r.1 SOUTH HOUSING AFFORDABILITY STRATEGY

Revised Draft
July 13, 2018

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Acknowledgements

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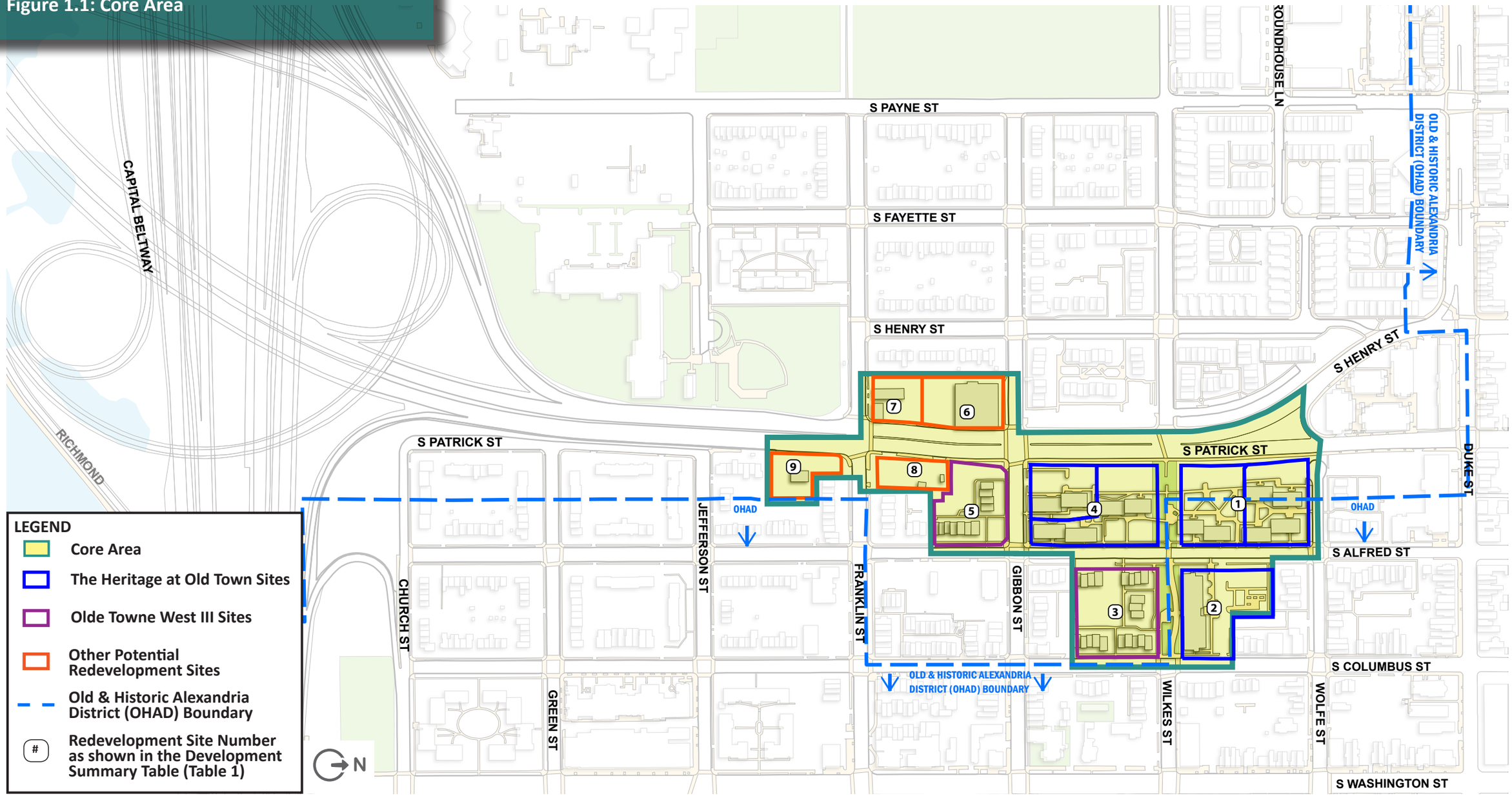
01 PURPOSE

The Route 1 South Housing Affordability Strategy (Strategy) establishes a framework to guide the preservation of housing diversity along Route 1 South within the Southwest Quadrant Small Area. The Strategy represents a singular opportunity for the City to work proactively with the community, property owners, and residents who may be impacted, to address a near-term challenge carrying tremendous human and economic costs—the potential loss of affordability of 215 homes at The Heritage at Old Town and Olde Towne West III. Inclusive planning and implementation is essential to providing a Strategy that is financially sustainable, responsive to the needs of residents, and respectful of the neighborhood.

This Strategy is about people—about the current and future residents of The Heritage at Old Town and Olde Towne West III, their neighbors, and the community they all call home. Through strategic redevelopment and measured incentives, it will help enable many long-time Alexandrians to remain in their neighborhood, ensure displaced residents are cared for during temporary relocation, and efficiently safeguard housing affordability through the retention of valuable federal rental subsidy contracts. Importantly, this Strategy balances the need for redevelopment with responsible design and height recommendations to ensure future redevelopment is not only compatible with the existing neighborhood, but also enhances it. It identifies opportunities to improve neighborhood connectivity and safety, to create inviting gathering places that are accessible to all, and to re-envision Route 1 South as a welcoming gateway to the city.

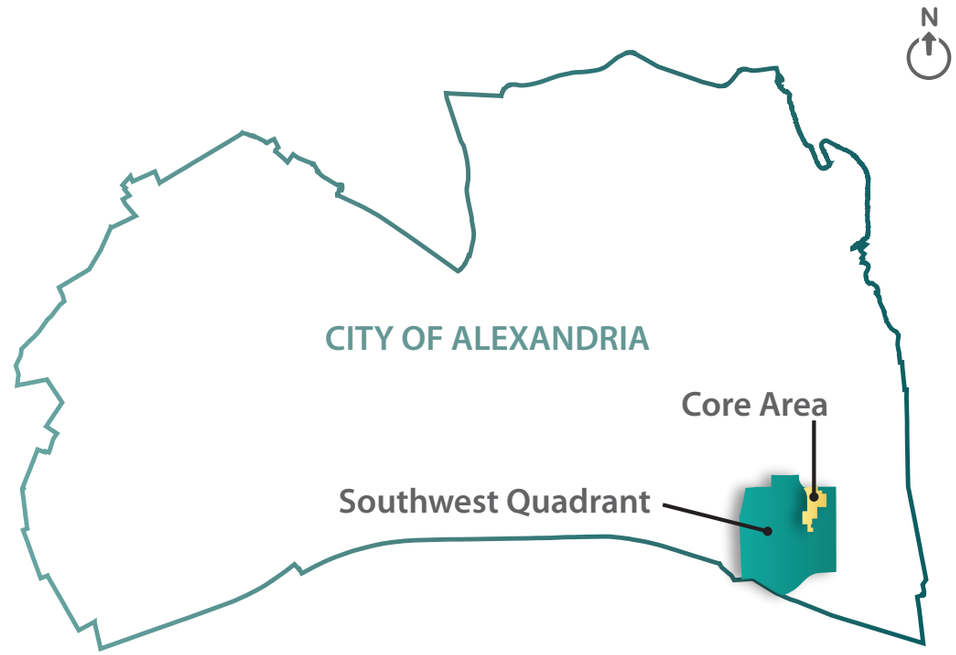
Figure 1.1: Core Area



WHY PLAN NOW

There are currently 215 committed affordable units within The Heritage at Old Town and Olde Towne West III that serve low-to moderate-income Alexandrians, including seniors and others on fixed incomes, through federal housing assistance contracts that have ensured the affordability of the units for over three decades. The rental subsidy contracts for these affordable units are subject to voluntary annual renewals at The Heritage at Old Town and are scheduled to end in late 2019 or early 2020 at Olde Towne West III.

Both property owners have existing zoning and development rights that would allow them to redevelop the properties as townhouses and would have no legal obligation to continue the rental subsidy contracts after granting adequate advance notification. Without proactive planning, incentives and implementation, the affordability of the 215 units will be permanently lost if their property owners choose to redevelop and/or opt out of the contracts. This will cause the displacement of the existing 215 households that live in the subsidized units, as well as exacerbate the city's affordable housing shortage, reduce its inventory of family-sized units, and shrink its number of deeply-affordable units.



WHAT'S THIS ALL ABOUT?

This Strategy is primarily focused on a core area (Figure 1.1) within the Southwest Quadrant Small Area Plan (SAP) that includes 215 units of committed affordable housing, as well as commercial properties on Route 1 south of Gibbon Street. The Strategy will be an overlay to the Southwest Quadrant SAP and will only amend those portions of the SAP that are directly addressed in the Strategy (to the extent redevelopment of those parcels occurs). The Strategy provides a 15-year framework that will be implemented in phases. The recommendations were informed by a community engagement process that included a design charrette, multiple community meetings, property owner discussions, targeted outreach to residents, work sessions, pop-ups, open houses, and on-line participation. The community will continue to have opportunities to provide feedback as future redevelopment and the public improvements recommended by this Strategy are brought forward for review. (Additional information about the community engagement process can be found in Appendix A.1).

STRATEGY OBJECTIVES

- Preserve the long-term affordability of 215 committed affordable units at The Heritage at Old Town and Olde Towne West III by building partnerships, leveraging public and private resources, and enabling responsible and strategic increases in density and height as outlined within this Strategy;
- Ensure the properties are redeveloped into successful and financially sustainable communities serving a broad range of incomes;
- Retain the existing federal rental subsidy contracts that provide deep levels of affordability;
- Ensure that all eligible residents who wish to return to the neighborhood have the opportunity to do so, and are offered support during their interim and/or permanent relocations;
- Focus taller building height generally on Route 1 and apply a variety of building heights to achieve compatibility with the existing neighborhood;
- Ensure that new development contributes to the neighborhood through enhanced streetscapes, public spaces, and high-quality building design;
- Provide significant improvements to the streetscape on Route 1 and neighborhood streets;
- Retain and enhance walkable access to neighborhood-serving retail/commercial, public facilities, and other neighborhood amenities;
- Provide building and open space elements at the intersection of Franklin Street and Route 1 to create a gateway entrance to the city;
- Provide improvements to the Wilkes Street public park for use by neighbors of all ages and abilities as part of the redevelopment process;
- Calm vehicle traffic and increase safety and accessibility for people walking, biking, or otherwise moving on or across Route 1, through streetscape, pedestrian and bike improvements, and buildings that define the street;
- Ensure that future development provides stormwater and sanitary sewer infrastructure that improves each site's environmental sustainability;
- Ensure that future school capacity takes into account potential new student generation resulting from development; and
- Establish short, mid and long-term action items as part of the implementation of the Strategy.

CONSISTENCY WITH CITY PLANS

Many of the City's Plans and policies are echoed in the objectives and guiding principles in this Strategy. The City's Strategic Plan aspires to an Alexandria that is a "caring, kind, compassionate, fair, just and equitable city that supports an affordable and livable community for all."[1] This Strategy is consistent with these objectives for an inclusive City, as well as for vibrant and distinctive neighborhoods that are safe for all residents and visitors. The Strategy provides a framework to create and maintain deeply subsidized committed affordable units and use land use tools to incentivize the preservation of affordable and accessible units. Further, the Strategy aligns with the Housing Master Plan by preserving housing opportunities for Alexandrians at different incomes, abilities, and stages of life, with the City's recently adopted Vision Zero Action Plan to create safe streets for all, and with the Environmental Action Plan related to site and building design, streetscaping, and improved options for walking and biking.

Note: Figures and percentages included in the Strategy are expressed in 2018 dollars/percentages unless otherwise specified.

1 City of Alexandria, Strategic Plan, 2017-2022

02 HOUSING AFFORDABILITY

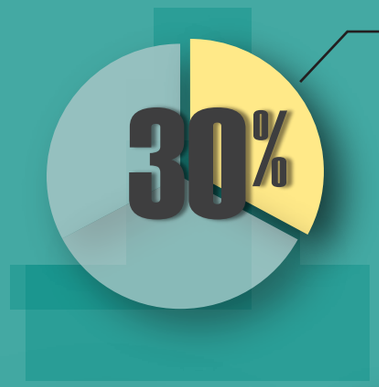
GUIDING PRINCIPLE: Preservation of housing affordability and diversity in the Route 1 South area

Providing housing affordability and opportunity for people of all incomes, abilities, and stages of life is at the core of the City's 2013 Housing Master Plan and is a cornerstone of Alexandria's commitment to diversity as articulated in the City's Strategic Plan. It is the foundation of household stability and well-being. Children have better educational outcomes when they live in housing that is stable and healthy. Seniors and others on fixed-incomes have opportunities to remain and age safely in homes that are affordable, accessible and secure.

Housing affordability is also critically important to the city's economic vitality and competitiveness. Businesses look for a diverse and stable local workforce when deciding whether to locate, remain, or expand their operations in the city. Individuals who live in housing that is affordable tend to be longer-term employees because they do not move as frequently or face extended unpredictable commutes with limited transportation options. Businesses, in turn, benefit by having a more reliable workforce and lower training costs due to reduced turnover.

Additional information about affordable housing, including definitions of terminology, can be found in Appendix A.2.

WHAT IS AFFORDABLE HOUSING?



affordable home
one that costs a household or family no more than 30% of its gross monthly income.

Housing Cost Burdened
A household that spends more than 30% of its gross income on housing and housing related costs such as utilities, property taxes, and insurance.

Who can benefit from affordable housing?

Family of Four
Full time retail worker, full time dental assistant, and two dependents

Seniors or Persons with Disabilities
Individuals living on SS/SSI

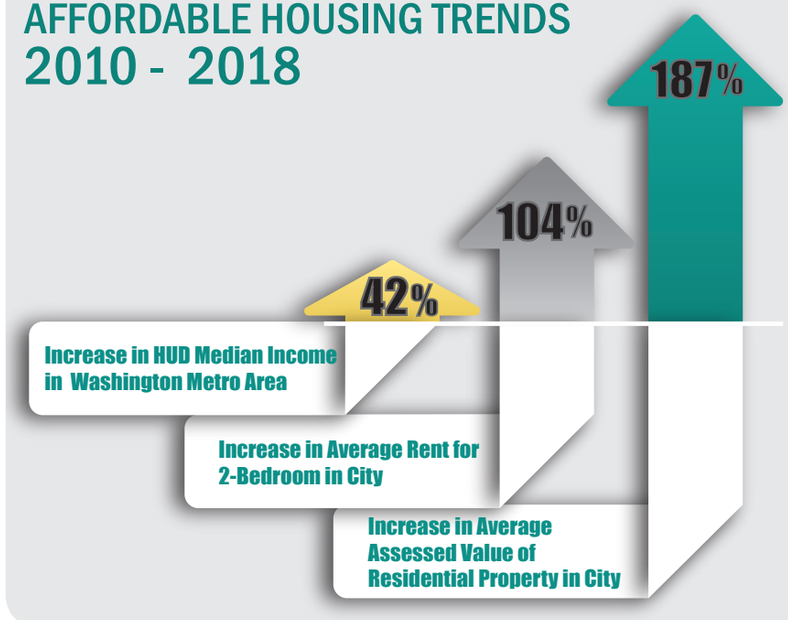
Family of Two
Full time City Librarian II + dependent

Full-time Single Worker
Childcare provider

$68K annual income needed to afford average 1-bedroom in the city in 2018

$89K annual income needed to afford average 2-bedroom in the city in 2018

AFFORDABLE HOUSING TRENDS 2010 - 2018



WHAT IS AFFORDABLE HOUSING?

An affordable home is one that costs a household or family no more than 30% of its gross monthly income. This threshold is important for low- to moderate-income Alexandrians, because housing affordability reduces the likelihood that a household may have to decide between paying the rent or paying for other necessities such as groceries, healthcare, transportation or daycare, or investing in education and savings.

Affordable rental housing serves a wide range of Alexandrians, from those on fixed incomes, including seniors and persons with disabilities, to working families earning up to 60% of the area median income ($70,000 for a household of four).

$53,026
Starting salary of ACPS teacher with Bachelor's Degree

Source: ACPS 2017-2018 Teacher Salary Scale

$47,862
Starting salary of City Police Officer (Level 1) Degree

Source: City of Alexandria, 2018

HOUSING AFFORDABILITY IN ALEXANDRIA AND THE REGION

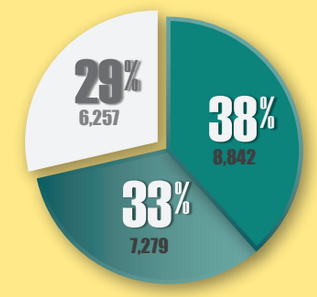
Like many communities across the region and country, the city is facing a worsening shortage of affordable housing fueled by rising rents, stagnating wages coupled with job growth in lower-wage sectors (such as retail, hospitality, and healthcare), and limited federal housing funding to maintain existing housing stock and subsidies.

The city's market affordable inventory—historically its primary source of housing diversity—has shrunk by approximately 16,000 units, or 88%, between 2000 and 2018 while its stock of committed affordable units has experienced only limited change. During the same period, the average rent for a 2-bedroom unit in the city has doubled and the average residential assessment has almost tripled, while the region's median income has increased only 42%.

This widening gap has magnified the housing-cost burden of many low- to moderate-income Alexandrians. More than 15,500 low- to moderate-income households earning less than $75,000/year spend 30% or more on housing-related costs. **Housing cost burden is particularly acute for renters earning less than $50,000/year. 7,000 of these households spend half or more of their income on housing-related expenses.**

more than 2/3 of low- to moderate- income Alexandrians are housing cost burdened

- Housing costs account for 30 - 49.9% of income
- Housing costs account for 50% or more of income
- Housing costs account for less than 30% of income



SOUTHWEST QUADRANT HOUSING AFFORDABILITY

OTW | olde towne west III

75 committed affordable rental units — **0-40% AMI**

- Section 8 Project-Based Voucher Contract
- Administered by Virginia Housing Development Authority (VHDA)

Affordability Contracts: Scheduled expiration in late 2019/early 2020

Olde Towne West III

Contracts can serve renters with incomes up to 80% AMI per HUD

Mix of (28) 1-bedroom, (12) 2-bedroom, (29) 3-bedroom units, and (6) 4-bedroom. See Figure 1.1 for location

22 of the units are on the Alfred Street Baptist Church site which is outside of the Core Area

HOT | the heritage at old town

140 committed affordable units — **0-40% AMI**

104 market-rate units — **65-70% AMI**

- Section 8 Project-Based Voucher Contract
- Administered by U.S. Department of Housing and Urban Development (HUD)

Affordability Contracts: Annual renewal

The Heritage at Old Town

1 mid-rise building

12 garden-style apartment buildings

Contracts can serve renters with incomes up to 80% AMI per HUD

Mix of (174) 1-bedroom, and (70) 2-bedroom units. See Figure 1.1 for location.

AMI: Area Median Income

Housing Opportunity in the Southwest Quadrant

The Southwest Quadrant has historically offered a range of housing options. However, as the desirability of the area and regional demand for housing has increased, housing costs have been escalating, pricing out Alexandrians. For example, the 104 "market" units at The Heritage at Old Town are now affordable to those earning 65% of the area median income (AMI) up from 55% AMI a decade ago. Incomes needed to affordably rent an average one-bedroom at the Clayborne Apartments exceed $100,000, while incomes needed to afford a one-bedroom at Gunston Hall or in the apartment buildings along S. Alfred, Green, and Jefferson streets reach $56,000/year, higher than the starting salaries of City teachers and police officers. These trends help illustrate the critical role that the 215 deeply affordable rental units within The Heritage at Old Town and Olde Towne West III play in maintaining the area's economic, social, and cultural diversity. There are few housing options available if these units are lost.

Olde Towne West III

The Heritage at Old Town

$718,938 average assessment for single-family residential units in SWQ

$500,629 average assessment for residential condominiums units in SWQ

Source: Office of Real Estate Assessments, January 2018

PROJECT-BASED (SECTION 8) VOUCHER CONTRACTS

Funded by the federal government, project-based housing vouchers (PBVs) are a critical source of deeply affordable housing. They constitute approximately 30% of the city's committed affordable rental housing stock. Residents pay 30% of their income toward the rent, and the PBV pays the difference up to an established fair market rent, as well as some utility costs. PBVs operate similarly to housing choice vouchers ("Section 8"), but are tied to a specific property rather than a household. PBV contracts typically have 20-year term of affordability with varying options to renew or extend for specific periods of time.

In the city, some PBVs are administered by the Alexandria Redevelopment Housing Authority (ARHA), while others such as The Heritage at Old Town and Olde Towne West III, are administered through contracts managed directly by U.S. Department of Housing and Urban Development (HUD), the Virginia Housing Development Authority, or other agencies.

$2,514 - $3,075

Average 1- and 2- bedroom rents at the Clayborne, a multi-family propert in the Southwest Quadrant

Source: Office of Housing, Point in Time Survey, January 2018

Importance of Planning Now

There are currently 215 committed affordable units within The Heritage at Old Town and Olde Towne West III that serve low- to moderate-income individuals and families, including seniors and others on fixed incomes, through federal housing assistance contracts (referred to as project-based voucher contracts) that have ensured their affordability for over three decades. These contracts make the units deeply affordable by subsidizing rents for households with incomes typically between 20% and 40% AMI ($16,000-$54,000 depending on household size).

The rental subsidy contracts for the 140 committed affordable units at The Heritage at Old Town are subject to voluntary annual renewals pending the owner's assessment of the property's performance. The contract for the 75 committed affordable units at Olde Towne West III is scheduled to end in late 2019 or early 2020. Both property owners have existing zoning and development rights that would allow them to redevelop the properties as townhouses and would have no legal obligation to continue the rental subsidy contracts after granting adequate advance notification.

Without proactive, strategic and inclusive planning and implementation, the affordability of these units will be permanently lost if their property owners choose to redevelop and/or opt out of the contracts. This will cause the displacement of the existing 215 families that live in the existing properties. There are few housing options within the City if these residents are displaced. A plan in place to guide the contracts' preservation within the neighborhood is also critical to working with the U.S. Department of Housing and Urban Development (HUD) in order to extend its commitment to the rental subsidy contracts which ensure deep affordability along the Route 1 South area and provide a vision for future mixed-income development.

This Strategy responds to a singular opportunity for the City to work with all stakeholders, including the multifamily property owners who have participated in developing the Strategy, to proactively establish a plan that will enable these owners to preserve both the number and levels of affordability of the committed affordable units. Successful preservation will involve the long-term renewal of the rental subsidy contracts and replacement of the existing affordable units through redevelopment and/or rehabilitation with limited need for city gap financing.

In 2014, 76 affordable units were lost at Parkwood Court (now 101 North Ripley). The property owner opted out of renewing the project-based contract for the property.

The Economics of Housing Affordability

"Are there other ways to preserve housing affordability?"

There are different ways to preserve housing affordability. The following scenarios highlight the stark differences – both in terms of impacts to the residents at The Heritage at Old Town and Olde Towne West III and in potential economic costs to the City – that different approaches to preservation carry. They also help illustrate why additional density is an important incentive needed to achieve successful long-term preservation of deep affordability along Route

Scenario 1:
In this scenario, the multifamily properties redevelop under existing zoning. This redevelopment would likely be market-rate townhomes, capitalizing on strong market demand and high land values. The committed affordable units and the associated rental subsidy contracts that exist now would be permanently lost, resulting in the displacement of 215 households and the erosion of housing diversity and affordability in the Southwest Quadrant. The cost to the City to replace the committed affordable units off-site and maintain the deep level of affordability over 20 years is estimated at $43-$72 million. This level of investment would likely preclude all other City investment in affordable housing for the next 5-10 years. The success of this scenario also hinges on the availability of highly competitive tax-credit financing and scarce developable land in neighborhoods with comparable access to services, jobs, and transit.

Scenario 2:
In this scenario, the multifamily properties are "repositioned" through redevelopment or renovation at existing levels of density, and the rental subsidy contracts are lost. Partial displacement of existing residents occurs due to the anticipated loss of family-sized units. The cost to the City to maintain affordability of the units on-site to allow current residents to remain (if the owners were willing to accept subsidies and forego higher returns) is estimated at $72-$98 million over 20 years. This level of investment is prohibitive and would likely stifle all other City investment in affordable housing for the next 10-15 years.

Scenario 3:
In this scenario, the committed affordable units are replaced on-site through redevelopment involving additional density and height. Rental subsidy contracts and housing affordability are preserved without sacrificing project returns, and all eligible residents have the opportunity to return to the community. Most costs related to the construction of the units, and the interim relocation of residents pending their return is borne by the owners and/or federal subsidy sources. Limited City gap financing might be provided to enhance the sustainability of the new mixed-income communities, to incorporate on-site community amenities, or to assist current low-to-moderate-income residents of the existing 104 market-rate units to afford to return to the neighborhood.

SCENARIO 01

Renovate or redevelop under existing zoning. Federal rental subsidies are lost. Affordable units are replaced off-site.

Permanent Displacement	On-site Density	Land Needed (min. 3-4 acres)	Competitive Funding needed (external)	City Gap Funding	City Operating Subsidy*	TOTAL CITY $
yes	✗	~ $6.5 - 15M	~ $40 - 60M	~ $17 - 20M	~ $26 - 52M	$43 - 72M

SCENARIO 02

Renovate or redevelop under existing zoning. Federal rental subsidies are lost. City subsidizes market-rate units on-site to maintain affordability.

Permanent Displacement	On-site Density	Land Needed (min. 3-4 acres)	Competitive Funding needed (external)	City Gap Funding	City Operating Subsidy**	TOTAL CITY $
partial	✗	✗	✗	✗	$72 - 98M	$72 - 98M

SCENARIO 03

Affordable units are replaced by developer on-site through redevelopment with additional density. City investment limited to gap financing.

Permanent Displacement	On-site Density	Land Needed (min. 3-4 acres)	Competitive Funding needed (external)	City Gap Funding	City Operating Subsidy	TOTAL CITY $
no	✓	✗	~ $0 - 15M	~ $0 - 10M	✗	$0 - 10M

* City subsidy under Scenario 1, subsidy from 60% to 20-40% AMI for 20 years
** City subsidy under Scenario 2, subsidy from 100% to 20-40% AMI for 20 years

Preserving and Creating Affordable Housing

Preserving and creating affordable housing is essential to supporting existing and fostering new successful mixed-income communities across the City, including along Route 1. Preservation itself involves a complex process that relies on pairing many tools, such as partnerships, multilayered financing and leveraging of non-City resources, as well as the use of regulatory incentives. It is anticipated that each of the Route 1 South affordable housing properties will use these different tools to varying degrees to ensure housing opportunity is retained.

Partnerships

Collaborative, long-term partnerships are essential to preserving and developing sustainable affordable housing. City support for and investment in affordable projects (in the form of technical support, gap financing, and/or public land) helps leverage other public and private funding and tax-credit equity and facilitate relationships between non-profit affordable housing providers, faith-based institutions, and market-rate developers.

Multilayered Financing

There is a widening gap between market rents and what low- to moderate-income households can afford to pay for housing. Due to this gap, conventional lenders cannot lend the full amount needed to acquire or develop affordable housing projects that have capped rents because their rental revenue stream will not cover the cost of loan repayment. Based on what can be repaid, alternative funding sources need to be incorporated into affordable housing deals to close the gap between what a lender will finance and the actual cost of the project. These include tax credit equity, federal and state funding and grants (including state and federal Housing Trust Fund), and City gap investment.

$425K estimated cost to construct an affordable unit in the city in 2018

$125K estimated cost to renovate and preserve an affordable unit in the city in 2018

St. James Plaza

Beasley Square

The City has a long history of facilitating and supporting affordable housing partnerships.

Regulatory Tools

The City's primary tool to incentivize affordable housing through the development process is Section 7-700 of the Zoning Ordinance, commonly referred to as the Bonus Density and Height Program. This zoning tool incentivizes the provision of low- and moderate-income housing in exchange for "bonus" (up to 30%) density and/or height (up to 25 feet) in new development, wherein at least one-third of the bonus approved must be affordable. In the case of The Heritage at Old Town and Olde Towne West III, the bonus density allowed through Section 7-700 is not sufficient to accommodate the density needed to retain the existing affordable housing units.

As is illustrated in Scenario #3, the only viable alternative is to grant the property owners additional density through a recommended rezoning, paired with some added height, to retain the committed affordable units without sacrificing project returns or high-quality design and other community-serving amenities. This would also minimize the need for City funding for housing at these sites, allowing scarce public resources to be invested in services and infrastructure that serve the community, and in expanding housing affordability and diversity in other parts of the city.

WHAT ARE MIXED-INCOME COMMUNITIES?

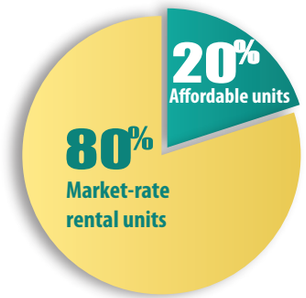
Mixed-income communities, which serve a broad range of incomes, life stages, and abilities, can occur within a single building, a series of properties, and across entire neighborhoods. Successful mixed-income communities feature shared open spaces and community amenities, properly trained and proactive property management, inclusive neighborhood associations, and services and programs tailored to the needs of lower-income residents. These elements all contribute to the viability and cohesion of true mixed-income communities.

Preserving Affordability through Zoning Incentives

The ratio of market-rate to affordable units needed to finance (build) and sustain a project is a function of many variables: unit tenure (rental versus for-sale) of both the affordable and market-rate housing; unit affordability and size; investor objectives, return, and timing; market conditions, including land values; and level of available City investment for housing. Typically, the higher the ratio, the lower the demand for City gap financing. When needed, City assistance is traditionally issued in the form of below-market interest loans, and is repaid from property cash flow, over time.

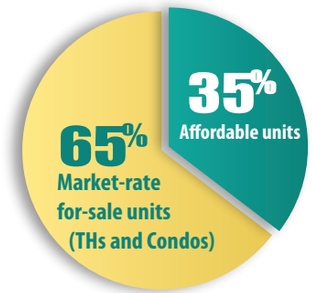
Based on land values and market conditions current at the time, the 2008 Braddock East Master Plan indicated that approximately 1.8-2.5 market-rate for-sale units would be required to span the funding gap to replace each public housing unit, along with tax credit equity and short-term City bridge funding. The City's experience at Chatham Square and, subsequently, at Old Town Commons were consistent with this ratio when paired with public financing. Rental projects, however, have historically required higher ratios to generate desired returns. For example, Foxchase Alexandria, an established privately-owned 2,113-unit rental community at Duke and North Jordan streets, has 423 affordable units, for a four-to-one ratio of market to affordable units. Recent analysis of a redevelopment concept for the Andrew Adkins site immediately adjacent to the Braddock Metro Station revealed a ratio of greater than five market-rate rental units to one affordable unit. (In this case, no City investment was anticipated). Other rental projects have combined added density with multilayered financing to both preserve and expand housing opportunity. One example is Ramsey Homes, a 52-unit redevelopment on North Patrick Street. To help preserve 15 deeply affordable public housing units, this project is constructing 37 additional rental units at higher levels of the affordability range, along with tax-credit equity and City gap funding of $3.6 million. The current market conditions of cost of construction, labor, and limited access to federal funding create significant challenges for affordable housing.

