Open Space	\$ 0.92 /SF	\$3.67/SF	\$5.76/SF
Community Amenities	\$0.40/SF	\$0.56/SF	\$.70/SF
<b>Total</b>	<b>\$1.32/SF</b>	<b>\$4.23/SF</b>	<b>\$6.46/SF</b>

1. Each development site plan and/or development special use permit designated as a redevelopment parcel in the Braddock Metro Neighborhood Plan (Blocks 1-13) as depicted in Figure 1 shall be required to provide a total monetary contribution to the Braddock Open Space Fund Account and Community Amenities Fund Account in the amount of \$1.32 for catalyst projects, \$4.23 for non-catalysts projects and \$6.46 for density bonus-rezoning projects per square foot of gross allowable development. The distribution of the total monetary contribution shall comply with the rate chart above.
2. Eligible catalyst projects shall be defined as those projects that received their approvals prior to or concurrent with the Plan, which shall be limited to Block 1 (Jaguar), Block 10 (Madison), and Block 3 (621 North Payne Street). In order to qualify for the catalyst rate, these projects shall apply for their first certificate of occupancy and contribute to each of the funding accounts within sixty (60) months of adoption of this policy by the Planning Commission. For multiple phase catalyst projects, the first phase shall be required to achieve a

Braddock Metro Neighborhood Plan  
Implementation Formulas

certificate of occupancy permit within 60 months as required herein and subsequent phases shall be required to have an approved certificate of occupancy permit for each subsequent phase within twenty-four (24) months of the prior phase.

3. Non-Catalyst projects shall be defined as those projects that apply for their first certificate of occupancy more than 60 months after the adoption of this policy and that did not submit a development application prior to or concurrent with the BMNP.
4. Bonus density projects shall be defined as those projects that the Plan recommended to receive additional density through a rezoning.
5. Developer contribution(s) shall be paid prior to the release of the first certificate of occupancy for each building.
6. Monetary credit for on-site open space will be given to projects required by the BMNP to provide a significant public park onsite. The two sites that are required by the Braddock Plan to provide a public park on-site are Block 6 (Metro) and Block 1 (Jaguar). These sites shall be permitted to deduct a portion of their open space contribution in the amount of half of the cost of the park improvements (excluding land costs). For Block 6 (Metro), this amount shall not exceed \$517,500 or a rate of \$22.50 per square foot of public open space-plaza space provided. For Block 1 (Jaguar), this amount shall not exceed \$375,000 or a rate of \$15.00 per square foot of public open space provided.
7. The Braddock OSF and CAF formulas shall be subject to an escalation clause equivalent to the CPI for all Urban Consumers (CPI-U) for Washington-Baltimore area adjusted annually on January 1, starting on January 1, 2010, based on the change in CPI-U for the prior twelve months.
8. The OSF and CAF contribution rate shall be based on the year starting January 1 that the development receives its certificate of occupancy.
9. **CONDITION ADDED BY PLANNING COMMISSION:** The Director of Planning and Zoning may review applications for modest changes to an existing building and use that are requested by a non-profit organization to continue to fulfill its mission and the Planning Commission may find that such an application does not constitute "redevelopment" for the purposes of triggering the payment(s). (PC)

**STAFF:**

Faroll Hamer, Director, Planning and Zoning;  
Jeffrey Farnar, Deputy Director, Development;  
Karl Moritz, Deputy Director, Strategic and Long Range Planning;  
Kathleen Beeton, Division Chief, Neighborhood Planning and Community Development;  
Brandi D. Collins, Urban Planner;  
Carrie Beach, Urban Planner;  
Veronica O. Davis, Urban Planner; and  
Laura Durham, Recreation, Parks and Cultural Activities.

**ATTACHMENTS:**

Braddock Metro Neighborhood Plan  
Implementation Formulas

1. OSF and CAF Detailed Cost Estimate
2. Total Developer Contribution by Block
3. Meeting Notes from January 12, 2009
4. Meeting Q&A from February 9, 2009
5. Memo to Planning Commission
6. Correspondence with ICCA

**Attachment 1**

**Braddock Funds Cost Estimate Detail**

**Open Space Fund Account (OSF) 46,250 SF park**

<b>Item</b>	<b>Cost</b>
Land acquisition-tax assessment 600 N Henry	\$2,713,000
Land acquisition-tax assessment 600A N Henry	\$2,977,000
Envtl Assessment/Remediation	\$100,000
Demolition (600, 600A N Henry)	\$470,000
Park des/devt 31,250 SF passive @\$30SF	\$1,613,000
Park des/devt 15,000sf plaza @\$45/SF	
Utility undergrd Henry, Fayette, Pendleton (950lf @\$1500/LF)	\$1,425,000
Streetscape Henry, Fayette, Pendleton (950lf @\$318/LF)	\$302,000
<b>TOTAL OSF COST (50% paid by City, 50%paid by new development)</b>	<b>\$9,600,000</b>

<b>Community Amenities Fund (CAF)</b>	
<b>Item</b>	<b>Cost</b>
Streetscaping for all walking streets not otherwise covered by new development (sidewalks, street trees, lighting, signage)	\$1,800,000
Small Biz Retention/Assistance	\$500,000
<b>TOTAL CAF COST (50% paid by City, 50%paid by new development)</b>	<b>\$2,300,000</b>

