

SECTION III

IMPLEMENTATION STRATEGY

Will the new Tysons be successful in attracting the investment necessary to achieve its aspirations? Across the country there will be a competition to be among the winning places that are the magnets of opportunity and the cauldrons of innovation that attract investment, jobs and people.

Setting Tysons on the path to assume a place on the national stage will require more than a decent strategy. It will demand a willingness to try new things and match its ambitions with determination and daring. – As the Chinese saying goes: jiùde bùqù xīnde bùlái (If the old doesn't go, the new won't come). Such advice requires a strong sense of what the “new” should and, indeed, must be together with the tools to get there if a desired future will be won.



Transforming Tysons requires an implementation strategy equal to the challenge.



10: IMPLEMENTATION

The new vision for Tysons will be about transformation from suburbia to a truly urban place. It responds to significant changes in who lives and works in Tysons, and how day-to-day needs get accomplished while increasing quality of life. It will provide a big opportunity to make Tysons a better place to live, work and play.

Transforming Tysons necessitates a departure from past approaches to planning and implementation. The Tysons of tomorrow will be characterized by housing located close to jobs, urban services, abundant transit, shopping, and public spaces, creating a living environment less dependent on the automobile. Green architectural practices will encourage great places and lessen the impact of development on the environment. Density will be increased near transit to support a more intense mix of housing, shopping, and employment. New types of housing will be designed to meet the needs of smaller households and people on fixed incomes. Streets will be transformed following new design standards to encourage walking, bikes, transit, and the automobile-in balance with each other. Parks and open space will be expanded and restored. The needs of the greater community, the public sector and the private business sector will be balanced within Tysons in an open and transparent process to deliver the vision.

Identifying the vision will not be enough: the true measure of the vision will be what happens in the next step - implementation.

IMPLEMENTATION STRATEGY

Transforming Tysons will require an implementation strategy equal to the challenge. Central to the strategy will be building and assembling the tools and the partnerships necessary to achieving the vision for a new Tysons:

- A new Authority to oversee and manage the implementation of the Vision.
- New standards for land use, transportation, civic infrastructure and environmental stewardship.
- New review processes to ensure the vision will be realized.
- New public-private partnerships.
- New funding strategies to help deliver the amenities and infrastructure necessary to support the continued growth of Tysons as an economic engine for Northern Virginia.

“The reality of Tysons’ future - development of a world-class downtown for jobs and residents - depends on transforming the vision into a Comprehensive Plan ... and the implementation of good public policy regarding land use, urban design and infrastructure.”

John McClain, Deputy Director of the Center for Regional Analysis at George Mason University

