

CITY OF ALEXANDRIA

# Housing 2040 Plan



05.22.26 | Draft



OFFICE OF  
**HOUSING**

## What is the purpose of a housing plan?

A housing plan establishes a comprehensive policy framework to address a community's housing needs over a designated period of time. This period can extend 10-20+ years due to the complexity of housing challenges and timeframe needed to effectively address them. While individual components can vary by name, such plans typically define goals, policy and programmatic recommendations, actionable implementation strategies, tools, and measurable targets.

By identifying housing needs, gaps and opportunities, a housing plan:

- Serves as the foundation for housing recommendations in small area plans and informs land use planning
- Guides the development of and investments in affordable housing programs, services, and projects
- Informs local legislative priorities for landlord-tenant rights, housing quality, regulatory tools, and other housing issues
- Evaluates existing and recommends new housing policies
- Proposes regulatory, financial, and other tools to incentivize the creation and preservation of affordable housing

Pursuant to **Section 9.01 of the City Charter**, the City Council has authority to adopt a master plan for the physical development of the city to promote health, safety, morals, comfort, prosperity and general welfare. **Code of Virginia Section 15.2-2223** requires that comprehensive plans be adopted which include the designation of areas and implementation of measures for the construction, rehabilitation, and maintenance of affordable housing, which is sufficient to meet the current and future needs of residents of all income levels in a locality while considering the current and future needs of the larger planning district within which the locality is located. The City of Alexandria adopted its first Housing Master Plan (HMP) in January 2014. The Housing 2040 Plan replaces the 2014 HMP updating and broadening its principles, goals and recommendations to address current and anticipated housing challenges and opportunities facing Alexandria's residents and workers over the next 15 years.

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# Housing 2040 Acknowledgments

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Alexandria Redevelopment and  
Housing Authority

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Community Lodgings, Inc.  
Grassroots Alexandria  
Housing Alexandria  
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Homelessness  
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Tenants and Workers United  
VOICE  
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# Introduction

When Alexandria’s Housing Master Plan (HMP) was adopted in January 2014, after a multi-year public engagement process, it created a roadmap to guide City housing policies, programs, developments, and investments through 2025. As the region’s first comprehensive housing plan, the HMP took several bold steps by:

- connecting economic competitiveness and growth to the importance of providing an adequate and diversified housing supply for workers (an approach that later served as a blueprint for Alexandria’s successful joint approach with Arlington in 2018 to attract Amazon HQ2 to National Landing);
- embracing the mantra of “Housing for All” to reflect its intention to enhance housing affordability, access, and equity for households of all ages, backgrounds, life stages, and abilities across Alexandria’s neighborhoods; and
- prioritizing partnerships and investments to produce and preserve committed affordable housing for those with the fewest options, those experiencing housing instability or barriers, and those historically marginalized as a result of past discriminatory zoning, land use, and lending practices within Alexandria’s housing market.

Our community can feel proud of the progress we have made together—advancing the HMP’s policy and affordability goals,

conducting meaningful community engagement with assistance from local partners and Virginia Housing, and working towards housing production targets established for the city in the 2019 Regional Housing Initiative. (Learn more about these collective accomplishments through the **2014-2025 Housing Master Plan Accomplishments**.)



## MEETING TARGETS IS A MILESTONE, NOT A FINISH LINE

The HMP had a goal of producing new and preserving existing affordability in **2,000 units by 2025**. Counting units currently under construction, **the City has exceeded this goal**. Our work though is not done. As part of its first phase of implementation, Housing 2040 will establish new affordability and preservation targets for the next 15 years. The targets will be informed by current and projected housing needs and opportunities yielded by new tools, partnerships, and development models, as well as the spirit of innovation that is a hallmark of Alexandria’s affordable housing development strategy. Aligning housing growth with transportation, public services, open space, and infrastructure is an essential step in this process. Proactive planning and investment will be necessary to ensure new housing strengthens our neighborhoods while responding to city priorities, demographic changes and workforce needs.

# Introduction

Looking forward, however, housing challenges persist and, in some instances, have been magnified by broader demographic, economic, and industry trends, as well as shifting federal policies. The affordability of rental options, the attainability of homeownership, and the condition of aging buildings continue to jeopardize the city's economic resilience and residents' quality of life and necessitated an update to the HMP. (Learn more in **Housing by the Numbers** and **Goals**.)

Drawing on lessons learned implementing the HMP and navigating the COVID-19 pandemic, empowered by State legislative actions, and informed by the ALL Alexandria Resolution and City plans for Health, Aging, and Green Building, the Housing 2040 Plan (Housing 2040 or the Plan) positions Alexandria to address ongoing challenges and advance new topics. Housing 2040 embraces these topics as opportunities to:

- enhance tenant protections and foster pathways to housing stability, wealth building, and economic mobility (reflecting that 58% of households are renters and nearly half are housing cost burdened);
- explore new financial tools and pursue broader legislative authority to expand the City's toolkit to create and preserve affordable housing, particularly deeply affordable housing at or below 40% of the area median income;
- support housing supply and diversity (responding to escalating housing costs and the out-migration of younger Alexandrians);

- address rental housing conditions and strengthen aging condominium communities (recognizing that 34,000+ multifamily units in the city are over 40 years old);
- study senior housing + care models (acknowledging that Alexandria's fastest growing population segment is residents aged 65+); and
- weave energy efficiency and climate resilience into housing policies (recognizing the link between sustainability and affordability).

Housing 2040 translates these opportunities into actionable strategies to guide legislative advocacy, public stewardship of investments, program and policy development, and partnerships through the next fifteen year period. (Learn about how actions are being prioritized in the **Implementation Matrix**.)

Behind Housing 2040's goals are neighbors who contribute to our economy each day, elders who want to age in the community, and young people who aspire to become homeowners because they loved growing up in Alexandria and want the same for their families. **Housing 2040 is a plan for all of us.**

# Plan Structure

## United by Vision

The Housing 2040 vision describes what Alexandria's housing landscape should be by 2040.

## Rooted in Values

The Housing 2040 principles convey the City's housing values.

Curious about a specific term used in the Plan? Check out the **Definitions** section!

## Shaped by Goals

Guided by the principles, the Housing 2040 goals lay out what the City wants to achieve.

## Driven by Strategy

Each goal includes recommendations and strategies for implementation. Some recommendations fall under multiple goals reflecting how interconnected the goals are. To learn about how the City developed the recommendations, please see the **Plan Process** section.

## Put into Action

The **Implementation Matrix** identifies who is responsible for each action, when the action is anticipated to be undertaken or if it is ongoing, and what potential implications it may have for the City in terms of fiscal impact, legislative authority, policy development or regulatory tools.

## Tracked for Progress

Targets and indicators to monitor and evaluate Housing 2040 progress will be selected following the adoption of the Plan and will be posted on a dynamic and accessible online platform.

# 01



## Setting the Stage

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Housing Master Plan Accomplishments

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Legislative and Regulatory Context

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Planning and Policy Context

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Housing by the Numbers

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Alexandrians by the Numbers

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# Housing Master Plan Accomplishments

The 2014-2025 Housing Master Plan Accomplishments highlight the major actions, tools, and partnerships that proved essential to advancing the City’s commitment to Housing for All and to reaching its goal of new affordability in 2,000 units.

- Affordable Housing Projects
- City Actions
- Planning and Zoning
- Partner Actions

## 2014

Housing Master Plan adopted with goal of new affordability in 2,000 units

Comprehensive updates to Housing website, publications, and resources *spans 2014–2016*

City donates land to AHC for Jackson Crossing project

## 2015

Arbelo Apartments Rehab completed; Longview Terrace Rehab completed; Southern Towers Affordable Housing Program established

Increase in assisted living developments begins to create new discounted and affordable senior housing + care set-aside units

Updates to parking standards approved right-sizing parking regulations for multi-unit residential, including affordable housing

Resolution 2876 reaffirms joint commitment between City and ARHA to replace 1,150 units of public housing and provide protections to any displaced tenants

ARHA Redevelopment Work Group re-engaged for redevelopment of Andrew Adkins and Ramsey Homes

Faith communities respond to need for affordable housing providing land for St. James Plaza, The Spire, and The Waypoint at Fairlington *spans 2015–2018*

## 2016

Jackson Crossing opens; Lynhaven Apartments Rehab completed

Condominium market revives and begins to create new affordable set-aside for-sale units

## 2017

CLI Notabene Drive Rehab completed

North Potomac Yard Plan Update adopted

Section 7-700 bonus density amendment increases maximum bonus to 30% in exchange for affordable housing

1% increase in meals tax approved as dedicated affordable housing funding

Housing development funds moved into Capital Improvement Program (CIP) creating funding flexibility and recognizing affordable housing as infrastructure

Pilot rental subsidy program launched to create deeper affordability and improve competitiveness of affordable housing tax credit projects

## HOUSING MASTER PLAN ACCOMPLISHMENTS

Home Rehabilitation Loan Program limits increased and scope expanded to include livability and accessibility issues. First energy efficiency loan issued in FY19.

Eisenhower East Small Area Plan adopted

Land banking strategy used first in The Ellsworth acquisition, then at Parkstone

Updates to Affordable Housing Contribution Policy and Procedures approved 2020/2021 address commercial to residential building conversions and senior living communities, and establish affordable housing contribution requirements with certain rezoning applications

Accessory Dwelling Unit (ADU) Text Amendment approved

State Rental Assistance Program (SRAP) for persons with intellectual and developmental disabilities launched

### 2018

St. James Plaza opens

South Patrick Street Housing Affordability Strategy adopted with focus on affordable housing preservation strategies

National Landing selected as Amazon HQ2 — City commits to affordable housing with \$1M annual allocation to mitigate Amazon impact

Inclusionary Zoning Study 2019–2020 conducted to evaluate feasibility of an inclusionary zoning policy

Residential Multi-unit Zone (RMF) adopted to incentivize preservation and production of deeply affordable rental housing

City hosts Housing Summit: reports on and evaluates HMP progress and explicitly commits City to equity in housing policies, plans, projects, and investments

Quarterly governance trainings, led by MercerTrigiani since 2013 to help owners and condo boards successfully manage their communities, shift to virtual, doubling attendance

### 2020

Parkstone acquisition; The Bloom at Braddock opens

COVID-19 Pandemic 2020–2021: City and State funds emergency rental assistance that keeps 6,000 Alexandria renters housed

Housing for persons with special needs expanded and preserved: Friends of Guest House, Bellefonte Apartments, Aspen Street Veterans' Home

### 2019

The Ellsworth Apartments acquired; The Nexus at West Alex opens; Lacy Court Apartments Rehab completed

COG Regional Housing Initiative establishes regional housing production and affordability goals; in Alexandria, 2,250 new affordable units by 2030

### 2021

Landmark Towers Rehab Loan Issued; The Lineage opens (Ramsey Homes redevelopment); The Spire opens

### 2022

The Waypoint at Fairlington opens; Parc Square acquired; Square at 511 acquired

## HOUSING MASTER PLAN ACCOMPLISHMENTS

Arlandria Chiriligua Small Area Plan adopted with focus on anti-displacement strategies

Co-Living Text Amendment approved

Affordable Housing Pipeline created as affordable housing projects await funding

City donates land to Housing Alexandria for Sansé (mixed-use rental) and Cardinal Path (mixed-tenure and ability) projects

Enhanced focus on tenant protections, housing stability, and healthy housing post-pandemic *spans 2022–2026*

Amazon Housing Equity Fund investments enable acquisition/preservation of affordability at The Square at 511 (Parc Vue) and Parc Square. Housing Equity Fund

also contributes to Sansé and Victory Center (5001 Eisenhower Avenue)

### 2023

Zoning for Housing adopted enabling a range of housing typologies to expand attainability, accessibility, and affordability over time across Alexandria

### 2024

First Healthy Homes Action Plan adopted

Alexandria West Small Area Plan adopted with focus on anti-displacement strategies

Housing 2040 Plan process kicks off

Proactive landlord outreach and collaboration among Code, Health, and Housing to address housing quality issues | *spans 2024–2026*

### 2025-26

Good Shepherd acquired first unit in Alexandria; The Heritage Phase 1 under construction; Cardinal Path Townhomes open; Pendleton Rooming House Rehab completed; Arlandria Chiriligua Housing Cooperative Rehab completed; Sansé Phase 1 opens; Witter Place opens; Samuel Madden Redevelopment under construction; Elbert Avenue Redevelopment approved; Ladrey Rehab approved

State Permanent Supportive Housing Program for persons with serious mental illness experiencing homelessness established in Alexandria (Housing-DCHS partnership)

100th ADU approved since 2021

City grants 25-year tax exemption for conversion of Victory Center to residential use, including affordable housing (Amazon Housing Equity Fund later makes project 100% affordable)

Arlandria-Chiriligua Anti-Displacement Policy implemented

City issues guarantees for Virginia Resources Authority to enable ARHA's acquisition of The Alate with bonds

Housing Master Plan affordability goal reached with units under construction

City issues backstop for Housing Alexandria letter of credit for Sansé project

ARHA reestablishes its conduit bond funding function and helps finance The Heritage, Sansé and Ladrey

# Legislative and Regulatory Context

The City of Alexandria's land use regulations and housing programs, policies, and investments operate within the legal framework of Virginia being a Dillon Rule state. This means that a local government's authority is limited to those specifically conferred, those necessarily or fairly implied from a specific grant of authority, or those essential and indispensable to the purpose of government. Specifically, the City's authority derives from the City Charter and the Code of Virginia, and to set local rules and policies regulating land use and housing, the City must have or seek from the Virginia legislature greater authority.

The Code of Virginia Section 15.2-2223 requires that jurisdictions prepare and adopt comprehensive plans which include the designation of areas and implementation of measures for the construction, rehabilitation, and maintenance of affordable housing, which is sufficient to meet the current and future needs of residents of all income levels in a locality while considering the current and future needs of the larger planning district within which the locality is located.

Under its existing authority, the City has instituted tools to maximize the production and preservation of housing, including:

1. **Zoning Ordinance Section 7-700** grants, through the special use permit process, bonus density or height in exchange for affordable housing. This provision has been amended several times to broaden its impact. Recent amendments have codified the level of affordability required; expanded flexibility by allowing the provision of affordable units off-site or a monetary contribution, of equivalent value; and increased the amount of bonus density permitted from 20% to 30%. Rental affordable units created through Section 7-700 are affordable at 60% of the area median income (AMI); for sale units are priced to be generally affordable between 70% and 100% AMI.
2. **The Residential Multi-unit (RMF) Zone**, an overlay zone, was adopted in 2019 as a recommendation of the South Patrick Street Housing Affordability Strategy to encourage the preservation and production of deeper levels of affordability (averaging 40% AMI).
3. A **Housing Contribution Policy Update** was approved in January 2021 to establish new affordability requirements for applications seeking density in excess of density authorized by the underlying small area plan. The Policy shifted the City's practice of negotiating affordable housing contributions in these types of development cases to instead set contribution requirements to enhance consistency, an outcome mutually

# Legislative and Regulatory Context

desired by the City and developers. The update also allowed an “off ramp” to provide potential flexibility, if requested, premised on a third-party economic analysis of unanticipated intervening market conditions impacting project feasibility. In response to a growing number of senior housing projects, the Policy also set forth for the first time affordable requirements for such developments, with a focus on assisted living communities providing housing + care.

As part of Housing 2040, the City is updating a 2020 feasibility study to determine whether mandatory inclusionary zoning would yield greater and/or more consistent affordable housing contributions. Future enactment would take into consideration whether additional legislative authority is needed.

The City’s affordable housing contribution policy on development that is by right or is not subject to the above tools is voluntary. These voluntary contributions are typically offered in the form of monetary contributions to the City’s Housing Trust Fund (HTF); contribution rates are based on established formulas developed and operationalized through a series of housing contribution workgroups comprised of developers, land use counsel, as well as housing stakeholders, beginning in the 1990s. Contributions to the HTF are

used to leverage a range of state, federal, and other funding to support mission-driven affordable housing development. Beginning in 2021, City Council approved the City pursuing legislative authority to make these contributions mandatory.

Additionally, Alexandria’s authority to enact local rules related to tenant protections is limited under the Code of Virginia. In recent Virginia legislative sessions, the City has joined with other jurisdictions in supporting legislation that would limit rent increases, eliminate excess fees, provide greater flexibility to renters in paying rent, and a host of measures to mitigate, prevent and divert eviction. The City is also pursuing authority to address habitability issues, when necessary, through civil remedies and penalties, as well as protections for residents at risk of displacement.



## WHERE WE ARE HEADED

The City has pursued tools available within the Charter and Virginia Code to promote affordable housing. Housing 2040 now sets a course for the City to more proactively consider and pursue expanded legislative authority to increase and make more consistent the contributions yielded from development to meet its housing aspirations while also itself assuming a greater potential role as a partner and investor to leverage more from private development.

# Planning and Policy Context

City plans were consulted to ensure that Housing 2040 is consistent with and reflective of other City policies. These include:

- The 2019 Environmental Action Plan 2040
- The 2023-2028 Strategic Plan to Prevent and End Homelessness
- The 2024-2025 Community Health Assessment
- The 2025 Healthy Homes Action Plan
- The 2025 Economic Summit Report
- The 2026 Update to the Age Friendly Plan
- The 2026 Green Building Plan

## HOUSING AS A STRATEGIC PRIORITY

Housing 2040 aligns with the Fiscal Year 2026-2028 Strategic Plan which underscores the importance of affordable housing to the city. The Strategic Plan leads with the goal to “advance housing opportunity by supporting quality options at a range of price points” and sets objectives to preserve affordability and expand engagement with property managers to address housing quality.

Several recently completed small area plans (SAPs), with significant housing components, also played an important role in informing the Housing 2040 process and the Plan’s understanding of housing need.

- The 2018 South Patrick Street Housing Affordability Strategy responded to the need for tools to preserve federal rental subsidy contracts that secured deep affordability in two communities. The tool created—the RMF Zone (discussed in the prior section)—enables sufficient additional density in exchange for the preservation of deeply affordable housing to allow all units, as well as net new affordable units, to return to the communities.
- The 2022 Arlandria Chirilagua Small Area Plan was developed to address the impact of market pressures on the Arlandria Chirilagua neighborhood anticipated by the opening of the Amazon HQ2 headquarters in neighboring Crystal City. With recommendations focused on preserving, improving, and expanding housing affordability, as well as strategies to help residents remain in the neighborhood, the SAP prioritized housing as a primary goal in the planning process.
- The 2024 Alexandria West Small Area Plan, which replaced the Beauregard SAP, established land use policies that encourage infill development to counterbalance market pressures on existing market-affordable housing and to reduce the risk of displacement.