Attachment 2

Total Developer Contributions by Site

BLOCK #	Site	Applicable Tier	Total Allowable Devt. (SF)	OSF rate (per square foot)	OSF contribution	Credit for provision of park required by BMNP	Net OSF contribution	CAF rate (per square foot)	CAF contribution	TOTAL Contribution to both funds
1	Jaguar	Catalyst	770,000	\$ 0.92	708,400	375,000	333,400	\$ 0.40	308,000	641,400
3	Payne Street	Catalyst	227,600	\$ 0.92	209,392		209,392	\$ 0.40	91,040	300,432
10	Madison	Catalyst	283,000	\$ 0.92	260,360		260,360	\$ 0.40	113,200	373,560
2	Yates	Non-Catalyst	57,500	\$ 3.67	211,025		211,025	\$ 0.56	32,200	243,225
4	Tony's Auto 1261	Non-Catalyst	104,000	\$ 3.67	381,680		381,680	\$ 0.56	58,240	439,920
5	Madison Fayette	Non-Catalyst	122,500	\$ 3.67	449,575		449,575	\$ 0.56	68,600	518,175
7	Warehouses	Non-Catalyst	95,000	\$ 3.67	348,650		348,650	\$ 0.56	53,200	401,850
8	Route 1 Triangle	Non-Catalyst	242,000	\$ 3.67	888,140		888,140	\$ 0.56	135,520	1,023,660
9	Carpenter's Shelter	Non-Catalyst	90,000	\$ 3.67	330,300		330,300	\$ 0.56	50,400	380,700
11	Henry Street—Site A	Non-Catalyst	42,000	\$ 3.67	154,140		154,140	\$ 0.56	23,520	177,660
12	Henry Street—Site B	Non-Catalyst	22,500	\$ 3.67	82,575		82,575	\$ 0.56	12,600	95,175
6	Metro Site	Bonus Density	291,000	\$ 5.76	1,676,160	517,500	1,158,660	\$ 0.70	203,700	1,362,360
	<b>TOTALS</b>		<b>2,347,100</b>				<b>4,807,897</b>		<b>1,150,220</b>	<b>5,958,117</b>

27



# Braddock Metro Neighborhood Plan

City of Alexandria, Department of Planning and Zoning  
www.alexandria.gov/planningandzoning 703.838.4666

## COMMUNITY MEETING

Monday, January 12, 2009  
7:00 PM - 8:30 PM  
Durant Center

### Introduction

Faroll Hamer, Director of Planning and Zoning, provided an overview of the purpose of the meeting. The purpose of the community meeting is to provide a status update on the establishment of the Implementation Advisory Group (IAG) and the Open Space and Community Amenities Funds and progress on plan implementation.

Ms. Hamer discussed the handout with the list of tasks that were recommended in the plan. She explained that there are some tasks that could go forward without funding, such as designating the parking district and transportation management plan district.

Ms. Hamer stated that the establishment of the Open Space and Community Amenity Funds would be going to the Planning Commission for the February Hearing. The establishment of the IAG will go to City Council at the end of this month at its Legislative Session.

### Update on Implementation Advisory Group

Ms. Hamer provided an update on the establishment of the Implementation Advisory Group.

- The framework for the IAG was established in the Braddock Plan. Council required the IAG be set up within 90 days of approval of the Braddock East Plan.
- The docket item that is going to City Council will be available on Friday, January 23, 2009. The docket will include a memo recommending the composition of the IAG that is a representative cross-section of the community.
- The City Manager will invite people to be members of the IAG.
- The role of the IAG will be to give the City Council and City staff guidance on how to spend the funds generated from the Community Amenities and Open Space funds within the planning area.
- The first meeting of the IAG will be late February 2009 or early March 2009.

The community requested the IAG be comprised of more residents who live in the planning area and people who were active participants in the planning

### Attachment 3

process. It was also requested that the City maintain transparency throughout the formulation of the group. P&Z staff will send the docket item through e-news.

#### Status of Development Projects

Mr. Jeff Farner, Deputy Director of Planning and Zoning for Urban Design, provided a development update.

- Madison is going through the final site approval process
- Payne Street is going through a final site approval process.
- Jaguar still intends to go forward.

In response to a question posed by an attendee regarding the location of townhomes in the Payne Street project, Mr. Farner stated that the site has been approved for multi-family flats that will resemble townhomes from the outside.

#### Status of Open Space and Community Amenities Fund

##### Open Space Example: Eisenhower East

Mr. Farner provided a brief overview of Eisenhower East as the model for funding open spaces in the planning area.

- Each developer paid their fair share based on total square footage at build out.
- The cost of the park included land acquisition costs, grading, and other improvements.
- It is a dedicated fund solely used for improvements in Carlyle.

The community asked for the total cost of the park. Mr. Farner stated that staff will include it in the materials for the website.

#### Braddock Park Concept

Mr. Farner stated that staff had to consider a conceptual park plan to develop an estimated total cost for construction of the park.

- The conceptual plan should not be considered as the final design. The actual park design will be later in the implementation process with input from the IAG.
- The preference in the Plan for the park is the block that is bounded by Fayette, Wythe, Henry, and Pendleton streets. This block is currently occupied by commercial use and Post Office.
- Since the plan was approved staff has looked at the Post Office building and given its useful life, it may not be financially feasible to tear down the building.
- Staff also took into consideration the community's desire to maintain the retail functions of the Post Office.
- In addition to the difference in costs and feasibility, the city is also considering the sustainability aspects of retaining the existing building with a desired community service and balancing it with the cost to demolish the existing building and build a new building.

### Attachment 3

- The City has had discussions with the commercial property owner the southernmost parcel and the United States Postal Service regarding the Post Office property. The City will continue these discussions.

Community members expressed concern about the lack of buffer to the park on Route 1 and asked about the total cost of amenities at the park.

***\*\*\*Post meeting note: After the meeting, staff discovered an error in the calculation of the estimated size of the park. The revised estimated size of the park is 45,600 square feet (>1 acre), which is consistent with the Plan recommendation to have at least a one acre park in the planning area. \*\*\****

#### Open Space Fund (OSF)

Mr. Farner provided an overview of the Open Space Fund

- Staff has had conversations with the development community. The development community has expressed concern about the pro-rata share given current economic conditions.
- There is consideration of having a catalyst phase for developer contributions that is slightly less for development that occurs within a certain time period, as yet undetermined, then escalating in the future to capture the reduced developer contributions during the catalyst phase.

#### Community Amenities Fund (CAF)

Mr. Farner provided an overview of the Community Amenities Fund

- The Community Amenities Fund is available for street improvement projects, such as streetscape, and street furniture.
- The Community Amenities Fund does not include streets that will be redeveloped by private developers or the streets that are contiguous with the park. Streetscape improvements adjacent to the park will be funded through the Open Space Fund.
- Staff will be looking to the IAG for assistance with prioritizing the projects to be funded by the CAF.