Foxchase



4:1 Ratio

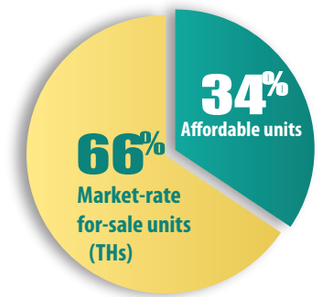
Old Town Commons



2:1 Ratio

included City Gap Financing

Chatham Square

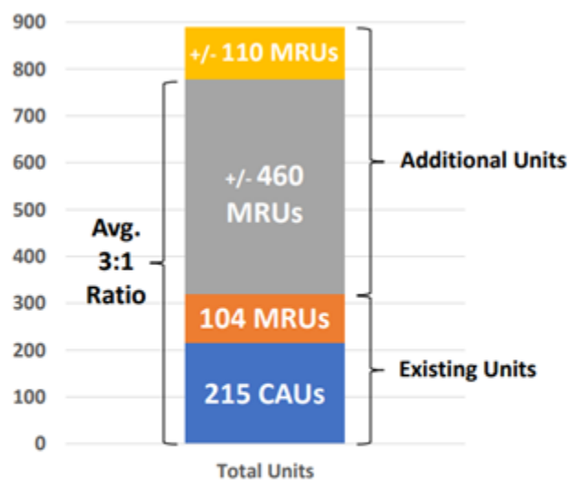


2:1 Ratio

included City Gap Financing

HOW MANY UNITS ARE NEEDED TO RETAIN AFFORDABILITY?

The total number of units in the potential redevelopment sites will not be known until the projects are proposed for development review. Unit count for a project can vary as it is affected by many factors such as unit size and number of bedrooms for each unit, Low Income Housing Tax Credit requirements, or site constraints, to name a few. For planning purposes, based on previous projects as described, it is anticipated that, on average, approximately three additional units will be required to preserve each affordable unit in the Route 1 South area, as illustrated below. The final number of units for each site could be higher or lower depending on project development factors and will be determined as part of the development review process subject to the constraints and requirements outlined above.



CAUs= Committed Affordable Units
MRUs= Market Rate Units

Note: Estimated number of new units based on average ratio of market rate to affordable units. Final number of units will be determined as part of the development review process

Relocation and the Right to Return

The City is committed to working with the property owners and current residents of the affordable housing to minimize adverse impacts, including length of displacement, resulting from redevelopment of the Route 1 South properties. All eligible residents (i.e., tenants in good standing) will have the opportunity to return to the community after redevelopment and will receive support to adjust to their interim relocation (including tenant protection vouchers if made available by HUD, moving assistance, and coordination with City agencies, as well as Alexandria City Public Schools (ACPS) to mitigate disruption to students). Consistent with the City's relocation policy, property owners will provide relocation advisory services to displaced tenants, a minimum of 120 days written notice, and moving expense payment.

To inform further planning regarding future housing and relocation needs, this Strategy recommends that, in collaboration with the property owners, a survey of residents of the affordable housing multifamily properties be undertaken as soon as possible. The Beauregard Small Area planning process provides a model for this effort.

Relocation Plan

Development applications that involve displacement must be accompanied by a relocation plan. Following review by the Office of Housing, each relocation plan is distributed to impacted tenants and to the Landlord-Tenant Relations Board. The Board, a City Council-appointed public body, is required to hold a public meeting with the owners and tenants to review the plan, and make recommendations on the plan in consultation with the property owners or managers. These recommendations are considered by Planning Commission and City Council in their review and potential approval of a development application.

WHAT DOES "ELIGIBLE RESIDENT" MEAN?

Eligible residents are those in "good standing." While the "good standing" definition has not yet been negotiated with owners of the Route 1 South properties, the definition will likely be similar to that approved in the Beauregard Small Area Plan's Tenant Assistance and Relocation Plan (TARP) for Properties Scheduled to be Demolished. The TARP noted tenants in "good standing" as those who:

1. Were current in rent at the time they received a 120-day notice of termination and had a generally good payment record.
2. Had lived in their unit for one year or more.
3. Had not made more than three late payments during the last three years.
4. Had received no more than one 21/30-day notice to cure during the last two years, and violations were cured.
5. Had passed a criminal background check based on a reasonable screening policy, e.g., not overly broad, does not exclude everyone with a criminal record, does not rely solely on arrest records, and provides a process for considering mitigating circumstances.

RECOMMENDATIONS

Future Redevelopment of The Heritage at Old Town and Olde Towne West III:

2.1 Use additional density and height as a tool to incentivize the retention of all existing 215 committed affordable units at The Heritage at Old Town and Olde Towne West III.

2.2 Consider rezoning(s) for the affordable housing sites that retain the recommended committed affordable housing units. Rezoned properties are also subject to all other recommendations of the Strategy.

2.3 Explore and leverage partnerships, financial and other incentives, and City gap investment, to preserve and expand housing affordability in the community and to enable properties to redevelop as mixed-income communities serving a broad spectrum of incomes.

2.4 Retain the current levels of affordability by working with property owners to extend their federal rental subsidy contracts.

2.5 Require long-term affordability in the committed affordable units.

2.6 Provide a mix of unit types to meet current and future community need.

2.7 Ensure eligible residents have a right to return to the community after redevelopment and receive support and assistance to mitigate impacts of temporary relocation (including financial and moving assistance, as well as coordination with ACPS, Department of Community and Human Services (DCHS), and other City agencies).

2.8 Work with property owners to secure federal funding support, as available, including tenant protection vouchers, to provide the greatest housing choice, including within the City of Alexandria, to tenants impacted by redevelopment.

2.9 Collaborate with the property owners to conduct a survey of residents' housing needs, including housing size and type, income, and accessibility needs, to inform potential development plans and prepare for future relocation and return processes.

2.10 Enhance access to City and community resources, including workforce development, housing counseling (including homeownership readiness), and training, to build self-sufficiency and well-being, through collaboration with the Office of Housing and other City agencies.

2.11 Include shared community resource spaces and gathering places when feasible, and ensure equal access for all residents to community amenities on site.

All Properties:

2.12 Incorporate accessibility, visitability and universal design features to enable residents to remain and age safely in the community and to ensure new homes are accessible to individuals regardless of their physical abilities.

2.13 Incorporate energy efficiency and green building elements to lower housing costs for residents and enhance the quality and health of interior living environments.

WHAT IS THE TERM OF AFFORDABILITY FOR COMMITTED AFFORDABLE UNITS?

The standard length of the term of affordability for City-assisted affordable housing projects and for projects involving bonus density (Section 7-700 of the Zoning Ordinance) is 40 years. Housing projects with HUD-funded Housing Assistance Payments (HAP) contracts (such as The Heritage at Old Town and Olde Towne West III) typically carry a maximum term of 20 years. The City will work with each of the property owners in advance of contract expiration to renew or extend their contracts to maintain the deep levels of affordability they provide to residents to potentially align with the typical 40-year term.

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03 PLANNING, LAND USE, & DESIGN

GUIDING PRINCIPLE: BUILDING AND SITE DESIGN THAT COMPLEMENTS AND CONTRIBUTES TO THE NEIGHBORHOOD

The current design of Route 1 in this area emphasizes moving vehicles through the neighborhood rather than balancing movement by people, bikes, and cars within the neighborhood. Limited connectivity across Route 1 creates a challenging environment for people walking and biking, and the area lacks an appropriate gateway entry into the neighborhood and the city.

This Strategy strives to reconnect the people and the neighborhoods through planning, land use and design. Public and private investment can make the area safer and more attractive for people walking and biking, and otherwise moving in and across streets, improve the quality of public and open space, and create an enhanced gateway entrance to the city. This transformation will knit the neighborhoods on the east and west sides of Route 1 together and signal to those traveling through that they have entered Alexandria but also a community, one where the sidewalks and open spaces are active with people encountering one another and enjoying their neighborhood, one that is inclusive and accessible. Figure 3.1 provides an illustrative vision for the future.

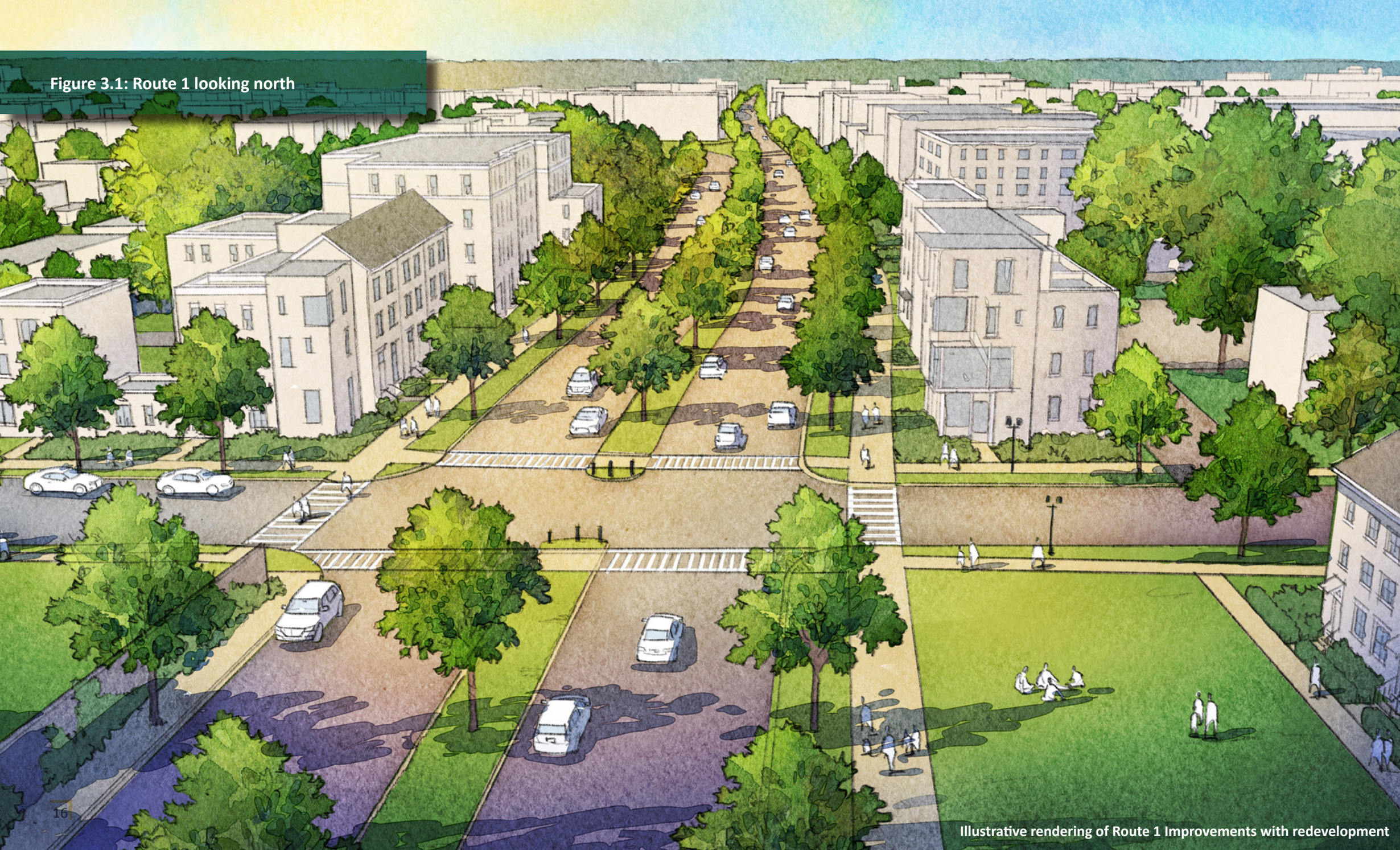
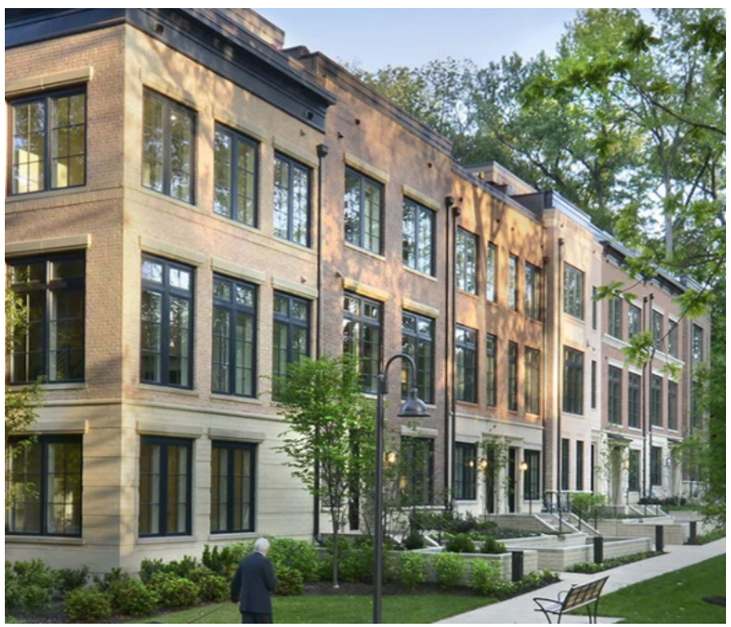


Figure 3.1: Route 1 looking north

Illustrative rendering of Route 1 Improvements with redevelopment



PLANNING

This Strategy recommends zoning and height incentives for potential redevelopment sites (Figure 3.2) within the core area as detailed in the development summary table (Table 1) to achieve the affordable housing recommendations. The potential redevelopment sites are limited to the commercial sites on Route 1 south of Gibbon Street and the affordable housing sites. Existing zoning and building heights outside of the core area are not proposed to change with this Strategy. Future redevelopment will be subject to the City's development review process and will implement this Strategy's planning, land use and design recommendations. In addition, a portion of the core area lies within the Old and Historic Alexandria District (OHAD), as shown in Figure 3.2, and buildings located wholly or partially within the OHAD boundary will be subject to Board of Architectural Review.

LAND USE

The existing land uses in the core area are a mix of multi-family residential and auto-related commercial uses. For the redevelopment sites, the Strategy recommends predominantly residential uses to ensure compatibility with the adjoining residential uses (Figures 3.3). Residential uses may also include senior housing to allow for aging in place and a diversity of housing types. Residential uses are anticipated to include a variety of building types, including multi-family and townhouses, to ensure a mix of building heights and forms compatible with the neighborhood.

The Strategy maintains flexibility for future accessory ground floor commercial uses that may be appropriate and positively contribute to the neighborhood. Proposed ground floor accessory commercial uses will be considered as part of the development review process for each site.

Figure 3.2: Potential Redevelopment Sites

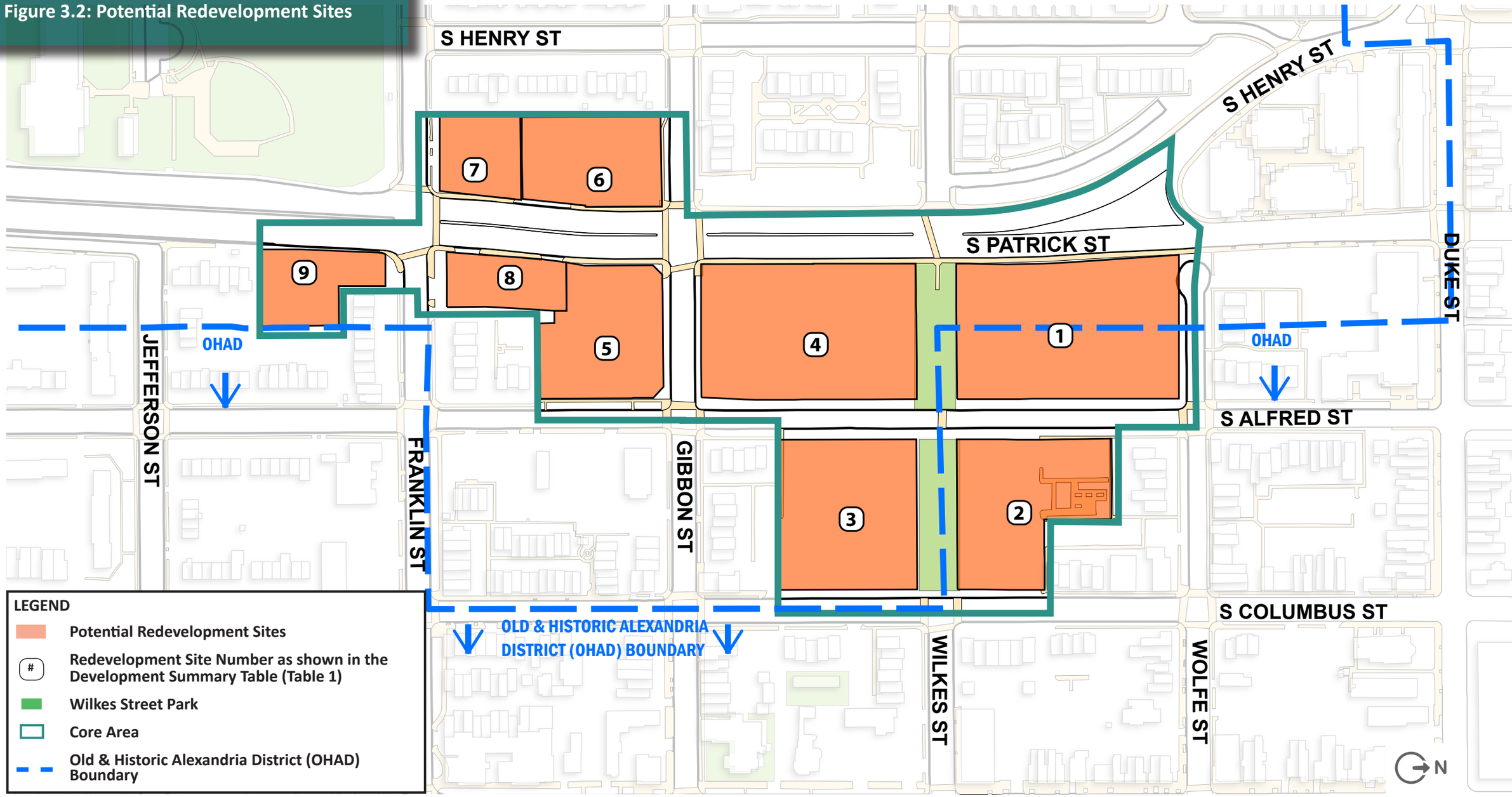
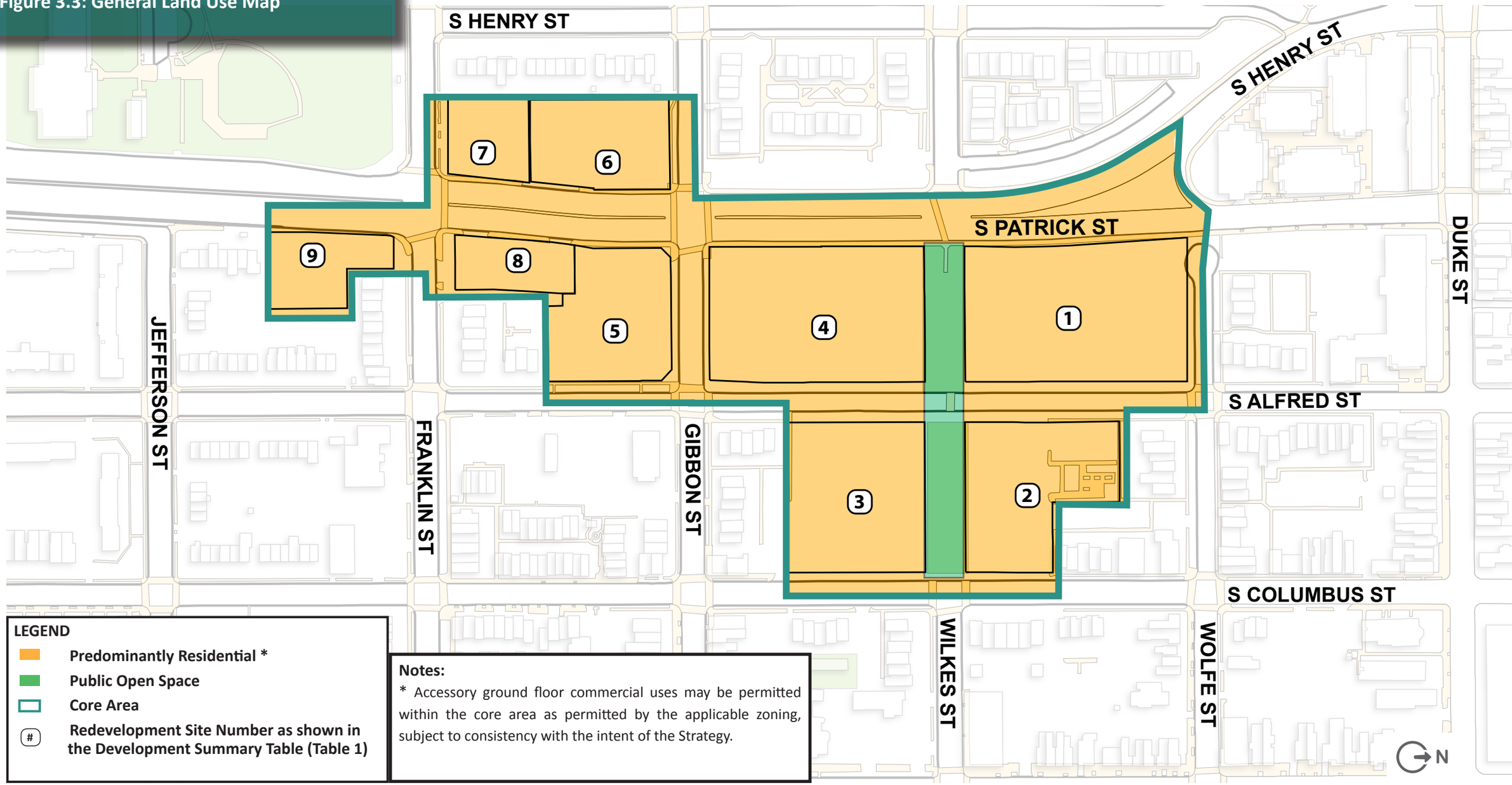
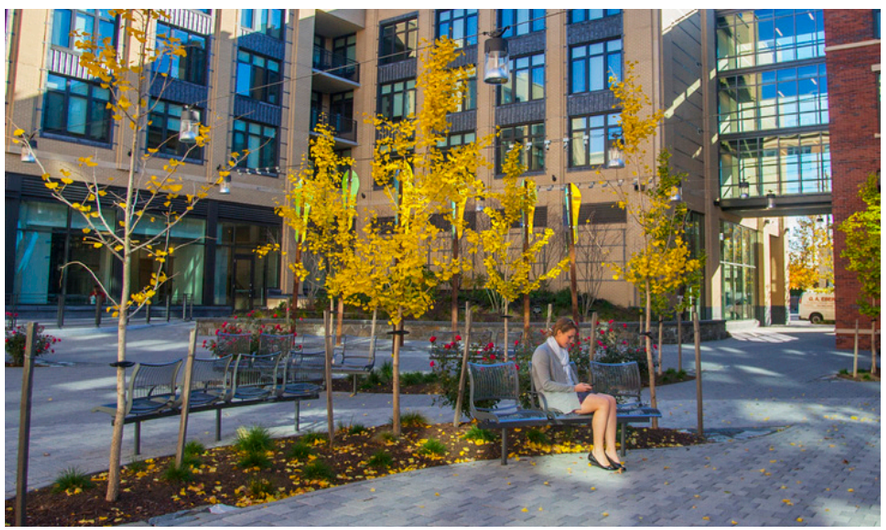


Figure 3.3: General Land Use Map





URBAN DESIGN

Within redevelopment, the buildings will create a well-defined edge, also known as the building streetwall, to frame the public streets and open spaces. The streetwall provides a sense of spatial definition so that the street (and Wilkes Street open space) functions as an outdoor room and reinforces pedestrian activity on the sidewalk. Because it is the portion of the building which is experienced most by pedestrians, the design, location and quality of the building fronting the street (and Wilkes Street open space) should be given the most attention and the highest quality design and materials. While the streetwall is important, it is also important that some of the buildings have building breaks, front yards, recesses, and courtyards, which are a character defining elements of this neighborhood. In addition, buildings defining the edge of the street will better aid in calming traffic on Route 1 South and the neighborhood streets and provide a more welcoming environment for pedestrians by reinforcing that this area is a neighborhood and an extension of the existing city fabric.

Importance of Design

As these sites are redeveloped, buildings, open space and the public realm will be held to high standards of quality and design, ensuring that redevelopment provides value to the neighborhood and to the city, while fulfilling the goals of the Strategy. Therefore, future redevelopment will comply with the Strategy's site standards to shape and improve the public realm, tree preservation, site and building design, and open space. The site standards are intended to ensure neighborhood compatibility.

Streetscape

Through redevelopment, this Strategy recommends significant improvements to the streetscape – the public realm or spaces between buildings – to provide spaces for public encounter that engage the human senses and contribute to the beauty of the neighborhood. Improved sidewalks, street trees and landscaping are an integral part of the streetscape. The Strategy recommends, where feasible, that existing large street trees be retained (Figure 3.4) as part of the development review process. Further, the Strategy recommends that as part of redevelopment, a landscape area and sidewalk be provided to create a safe buffer between pedestrians and Route 1, and buildings are positioned to reinforce the public realm as depicted in Figures 3.5, 3.6 and 3.7, based on the street typologies established in the City's Complete Street Guidelines.