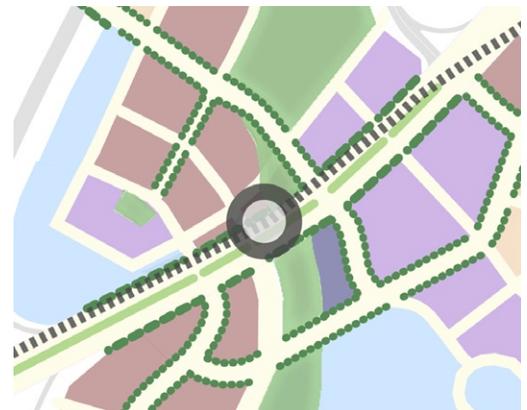
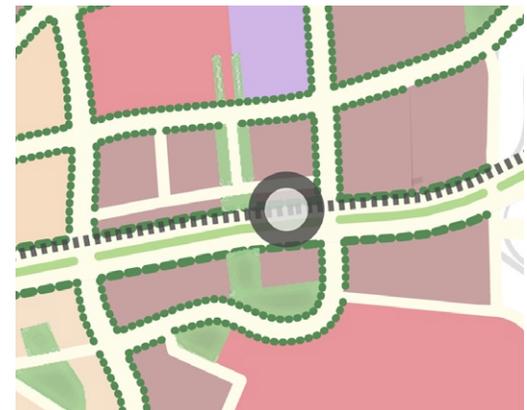
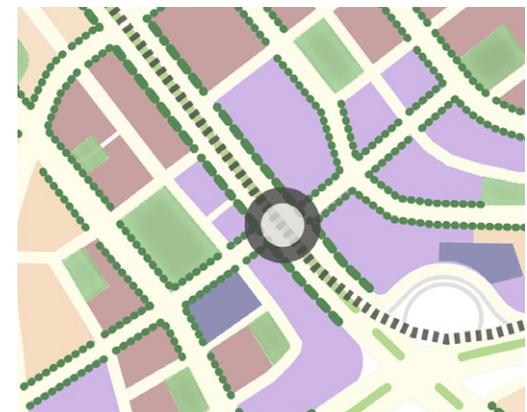
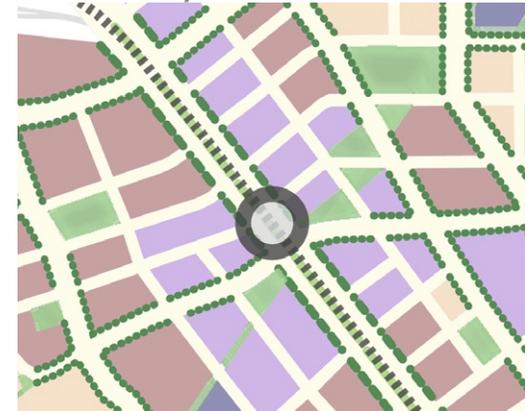
The implementation strategy will be very much a process. This chapter recommends priorities and responsibilities, but recognizes that this will be the beginning of a long-term commitment. The implementation strategy will never be stagnant. It will be an evolving management tool kit – a list of strategies and actions that will be refined and completed over time. Use of the tool kit will achieve the desired changes to the way Tysons grows. The process will take time – many years – and a strong political will to see it through. Successful implementation will require: commitment to the vision and guiding principles set by the citizens and the Task Force; committed leadership; dedicated professional staff at the County and other agencies; loyal, hard working citizen participants; and a private sector that wants to seize new opportunities and learn new development and building techniques. Implementation of the plan will be the most complex component of Tysons’ future. The process must be transparent, intentional, and thorough. The tiers of the implementation strategy include:

- **Detailed Planning** – The land use and transportation concept plan will be the framework for the future development of all of Tysons. Much more work, however, will be required to move the framework from an overarching vision to specific elements that can be implemented on the ground. More detailed specific planning will required in the areas of:
 1. **District Plans** – to address the unique character of specific areas within Tysons. District plans will need to be developed to implement the overarching plan for Tysons as it relates to specific areas within Tysons.
 2. **Circulator Alignment** - to identify the specific elements of the circulator, including the routes, locations of stops and the operational elements of the circulator (e.g., frequency, mode, right of way treatment, etc).
 3. **Parks and Open Space** – to create a coordinated parks and open space network, address the preferred location, the number and types of parks and open space, and stream restoration strategies for Scotts Run and Old Courthouse Branch.
 4. **Environmental Stewardship Strategy** – to identify strategies and approaches to create a sustainable environment as Tysons grows.



- **Implementing Authority** – Implementing the vision of Tysons will require a “Keeper of the Vision” to oversee the policies, guidelines and intent of the vision at every step of implementation with the authority to implement the plan in an effective and coordinated manner.
- **Funding Strategy** – A funding strategy (including public-private partnerships) should assess the feasibility of various financial tools and identify how the specifics of the plan will be financed.
- **Public-Private Partnerships** - In addition to regulatory tools, public infrastructure improvements and public/private partnerships will be essential to create the synergy needed to implement the Plan.
- **Regulatory Framework** – Regulatory tools will define the type and intensity of new development and prescribe design and development standards to achieve Tysons overall urban design goals.
- **Phasing** – A dynamic and evolving phasing plan tying redevelopment to specific public improvements will be critical to ensuring that transportation, other urban infrastructure and public amenities will be in place as growth occurs. Incentives to facilitate development as identified by the phasing plan should be identified and used in the design review process.

▼ District Plans should provide block-by-block detail



DETAILED PLANNING

District Plans

Area wide plan recommendations will create the overarching framework shaping how Tysons will grow. The creation of individual plans for each of Tysons eight districts will help drill down into the details of the overall area wide plan. Providing block-by-block details, the plans will be consistent with the vision for each district as well as the guidelines applicable to all of Tysons, as defined by this document. All of the District Plans will be linked, taking into consideration the land uses, urban design, transportation network, environmental issues, and infrastructure needs of the other districts.