#### Questions and Answer Session

1. What is going to the Commission in February?

The formula for the developer contributions for the open space fund and community amenities fund will be going to the Planning Commission in February.

***Post meeting note: the formula for the developer contributions for the open space and community amenities fund will be going to the Planning Commission in March.***

2. Will the formula be compared to how the Eisenhower East was calculated? Yes. The staff report will include discussion on how it compares to Eisenhower East.

### Attachment 3

3. Could you discuss the money that was allocated for business retention through the Community Amenities Fund?

As described in the plan, a streetscape and community amenities fund is recommended to provide funds for streetscape improvements and other desired community amenities, such as bulb-outs and related intersection improvements and undergrounding of utilities. Money for this fund would also be used for retail recruitment and enhancement not only along Queen Street but also in other emerging retail areas around the metro and elsewhere in the plan area. The plan originally estimated that \$4-6 million would be spent on those items. After more consideration, staff projects that this number will be considerably less for a number of reasons, including that the City will work with the Small Business Development Center and the Alexandria Economic Development Partnership (AEDP), which currently has recruitment and business assistance programs in place.

4. Can you provide a little more detail about how the IAG will be selected?

The IAG will be a representative cross-section of the community. Staff will look to the civic associations in the neighborhood to provide recommendations; in addition, staff will look at who participated in the planning process. Staff's recommendation is that the City Manager appoints the IAG members. All IAG meetings will be open to the public.

5. There was discussion that the City Council will rededicate the City's Open Space Fund for stormwater improvements. How will this affect the city's matching fund for the neighborhood?

Staff is unaware of any plans to rededicate the City's Open Space Fund, however, if it were to occur, that action has no bearing on the City's commitment to providing matching funds for improvements in the Braddock neighborhood consistent with the plan. The City's match to the developer contributions will be in the form of capital improvement program requests (CIP) that are subject to approval by City Council. CIP requests are reviewed annually and must compete with other desired projects for city funding.

6. Can you provide an update on James Bland?

The first phase of the project will be going to the Parker-Gray Board of Architectural Review at the next work session in January. The streetscape will include improvements on all blocks that front the property, street trees on First Street and undergrounding utilities. The sidewalks will be 6 feet wide concrete and 6 feet wide for street trees.

7. Will there be any beautification projects along Route 1?

Most beautification along Route 1 will occur as redevelopment occurs. The plan focuses on walking streets; however, the IAG may recommend focusing on other streets as well.



# Braddock Metro Neighborhood Plan

City of Alexandria, Department of Planning and Zoning  
www.alexandria.gov/planningandzoning 703.838.4666

Community Meeting  
February 9, 2009  
7:00 PM - 8:15 PM  
Durant Center

The purpose of the meeting was to provide additional detail regarding the Braddock open space and community amenities funds and formulas.

## Question and Answers

### 1. Is the park as shown in Figure 2 the final design and location?

No. The actual park design will be developed later in the implementation process with input from the Implementation Advisory Group (IAG). Staff created a generic conceptual graphic in order to develop a cost estimate for the dedicated Open Space Fund. The Plan's preferred location for the park is the block bounded by Fayette, Wythe, Henry, and Pendleton streets. This block is currently occupied by commercial use and Post Office.

### 2. What happens if it is not possible to locate the park on the Post Office block?

The Plan designates two alternative sites: the Andrew Adkins block and at 1261 Madison. Both present significant challenges from a timing and location perspective. If for some reason the post office site is not an option, then the City would look at the alternatives.

### 3. Why is there a difference in the cost estimates that were in the Braddock Metro Neighborhood Plan and the cost estimates used to model the developer "fair-share" contribution formula?

The cost estimates in the Plan were preliminary and intended as a general guide. Since City Council's March 2008 adoption of the Plan, staff has worked to develop more refined estimates using current costs. Staff is confident that these numbers reflect a more accurate estimate of costs.

### 4. What happens if the actual cost of the projects exceeds the current estimate? Who will be responsible for the shortfall?

Staff is confident that the cost estimates used in the model for the developer contribution formula are conservative and should adequately cover the costs

## Attachment 4

of the improvements. In addition, the policy includes a clause to account for inflation. However, if there are cost overruns, the City will be responsible for the difference.

5. **Once developers start paying into the funds, where does the money go and will the funds be solely for use in the Braddock Metro Neighborhood planning area?**

Similar to the Open Space Fund for Eisenhower East, developer contributions will go into a dedicated fund that can only be used for public amenities in the Braddock Metro Neighborhood planning area. The City's matching contribution to the funds will be subject to the annual capital improvement program (CIP) process as well as annual considerations of appropriations by City Council.

6. **Which properties will have to pay a fair share contribution and what is the trigger?**

Page 96 and 97 of the Braddock Metro Neighborhood Plan show the thirteen redevelopment sites that will be required to pay into the Braddock OSF and CAF. The requirement is triggered when redevelopment of those properties requires a site plan and/or a development special use permit.

7. **Why is there a catalyst phase for the developer contributions?**

This approach is comparable to the phased rate structure proposed in the Landmark/Van Dorn Plan. The catalyst phase recognizes early projects that create value in the neighborhood and encourage future projects. The catalyst phase also recognizes that these early projects purchased property and were approved prior to or concurrent with the Plan, without the benefit of factoring the "fair share contribution" cost into their project financing. Future developers have more flexibility to adjust other costs to pay for the "fair share contribution". Finally, the catalyst phase allows these early projects to move forward given current difficult market conditions.

8. **Table 1 states that the developer contributions would pay for sidewalk and curb repairs. Why is repair being included as a community benefit, when it is something that the City should be doing anyway?**

Routine repairs are not included as a community amenity. The cost estimates in Table 1 refer to more substantial public improvements such as curb extensions, street trees, and other pedestrian improvements that go beyond routine maintenance.

9. **Can the City provide a chart or a table that clearly outlines the costs for public benefits and sources of funding?**

## Attachment 4

The table has been included as Attachment 1.

### 10. What is being done to recruit small and diverse business to the new retail development?

The Community Amenities Fund includes a component for recruitment and retention of locally-owned, small businesses for neighborhood retail. The City is working with the Alexandria Economic Development Partnership and the Small Business Development Corporation to determine the programs and services to provide support to neighborhood businesses.