# Housing by the Numbers

**~84,200**

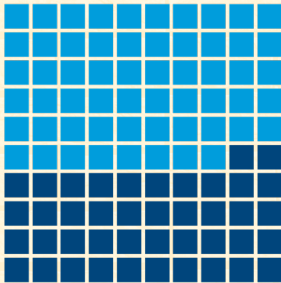
Housing units in Alexandria in 2025

Alexandria's housing stock is evenly split between rental and homeownership units



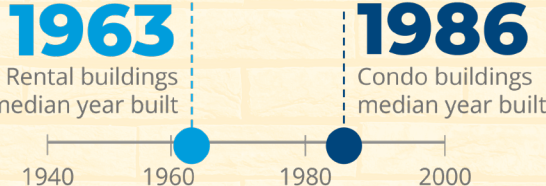
Alexandria is majority renter

**58%** renter occupied

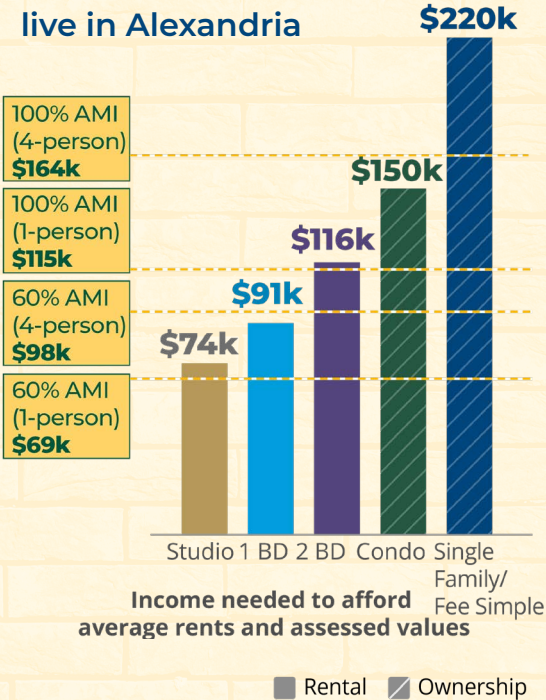


owner occupied **42%**

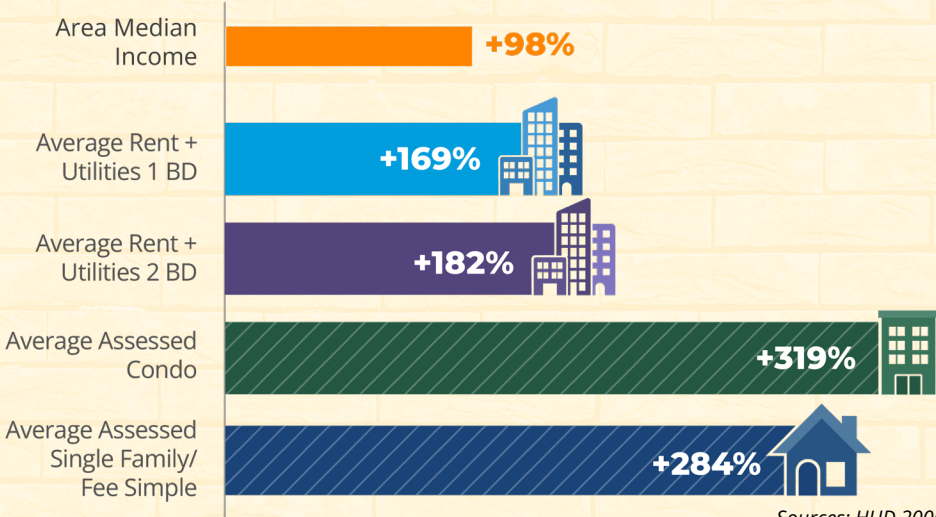
Alexandria's multi-unit, market-rate housing is aging



What it costs to live in Alexandria



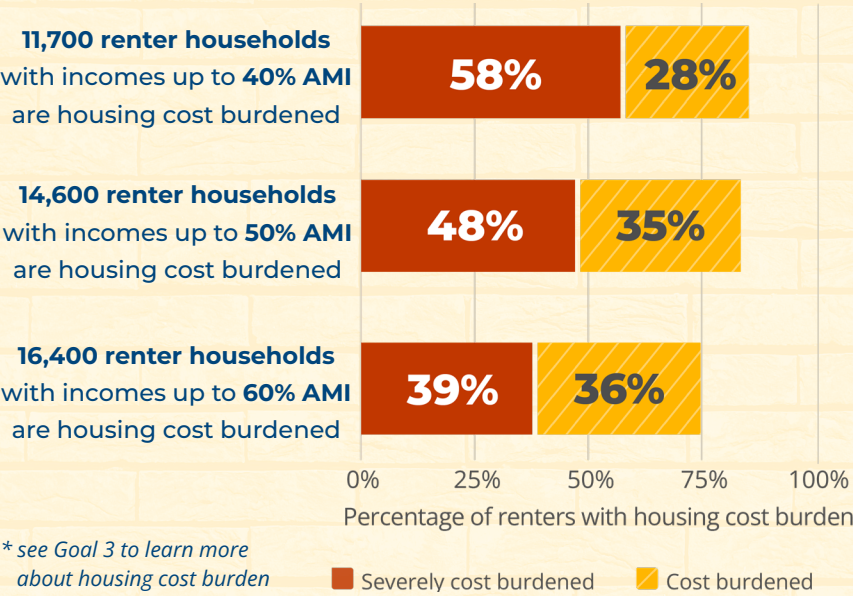
Housing costs have far outpaced income growth  
2000-2025 Trends in Income and Housing Growth



Sources: HUD 2000 & 2025; ACS 5-Year Estimates 2019-2023; City of Alexandria, 2000, 2010, and 2025

# Housing by the Numbers

## Housing cost burden hits hardest at lower incomes



## The cost of housing limits housing choice voucher availability

Due to the high cost of housing in Alexandria, some housing choice vouchers (HCV) remained unfunded and could not be issued in 2025.

**2,373**

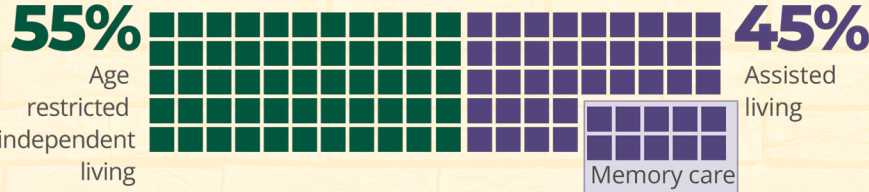
HCVs allocated by the federal government

**1,794**

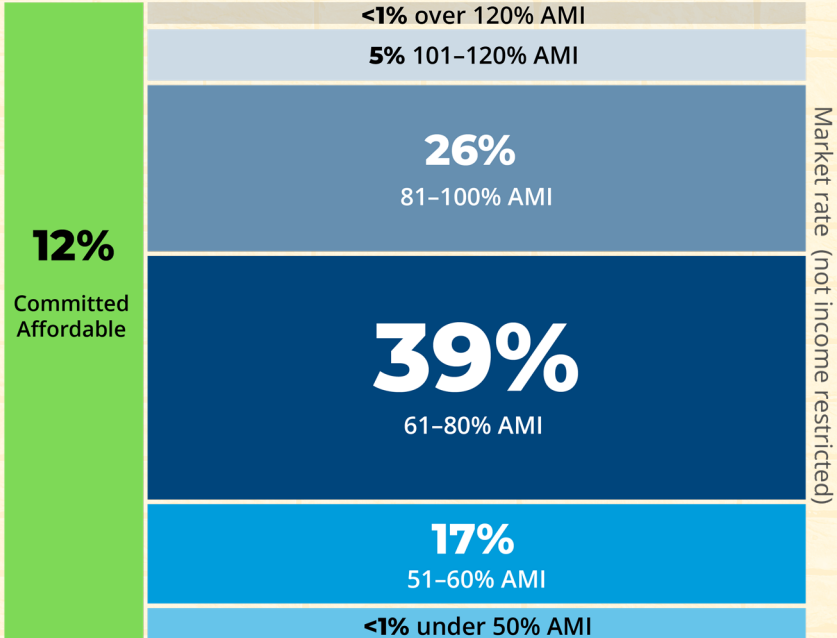
Average number of HCVs leased

## A variety of communities offer housing + care

In Alexandria, approximately 2,100 units are designed to meet the needs of older adults and persons requiring housing with integrated services (excluding rehabilitation and nursing care).



## The largest share of Alexandria's rental housing is affordable between 61 and 80% AMI



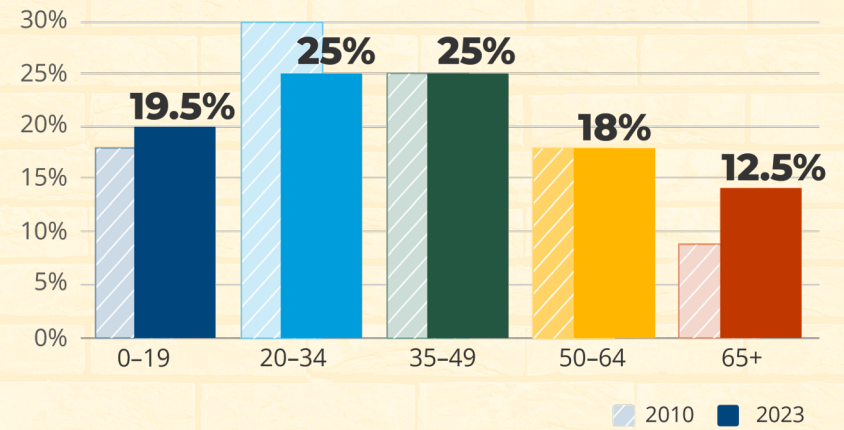
Sources: HUD 2000 & 2025; ACS 5-Year Estimates 2019-2023; City of Alexandria, 2025 Senior Housing Data; Alexandria Redevelopment and Housing Authority, 2025

# Alexandrians by the Numbers

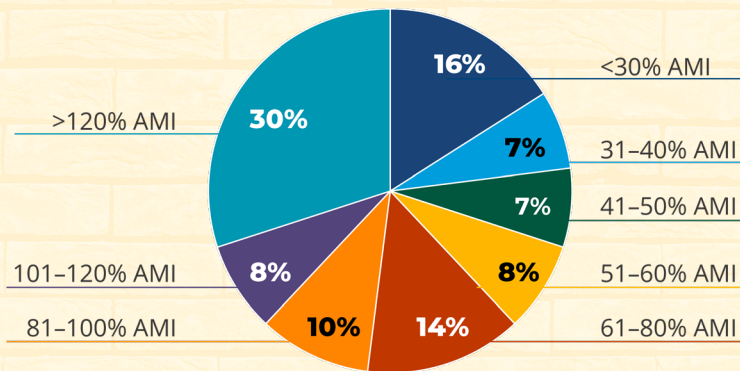
## Demographic Profile

	2010	2023
Population	<b>133,647</b>	<b>156,788</b>
Households	<b>63,738</b>	<b>75,349</b>
Families	<b>29,010</b>	<b>34,192</b>
Average household size	<b>2.08</b>	<b>2.06</b>
Average family size	<b>2.96</b>	<b>2.95</b>
Median age	<b>35.7</b>	<b>37.5</b>

## Share of Population by Age Group



## Distribution of Households by Income, 2023



Median household income:

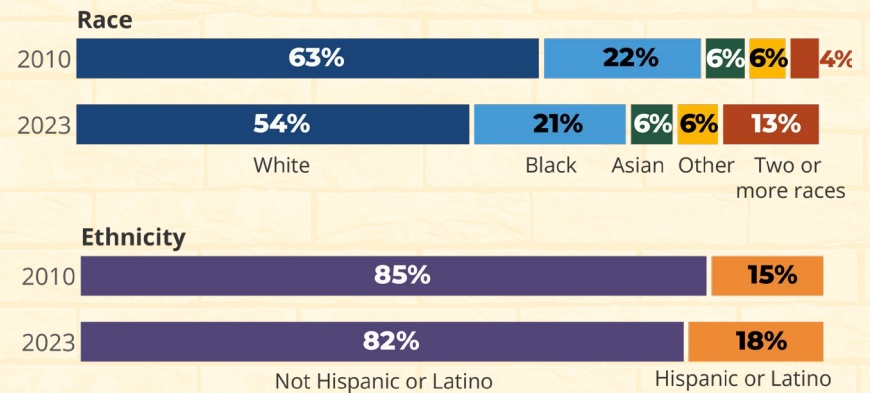
**\$113,638**

Average household income:

**\$159,455**

The distribution of incomes in 2023 was largely the same as it was in 2010 with modest increases in the lowest and highest income bands offset by decreases in the 41-50% and 101-120% AMI categories.

## Racial & Ethnic Diversity



Sources: ACS 2010 and 2023 5-Year Estimates

# 02



## Vision & Principles

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# Housing 2040 Vision

**Alexandria's strength lies in the diversity of its people and housing.**

**In 2040 residents and workers of all incomes, ages, abilities, and backgrounds have a place in Alexandria—** in healthy, safe, and resilient housing that they can afford and that meets their needs now and in the years ahead.

By enhancing quality housing options across Alexandria's neighborhoods, Housing 2040 fosters individual wellbeing, strong and inclusive communities, and a thriving economy.

Murals by Yulia Avgustinovich celebrate Alexandria's nature, history, and cultural landmarks on Community Housing Partner's Witter Place.

# Housing 2040 Principles

Five principles guide Housing 2040's goals and recommendations. The development of the principles was a foundational step in the Housing 2040 process. Staff first reviewed the current HMP principles to evaluate their relevance and alignment with housing needs and trends based on the City's experience implementing the HMP, the 2024 quantitative housing needs analysis, the Housing 2040 survey, and input from community pop ups and listening sessions. Drafts were then shared for public review in September 2025 and February 2026, each building on feedback received starting with the release of the first draft in March 2025.

The principles that emerged revolve around the critical role housing plays in advancing our diversity and supporting health; the partnerships and tools necessary to implement the Plan; and the interconnectivity between housing and how we use our land, plan for our infrastructure, protect our environment, and strengthen our economy. Additionally, the principles reflect the need to balance both current and future housing needs as Alexandria grows while remaining flexible to adapt and pivot if housing priorities change through the course of the Plan.



## How did we arrive at the Housing 2040 principles?



# Alexandria's housing actions will..

**1**

Advance the city's social, economic, cultural, racial, and generational diversity across all neighborhoods through housing stability and anti-displacement initiatives and increased access to housing options and types at a variety of price points.

**4**

Advance City goals related to land use, economic development, transportation, sustainability, climate action and public health.

**2**

Promote resident wellbeing through the development and maintenance of healthy and safe housing.

**5**

Prepare for the City's current and future housing needs and changing demographics.

**3**

Leverage City housing resources, including non-financial tools, through creative public-private partnerships, collaboration with anchor institutions, innovative funding approaches, and inclusive stakeholder engagement.

# 03



## Goals

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Housing 2040 Goals

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Recommendations and Implementation Strategies

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# Housing 2040 Goals



**1. EXPAND** housing supply to meet the city's current and future housing needs.

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**2. PRESERVE** the affordability, livability, and long-term financial viability of existing committed and naturally occurring affordable housing to minimize displacement of residents from their neighborhoods.

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**3. STRENGTHEN** tenant protections and **ENHANCE** resources to support tenants and landlords.

---



**4. CREATE** rental housing that prioritizes affordability up to 60% of the area median income to expand opportunities for renters and workers with the fewest housing options.

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**5. EXPAND** affordable homeownership opportunities to enable more residents and workers to become first-time homebuyers and **ENHANCE** resources to support existing homeowners.

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**6. STRENGTHEN** existing common interest/condominium communities to improve governance and build capacity to address deferred maintenance, capital needs, and other challenges common to such communities.

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**7. EXPAND** resources and options for seniors and persons with disabilities to live and age safely within the city.

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**8. ENHANCE** housing quality, safety, and livability to support resident health, security, and well-being.

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**9. EMPOWER** residents to maintain housing stability and pursue economic mobility and **FOSTER** pathways to help them build and sustain wealth.

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**10. SUPPORT** energy efficiency improvements and weatherization and **ADVANCE** green building practices to lower energy costs, make homes healthier, and build resilience to extreme heat, cold, and weather events.

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## GOAL 1

### EXPAND housing supply to meet the city's current and future housing needs.

A complex mix of national, regional, and local factors shapes housing demand in Alexandria. On the national level, these include aging population trends and macroeconomic forces (for example interest rates) and at the regional scale, migration patterns and job trends. Local factors, on the other hand, are strengths and challenges unique to the city, such as Alexandria's current employment landscape and its economic growth strategy, housing market, and demographics, as well as its quality of life and distinctive amenities. (To learn about Alexandria's housing and demographic trends and regional migration patterns, see **Housing by the Numbers**, **Alexandria by the Numbers**, and **Migration Patterns**.)

The city's housing stock will need to grow and evolve for Alexandria to be able to respond to local, regional, and national trends and conditions, as well as to maintain economic competitiveness. Absent action, inadequate housing supply and limited housing diversity intensify competition for existing units with cascading impacts. Competition can drive lower-income households and workers out of stable housing into overcrowded or insecure living situations, middle-income households and young professionals into seeking housing options outside the city, and senior households

into remaining in unsuitable housing due to the lack of affordable and accessible alternatives. It also discourages existing businesses from remaining in and new businesses from moving to Alexandria.

Increasing and diversifying housing supply can help moderate rent and home price growth, broaden housing options, and better position Alexandria to meet the current and future needs of residents and businesses. Goal 1 recommendations outline approaches to supporting housing development, including continuing to evaluate and modernize how the City plans for and reviews development projects, exploring ways to lower housing production costs, and encouraging a wider array of housing typologies (such as quadplexes, stacked condominiums, smaller townhomes, and a range of unit sizes).



### WORKING HAND IN HAND: HOUSING AND ECONOMIC GROWTH

The **2025 ALX Forward Strategy** sets a framework for the City's economic growth to ensure Alexandria's continued competitiveness and economic resilience. The Strategy recognizes that "the characteristics that have made the city a great place to live and work also present long-term challenges for people trying to establish a home base in Alexandria, especially those early in their careers", and that housing has become increasingly unaffordable and unattainable for many. Housing 2040 assumes responsibility for this challenge: it advances the housing necessary for the workforce that is vital to ALX Forward's goals of business retention and recruitment, entrepreneurship, and innovation.

# The impact of migration patterns

A Northern Virginia Regional Commission study revealed that migration patterns between 2018 and 2022 were shaped by two distinct trends in Northern Virginia: larger, higher-income households and middle-aged and older adults were remaining in Northern Virginia while smaller, low- to-middle income households and younger adults were moving out. Of note, the study found that since 2018 there had been a consistent net loss of householders aged 30-44 and a declining share of 18-29 year olds choosing to settle within the region. In Alexandria, this trend has been documented over an even longer period: between 2010 and 2023, the city's 20-34 age group declined by 18% as a percentage of its overall population.

## Two opposing forces are reshaping who lives in Northern Virginia

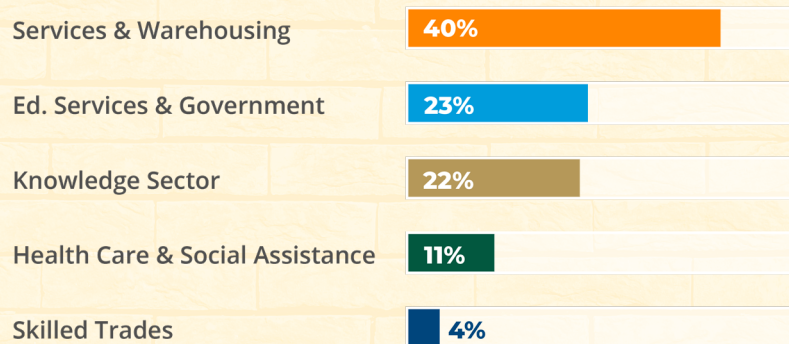
### Staying ↓

- larger households with higher incomes
- older adults

### Leaving ↑

- smaller households with low and middle incomes
- householders ages 30-44

## Alexandria's employment mix magnifies the affordability challenge



Source: Virginia Works, Quarterly Census of Employment and Wages, Q1 2025

These migration patterns raise concerns about the region's workforce. Young adults with low and middle incomes are increasingly choosing more affordable housing options outside the region. This trend is driven by a combination of high living costs and limited availability of more affordably-priced housing, including opportunities for first-time homebuyers and those looking for larger homes to raise a family. (A surge of opportunities for remote work during the COVID-19 pandemic further exacerbated this trend.) The study concludes that Northern Virginia is becoming less attractive to young talent and that businesses may face mounting difficulty in attracting and retaining workers. In Alexandria, this challenge is amplified by the city's large service-sector economy, whose lower-wage workers are particularly vulnerable to increasing housing costs.



## HOUSING DIVERSITY AND SUPPLY

### RECOMMENDATION 1

#### Support development of new housing through the City's small area plan and development review processes.

#### STRATEGIES

- 1a Continue to evaluate housing challenges and opportunities through small area planning efforts to meet current and future city housing needs, maximizing housing supply near transit, activity centers, and major employment areas.

The Washington Metropolitan Council of Governments' long-range population and employment forecast serves as an important indicator of future housing demand. Collaboratively developed and updated by all MWCOG member jurisdictions, the forecast helps the City plan for the housing needed to meet forecasted growth.

- 1b Continue implementation and evaluation of initiatives that streamline development review and permitting processes. To ensure the process starts with a shared understanding of how policies and tools can be applied to maximize housing production, maintain and publish a consolidated checklist of applicable policies, tools, affordability requirements, and contribution guidelines for use by applicants at project inception.

Supporting new housing development requires the City continue to evaluate and modernize how it plans for and reviews projects. Streamlined development review processes with thoughtful and iterative public engagement help reduce delays and uncertainty, lower costs, and encourage timely delivery of housing.

- 1c Explore opportunities to colocate housing, in particular affordable housing, with public uses and private development in which the City is a financial participant.
- 1d Maximize the use of city-owned land, including remnant parcels, for housing, including affordable housing.
- 1e Support conversions of underutilized office and other commercial buildings to housing consistent with City priorities.
- 1f Continue to annually track and report on residential development activity, including the City's progress toward local and regional housing production targets (such as the Metropolitan Washington Council of Governments Regional Housing Initiative).



### IMPORTANCE OF PLANNING AND INVESTMENT

Proactive planning ensures new residential development strengthens Alexandria's neighborhoods while responding to population and household changes and workforce needs. The small area planning process aligns land use and transportation, public facility, open space, and other community improvements with anticipated housing growth while the capital improvement planning process identifies the infrastructure investment required to support it.