Each district plan will provide neighborhood and block-by-block details including:

1. **Transportation** – the grid of streets layout, street types for each street in the district, multi-modal transportation improvements throughout the district, and the location of transit (including the circulator and Metrorail).
2. **Land use** – the types of land uses defined consistent with the overall land use map (mixed use, retail mixed use, office mixed use, office, residential, arts/civic/public facility, and parks/open space). The land uses should be supported by specific zoning regulations and intensities.

jiùde bùqù xīnde bùlái
(If the old doesn't go,
the new won't come)

- Chinese Saying

3. **Housing affordability** – demonstration of how the residential development identified in the district master plan will address its part of Tysons ensuring 20 percent of the housing constructed will be affordable and/or workforce housing.
4. **Parks and public facilities** – the provision and possible location of parks, schools, arts centers, emergency services and other public facilities to serve the district and be coordinated with the larger urban center.
5. **Urban design** – a framework to guide development at a human scale including identification of retail streets, requirements for the public realm, building height and massing, signage, and public art.
6. **Protection of natural and cultural resources** – a plan for natural resource enhancement and protection within each district, including identifying specific actions that must be applied.
7. **Infrastructure** – identify district needs as input into an updated Tysons wide infrastructure plan. The inventory should identify the additional capacity, including the need for new public facilities and infrastructure improvements as necessary.
8. **Landmarks and Gateways** – identify significant landmarks and gateways within the district that would provide a sense of place and indicate a transition to the district.
9. **Phasing** – an initial assessment of the phasing schedule based on the necessary infrastructure improvements needs (including transportation), and forecasts for housing units, office space, retail space, and hotels as identified by GMU's Center for Regional Analysis.

Circulator Alignment

The addition of a circulator system will be critical to Tysons' success by giving more people access to Metro stations and to places within Tysons without getting into their cars. The circulator can also be a powerful tool to help drive the transformation of Tysons consistent with the overall vision. Identifying the need for and the general location of the proposed circulator network is included in chapter 7 of this document. More detailed design of the circulator, with consideration given to the desired development pattern, will need to be done. Details of the final circulator alignment that will need to be assessed include:

- The specific connections between the circulator and the Metrorail system. This includes identifying where the connections will occur and how the two systems will be integrated at the transit stop.
- Location of circulator stops throughout Tysons.
- Circulator routes to connect the desired circulator stops, including identification of how the circulator fits into the roadway right-of-way (exclusive or mixed traffic).
- Design of the circulator platforms and stops, including access and circulation plans for pedestrians, transit, bikes, and autos, and integration with the surrounding land uses.
- Type of circulator mode (i.e., streetcar, fixed-route bus, jitney, etc).

Parks and Open Space Master Plan

Parks provide a sense of place for Tysons and individual neighborhoods. Urban park standards, with regard to total amount of park land and type of parks, must be applied. In order to provide an integrated, connected park network, an overall parks and open space master plan for Tysons should be created as well as a plan for stream restoration projects at Scotts Run and Old Courthouse Spring Branch stream valley parks. The parks and open space master plan should be coordinated with the circulator alignment analysis and the district master plans. At a minimum, the master plan should address:

- The appropriate amount and types of parks needed to serve an urban Tysons.
- The preferred locations for parks and open spaces.
- Standards for park development that provide the same level of service for both private and public park land.
- Stream restoration strategies for Scotts Run and Old Courthouse Spring Branch stream valley parks.

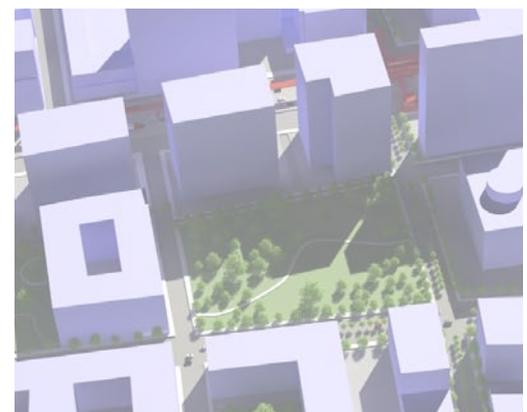
Environmental Stewardship Strategy

The transformed Tysons will be a model of environmental sustainability. In order to make this goal a reality, an overarching strategy to protect natural resources, manage stormwater, restore streams, and eliminate greenhouse gas emissions must be developed. The environmental stewardship strategy must provide details regarding:

- Environmental Stewardship goals and methodology to measure performance.
- A toolkit for developers to facilitate the use of green building practices.
- Identification of tools to incentivize and encourage compliance with LEED certification at the gold or platinum level, or the equivalent.
- Identification, mapping and a funding strategy to protect areas from development due to water quality enhancement.
- Identification and mapping of areas for stormwater treatment and detention.
- Coordination with the stream restoration strategies for Scotts Run and Old Courthouse Spring Branch stream valley parks provided in the Parks and Open Space Master Plan as part of a comprehensive strategy to restore the water quality and ecological health of Tysons' streams.