**Attachment 4**

**Attachment 1. Cost estimates and funding sources for the provision of recommended public amenities in the Braddock Metro neighborhood**

PUBLIC AMENITY	ESTIMATED COST	FUNDING SOURCE					
		Braddock Community Amenities Fund (CAF)		Braddock Open Space Fund (OSF)		Other City Funds	Developer Requirement through DSUP
		City Contribution	Developer Contribution	City Contribution	Developer Contribution		
Walking Streets	\$2,700,000	\$900,000	\$900,000	---	---	---	\$900,000
Bikeways	\$700,000	---	---	---	---	\$300,000	\$400,000
Traffic Calming	\$570,000	---	---	---	---	\$370,000	\$200,000
New Community Park	\$9,600,000	---	---	\$4,800,000	\$4,800,000	---	---
Pocket Parks/Plazas	\$3 - \$5 million	---	---	---	---	---	\$3 - \$5 million
<b>Total Physical Improvements</b>	<b>\$16.5-18.5 million</b>	<b>\$900,000</b>	<b>\$900,000</b>	<b>\$4,800,000</b>	<b>\$4,800,000</b>	<b>\$670,000</b>	<b>\$4.5-6.5 million</b>
Neighborhood Retail	\$500,000	\$250,000	\$250,000				
<b>Total Other Improvements</b>	<b>\$500,000</b>	<b>\$250,000</b>	<b>\$250,000</b>				
<b>TOTAL IMPROVEMENTS</b>	<b>\$17 - 19 million</b>	<b>\$1,150,000</b>	<b>\$1,150,000</b>	<b>\$4,800,000</b>	<b>\$4,800,000</b>	<b>\$670,000</b>	<b>\$4.5-6.5 million</b>

35

**SUMMARY**

<b>TOTAL EXPENSES</b>	<b>\$17 - 19 million</b>
-----------------------	--------------------------

FUNDING SOURCE	
City Contribution to CAF and OSF	\$5,950,000
Other City Funds	\$670,000
<b>Total City Contribution</b>	<b>\$6,620,000</b>
Developer Contribution to CAF and OSF	\$5,950,000
Developer Requirement through DSUP	\$4.5-6.5 million
<b>Total Developer Contribution</b>	<b>\$10.45-12.45 million</b>

## Attachment 4

**Table 1. Cost estimates and funding sources for the provision of recommended public amenities in the Braddock Metro Neighborhood**

The following table, based on the chart "Cost Range of Recommended Public Improvements" found in the Braddock Metro Neighborhood Plan on page 119, demonstrates how all of the public amenities recommended in the BMNP will be funded.

	FUNDING SOURCE			Actual Cost Estimate <sup>1</sup> (BMNP Cost Range <sup>2</sup> )
	Braddock Community Amenities Fund (CAF)	Braddock Open Space Fund (OSF)	Other Funding Source (DSUP condition, CIP)	
<b>Walking Streets</b>				
The Plan recommends streetscaping improvements on 29 blocks of the "walking streets," along Fayette, Madison, West, and Wythe Streets (see Figure 1) for a current estimated cost of \$2.7M. Streetscape improvements include sidewalk and curb, street trees, and lighting. The CAF will fund \$1.8 million of these improvements (funded equally by the City and development at \$900,000 each). The estimated cost to improve the remaining 10 blocks that are adjacent to parcels anticipated for redevelopment is \$900,000 and will be the obligation of the developer as required through the development review process.	\$1,800,000		\$900,000	<b>\$2,700,000</b> (\$3 - \$5 million)
<b>Bikeways</b>				
The Plan recommends improvements along Fayette Street to facilitate enhanced bike circulation for a total current estimated cost of \$700,000. All of the curb extensions on Fayette recommended in the Plan are adjacent to parcels anticipated for redevelopment. Projects will be obligated to construct curb extensions through the development review process, at an estimated total cost of \$400,000.			\$700,000	<b>\$700,000</b> (\$1-2 million)
<b>Traffic Calming</b>				
The Plan recommends traffic calming improvements, including curb extensions, a traffic signal, and crosswalks for a cost of \$570,000. The cost of the curb extensions recommended on West St is \$200,000 and will be required by the development review process of the adjacent parcel when developed. The estimated cost of the traffic signal and special crosswalks is \$370,000 and will be funded by the City's CIP.			\$570,000	<b>\$570,000</b> (\$1-2 million)
<b>New Community Park</b>				
The Plan recommends a new 1 acre community park. The park will cost \$9.6M to purchase, design and construct, and will be funded by the OSF (funded equally by the City and new development at \$4.8M each). The estimated size of the proposed park is 46,500 square feet (1.06 acres). Further detail on the OSF is provided in Tables 2-4.		\$9,600,000		<b>\$9,600,000</b> (\$7-15 million)
<b>Pocket Parks/Plazas</b>				
The Plan recommends publicly accessible pocket parks and plazas throughout the neighborhood. These will be implemented as part of each new development project for each block, and will be publicly accessible and privately owned/maintained.			\$3 - \$5 million	<b>\$3 - \$5 million</b> (\$3 - \$5 million)
<b>TOTAL PHYSICAL IMPROVEMENTS</b>	<b>\$1,800,000</b>	<b>\$9,600,000</b>	<b>\$5.2-7.2 million</b>	<b>\$16.5-18.5 million</b> (\$15-29 million)
<b>Neighborhood Retail</b>				
The Plan recommends a fund to support neighborhood retail. The original estimate in the Plan was recommended by the City's consultant. After Plan adoption, discussions with business recruitment and economic development officials indicate that the Plan's objectives can be achieved with a reduced level of funding. Additionally, the facade program has been phased out. The current estimated cost of \$500,000 will be funded by the CAF (shared equally by the City and new development at \$250,000 each).	\$500,000			<b>\$500,000</b> (\$4-6 million)
<b>TOTAL "SOFT" IMPROVEMENTS</b>	<b>\$500,000</b>			<b>\$500,000</b> (\$4-6 million)
<b>TOTAL FUNDS (OSF and CAF)</b>	<b>\$2,300,000</b>	<b>\$9,600,000</b>		
<b>TOTAL OTHER SOURCES</b>			<b>\$5.2-7.2 million</b>	
<b>TOTAL IMPROVEMENTS</b>	<b>\$11,900,000</b>		<b>\$5.2-7.2 million</b>	<b>\$17-19 million</b> (\$19-35 million)