Figure 3.4: Streetscape and Open Space Opportunities

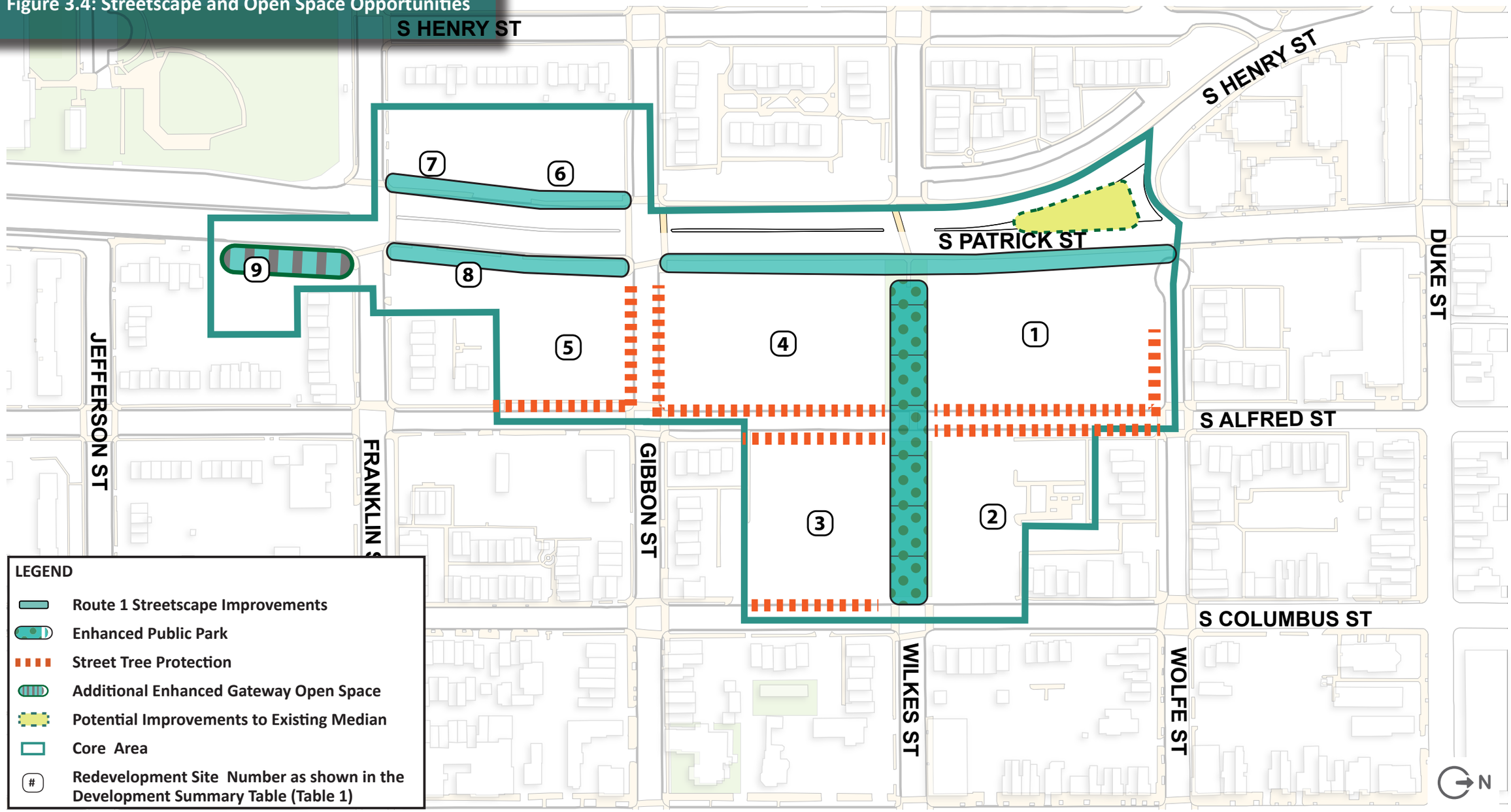


Figure 3.5: Route 1 South Street Section

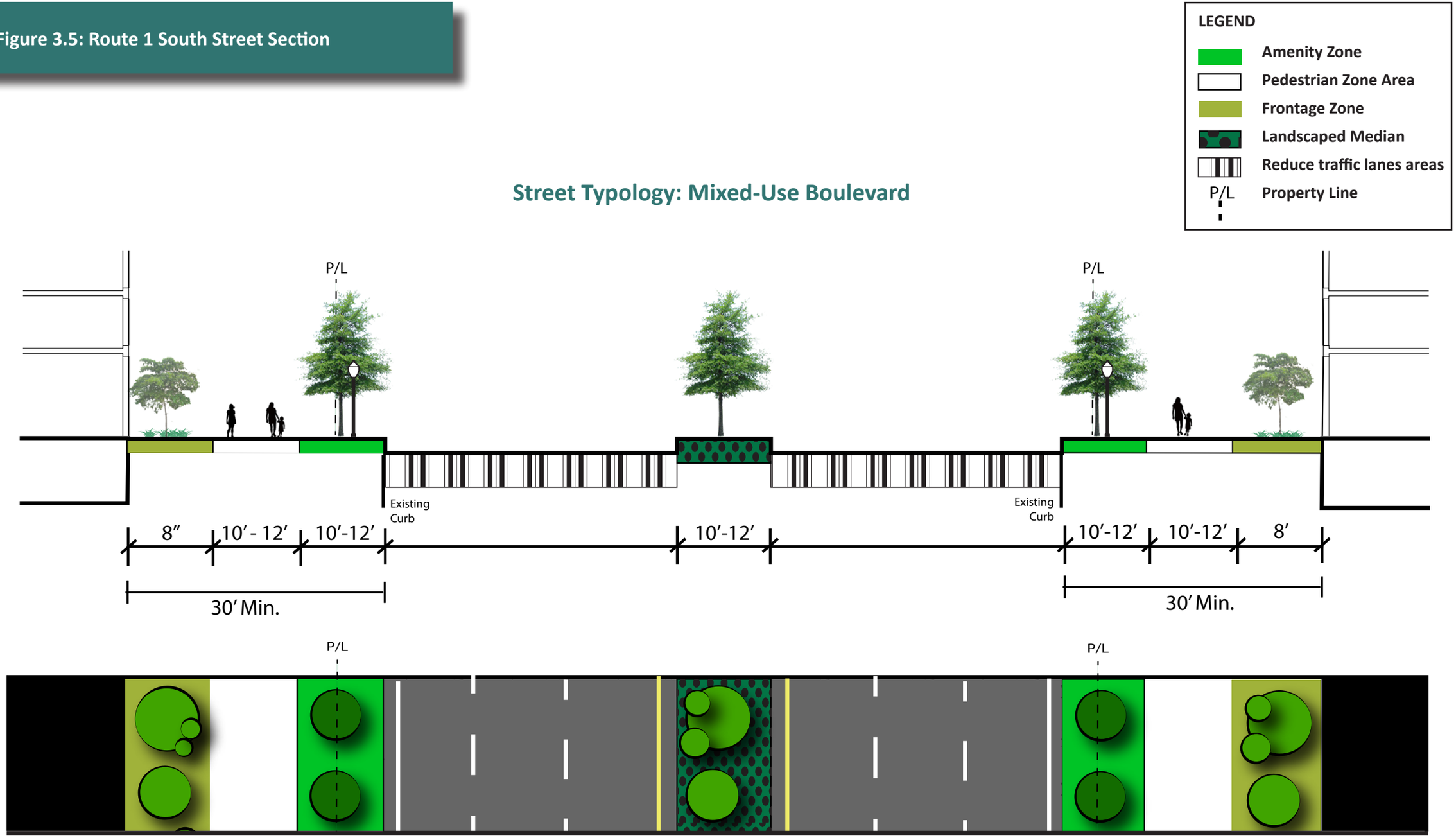
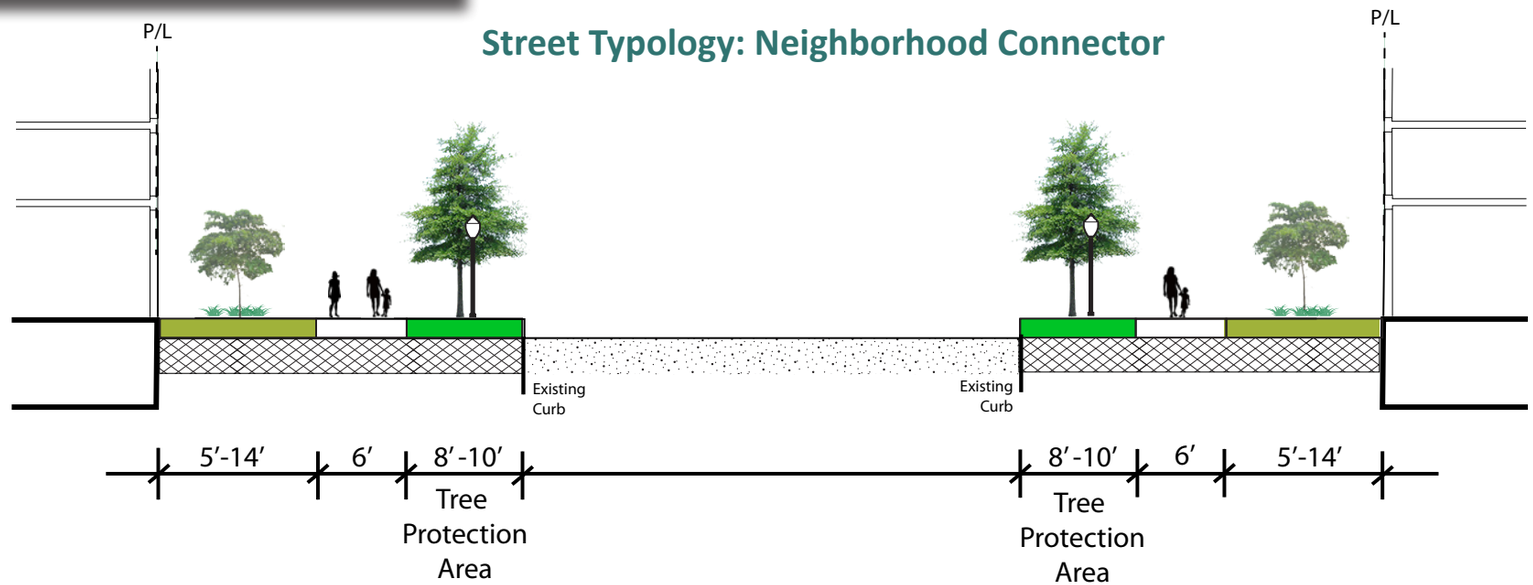


Figure 3.6: Franklin and Gibbon Streets Section

Street Typology: Neighborhood Connector



LEGEND

- Amenity Zone
- Pedestrian Zone Area
- Frontage Zone
- P/L Property Line

Notes (Figures 3.5, 3.6, 3.7):

1. Final dimensions may vary slightly based on actual survey data.
2. Where additional area is needed for the streetscape, it will be dedicated as right-of-way or a public access easement.

Figure 3.7: Alfred and Wolfe Streets Section

Street Typology: Neighborhood Residential

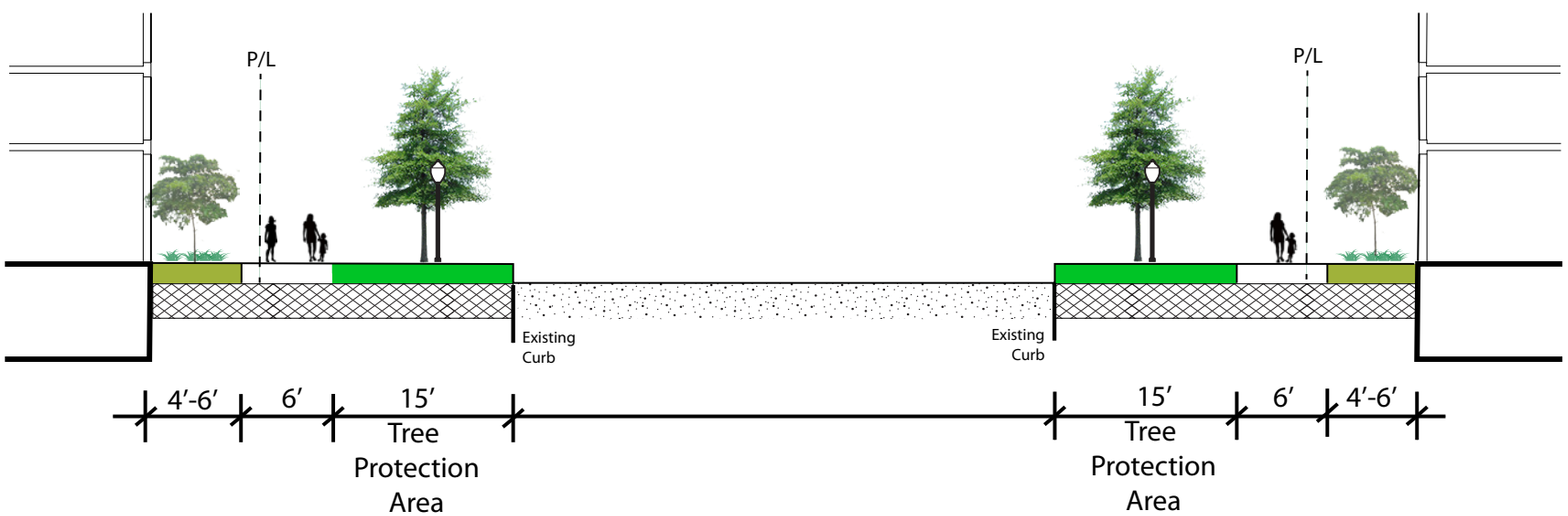
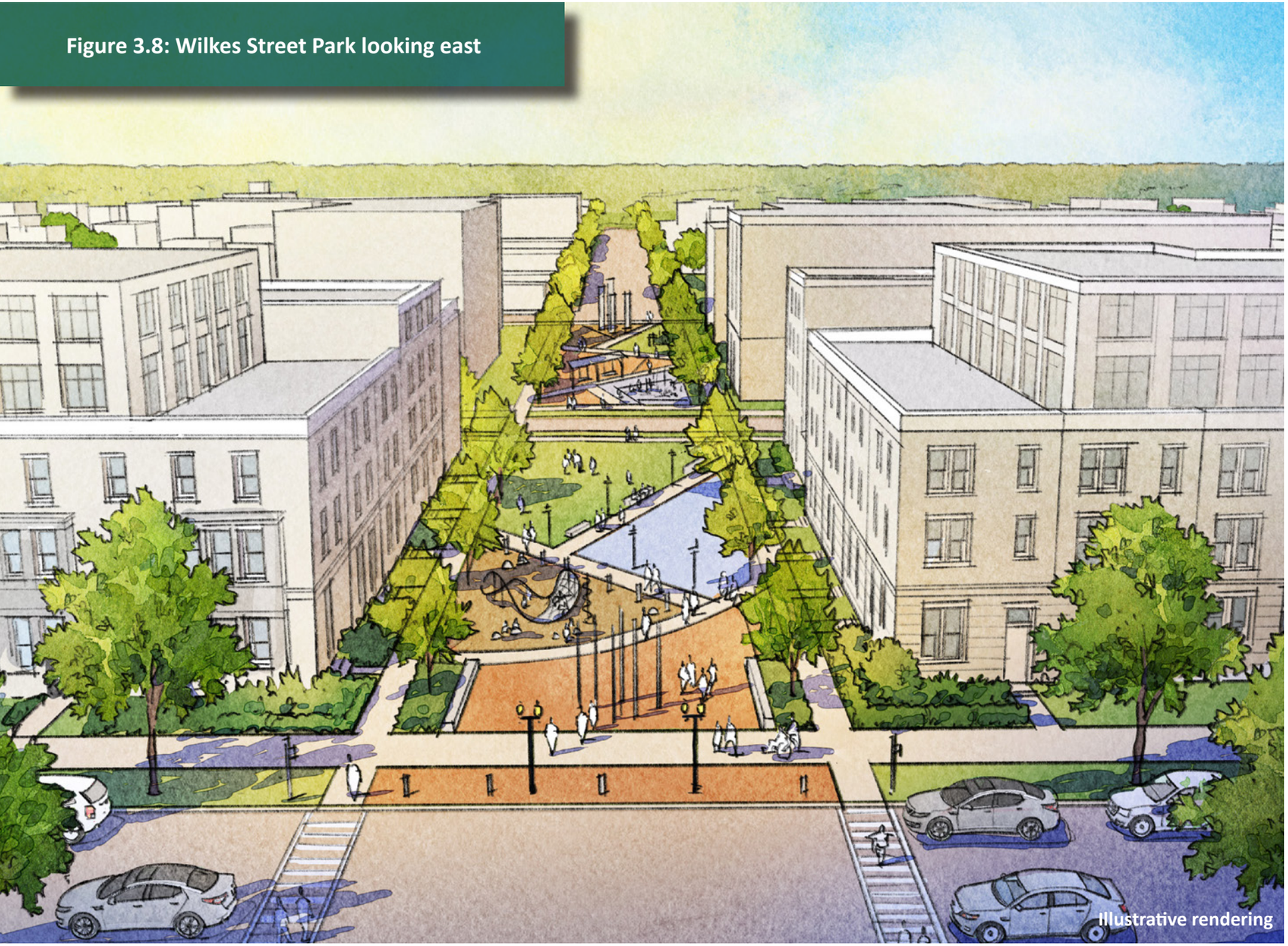


Figure 3.8: Wilkes Street Park looking east



Open Space

The Strategy recommends that with redevelopment, the existing approximately one-acre Wilkes Street public open space be improved for use as a public park, intended to include play areas, seating, and open passive areas that will be designed to be accessible and accommodating to all ages and abilities. This improvement will be implemented by adjacent property owners through redevelopment with all applicable approvals. At that time, pathways for pedestrians, cyclists, and those using other ways to move will be designed. There will be opportunity during the design review process for community input into the design of the park.

The Wilkes Street public park (Figure 3.8) will be a visual and functional green connection for people rather than cars between the neighborhood east to the Wilkes Street Tunnel and west to the open spaces created by the cemeteries. The improvements of the Wilkes Street public park also present an opportunity to incorporate the history of the neighborhood through interpretive design elements.

Figure 3.9: Urban Design Elements

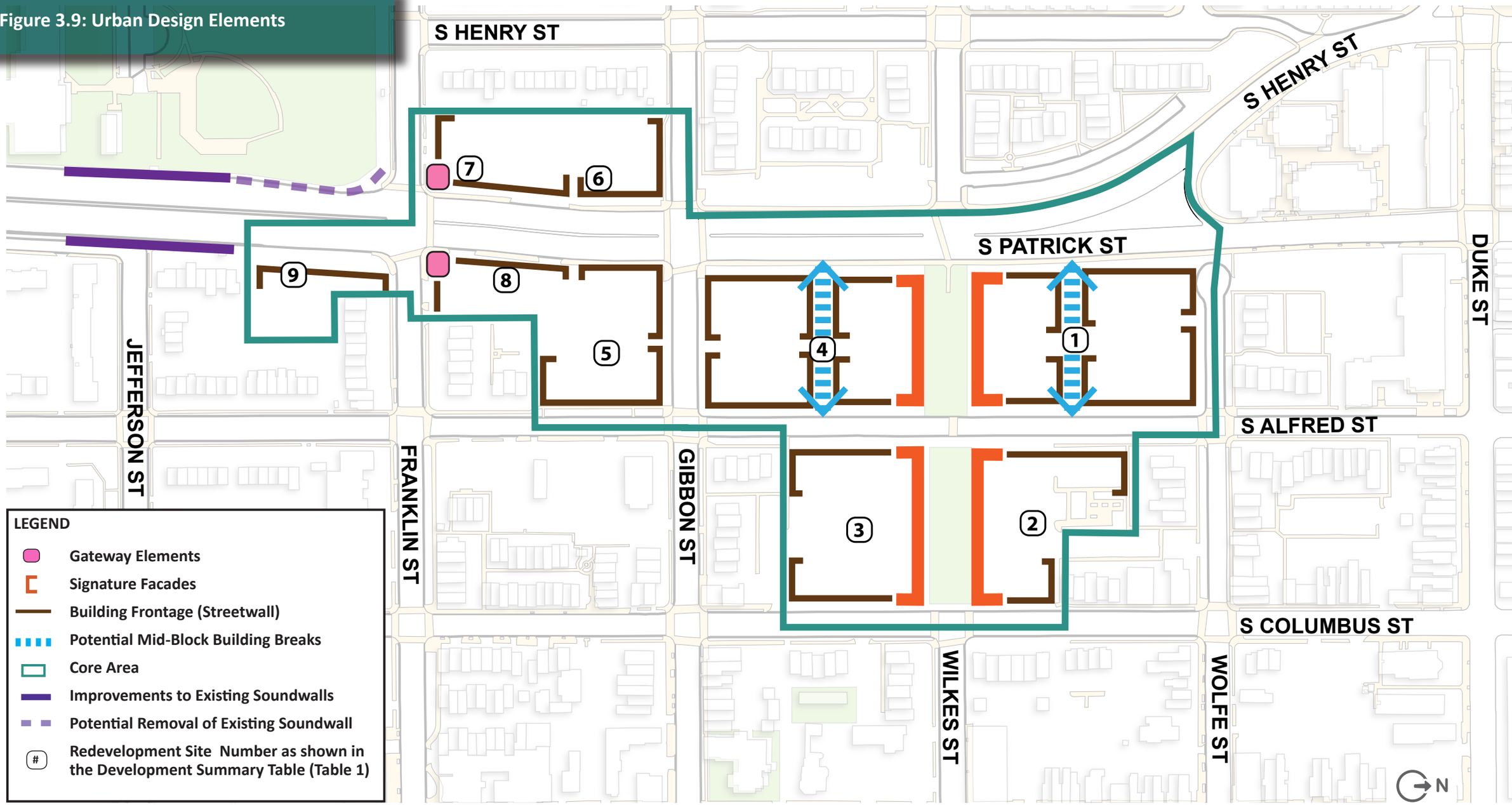
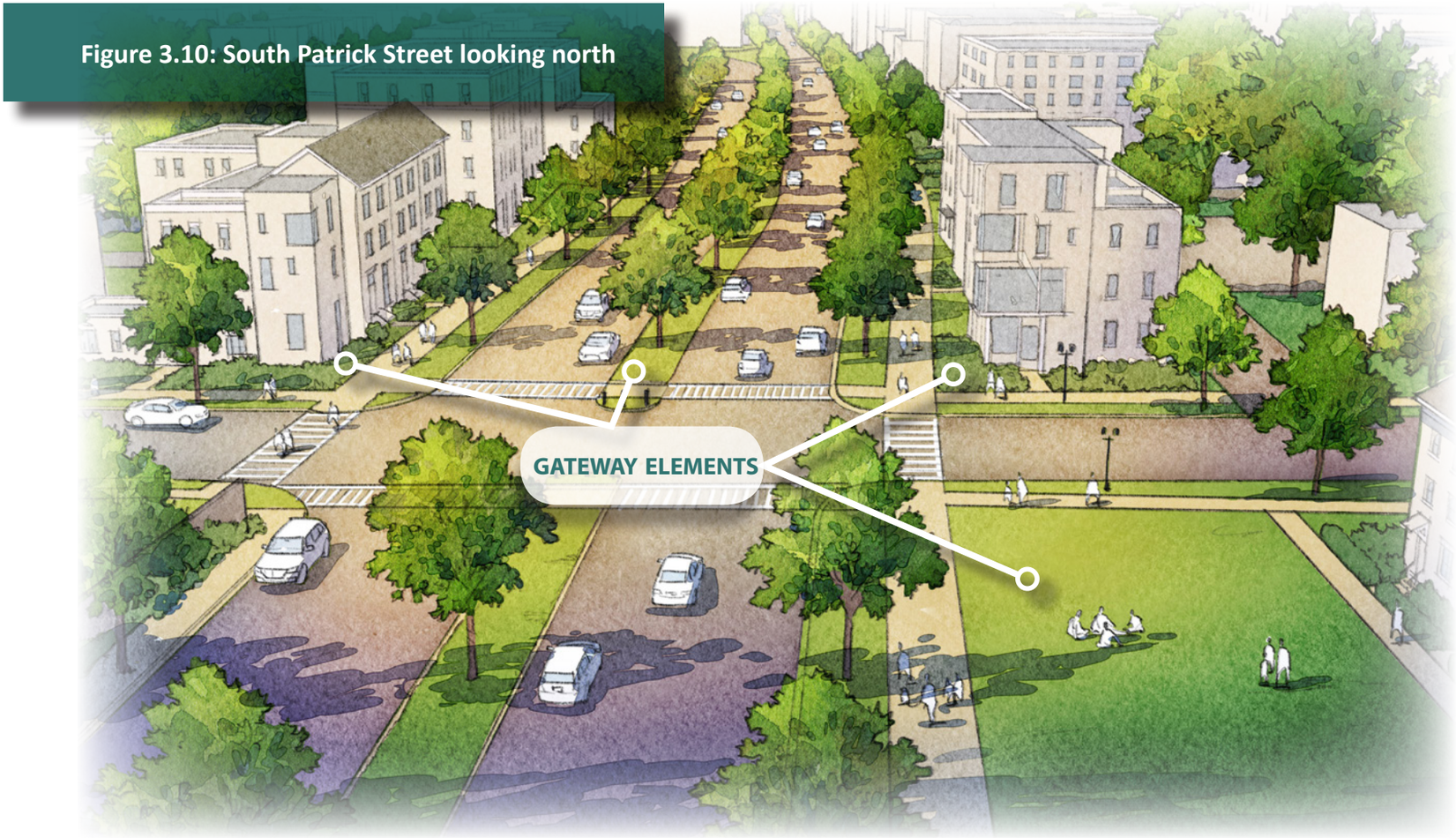


Figure 3.10: South Patrick Street looking north



Gateway Elements

Through redevelopment, the Strategy recommends introducing new elements that announce this area of entry to the neighborhood and city. The gateway will be expressed through the provision of open space and building massing that reinforce the importance of this intersection. The recommended scale, character, elements, and orientation of new buildings will emphasize and reinforce the gateway as depicted in Figures 3.9 and 3.10.

Signature Facades

Signature facades are building frontages which utilize high levels of design and materials to reinforce their prominent visual and civic location. The Strategy recommends that the buildings fronting onto the Wilkes Street public park have signature facades due to their visually prominent location on this important gathering area within the neighborhood as depicted in Figure 3.9.

Mid-Block Building Breaks

For sites 1 and 4, the Strategy recommends that as part of the redevelopment, mid-block building breaks be provided as depicted in Figure 3.9.

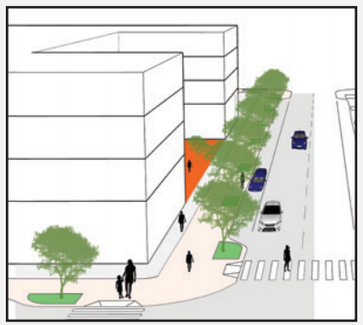
Parking

Parking for the residential multi-family buildings will be provided underground. Accommodating the parking underground instead of on existing surface parking lots fronting onto Route 1 and neighborhood streets will improve the pedestrian experience and allow for better consolidated usable ground level open space. Parking for townhouses will be accessed from a rear alley resulting in fewer curb cuts on the street frontage which creates a better environment for pedestrians and retains on-street parking.

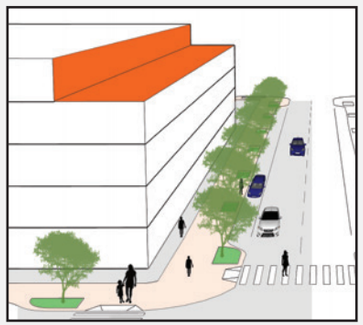
Figure 3.11a + b: Building Heights - Examples of Building Transitions, Articulation, and Massing

Figure 3.11a: Building Transitions

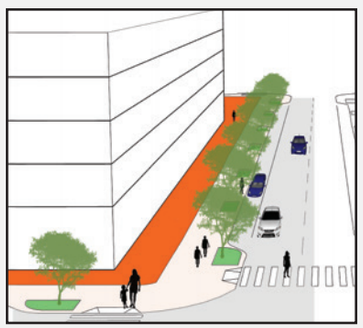
Courtyard



Building Stepback



Landscape Buffer



Building Shoulder

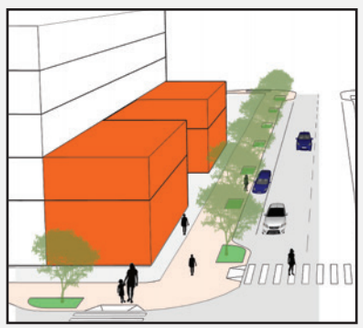
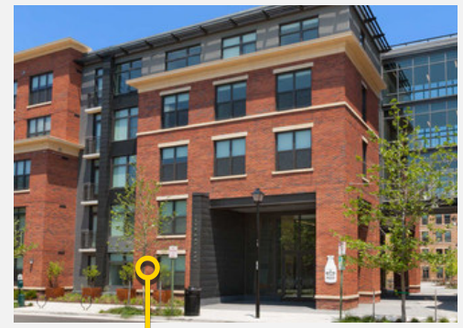
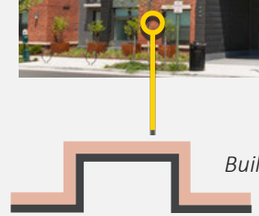
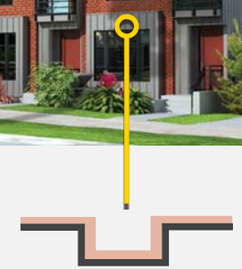


Figure 3.11b: Articulation and Massing





Building Recesses



Building Bays/Pavilions

HEIGHT AND MASSING

Current allowed building heights for the redevelopment sites are 45 feet for the properties within the RB zone, up to 50 feet for commercially zoned properties along Route 1, and up to 62 feet for The Heritage at Old Town midrise building zoned RC. This Strategy recommends an increase to 55 feet on a limited number of blocks primarily along Route 1, to enable the return of affordable housing with redevelopment and to enable the redevelopment of the commercial properties. (Figure 3.12).

The Strategy's approach to height is to provide a variety of building heights and appropriate height transitions to the existing neighborhood, and to use buildings and open space to denote the gateway entrance to the neighborhood and the city.

Variety of Building Height

A defining element of the existing neighborhood character is the variety of building heights, differing scales and relatively small components within the buildings. As sites redevelop, it will be important that buildings provide height variation, building stepbacks, and other comparable approaches.

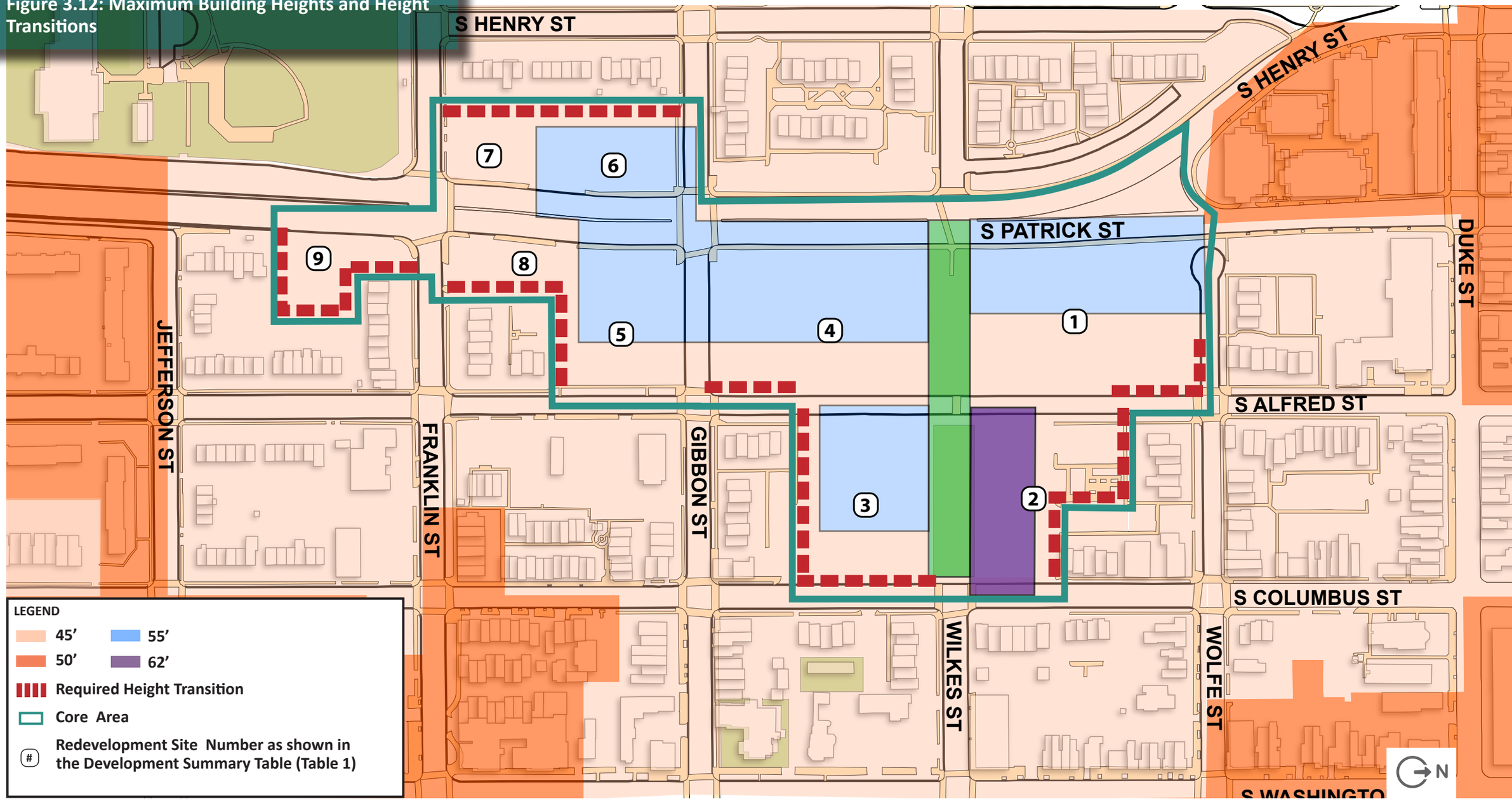
Building Height Transitions

To ensure appropriate building height transitions between new and existing buildings, new buildings will be required to step down in height and/or provide a courtyard, stepback, building setback-landscape buffer, or building shoulder as shown in Figure 3.11. In particular, height transitions will be required in locations adjacent to existing lower scale buildings as depicted in Figure 3.12. The type of building transitions will be determined as part of the development review process, based on the context of each site.

Building Articulation and Massing

An important element for new buildings will be variety in the building "streetwall" through elements such as building recesses, building bays and porches. These are important human scale elements that prevent "flat" facades and enable the new buildings to incorporate character defining elements from the neighborhood.