## HOUSING DIVERSITY AND SUPPLY

### RECOMMENDATION 2

**Encourage the development of a range of typologies to enhance housing diversity at a variety of price points across the city's neighborhoods.**

#### STRATEGIES

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- 2a Continue the implementation of Zoning for Housing to facilitate a broader variety of housing typologies and more moderately priced housing across the city, including options for Alexandria's diverse workforce.
- 2b As part of small area plans, support the development of alternative housing models, such as accessory dwelling units, co-living, and dorm-style housing.
- 2c As part of small area plans and development projects, support the development of a variety of unit sizes ranging from microunits to family-sized units.
- 2d Review and revise mixed-use zoning districts, as needed, to ensure that multi-unit residential development is encouraged.

### RECOMMENDATION 3

**Explore opportunities to lower housing production costs.**

#### STRATEGIES

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- 3a Work with the development community to explore construction models, including alternative processes (for example, modular design) and materials, as well as innovative technologies to help lower material and labor costs.
- 3b Review City parking standards to help moderate construction and housing costs while advancing City goals for efficient land use, multimodal transportation, and sustainability.



## ZONING FOR HOUSING

Zoning for Housing is a comprehensive set of zoning reforms adopted in 2023 with the goal of expanding housing production and affordability and addressing past and current barriers to equitable housing access. The initiative built upon the Housing for All program which focused on understanding past discriminatory housing policies in Alexandria and their continued impact, especially on people of color and/or low-income.

### RECOMMENDATION 4

**Strengthen workforce development to build the skilled labor force needed to support housing production and operations.**

#### STRATEGIES

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- 4a Promote and enhance workforce development programs through the City's Workforce Development Center and partners, such as the Northern Virginia Community College and business incubator and apprenticeship programs, that provide training in the building trades and residential property management, maintenance, and operations.

**Examples of building trades important to the residential construction industry include plumbing, HVAC, welding, carpentry, mechanical and electrical engineering, energy-efficient technology, and construction management.**

- 4b Connect property owners and housing developers with workforce development programs to address labor shortages and facilitate training and job opportunities.



## GOAL 2

**PRESERVE** the affordability, livability, and long-term financial viability of existing committed and naturally occurring affordable housing to minimize displacement of residents from their neighborhoods.

Preservation is defined as the act of investing in the affordability, livability, and financial viability of existing housing.

### Affordability

There are two main types of affordable housing:

- |                                |   |
|--------------------------------|---|
| 1 committed affordable housing | 2 market- or naturally-occurring affordable housing |
|--------------------------------|---|

Committed affordable housing remains affordable due to income and/or rent restrictions, commonly through the Low Income Housing Tax Credit (LIHTC) or federal housing assistance programs, such as public housing and project based vouchers, or through other forms of financing like City loans or grants. When an affordability commitment reaches its expiration, a property owner must decide whether to raise rents to sustain the property (at which point it ceases to be affordable) or to secure funding to help maintain affordability.

## THE DRIVERS AND IMPACTS OF DISPLACEMENT

Residential displacement refers to the involuntary relocation of residents from their homes or neighborhoods. When comparable housing options are limited, households may end up moving outside their communities and/or into housing that is less suitable for their needs. This can disrupt established social ties and support networks—including neighborhood schools—as well as access to jobs, or lead residents to accept housing that is smaller or less well maintained. There are several drivers of displacement:



### Rising housing costs

When a resident can no longer afford to remain in their home due to rising housing costs, such as large increases in rent and utilities and/or the introduction of new fees.



### Building condition

When the condition of a home creates health and safety concerns, including mold, pests, deferred maintenance (for example, deficient heating and cooling), or inadequate security.



### Redevelopment or repositioning

When a home is proposed to be redeveloped or renovated to appeal to a higher-income tenant.



### Lease termination

When a landlord or property owner decides not to renew a resident's lease at the end of its term.

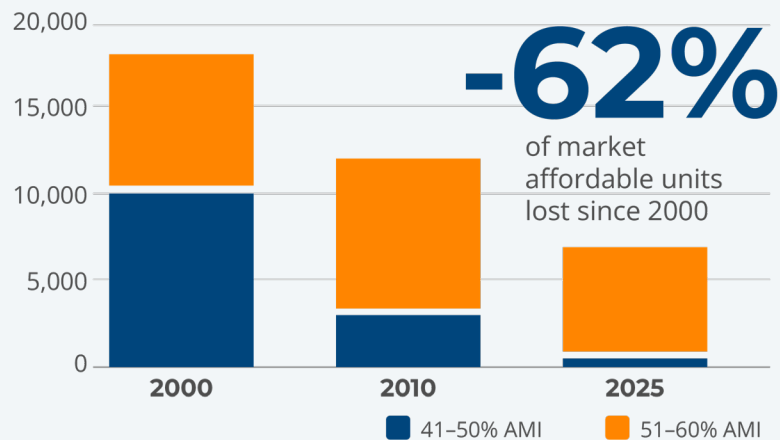


## GOAL 2

Market- or naturally-occurring affordable housing is housing affordable to households with incomes up to 60% of area median income.

The affordability of these properties is attributed to their age, lack of amenities, location, or other conditions that make them less competitive in the rental housing market. Market affordable housing becomes vulnerable when housing demand drives up costs faster than income growth. In Alexandria, this risk is reflected in the decline in market affordable units from approximately 18,000 in 2000 to 6,900 in 2025. The greatest loss occurred in units affordable up to 50% AMI.

### Market-affordable housing trends, 2000–2025



Source: City of Alexandria

### Livability

Livability challenges confront both market and committed affordable properties. As properties age, infrastructure, systems, exteriors, and interiors begin to deteriorate and require costly repairs. Older properties are sometimes forced to defer larger-scale maintenance because it can be difficult to finance with limited resources.

### Financial Viability

Affordable property owners earn less in revenue because their rents are lower (for example, a rent affordable at 60% of the area median income can be more than 30% lower than a market-rate rent in a newly constructed building). As a result, affordable properties operate on narrower margins than their market-rate counterparts. Escalating insurance and interest rates, material and equipment prices, and maintenance and property management costs have compounded this challenge since 2020 adding to the financial strain on affordable housing providers.

Without strategic action and dedicated investment in affordability, livability, and financial viability, the risk of displacement and loss of affordability will accelerate as affordability commitments expire, livability issues persist, and the viability of market affordable and committed affordable properties becomes more precarious.



## AFFORDABLE HOUSING PRESERVATION

### RECOMMENDATION 1

#### Work with affordable housing owners to extend affordability commitments.

##### STRATEGIES

- 1a Foster relationships with committed affordable housing property owners, and provide financial and technical assistance, as available, to support long-term affordability commitments.
- 1b Maintain inventory of committed affordable properties, including affordability terms and expiration.

Federally supported properties typically have options to extend affordability. Project-Based Voucher projects can apply to extend their rental subsidy contracts. Projects with Low-Income Housing Tax Credits (LIHTC) can explore re-syndication for rehabilitation or other forms of recapitalization that restructures debt.

- 1c Explore tax abatement as an incentive to extend affordability commitments.
- 1d Develop tools to implement a Right of First Refusal policy in committed affordable properties in which the City is not a financial participant, including resources and tools to fund preservation of these properties.
- 1e Study options to extend affordability periods of expiring rental set-aside units.

# 2,100

the number of committed affordable units whose **affordability restrictions are set to expire by 2040** underscores the urgency of proactive engagement with property owners on preservation



## RIGHT OF FIRST REFUSAL

A Right of First Refusal (ROFR) is commonly used to preserve affordable housing that could otherwise convert to market rate. A ROFR grants a jurisdiction, or a designated partner such as a non-profit developer, the option to purchase an affordable property for sale after all other offers have been made. In 2026, the State adopted legislation that enables jurisdictions, including the City, to exercise ROFRs for existing committed affordable properties.

Despite being constructed in the early 1950s, Lacy Court Apartments, a 44-unit rental community in Del Ray, had never undergone substantial renovation. Through a partnership between Housing Alexandria and the City and with LIHTC funding, the 2018-2019 rehabilitation replaced/upgraded all building systems, including roofs, and renovated unit interiors and common areas. The project deepened affordability to include 40% AMI units, in addition to preserving and extending the affordability of the existing 50-60% AMI units. The image highlights the difference between the new and the old windows whose replacement improved energy efficiency, lowered utility costs, and enhanced resident comfort.





## AFFORDABLE HOUSING PRESERVATION

### RECOMMENDATION 2

**Support acquisition of existing rental housing by affordable housing partners consistent with the City's Strategic Preservation Priorities and Considerations.**

#### STRATEGIES

- 2a Guide City investments and policies using the Strategic Preservation Priorities and Considerations.
  - Evaluate the priorities and considerations at least every five years or as market conditions or housing needs change
- 2b Continue to collaborate with affordable housing partners, including non-profit developers and the Alexandria Redevelopment and Housing Authority, to acquire priority preservation properties.
- 2c Expand partnerships with local anchors, including hospitals, faith-based and educational institutions, and businesses.
- 2d Explore a preservation fund that mobilizes capital from developers, financial institutions, philanthropic organizations, and regional and state financial partners.
- 2e Continue to incorporate Rights of First Refusal in rehabilitation projects, acquisition deals, and affordability extensions that receive City investment.



The acquisition of the Square at 511, made possible by Amazon's Housing Equity Fund, and subsequent renovation with federal funding preserved and deepened affordability in 196 units in Arlandria.

## STRATEGIC PRESERVATION

*Priorities:*

**The City's preservation efforts will prioritize preserving properties that:**

- Have units at 30%, 40%, and/or 50% AMI with existing affordability commitments at risk of expiration and/or which can commit to deepening existing affordability to include 30%, 40% and/or 50% AMI units.
- Have documented conditions adversely affecting residents' health and well-being, and where preservation efforts can meaningfully address those issues.
- Constitute a significant portion of a neighborhood's residential rental housing stock or have been identified as a priority for preservation through a small area plan.

*Considerations:*

**The City's preservation efforts will also consider properties with:**

- A large percentage of family-sized units with two or more bedrooms.
- Locations in census tracts identified through the City's displacement risk index as high vulnerability areas.
- Proximity to planned redevelopment areas, transit, and/or other amenities.
- Redevelopment potential that would allow additional affordable units to be built on site in the future.
- Amenities such as larger community spaces, child or health care services, and strong resident supports and services.



## AFFORDABLE HOUSING PRESERVATION

### RECOMMENDATION 3

**Partner with owners to rehabilitate existing committed and market affordable rental housing to improve livability, health, sustainability, and safety.**

#### STRATEGIES

- 3a Provide technical assistance to properties exploring preservation consistent with the City's Strategic Preservation Priorities.
- 3b Solicit requests for a rehabilitation project pipeline that will leverage City funding and financial tools in exchange for affordability commitments and the Right of First Refusal.

Rehabilitation may not be the best long-term strategy for all properties, especially if there is greater potential to redevelop the property with additional affordability and/or if building conditions make preservation infeasible.

- 3c Explore tax abatement as a financial incentive for rehabilitation projects.



### HOW TAX ABATEMENTS INCENTIVIZE IMPROVEMENT

A tax abatement reduces the taxable value of a property for a prescribed period usually as an incentive to conduct significant repair, rehabilitation, or construction. The taxable amount is locked into a pre-improvement value for a period of time, as established by an ordinance. This temporarily reduces the tax burden, helping the property owner to finance needed upgrades to a structure, or in some cases, a total replacement.

# 60+ years old

the median age of multi-unit rental buildings in Alexandria highlights the need for rehabilitation and investment to ensure livability and maintain affordability

- 3d Support energy efficiency, accessibility, and sustainability improvements in rehabilitation projects by providing technical assistance and exploring state and federal funding opportunities.

This strategy does not require specific sustainability improvements in rehabilitation projects but is intended to explore funding options to lower energy costs for owners and renters. For example, many rehabilitation projects include work, such as modernizing HVAC systems, which naturally results in energy efficiency improvements. Rehabilitation that triggers a development special use permit (DSUP) or detailed site plan (DSP) will be subject to the Green Building Plan and its successor plans.

- 3e Assess opportunities for projects of historical significance to pursue State and Federal Historic Rehabilitation Tax Credits as a funding source for substantial rehabilitation and coordinate interdepartmental resources to support these projects.



## AFFORDABLE HOUSING PRESERVATION

### RECOMMENDATION 4

**With the goal of maintaining the City’s committed and market affordable housing stock, maximize replacement of units affordable up to 60% AMI at the time of redevelopment to minimize loss of housing opportunity and permanent displacement of residents.**

#### STRATEGIES

- 4a As part of proactive outreach and during the pre-concept and concept stages of the development review process for projects impacting existing housing, strategize with property owners and applicants to utilize regulatory tools (including bonus density and/or height) to maximize on-site replacement or provision of replacement units at properties within the same neighborhood.

The number of existing units that can feasibly be replaced depends on a wide range of factors, including those unique to the site and/or to the small area plan’s recommendations. Examples of these factors include the number and affordability of units impacted, the size and characteristics of the lot, the complexity of demolition, the underlying density, and the availability of regulatory incentives for affordable housing to support replacement.

- 4b For projects that meet Strategic Preservation Priorities, explore partnership opportunities and financial tools, such as state and federal funding, the City’s Housing Trust Fund, developer fee relief, and tax abatement, to support replacement on a 1-for-1 basis and/or add net new committed affordable units on site or in properties within the same neighborhood.

### RECOMMENDATION 5

**Enhance tenant relocation protections for lower-income tenants displaced due to redevelopment or substantial rehabilitation.**

#### STRATEGIES

- 5a In consultation with community stakeholders, evaluate and update the City’s Housing Relocation Assistance Policies to align with best practices.

### RECOMMENDATION 6

**Strengthen collaboration among property owners to share resources and best practices related to preservation.**

#### STRATEGIES

- 6a Facilitate regular meetings among market affordable housing property owners to discuss shared issues and opportunities related to affordability, livability, and financial viability.
- 6b Foster relationships among landlords of small properties to promote opportunities for collaboration and cost sharing related to management, operations, and maintenance functions.



The RMF Zone and bonus density are enabling the preservation of federal-rental subsidies (project-based vouchers) on 140 deeply affordable units along with the creation of an additional 55 affordable units through the phased redevelopment of the Heritage into a 750-unit mixed-income community at Alexandria’s southern gateway.



## GOAL 3

**STRENGTHEN** tenant protections and **ENHANCE** resources to support renters and landlords.

Alexandria renters face compounding challenges. Market rents continue to outpace what many households and lower-wage workers can reasonably afford. Three quarters of the city's renters with incomes up to 60% of the area median income are housing cost-burdened with the lowest-income households experiencing the most severe burden. (A high level of housing cost burden jeopardizes a household's ability to meet other basic needs, such as food, medical expenses, transportation, and childcare. It also leaves no room for unexpected expenses, which can quickly escalate into housing instability.) Eviction risk further compounds these pressures. Alexandria has averaged approximately 4,500 eviction filings annually between 2023 and 2025, with the majority of cases tied to non-payment of rent.

Beyond affordability, renters consistently cite building and unit conditions, understanding and enforcement of tenant rights, and access barriers as pressing issues. Alexandria's rental housing stock is also aging, contributing to ongoing maintenance, accessibility, and quality concerns in some properties. Collectively, these issues disproportionately affect the city's most vulnerable residents with the most limited housing options, exacerbating existing inequities in housing access and stability.

**Housing stability is foundational to thriving individuals and families, resilient communities, and a stable workforce.** Establishing a comprehensive framework to protect tenant rights, improve housing quality, expand support services, and foster productive relationships between renters and landlords is essential to countering the challenges that threaten to undermine it.

### WHAT THE HOUSING 2040 SURVEY TOLD US ABOUT HOUSING STABILITY

**77%**

concerned about the cost of rent

**71%**

concerned about rent increases

**71%**

concerned about displacement

**47%**

concerned about evictions

# Understanding Housing Cost Burden

Housing cost burden measures the share of household income spent on housing. When that share is too high, fewer resources remain for other essentials.

## COST BURDENED



**30%+**

of gross income on rent or mortgage, including utilities

## SEVERELY COST BURDENED



**50%+**

of gross income on rent or mortgage, including utilities



**HOUSING COST BURDEN DOES NOT FALL EQUALLY.**

Households of color face disproportionately high rates of cost burden in Alexandria, compounding existing inequities in income, wealth, and housing access.

## IN ALEXANDRIA

**47%**

of renters are cost burdened

**3 in 4**

renters at or below 60% AMI are cost burdened

**58%**

of renter households below 40% AMI are severely cost burdened

## WHEN TOO MUCH GOES TO HOUSING, LESS REMAINS FOR



Food



Healthcare



Childcare



Transportation



Education



Savings



Debt Repayment



Emergencies

Unexpected expenses, like a medical bill, a car repair, or a job loss, can quickly escalate into housing instability.

## LOOKING AHEAD

**2x**

Utility costs are projected to double over the next 15 years, deepening cost burden, especially for low-income residents in older housing.

Sources: City of Alexandria; ACS 5-Year Estimates 2019–2023



## TENANT PROTECTIONS AND LANDLORD-TENANT RESOURCES

### RECOMMENDATION 1

#### Expand educational resources for and outreach to tenants and landlords.

#### STRATEGIES

- 1a Create, update, and distribute multilingual self-help and resource materials, including:
- Plain-language guides, Know Your Rights videos, information on new legislation affecting tenants and landlords, and information on City housing services.
  - Lease explanation materials developed in coordination with the Alexandria Redevelopment and Housing Authority (ARHA) and other property owners to help tenants understand their rights, obligations, and how to raise concerns with property management.
  - Resources to help tenants understand their rights to collectively organize and form tenant associations.
- 1b Expand education, training, and outreach efforts, including:
- In-person and virtual education programs on tenant and landlord rights and responsibilities.
  - Landlord and property manager training focused on compliance with the Virginia Residential Landlord and Tenant Act, fair housing obligations, language access requirements, and trauma-informed and culturally-competent communication with tenants.
  - Targeted outreach and engagement at properties with elevated eviction filings, code violations, and tenant complaints using a range of communication methods.

**30%**

of Alexandrians (5 and older) speak a language other than English highlighting the value of providing resource materials in other languages



### VIRGINIA RESIDENTIAL LANDLORD AND TENANT ACT

The Virginia Residential Landlord and Tenant Act (VRLTA) governs residential rental agreements, setting out the rights and responsibilities of landlords and tenants. As a foundational source of authority related to habitability, lease transparency, security deposits, and the eviction process, understanding of the law, by both tenants and landlords, is essential to preventing disputes and promoting greater housing stability. The enactment of a 2026 law has expanded the City's authority with respect to the VRLTA bolstering its ability to enforce habitability standards and improve housing quality in Alexandria. The City will be developing policies related to interpretation and practice of its new enforcement powers in the near term.



## TENANT PROTECTIONS AND LANDLORD-TENANT RESOURCES

### RECOMMENDATION 2

#### Advocate for State-level legislative reforms to advance housing stability, housing affordability, and tenant rights.

#### STRATEGIES

- 2a Support legislation that advances eviction prevention and tenant protections, including:
- Strengthening tenant notice and payment flexibility protections
  - Requiring “good cause” or “just cause” protections for lease nonrenewal
  - Enabling pre-court diversion opportunities, such as dispute resolution and mediation
- 2b Support legislation that promotes transparency on fees, cost caps, and fair utility billing, including:
- Limitations on fees (for example, application, pet, amenity, administrative, and month-to-month) and authority to cap or eliminate charges
  - Fair and equitable utility billing practices, including plain-English explanations of how they are applied
- 2c Support legislation that strengthens tenant protections and promotes fair and equitable housing access, including:
- Ensuring tenants can exercise legal rights regardless of rent payment status
  - Limiting use of eviction records and criminal history in housing decisions
  - Requiring transparency in application processes and lease terms
  - Protecting and enabling tenant-organizing rights
- 2d Implement tools that emerge as a result of new legislative authority, including:
- Allowing tenants to exit existing leases without penalty when relocating to affordable or accessible housing
  - Mandating relocation assistance and tenant protections during displacement
  - Enhancing protections to support tenants with limited English proficiency, disabilities, and other populations at greater risk of housing instability
- Implementing a formal eviction diversion pilot program (authorized under Virginia Code § 55.1-1260)
  - Developing a local landlord registry or accountability framework if authority is obtained
  - Adopting additional enforcement mechanisms if authority is obtained



*Also see Goal #8 for strategies related to supporting legislation that ensures safe, decent, and well-maintained housing.*



### EVICTION DIVERSION: A PATH TO HOUSING STABILITY

An Eviction Diversion Program allows tenants facing eviction for unpaid rent to enter into a court-ordered payment plan giving them a chance to catch up on arrears while staying in their homes. By requiring a small portion of what is owed upfront and spreading the remaining balance over several months, the program prevents families from losing housing over temporary financial hardships. Successfully completing the plan results in the eviction case being dismissed helping tenants avoid the long-term consequences of an eviction record.