<sup>1</sup> Generated through the BMNP Implementation Process (January 2009). All estimates are rounded to the nearest hundred thousand (excluding Traffic Calming)

<sup>2</sup> BMNP Estimated Cost Range found in Braddock Metro Neighborhood Plan (approved February 2008), Chart *Cost Range of Recommended Public Improvements*, Pg 119

Attachment 5  
**City of Alexandria, Virginia**

---

**MEMORANDUM**

DATE: FEBRUARY 26, 2009

TO: CHAIRMAN AND MEMBERS OF THE PLANNING COMMISSION

FROM: FAROLL HAMER, DIRECTOR, PLANNING AND ZONING

SUBJECT: DOCKET # 12 – BRADDOCK IMPLEMENTATION  
APPROVAL OF ESTABLISHMENT OF A BRADDOCK OPEN SPACE FUND AND A  
BRADDOCK COMMUNITY AMENITIES FUND AND FORMULA FOR  
DEVELOPER CONTRIBUTIONS TO THESE FUNDS.

---

**I. DISCUSSION**

After the staff report was transmitted to the Planning Commission, staff received a letter from Carpenter's Shelter raising a concern about whether modest additions would trigger the payment to each of the required funds. The staff recommendation is that the "trigger" to contribute to the Open Space Fund and the Community Amenities Fund is a development site plan and/or a development special use permit. Therefore, small additions (smaller than 3,000 sq.ft) would not trigger a site – although the use may trigger a development special use permit.

In a letter dated February 24, 2008 (attached), Carpenter's Shelter requested an exemption from the Open Space Fund. They noted that "We do have a need from time-to-time to reconfigure our building and site and to enable us to better carry out our mission of ending homelessness."

Staff agrees that it is not in the public interest for modest additions by Carpenter's Shelter to trigger the full payment requirement. The expectation of the Neighborhood Plan is that the payment will be made upon redevelopment of each block which implies substantially more development activity than a small addition.

Staff discussed whether this new "addition" provision should apply to more properties than those on which non-profit organizations are operating. Staff believes it should not. The desired implementation of the Plan will not be furthered if continued reinvestment in existing properties is encouraged. There is, however, a rationale for treating non-profit organizations such as Carpenter's Shelter differently because they are providing a public service.

Staff also discussed whether "modest additions" should be more clearly defined -- such as by number of square feet or by percentage increase in building size. Staff decided that it should not. If, for example, a "modest addition" were defined as 3,000 square feet, it is entirely possible to get an application for a 3,100 square foot addition that is still a "modest" addition.

## Attachment 5

Staff is recommending that a new provision be added to the staff recommendation (recommendation # 9) that would state:

9. The Director of Planning and Zoning may review applications for modest changes to an existing building and use that are requested by a non-profit organization to continue to fulfill its mission and the Planning Commission may find that such an application does not constitute "redevelopment" for the purposes of triggering the payment(s).

This approach will enable staff to evaluate each proposal on a case-by-case basis, while also requiring a Planning Commission approval as part of a modest addition which triggers a development site plan or development special use permit. This will enable staff, the community and the Commission to evaluate the applicability of "modest" additions.

Staff has also attached some recent correspondence between community members and staff regarding the funds and the implementation task list for your reference.



# Carpenter's Shelter

at The Hubert N. Hoffman, Jr. Center for Homeless Families

930 North Henry Street  
Alexandria, VA 22314  
(703) 548-7500  
(703) 548-3167 FAX

www.carpentersshelter.org

United Way #8228/CFC # 87293

February 24, 2009

**Board of Directors**

Carson Lee Fifer, Jr., Esq.  
Chairman  
Matt Sheldon, Esq.  
Vice Chairman  
Tom Clark, CPA  
Treasurer  
Jim Coakley  
Secretary

Kerry Donley  
Jeremy Flachs, Esq.  
Rita Grazda  
Val Hawkins  
Kim Jackson  
Anthony Lowe, Esq.  
Peter Lunt  
Sherry Schiller, PhD  
Gary Simms  
David Speck  
Phil Sunderland, Esq.  
Carlton Willis  
Robert Wineland, MD

Frances Becker  
Executive Director

Mr. Karl Moritz  
Deputy Director, Long Range and Strategic Planning  
Department of Planning and Zoning  
301 King Street, Room 2100  
Alexandria, VA 22313

Dear Mr. Moritz:

Carpenter's Shelter owns property in the Braddock Road Neighborhood Plan and is in receipt of your letter concerning the Open Space Fund. It is the only nonprofit property owner of 13 owners listed in the development table attached to the letter. Carpenter's is neither a developer nor a commercial activity.

Carpenter's Shelter has no current plans to participate in any redevelopment of our site for commercial purposes. We do not foresee a time when a commercial redevelopment site plan would trigger any fair-share contribution to the Fund.

We do have the need, from time-to-time, to reconfigure our building and site and to enable us to better carry out our mission of ending homelessness.

We request an exemption from any Open Space Fund contribution on the property so long as we continue to operate our (or any other nonprofit's) critical nonprofit mission on the property, even if a site plan and/or a development special use permit is sought in the future.

We look forward to your reply.