Figure 3.12: Maximum Building Heights and Height Transitions



ZONING

The existing zoning for the potential redevelopment sites within the core area range from CL- Commercial Low, CSL- Commercial Service Low and RB- Townhouse zone as shown in Table 1. The existing zoning is intended for car-oriented uses on Route 1 and townhouses on the remainder of the sites. To achieve the affordable housing objectives of the Strategy, a new zone is recommended for the affordable housing sites. Consistent with the objectives of the Housing Master Plan to expand options for affordable housing in the City, this new zone will become a new tool in the City's overall affordable housing program, in addition to the existing Bonus Density Program.

The new zone will allow additional Floor Area Ratio (FAR) to incentivize retention of the existing 215 affordable units, in a manner consistent with the recommendations of this Strategy. In addition, a rezoning of the commercial uses on Route 1 is recommended to incentivize redevelopment consistent with the intent of the Strategy. As shown in Table 1, the Strategy recommends a FAR between 2.0 – 3.0 on the redevelopment sites. Land use for the new zone will be multi-family uses, townhouses, and ground floor commercial uses. The additional floor area provided by the new zone is available to the affordable housing sites (1, 2, 3, 4 and 5) that provide the recommended committed affordable housing units. The additional floor area provided by a rezoning is available to the commercial sites (5, 6, 7 and 8) that meet the intent of the Strategy. Rezoned properties (Figure 3.13 - Parcels Recommended for Rezoning) are also subject to all other recommendations of the Strategy.

In addition, this Strategy recommends that the Wilkes Street public park be rezoned from RB (Residential) to POS (Public Open Space) to ensure long term retention of this important public park.

FLOOR AREA RATIO

Simply defined, a Floor Area Ratio (FAR) is a tool used to show the mass of a building by calculating the ratio between the building square footage and the lot square footage. The FAR calculation used by the City is defined in the City Zoning Ordinance.

Figure 3.13: Parcels Recommended for Rezoning

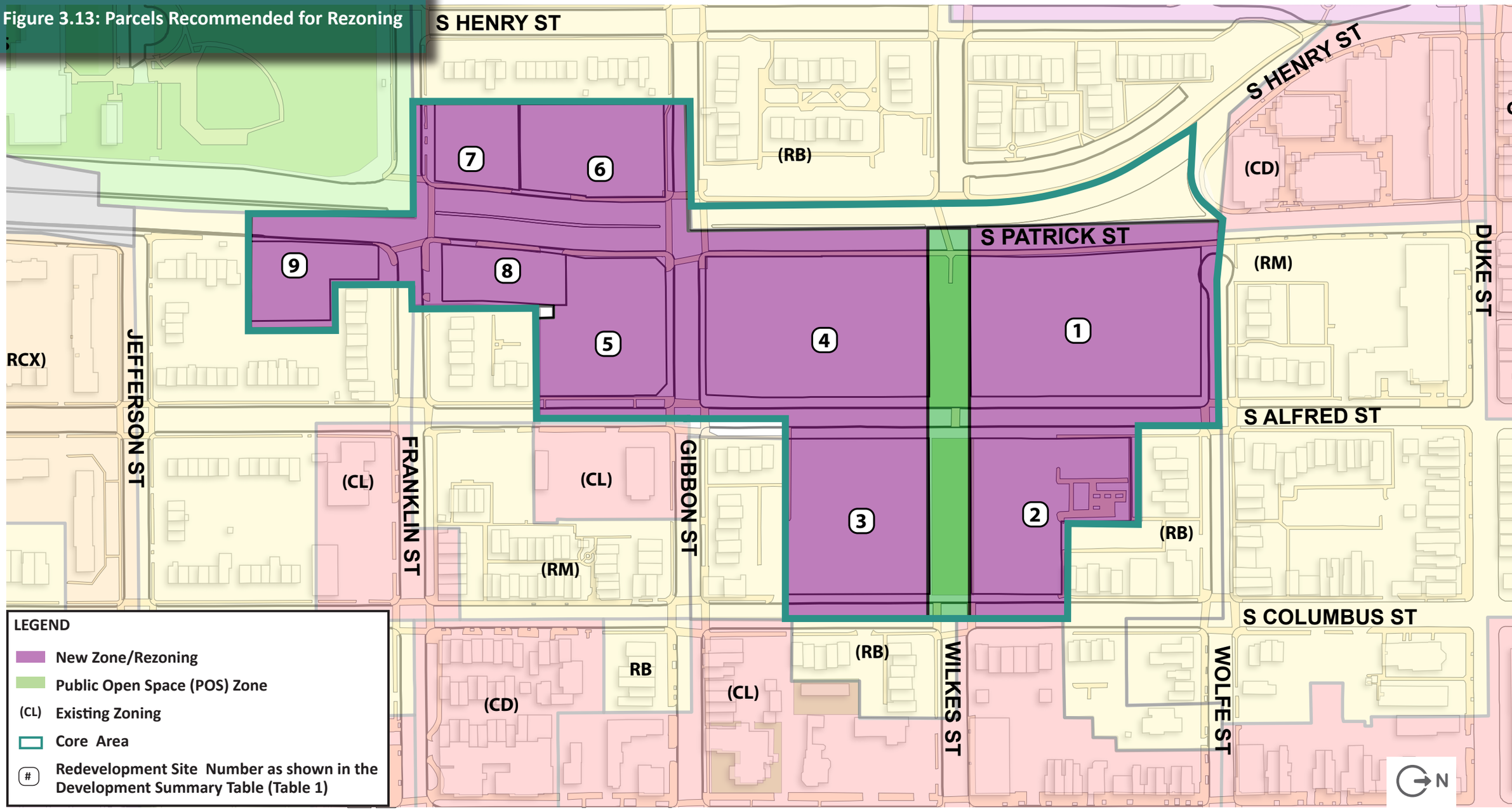


Table 1: Development Summary Table

SITE				EXISTING CONDITIONS			RECOMMENDED DEVELOPMENT		
BLOCK	SITE (1)	ADDRESS	PARCEL SIZE (2)	EXISTING ZONE	EXISTING BUILDING HEIGHT LIMIT	EXISTING LAND USE	RECOMMENDED FLOOR AREA RATIO (FAR) (3)(5)	RECOMMENDED BUILDING HEIGHT LIMIT (4)(5)	RECOMMENDED LAND USE
			SF		FT			FT	
1	The Heritage at Old Town	900 Wolfe	80,349	RB	45’	Residential	3.0	45’-55’	Predominantly Residential
2	The Heritage at Old Town	431 Columbus	48,243	RC	62’	Residential	3.0	45’-55’	Predominantly Residential
3	Olde Towne West III	500 S Alfred	55,084	RB	45’	Residential	3.0	45’-55’	Predominantly Residential
4	The Heritage at Old Town	510 S Patrick	78,566	RB	45’	Residential	3.0	45’-55’	Predominantly Residential
5	Olde Towne West III	601 Alfred	40,407	RB	45’	Residential	3.0	45’-55’	Predominantly Residential
6	West Marine	601 S Patrick	33,561	CSL	50’	Commercial	2.0	45’-55’	Predominantly Residential
7	Old Town Windows and Doors	631 S Patrick	13,280	CSL	50’	Commercial	2.0	45’-55’	Predominantly Residential
8	Speedway Gas Station	620 S Patrick	16,667	CL	45’	Commercial	2.0	45’	Predominantly Residential
9	Liberty Gas Station	700 S Patrick	20,308	CL	45’	Commercial	2.0	45’	Predominantly Residential

Notes:

1. Figure 3.2 depicts sites where potential redevelopment is projected to occur over the next 15 years. The Strategy acknowledges that for various reasons some of these sites may not redevelop, however, in the event that they do, they are expected to comply with the site and design recommendations of the Strategy and applicable zoning requirements. Sites not identified in the core area may propose redevelopment but will be subject to the recommendations of the Southwest Quadrant Small Area Plan and all applicable zoning and development approvals.
2. The development parcel size is based on the City’s Real Estate records, not on survey data. Parcel and building sizes may be adjusted based on future survey information.
3. FAR assumes future rezoning that meets the intent of the Strategy. The additional floor area provided by the new zone is available to the affordable housing sites (1, 2, 3, 4 and 5) that provide the recommended committed affordable housing units. The additional floor area provided by a rezoning is available to the commercial sites (5, 6, 7 and 8) that meet the intent of the Strategy. All rezoned properties are also subject to all other recommendations of the Strategy.
4. Building height limits are depicted in Figure 3.12, which reflect maximum height for different portions of the blocks. For areas with a 55-foot height limit, an increase of five feet may be permitted for architectural embellishments, if approved as part of the development review process.
5. Use of Section 7-700 will be subject to compliance with the Strategy’s affordable housing, planning and land use recommendations and ensuring that the building scale is compatible with the neighborhood and intent of the Strategy. Use of Section 7-700 for bonus density and/or height requires a special use permit approval by City Council.

Infrastructure

An important element of planning for this and any neighborhood's future is consideration of adequate infrastructure capacity and upgrades. The identified redevelopment sites are located within the City's combined sewer system. With redevelopment comes the opportunity to replace and update stormwater and sanitary sewer infrastructure on the identified sites to comply with current requirements, reduce the amount of stormwater runoff, and improve stormwater runoff quality through the installation of stormwater best management practices (BMPs), thus contributing to cleaner waterways.

In addition, as part of the development review process, each project will be required to complete a transportation study to determine the impact of additional development and potential mitigation measures if necessary.

School Capacity

In the Long Range Educational Facilities Plan (LREFP), adopted in June 2015 by City Council and the ACPS School Board, City and ACPS staff worked closely to develop forecasting methodology for student generation and enrollment by housing type. The detailed study and methodology for enrollment projections can be found in Chapter 2 of the LREFP.

As recommended by the LREFP, City and ACPS staff recalculate enrollment projections and capacity utilization, as well as update student generation rates, annually. In addition, the City works in coordination with ACPS with each small area plan to develop an estimate of new students that could be generated by additional development, shown in Table 2, for the potential redevelopment sites in the core area. Redevelopment of the identified sites will likely occur in multiple phases over a five to 15-year period, so the additional students would not all be added at once. Also, since the stated goal of the Strategy is to retain/replace the existing affordable units and maximize opportunities for current residents to relocate locally, remain in their schools in the interim and return to the community following redevelopment, the impact of replacement affordable units should have a negligible impact on associated student generation.

While Lyles-Crouch Elementary is currently over capacity, elementary enrollment is projected to stabilize in this area over the next decade according to enrollment projections, which are jointly developed by ACPS and the City. ACPS will continue to coordinate with the City to review, plan, and allocate resources for necessary additional capacity to ensure all ACPS students are provided with safe and equitable learning environments. ACPS and the City will also coordinate future enrollment impacts on after school programming and enrollment at the Nannie J. Lee Center.

Table 2: Estmated Net New Student Generation

Total Estimated Net New Students By Phase and by School Level *	
Phase 1 (0-5 years):	4 students (comprised of approx. 2 ES, 1 MS, 1 HS)
Phase 2 (6-10 years)	18 students (comprised of approx. 9 ES, 6 MS, 3 HS)
Phase 3 (11-15 years)	1 Student (Comprised of approx. 1 ES, 0 MS, 0 HS)
Total over 3 phases	23 students (comprised of approx. 12 ES, 7 MS, 4 HS)

** Based on 2015-2017 student generation rate and estimated number of new units, which is based on average ratio of market rate to affordable units. Final number of units will be determined as part of the development review process.*

RECOMMENDATIONS

Planning and Land Use

3.1 Potential redevelopment sites will be subject to all requirements and applicable provisions of the Development Summary Table (Table 1).

3.2 Redevelopment should include a variety of housing types and building heights.

3.3 Redevelopment should explore opportunities to incorporate space for community neighborhood-serving facilities such as community rooms, or space for after-school tutoring and job training activities, a satellite library satellite/media center, or other community serving needs in coordination with the City.

3.4 Residential uses may include senior housing to allow for aging in place and a diversity of housing types.

Urban Design

Streetscape

3.5 Redevelopment will provide improved streetscapes for their frontages consistent with the intent of the applicable cross-sections in Figures 3.5, 3.6, and 3.7.

3.6 The City will explore the feasibility of landscaping, including the use of native plants, for the existing sound walls on Route 1, in consultation with the Virginia Department of Transportation (VDOT).

3.7 The City will explore the feasibility of removing and/or modifying the sound wall at the intersection of Franklin Street and Route 1 to reinforce the gateway envisioned by the Strategy in consultation with VDOT.

3.8 Streetscape and open space design should include interpretation of neighborhood history.

3.9 Redevelopment should retain the existing street trees as depicted in Figure 3.4 to the extent feasible.

3.10 Street light fixtures will be single black Dominion Virginia Power acorn lighting fixtures for all streets (except Route 1) with a standard black finish. The street light fixtures on Route 1 will be double acorn with a standard black finish.

Open Space

3.11 Redevelopment of sites adjacent to the Wilkes Street public park will improve the park (securing all applicable approvals) with multifunctional spaces for the use and enjoyment of people of all ages and abilities to meet the intent of the open space as described in the Strategy, and with similar design and amenities as depicted in Figure 3.8. These improvements may be considered as a part of the open space requirements for the adjacent sites.

3.12 Redevelopment sites should provide recreational open and public spaces for the use of building occupants.

3.13 Redevelopment should design and configure ground level open space to be visible from adjoining streets to the extent feasible.

Gateways

3.14 Redevelopment will provide gateway elements at locations as shown in Figure 3.9. The gateway elements will use distinctive building shapes and open spaces to denote their location.

Signature Facades

3.15 Signature façades fronting the Wilkes Street public park as depicted in Figure 3.9 will use design and materials that convey the importance of this prominent neighborhood location.

Mid-Block Pedestrian Connections

3.16 Mid-block pedestrian connections should be applied as depicted in Figure 3.9 to avoid long building spans while providing pedestrian circulation through sites.

Parking

3.17 Parking for each multi-family building (excluding stacked townhouses) will be located below grade. Some of the underground parking for sites 1, 4 or 5 may be partially exposed due to the topography of site. The exposed portion will be integrated into the building through the use of design and materials as part of the development review process.

3.18 Surface parking lots are prohibited.

3.19 Parking provided will be for the uses within the identified redevelopment site only.

3.20 Parking for each townhouse will be provided from a rear alley. Front loaded garages for townhouses are prohibited.

Building Height and Massing

3.21 Buildings will comply with the maximum building heights and appropriate building height transitions as depicted in Figure 3.12.

3.22 Buildings will provide appropriate building height transitions at the areas depicted in Figure 3.12 using methods such as the ones depicted in Figure 3.11. The specific type of transition will be required through the development review process.

3.23 Building breaks should be provided to avoid long, uninterrupted building elevations unless, during the development review process, it is determined that a comparable level of architectural variation is provided.

3.24 Redevelopment may include interior facing mews units only if the remainder of the units for each of the block frontages front onto the adjoining public street or public park (e.g. Printers

Site and Building Design Parameters

3.25 Building materials for each building will comply with the following:

a Glass, stone, wood, brick, architectural precast concrete and/or metal;

b Fiber cement siding and/or panels (or comparable) will be limited to 20% or less of the materials used on the building facade visible from a street or park/open space. These materials will not be permitted on "Signature Facades;" and

c Prohibited materials include synthetic stucco and vinyl siding.

3.26 Residential buildings will provide a front setback of approximately 2-10 feet from the required sidewalk to provide space for individual front yards, plantings, landscaping, fences, stoops, and similar pedestrian-friendly elements.

3.27 Buildings will be sited parallel to the street. Irregular spacing between buildings should be avoided or minimized at the setback line, except in cases where variation is needed for gateway elements.

3.28 Side and rear building elevations visible from an adjoining street and/or park will be designed in a comparable manner and relate to the front facades, utilizing a similar architectural treatment.

3.29 Ground-floor levels for all residential uses should be elevated to avoid pedestrians being able to see directly into the windows of residential units.

3.30 Buildings should incorporate human scale elements such as defined entrances, bay windows and varying setbacks for courtyards and green spaces into new building design.

3.31 Multi-family buildings should include "townhouse-scale" elements with individual and functional entries at 20- to 30-foot intervals.

Infrastructure and School Capacity

3.32 Redevelopment will provide stormwater and sanitary sewer infrastructure that accommodates projected impacts and improves the sites' environmental sustainability while meeting regulatory requirements.

3.33 Planning for school capacity and after school enrollment will be addressed by the City and ACPS and take into account impacts of new development.

Zoning

3.34 As part of the implementation of the Strategy, create a new zone to implement the recommendations of the Strategy. The zone will be predominantly for residential uses, however, ground floor commercial uses supportive of the residential use, such as day care, as well as neighborhood-serving ground floor commercial and retail uses compatible with adjacent residential uses, will be permitted. The additional floor area provided by the new zone is available to the affordable housing sites (1, 2, 3, 4 and 5) that provide the recommended committed affordable housing units. Additional floor area provided by a rezoning is available to the commercial sites (5, 6, 7 and 8) that meet the intent of the Strategy. Rezoned properties are also subject to all other recommendations of the Strategy.

04 MOBILITY, SAFETY, & NEIGHBORHOOD CONNECTIVITY

GUIDING PRINCIPLE: Safe streets for all, prioritizing people walking, biking, or using mobility assistance devices, consistent with the City's Transportation Master Plan, Complete Streets Design Guidelines and Vision Zero Action Plan.

Important to any planning process is consistency with the goals and recommendations of existing adopted City plans and policies. This Strategy includes recommendations that are informed by and consistent with the recently adopted Vision Zero Action Plan (Vision Zero Dashboard), the Safe Routes to School Program (Lyles Crouch Elementary Walkabout: Existing Conditions, Findings and Recommendations), the Transportation Master Plan, and the Complete Streets Design Guidelines.

The emphasis on efficiently moving vehicles generated by regional commuting patterns through the core area has negatively affected the safety, mobility, access and general appearance of this neighborhood as a gateway to the city. For the foreseeable future, Route 1 will continue to be an important element of Alexandria's transportation network, and its vehicular capacity will need to be maintained. However, there are opportunities to improve how people get around. The future Route 1 can be transformed from a physical barrier separating the east and west sides of the neighborhood to a multifunctional street that better knits the two areas together. This is the opportunity for the neighborhood to embark on a shift that transforms Route 1 into a street that people of all ages and abilities are comfortable walking along or crossing.

This Strategy recommends enhanced streetscapes and safety measures that improve the quality of urban life and achieve a better-connected and safe neighborhood. These recommended mobility and safety improvements, developed in response to community input throughout this planning process, will prioritize residents who walk, bike, use mobility assisted devices, and take public transit. As the improvements are designed and implemented, the safety, mobility and accessibility for users of all ages and abilities will be incorporated.

The recommended improvements reflect strategies to enhance pedestrian safety and calm existing and future traffic. For planning purposes, estimated additional peak hour trips were generated and shared with the community (Figure 4.1). In the future, when a development application is submitted for any of the potential redevelopment sites, per the development review process, the applicant is required to conduct a traffic impact study, accounting for all cumulative traffic and using the most current data available. The applicant is required to demonstrate how the proposed development will address and mitigate potential transportation impacts, and to meet with residents about the proposal before being considered for approval. It should be noted that redevelopment of the identified sites will likely occur in multiple phases over a five to 15-year period.

Figure 4.1: Estimated Additional Peak Hour Trips

Phase 1	Phase 2	Phase 3
20/25 AM/PM	60/30 AM/PM	90/70 AM/PM

In the short-term (within five years), the Strategy recommends a series of improvements on Route 1 South and other neighborhood streets, depicted in Figure 4.2 and described below:

HAWK Signal: "High-Intensity Activated crossWalk" is a traffic control device utilized to stop vehicular traffic to allow pedestrians to safely cross a busy road. HAWK signals provide protected pedestrian crossings and marked intersections, stopping traffic only as needed by pedestrians.

High Visibility Crosswalk: Ladder style crosswalk pavement markings designed to make pedestrians highly visible to oncoming traffic.

Removing crosswalks: In some cases, removal of crosswalks is recommended to reduce conflicts between vehicles and pedestrians.

Traffic Control: Traffic control device(s) such as plastic flexi-posts to prevent cut through traffic onto Gibbon Street.

Raised Pedestrian Crosswalk: Traffic calming device that extends the sidewalk across the road and brings cars to the pedestrian level.

Leading Pedestrian Interval (LPI): Pedestrian traffic signal that provides a 3-7 second head start before a signal turns green for motorized vehicles in the same direction of travel.

Painted Curb Extension: Usually implemented on neighborhood streets to visually and physically narrow the road, creating shorter and safer crossings for pedestrians.

Concrete Bus Bulb-out: Concrete curb extension that aligns the bus stop with the parking lane. This helps the bus align to the bus stop without modifying its trajectory in the travel lane.

The Strategy also recommends improvements to be implemented in the mid- (6-10 years) and long-term (11+ years) as depicted in Figure 4.3. As redevelopment of sites adjacent to the Wilkes Street public park occurs, this Strategy recommends that improvements to the Park include comfortable and safe walking and bicycling facilities within the Park as well as implementation of a raised crosswalk across Alfred Street to connect the east and west sides of the Wilkes Street Park. These measures will improve safety and neighborhood connectivity as well as access to the park for neighbors of all ages and abilities. Private development will also provide streetscape improvements on Route 1 and neighborhood streets consistent with the City's Complete Streets Design Guidelines street typology (Figures 3.5, 3.6, and 3.7) to further improve the pedestrian experience. In the mid- and long- term, this Strategy also recommends a new landscaped median on Route 1 and exploration of the feasibility of a pedestrian crossing at Wolfe Street.

Finally, the Strategy recommends coordination with the Virginia Department of Transportation (VDOT) to explore the feasibility of additional traffic calming measures on the VDOT-owned portion of Route 1, south of Franklin Street. Potential measures to explore could include but are not limited to extension of the landscaped median or treatments to the sound walls, to help calm traffic as it enters the city.

Alexandria does not have to choose among automobiles, pedestrians, or a beautiful and prospering street. Incorporating the recommendations of the Strategy in alignment with the City's Complete Streets Design Guidelines and multi-modal best practices, Alexandria can have streets that serve all users, regardless of mode if the City, property owners of redevelopment sites, and the community continue to work together to implement the recommended improvements for Route 1 and other neighborhood streets.

Figure 4.2: Map of Short-Term Improvements

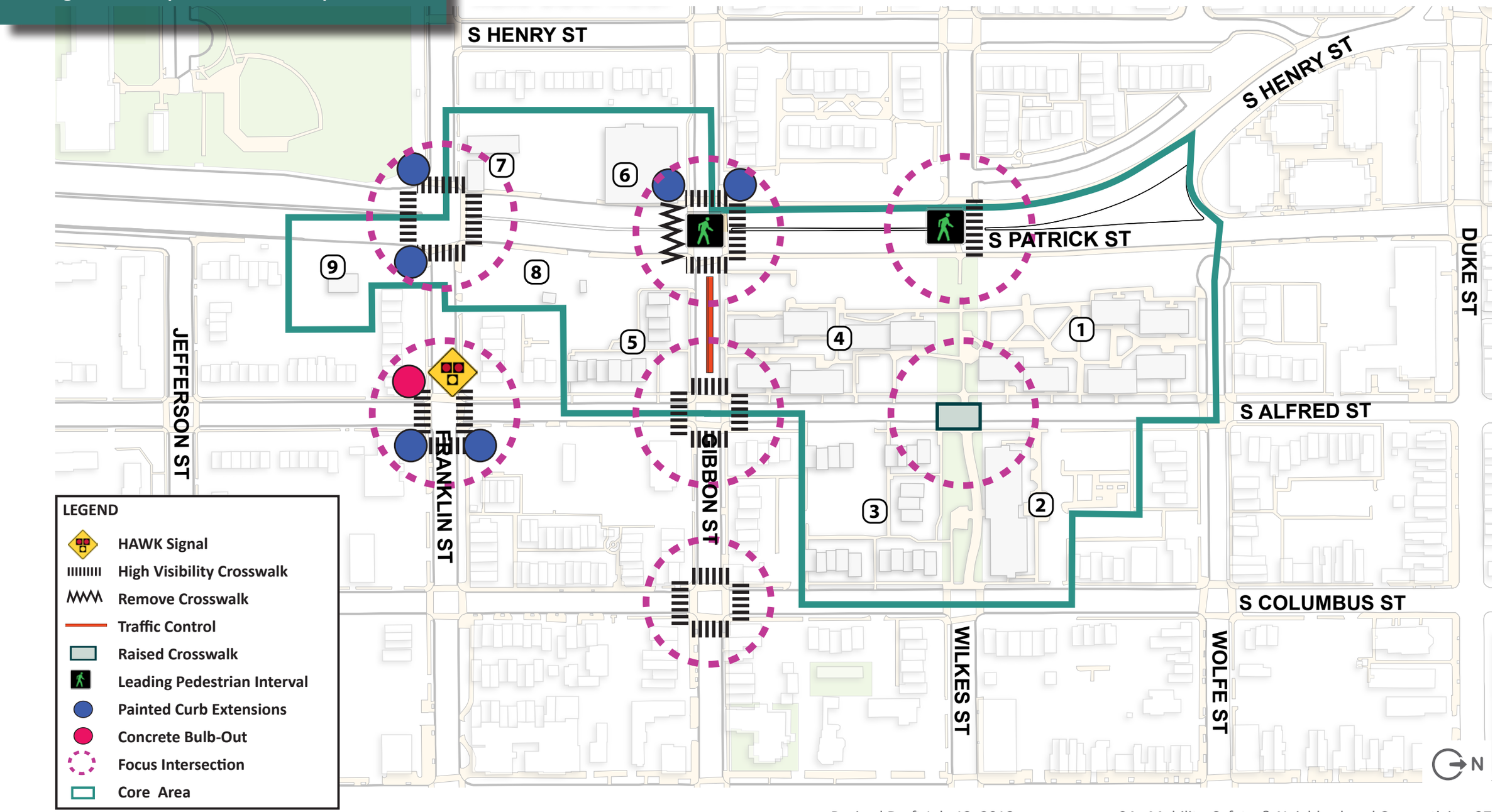
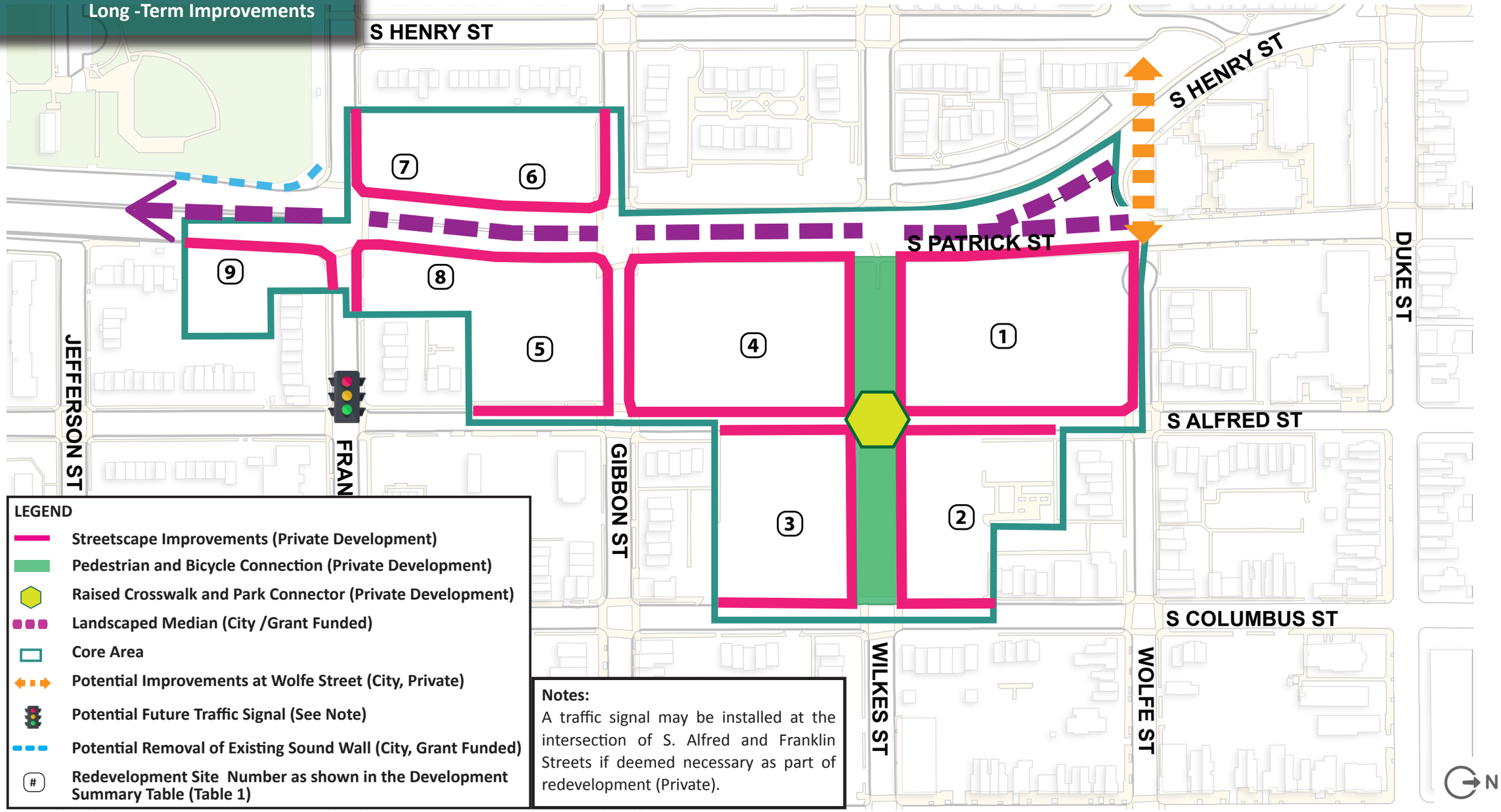


Figure 4.3: Map of Mid and Long -Term Improvements



RECOMMENDATIONS

4.1 The City will implement short-term improvements as depicted in Figure 4.2 through the City's Vision Zero Action Plan.

4.2 The City will actively pursue grant funding and other funding for implementation of mid- and long-term improvements not already covered through redevelopment as depicted in Figure 4.3.

4.3 Redevelopment will implement streetscape improvements as shown in Figure 4.3.

4.4 Redevelopment will fund improvements to accommodate people walking and biking within Wilkes Street Park.

4.5 Redevelopment will implement a raised crosswalk on Alfred Street connecting the east and west sides of the Wilkes Street Park.