## TENANT PROTECTIONS AND LANDLORD-TENANT RESOURCES

### RECOMMENDATION 3

**Promote the implementation of comprehensive eviction prevention, diversion, and legal support programs.**

#### STRATEGIES

- 3a Coordinate and improve access to eviction prevention resources across City departments and community partners, including:
  - Exploring opportunities for increased funding for emergency rental assistance to support households facing crisis-driven arrears
  - Creating and sustaining partnerships that allow landlords to access emergency rental assistance on behalf of tenants in arrears, with tenant permission, to avoid eviction filings
- 3b Expand legal support for residents facing eviction or substandard housing conditions, including:
  - Supporting right-to-counsel or funded legal representation efforts for residents facing eviction
  - Partnering with legal aid organizations to expand targeted and pro bono representation for vulnerable populations
  - Continuing to provide volunteer and administrative support to the courthouse outreach program
  - Expanding access to legal assistance and support for tenants facing habitability issues

### RECOMMENDATION 4

**Continue to strengthen landlord-tenant communication and relationships.**

#### STRATEGIES

- 4a Continue to administer and expand landlord-tenant assistance and mediation to support early resolution of disputes.
- 4b Continue engaging and maintaining regular communication with ARHA to strengthen operations and advance a shared commitment to residents.
- 4c Improve coordinated tracking of property ownership and management transitions, and establish protocols to conduct proactive outreach to new owners and managers.
- 4d Formalize and strengthen landlord engagement, including owners of small properties.

# 95%

of eviction cases were attributed to non-payment of rent in 2025 amplifying the importance of eviction prevention and legal support programs, as well as affordable housing resources

The City's annual Apartment Managers Seminars offer interactive learning opportunities for landlords and property managers on a variety of topics, including customer service and resident interactions and landlord-tenant rights and requirements.





## TENANT PROTECTIONS AND LANDLORD-TENANT RESOURCES

### RECOMMENDATION 5

#### Expand housing affordability protections and anti-displacement strategies.

##### STRATEGIES

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- 5a While pursuing legislative authority, continue to advance tenant protections by incorporating tenant protections standards as conditions of City financing agreements, loan agreements, and tax abatement, where feasible.
- 5b Continue to maintain and publish an annual rent increase policy, encouraging voluntary compliance citywide and requiring compliance as a condition for affordable rental set-aside units and projects receiving City financial assistance.
- 5c Strengthen data integration to support housing stability and anti-displacement efforts, including:
  - Linking data across housing, code administration, court filings, and other data sets to enable holistic risk analysis.
  - Developing a displacement risk index or dashboard identifying neighborhoods facing the highest displacement pressure to proactively inform City preservation resources, anti-displacement protections, and outreach to high-risk areas
  - Maintaining a publicly accessible platform providing transparency on property-level data including eviction filing rates, code violations, and tenant complaints. Use established thresholds to coordinate outreach and engagement across relevant City offices
- 5d To the extent allowed by law and other applicable regulations, develop and implement community or local anti-displacement policies for affordable housing, and expand opportunities to help prepare income-eligible renters to successfully apply for committed affordable housing when it is available.

- 5e Explore partnerships and funding opportunities to deepen rental affordability for very low-income households.

●● *Also see Recommendation 2 for strategies related to expanded legislative authority.*

●● *Also see Goal 9, Recommendation 4 for strategies related to wealth building for renters.*

### RECOMMENDATION 6

#### Strengthen community outreach approaches to center vulnerable populations and tenants in engagement efforts and policy development.

##### STRATEGIES

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- 6a Establish formal and recurring opportunities for public tenant feedback using culturally-appropriate engagement methods, including popular communication applications, in-person outreach at apartment communities, and partnerships with community-based organizations.
- 6b Support community organizing and tenant associations and create avenues for resident leadership within community engagement efforts.
- 6c Strengthen relationships with community partners and stakeholders, including community groups in neighborhoods directly affected by housing decisions.
- 6d Implement trauma-informed and culturally-competent training for staff.



## TENANT PROTECTIONS AND LANDLORD-TENANT RESOURCES

### RECOMMENDATION 7

#### Advance housing stability for vulnerable populations.

##### STRATEGIES

- 7a Refine and continue providing Fair Housing support, testing, and reasonable accommodation assistance, such as emotional support and service animals.
- 7b Address emergency shelter and supportive service needs of those experiencing homelessness.
  - Support the implementation of partnerships and collaborative plans, such as the Strategic Plan to Prevent and End Homelessness and its successors. Actions include continuing to monitor emergency and Domestic Violence shelter and service utilization and other indicators of demand, including the annual Point-in-Time count, and exploring opportunities to expand shelter options when needed to meet demand.
- 7c Explore opportunities and partnerships to expand housing options and supportive services for vulnerable populations at risk of homelessness as identified through City coordinated strategic planning efforts and gaps and needs assessments. Opportunities include:
  - Building partnerships to enhance and strengthen the safety net for permanent supportive and deeply affordable housing.

- Exploring funding options for increased programmatic rental assistance.
- Collaborating with ARHA on housing choice voucher access, in particular maximizing additional federal supports such as the Family Unification Program.
- Partnering with property owners on leasing arrangements to accommodate youth and others with limited rental and credit history and resources.
- Increasing sober living housing options.

Vulnerable populations include a range of individuals and households that face high barriers to securing and maintaining housing and are at risk of homelessness. Examples might be youth aging out of foster care, LGBTQIA+ youth and adults, formerly incarcerated individuals, individuals experiencing acute or chronic behavioral or substance use disorders, domestic violence survivors, single-parent households, and recent immigrants and refugees.

- 7d Explore ways to support housing stability and well-being of households with pets and support animals.

●● *Also see Goal 7 for strategies related to housing supports for seniors and persons with disabilities.*

●● *Also see Goal 10 for strategies related to economic mobility and wealth building.*

The mission of the **Strategic Plan to Prevent and End Homelessness** (SPPEH) is to plan, coordinate, and implement a continuum of care to prevent and end homelessness in Alexandria. The SPPEH was developed by the Partnership to Prevent and End Homelessness, a broad group of homeless service providers, City agencies, and

community stakeholders. Objectives of the FY23-28 SPPEH include providing more affordable housing options and supportive services to those experiencing homelessness or at risk of homelessness, focusing on those at 40% AMI and below, and increasing economic and health security.



## GOAL 4

**CREATE** rental housing that prioritizes affordability up to 60% of the area median income to expand opportunities for renters and workers with the fewest housing options.

Creating new affordable rental housing for households earning up to 60% AMI is essential to maintaining an inclusive and economically resilient city. As housing costs continue to rise, many families, seniors, and workers are at risk of housing insecurity and potential displacement. Expanding the supply of affordable homes helps residents remain in their communities and businesses retain their workforce and remain competitive. Many jobs essential to the local economy do not generate incomes high enough for their employees to live in Alexandria. 30%+ of jobs (assuming full-time, consistent hours which for numerous jobs is not guaranteed) pay less than 60% AMI and struggle to afford the cost of even the average studio in the city. Many workers share housing or have two or more jobs as a result.

Maximizing the creation, as well as preservation, of affordable housing through market-rate development is one essential strategy. By leveraging regulatory tools, such as bonus density and height,

Alexandria harnesses private investment to deliver affordable units alongside new market-rate housing without direct City investment. This approach also enhances the distribution of affordability across the city, in particular in neighborhoods with strong access to transit, jobs, and services, and helps foster mixed-income communities.

Strong public-private partnerships are also critical to aligning the expertise, capital, and innovation of the non-profit sector with goal of expanding affordability. These partnerships create a more predictable pipeline, accelerate production and ensure longer-term affordability while allowing the City to stretch limited public resources, including both its gap investment and city-owned land.

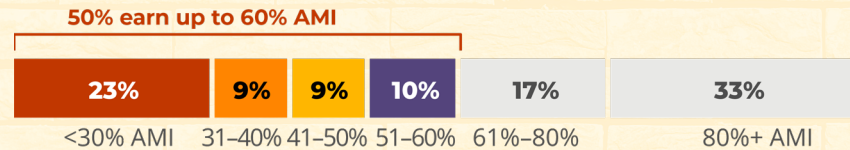


### MEASURING PROGRESS TOWARD HOUSING GOALS

As part of Housing 2040's first phase of implementation, affordable housing production and preservation targets will be developed to guide the allocation of City housing resources, shape the development of effective housing tools and partnerships, and provide measurable benchmarks to track progress toward meeting the City's housing goals, including the ongoing evaluation of how effectively private development supports these targets.

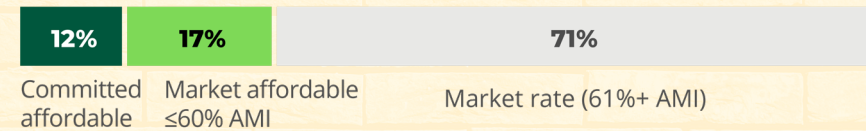
# Rental affordability in Alexandria

## WHO ARE ALEXANDRIA'S RENTERS?



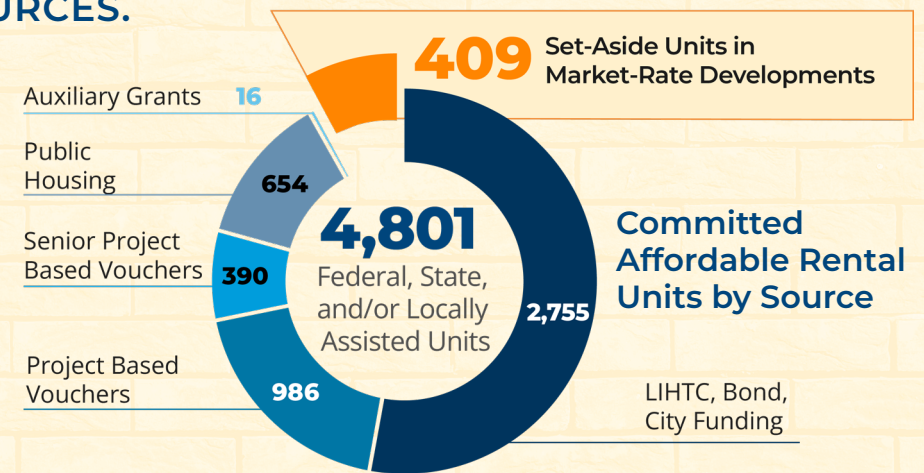
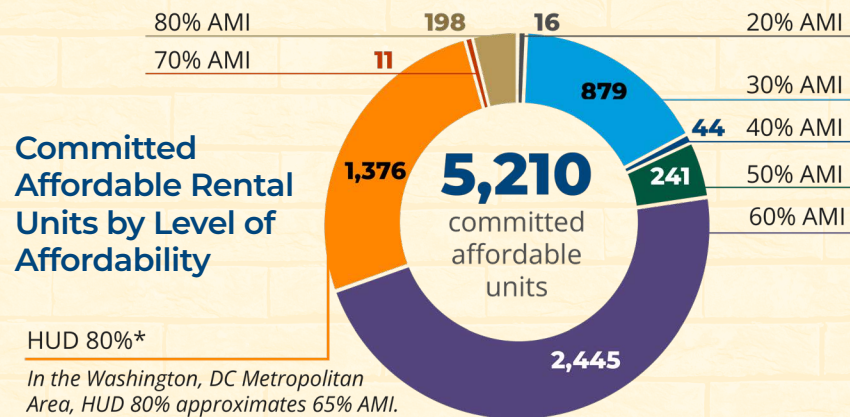
Based on ACS 2019–2023 5-Year estimates, there are approximately 43,700 renter households in Alexandria. Half of all renter households have incomes at or below 60% AMI highlighting the importance of housing at a variety of price points, including more deeply affordable rental options.

## ONLY 29% OF ALEXANDRIA'S RENTAL HOUSING IS AFFORDABLE — AND MOST OF THAT IS NOT GUARANTEED.



Based on the city's 2025 Rental Housing Analysis, 12% of the city's rental housing stock is committed affordable, and an additional 17% is market affordable. While these figures may appear substantial, their supply is outnumbered by demand for these price points and compounded by fluctuations in market affordable housing.

## THE AFFORDABILITY OF COMMITTED AFFORDABLE RENTAL UNITS RELIES ON A WIDE RANGE OF FUNDING SOURCES.



\* see **Definitions** for more detail

Sources: City of Alexandria, 2025; ACS 5-Year Estimates 2019–2023



## AFFORDABLE RENTAL HOUSING

### RECOMMENDATION 1

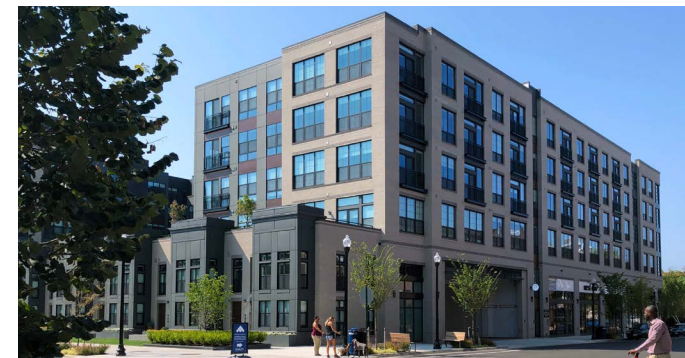
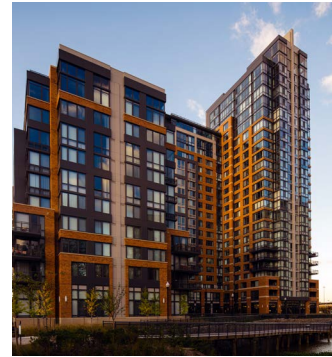
**Maximize creation of committed affordable rental units and affordable housing resources through the development process.**

### STRATEGIES

- 1a Support the use of existing and the development of additional regulatory tools to incentivize the production of committed affordable rental set-aside units, including deeply affordable housing.
- 1b Update and modernize Zoning Ordinance Section 7-700. As part of this process, address emerging and evolving land use trends, including senior housing + care models; explore extending the affordability period of rental set-aside units beyond the current 40-year term; and enable greater flexibility in implementation, including deeper levels of rental affordability (40-50% AMI).
- 1c Regularly evaluate and update, as needed, the City's Affordable Housing Contribution Policies and Procedures, including the City's monetary contribution methodology and rates, to align with best practices and market dynamics, including Alexandria's submarkets.
- 1d Prioritize pursuing legislative authority for mandatory monetary housing contributions associated with development.
- 1e Complete the feasibility study for inclusionary zoning and, based on its findings, pursue, if and when appropriate, necessary legislative authority to enable adoption of a mandatory program.



*Also see Goal 1, Recommendation 2*



Market-rate rental communities with affordable set-aside units (from top left): Del Ray Central at Fuse, Parc Meridian at Eisenhower Station, The Landing, The Grayson, Station 650 at Potomac Yard, The Bradley, and Gables Old Town North.



## AFFORDABLE RENTAL HOUSING

### RECOMMENDATION 2

#### Strengthen public-private partnerships to produce new committed affordable housing in the city.

##### STRATEGIES

- 2a Develop a shared vision and articulate goals and parameters for public-private partnerships to align with City affordability targets, investment requirements and safeguards for existing tenants, if applicable, including underwriting standards, performance requirements, and ongoing monitoring to ensure accountability.
- 2b Provide technical assistance to new and existing affordable housing partners to evaluate (re)development/preservation opportunities, maximize affordability and facilitate access to local, state, federal and other funding resources.
- 2c Continue to convene regular affordable housing partner meetings to exchange best practices and address shared development, financing, and operational challenges.
- 2d Develop innovative and integrated financial models with financial institutions, mission-driven lenders, and philanthropic partners to distribute risks, leverage capital, and ensure the long-term sustainability of affordable housing developed through public-private partnerships.
- 2e Strengthen internal development and finance expertise to enhance underwriting capacity, financial modeling, and negotiation of public-private partnerships as part of the establishment of a new Affordable Housing Policy and Development division.
- 2f Continue to explore financing mechanisms (including housing bonds and revolving loan funds), tax abatements, community land trusts, and gap financing tools to support production of housing affordable to households with incomes up to 60% AMI, with an emphasis on projects delivering deeper levels of affordability (40-50% AMI).

**~8,700**

number of applicants  
on public housing  
waitlist

**~10,600**

numbers of applicants  
on housing choice  
voucher waitlist

Source: ARHA 2026



### WHY DEEPLY AFFORDABLE RENTAL HOUSING IS SO CHALLENGING TO BUILD

Indicators such as housing cost burden, public housing and voucher waitlists, eviction trends, and employment in lower-wage service sectors all point to a significant unmet need for rental housing affordable to households at or below 40% AMI. However, creating housing at these deeper levels of affordability presents substantial financial challenges. Rents affordable at 40% AMI and below are typically insufficient to cover operating costs and support conventional debt financing. As a result, these developments often require multiple layered funding sources, including reduced-interest loans, grants, project-based vouchers, significant soft debt (such as City investment), and cross-subsidization from higher-rent units. As construction and land costs continue to rise—and demand for deeply affordable housing grows—the City will need to pursue new financing tools and partnerships, as well as expand subsidy sources to meaningfully address this gap.



## AFFORDABLE RENTAL HOUSING

### RECOMMENDATION 3

**Support ARHA's repositioning and redevelopment efforts to preserve and expand deeply affordable housing, including through the development of mixed-income communities.**

#### STRATEGIES

3a Support ARHA's revitalization and through an updated City-ARHA Memorandum of Understanding, collaborate on the development and implementation of a comprehensive repositioning strategy for ARHA's properties that preserves at least 1,150 publicly assisted units, as called for by Resolution 2876, and creates additional deeply affordable units where feasible. As part of this process, facilitate access to resources and provide technical assistance to meet capital needs, evaluate (re)development/preservation options, and maximize affordability.

- 3b Continue to consult with the City-ARHA Work Group to support the agency's organizational development, long-term sustainability, and mission to house Alexandria's most vulnerable. As part of the Work Group, collaborate to:
- Streamline redevelopment processes
  - Enhance communications and collaboration among City, nonprofit, and faith-based bodies working with ARHA
  - Conduct robust community engagement
  - Monitor tenant protections to mitigate the impacts associated with displacement and relocation



### ARHA: A CRITICAL PARTNER IN PRESERVATION AND OPPORTUNITY

The Alexandria Redevelopment and Housing Authority plays an important and challenging role in preserving deeply affordable housing and expanding opportunities for residents through its redevelopment and modernization efforts. It is also uniquely positioned to develop supplemental sources to support its mission, such as its conduit bond function. Continuing to partner with ARHA in these efforts will be a priority task during the first years of Housing 2040.

### ARHA REDEVELOPMENT EFFORTS CREATE OPPORTUNITIES TO:

- consider optimal staffing levels and the size and programming of common areas as part of the design of new developments to facilitate the provision of services essential to empower and support existing residents with high barriers to securing and maintaining housing
- incorporate or colocate with community serving organizations
- encourage mixed-income communities when feasible in the case of redevelopment
- maximize affordable housing production, in particular in locations with access to transit, jobs, and services



## AFFORDABLE RENTAL HOUSING

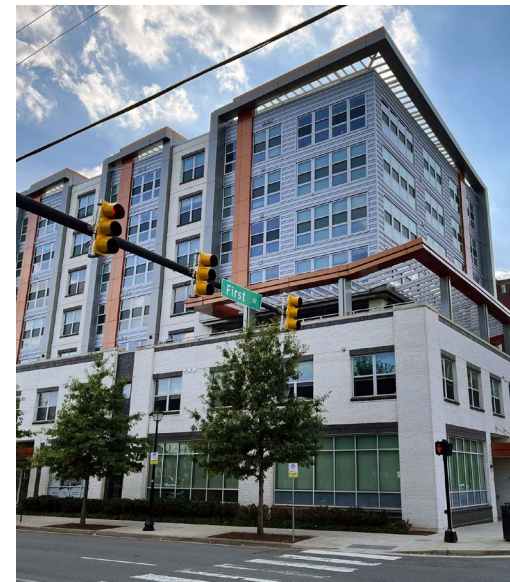
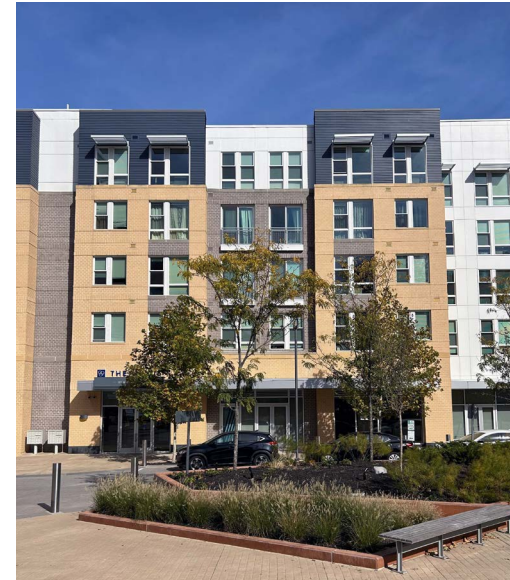
### RECOMMENDATION 4

#### Align City capital investments and funding strategies to support affordable housing production.

##### STRATEGIES

- 4a Coordinate and reserve funding for Coordinated Development District (CDD) and/or Small Area Plan (SAP) proposed public-private partnership projects in the Capital Improvement Program budget following CDD or SAP approval to ensure these community-vetted projects can move forward on a timeline consistent with CDD or SAP implementation and independently of “pipeline” projects.
- 4b Regularly evaluate City funding sources and investment priorities, and leverage opportunities to ensure resources are aligned with affordable housing goals and targets.