Sincerely yours,

Carson Lee Fifer, Jr.,  
Chairman of the Board

Fran Becker  
Executive Director

Cc: Mayor Euille, City Council and City Manager by email

Celebrating 20 Years of Service to the  
Children, Families, and Adults of Northern Virginia

## Attachment 5

### EMAIL

FROM: Heidi Ford  
TO: Jeffrey Farner, Deputy Director, Development  
CC: Faroll Hamer, Director Planning and Zoning  
Leslie Zupan  
DATE: 2/16/2009, 7:09 PM  
SUBJECT: Braddock Implementation/Funding Formula

Jeff,

Thanks very much for your informative presentation last Monday on the Braddock Open Space and Community Amenities Fund formula. However, I was astounded by the substantial difference in what Planning and Zoning currently anticipates these amenities will cost versus what you were projecting they would cost just one year ago. Therefore, I would like to get a better understanding of the precise data used to generate the projected costs cited in the Braddock Metro Neighborhood Plan and that you used to generate the cost figures you presented last Monday. Can you please provide this

A few other questions or points of clarification:

Although the Braddock Plan prioritizes improvements along the designated walking streets, it also indicates there are to be improvements throughout the neighborhood. For example, pp 41-42 state "Likewise, on the multitude of blocks located on streets not designated as "walking streets," funds should be prioritized to provide a minimum level of enhancement including street trees, pedestrian-scale sidewalk lighting, and bicycle facilities." Pages 6, 118, and 123 also reference amenities to streets other than the four designated walking streets. Were these additional improvements factored into Planning and Zoning's newest cost projections?

P. 136 of the Braddock Plan states "Fayette and Wythe streets should have exclusively city standard brick with a running bond paving pattern." Do your new figures include the cost for this on those blocks not slated for development?

The Braddock Plan includes an analysis of expected contributions of the 7 acre Jaguar site (pp. 113-114). It projects "based on an analysis of the current proposal for the seven-acre Jaguar development, it is estimated that the Northern Gateway proposal will need to contribute approximately \$1,000,000 to the parks and open space fund and \$1,000,000 to streetscape funds." Given this, why is Planning and Zoning now asking Jaguar to contribute less than \$650,000? Although the Jaguar is one of the earlier projects, it's also one of the largest developments and they were well aware of the projected \$2 million contribution when they chose to take their project before the Planning Commission on March 4, 2008.

Among the documents you provided at last week's meeting was a table titled Cost estimate and funding sources. In the neighborhood retail section, the notes state the facade program has been phased out. When was this phased out and does this refer to facade refurbishment only along Queen street or elsewhere as well?

Finally, item A of the Draft Funding Proposal references acquiring a 1 acre park on "the southern portion of the block bounded by N Henry, N Fayette and Pendleton Streets." A park fronting on Rt 1 was not what the neighborhood voted for. The post office option presented during the charettes, and enshrined in the approved Braddock Plan, was for a park oriented north-south along on the western half of the Post office block, and which is shielded from Rt 1 by a row of community serving retain. It is this configuration that the neighborhood voted for and it is this configuration that should be planned for. While it is outside the scope of a funding formula to specify the layout of a park, I think it is imperative that the funding formula proposed be informed by the cost to acquire the park as originally depicted in the Braddock Plan. This would include funding to underground the post office parking lot (since the Braddock Plan on p. 37 states surface parking lots on walking streets are prohibited) and to demolish the current post office

**Attachment 5**

building and relocate it to the new retail building to be built along Rt. 1. Does the \$9.6 million cited on table 1 factor in these costs?

Any clarification on these issues would be much appreciated. Since the neighborhood is going to be stuck with these developments and the associated parking pressure and traffic, we want to make sure we will receive all of the corresponding benefits detailed in the Braddock Plan.

Thanks,

Heidi Ford



# Braddock Metro Neighborhood Plan

City of Alexandria, Department of Planning and Zoning  
www.alexandria.gov/planningandzoning 703.838.4666

1. Can you please provide the precise data used to generate the projected costs cited in the Braddock Metro Neighborhood Plan and that you used to generate the cost figures you presented last Monday?

The cost estimates in the Plan were preliminary and are intended as a general guide. While the estimates reflect best practices from around the country, page 118 of the Plan recognizes the final costs will vary from the estimates. Since City Council's March 2008 adoption of the Plan, staff has worked to develop more refined estimates using current costs. Although some of the revised cost estimates are lower, staff is confident that the estimates will adequately cover all of the public amenities recommended in the plan.

2. Although the Braddock Plan prioritizes improvements along the designated walking streets, it also indicates there are to be improvements throughout the neighborhood. For example, pages 41-42, 6, 118, and 123 also reference amenities to streets other than the four designated walking streets. Were these additional improvements factored into Planning and Zoning's newest cost projections?

The amenities that were the cost basis for the Open Space Fund and the Community Amenities fund include a new one acre community park, streetscape enhancements on the four designated "walking streets", burial of utilities along selected blocks and dedicated funding for business recruitment and stabilization. While other improvements were not included in the cost estimates for the OSF and CAF, the provision for curb ramps, crosswalks, street trees, pedestrian scale sidewalk lighting and bicycle facilities has been included in the Implementation Schedule, which has been provided to the community (Tasks 4.5 and 4.6). The Implementation Advisory Group will play an active role in making recommendations to the City about spending priorities and public improvement project phasing.

3. Page 136 of the Braddock Plan states "Fayette and Wythe streets should have exclusively city standard brick with a running bond paving pattern." Do your new figures include the cost for this on those blocks not slated for development?

The estimated cost for the walking streets includes brick sidewalks for Fayette and Wythe streets as recommended in the Plan.

4. The Braddock Plan includes an analysis of expected contributions of the 7 acre Jaguar site (pp. 113-114). It projects "based on an analysis of the current proposal for the seven-acre Jaguar development, it is estimated that the Northern Gateway proposal will need to contribute approximately \$1,000,000 to the parks and open space fund and \$1,000,000 to streetscape funds." Given this, why is Planning and Zoning now asking Jaguar to contribute less than \$650,000? Although the Jaguar is one of the earlier projects, it's also one of the

## Attachment 5

largest developments and they were well aware of the projected \$2 million contribution when they chose to take their project before the Planning Commission on March 4, 2008.

It was discussed in the staff report that the amounts would be considerable and could be as much as \$1,000,000 for each fund, however, this estimate was prior to the current detailed costs estimates and prior to the discussion of monetary credits for catalysts projects. In addition, while the staff report discusses a possible monetary amount, the conditions state that the final amount will be determined as part of the approval of each of the funds. While the project could receive a discount if they qualify for the catalyst rate, if the project does not proceed in the required timeframe to qualify as a catalyst project, the proposal will be subject to *higher* contribution rates than discussed in the staff report. In addition to the contribution to the two funds, the conditions of approval require the applicant to provide off-site improvements such as improve the intersection-open space at Route 1 and Fayette, improvements to Powhatan Park and underground utilities on Route 1.