4.6 Each redevelopment site will conduct a transportation analysis to study and mitigate traffic impacts.

4.7 The City will explore the feasibility of extending the Route 1 median south of Franklin Street and/or other methods to calm traffic in collaboration with VDOT.

4.8 The City will explore the feasibility for improvements to crossing Route 1 at Wolfe Street.

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05 IMPLEMENTATION

This Strategy establishes a 15-year vision and framework to guide future planning and redevelopment of the identified sites, proactively outlining the parameters for redevelopment to encourage the retention of the 215 committed affordable units in the neighborhood. The Strategy's recommendations will be implemented through the development review process and ultimately determined by City Council. In addition, the Office of Housing and the Landlord Tenant Relations Board will provide resources and monitoring during the Relocation and Right to Return process for impacted residents of the affordable housing properties.

Redeveloped properties will likely be phased over the next five to 15 years. Any associated impacts as a result of redevelopment of the sites, including additional density and traffic, will be addressed through the City's development review and approval process, to include all required infrastructure analyses, transportation studies, and compliance with this Strategy as well as all other applicable City plans and policies. As part of future development reviews and approvals, conditions related to specific impacts of construction, including noise and haul routes, will be addressed in consultation with the community. The development review process is a public process that offers additional opportunity for community input.

Beyond preserving housing affordability, redevelopment enables infrastructure improvements, including transportation, stormwater, sanitary sewer, open space, and streetscape. The following Implementation Table identifies all improvements and implementation tasks that, along with existing housing, transportation, and planning policies, ensure the successful implementation of this Strategy. The implementation tasks are identified by short-, mid- and long-term, recognizing that some short-term tasks are not redevelopment-dependent and other tasks come with and because of redevelopment. The implementation tasks are also identified by responsible party. For tasks associated with redevelopment, the timing is based on market conditions and the property owner's ability to secure financing and renew federal affordability contracts. Some improvements will compete for funding through the City's Capital Improvement Program (CIP) or grant funding sources.

RELATED RECOMMENDATION	IMPLEMENTATION TASK	RESPONSIBILITY	SHORT (0-5 years)	MID (6-10 years)	LONG (11+ years)
HOUSING AFFORDABILITY					
	Future Redevelopment of The Heritage at Old Town and Olde Towne West III:				
2.1, 2.2	Use additional density and height through rezoning to retain all existing 215 committed affordable units at The Heritage at Old Town and Olde Towne West III.	Developer	X	X	X
2.3	Explore and leverage partnerships, financial and other incentives, and City gap investment, to preserve and expand housing affordability in the community and to enable properties to redevelop as mixed-income communities serving a broad spectrum of incomes.	City, Developer	X	X	X
2.4	Retain the current levels of affordability by working with property owners to extend their federal rental subsidy contracts.	City, Developer	X	X	X
2.5	Provide long-term affordability in the committed affordable units.	Developer	X	X	X
2.6	Provide a mix of unit types to meet current and future community need.	Developer	X	X	X
2.7	Ensure eligible residents have a right to return to the community after redevelopment and receive support and assistance to mitigate impacts of temporary relocation (including financial and moving assistance, as well as coordination with ACPS, Department of Community and Human Services (DCHS), and other City agencies).	City, Developer	X	X	X
2.8	Work with property owners to secure federal funding support, as available, including tenant protection vouchers, to provide the greatest housing choice, including within the City of Alexandria, to tenants impacted by redevelopment.	City, Developer	X	X	X
2.9	Collaborate with the property owners to conduct a survey of residents' housing needs, including housing size and type, income, and accessibility needs, to inform potential development plans and prepare for future relocation and return processes.	City, Developer	X		
2.10	Enhance access to City and community resources, including workforce development, housing counseling (including homeownership readiness), and training, to build self-sufficiency and well-being, through collaboration with the Office of Housing and other City agencies.	City	X	X	X
2.11	Include shared community resource spaces and gathering places when feasible, and ensure equal access for all residents to community amenities on site.	Developer	X	X	X

RELATED RECOMMENDATION	IMPLEMENTATION TASK	RESPONSIBILITY	SHORT (0-5 years)	MID (6-10 years)	LONG (11+ years)
	All Properties:				
2.12	Incorporate accessibility, visitability and universal design features to enable residents to remain and age safely in the community and to ensure new homes are accessible to individuals regardless of their physical abilities.	Developer	X	X	X
2.13	Incorporate energy efficiency and green building elements to lower housing costs for residents and enhance the quality and health of interior living environments.	Developer	X	X	X
PLANNING, LAND USE, AND DESIGN					
3.1	Apply for rezoning consistent with Development Summary Table (Table 1) as part of the development review process.	Developer	X	X	X
3.3, 3.4	Ensure appropriate zoning is employed and allows for ground floor accessory commercial uses supportive of the residential use, such as day care, and senior housing.	City	X	X	X
3.2 - 3.5, 3.8 - 3.31	With redevelopment, comply with the Strategy's recommendations for land use, urban design, streetscape, site, building, parking, and open space.	Developer	X	X	X
3.6, 3.7	Consult with VDOT on the feasibility of enhanced landscaping and/or screening for the existing sound walls on Route 1, and removing and/or modifying the sound wall at the intersection of Franklin Street and South Patrick Street.	City	X	X	
3.32	Provide stormwater and sanitary sewer infrastructure that accommodates projected impacts and improves the sites' environmental sustainability while meeting regulatory requirements.	Developer	X	X	X
3.33	Address planning for school capacity and after-school enrollment to take into account impacts of new development.	City and ACPS	X	X	X
3.34	Create a new zone for the potential redevelopment sites to implement the recommendations of the Strategy	City	X		

RELATED RECOMMENDATION	IMPLEMENTATION TASK	RESPONSIBILITY	SHORT (0-5 years)	MID (6-10 years)	LONG (11+ years)
MOBILITY, SAFETY, NEIGHBORHOOD CONNECTIVITY					
4.1	Implement short-term improvements as depicted in Figure 4.2 through the City's Vision Zero Action Plan	City	X		
4.2	Pursue grant funding and other funding for implementation of mid- and long-term improvements not already covered through redevelopment as depicted in Figure 4.3.	City	X	X	X
4.3	Implement streetscape improvements as shown in Figure 4.3.	Developer	X	X	X
4.4	Fund improvements to accommodate people walking and biking within Wilkes Street Park.	Developer	X	X	X
4.5	Implement a raised crosswalk on Alfred Street connecting the east and west sides of the Wilkes Street Park.	Developer	X	X	X
4.6	Conduct a transportation analysis to study and mitigate traffic impacts for each redevelopment site.	Developer	X	X	X
4.7	Explore the feasibility of extending the Route 1 median south of Franklin Street and/or other methods to calm traffic in collaboration with VDOT.	City		X	X
4.8	Explore the feasibility for improvements to crossing Route 1 at Wolfe Street.	City	X	X	X

Route 1 South

HOUSING AFFORDABILITY STRATEGY APPENDIX

DRAFT 7.13.2018

CITY OF ALEXANDRIA, VA

A.1 COMMUNITY ENGAGEMENT PROCESS

COMMUNITY ENGAGEMENT PROCESS

The Strategy planning process incorporated a variety of community engagement opportunities intended to engage all members of the community who wished to participate – in the ways that worked best for them – including frequent in-person community events as well as options to participate remotely via email or the web. Support to facilitate participation – including interpretation services, babysitting, refreshments and transportation – was offered for all public meetings.

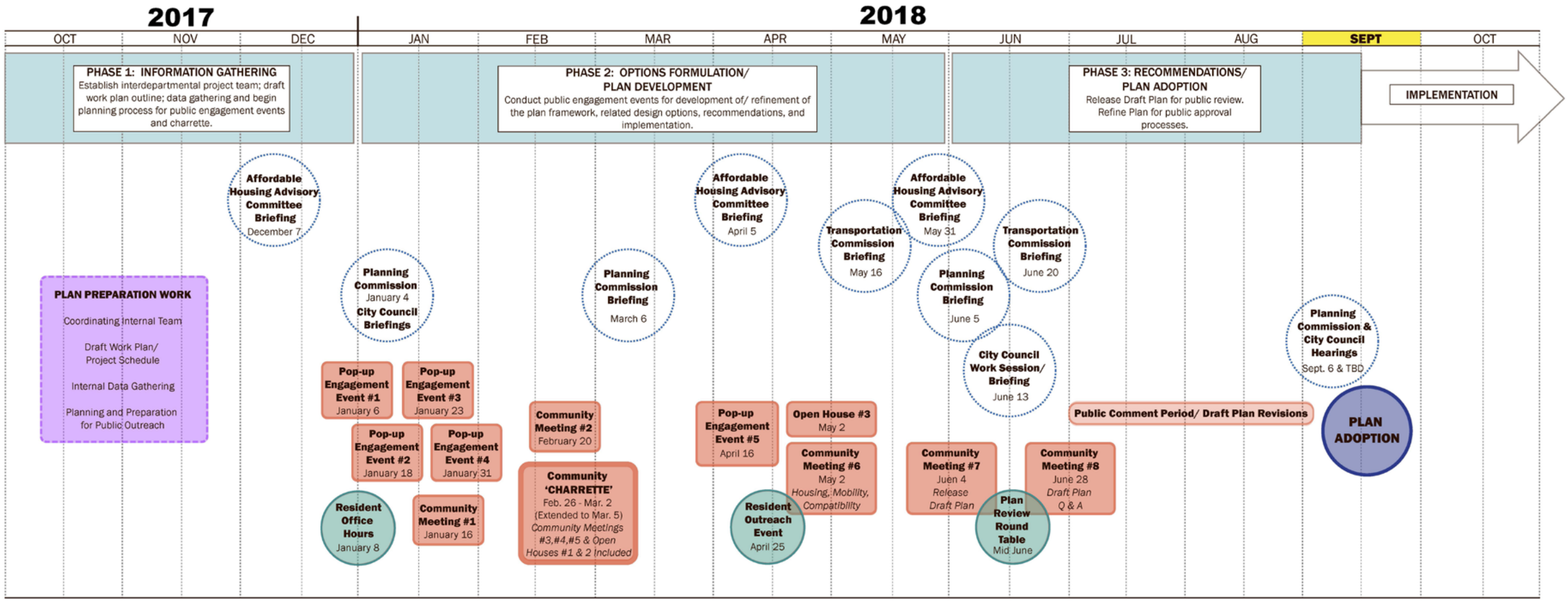
Consistent with the City's civic engagement policy, outreach efforts were advertised through multiple channels: the City's online news bulletin (eNews); social media notifications; project website and calendar postings; videos; flyers and posters distributed on multiple occasions, door-to-door throughout the focus area as well as to surrounding businesses and community centers; and large banners installed in strategic locations. City staff also reached out to all civic and homeowner associations and other stakeholders in the area and sent letters to property owners within the focus area. Further, members of the Alexandria Housing Affordability Advisory Committee were engaged early on to reach out to their respective stakeholder groups.

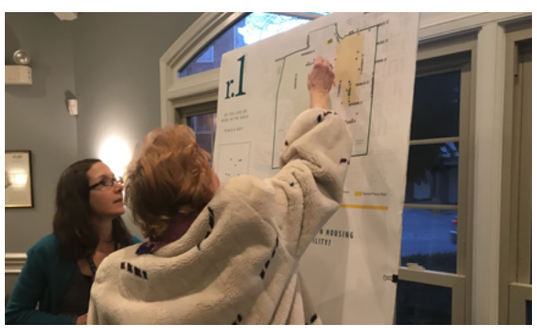
Particular effort was made to engage members of the community who would be most affected by a potential change to the two rental communities in the focus area, The Heritage at Old Town and Olde Towne West III. Materials, flyers, banners, and videos were provided in multiple languages, and child care, transportation and interpretation services were made available during community meetings. Between regular community meetings, staff from the Office of Housing, Workforce Development and the Department of Community and Human Resources hosted resident outreach events, including evening meetings and outdoor information stands, with a particular focus on relocation and right to return resources and regulations and training and job opportunities. The City, through the Office of Housing's dedicated relocation advisor, will remain deeply involved in coordinating and monitoring relocation efforts if/when relocation occurs and is committed to working with impacted residents on an individualized basis as needed. These needs will be further refined following a survey of residents that is anticipated to be undertaken later this year.

DRAFT PROJECT SCHEDULE

ROUTE 1 SOUTH HOUSING AFFORDABILITY STRATEGY

05/09/2018





PROPERTY OWNER AND HUD ENGAGEMENT

The City began outreach with ASBC and ARES, owners of The Heritage at Old Town and Olde Towne West III in Fall 2017 about its desire to be proactive in preserving the affordable housing units provided on the two sites. The City concurrently consulted with the U.S. Department of Housing and Urban Development (HUD), the federal providers of the housing contracts, regarding requirements to renew/extend the affordable housing contracts. Both property owners indicated that the ability to redevelop their properties is an important economic incentive to sustain the provision of the affordable housing. Owners expressed that renovation of the existing buildings alone would not provide a return of investment sufficient to keep the existing number of affordable units, hence redevelopment is integral to this Strategy.

Coordination with HUD indicated its concurrence with this approach and support for the Strategy's creation of mixed-income communities. Principals of the property owners, and their representatives, have participated in person and remotely throughout the development of the Strategy, including during the charrette and at public meetings, and have attended work sessions with Planning Commission and City Council. The HUD director for the project-based voucher program has been briefed on the Strategy prior to its launch and as it has progressed, and has been a valuable resource for staff regarding current HUD guidance regarding the availability of funding for contracts, the requirements for extending existing contracts short and long term, and the potential to secure tenant protection vouchers to assist with interim relocation, as well as the proposed concept for redevelopment as a mixed-income community.

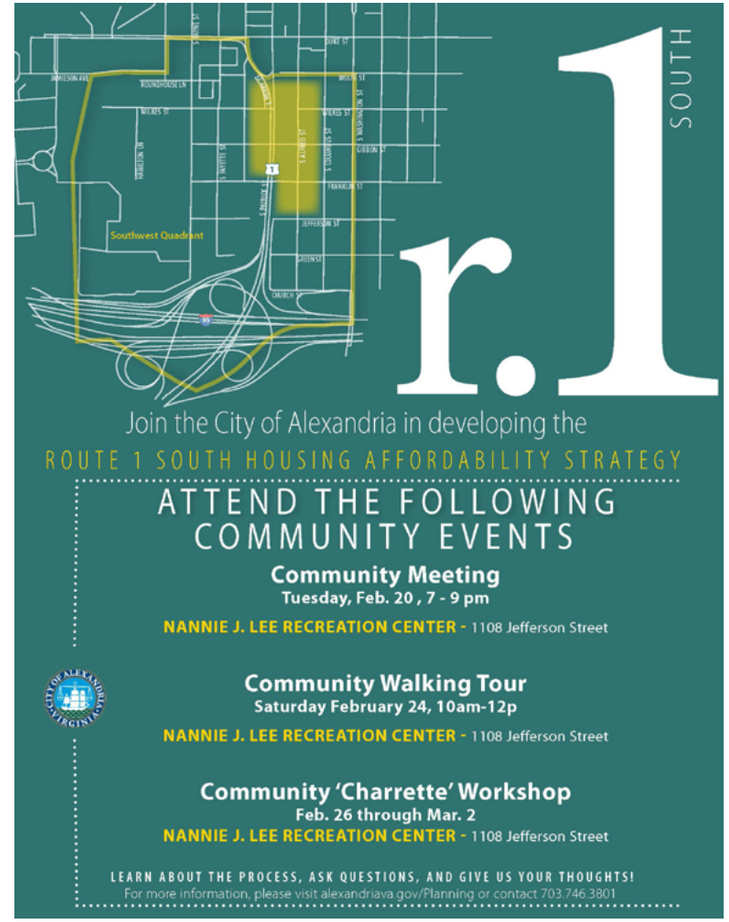
EARLY COMMUNITY ENGAGEMENT

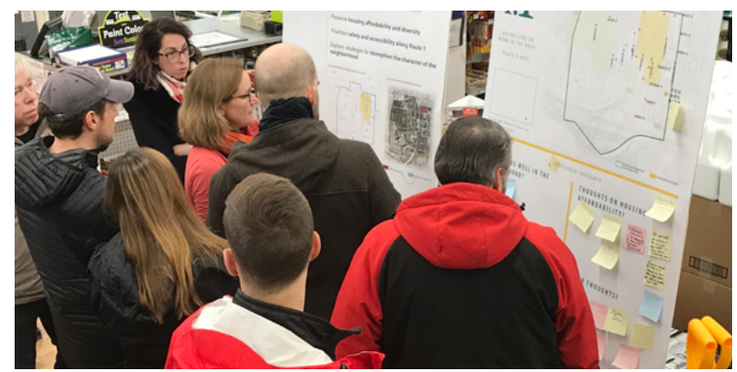
A series of community events were held in January and February to orient neighbors to the planning process and provide multiple venues for the community to ask questions. These included formal community meetings, open houses and neighborhood pop-up events held in different locations throughout the planning area. Neighbors were also invited to attend a walking tour of the focus area allowing for an in-depth conversation of concerns and opportunities for improvements in the neighborhood.

CHARRETTE AND CHARRETTE GROUP VOLUNTEERS

Following these early outreach efforts, the City held a five-day intensive community planning workshop, also known as a "charrette", the week of February 26-March 5, 2018. The final day of the charrette extended into the next week due to a severe wind storm. The charrette was a collaborative planning and design exercise with community members and City staff to develop the foundational recommendations of the draft Strategy. Members of the community were invited to participate throughout the day, each day and share their ideas on-site or online through the City's live streaming service.

To facilitate consistent community participation and well-informed stakeholders during the charrette, the City solicited community members to serve as Charrette Group Volunteers. These volunteers, representing the geographic and demographic diversity of the planning area, committed to participating in most of the charrette week meetings and sharing information with and gathering feedback from neighbors. These 27 volunteers, alongside other community members interested in the planning process, helped develop the draft Strategy.





DRAFT STRATEGY DEVELOPMENT

Following charrette week, additional pop-ups, office hours, open houses, and community meetings were held in March through June for the public to ask questions and provide additional feedback on the draft strategies. It was originally anticipated that the Strategy would be completed by June 2018, however the community requested additional time to develop and provide feedback on the draft, and so the process was extended to September.

All feedback received during the planning process informed the working draft Strategy released on June 4, 2018. Copies of the working draft Strategy were made available to residents upon request. Additionally, staff provided hard copies in four locations within the neighborhood: the Lee Center, Abyssinia Mart, and the management offices of The Heritage at Old Town and Olde Towne West III. Chapters were also translated into Amharic, a language spoken by many of the residents of the two housing communities, and placed in the locations above and posted to the project website. The locations were chosen given their familiarity, convenience, and accessibility to the Route 1 South residents. Translation assistance was made available to anyone needing it. The working draft and all other meeting materials are available on the project website for anyone to access.

Feedback on the working draft was solicited during two June community meetings, via AlexEngage (the City's online engagement forum), by contacting staff directly, or by providing feedback on the copies posted in the community. Additional resident outreach was provided via "Resident info hours" for residents at The Heritage at Old Town and Olde Towne West III properties. The same opportunity for feedback and questions was provided for the revised draft released in Mid-July.

In addition to soliciting individual public comment throughout this process, staff provided briefings to and solicited feedback from City Council, Planning Commission, the Alexandria Housing Affordability Advisory Committee (AHAAC), the Transportation Commission, and the Federation of Civic Associations. Comments and questions were received through all of the communication options offered by the City, as well as during community meetings. Those comments and questions, along with staff's responses, including those resulting in revisions or clarifications to the Strategy are recorded in the matrix located on the project website.

Route 1 South Housing Affordability Strategy Community Engagement

Date	Channel	Type
12/5/2017	Planning Commission	Work Session
1/6/2018	Pop Up Engagement #1	Open House
1/8/2018	Office Hours with Old Town West Residents	Open House
1/16/2018	Charrette Group Volunteers	Orientation Meeting
1/18/2018	Pop Up Engagement #2	Open House
1/23/2018	Pop Up Engagement #3	Open House
1/31/2018	Pop Up Engagement #4	Open House
2/20/2018	Community Meeting	Pre-Planning Educational Event
2/24/2018	Community Walking Tour	Walking Tour
2/26/2018	Charrette	Charrette, Core Team Meeting, and Community Meeting
2/27/2018	Charrette	Charrette, Core Team Meeting, and Virtual Open House
2/28/2018	Charrette	Charrette, Core Team Meeting, and Community Meeting
3/1/2018	Charrette	Charrette, Core Team Meeting, and Virtual Open House
3/2/2018	Charrette*	Charrette, Open House
3/5/2018	Charrette	Charrette Community Meeting
3/6/2018	Planning Commission	Work Session
4/5/2018	Housing Affordability Advisory Committee Meeting	Update
4/16/2018	Pop Up Engagement #5	Open House
4/25/2018	Federation of Civic Associations	Update
4/25/2018	Resident Outreach Meeting	Update
5/2/2018	Community Open House & Meeting	Community Open House & Meeting
5/16/2018	Transportation Commission	Update
5/23/2018	Office Hours	Open House
5/31/2018	Housing Affordability Advisory Committee Meeting	Update
6/4/2018	Community Meeting	Community Meeting
6/5/2018	Planning Commission	Work Session
6/13/2018	City Council	Work Session
6/19/2018	Plan Review Round Table	Community Meeting
6/20/2018	Transportation Commission	Update
6/28/2018	Community Meeting	Community Meeting

Route 1 South Housing Affordability Strategy Additional Community Outreach

Date	Channel	Type
Throughout	Online engagement opportunities	Outreach/Notice
Throughout	eNews notifications; social media postings; listserv notices prior to each public meeting	Outreach/Notice
Throughout	All public meetings posted to City calendar and website	Outreach/Notice
Throughout	All materials and background information posted on project website	Outreach/Reference
Throughout	Meetings with area community groups and associations	Outreach/Notice
Throughout	Individual meetings with property owners	Outreach
Throughout	Individual meetings with residents	Outreach
Throughout	Letters to property owners (commerical and private)	Outreach/Notice
Throughout	Flyers/Posters (Multilingual)	Outreach/Notice
Throughout	Banners (Multilingual)	Outreach/Notice
March	Videos (Multilingual)	Outreach/Notice

All meetings associated with this planning process were open to the public and community members were encouraged to attend and participate.

* Due to a severe wind storm on March 2, 2018, the originally scheduled core team meeting was canceled. Staff was available during the day and rescheduled the evening community meeting to Monday, March 5th.

A.2 BACKGROUND ON HOUSING AFFORDABILITY

DEFINITION OF TERMS

Area Median Income (AMI): Income levels that are annually established by the Department of Housing and Urban Development (HUD) for households of various sizes, where half of the households in the area earn more and half earn less. In 2018, the area median income limit for the Washington, DC Metropolitan Statistical Area is $82,100 and $117,200 for a household of one and four, respectively.

Affordable Housing: Rental or ownership housing costing no more than approximately 30% of a household's gross monthly income before taxes. In the City of Alexandria, affordable rental housing serves households with incomes up to 60% AMI, and workforce affordable homeownership housing serving households typically earning 80%-100% AMI.

Committed Affordable Units (CAUs): Housing units that are available to income-eligible households through rent and/or occupancy restrictions imposed as a condition of assistance under federal, state or local programs. Targeted income levels vary by program.

Housing Choice Vouchers: The housing choice voucher (HCV) program is the federal government's major program for assisting very low-income families, the elderly, and the disabled to afford housing in the private market. HCV holders pay 30% of their income toward the rent, and the HCV pays the difference up to an established fair market rent, including utility costs. In the City, HCVs are administered by the Alexandria Redevelopment Housing Authority (ARHA).

Market Affordable Housing: Non-subsidized rental units affordable to households earning 60% AMI (which in 2018 ranged from $49,260 for a one-person household to $70,320 for a four-person household). Rents at these units are not restricted and may cease to be affordable at any time. In 2018, there were fewer than 2,300 market-affordable units in the City (a 88% reduction from 2000). Market-affordable units preserve diversity and provide housing opportunities to younger families, new residents, and recent graduates, as well as to longtime Alexandrians. They enable workers critical to our economy across numerous industries and sectors (such as social services, education, public health and safety, arts and entertainment, and retail) to live affordably in the City.

Project Based Vouchers: Funded by the federal government, project-based vouchers (PBVs) are a critical source of deeply affordable housing in the City. They constitute approximately 30% of the City's committed affordable rental housing stock. Residents pay 30% of their income toward the rent, and the PBV pays the difference up to an established fair market rent, and potentially, some utility costs. PBVs operate similarly to Housing Choice Vouchers, but are tied to a specific property rather than a household. PBV contracts typically have 20-year term of affordability with varying options to renew or extend. In the City, some PBVs are administered by the Alexandria Redevelopment Housing Authority (ARHA)while others are administered through Housing Assistance Contracts managed directly by HUD or other funding agencies.

Workforce Housing: Housing units that serve households of moderate incomes earning 60-80% AMI for rental units and 80% - 100% AMI for ownership units.

Tenant Protection Vouchers: Tenant Protection Vouchers (TPVs) are similar to HCVs in that TPV holders pay 30% of their income toward rent, and the TPV pays the difference up to an established fair market rent, including utility costs. TPVs are granted to low-income residents of project-based HUD-assisted housing when there is a change in the status of their assisted housing that will cause residents to lose their home or render their home unaffordable. The amount of funding available for TVPs is determined by HUD's estimation of need in the upcoming year and Congressional appropriations.

Low-Income Housing Tax Credits (LIHTC): Created in 1986, the LIHTC program, serves as the largest equity funding source of new affordable housing in the country. Administered by the Internal Revenue Service, the program provides tax incentives to encourage developers to create affordable housing. Tax credits are provided to each state based on population and are distributed allocating agencies. In Virginia, the Virginia Housing Development Authority (VHDA) administers the tax credits based on affordable housing needs identified in an annual qualified action plan.

Because tax credits are bought by investors who need offsets to their federal liability, the value of LIHTC (the amount of equity paid to affordable housing developers) is directly related to the federal corporate income tax rate. In 2018, the Tax Cuts and Jobs Act reduced the corporate tax rate from 35% to 21%. During the same year, the overall LIHTC allocation was increased to try to mitigate the loss in funding. While the magnitude of the impact of the reduction remains unknown, it is anticipated the change in tax rates could constrain affordable housing production. Furthermore, it reinforces the importance of pursuing complementary sources, such as the state and federal Housing Trust Fund and private foundations, and of exploring creative development approaches including mixed-use development and co-location with other public uses.

AREA MEDIAN INCOME (AMI) LIMITS

2018	1-Person household	2-Person household	3-Person household	4-Person household
Up to 10% AMI	Up to $8,210	Up to $9,380	Up to $10,550	Up to $11,720
20% AMI	$16,420	$18,760	$21,100	$23,440
30% AMI	$24,650	$28,150	$31,650	$35,150
40% AMI	$32,840	$37,520	$42,200	$46,880
50% AMI	$41,050	$46,900	$52,750	$58,600
60% AMI	$49,260	$56,280	$63,300	$70,320
HUD 80%	$54,250	$62,000	$69,750	$77,450
80% AMI	$65,680	$75,040	$84,400	$93,760
100% AMI	$82,100	$93,800	$105,500	$117,200

Sources: 2018 HUD Income Limits;
City of Alexandria, Office of Housing

The following Area Median Income Table reflects income limits by household size as established by HUD on an annual basis.

The Heritage at Old Town

Spanning three city blocks, The Heritage at Old Town comprises one mid-rise apartment building and 12 garden-style apartment buildings as shown in the map. The garden apartments front and help define the character of Route 1 South. Formerly referred to as Olde Towne West I and II, The Heritage at Old Town was constructed in two phases (the third phase of the development retained the name Olde Towne West III and is under separate ownership).

The first phase, constructed in 1976, consists of the 100-unit mid-rise and 72 garden apartments. Initially funded under the Section 236 Rental Assistance Program, 68 of the units in this phase have project-based Section 8 vouchers now operated under the Mark-Up-To-Market program. The contract for these units is subject to voluntary annual renewals each January.

The remaining 104 units are generally affordable to households earning between 70% and 75% of AMI. These units are also critically important to the City as the property accepts residents with Housing Choice Vouchers, and help diversify housing options in the area.

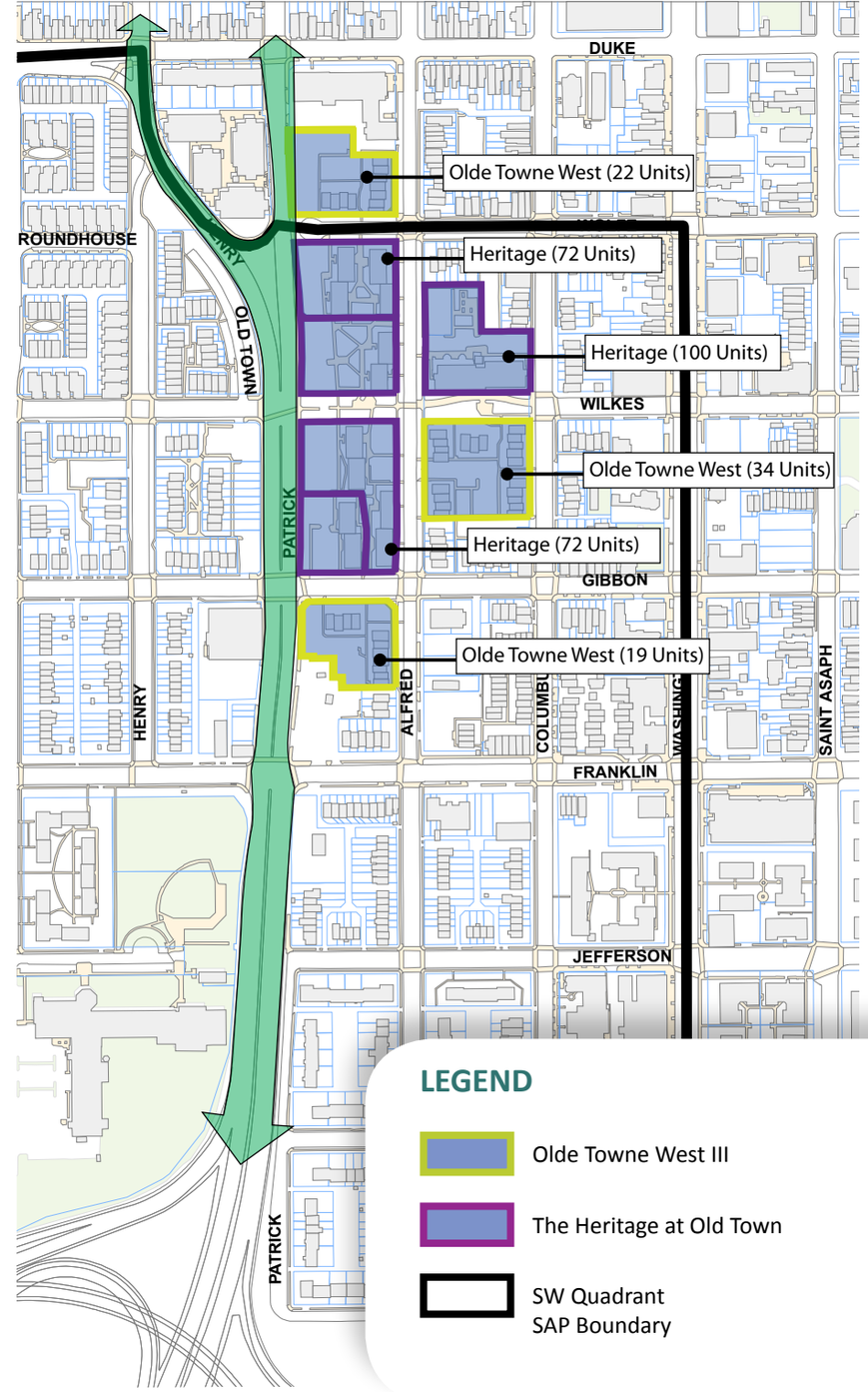
An additional 72 garden apartments were constructed in 1978 as part of the community's second phase of development. The project-based Section 8 contract for these units is also subject to voluntary annual renewals under the Mark-Up-To-Market program. Both project-based voucher contracts are administered by the U.S. Department of Housing and Urban Development (HUD).