Committed affordable rental communities developed through partnerships (from top left): The Lineage (ARHA), The Nexus (Housing Alexandria), The Spire (AHC), The Bloom-Carpenter's Shelter (Housing Alexandria), and The Waypoint at Fairlington (Wesley Housing).





## GOAL 5

**EXPAND** affordable homeownership opportunities to enable more residents and workers to become first-time homebuyers and **ENHANCE** resources to support existing homeowners.

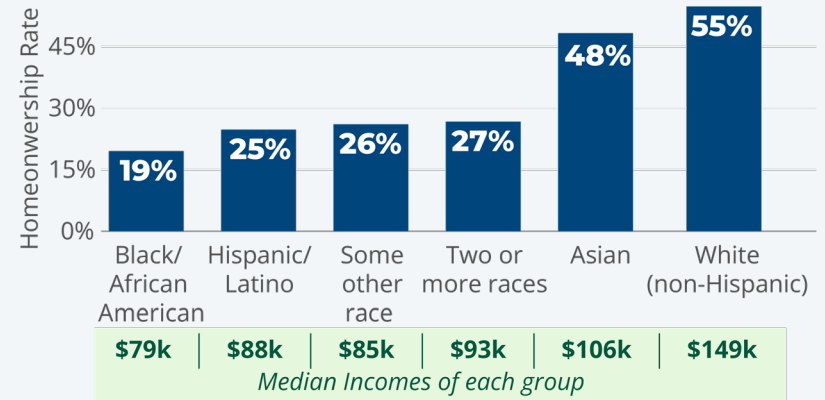
Homeownership represents more than a financial transaction—it can be a form of economic security, a tool for wealth generation, and a foundation for community stability. It was also the most widely cited aspiration in the Housing 2040 Survey. However, homeownership is slipping further out of reach for more and more Alexandrians. Home values, exacerbated by limited new supply, and compounded by homeownership related costs (utilities, insurance, mortgage rates, maintenance costs and HOA/condominium fees), continue to outpace income growth. First-time homebuyers and those seeking family-sized homes are, in particular, increasingly being priced out of the market.

**2025 average assessments reflect the strength of the homeownership market in Alexandria.**



Addressing homeownership challenges is complex. It ranges from preparing prospective homebuyers and equipping them to sustain their investment to encouraging and supporting the production of homeownership options at a variety of price points and sizes.

### HOMEOWNERSHIP RATES REFLECT DECADES OF UNEQUAL ACCESS



ACS 2019-2023 5-Year Estimates

For generations, owning a home has been the primary mechanism for many families to build assets, invest in their future, and establish deep roots in their neighborhoods. However, nationwide that opportunity has not been afforded to all equally due to discriminatory practices in the housing and lending markets, redlining and reinforced segregation, and disinvestment in communities of color. This history continues to manifest in the acute differences in homeownership rates for households of color in Alexandria, too.



## AFFORDABLE HOMEOWNERSHIP AND HOMEOWNER RESOURCES

### RECOMMENDATION 1

**Assist households overcome barriers to homebuying and sustain homeownership.**

#### STRATEGIES

- 1a Offer first-time homebuyer training and financial education, including participation in savings clubs, through established partners to prepare purchasers for homeownership.
- 1b Offer post-purchase counseling services through established partners to help purchasers sustain homeownership and build wealth.
- 1c Provide homeowners in crisis referrals to default and delinquency counseling and foreclosure prevention services.
- 1d Monitor and evaluate the City's shared equity model to ensure it is meeting the goals of long-term affordability and wealth building.
- 1e Work collaboratively with ARHA to explore opportunities to expand attainability of homeownership for voucher holders.

### RECOMMENDATION 2

**Provide financial assistance to qualified homebuyers pursuing homeownership opportunities within the city.**

#### STRATEGIES

- 2a Continue to offer down payment and closing-cost assistance towards the purchase of affordable homeownership set-aside units and other resale-restricted units to eligible homebuyers with incomes up to 100% AMI.
  - Increase cap for financial assistance, on an as-needed basis, to maintain affordability of resale-restricted units at time of resale.
- 2b Expand attainability of homeownership through state, federal, and other non-City resources.
  - Continue to evaluate the allocation of Virginia Housing and similar funding to maximize the use and reach of available state mortgage interest reduction resources.
  - Explore new funding sources and models to expand homeownership assistance to eligible homebuyers with incomes between 101% and 120% AMI.



## HOMEOWNERSHIP THAT STAYS AFFORDABLE

Shared-equity homeownership makes homeownership more accessible by offering a reduced purchase price below the home's appraised market value. In exchange for this discount, the homeowner agrees to share a portion of the home's future market value with the City when the home is eventually resold to help someone with a similar income purchase the

home in the future. Where the City also provides down payment and closing-cost assistance, the homeowner shares an additional portion of the home's appreciation proportional to the assistance received. The City reinvests both of these proceeds at the time of resale into the home ensuring it remains affordable for the next buyer.



## AFFORDABLE HOMEOWNERSHIP AND HOMEOWNER RESOURCES

### RECOMMENDATION 3

**Provide financial incentives to City and Alexandria City Public School employees to purchase homes in the city.**

#### STRATEGIES

- 3a Establish a process to evaluate and modify, if needed, the structure and impact of financial incentives for homeownership.
- 3b Explore opportunities to partner with City-affiliated agencies to administer financial incentives they fund for their employees.

### RECOMMENDATION 4

**Maximize the creation of committed affordable homeownership units and affordable housing resources through the development process.**

#### STRATEGIES

- 4a Support the use of existing and the development of new regulatory tools to incentivize the production of affordable homeownership set-aside units.



*Also see Goal 4, Recommendation 1, Strategies c-e*



A rezoning, paired with bonus density, created eight affordable condominium units for first-time homebuyers at The Whitley. There were, on average, ten qualified applicants for every unit.

### RECOMMENDATION 5

**Support the creation of long-term committed affordable homeownership opportunities through public-private partnerships.**

#### STRATEGIES

- 5a Evaluate and prioritize opportunities to use City remnant parcels for affordable homeownership development projects.
- 5b Explore alternative homeownership models (for example, cooperative housing, sweat-equity, and community land trusts) and partnerships based on best practices in comparable housing markets.
- 5c Evaluate feasibility of rent-to-own housing models, including exploring options for Year 15 conversions of LIHTC-funded housing.

### RECOMMENDATION 6

**Maximize awareness of homeowner resources.**

#### STRATEGIES

- 6a Evaluate and strengthen current approaches to marketing to increase awareness of downpayment and closing cost assistance and training and counseling resources.

Also check out Goal 6 for recommendations and strategies related to strengthening the city's common interest communities!



## GOAL 6

**STRENGTHEN** existing common interest/condominium communities to improve governance practices and build capacity to address deferred maintenance, capital needs, and other challenges common to these communities.

Condominiums, a type of common interest community in urban areas, are an essential component of Alexandria's housing stock. Nearly half (48%) of all of the city's homeownership units are structured as condominiums. Many of these homes, which can range from garden style complexes to high-rises, provide critical entry points to homeownership for first-time buyers, households with fixed incomes, and residents who prefer or require single-level living due to age or disability. Yet, with an average age of 45 years, many condominium communities face mounting deferred maintenance and significant capital repair needs. The very households these units are meant to serve may be priced out by monthly condominium fees (which can range from \$400 to \$1,000+ a month) and special assessments. Without proactive policies and programs, the aging of these properties threatens long-term affordability as well as quality of life.

**20,600** number of assessed residential condominium units in Alexandria in 2025

Strengthening governance and building the capacity of common interest community boards and members is therefore central to Housing 2040. A continuation of the City's quarterly Common Interest Communities Education Series, along with the development of accessible educational materials for board members, owners, and managers, can help associations better understand fiduciary responsibilities, reserve planning, and preventive maintenance. Enhanced outreach to connect communities with weatherization and energy efficiency programs can also help reduce operating costs and extend the useful life of aging buildings preserving affordability while improving resilience. At the same time, policy reform, innovative financing tools, and partnerships are needed to address structural challenges. Together, these strategies recognize that well-managed and financially sound condominium communities are indispensable to maintaining Alexandria's supply of safe, affordable homeownership opportunities.

A common interest community (CIC) is defined in Chapter 23.3 of the Code of Virginia. Put simply, a CIC is a community where homeowners jointly share and fund amenities, such as parking lots, laundry rooms, pools, open spaces, and common areas.



# CONDOMINIUM COMMUNITIES

## RECOMMENDATION 1

### Build capacity among common interest community members and their boards of directors.

#### STRATEGIES

- 1a Continue the City's Common Interest Communities Education Series.
- 1b Create free educational materials in a variety of formats for boards, owners, and community managers.
- 1c Explore opportunities to offer incentives, such as funding for reserve studies or insurance discounts, for communities whose boards undergo certified training and continuing education classes.
- 1d Enhance outreach to owners about available weatherization, energy efficiency, and repair programs.

## RECOMMENDATION 2

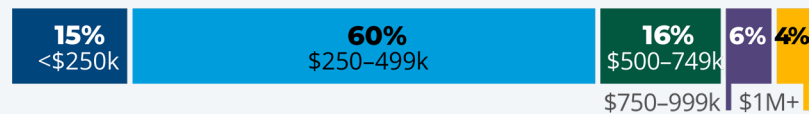
### Expand state requirements regarding common interest communities.

#### STRATEGIES

- 2a Advocate for state legislation that:
  - Requires developers to provide physical and digital copies of as-built plans and maintenance manuals upon turnover of association governance to individual owners along with a matrix of what capital components are the association's responsibility as compared to the responsibility of individual owners.
  - Mandates visual inspection of structural components of the community on a regular schedule with clear requirements for the inspections and established compliance procedures.
  - Requires reserve studies to include all capital components (using industry-wide definitions) with an established baseline of which capital components are maintained by the association and should be included in the study.

## AFFORDABLE ON PAPER

### Condominium units by assessed value, 2025



While 15% of condominium units are assessed below \$250,000 and another 60% are assessed below \$500,000, high condominium fees and special assessments, triggered by the age of properties and deferred maintenance, jeopardize the relative affordability of these units.

Source: City of Alexandria



## UNDERSTANDING RESERVE STUDIES

A reserve study is an analysis of the reserves required to maintain, repair, and replace capital components in a CIC and of the CIC's funding capacity to undertake those actions over a specified period of time. The reserve study typically helps inform the amount of monthly fees paid to ensure adequate resources are available. Examples of capital components are major building systems, such as plumbing, HVAC, and structural supports, and common elements which the CIC is obligated to maintain, repair, or replace.



## CONDOMINIUM COMMUNITIES

### RECOMMENDATION 3

Explore alternative approaches to supporting common interest communities.

#### STRATEGIES

- 3a Partner with state agencies to explore ways to financially support communities undertaking capital repairs, including Commonwealth-backed loans.
- 3b Discuss outreach opportunities to promote the Virginia Department of Professional and Occupational Regulations' mediation program.

# 64%

of Alexandria condominiums (~13,200 units) were built more than 40 years ago highlighting the value of building partnerships to support capital improvements





## GOAL 7

**EXPAND** resources and options for seniors and persons with disabilities to live and age safely within the city.

Alexandria experienced marked changes in its age composition between 2010 and 2023. During this period, its population aged 65 or older grew by 60% from approximately 12,300 to 19,800, and Alexandrians’ median age increased from 35.7 to 37.5. These trends are reflected in the increase in the number of households with an older adult and in the number of seniors living alone and elevate the demand for senior housing models in the city.

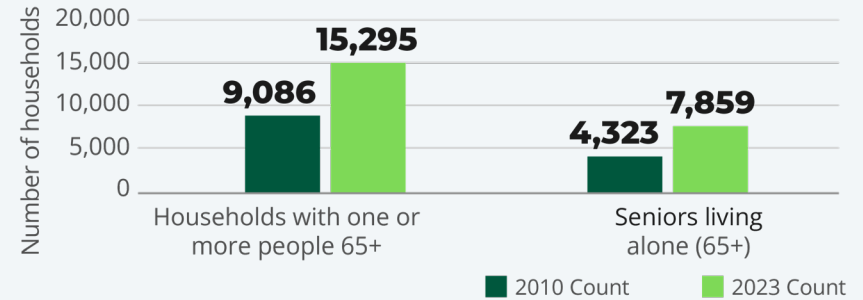
Approximately 11,000 Alexandrians identified as having one or more disabilities—hearing or vision impairments, or limitations related to



### AGE FRIENDLY PLAN

**The Age Friendly Plan**, Alexandria’s strategic plan on aging services and policies, was influential in shaping the Goal 7 recommendations and strategies. The Plan’s 2026-2029 Update was developed in coordination with Housing 2040 and the Community Health Improvement Plan, with a specific focus on older Alexandrians and those with disabilities. The Age Friendly Plan’s housing goals advocate for enhanced affordability for assisted living, as well as support for programs and services that support housing stability and aging-in-place.

### AGING IN ALEXANDRIA



Source: ACS 2019-2023 5-Year Estimates

mobility, cognition, self-care, or independent living; just under half were aged 65 or older. 15% of those aged 16 and over had incomes below the federal poverty line, more than double the poverty rate reported by persons without a disability. Median earnings for Alexandrians with disabilities were also lower by 17% than the earnings of their peers. These characteristics highlight the heightened vulnerability of Alexandrians with disabilities and serve as indicators of potential housing insecurity.

Supporting independence, dignity, and quality of life for Alexandria’s seniors and persons with disabilities is central to Goal 7’s recommendations. Diverse needs, preferences, and income levels mean that no single housing model will work for everyone. A variety of housing options and resources are needed to enable Alexandria’s seniors and persons with disabilities to access safe, affordable, and supportive environments that best match their physical abilities, health conditions, financial circumstances, and social preferences.




## HOUSING RESOURCES FOR SENIORS AND PERSONS WITH DISABILITIES

### RECOMMENDATION 1

#### Increase access to housing options, programs and services, and legal protections which support older adults, adults with disabilities, and their caregivers.

#### STRATEGIES

- 1a Coordinate public education programs, in collaboration with local ambassadors and partners, with the provisions of services and activities to maximize awareness of available resources.
- 1b Expand outreach and coordinate services through established partnerships to naturally occurring retirement communities (NORCs) to decrease social isolation and enhance service delivery.
- 1c Continue to provide education on Community Service Board (CSB) services, waiver eligibility criteria and available assistance options for persons with developmental disabilities.
- 1d Strengthen the tracking of market-rate and committed affordable accessible units. As part of this process, include the anticipated number and type of accessible units in affordable housing plans and other development documents, and track their delivery.
- 1e In collaboration with partners, enhance targeted marketing of market-rate and committed affordable accessible units both at time of initial lease up and during subsequent leasing.
  - Develop accessible marketing and communication tools to connect residents to housing options available to persons with disabilities.
  - Include clear descriptions in marketing materials about where and how to apply for accessible units, including step-by-step instructions, documentation requirements, and timelines.
  - Provide access to language services, including American Sign Language interpretation.
- 1f Explore State and other alternative funding resources for lower-income households to enhance programs providing assistance with activities of daily living within their homes.
- 1g Evaluate the need for increased funding to reduce rent burden for participants enrolled in the Rent Relief Program for Older and Disabled Adults and its successor programs.
  - Explore State and other funding resources to meet need.
  - Formalize a timeline for ongoing review of the Program to strengthen its responsiveness to potential future changes in the housing market.
- 1h Continue to develop the City's state-funded Permanent Supportive Housing Program to provide stable housing and comprehensive supportive services for chronically homeless residents living with serious mental illness.
- 1i Explore opportunities to partner with community-based resources dedicated to supporting resident quality of life in mixed-ability communities.

 *Also see Goal 3.*



### WHAT IS A NORC?

A naturally occurring retirement community (NORC) is a building or community with a growing population of older adults in which the units were not purposefully intended for older adults when they were originally designed and/or built. Due to the concentration of older adults, NORCs create unique opportunities to provide integrated on-site health, wellness and other services to support aging in place through coordinated partnerships.



## HOUSING RESOURCES FOR SENIORS AND PERSONS WITH DISABILITIES

### RECOMMENDATION 2

**Encourage the development of a range of housing typologies, sizes, and price points to support choice, wellbeing, and accessibility for seniors and persons with disabilities.**

#### STRATEGIES

- 2a Update and modernize Zoning Ordinance Section 7-700 to address emerging and evolving land use trends, including senior housing typologies, and to enable greater flexibility in implementation with respect to housing + care.
- 2b Conduct a study of senior housing + care models, including mixed-income assisted living, that serve a range of income levels.
  - Develop an implementation strategy following completion of the study to evaluate and prioritize the models and identify potential land, partners, and resources.



The Hart House, a partnership among Housing Alexandria, Sheltered Homes of Alexandria, and the City, serves as an innovative model for an inclusive mixed-tenure and mixed-ability community with five affordable condominium units and seven permanent supportive housing units.

- 2c Support the development of alternative housing typologies. Opportunities include providing technical assistance to:
  - Senior homeowners to explore development of accessory dwelling units (ADUs) on their properties to help them afford to remain in the community.
  - Homeowners to explore development of accessible ADUs on their properties to help expand housing options for adult children with disabilities or to enable parents and other elders to age in place in proximity to family and caregivers.
- 2d Research and promote best practices in inclusive and sensory-sensitive design and layout of units and common areas in affordable housing developments to create comfortable and functional spaces for persons with disabilities.
  - This may include the size and layout of community rooms including spaces for exercise and retreat; the use of specialized (soft and adjustable) types of lighting; the installation of noise attenuating and low-noise construction materials, systems, and appliances; and the inclusion of additional storage areas or closets for medical equipment.
- 2e Continue to foster partnerships among Sheltered Homes of Alexandria (SHA) and the Community Services Board with nonprofit development entities to ensure sustainability, modernize and make accessible existing housing resources to meet the needs of their diverse clients, reflect best housing and service practices, and/or to create housing choices for persons with disabilities across the community as they age.
- 2f Explore opportunities to incorporate Universal Design and similar features, beyond what is already required through the Building Code, into new multi-unit building and site design to support residential spaces usable by all residents regardless of age or disability status.



## HOUSING RESOURCES FOR SENIORS AND PERSONS WITH DISABILITIES

### RECOMMENDATION 3

#### Assist homeowners and renters in remaining safely and affordably in their homes.

##### STRATEGIES

- 3a Provide rehabilitation services prioritizing repairs critical to habitability, health, and safety for income-eligible renters and owners.
- Maximize use of state, federal, and other non-City rehabilitation resources.

- Continue to partner with organizations that provide rehabilitation and aging-in-place services that complement City programs.

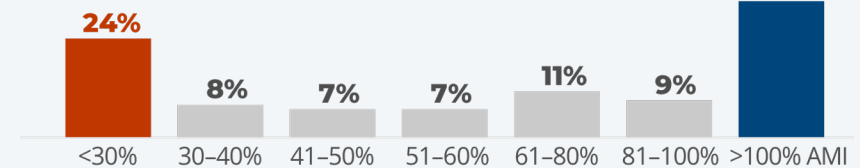
- 3b Work with property managers of NORCs to identify creative ways to reduce barriers to aging in place.
- 3c Continue to provide education, training, and awareness of legal obligations and City resources to landlords and property managers to elevate understanding and responsiveness to the special needs of elderly renters and renters with disabilities.

### A RANGE OF NEEDS REQUIRES A RANGE OF SOLUTIONS

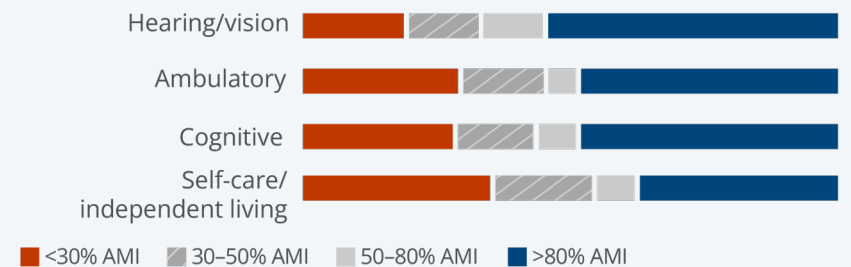
The incomes of seniors and persons with disabilities range widely with the greatest concentrations in the lower and higher income bands highlighting the need for a diversity of housing+care options at a variety of price points.