5. In the neighborhood retail section of the documents provided at the meeting, the notes state the facade program has been phased out. When was this phased out and does this refer to facade refurbishment only along Queen Street or elsewhere as well?

The façade improvement program is administered by the Alexandria Economic Development Partnership (AEDP). AEDP phased out the city-wide program as of December 31, 2008, but they remain opened to the possibility of re-opening the program as an incentive in designated areas.

6. I think it is imperative that the funding formula proposed be informed by the cost to acquire the park as originally depicted in the Braddock Plan. Does the \$9.6 million cited on table 1 factor in the cost to underground the post office parking lot (since the Braddock Plan on p. 37 states surface parking lots on walking streets are prohibited) and to demolish the current post office building and relocate it to the new retail building to be built along Rt.1?

Park costs are based on current land values, demolition, remediation, park design and construction cost, streetscaping, and undergrounding with an escalation clause for inflation. The cost of the park reflects a one acre park in the Braddock neighborhood. The generic park that was shown at the community meeting was solely for the purposes for estimating the cost for the park and does not preclude the option of having the park on the western portion of the site. It was not intended to design or locate the park. The final location and park designed will be determined as part of the implementation process with assistance from the IAG.

**Attachment 5**

**via EMAIL**

FROM: Heidi Ford  
TO: Veronica Davis, Urban Planner  
CC: Faroll Hamer, Director Planning and Zoning  
Jeffrey Farner, Deputy Director, Development  
Leslie Zupan  
DATE: 2/24/2009, 7:25 PM  
SUBJECT: Braddock Implementation/Funding Formula

Hi Veronica,

Thanks very much for getting back to me and looking into the questions I raised. Can you clarify one more thing? In your response to question 2 (limited improvements to non-designated walking streets), you note that tasks 4.5 and 4.6 of the Implementation Schedule cover these improvements but that their costs were not factored into the cost estimates of the OSF and CAF. Given that, how will these improvements be funded?

Thanks,  
Heidi Ford  
ICCA 1st Vice President

**via EMAIL**

FROM: Veronica Davis, Urban Planner  
TO: Heidi Ford  
CC: Faroll Hamer, Director Planning and Zoning  
Jeffrey Farner, Deputy Director, Development  
Leslie Zupan  
DATE: 2/26/2009, 10:04 AM  
SUBJECT: Braddock Implementation/Funding Formula

Good Morning Heidi,

The OSF and CAF accounts are for the purposes of funding public amenities in Braddock. The limited improvements discussed in Task 4.5 are considered routine maintenance and will be funded out of the City's operating budget.

If you have any further question, please do not hesitate to contact me. Also, the docket item is now available on the web: <http://dockets.alexandriava.gov/icons/pz/pc/fy09/030509/di12.pdf>

Warmly,

Veronica O. Davis, Urban Planner  
City of Alexandria  
Department of Planning & Zoning  
Neighborhood Planning & Community Development Division  
P: (703) 838-3866 x330  
F: (703) 838-6396  
[www.alexandriava.gov/planningandzoning](http://www.alexandriava.gov/planningandzoning)

Attachment 5

via EMAIL

FROM: Heidi Ford  
TO: Veronica Davis, Urban Planner  
CC: Faroll Hamer, Director Planning and Zoning  
Jeffrey Farner, Deputy Director, Development  
Leslie Zupan  
Collin Lee  
Charlotte Landis  
DATE: 2/28/2009, 9:25 PM  
SUBJECT: Braddock Implementation/Funding Formula

Hi Veronica,

Thanks for the clarification on item 4.5 of the Implementation Schedule. However, I'm still a bit confused about the funding source for the street trees, pedestrian scale lighting, and bicycle facilities that the Braddock Plan calls for on non-designated walking streets. I went back and looked at Item 4.6 of the Implementation Schedule and it references these improvements only with regard to designated walking streets. However, the Braddock Plan very clearly calls for these type amenities on non-designated walking streets. P. 42 for example, says "Likewise, on the *multitude of blocks located on streets not designated* as "walking streets," funds should be prioritized to provide a minimum level of enhancement *including street trees, pedestrian-scale sidewalk lighting, and bicycle facilities.*" [emphasis added] So, can you clarify what is the funding source for these improvements and where they are covered on the Implementation Schedule?

Thanks much,  
Heidi

Heidi Ford  
ICCA 1st Vice President

via EMAIL

FROM: Veronica Davis, Urban Planner  
TO: Heidi Ford  
CC: Faroll Hamer, Director Planning and Zoning  
Jeffrey Farner, Deputy Director, Development  
DATE: 3/05/2009, 1:56 PM  
SUBJECT: Braddock Implementation/Funding Formula

Heidi,

The Plan expected the improvements to the non-walking streets to be funded through the City's capital improvement program. The Plan allows flexibility in prioritization and specifically creates a role for the Implementation Advisory Group to assist the City in prioritizing which public amenities are recommended to receive funding once final costs are determined. It is expected that the IAG will assist the city in prioritizing the funding of public improvements and the funding of improvements outlined on page 42 could be funded through excess CAF dollars, if any, or the City's City's Capital Improvement Project (CIP) or other mechanisms.

**Attachment 5**

If you have additional questions on this topic or on any related to the implementation of the Braddock Metro Neighborhood Plan, please don't hesitate to contact me. If you will be attending the Planning Commission discussion tonight I will look forward to seeing you.