Olde Towne West III

Olde Towne West III is a 75-unit affordable rental townhouse community on three non-contiguous parcels (two additional units are offline which house the leasing office and maintenance facility). Owned by the neighboring Alfred Street Baptist Church (ASBC) since 2009, the units operate under a Section 8 Project-Based Voucher contract administered by the Virginia Housing Development Authority (VHDA) which is scheduled to sunset in late 2019/early 2020. Twenty-two of the units abut the boundary of the Southwest Quadrant to the north and are the subject of a current redevelopment application by ASBC through which the Church proposes to expand its worship space and supporting facilities immediately to the south of its current building; this application is being pursued separate from the Route 1 South planning process. (To mitigate the potential impact of the proposed redevelopment on the 22 households, ASBC is working with a local nonprofit developer, the Alexandria Housing Development Corporation (AHDC) to relocate impacted households to other comparable affordable housing within the City; to provide appropriate relocation support and resources; and to identify 22 new replacement units within the neighborhood or City.).

The remaining 55 units owned by ASBC are similarly subject to redevelopment as market pressures increase and their current affordability term expires.

It is also important to note that Olde Towne West III provides a critical source of deeply affordable family sized units with 35 three- and four-bedroom units.



TENANT RESOURCES

The City is committed to providing outreach, education and training to tenants of The Heritage at Old Town and Olde Towne West III to promote a greater understanding of the planning and redevelopment processes. Tenants are encouraged to participate in ongoing community engagement efforts. Besides housing resources, support and resources to enhance household individual self-sufficiency and well-being will be offered.

Information will be shared continuously and consistently with tenants through a variety of means, including emails, flyers, phone calls, and texts to the extent feasible. A list of frequently asked questions about the planning, redevelopment, and relocation processes will be provided in languages needed to ensure information is accessible to those with limited English proficiency. Community forums, focus groups, workshops, and convenient office hours, paired with individual meetings, at the properties or other convenient locations in and around the focus area, will allow tenants to receive clear, timely, and responsive answers.

TENANT NEEDS SURVEY

A tenant needs survey will be conducted in advance of relocation. This survey will be used for City-directed planning and cost estimation purposes and will not replace a more detailed needs assessment that will be conducted at the beginning of each relocation process. The survey will be used to project the scope and nature of tenant housing needs and the demand for supportive services. It will serve as an initial indicator of how many households wish to return.

The form and content of the survey will be developed with input from tenants, reviewed by a Resident Advisory Group, and administered by City staff. Staff will maintain confidentiality of information collected.

Typical Survey Questions May Include:

- **How long have residents lived in the neighborhood and at their current address?**
- **What is the size and composition of each household?**
- **How many families have school-age children, elderly and/or disabled members?**
- **Who is each household's head of household?**
- **How many households are multi-generational or include extended family?**
- **How many households expect to add additional members in the next year?**
- **How many households have at least one employed adult?**
- **How much does each household earn? How many households are extremely low income (earn less than 30 percent of area median income), very low income (earn less than 50 percent of AMI), or low income (earn less than 80 percent of AMI)?**
- **How many residents hold Housing Choice Vouchers?**
- **What kinds of supportive services are residents interested in (e.g. homeownership counseling, credit counseling, senior services, job placement, etc.)?**
- **How many residents will require emergency or expedited relocation due to individual circumstances?**
- **How many residents will require special assistance to move?**
- **How much does each household pay for housing (rent, utilities)?**
- **How many residents want to change their housing status if feasible (e.g., renters wishing to become homeowners, etc.)?**
- **How many residents are interested in returning to the neighborhood if there is appropriate housing available?**

RELOCATION REQUIREMENTS AND POLICIES

All relocation projects that receive federal assistance must create and implement a formal Residential Anti-Displacement and Relocation Assistance Plan, which identifies steps taken to minimize the displacement of residents, and details the kind and amount of relocation assistance available to households that are displaced as a direct result of demolition. Specifically, the federal Uniform Relocation Act and the City's local relocation policies set standards for:

1. How and when displaced households are notified;
2. Advisory services to determine relocation needs and preferences of displaced persons, to explain available relocation assistance, and to provide counseling and service referrals, as well as other assistance in finding a replacement home;
3. Reimbursement for moving expenses; and
4. Replacement Housing Payments that displaced households will receive.

Relocation Plans will typically include:

1. An introductory section that outlines the purpose of the relocation plan, and the goals of relocation;
2. A description of the broader redevelopment project, and all relevant federal, state, and local relocation statutes;
3. A summary description of the households to be relocated from the Pre-Relocation Survey;
4. An explanation of the Relocation Assistance and Benefits to be provided, including a detailed outline of how relocation benefits will be calculated;
5. A step-by-step explanation of the relocation process;
6. An explanation of how the relocation plan will be implemented, including coordination of public agencies and private contractors, a timeline, and a budget;
7. A listing of available housing resources for temporarily relocating residents, including information about prospective relocation neighborhoods, unit listings, and housing inventories;
8. A community consultation and communications plan that explains and provides a schedule for the range of community meetings, public hearings, focus groups, and other activities to be provided; and
9. An explanation of how records will be kept and confidentiality maintained.

OTHER SERVICES AND PROGRAMS

Partnerships with other City departments and non-profit organizations will provide opportunities for residents to build self-sufficiency and enhance their quality of life. The type of information and training sessions provided will be informed by the tenant needs survey. Potential topics could include:

1. Business and homeownership opportunities;
2. Job training and readiness through Workforce Development services and programs;
3. Department of Community and Human Services resources and programs; and
4. Credit and financial counseling.

HELPFUL CONTACTS:

Office of Housing 703-746-4990

- Landlord Tenant Relations Division—relocation and housing services
- Implementation Division—homeownership and rental accessibility programs

Department of Community and Human Services 703-746-5700

- Center for Children & Families
- Center for Adult Services
- Center for Economic Support

Alexandria Economic Development Partnership 703-739-3820

- Alexandria Small Business Development Center
- Capitol Post
- Bunker Labs DC
- BOOST Business Accelerator

The City of Alexandria Workforce Development Center—certified One Stop Center 703-746-5940

- Initiative for Employment not Welfare (VIEW) Program
- Workforce Innovation and Opportunity Act
- Supplemental Nutrition Assistance Program Employment Training (SNAPET)
- TeensWork!
- Refugee Employment Program
- Disability Employment and Veteran Services

Relocation Outreach

Relocation plans and all applicable governmental regulations will be presented in a non-technical way to tenants. Relocation process and benefit meetings will be held approximately every three to four months; as redevelopment applications progress, the frequency of tenant meetings and communication will increase.

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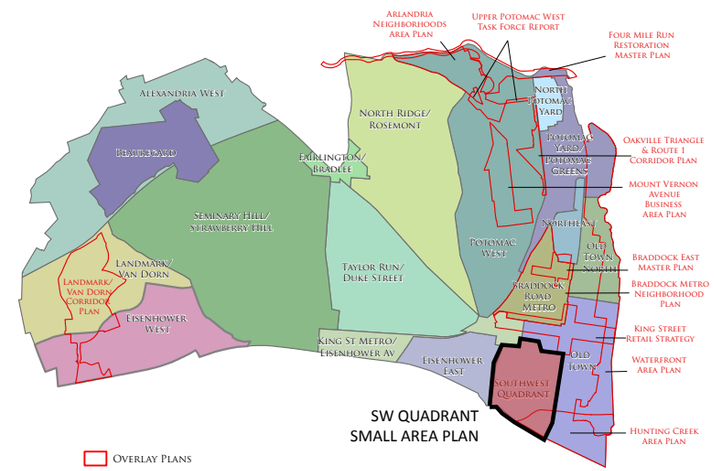
A.3
EXISTING CONDITIONS

A.3

The existing 1992 Southwest Quadrant Small Area Plan (1992 SW Quadrant SAP) is one of 18 small area plans that make up the City of Alexandria, Virginia's Master Plan. Located in the southeastern part of the City, Southwest Quadrant is bordered by Washington Street to the east, Duke Street to the North, Hoof Run to the West, and the Capital Beltway to the south. See Planning History for more detail on the 1992 SW Quadrant SAP.



PLANNING HISTORY

The 1992 Master Plan of the Southwest Quadrant includes the areas outlined in Figure A1. The first area, seen in blue, is described in the first half of the Plan while the second area, seen in pink, is described in the Addendum portion of the Plan. The following depicts a summary of the entire Plan's Goals, Objectives and Recommendations.

Goals and Objectives of the Plan

Goals (pg. 16 and pg. A10)

1. To preserve existing residential neighborhoods and uses;
2. To protect residential neighborhoods from inappropriate commercial uses and densities resulting from redevelopment of adjacent commercial and industrial properties;
3. To protect the historic character of S. Washington Street and the area north of Duke Street by moderating commercial redevelopment densities and heights;
4. To protect residential areas from through traffic resulting from redevelopment of the area;
5. To promote coordinated mixed use development on the Southern Properties and abutting commercial properties while minimizing traffic impacts to adjacent residential areas.

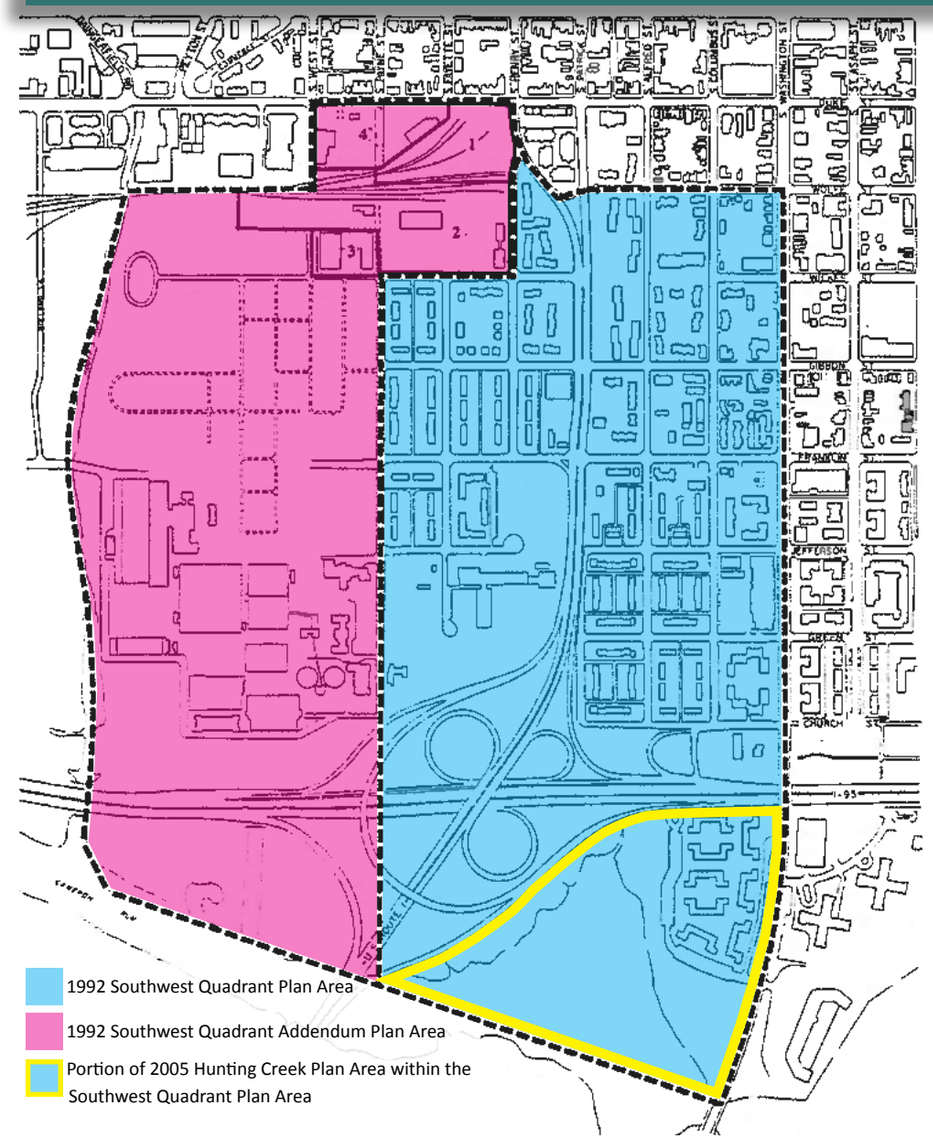
Objectives (pg. 16 and pg. A10)

- Rezone to residential existing residential uses which are now zoned commercial.
- Provide height, density and use transitions between existing residential uses and commercial, institutional, industrial properties, and future development.
- Reduce the scale and density of commercial development along S. Washington Street in scale with existing historic commercial uses.
- Promote a moderate scale and density for future commercial development along Duke Street and a design which is compatible with the adjacent Old and Historic District.
- Prevent additional roadway connections which might induce commuter traffic through residential streets.
- Rezone industrially zoned properties that are used for institutional and utility purposes to zoning categories that are more appropriate for these uses.
- Promote coordinated mixed use development of the redevelopable commercial and industrial properties between West, Wilkes, S. Henry and Duke Street.
- That more attention be given to urban design in consideration of the gateway character of the Southwest Quadrant area.
- Explore the feasibility of constructing a bicycle path connection from Eisenhower Valley to the Mt. Vernon bike trail.

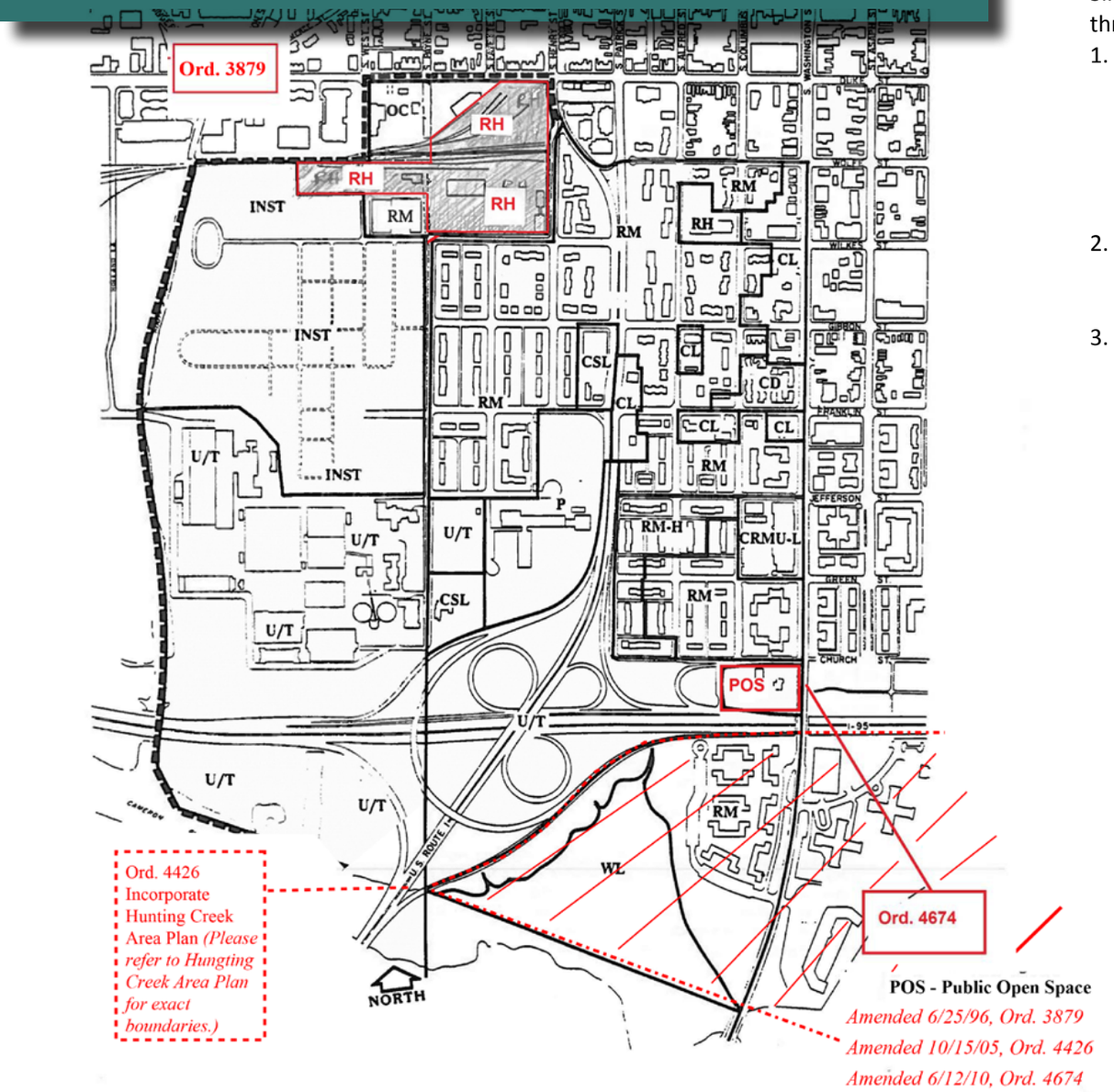
Transportation Recommendations (pg. 31 and A19)

1. Re-designate Gibbon Street between Route 1 and Washington Street from local street to an arterial street.
2. That the 300 block of S. Payne Street not connect through to the 500 block of S. Payne Street.
3. That the 200 block of S. Fayette Street not connect through to the 500 block of S. Fayette Street.
4. That Eisenhower Avenue not connect through to S. Henry Street.
5. Wolfe Street shall be allowed to connect to Holland Land for use as an outlet, but shall not come further into the Southwest Quadrant.
6. Extend the Old and Historic Alexandria boundary 100 feet south of Duke Street between Henry and West Streets.

SOUTHWEST QUADRANT 1992 PLAN AREA



SOUTHWEST QUADRANT 1992 LAND USE PLAN



Since Plan adoption in 1992, there have been three Master Plan Amendments, including:

1. A change in land use designation from RM to RH; an increase in height from 45 to 60 ft within additional 20 ft for a limited number of rooftop architectural features on the southwest corner of Duke and Henry Streets (Ord. 3879).
2. A change in land use designation from CL to POS at 1001 S. Washington Street and 714 Church Street (Ord. 4674).
3. The Hunting Creek Area Plan, a supplemental plan adopted October 2005 by Ordinance 4426, includes a portion of the Southwest Quadrant Plan Area between the Capital Beltway and Washington Street (shown in the yellow outline in Figure 1). This Plan has a particular focus on affordable housing, neighborhood reinforcement, and enhanced connectivity to surrounding neighborhoods and the waterfront.

The Transitway Corridors Feasibility Study, completed in 2012, reviewed the possibility of high capacity transit on three corridors to fill the City's transit needs. Corridor A included several concepts, including Concept 3 that extended from Braddock Metro station south to Fairfax County along Route 1. After an extensive public engagement process, the Corridor Work Group recommended resources focus on local mobility and circulation through other means besides high-capacity transit as such service in this area of the City was not seen as a priority.

SOUTHWEST QUADRANT DEMOGRAPHICS

AVERAGE HOUSEHOLD SIZE

1.92

UNDER AGE 5

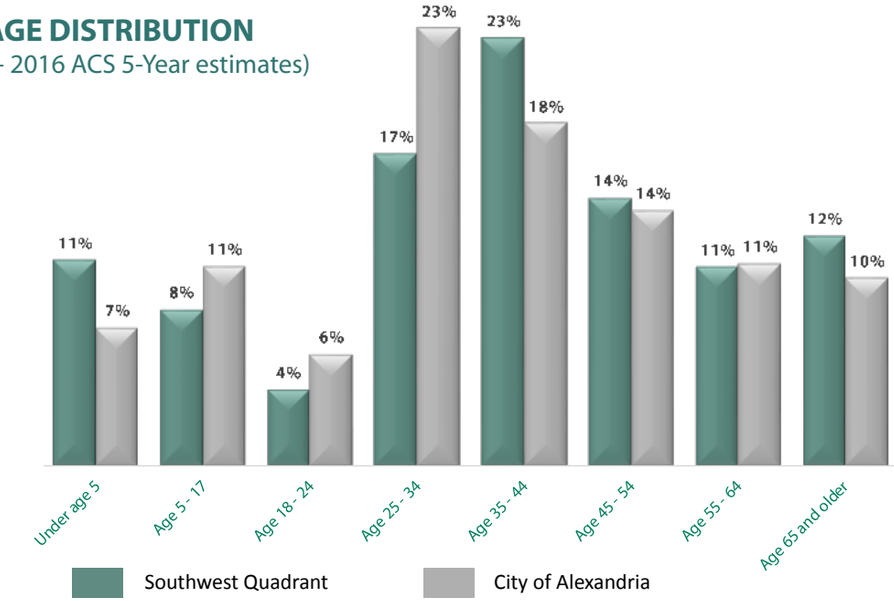
11%

MEDIAN AGE

38.7

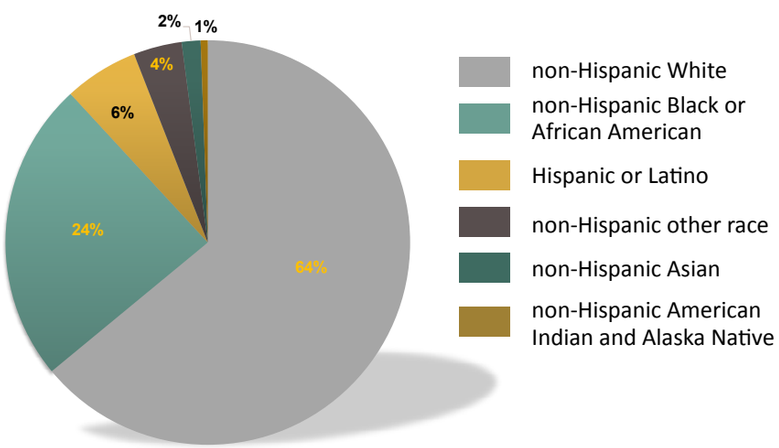
AGE DISTRIBUTION

(2012 - 2016 ACS 5-Year estimates)

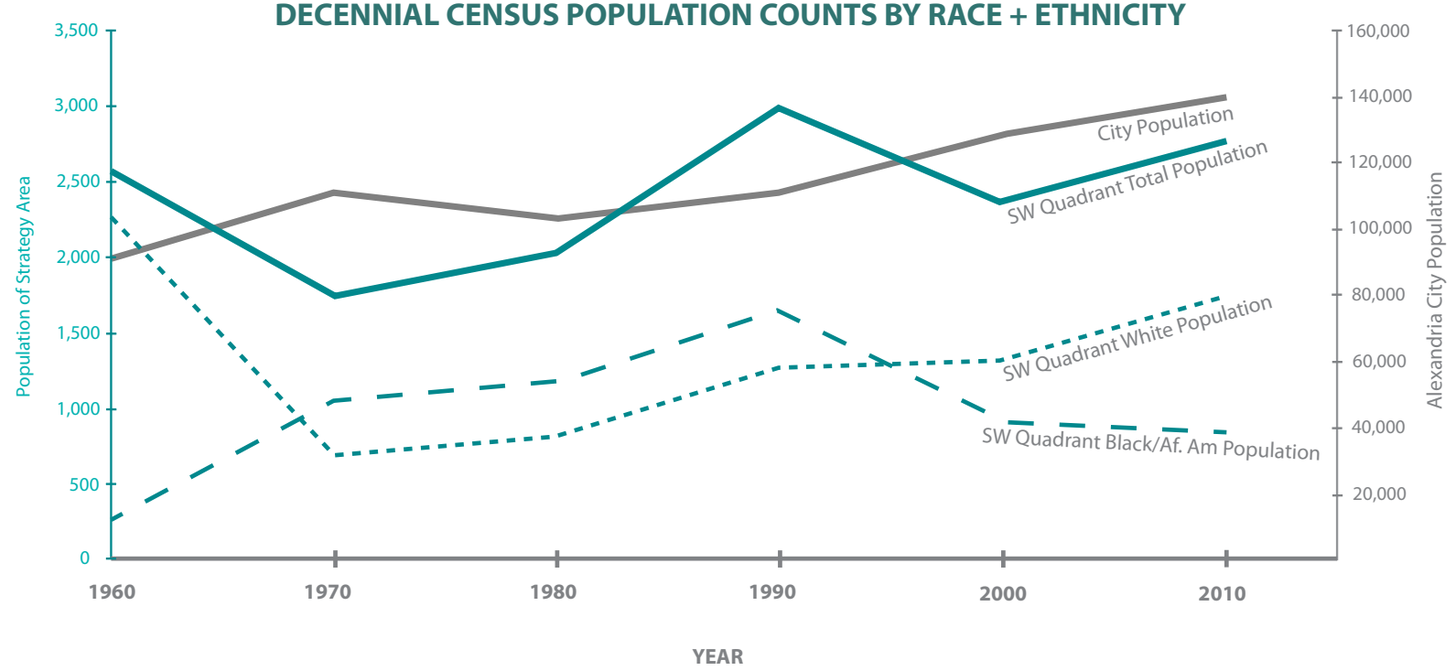


RACE + ETHNICITY

(2012 - 2016 ACS 5-Year estimates)

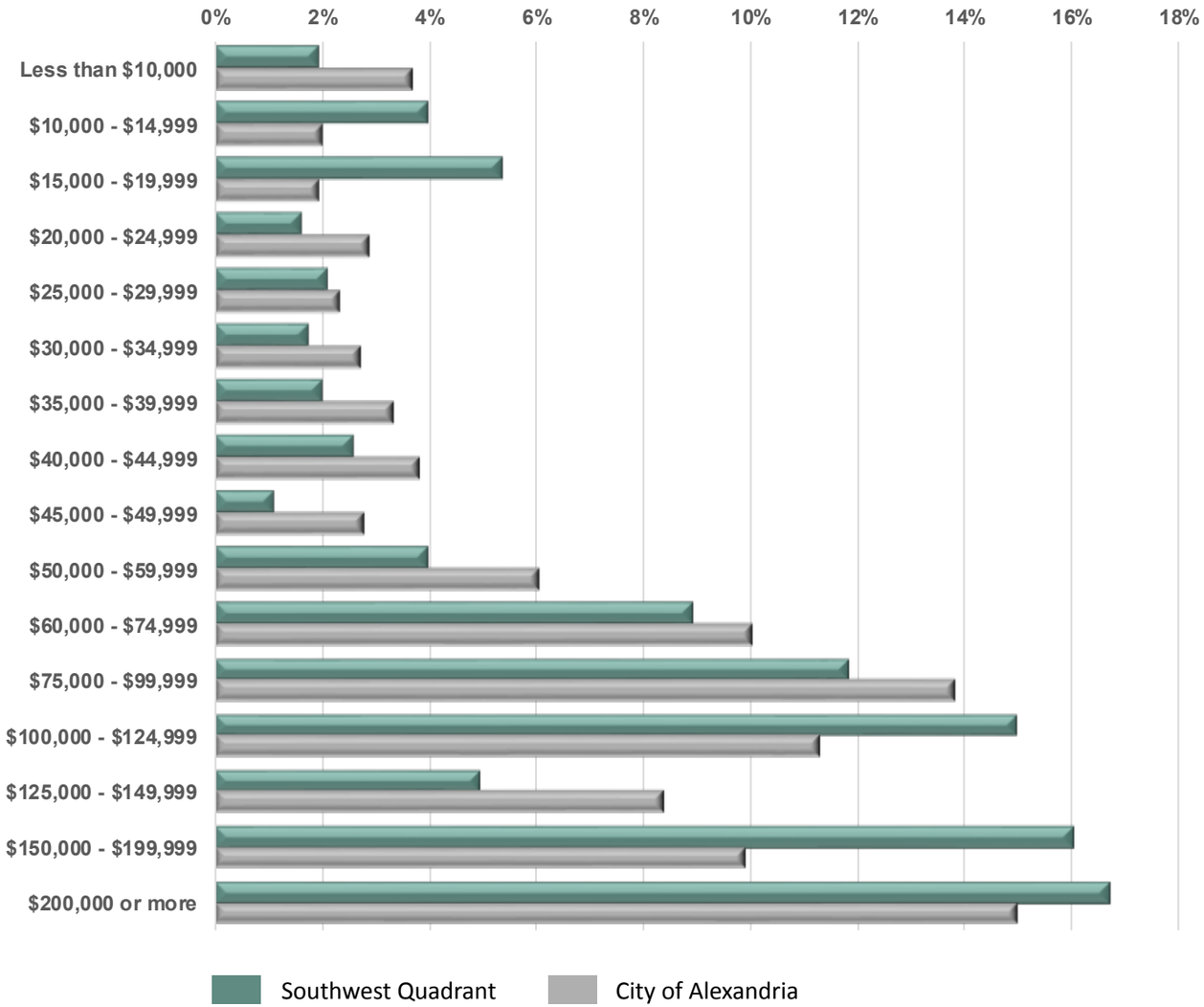


DECENNIAL CENSUS POPULATION COUNTS BY RACE + ETHNICITY



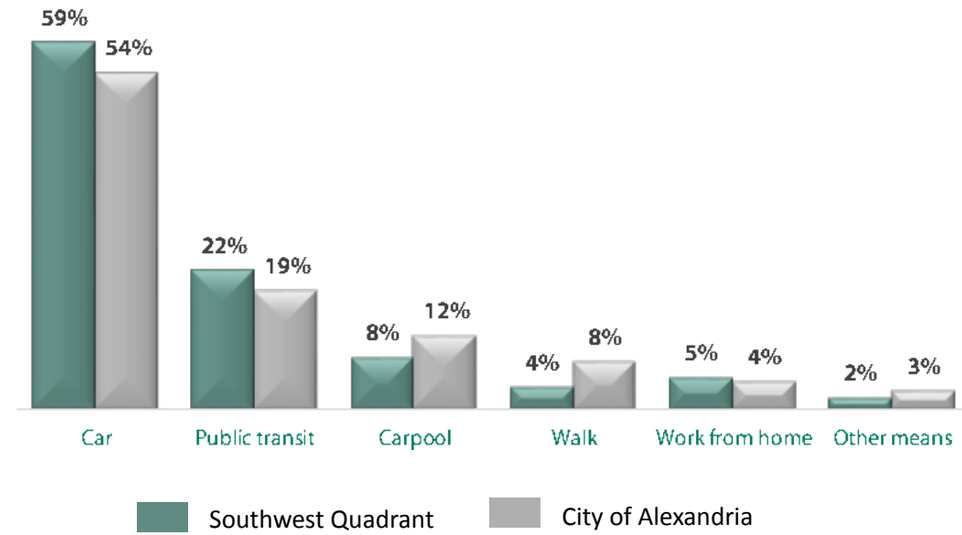
INCOME DISTRIBUTION

(2012 - 2016 ACS 5-Year estimates)