Civic Infrastructure Plan for Arts, Culture, Recreation, and the Exchange of Ideas

An urban, livable Tysons must offer opportunities to participate in the arts, culture, recreation, and the exchange of ideas. This requires an approach to implementation which incorporates arts and civic centers, libraries, schools, and public art as part of an essential civic infrastructure. Strategies





Vision + Implementation: Portland's Pearl District

The Pearl District in Portland, Oregon is an urban TOD carved out of the redevelopment of former warehouses and rail yards using developer agreements, tax increment financing and land assembly. At build out, the Pearl it will be home to over 10,000 residents in 5,500 housing units, and 21,000 jobs.

The essential elements of the Development Agreement were:

1. Housing: Proposed housing densities were significantly higher than for anything built previously. The developer agreed to increase the minimum density from 15 to 109 units per acre in exchange for infrastructure improvements including a streetcar circulator. Finally, when construction commenced on the Pearl District's first park, density would rise further, to 131 units per acre.

In addition to meeting density requirements, the developer also agreed to help meet the city's housing-affordability goals. In exchange for density bonuses and financial incentives provided by the City of Portland 25% of the housing produced in the Pearl District is affordable.

2. Parks: the developer agreed to donate 1.5 acres of land for new parks in exchange for the city's commitment to build them. In addition, the city has the option to acquire up to 4 acres for public open space.

3. Infrastructure: Transportation improvements were essential to develop the area. The agreement stipulated that developer would donate the right-of-way for all local streets, sidewalks, and utilities (6 acres) at no cost. Developer also paid \$121,000 to remove a viaduct and \$700,000 towards the Portland Streetcar.

To fund the city's obligations, an urban renewal district was formed in 1998, allowing for tax-increment financing. In the first 5 years over \$70 million has been spent for removal of the viaduct, construction of the Portland Streetcar, construction of affordable housing, and the development of Jamison Park and other amenities.

for the creation of a vital civic infrastructure include:

- A set of policies and procedures for public art in Tysons and a plan for a community arts or arts/civic center developed in partnership with the Arts Council of Fairfax County.
- Partnerships with local universities and Fairfax County Public Schools to provide a range of educational services for citizens, including adequate public school classrooms, as well as continuing education opportunities for residents, workers and seniors.
- Urban-appropriate recreational facilities within Tysons.
- Development of a central library with meeting space, designed to urban standards.

IMPLEMENTING AUTHORITY

In order for Tysons to reach its potential, a “Keeper of the Vision” will be needed to ensure that the overarching goals and objectives of the new Comprehensive Plan are implemented. The “Keeper of the Vision” will be an implementing authority, established by the Board of Supervisors, designed to work in conjunction with, and supplemental to, the Fairfax County structure. The implementing authority should be fully focused on ensuring that the new Comprehensive Plan, and associated regulations and recommendations, will be implemented effectively.

The implementing authority will be a body focused solely on Tysons. The Authority would be managed by paid staff. The structure will be expected to have seven Commissioners and an Advisory Board appointed by the Board of Supervisors to reflect the relevant stakeholders and professional expertise necessary to carry out its responsibilities.

The staff and board of the implementing authority should work in conjunction with Fairfax County by recommending infrastructure to support development, requesting capital improvements, and be part of the budgeting process. It should coordinate with the surrounding areas to ensure the character of development on the edge and connections to Tysons will be appropriate.

The specific powers and responsibilities of the implementing authority should include:

- Work with Fairfax County to develop new Zoning Ordinance language and categories to address the unique requirements of this urban downtown and the new overarching Plan.
- Work with Fairfax County to develop new urban standards for determining appropriate infrastructure and civic infrastructure needs.
- Work with Fairfax County and VDOT to develop new urban standards for street and roadway improvements within Tysons that balance transit, walking, bikes, and cars.
- Develop and implement a set of design guidelines to reflect the “vision” and to supplement the Comprehensive Plan and the zoning codes as necessary to further define the new urban “downtown”.
- Research and develop, on an annual basis, a list of priorities and appropriate phasing to ensure that necessary infrastructure and public amenities will support development and accommodate Plan recommendations.
- Participate in the zoning process through design review to ensure that applications are integrated with surrounding properties, and are in accordance with the design guidelines, the Comprehensive Plan and zoning before being submitted to the Planning Commission and Board of Supervisors.
- Continuously monitor and review the plans, zoning codes, and development progress and recommend any changes as necessary.