Equally important are the partnerships that allow seniors and persons with disabilities to maintain stability and wellbeing in their homes and to access employment. These supports can include home care services, personal support workers, transportation assistance, and access to health and social services within or near their homes. Financial supports, such as rent subsidies or grants for home modifications, also play a critical role in making housing affordable and accessible for lower-income households. By integrating housing options with coordinated supports, communities can reduce institutionalization, promote social inclusion, and ensure that seniors and persons with disabilities are able to live with autonomy and security.

Household incomes for households 65+



Incomes of Alexandrians with Limitations



Sources: ACS 5-Year Estimates 2019-2023 & 2017-2021 CHAS



## GOAL 8

**ENHANCE** housing quality, safety, and livability to support resident health, security, and wellbeing.

Housing quality is a public health issue. Residents across Alexandria have raised persistent concerns about mold, rodent infestations, poor HVAC systems, inadequate pest control, third-party smoking, and other conditions that directly threaten health and safety. These issues trigger asthma and respiratory illnesses, exacerbate chronic health conditions, create mental health stressors, and disproportionately affect children, seniors, and people with disabilities. The connection between housing conditions and broader wellbeing extends beyond physical health. Children living in substandard housing face disrupted sleep, increased school absences, and developmental challenges. Families dealing with ongoing maintenance issues experience financial strain, stress from navigating unresponsive systems, and instability that compounds other vulnerabilities.



A community health worker demonstrates green cleaning supplies as part of ALX Breathes. This free home-based program by the Alexandria Health Department is focused on improving asthma and COPD by addressing housing conditions such as mold, pests, and clutter.



## HEALTHY HOMES ACTION PLAN

A healthy home is dry, ventilated, clean, safe, warm or cool enough, well-maintained, and accessible. The Healthy Homes Network—a coalition of city agencies, nonprofits, advocacy groups, residents, and property managers—was formed because too many Alexandrians were experiencing unhealthy housing. The 2025 Healthy Homes Action Plan is a collection of strategies created by residents to address these ongoing issues. These include using Alex311 data to track hotspots like rodent or no air/no heat complaints, working with tenants to develop guidance on how to deal with mold, coordinating with landlords, City agencies, and tenants on pest management, and creating resources for those with mental health issues to address for hoarding challenges.

Because safe, decent, and well-maintained housing is fundamental to individual and community health, establishing a framework to ensure habitability standards are met and enforced, to support both tenants and landlords in maintaining quality housing, and to create accountability systems that protect residents while recognizing responsible property management is essential. Building on existing partnerships, with a focus on the Health Department's Healthy Homes Initiative, Goal 8 recommendations span proactive inspection, collaborative problem-solving, data-driven oversight, landlord support, and legislative advocacy to ensure Alexandrians live in conditions that support their health, security, and dignity. The resulting framework balances tenant protection with landlord support and creates accountability structures that drive improvement while rewarding compliance.



## HOUSING QUALITY, SAFETY AND LIVABILITY

### RECOMMENDATION 1

#### Support initiatives and programs that enhance housing quality and habitability standards.

##### STRATEGIES

- 1a Continue collaboration with the Health Department in implementing the **Healthy Homes Action Plan** to address issues such as hoarding, mold, smoke, and pests.
- 1b Continue proactive rental inspection programs.
- 1c Establish a data-driven housing quality monitoring system, including:
  - Leveraging Alex311 and other data sources for strategic decision-making.
  - Expanding interdepartmental collaboration focused on enhancing landlord accountability.
  - Developing property-level monitoring systems that flag patterns of code violations, tenant complaints, and safety issues to enable proactive, coordinated City response.
  - Recognizing responsible landlords who maintain quality housing and fair practices based on data.
- 1d Explore opportunities, such as technical assistance, to support landlords of small properties to improve housing conditions.
- 1e Support legislation that ensures safe, decent, and well-maintained housing, including:
  - Stronger habitability standards and enforcement authority
  - Tenant remedies for substandard conditions
  - Expanded proactive inspection

Also see Goal 2, Recommendation 6; Goal 3, Recommendations 4 and 5; Goal 7, Recommendations 1-3; Goal 10, Recommendation 1

### WHAT THE HOUSING 2040 SURVEY TOLD US ABOUT HOUSING CONDITIONS:

**65%**

concerned about building conditions

*including issues related to security, water, heating/cooling, and elevator operations*

**66%**

concerned about unit conditions

*including issues related to mold, pests, leaks, smoking, and ventilation*



## GOAL 9

**EMPOWER** residents to maintain housing stability and pursue economic mobility, and **FOSTER** pathways to help them build and sustain wealth.

Housing stability and economic mobility are deeply interconnected: when residents have access to quality jobs, workforce training, and supportive services, they are better positioned to afford and maintain safe housing. Policies and programs that reduce cost burdens—such as access to rental assistance, childcare, transportation, and healthcare—also help vulnerable households weather financial shocks and avoid displacement.

Equally important is fostering clear pathways for renters and homeowners to build and sustain wealth. For renters, this can include access to financial education, credit-building tools, savings programs, and pathways to homeownership that are realistic and equitable. For homeowners, wealth-building is strengthened through protections against predatory practices, access to first-time homebuyer opportunities and financial assistance, and counseling that helps families retain their homes during economic hardship. These strategies ensure that housing is not only a place of shelter, but also a platform for long-term financial security.

~23%

of Alexandria's households have **incomes below 40% AMI** and are among the city's most vulnerable due to high levels of housing cost burden.

### DEVELOPING ALEXANDRIA'S WORKFORCE

Through the Workforce Development Center, the City collaborates with community-based organizations, local libraries and community shelters to expand access to employment services for residents facing housing instability and other barriers. By embedding job readiness workshops, career counseling, and hiring event outreach within these familiar settings, the City increases awareness of available resources while meeting residents where they are. These partnerships also create opportunities to share effective service delivery models and strengthen coordination across housing, workforce, and supportive service providers.

To further advance economic mobility, the City integrates workforce development services such as career coaching, skills training, and job placement assistance. Recognizing that transportation access is essential to employment success, the City continues to promote free DASH transit services and regional mobility discounts for seniors, individuals with disabilities, and lower-income residents.




## HOUSING STABILITY AND ECONOMIC MOBILITY

### RECOMMENDATION 1

#### Support economic mobility initiatives.

##### STRATEGIES

- 1a Partner with property managers and resident services coordinators, particularly in market-affordable and committed affordable housing communities, to increase access to existing resources and to solicit resident input on services that would help them pursue economic mobility. As part of this process:
  - Facilitate opportunities for affordable housing partners in Alexandria to showcase and share effective resident service models and best practices.
  - Consider size, layout, lighting/electrical, furnishings and other requirements associated with the provision of such services when designing common areas, business centers, and community rooms in affordable housing communities.
- 1b Where feasible, pair workforce development (such as job readiness and career counseling) with rent readiness training and services for those facing housing instability, including households assisted by City rental subsidy programs.
- 1c Continue to monitor and address transportation needs of seniors, persons with disabilities, and lower-income households to improve multimodal transportation access.
  - Promote the availability of free DASH transit services as well as regional transit mobility discounts and services like Capital Bikeshare.
- 1d Explore new partnerships and State and other funding sources to help advance economic mobility initiatives.

 See also Goal 3 strategies related to housing stability.





## ECONOMIC MOBILITY INITIATIVES

Economic mobility initiatives can range widely from traditional workforce development to written and digital literacy, language, and other targeted services that help individuals and families gain the skills and access the resources they need to advance economically and achieve greater financial sustainability. They are designed to empower a broad spectrum of households that face barriers to upward mobility, such as adults with lower levels of educational attainment, low income families and youth (including those aging out of the foster care system), seniors, persons with disabilities, and formerly incarcerated individuals transitioning back into the workforce.

### RECOMMENDATION 2

#### Help households sustain homeownership.

##### STRATEGIES

-  See Goal 5, Strategy: Offer post-purchase counseling services through established partners to help purchasers sustain homeownership and build wealth.
-  See Goal 5, Strategy: Provide homeowners in crisis referrals to default and delinquency counseling and foreclosure prevention services.



## HOUSING STABILITY AND ECONOMIC MOBILITY

### RECOMMENDATION 3

#### Create pathways to homeownership for renters.

##### STRATEGIES

- See Goal 5, Strategy: Offer first-time homebuyer training and financial education, including participation in savings clubs, through established partners to prepare purchasers for homeownership.
- See Goal 5, Strategy: Work collaboratively with ARHA to explore opportunities to expand attainability of homeownership for voucher holders.
- See Goal 5, Strategy: Evaluate feasibility of rent-to-own housing models, including exploring options for Year 15 conversions of LIHTC-funded housing.
- See Goal 5, Strategy: Continue to offer down payment and closing-cost assistance towards the purchase of affordable homeownership set-aside units and other resale-restricted units to eligible homebuyers with incomes up to 100% AMI.
  - Increase cap for financial assistance, on an as-needed basis, to maintain affordability of resale-restricted units at time of resale.
- See Goal 5, Strategy: Expand attainability of homeownership through the state, federal, and other non-City resources.
  - Continue to evaluate the allocation of Virginia Housing and similar funding to maximize the use and reach of available state mortgage interest reduction funding.
  - Explore new funding sources and models to expand homeownership assistance to eligible homebuyers with incomes between 101% and 120% AMI.

### RECOMMENDATION 4

#### Support renters in building savings and wealth.

##### STRATEGIES

- 4a Promote opportunities to participate in financial self-sufficiency counseling, financial and debt management education, and retirement planning tailored to renters' needs and goals, and to access savings and investment platforms.
- 4b Collaborate with committed affordable housing providers to offer rent reporting to credit agencies to help renters build their credit scores.
- 4c Help families with young children apply for and maximize participation in federal youth bond/savings programs supporting future education and vocational training.

Together housing stability and wealth-building initiatives promote more resilient households and stronger communities. When residents are supported in growing their incomes, protecting their assets, and planning for the future, they are more likely to remain stably housed and invest in their neighborhoods.



## GOAL 10

**SUPPORT** energy efficiency improvements and weatherization and **ADVANCE** green building practices to lower energy costs, make homes healthier, and build resilience to extreme heat, cold, and weather events.

Sustainable housing not only plays a critical role in addressing the global impacts of climate change, but also provides meaningful, everyday benefits for residents. As the City plans for housing over the next 15 years, sustainability will be an important factor in supporting affordability, livability, and health in Alexandria.

### Affordability

Just over half of the city's multi-unit housing stock is more than 40 years old and predates modern energy efficiency codes. Aging residential properties, home to many of Alexandria's lower-income renters and homeowners on fixed incomes, struggle with high energy and water use due to inefficient and outdated building systems. In addition, utilities are typically not individually controlled or metered in older properties which limits a household's ability to manage

## THE CASE FOR SUSTAINABLE HOUSING

### AFFORDABILITY



2x

utility costs projected to double in 15 years

### LIVABILITY



3x

more 90°F+ days projected by 2050

### HEALTH



54%

of housing stock 40+ years old

energy usage. Resulting high utility bills contribute to worsening levels of housing cost burden for residents (learn about the impact of housing cost burden in **Goal 3**). With energy rates expected to rise significantly over the next 15 years, this challenge will only be further compounded. Utility costs are estimated to double during this period increasingly compelling households to weigh paying their utility bills against their rent or other household expenses.



## GOAL 10

Investments in and upgrades to mechanical systems (HVACs), building envelopes (insulation in and around walls, roofs, and windows), lighting controls, elevators, and appliances are common examples of improvements that lower the carbon footprint of a building while improving affordability for residents and preserving the property. (See **Goal 2** to learn more about the importance of affordable housing preservation.)

### Livability

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Climate change is affecting quality of life in Alexandria. The number of days over 90 degrees Fahrenheit is projected to almost triple by 2050, and the City continues to experience increased frequency and intensity of storms. While housing plays an essential role in keeping residents comfortable during extreme temperatures and weather events, sustainably and thoughtfully designed and engineered housing also reduces energy use and strengthens resilience. For example, insulation that improves passive heating and cooling can help maintain safe and consistent indoor temperatures during the peak summer and winter months or during a temporary power outage while simultaneously reducing energy use.

### GREEN BY DESIGN

Recently constructed affordable housing projects frequently outperform their market-rate counterparts in terms of energy and water efficiency; due to funder requirements, they achieve higher performance than required by the City's Green Building Plan for market-rate housing. To remain competitive for LIHTC and other funding sources, affordable housing projects incorporate sustainable design and green building practices to qualify for energy and sustainability certifications, such as LEED, Energy Star, and National Green Building Standards. While these features yield tangible health benefits and savings for residents and building operators over time, they come with an upfront cost that can be challenging to finance in affordable housing developments with limited cash flow. As a result, it is important to recognize that these investments that result in market-leading building performance do not typically occur on their own, but rather require external resources, such as grant or lower-cost funding.



St. James Plaza, an affordable rental community in Beauregard, achieved EarthCraft Platinum, the highest certification in the EarthCraft sustainable building program. The community was made possible by LIHTC funding through a partnership between AHC and the City.



## GOAL 10

### Health

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As discussed in Goal 8, healthy housing conditions are fundamental to individual and community wellbeing. Within the context of Goal 10, addressing Alexandria's aging housing conditions can play a critical role in improving health while also delivering environmental benefits. For example, poor indoor air quality can have a range of causes including high-emission finishes, poorly insulated windows or leaking pipes that cultivate mold. Greener finishes, such as low-VOC paint and flooring, and sustainably sourced building

materials limit toxins in a unit while contributing to improved air quality. Updated HVAC systems boost ventilation and reduce the incidence of asthma and respiratory illness while lowering energy use. Similarly, new boilers, pipes, and plumbing fixtures prevent leaks and decrease the risk of mold while reducing water consumption. These sample solutions highlight the interconnectivity of sustainability and health in existing housing.

### ALEXANDRIA'S SUSTAINABILITY FRAMEWORK

Housing 2040 supports and complements the efforts of the City's Environmental Action Plan (EAP) 2040, Energy & Climate Change Action Plan (ECCAP), and Green Building Plan with respect to new residential development. Adopted in 2019, the EAP is a road map to fulfill Alexandria's commitment to lead by example as a thriving, sustainable community. The plan sets goals for climate, energy, land use and open space, transportation, waste, water use, and air quality.

The ECCAP was updated in 2023 to support the implementation of EAP 2040 and identified additional actions the City can pursue to meet EAP 2040 goals. Actions include decarbonizing existing and new buildings and carbon-free electricity generation. Approved in 2026, the Green Building Plan governs most new construction; the Plan moves away from third-party certifications and sets standards for Energy Use Intensification, electrification, and renewable energy.



## SUSTAINABILITY AND RESILIENCE IN HOUSING

### RECOMMENDATION 1

#### Support energy efficiency and weatherization retrofits for existing housing.

##### STRATEGIES

- 1a Use energy benchmarking, such as ENERGY STAR Portfolio Manager, to measure and track energy performance in existing multi-unit residential buildings against national benchmarks by building size and type, to identify underperforming buildings for investment.
- 1b In collaboration with partners, provide multi-unit residential property owners with technical assistance and financing resources and options, like C-PACE, to improve energy efficiency and indoor air quality.
- 1c Promote programs that help condominium and other common interest communities to reduce energy costs and meet City climate goals through building upgrades, such as higher-performing HVAC systems, improved insulation, and electric vehicle charging infrastructure.
- 1d Provide support, through technical assistance or purchasing incentives, for the installation of solar and battery backup, when feasible, to provide backup power in times of power outages.
- 1e Continue partnerships with organizations that complement City efforts and provide rehabilitation, weatherization, and environmental education services.
- 1f Continue to promote and improve access to existing energy efficiency, water use, and weatherization resources for individual homeowners by coordinating outreach, education, and assistance across City departments.

### RECOMMENDATION 2

#### Advance green building practices in new residential development.

##### STRATEGIES

- 2a Support the implementation and evolution of the Green Building Plan.
  - Provide technical assistance to affordable housing partners to explore cost-effective ways to incorporate green building and sustainability measures into their projects.
  - Encourage early planning for renewable energy systems, like geothermal HVAC systems, that have a long service life and significantly lower energy bills and improve comfort.
  - Partner with state agencies, Community Development Financial Institutions, and others financing entities to explore funding for designs that prioritize extremely high-performance designs, such as Passive House.
- 2b Explore and promote innovative housing models, emerging materials, and new technologies that improve energy efficiency and reduce resource use, including manufactured, prefabricated, and modular housing construction.

### INVESTING IN EFFICIENCY

C-PACE (Commercial Property Assessed Clean Energy) is a state program administered by the Virginia PACE Authority that provides upfront financing for commercial properties to perform energy efficiency, resiliency, and other qualifying sustainability improvements. C-PACE loans are secured by City property liens.



# Plan Process

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Our Approach

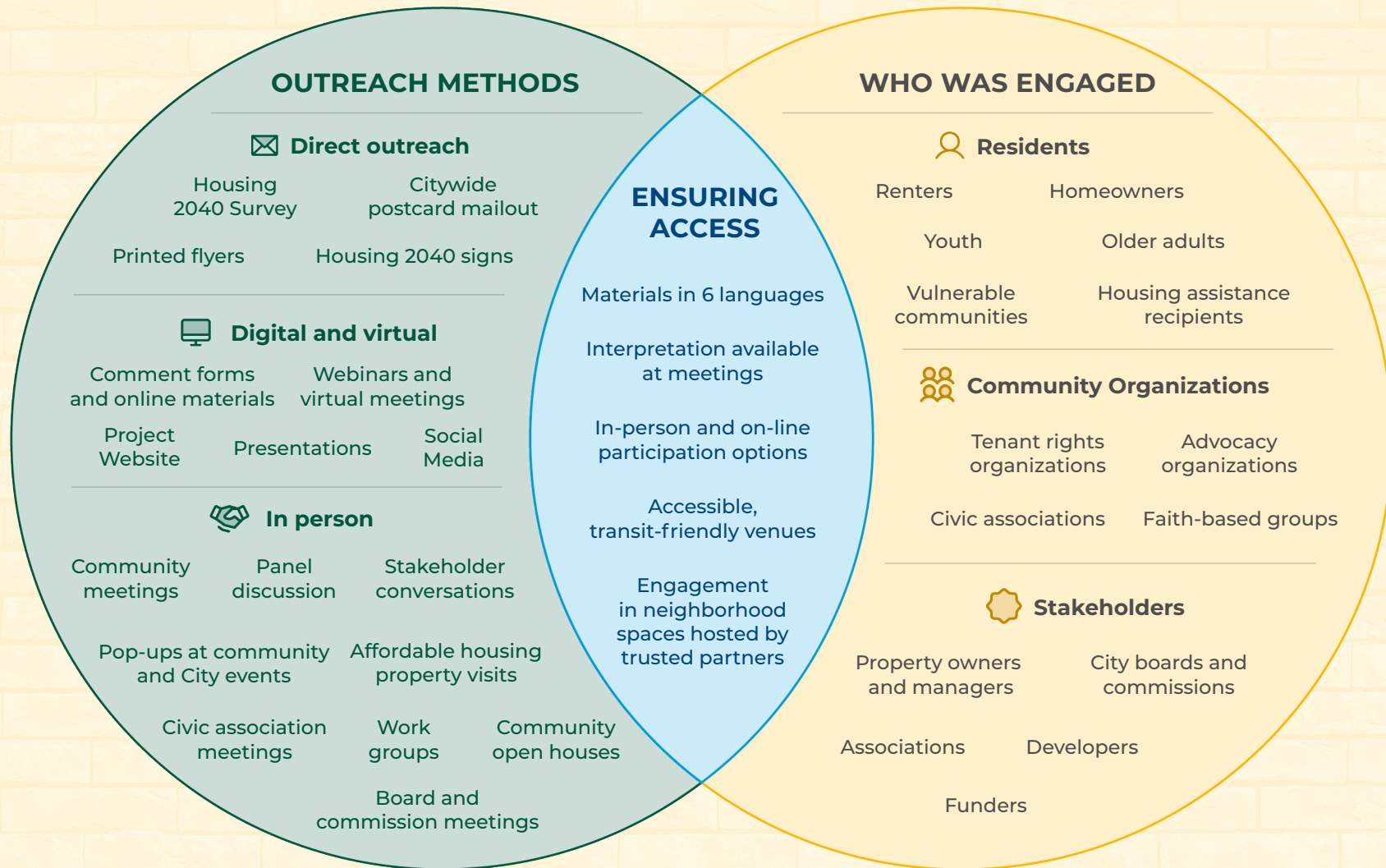
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Community Engagement

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# ENGAGEMENT PROCESS



## ENGAGEMENT PHASES



Education



Listening



Project Input

# Education

Strengthening understanding of affordable housing and housing programs and services, as well as the context within which they operate, was fundamental to empowering participants to engage in Housing 2040. This process started with the release of the 2024 Quantitative Housing Needs Analysis followed by a month-long education series. Each of the weeks in October 2024 was dedicated to a specific theme covering housing and community partnerships,

affordable housing development and finance, and renter and homeowner resources. Activities included bilingual webinars and presentations, information on existing programs, links to other housing resources, and open houses at four affordable housing communities. The commitment to education was woven throughout the Plan's development serving as the starting point for each of the Housing 2040 projects.