MODE OF COMMUTE TO WORK

(2012 - 2016 ACS 5-Year estimates)



IN LABOR FORCE

81.6%

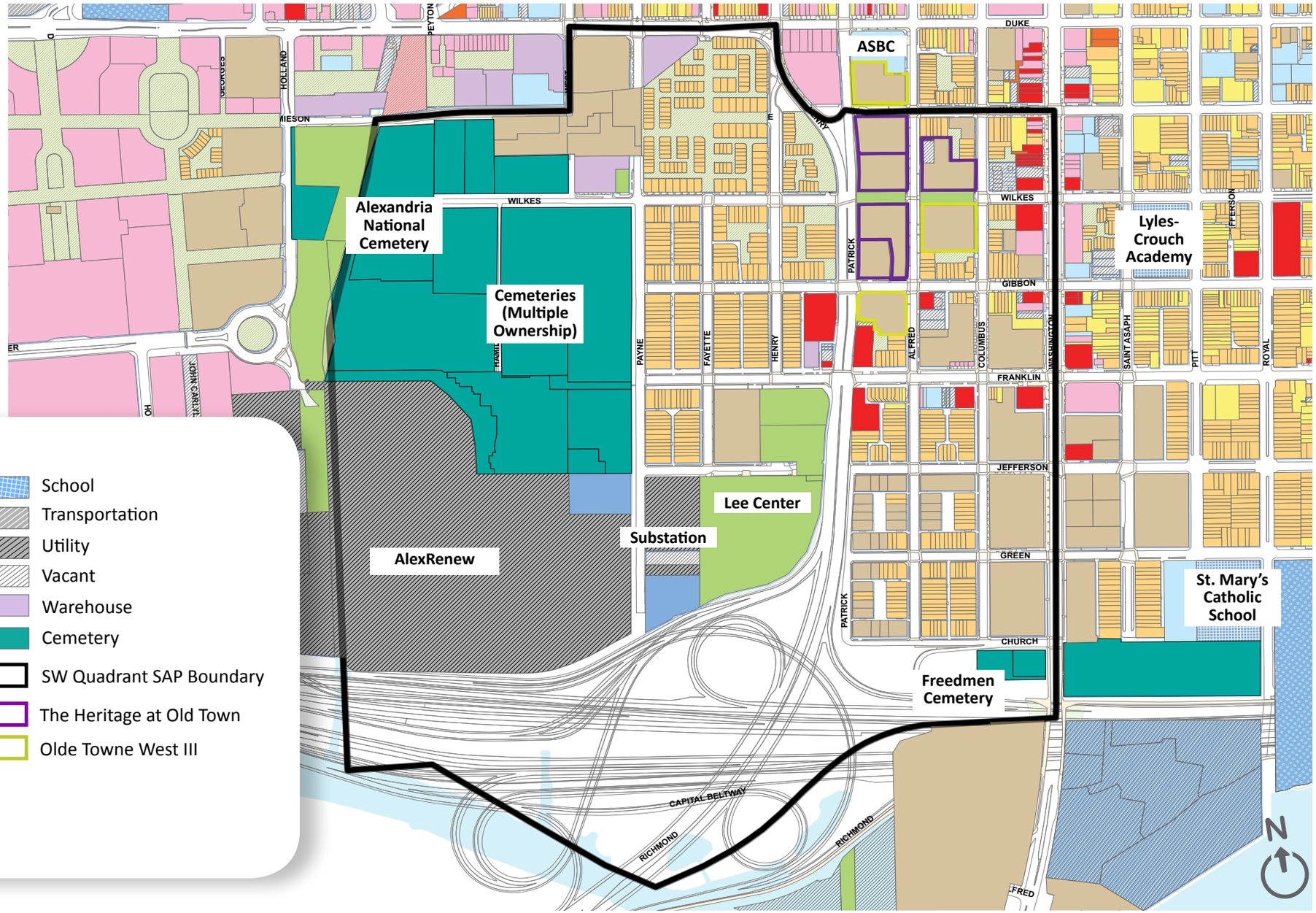
MEDIAN HOUSEHOLD INCOME

$104,688

EXISTING LAND USE

The existing land uses in the SW Quadrant SAP are primarily residential and institutional with a limited number of commercial/retail sites.

The location of the AlexRenew facility, the substation, and the cemeteries along the western edge places limitations to diversifying the land use mix in the plan area.

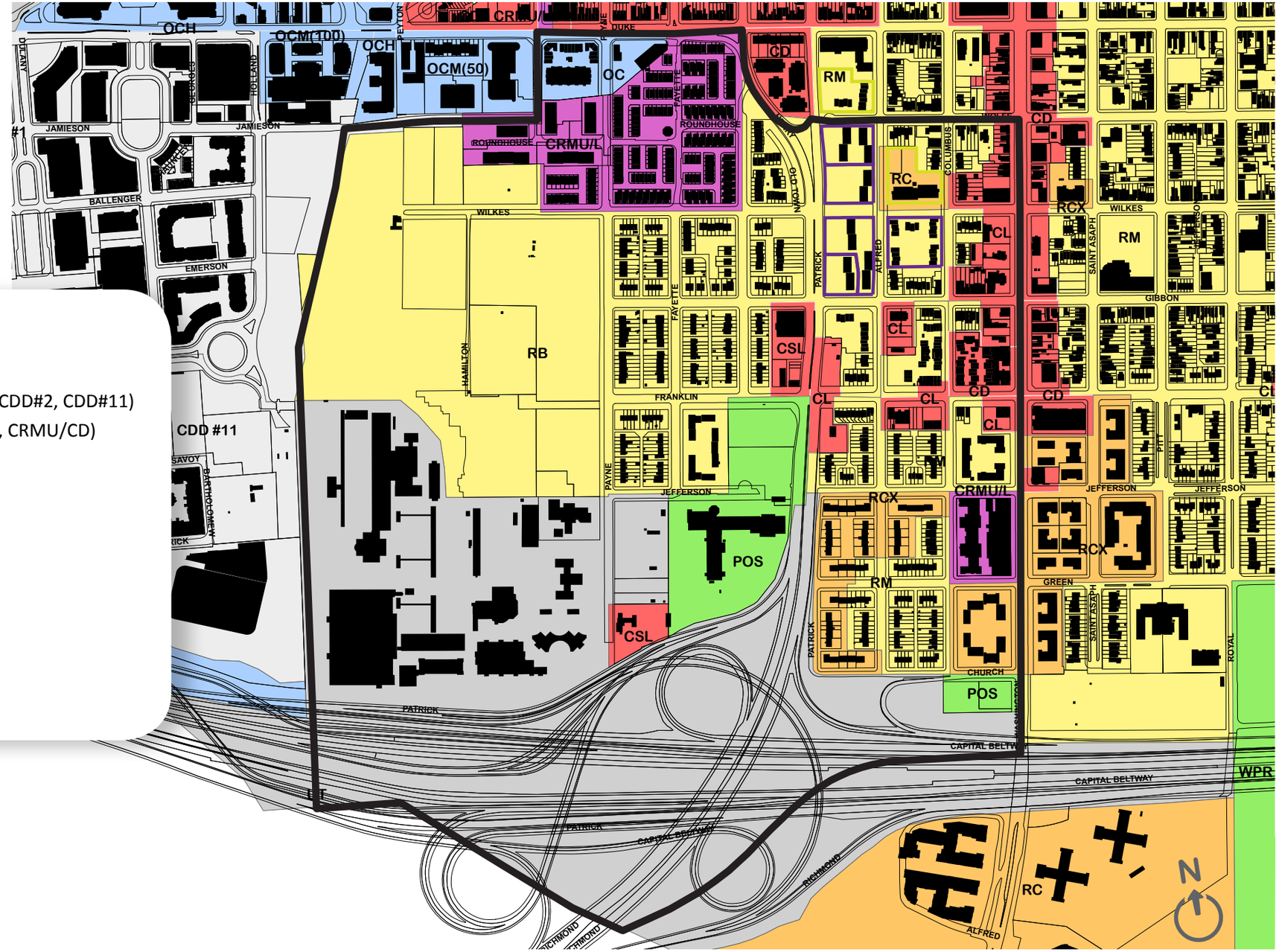


LEGEND

- Common Area
- Government - City
- Hotel/Motel
- Institutional
- Mixed-Office w/ Retail
- Mixed-Residential w/ Retail
- Mixed Residential
- Office
- Recreation and Parks
- Res - Multi-Family
- Res - SF Attached
- Res - SF Detached
- Retail/Service
- School
- Transportation
- Utility
- Vacant
- Warehouse
- Cemetery
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

EXISTING ZONING

The existing zoning has largely been established through the 1992 SW Quadrant Small Area Plan with the RB (residential low) making up the majority of the plan area with limited commercial and mixed-use zones.



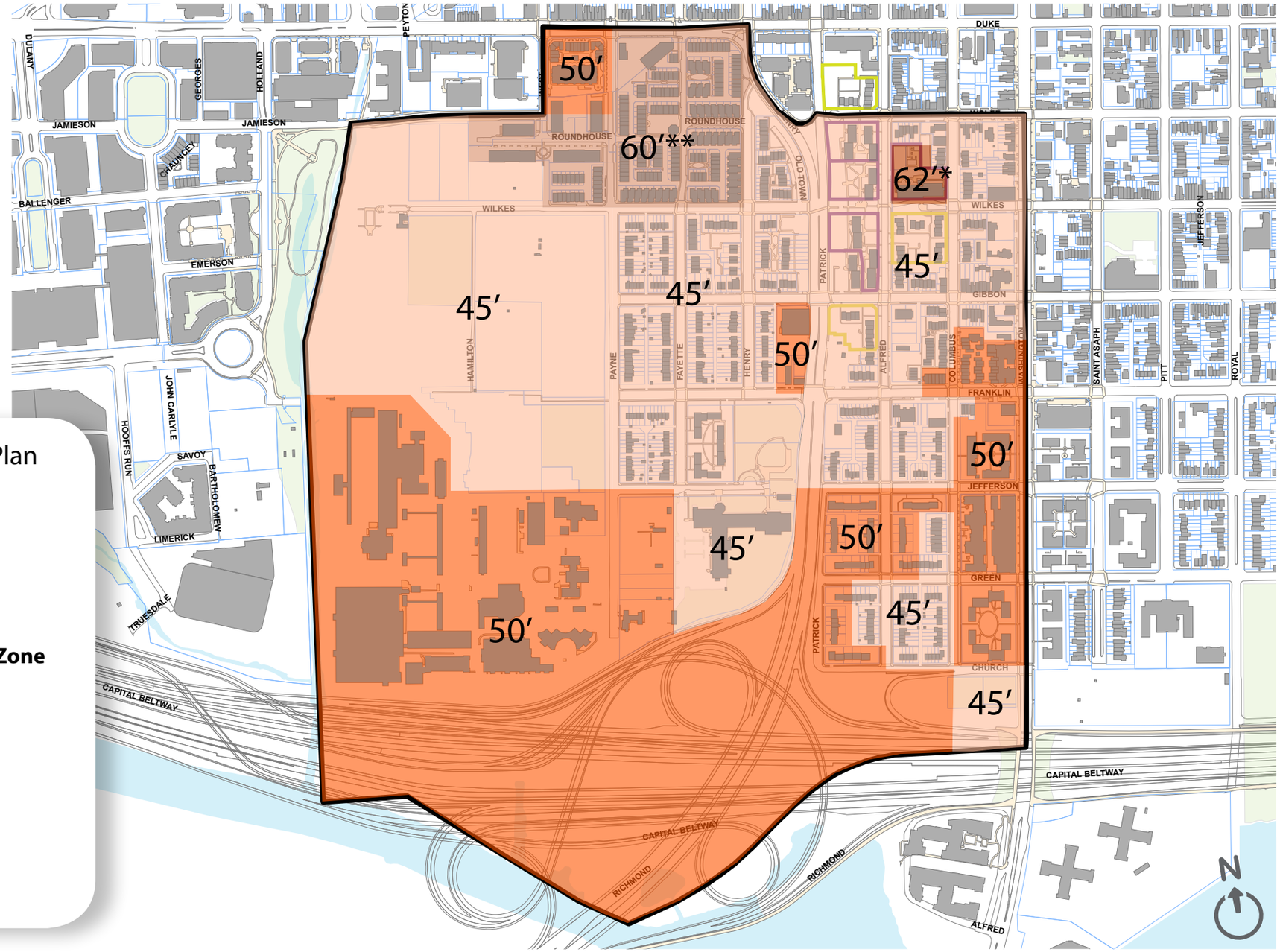
LEGEND

- Commercial (CD, CSL, CL)
- Coordinated Development Districts (CDD#1, CDD#2, CDD#11)
- Commercial Residential Mixed-Use (CRMU/L, CRMU/CD)
- Office (OC, OCH, OCM(50), OCM(100))
- Public Open Space (POS)
- Residential Low (RB, RM)
- Residential High (RC, RCX)
- Utility and Transportation (UT)
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

EXISTING HEIGHT LIMITS

The maximum allowable building height limits are generally consistent with the underlying zone and the Height District map with a couple of exceptions. The Heritage at Old Town mid-rise building has a height limit of 62’ per the 1992 SW Quadrant SAP which conflicts with the allowable 150’ per the underlying RC zone.

Additionally, the 1992 SW Quadrant SAP does not match the subsequently approved SUP for the Old Town Village residential development as shown in the map.



Per Southwest Quadrant Small Area Plan Height Limits - Map 15

45’	50’	62’*	60’**

Notes:

* **62’ Per the SW Quadrant SAP -**
50’ Per Distric Height Map #1 Historic

** **SUP 96-0056 Permitted under CRM-L Zone**
45’ e. of Payne Street
65’ w. of Payne Street
50’ n. of Wolfe Street
45’ s. of Wolfe Street

- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

EXISTING BUILDINGS BY YEAR BUILT/ LAST MAJOR RENOVATION

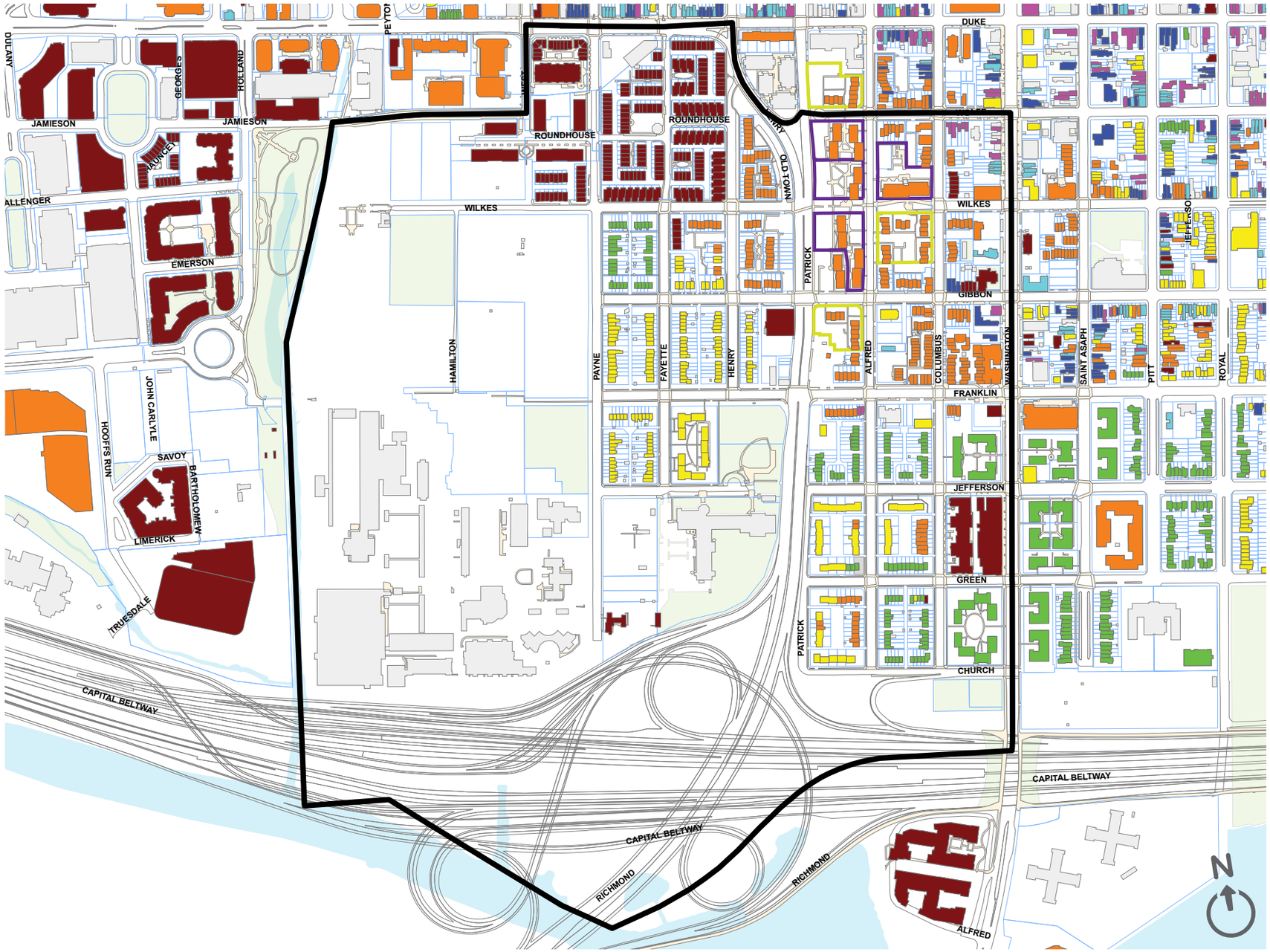
The majority of the residential structures in the SW Quadrant SAP was developed in the mid 20th Century as a result of the urban renewal project, known as The Dip, that took place in the plan area. In addition the plan area includes a number of post war garden style apartments, primarily along Washington Street.

A limited number of development activity occurred since the development of the Old Town Village in the late 1990s, the most recent being Wilkes Row constructed in 2016.

LEGEND

- 1796-1835
- 1836-1875
- 1876-1913
- 1914-1943
- 1944-1966
- 1966-1991
- 1992-2017

- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III



EXISTING OPEN SPACE NETWORK

Publicly Owned Open Space:

- Lee Center: 9.04 acres
- Lyles-Crouch School: 1.14 acres
- Freedmen Cemetery: 1.11 acres
- AlexRenew: 3.74 acres
- Wilkes Street (2 block park): 0.7 acres
- African American Heritage Memorial Park: 6.4 acres

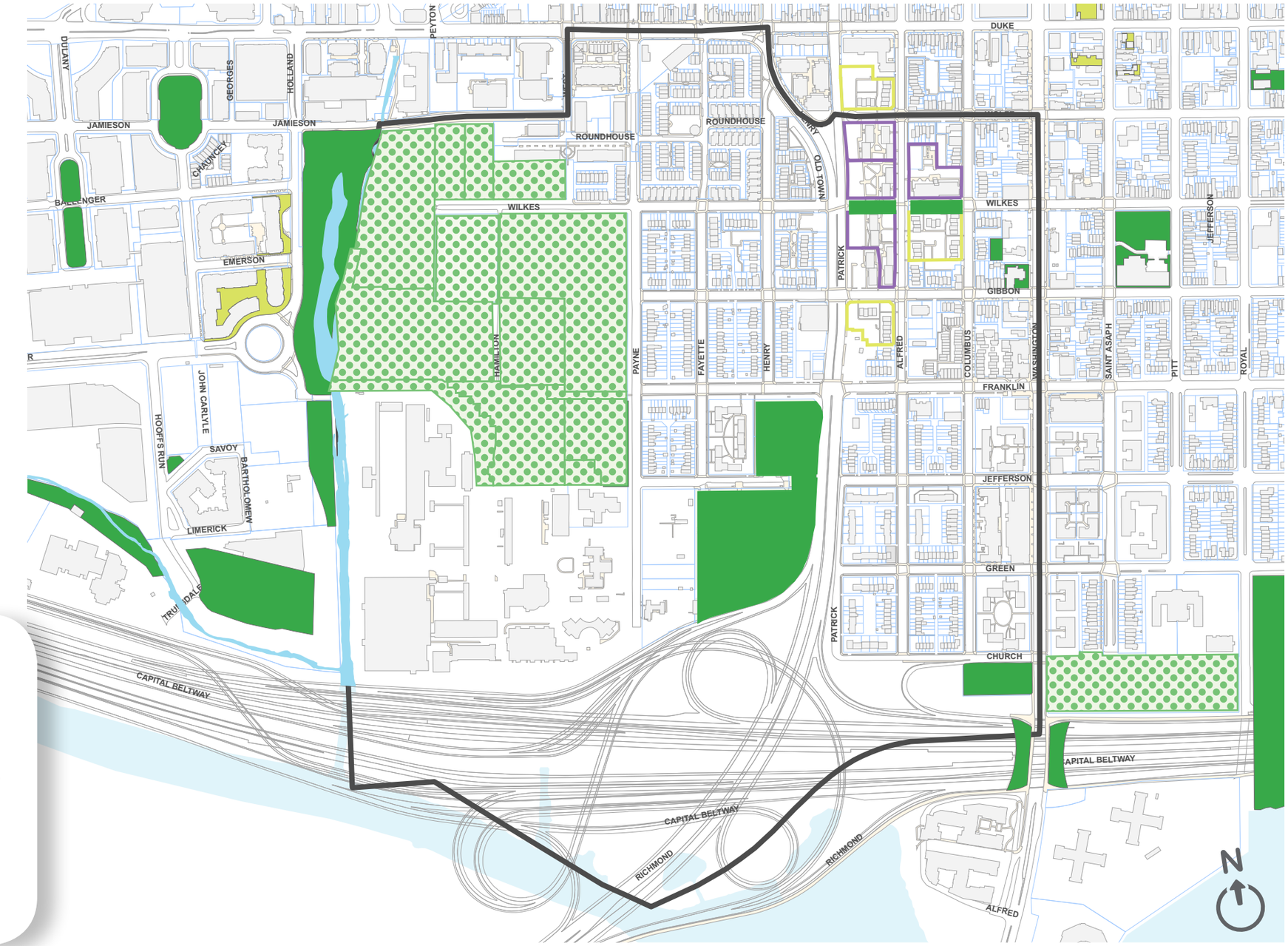
Total: 22.13 acres

Private with Public Access:

- Cemeteries: 40 acres
- St. Mary's Catholic Cemetery: 4.4 acres

Total: 44.4 acres

Total Public Open Space
66.53 acres



LEGEND

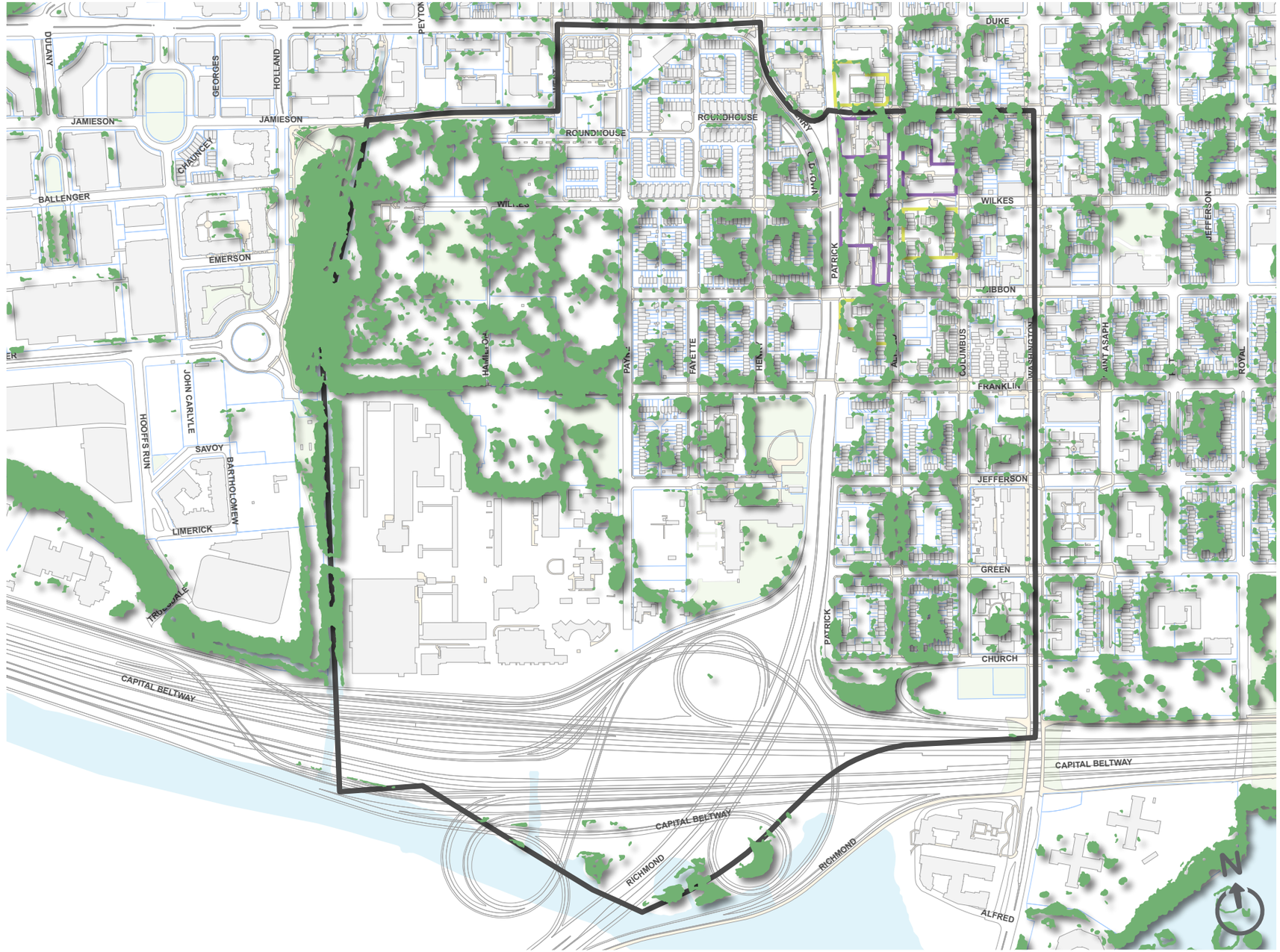
- Public Open Space
- Private Open Space
- Private Open Space with Public Access
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

EXISTING TREE CANOPY

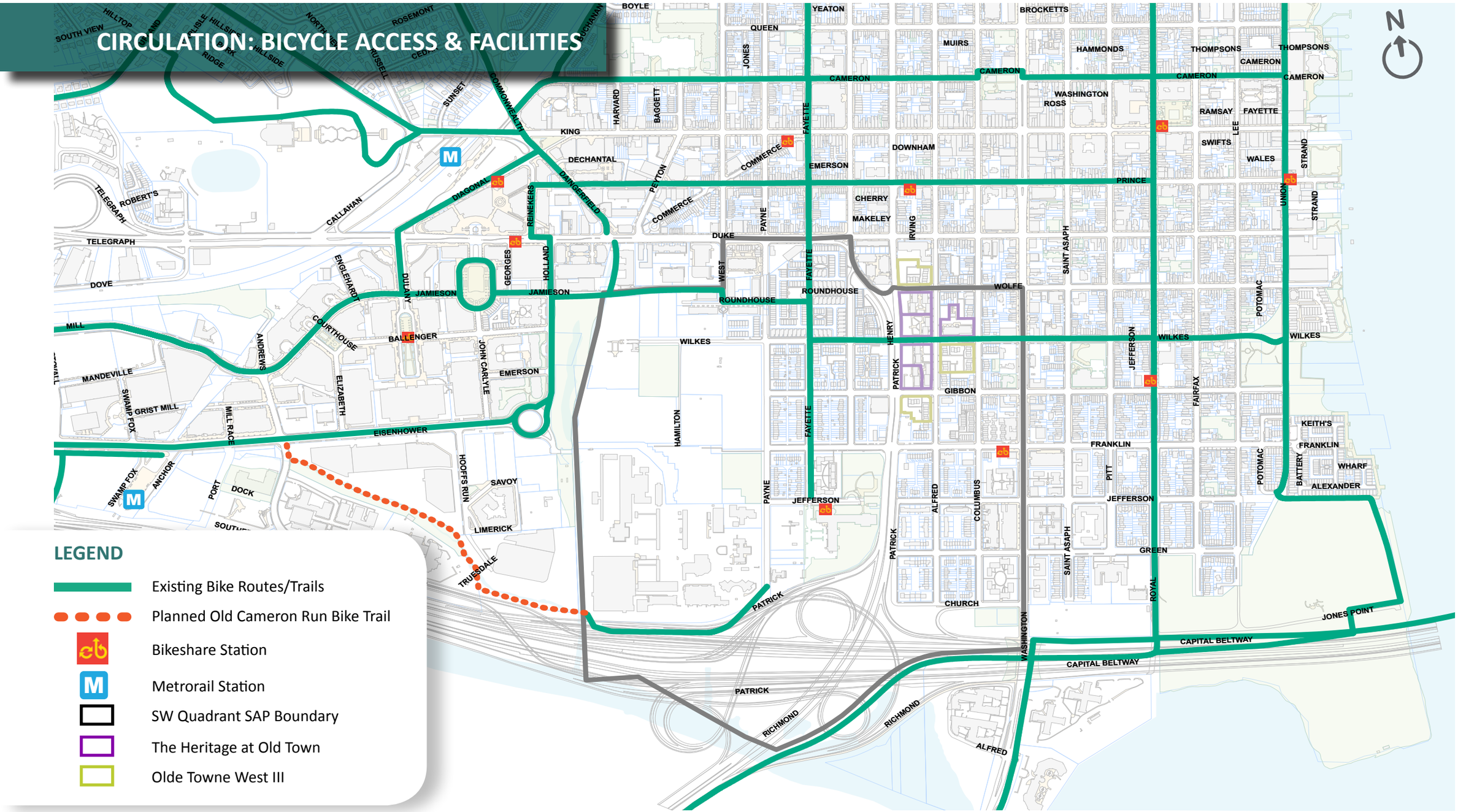
Mature trees and a lush tree canopy is a defining characteristic of the Route 1 South core area and Southwest Quadrant as a whole. The tree canopy coverage is about 19% of SW Quadrant Plan Area.