Providing Direction for Downtown Atlanta: Midtown Alliance

Midtown Atlanta has been transformed from a once deteriorated, under-valued community into a model of urban revitalization as a result of the commitment of the Midtown Alliance.

The Alliance uses a comprehensive approach to planning and development that includes initiatives to enhance public safety, improve the physical environment, and strengthen the urban amenities which give Midtown Atlanta its unique character. The framework and impetus for change began in 1997 with a visioning process spearheaded by the Midtown Alliance called Blueprint Midtown. The comprehensive master plan envisions a vital, vibrant city center inspired by what people want in an urban community:

- a balanced blend of residential, retail, office, and mixed-use properties,
- plenty of green space,
- multiple transit options, and
- a unique, welcoming, and thoroughly pedestrian streetscape environment.

The plan is the result of a unique visioning process in which the entire community had a voice. Through the Blueprint, Midtown Alliance focuses on issues that promote economic development and enrich community life--public safety, a cleaner environment, better pedestrian passageways, less traffic, and more green space. Implementation of the Blueprint has been through regulatory changes, the creation of an improvement district, and public-private partnerships.

Strong Zoning Support - Blueprint Midtown inspired the single largest rezoning legislation in City of Atlanta history. As a result, the Blueprint is backed by the letter and spirit of the law and helps ensure a livable, workable and sustainable community. Midtown Alliance works to make this happen by acting as a liaison between the private sector and public realm.

Midtown Improvement District - Midtown Alliance facilitates the Midtown Improvement District (MID), a self-taxing district created by Midtown commercial property owners to fund large-scale, local public improvement programs. The MID addresses stakeholder issues and aggressively pursues ways to leverage taxpayer dollars with other funding sources.

Guidelines for Development - In 2003, an update of the Blueprint, Blueprint Midtown II, moved the quality redevelopment of Midtown forward by providing the data and guidelines to inspire projects, inform design proposals, and maintain the community's Blueprint vision.

Midtown Transportation Solutions - The goals of Midtown Transportation Solutions (MTSO, Midtown's transportation management association, are to provide better mobility and air quality in Midtown, while working in collaboration with regional agencies to increase transportation options.

- Plan and implement initiatives, to complement and supplement those of the county, in order to enhance the quality of life in Tysons. These initiatives may include:
 - Common elements like schools, parks, libraries, and public art.
 - Transportation enhancements such as the construction and operation of circulators and other transit not provided by government.
 - Improved streetscapes through landscaping, sidewalks, lighting, and street furniture.
 - Infrastructure improvements.
 - Enhanced public safety with security staff, organizing public watch and information programs, and security cameras.
 - Enhanced physical environment with programs to control litter and graffiti and maintain common landscapes.
 - Cultural and recreational facilities and activities.
- Raise and expend funds for all of the types of improvements and initiatives to be carried out by the authority.

FUNDING STRATEGY

Existing public and private funding mechanisms will be inadequate to deliver the infrastructure and amenities envisioned in the plan. New strategies will be critical to support the transformation of Tysons into a great urban place.

A key element of the funding strategy will be tax increment financing. The Plan will provide for significant new density that, in turn, will create significant new tax revenues for Fairfax County. In order to help fund the necessary infrastructure improvements, a tax increment financing district for the entire Tysons area should be adopted. A portion of the tax revenue increase generated by the new development should be returned to the Tysons Authority to support the financing of the necessary infrastructure / amenities in accordance with the priorities set by the implementing authority.

In addition to tax increment financing, other potential mechanisms could include:

- County, State & Federal funding;
- Improvement Districts;
- Additional capital development authorities;
- Public-private partnerships;
- Transfer of Development Rights/Air Rights;
- Pro-rata contributions by landowners;
- Other forms of borrowing and grants;
- Tax abatements/incentives; and
- Density incentives.