## HOW WE USED DATA TO UNDERSTAND HOUSING NEED

The 2024 Quantitative Housing Needs Analysis (HNA) grounded Housing 2040 in current demographic, housing, and employment data and an analysis of 2010-2023 trends. It relied on primary and secondary data sources including the City of Alexandria's Office of Housing, Office of Real Estate Assessment, Department of Planning and Zoning, and Department of Community and Human Services, the United State Census Bureau's American Community Survey 2019-2023 5-Year Estimates, CoStar, and the Virginia Department of Workforce Development and Advancement's 2025 Quarterly Census of Employment and Wages. The HNA's findings raised the following defining questions for the Housing 2040 process:

- Lower and moderate-paying jobs serve as the backbone of our local economy. How do we expand opportunities for our workers to afford to live in the city?

- How do we help mitigate increasing levels of housing cost burden among lower-income renter families and among middle-income earners who aspire to homeownership?
- How do we address racial inequities in homeownership and wealth acquisition?
- How do we support aging condominium and communities, the entry point for first-time buyers?
- What housing models and tools help meet the needs of a growing senior population?
- 20-34 year olds represent a shrinking proportion of Alexandria's population. What housing typologies and price points are needed, and how do we produce them?

# Listening and Learning

The second component focused on soliciting input from the public on the housing issues impacting their communities and developing the Principles and Goals to guide Housing 2040. This phase was initiated by a citywide postcard mailout and two kick-off meetings (one virtual and one in-person) in September 2024 that examined Alexandria's housing needs.

Following the kick off, Housing 2040 sought to further understand housing priorities by engaging with residents through pop-ups at ongoing community and City events, listening sessions hosted by community partners, and City Board and Commission meetings. This engagement included events coordinated by the Health Department as part of the Community Health Assessment, DRPCA and APD as part of their annual cookouts and after-school activities, DCHS as part of the Age Friendly Plan Update, and events hosted by community partners.

This approach was supplemented with listening sessions with a broad range of stakeholders, including tenant rights organizations, civic associations, including the Federation of Civic Associations, faith-based groups, and older Alexandrians. Staff also worked with ACPS and ACT for Alexandria to engage middle-school and high-school youth to learn about their housing needs and priorities for

## THE VALUE OF EXPERIENCE AND HISTORY

Housing 2040 builds on what the City has learned through:

- four small area plan processes, each with a prominent housing component
- the administration of emergency rental assistances during the COVID-19 pandemic
- the Zoning for Housing and *Housing for All* process
- the successes and challenges implementing the HMP
- research and review of best practices in affordable housing policies and programs
- the expertise of City Boards and Commissions
- the housing policies and programs of neighboring jurisdictions
- ongoing landlord and tenant engagement

the future. In addition, the Housing 2040 Survey (see next page) was developed and employed as an engagement tool at these engagements to solicit quantifiable insights on housing concerns.











# Housing 2040 Survey

 **1,208**  
responses received

 **28**  
housing issues assessed

 **6**  
language options

## TOP 10 CONCERNS

 Cost of buying a home	<b>80%</b>
 Housing options for middle-income residents	<b>78%</b>
 Cost of renting a home	<b>77%</b>
 Moderately priced housing for families	<b>74%</b>
 Moderately priced homebuyer opportunities	<b>74%</b>
 Housing options for low-income residents	<b>72%</b>
 Annual rent increases	<b>71%</b>
 Fear of displacement	<b>71%</b>
 First-time homebuyer opportunities & assistance	<b>70%</b>
 Moderately priced housing for young adults	<b>68%</b>

To supplement in-person engagement and establish a quantitative assessment of current housing concerns, staff conducted the **Housing 2040 survey** in six languages (English, Spanish, Amharic, Arabic, Dari, and Pashto) between November 2024 and January 2025. More than 1,200 responses were received electronically and in hardcopy.

The survey asked respondents to indicate their level of concern on 28 housing issues. Respondents could indicate personal concerns or concerns for their community. The top ten issues that were identified as being a source of high concern or concern are highlighted in the box to the left.

However, many other issues beyond housing cost and housing options were also flagged, including housing quality, living conditions, the availability of senior housing + care options, the cost of rental and condominium fees, the cost of utilities, and landlord relations.

## KEY FINDINGS

**#1**

Cost of housing was the top issue

**2x**


Renters expressed greater concern than owners across all issues

**18-24**

Younger residents (18-24) showed the greatest concern over housing costs

**↑**

Black and Latino residents expressed more concern than White residents across all issues

**Key:**  Cost & affordability  Housing access & options  Housing stability % respondents expressing concern

# Project input and feedback

The third step focused on individual projects with engagement tailored to each project's scope. To maximize participation, project engagement ranged from interviews, panel discussions with subject matter experts, and consultations with City boards and commissions to stakeholder conversations, focus groups, and virtual and in-person community meetings. The Alexandria Housing Affordability Advisory Committee (AHAAC) played an instrumental role in this process by hosting Housing 2040 presentations on a series of topics, such as financial tools for affordable housing, homeowner resources, and senior housing + care. The insights of City boards and commissions, and their subcommittees, including AHAAC, the Landlord Tenant Relations Board, the Commission on Aging, the Commission on Persons with Disabilities, and the Environmental Policy Commission, further deepened Housing 2040's understanding of specific housing issues and potential programmatic and policy solutions. Two projects—Affordable Housing Preservation and Strengthening Common Interest Communities—also chose to convene working groups, representing a variety of perspectives, to inform the development of their recommendations.

Accessibility was a priority during the Housing 2040 process. One of the selection criteria for Housing 2040 community meeting venues was that each space be accessible to participants with disabilities and convenient to access via public transit and by car. In addition, community conversations and focus groups were held in familiar neighborhood



Housing 2040 engagement events

spaces and were convened by trusted community partners to facilitate participation. Language services were also fundamental to ensuring engagement was inclusive; interpretation was available at all community meetings, online materials had built-in translation, and the Housing 2040 survey, principles, and goals were provided in six languages.

# 05



## Implementation

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Introduction

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Matrix

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# Implementation Plan

The Plan establishes a 15-year framework to guide the development and administration of housing tools, policies and programs, prioritization of projects and legislative actions, and allocation of resources, including staffing and funding, to accomplish Housing 2040 goals. The Implementation Matrix outlines which City departments will assume the lead or support identified strategies and provides a framework for tracking and reporting progress over the Plan’s lifespan after adoption. Each strategy (action) includes a proposed implementation timeframe—short-term (1-5 years)

and longer-term (6+ years)—and notes if the action is already being undertaken.

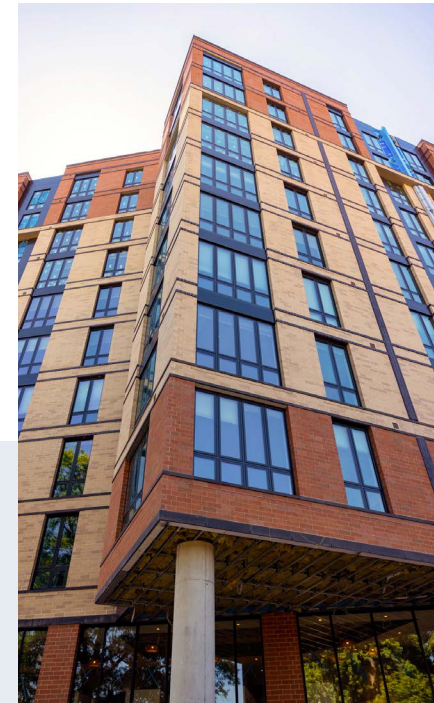
The Plan recommends the development of an online dashboard and five-year implementation check-ins with City Council to report on progress and to determine if modifications to priorities or targeted actions are needed.

Implementing Housing 2040 will depend on a range of factors—one of them being the commitment to support innovation. Sansé, a 416-unit affordable rental community constructed with federal, state, and City investment in the Arlandria neighborhood, showcases how innovation can reduce housing production costs. The project developer, Housing Alexandria, successfully used two innovative construction methods to improve efficiency and cost effectiveness in the development—a cold formed metal framed (CFMF) structural system and a design-build approach for mechanical, electrical, plumbing, and fire protection (MEPF) systems.

The CFMF system is a prefabricated structural wall system designed and engineered by the installing subcontractor; exterior structural walls are delivered with exterior sheathing already attached. At Sansé, the system allowed for taller vertical construction and reduced mold/

flammability concerns compared to wood framed construction. While not as fast as wood frame or concrete construction, it enabled interior and exterior work to progress more quickly.

Sansé used a design-build approach for MEPF systems: subcontractors that installed these systems were brought in during the design phase of the project and designed/engineered these systems in coordination with the architectural team. Benefits of this approach include price certainty (insulating the project from material price increases), early procurement (ensuring that long lead-times or design changes on items ranging from light fixtures to generators did not result in delays), and getting early input from subcontractors on the design and functionality of the building (reducing the need for scope modifications).



Sansé

# Implementation Matrix

The numbering in the Matrix reflects the goal number, followed by the recommendation number, and then the strategy letter. For example, 1.1a is the first strategy under Goal 1, Recommendation 1.

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>1.1a</b> Continue to evaluate housing challenges and opportunities through small area planning efforts	Housing; Planning & Zoning	X					X
<b>1.1b</b> Continue implementation and evaluation of initiatives that streamline the development review and permitting processes	Planning & Zoning	X					X
<b>1.1c</b> Explore opportunities to colocate housing, in particular affordable housing, with public uses and private development in which the City is a financial participant	Housing; Planning & Zoning	X					
<b>1.1d</b> Maximize use of city-owned land for housing, including affordable housing	Housing; Planning & Zoning	X			X		X
<b>1.1e</b> Support conversions of underutilized office and other commercial buildings to housing consistent with City priorities	Planning & Zoning	X					X
<b>1.1f</b> Continue to annually track and report on residential development activity, including the City's progress toward local and regional housing production targets	Planning & Zoning; Housing	X					
<b>1.2a</b> Continue implementation of Zoning for Housing recommendations	Planning & Zoning; Housing	X					X
<b>1.2b</b> Support development of alternative housing models and designs	Planning & Zoning; Housing	X					X
<b>1.2c</b> Support development of a variety of residential unit sizes	Planning & Zoning; Housing	X					
<b>1.2d</b> Review and revise mixed-use zoning districts, as needed, to ensure that multi-unit residential development is encouraged	Planning & Zoning			X			X

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>1.3a</b> Work with development community to explore construction models and innovative technologies to help lower material and labor costs	Planning & Zoning; Housing			X			
<b>1.3b</b> Review City parking standards to help moderate construction and housing costs	Planning & Zoning; Transportation & Environmental Services		X				X
<b>1.4a</b> Promote and enhance workforce development programs that provide training in the building trades and residential property management, maintenance, and operations	Workforce Development Center; Housing	X			X		
<b>1.4b</b> Connect property owners and housing developers with workforce development programs to address labor shortages and facilitate training and job opportunities	Housing; Workforce Development Center		X	X			
<b>2.1a</b> Foster relationships with committed affordable housing property owners, and provide financial and technical assistance to support long-term affordability commitments	Housing	X			X		X
<b>2.1b</b> Maintain inventory of committed affordable properties	Housing	X					
<b>2.1c</b> Explore tax abatement as an incentive to extend affordability commitments	Housing		X		X		X
<b>2.1d</b> Establish and implement a Right of First Refusal policy in committed affordable properties in which the City is not a financial participant	Housing		X		X	X	
<b>2.1e</b> Study options to extend affordability periods of expiring rental set-aside units	Housing		X				X
<b>2.2a</b> Guide City investments and policies using the Strategic Preservation Priorities and Considerations	Housing		X	X	X		X

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>2.2b</b> Continue to collaborate with affordable housing partners to acquire priority preservation properties and maintain deeper levels of affordability	Housing; Affordable housing partners	X			X		X
<b>2.2c</b> Expand partnerships with local anchors, including hospitals, faith-based and educational institutions, and businesses	Housing		X	X	X		X
<b>2.2d</b> Explore a preservation fund that mobilizes capital	Housing		X		X		X
<b>2.2e</b> Continue to incorporate Rights of First Refusal in rehabilitation projects, acquisition deals, and affordability extensions that receive City investment	Housing	X					
<b>2.3a</b> Provide technical assistance to properties exploring preservation consistent with the City's Strategic Preservation Priorities	Housing		X	X			X
<b>2.3b</b> Solicit requests for a rehabilitation project pipeline	Housing; Finance		X		X		X
<b>2.3c</b> Explore tax abatement as a financial incentive for rehabilitation projects	Finance; Housing		X		X		X
<b>2.3d</b> Support energy efficiency, accessibility, and sustainability improvements in rehabilitation projects	Housing; Office of Climate Action	X			X		
<b>2.3e</b> Assess opportunities for projects of historical significance to pursue State and Federal Historic Rehabilitation Tax Credits	Housing; Office of Historic Alexandria		X				
<b>2.4a</b> Strategize with property owners and applicants to utilize regulatory tools to maximize on-site replacement or provision of replacement units at properties within the same neighborhood	Planning & Zoning; Housing	X			X		X

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>2.4b</b> For projects that meet Strategic Preservation Priorities, explore partnership opportunities and financial tools to support replacement on a 1-for-1 basis and/or add net new affordable units on site or in properties within the same neighborhood	Housing; Finance		X	X	X		
<b>2.5a</b> Evaluate and update the City's Housing Relocation Assistance Policies	Housing		X		X	X	X
<b>2.6a</b> Facilitate regular meetings among market affordable housing property owners to discuss shared issues and opportunities	Housing		X				
<b>2.6b</b> Foster relationships among landlords of small properties to promote opportunities for collaboration and cost sharing	Housing		X				
<b>3.1a (1)</b> Create, update and distribute multilingual self-help and resource materials	Housing		X	X			
<b>3.1a (2)</b> Create lease explanation documents for ARHA and other large properties to promote transparency and reduce misunderstandings	Housing; ARHA		X				
<b>3.1a (3)</b> Create resources to help tenants understand their rights to collectively organize and form tenant associations	Housing		X				
<b>3.1b (1)</b> Expand education, training, and outreach efforts including in-person and virtual education and training programs on tenant rights	Housing		X	X			
<b>3.1b (2)</b> Provide landlord and property manager training focused on VRLTA & fair housing compliance, language access requirements, and trauma-informed and culturally-competent communication	Housing	X					
<b>3.1b (3)</b> Conduct targeted outreach at properties with elevated eviction filings, code violations, and tenant complaints	Housing; Code Administration	X					
<b>3.1b (4)</b> Use multiple communication channels to maximize outreach to tenants and landlords	Housing	X					

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>3.2a</b> Support legislation advancing housing stability, eviction prevention, and 'good cause' protections	City Council	X				X	
<b>3.2b</b> Support legislation promoting transparency on fees, cost caps, and fair utility billing	City Council	X				X	
<b>3.2c</b> Support legislation that strengthens tenant protections and promotes fair and equitable housing access	City Council	X				X	
<b>3.2d (1)</b> Support legislation that addresses housing disparities and protects vulnerable populations	City Council	X				X	
<b>3.2d (2)</b> Implement tools that emerge as a result of new legislative authority	Housing; Court System		X				
<b>3.3a</b> Coordinate and improve access to eviction prevention resources	Housing; DCHS; Community partners		X				
<b>3.3b</b> Expand legal support for residents facing eviction or substandard housing conditions	Housing; Legal services providers		X	X			
<b>3.4a</b> Expand landlord-tenant assistance and mediation programs	Housing		X				
<b>3.4b</b> Continue engaging with ARHA to strengthen operations and advance a shared commitment to residents	Housing; ARHA	X					
<b>3.4c</b> Improve coordinated tracking of property ownership and management transitions citywide, and establish protocols to conduct proactive outreach to new owners and managers	Housing		X				
<b>3.4d</b> Formalize and strengthen landlord engagement, including exploring methods for engaging small landlords	Housing		X				
<b>3.5a</b> While pursuing legislative authority, use existing tools to advance tenant protections where feasible	Housing; Legal services providers	X					X

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>3.5b</b> Continue to maintain and publish an annual rent increase policy and encourage compliance; condition compliance for set-aside units receiving City financial assistance	Housing	X					
<b>3.5c (1)</b> Strengthen data integration to support housing stability and anti-displacement efforts	Housing; Code Administration; Court System		X				
<b>3.5c (2)</b> Develop and maintain a displacement risk index or dashboard identifying neighborhoods facing the highest displacement pressure	Housing; Office of Analytics, Innovation, & Data; Office on Race and Social Equity		X				
<b>3.5c (3)</b> Develop and maintain a publicly accessible platform providing transparency on property-level data including eviction filing rates, code violations, and tenant complaints	Housing; Code Administration; Office of Analytics, Innovation, & Data		X				
<b>3.5d</b> Build and implement community or local preference policies for affordable housing	Housing	X					
<b>3.5e (1)</b> Expand opportunities to help prepare income-eligible renters to successfully apply for committed affordable housing when it is available	Housing		X	X			
<b>3.5e (2)</b> Explore partnerships and funding opportunities to deepen rental affordability for very low-income households	Housing	X					
<b>3.6a</b> Establish formal opportunities for public tenant feedback using culturally appropriate engagement methods	Housing; Office of Communications and Community Engagement	X					
<b>3.6b</b> Support community organizing and tenant associations and create avenues for resident leadership	Housing		X	X			

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>3.6c</b> Strengthen and sustain relationships with community partners and stakeholders	Housing		X	X			
<b>3.6d</b> Implement trauma-informed training for Housing staff	Housing		X				
<b>3.7a</b> Refine and continue providing Fair Housing support, testing, and reasonable accommodation assistance, including for emotional support and service animals	Housing		X	X			
<b>3.7b</b> Address emergency shelter and supportive service needs of those experiencing homelessness, including monitoring PIT counts and expanding shelter options as needed	DCHS; Housing		X	X			
<b>3.7c</b> Explore opportunities and partnerships to expand housing options and supportive services for vulnerable populations at risk of homelessness	DCHS; Housing			X			
<b>3.7d</b> Explore ways to support housing stability and well-being of households with pets and support animals	Housing		X	X			
<b>4.1a</b> Support the use of existing and the development of additional regulatory tools to incentivize the production of committed affordable rental set-aside units, including deeply affordable housing	Planning & Zoning; Housing	X					X
<b>4.1b</b> Update and modernize Zoning Ordinance Section 7-700	Housing; Planning & Zoning		X				X
<b>4.1c</b> Regularly evaluate and update the City's Affordable Housing Contribution Policies and Procedures, including the City's monetary contribution methodology and rates	Housing; Planning & Zoning		X				X
<b>4.1d</b> Continue to pursue legislative authority for mandatory monetary housing contributions associated with development	Housing	X				X	

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>4.1e</b> Complete the feasibility study for inclusionary zoning and, based on its findings, pursue, if and when appropriate, necessary legislative authority to enable adoption of a mandatory program.	Housing; Planning & Zoning		X	X		X	X
<b>4.2a</b> Develop a shared vision and articulate goals and parameters for public-private partnerships to align with City affordability targets, investment requirements and safeguards for existing tenants	Housing		X				X
<b>4.2b</b> Provide technical assistance to new and existing affordable housing partners to evaluate (re)development/preservation opportunities, maximize affordability and facilitate access to local, state, federal and other funding resources	Housing	X					
<b>4.2c</b> Continue to convene regular affordable housing partner meetings to exchange best practices and address shared development, financing, and operational challenges	Housing	X					
<b>4.2d</b> Develop innovative and integrated financial models to distribute risks, leverage capital, and ensure the long-term sustainability of affordable housing developed through public-private partnerships	Housing			X			
<b>4.2e</b> Strengthen internal development and finance expertise to enhance underwriting capacity, financial modeling, and negotiation of public-private partnerships	Housing		X				
<b>4.2f</b> Continue to explore financing mechanisms to support production of housing affordable to households with incomes up to 60% AMI, with an emphasis on projects delivering deeper levels of affordability	Housing	X			X		
<b>4.3a</b> Through an updated City-ARHA Memorandum of Understanding, support the development and implementation of a comprehensive repositioning strategy for ARHA's properties that preserves at least 1,150 publicly assisted units and creates additional deeply affordable units where feasible	Housing; City Council; ARHA		X				