LEGEND

- Tree Canopy
- SW Quadrant SAP Boundary
- The Heritage
- Olde Towne West III



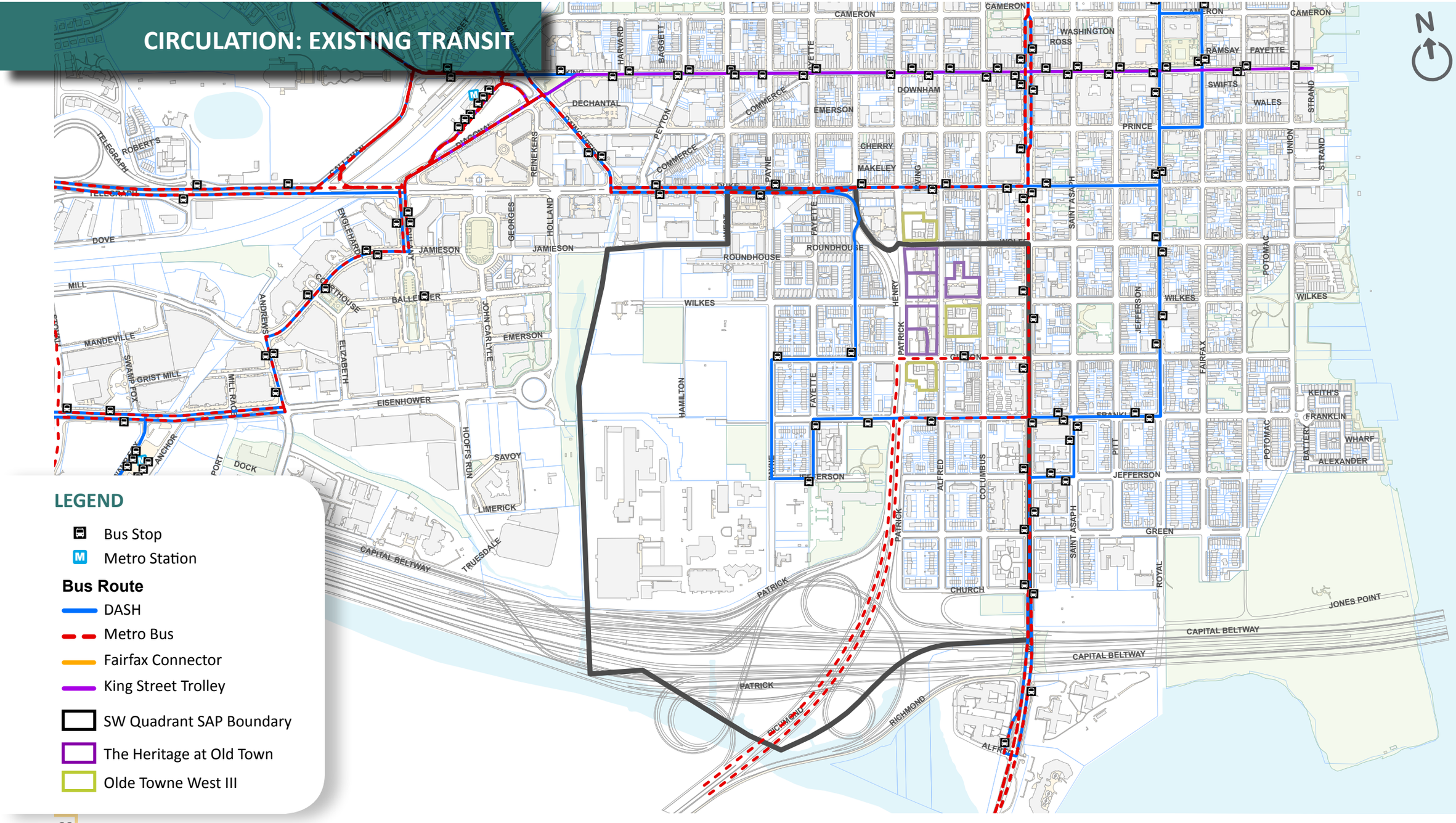
CIRCULATION: BICYCLE ACCESS & FACILITIES



LEGEND

- Existing Bike Routes/Trails
- Planned Old Cameron Run Bike Trail
- Bikeshare Station
- Metrorail Station
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

CIRCULATION: EXISTING TRANSIT



LEGEND

- Bus Stop
- Metro Station

Bus Route

- DASH
- Metro Bus
- Fairfax Connector
- King Street Trolley
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III

CIRCULATION: REGIONAL NETWORK

CIRCULATION

The Southwest Quadrant has many barriers to circulation, including private streets, bollards, arm barricades, the raised median along Duke Street between West and Henry Street, the soundwalls, and Alex Renew Enterprise's secure facility.

Future Old Cameron Run Trail (not open yet)

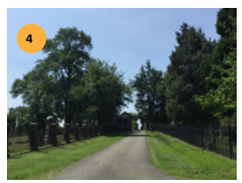
Private Development (Right out only)

Alex Renew Enterprise Secure Facility

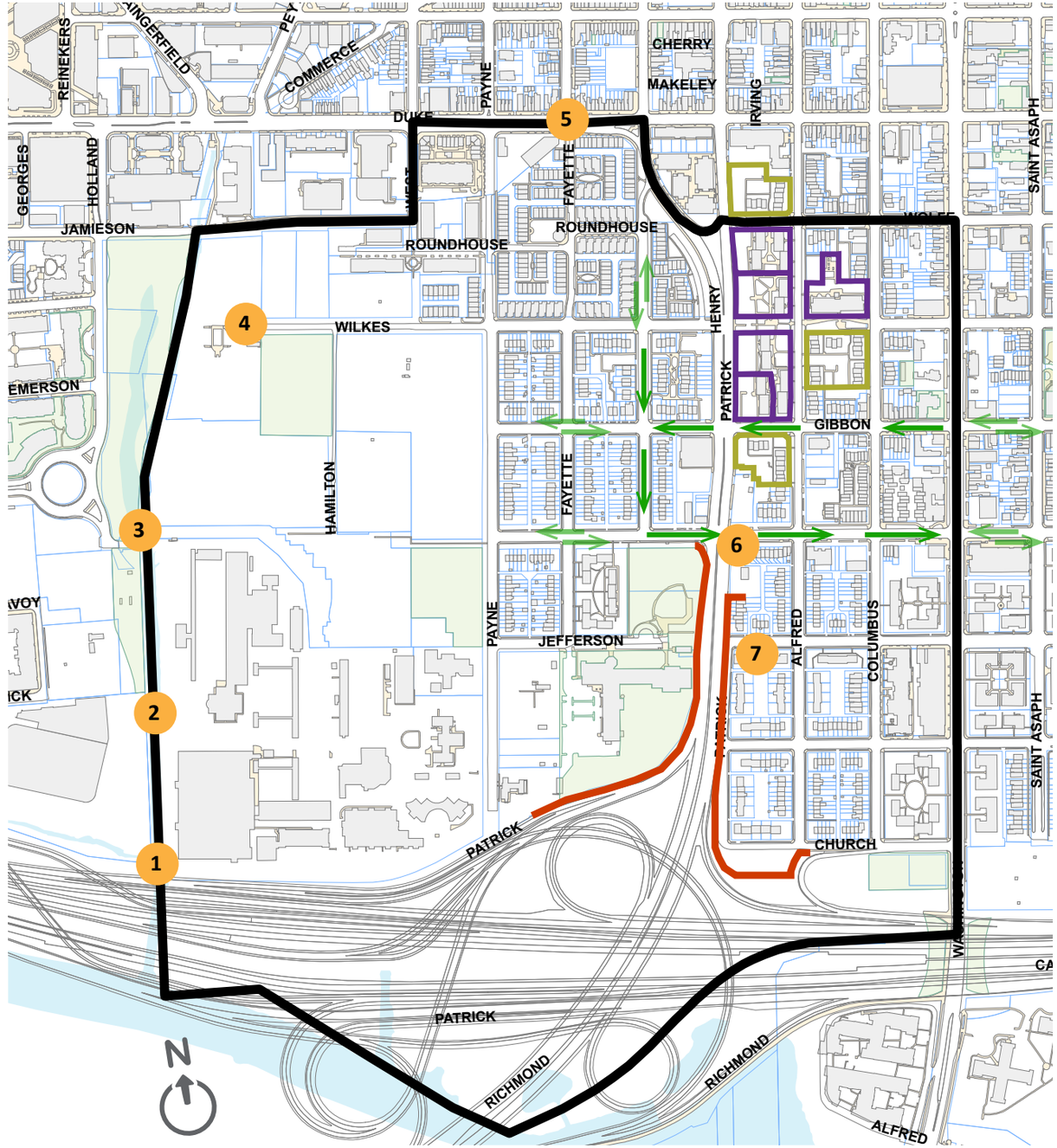
Rt 1 sound wall at Franklin Street

Alex Renew Enterprise Secure Facility

S Patrick St looking at Rt 1 sound wall



Wilkes Street at Cemetery termination



LEGEND

- One-way traffic street
- Soundwall
- SW Quadrant SAP Boundary

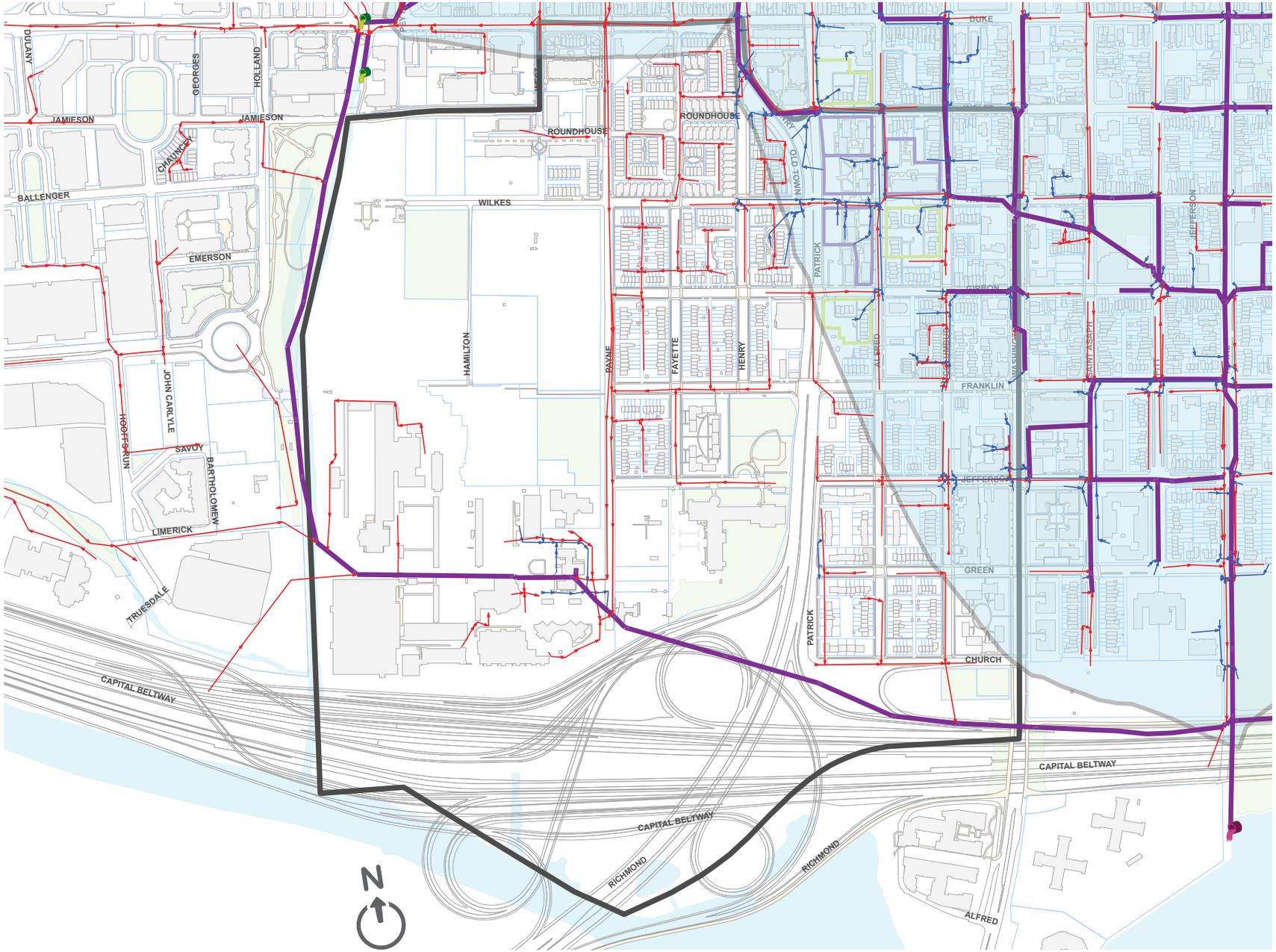
INFRASTRUCTURE: CSO & SEWER LINES

A portion of the SW Quadrant plan area lies within the City's combined sewershed with two combined sewer outfalls; Duke Street CSO-003 and Hoof's Run CSO-004.

The Memorandum to Industry No. 07-14 outlines the development requirements for the combined service area.

LEGEND

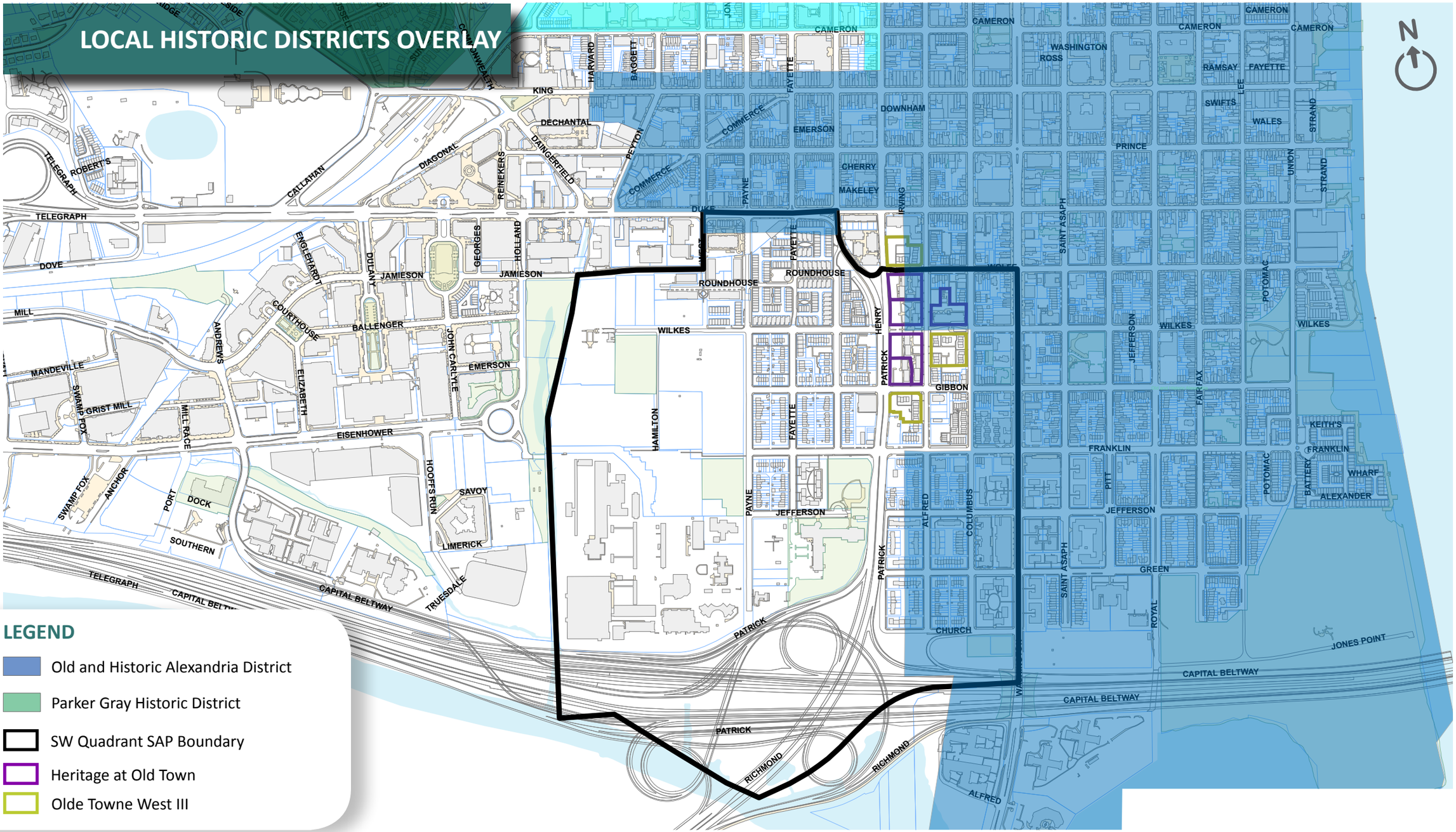
- Combined Sewershed Area
- Combined Sewer
- Sanitary Sewer
- Storm Sewer
- Combined Sewer Outfall
- SW Quadrant SAP Boundary
- The Heritage at Old Town
- Olde Towne West III



A.4 HISTORIC RESOURCES

Portions of the Strategy area lie within the Old and Historic Alexandria (OHAD) historic district, a locally regulated preservation district within the city. The OHAD boundary was established in 1946, amended in 1951 and 1965, and has remained unchanged since that time. The Board of Architectural Review (BAR) reviews all buildings located wholly or partially within the OHAD boundary. The OHAD is intended to retain and protect buildings with architectural significance. The existing apartments, commercial buildings and gas stations on the redevelopment sites would likely not meet this objective. While the Strategy does not recommend amending the OHAD boundary, the Strategy provides significant recommendations within Chapter 3 to ensure high quality design, materials and compatibility for new buildings within the neighborhood. Additionally, redevelopment of Blocks 1 and 2, which are located within the OHAD boundary, will require BAR review.

LOCAL HISTORIC DISTRICTS OVERLAY



LEGEND

- Old and Historic Alexandria District
- Parker Gray Historic District
- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

HISTORIC RESOURCES

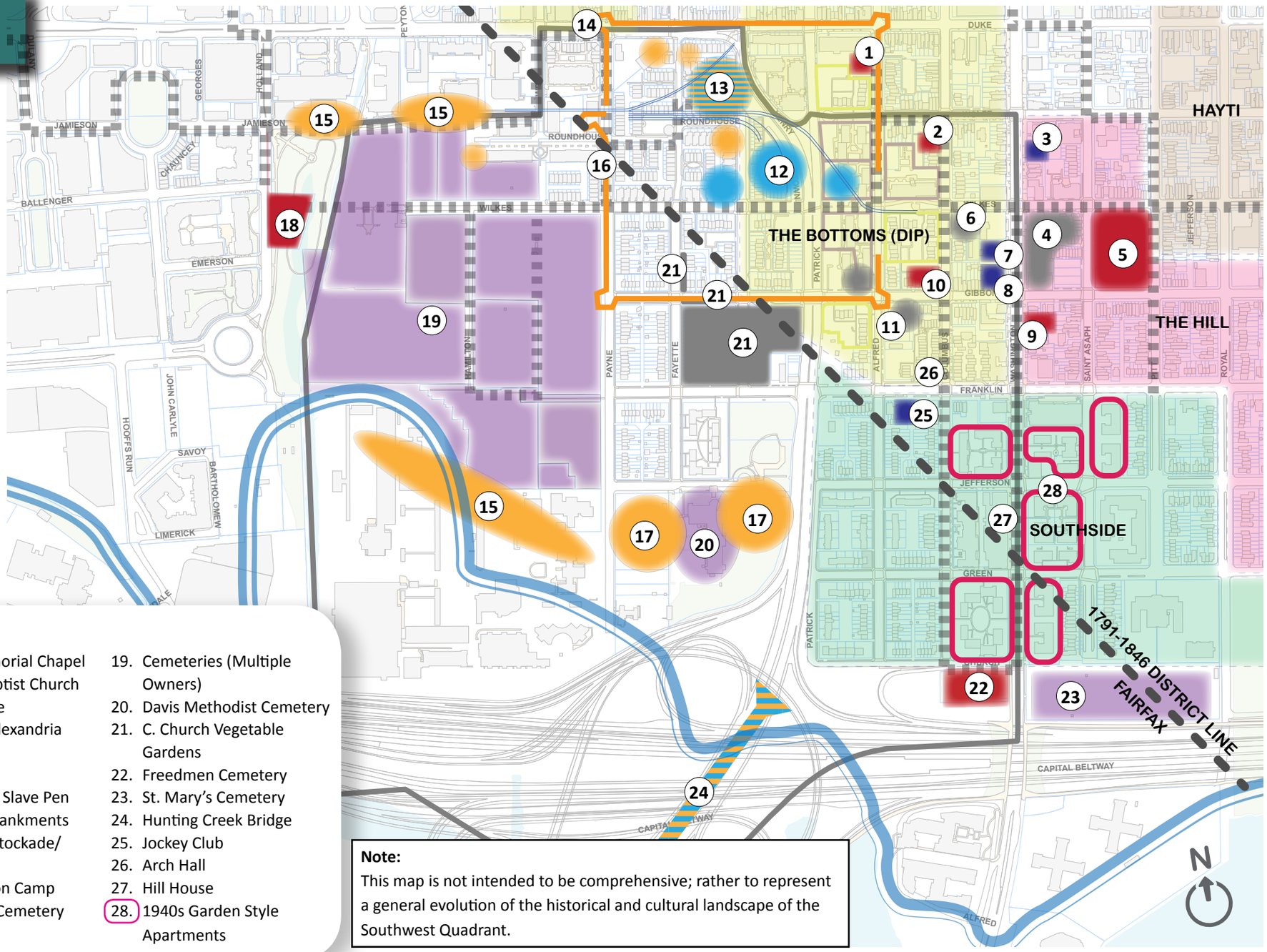
LEGEND

THEMES

- African American Life
- Institutional
- Transportation
- Industry
- Military
- Cemeteries

NEIGHBORHOODS

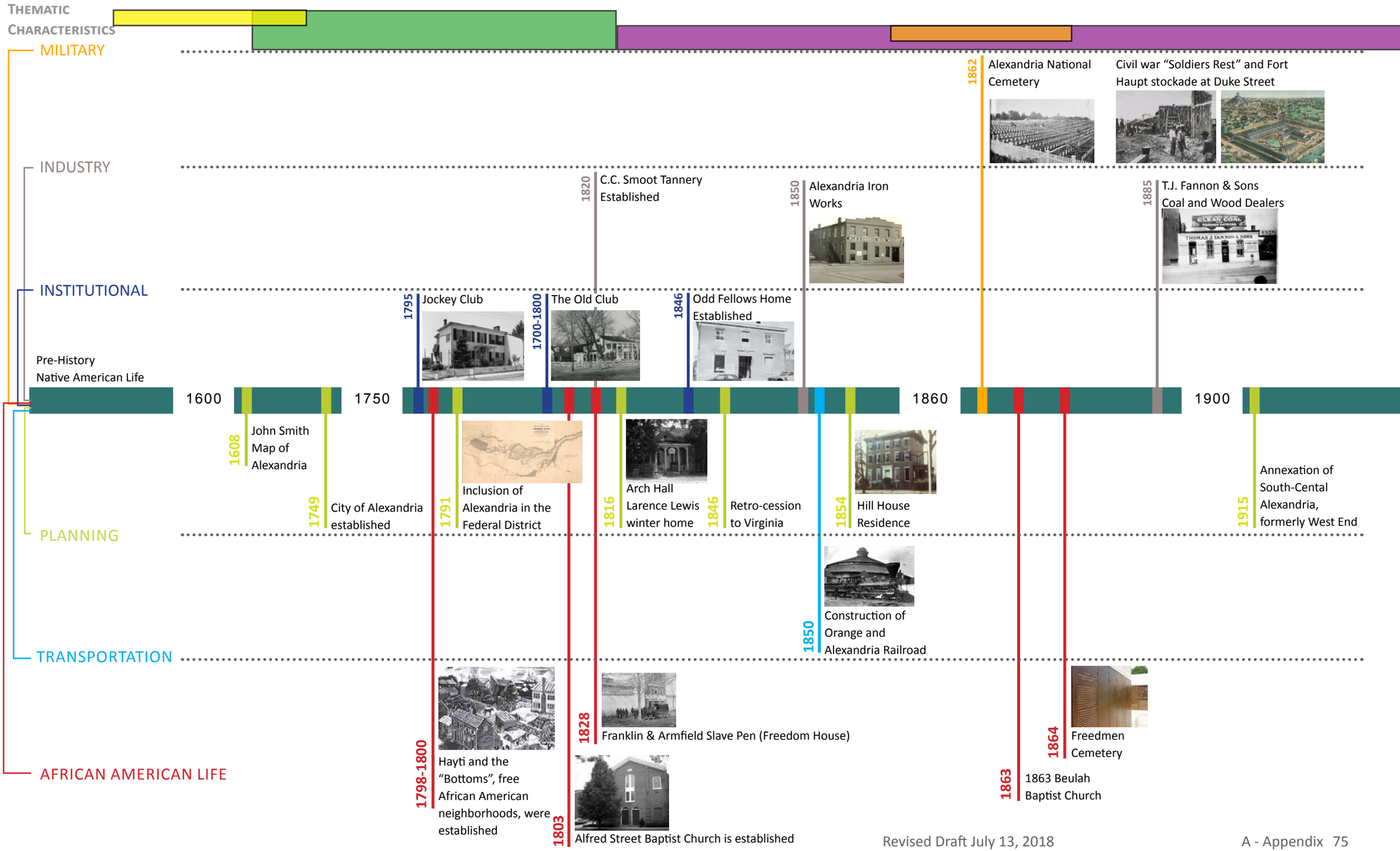
- Hayti
- The Hill
- The Bottoms (Dip)
- Southside
- 1927 Historic Shoreline
- Heritage Trails - See alexandriava.gov/heritagetrials for complete maps



SITE KEY

1. Alfred Street Baptist Church
2. Odd Fellows Home
3. Washington Public School/ Academy
4. C.C. Smoot and Sons Tannery
5. Lyles-Crouch Academy
6. Century Mftg Co. Shirt Factory
7. Queen Anne Style House
8. Historic Clubhouse "Old Club"
9. Robert's Memorial Chapel
10. Hepsabon Baptist Church
11. Bottling House
12. Orange and Alexandria Railroad
13. Roundhouse
14. 1315 Duke St. Slave Pen
15. Civil War Embankments
16. Fort Haupt - Stockade/ Soldier's Rest
17. Civil War Union Camp
18. Black Baptist Cemetery
19. Cemeteries (Multiple Owners)
20. Davis Methodist Cemetery
21. C. Church Vegetable Gardens
22. Freedmen Cemetery
23. St. Mary's Cemetery
24. Hunting Creek Bridge
25. Jockey Club
26. Arch Hall
27. Hill House
28. 1940s Garden Style Apartments

Note:
This map is not intended to be comprehensive; rather to represent a general evolution of the historical and cultural landscape of the Southwest Quadrant.


Thematic Characteristics
MILITARY
INDUSTRY
INSTITUTIONAL
PLANNING
TRANSPORTATION
AFRICAN AMERICAN LIFE
1862 Alexandria National Cemetery
Civil war "Soldiers Rest" and Fort Haupt stockade at Duke Street
1820 C.C. Smoot Tannery Established
1850 Alexandria Iron Works
1885 T.J. Fannon & Sons Coal and Wood Dealers
1795 Jockey Club
1700-1800 The Old Club
1846 Odd Fellows Home Established
Pre-History Native American Life
1600
1750
1860
1900
1608 John Smith Map of Alexandria
1749 City of Alexandria established
1791 Inclusion of Alexandria in the Federal District
1816 Arch Hall Larence Lewis winter home
1846 Retro-cession to Virginia
1854 Hill House Residence
1915 Annexation of South-Cental Alexandria, formerly West End
1850 Construction of Orange and Alexandria Railroad
1798-1800 Hayti and the "Bottoms", free African American neighborhoods, were established
1828 Franklin & Armfield Slave Pen (Freedom House)
1803 Alfred Street Baptist Church is established
1863 1863 Beulah Baptist Church
1864 Freedmen Cemetery

Thematic Characteristics

- Native American Life
- European Settlement
- African American Life
- Transportation
- Commerce/Industry
- Military
- Suburbanization

1930 Lyles-Crouch Academy Established

1950 Nannie J. Lee Center Constructed

1952 Creation of AlexRenew

1950 | 1970 | 2000

1931 Zoning Map

1940 S. Washington Street Garden Apartments

1946 Old and Historic Alexandria District

1962 Alexandria Land Use & Transportation Plan

1973 Dip Urban Renewal

1974 Consolidated Master Plan for Southwest Quadrant

1992 SW Quadrant Small Area Plan

1932 Completion of George Washington Memorial Parkway

1955-1961 Construction of the Capital Beltway & Woodrow Wilson Bridge

1983 Extension of Metro Yellow Line from National Airport to Huntington

1954 Jockey Club becomes Greene Funeral Home

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