Taking Care of the Core: Downtown Denver Partnership

The Downtown Denver Partnership (DDP) serves many roles in Downtown Denver: leader; place maker; idea generator; recruiter; team builder; and policy advocate. Established in 1955, the DDP was created to grow Downtown Denver into a unique, diverse, vibrant and economically healthy urban core. DDP provides four key services for Downtown Denver:

- Bringing together businesses and property owners to help provide a collective voice for Downtown commerce.
- Providing access to vital information necessary for businesses to succeed, an opportunity for the voice of business to be heard, and access to decision makers.
- Advocating for businesses, commercial property owners and the 110,000 employees in Downtown, the largest business district in the Rocky Mountain region.
- Leading the transformation of ideas into action for Downtown Denver.

Structurally, DDP is a non-profit business organization, with several entities operating under its umbrella:

Downtown Denver, Inc. is the membership organization that cultivates private sector leadership and develops and implements programs to enhance Downtown's business, cultural and residential environment.

Denver Civic Ventures, Inc. is the charitable public purpose corporation that mobilizes resources to implement civic design and development initiatives to enhance Downtown's business, cultural and residential environment.

Downtown Denver Partnership Management Group, made up of representatives from Denver Civic Ventures and Downtown Denver Inc., ensures consistency and clarity of policy and public positions, and is responsible for the fiscal policy and financial reporting, with the exception of the BID.

Downtown Denver Business Improvement District (BID) is a 120-block, property owner assessment district. Through annual assessments to this quasi-governmental entity, BID property owners fund a series of district-wide programs, including cleaning and maintenance efforts, safety initiatives and targeted visitor marketing. The BID is an independent organization, with a separate board of directors, that contracts with the Downtown Denver Partnership to manage its work program.

REGULATORY FRAMEWORK

The ability to achieve the vision requires that appropriate regulatory mechanisms be in place which require compliance with the key land use and transportation elements of the vision. Land use regulations will be the primary tool to designate areas for the appropriate type of development, allowing for the desired mix of uses and densities, and prohibiting or limiting inappropriate uses. Generally, land use regulatory tools also address the dimensions of a development with regard to size, density, setbacks and height. Intergovernmental agreements will need to be updated, as will the County's capital improvement plan and the County's transportation demand management program.

One example of the need for consistency between the adopted vision and the implementing regulations and policies will be the road network. It will be imperative that transportation investments made in and around Tysons follow the lead of the Plan. VDOT must become a full partner in creating the kind of pedestrian environment the Plan envisions. Street cross sections and traffic mitigation measures proposed on streets in Tysons should apply to all streets, including those controlled by VDOT.

Affordable/workforce housing will be an example of how new regulations must be put into place to ensure the vision comes to fruition. In order to achieve 20 percent affordable/workforce housing in new residential developments, regulatory incentives, such as fee waivers, bonus densities and expedited permitting processes, should be utilized.

Potential regulations to be adopted or updated include:

- Comprehensive Plan;
- Design guidelines and design review;
- Zoning, including new land use categories;
- Incentive zoning;
- Transportation demand management;
- Trip reduction ordinances; and
- Transportation system monitoring.

PUBLIC-PRIVATE PARTNERSHIPS

In addition to regulatory tools, public infrastructure improvements and public/private partnerships will be essential to create the synergy needed to implement the Plan. Public infrastructure investments, such as a park or transit, improve the development climate of an area and make it more attractive for private investment. By using public investments strategically, government can reinforce and guide the Tysons Plan and stimulate interest and leverage investment from the private sector. A public-private partnership involves using public funds or activities to directly foster private investment and development activity that otherwise might not occur.

Demonstrated success, leadership, community willingness, developer readiness in a particular station area, along a circulator, in a district or new development all need to be acknowledged, but more importantly, made a very high priority.



PHASING

Like Rome, the transformation of Tysons will not happen in a day. The new Tysons will reveal itself organically and incrementally over the next 30 to 50 years. The art of guiding the transformation of Tysons will be a balance between big bold moves such as the circulators or a new grid of streets and encouraging block-by-block change to add amenities and high density mixed use. Each step of change and development in Tysons needs to move it in the direction of achieving the vision laid out in this plan.

The job of the implementing authority will be to provide the stewardship to guide and nurture the evolution of Tysons. The results of the GMU Center for Regional Analysis will begin to set the stage for how much growth the market can absorb during various time periods. This knowledge will help to strategically align the limited resources available to propel Tysons in a new direction.