Warmly,  
Veronica O. Davis, Urban Planner  
City of Alexandria  
Department of Planning & Zoning  
Neighborhood Planning & Community Development Division  
P: (703) 838-3866 x330  
F: (703) 838-6396

## Attachment 5

### via EMAIL

FROM: Leslie Zupan  
TO: Faroll Hamer, Director Planning and Zoning  
CC: City Council  
Jeffrey Farner, Deputy Director, Development  
Kathleen Beeton, Division Chief  
Heidi Ford  
Collin Lee  
Charlotte Landis  
DATE: 2/28/2009, 9:25 PM  
SUBJECT: Braddock Implementation/Funding Formula

Dear Faroll:

I appreciate you and Kathleen Beeton taking the time to meet with Charlotte Landis and me yesterday to discuss civic process -- specifically how and why P&Z determined the developer funding formula for the Braddock Metro Neighborhood Plan (BMNP) amenities and open space funds did not need to be submitted to Council for a public hearing, especially after Planning Commission approval in early March.

The precedents for doing so are clear. However, what we heard yesterday only serves to reinforce the concerns of the Inner City Civic Association Board.

In our meeting, you informed Charlotte and me that you had had lengthy discussions with P&Z staff about whether to take the funding formula to Council, and even took opinion from the acting City Attorney. Yet you then told us that P&Z didn't realize that the Eisenhower funding formula, cited repeatedly as the model for the Braddock plan, had gone to a public hearing just three years ago.

Would it surprise you to know that this information is on the public Web site, and that current P&Z staff worked on the then-docketed issue? In fact, you and staff have repeatedly stated that you are using the Eisenhower formula as a basic template for Braddock. And given that the Braddock Road Small Area Plan represents a social contract of a type, we are surprised that, in an election year, you would withhold an important measure involving future City matching funds from Council.

Our community (as well as others in Alexandria) is troubled that the City now appears to be deliberately and routinely breaching its compact with citizens.

First, the City is renegeing on recommendations made in Council-approved planning documents. An example is the Jaguar project contributions, which were spelled out unambiguously in the BMNP, but under the new formula will be substantially lower.

## Attachment 5

Secondly, the City is not living up to the explicit recommendations made in its Council-approved planning documents. The BMNP specifically called for improvements to a number of neighborhood streets, but the formula is now limited to funding the enhancement of "walking streets."

Third, previously agreed-upon BMNP recommendations are repeatedly changing, in some cases behind closed doors only. Ordinary citizens now question the validity of your process, who the real players are and why you argue that civic participation has any long-term value. For example, the ICCA board was surprised to discover that the developer formula presented given to Planning Commission members on March 5 was different from the formula presented at the February 9 community meeting.

Is staff seeking to ease the burden on developers at the expense of promises previously made to our community? We hope current economic conditions are not your excuse for violating our good faith effort.

In conclusion, we believe that the BMNP funding issues are yet another example of the City's failure to honor its commitment to citizens and residential taxpayers, and we ask that the funding formula be remanded to Council for a hearing so that we may have the protection of an on-the-record public discussion.

P.S. As a member of the Braddock Implementation Advisory Group, I was surprised to learn through an E-news announcement this morning that a date has now been set for the first meeting. Will a membership list be forthcoming soon?

Leslie Zupan  
President, Inner City Civic Association

## Attachment 5

### via EMAIL

FROM: Faroll Hamer, Director Planning and Zoning  
TO: Leslie Zupan  
CC: City Council  
Jeffrey Farner, Deputy Director, Development  
Kathleen Beeton, Division Chief  
Heidi Ford  
Collin Lee  
Charlotte Landis  
DATE: 4/16/2009,  
SUBJECT: RE: Braddock Implementation/Funding Formula  
Dear Leslie,

Thank you for your email. As we discussed on Wednesday, we have no objection to docketing the item for consideration by the City Council, and are looking to schedule the public hearing on May 16, which is the next available date.

When staff represented that Eisenhower East as a model for the Braddock formulas, we were referring specifically to how the formulas are structured, costs allocated, and so forth. We did not intend to convey that the approval process would be exactly parallel and the intent has always been that the Planning Commission would have final approval of the formulas. During the community meetings, we represented that the funds would be approved by the Planning Commission. Nevertheless, we would like to be responsive to your request and will schedule the Council public hearing.

With regard the Jaguar contribution, as we explained in our response to the ICCA on February 23, 2009, the adopted plan states that the amounts would be considerable and could be as much as \$1,000,000 for each fund. In addition, while the plan discusses a possible monetary amount, the conditions of the DSUP approval for Jaguar state that the final amount will be determined as part of the approval of each of the funds. While the project could receive a discount if they qualify for the catalyst rate, if the project does not proceed in the required timeframe to qualify as a catalyst project, the proposal will be subject to higher contribution rates than discussed in the plan. In addition to the contribution to the two funds, the conditions of approval require the applicant to provide off-site improvements such as improve the intersection-open space at Route 1 and Fayette, improvements to Powhatan Park and underground utilities on Route 1.

Our March 5, 2009 response to the ICCA explained that the Plan expected the improvements to the non-walking streets to be funded through the City's capital improvement program. The Plan allows flexibility in prioritization and specifically creates a role for the Implementation Advisory Group to assist the City in prioritizing which public amenities are recommended to receive funding once final costs are determined. It is expected that the IAG will assist the city in prioritizing the funding of public improvements and the funding of improvements outlined on

## Attachment 5

page 42 could be funded through excess CAF dollars, if any, or the City's City's Capital Improvement Project (CIP) or other mechanisms.

I do want to be clear that the developer formula presented to Planning Commission members on March 5 is not different from the formula presented at the February 9 community meeting. The staff report included a table which reflected the application of credits for publicly accessible open space. However, the total developer contribution is \$5.95 million, which was presented at both the community meeting and Planning Commission.

Staff has made every effort to remain transparent and responsive throughout the implementation process. As a result of the community meetings, Staff incorporated specific changes requested by the community into the staff report, such as clarifying which properties are subject to the fair share contribution and how the credits for open space are applied.

Far from breaching its contract, the City is progressing toward the plan's implementation goals in exactly the way set forth in the approved small area plan. The City has established the Implementation Advisory Group, which is to meet for the first time on Wednesday, May 20, and is in the process of establishing the funding formulas. We are also in the process of creating an implementation matrix that will track a prioritized list of improvements, along with developer contributions and the incremental tax increases from new development. The progress on implementing improvements will, of course, depend on there being new development. We are hopeful that the current economic downturn will be short-lived and look forward to working with you and the community to implement the Plan.

Faroll Hamer