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>4.3b</b> Continue to consult with the City-ARHA Work Group to support the agency's long-term sustainability and mission to house Alexandria's most vulnerable	Housing; ARHA	X					
<b>4.4a</b> Coordinate and reserve funding for Coordinated Development District and/or Small Area Plan-proposed public-private partnership projects in the Capital Improvement Program budget	Housing; Finance/Budget		X	X	X		
<b>4.4b</b> Regularly evaluate City funding sources and investment priorities, and leverage opportunities to ensure resources are aligned with affordable housing goals and targets	Housing	X			X		
<b>5.1a</b> Offer first-time homebuyer training and financial education through established partners to prepare purchasers for homeownership	Housing	X					
<b>5.1b</b> Offer post-purchase counseling services through established partners to help purchasers sustain homeownership and build wealth	Housing	X					
<b>5.1c</b> Provide homeowners in crisis referrals to default and delinquency counseling and foreclosure prevention services	Housing	X					
<b>5.1d</b> Monitor and evaluate the City's shared equity model to ensure it is meeting the goals of long-term affordability and wealth building	Housing		X	X			
<b>5.1e</b> Work collaboratively with ARHA to explore opportunities to expand attainability of homeownership for voucher holders	Housing; ARHA		X	X			
<b>5.2a</b> Continue to offer down payment and closing-cost assistance towards the purchase of affordable homeownership set-aside units and other resale-restricted units to eligible homebuyers	Housing	X			X		
<b>5.2b</b> Expand attainability of homeownership through the state, federal, and other non-City resources	Housing		X	X	X		

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>5.3a</b> Establish a process to evaluate and modify, if needed, the structure and impact of financial incentives for homeownership	Housing	X	X				
<b>5.3b</b> Explore opportunities to partner with City-affiliated agencies to administer financial incentives they fund for their employees	Housing; City-affiliated agencies			X			
<b>5.4a</b> Support the use of existing and the development of new regulatory tools to incentivize the production of affordable homeownership set-aside units	Planning & Zoning; Housing	X					
<b>5.5a</b> Evaluate and prioritize opportunities to use City remnant parcels for affordable homeownership development projects	Housing; General Services		X	X			
<b>5.5b</b> Explore alternative homeownership models and partnerships	Housing			X			
<b>5.5c</b> Evaluate feasibility of rent-to-own housing models	Housing			X			
<b>5.6a</b> Evaluate awareness of downpayment and closing cost assistance and training and counseling resources	Housing		X				
<b>6.1a</b> Continue the City's Common Interest Communities Education Series	Housing	X					
<b>6.1b</b> Create educational materials for boards, owners, and community managers	Housing		X	X			
<b>6.1c</b> Explore opportunities to offer incentives for communities whose boards undergo certified training and continuing education classes	Housing		X	X	X		
<b>6.1d</b> Enhance outreach to owners about available weatherization, energy efficiency, and repair programs	Housing; Office of Climate Action		X	X			
<b>6.2a</b> Advocate for state legislation requiring as-built plans/ maintenance manuals, mandating structural inspections, and requiring comprehensive reserve studies	City Council		X	X		X	

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>6.3a</b> Partner with State agencies to explore ways to financially support communities undertaking capital repairs	Housing		X	X			
<b>6.3b</b> Discuss outreach opportunities to promote the Virginia Department of Professional and Occupational Regulations' mediation program	Housing		X	X			
<b>7.1a</b> Coordinate public education programs with the provisions of services and activities to maximize awareness of available resources	DCHS; community partners; Housing		X	X			
<b>7.1b</b> Expand outreach and coordinate services through established partnerships to naturally occurring retirement communities	DCHS; community partners; Housing			X			
<b>7.1c</b> Continue to provide education on Community Service Board services, waiver eligibility criteria and available assistance options for persons with developmental disabilities	Community Services Board; DCHS	X					
<b>7.1d</b> Strengthen tracking of market-rate and committed affordable accessible units	Housing		X				
<b>7.1e (1)</b> Enhance targeted marketing of market-rate and committed affordable accessible units	Housing		X				
<b>7.1e (2)</b> Develop accessible marketing and outreach communication tools to connect residents to housing options available for persons with disabilities	Housing		X				
<b>7.1e (3)</b> Include clear descriptions in marketing materials about where and how to apply for accessible units, requirements, and timelines	Housing		X				
<b>7.1f</b> Explore State and other alternative funding resources for lower-income households to enhance programs providing assistance with activities of daily living	DCHS		X	X			

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>7.1g</b> Evaluate the need for increased funding to reduce rent burden for participants enrolled in the Rent Relief Program for Older and Disabled Adults and its successor programs	DCHS			X	X		
<b>7.1h</b> Continue to develop the City's state-funded Permanent Supportive Housing Program	Housing; Community Services Board		X	X			
<b>7.1i</b> Explore opportunities to partner with community-based resources dedicated to supporting resident quality of life in mixed-ability communities	Housing; DCHS; community partners		X	X			
<b>7.2a</b> Update and modernize Zoning Ordinance Section 7-700 to address emerging and evolving land use trends, including senior housing typologies, and to enable greater flexibility in implementation with respect to housing + care	Planning & Zoning; Housing		X				X
<b>7.2b</b> Conduct a study of senior housing + care models that serve a range of income levels and develop an implementation strategy	Housing; DCHS; community partners		X	X			
<b>7.2c</b> Support the development of alternative housing typologies	Planning & Zoning; Housing			X			X
<b>7.2d</b> Research and promote best practices in sensory-sensitive and inclusive layout of units and common areas in affordable housing developments to accommodate the needs of persons with disabilities	Housing			X			X
<b>7.2e</b> Continue to foster partnerships among Sheltered Homes of Alexandria and the Community Services Board with nonprofit development entities to ensure sustainability and create housing choices for persons with disabilities across the community as they age	Housing; CSB; SHA; affordable housing partners	X					
<b>7.2f</b> Explore opportunities to incorporate Universal Design and similar features into new multi-unit development	Planning & Zoning; Housing			X			X

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>7.3a</b> Provide rehabilitation services prioritizing repairs critical to habitability, health and safety for income-eligible renters and owners	Housing		X	X	X		
<b>7.3b</b> Work with property managers of naturally occurring retirement communities to identify creative ways to reduce barriers to aging in place	DCHS; Housing			X			
<b>7.3c</b> Continue to provide education, training, and awareness of legal obligations and City resources to landlords and property managers to elevate understanding and responsiveness to the special needs of elderly renters and renters with disabilities	Housing	X					
<b>8.1a</b> Continue collaboration with the Health Department in implementing the Healthy Homes Action Plan	Housing; Health Department	X					
<b>8.1b</b> Continue proactive rental inspection programs	Code Administration; Housing; Health Department	X					
<b>8.1c</b> Establish a data-driven housing quality monitoring system	Housing; Code Administration; ITS Department		X	X			
<b>8.1d</b> Explore opportunities to support landlords of small properties to improve housing conditions	Housing		X	X			
<b>8.1e</b> Support legislation that ensures safe, decent, and well-maintained housing	City Council		X	X		X	
<b>9.1a (1)</b> Partner with property managers to increase access to existing resources and to solicit resident input on services that would help them pursue economic mobility	Housing; DCHS; affordable housing partners		X	X			

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>9.1a (2)</b> Facilitate opportunities for affordable housing partners to showcase and share effective resident service models and best practices	Housing; DCHS; affordable housing partners		X	X			
<b>9.1b</b> Pair workforce development with rent readiness training and services for those facing housing instability	Workforce Development Center; Housing			X	X		
<b>9.1c</b> Continue to monitor transportation needs of seniors, persons with disabilities, and lower-income households and promote availability of transit mobility discounts and services	T&ES; DASH/ Transit; Housing	X			X		
<b>9.1d</b> Explore new partnerships and funding sources to help advance economic mobility initiatives	DCHS; Housing; community partners		X	X			
<b>9.4a</b> Promote opportunities for renters to participate in financial self-sufficiency counseling, financial and debt management education, and retirement planning and to access savings and investment platforms	DCHS; Housing; community partners; affordable housing partners			X			
<b>9.4b</b> Collaborate with committed affordable housing providers to offer rent reporting to credit agencies	Housing; affordable housing partners			X			
<b>9.4c</b> Help families with young children apply for and maximize participation in future federal youth bond/savings programs	DCHS; Housing; community partners		X	X			
<b>10.1a</b> Use energy benchmarking to measure and track energy performance in existing multi-unit residential buildings	Office of Climate Action		X	X			
<b>10.1b</b> Provide multi-unit residential property owners with technical assistance and financing resources and options to improve energy efficiency and indoor air quality	Office of Climate Action; Housing		X	X			
<b>10.1c</b> Promote programs that help condominium and other common interest communities to reduce energy costs and meet City climate goals	Office of Climate Action; Housing	X					

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# Implementation Matrix

Strategy	Lead & Supporting Teams	Timeline* (Years)			Impacts		
		Ongoing	1-5	6+	Funding / Fiscal	Legislative	Regulatory / Policy
<b>10.1d</b> Provide support for the installation of solar and battery backup	Office of Climate Action		X		X		
<b>10.1e</b> Continue partnerships with organizations that complement City efforts and provide rehabilitation, weatherization, and environmental education services.	Housing; Office of Climate Action	X					
<b>10.1f</b> Continue to promote and improve access to existing efficiency and weatherization resources for individual homeowners	Housing; Office of Climate Action	X					
<b>10.2a</b> Support implementation and evolution of the Green Building Plan	Office of Climate Action; Planning & Zoning; Housing	X					
<b>10.2b</b> Explore and promote innovative housing models, emerging materials, and new technologies that improve energy efficiency and reduce resource use	Office of Climate Action; Planning & Zoning; Housing			X			

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# 06



## Appendix

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Reference Data

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Definitions

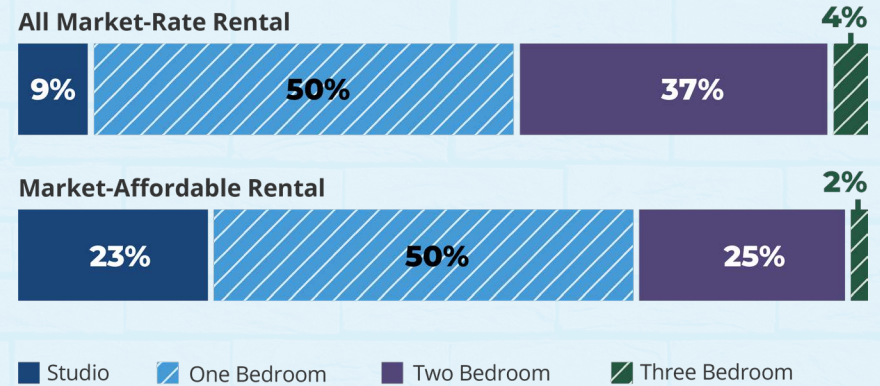
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# Reference Data

## Cost of Market-Rate Rental Housing, July 2025

Unit Type	Median asking rent + utilities	Average asking rent + utilities
Studio	\$1,900	\$1,860
One Bedroom	\$2,060	\$2,280
Two Bedroom	\$2,680	\$2,900
Three Bedroom	\$3,390	\$3,160

## Unit Mix in Market-Rate Rental Housing, July 2025



### Supportive Housing

**175**

permanent supportive and transitional housing beds operated by the Department of Community and Human Services with local partners

**35**

rental subsidies for individuals with serious mental illness at risk of homelessness

### Shelters

**2**

shelters (128 beds)

**1**

domestic violence shelter (20 beds)

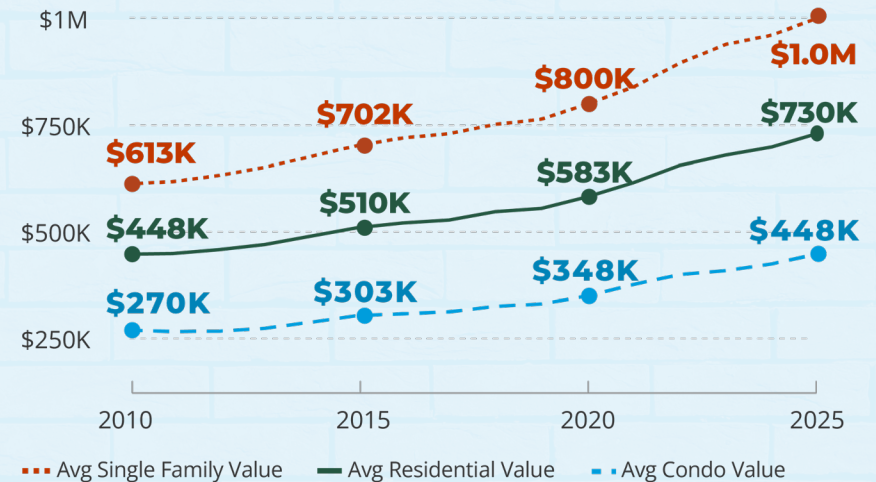
**1**

day shelter

**1**

winter (hypothermia) shelter

## 2010–2025 Residential Assessment Trends



Source: City of Alexandria, 2025; CoStar July 2025

# Definitions

Some housing terminology is standardized in the housing industry while other terminology varies by jurisdiction. Terminology specific to Alexandria is distinguished with **ALX**.

**Accessory Dwelling Unit (ADU):** A dwelling unit that is subordinate to a principal residential use. An ADU can be internal or external to the principal use.

*Why they matter:* ADUs diversify housing choice. They expand housing options for caregivers supporting homeowners to age in place safely, as well as opportunities for elderly parents or adult children with disabilities to reside close to family while maintaining privacy and independence. In addition, by generating rental revenue for homeowners, ADUs can help offset the high cost of homeownership.

**Affordable housing:** Rental or ownership housing that costs no more than 30% of a household's gross monthly income (total income before taxes).

*Why it matters:* Affordable housing helps Alexandria families, workers, and seniors meet their housing needs without sacrificing other priorities, such as food, healthcare, childcare, and education. Affordable housing is also important to the city's economic vitality and competitiveness; businesses look for a diverse and stable local workforce when deciding to locate, retain, and expand their operations in the city.

**Alexandria Redevelopment and Housing Authority (ARHA):**

State-chartered public housing authority established in 1939 to operate public housing, administer certain federal housing programs, including the Housing Choice Voucher and the Moderate Rehabilitation programs, and operate Low-Income Housing Tax Credit properties in Alexandria. As of 2026, ARHA owns and operates 1,254 units across the city. In addition, ARHA serves as a conduit issuer of revenue bonds to help finance affordable housing development projects. While ARHA is not a formal entity of the City government, City Council appoints ARHA's nine-member Board of Commissioners and partners with ARHA in support of its efforts to maintain and modernize its housing stock.

**As-built plan:** Detailed set of drawings submitted by a contractor upon project completion reflecting all changes made to the original design during construction. It shows exact, final locations for all building systems serving as an accurate record for future maintenance and renovations.

# Area Median Income (AMI)

Income levels that are calculated annually by the Department of Housing and Urban Development (HUD) for households of different sizes in a region, where half of the households in the region earn more and half earn less. AMI is commonly used in affordable housing to determine rent levels and eligibility for housing programs and services. The AMI (100% AMI) in 2025 and its associated percentages between 30% and 120% for the Washington, DC Metropolitan

Statistical Area (MSA) are shown in Table 1. This MSA includes the District of Columbia; Arlington, Clarke, Fairfax, Fauquier, Loudoun, Prince William, Spotsylvania, Stafford, and Warren Counties, and Alexandria, Fairfax, Falls Church, Fredericksburg, Manassas, and Manassas Park Cities in Virginia; Calvert, Charles, Frederick, Montgomery, and Prince George's Counties in Maryland; and Jefferson County in West Virginia.

**Table 1: 2025 Area Median Income for the Washington, DC Metropolitan Statistical Area**

<b>% of AMI</b>	<b>1 Person</b>	<b>2 People</b>	<b>3 People</b>	<b>4 People</b>	<b>5 People</b>	<b>6 People</b>
<b>30%</b>	\$34,450	\$39,350	\$44,250	\$49,150	\$53,100	\$57,050
<b>40%</b>	\$45,920	\$52,480	\$59,040	\$65,560	\$70,840	\$76,080
<b>50%</b>	\$57,400	\$65,600	\$73,800	\$81,950	\$88,550	\$95,100
<b>60%</b>	\$68,880	\$78,720	\$88,560	\$98,340	\$106,260	\$114,120
<b>HUD 80%</b>	\$74,800	\$85,450	\$96,150	\$106,800	\$115,350	\$123,900
<b>80%</b>	\$91,840	\$104,960	\$118,080	\$131,120	\$141,680	\$152,160
<b>100%</b>	\$114,800	\$131,200	\$147,600	\$163,900	\$177,100	\$190,200
<b>120%</b>	\$137,760	\$157,440	\$177,120	\$196,680	\$212,520	\$228,240

# Definitions

**Auxiliary Grants:** Financial assistance to help cover the cost of room, board, and care in a licensed assisted living facility, an approved adult foster care home, or a certified supportive housing setting for very low-income aged, blind, and/or disabled individuals. Auxiliary grants are jointly funded by the State (80%) and City (20%).

*Why they matter:* Auxiliary grants are a rare source of subsidy for low-income individuals requiring assistance with activities of daily living (such as bathing, dressing, meal preparation, and medication administration). The acceptance of auxiliary grants by licensed facilities is however voluntary; due to the State-designated cap on the grant's reimbursement rate many facilities limit or do not accept auxiliary grants.

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

In Alexandria, committed affordable rental units serve households with incomes up to 80% AMI. Rents, based on the number of bedrooms in the unit, are set to be affordable to households at certain AMI consistent with funding and/or programmatic requirements.

In Alexandria, committed affordable homeownership units typically serve households with incomes between approximately 70% and 100% AMI (a limited number of legacy units serve households with incomes up to 120% AMI). Sale prices, based on the number of bedrooms in the unit, are set to be affordable to households in this income range.

**Community Development Block Grant (CDBG):** Federal grant funding allocated annually by HUD based on an established formula, population size, and housing need. In Alexandria, CDBG funds are used to support attainable housing, maintain housing stability, and enhance community services.

**Coordinated Development District (CDD) ALX:** A large and/or complex development area established to promote development consistent with the underlying small area plan. In cases in which there are multiple owners in the CDD, a CDD is intended to encourage land assemblage and/or cooperation and joint planning. It involves a separate review process that sets a framework for individual plan review.

**Deeply affordable housing ALX:** Rental housing affordable to households with incomes up to 40% AMI.

# Definitions

**Eviction:** Legal process by which a landlord removes a tenant from a rental property. In Virginia, a landlord cannot remove a tenant without first filing a lawsuit and obtaining a court order. The eviction process typically begins when a landlord serves a written notice to the tenant, and if the issue is not resolved, the landlord may file an Unlawful Detainer in General District Court.

**Fee simple:** A type of ownership of land and any buildings on it. With fee simple ownership, an owner can use, sell, or pass on the land and buildings. Fee simple units comprise single-family detached and some, but not all attached units (some townhomes can be structured as condominiums and are not fee simple).

**Home Investment Partnership Program (HOME):** Federal grant funding allocated annually by HUD based on an established formula. HOME funds require a 25% match from the receiving jurisdiction. In Alexandria, HOME funds are used to support downpayment and closing cost assistance for income-qualified, first-time homebuyers and to finance new affordable rental housing.

**Housing Choice Voucher (HCV):** Federal housing assistance program (formerly called “Section 8”) that assists very low-income families, seniors, and persons with disabilities to afford housing in the private market across Alexandria. HCVs provide tenant-based

rental assistance where the voucher holders pay 30% of their income toward the rent, and the HCV pays the difference to the landlord up to an established fair market rent, including utility costs.

In Alexandria, HCVs are administered by ARHA. ARHA is allocated a set number and annual budget to fund HCVs; due to the high cost of housing in Alexandria, ARHA is not able to fund all allocated vouchers.

**Housing Trust Fund (HTF) ALX:** A fund composed of developer contributions and multifamily loan repayments that is used to support affordable housing construction and preservation projects, downpayment assistance, and certain housing programs. Developer contributions are made through the development process consistent with published Affordable Housing Contribution Procedures. Multifamily loan repayments are repayments of gap financing provided by the City to affordable housing partners for the purposes of affordable housing construction and preservation.

**Inclusionary zoning (IZ):** Land-use policy requiring or encouraging developers to set aside a percentage of new, market-rate residential development as affordable housing for income-eligible households. The purpose of IZ is to increase affordable housing supply and create mixed-income communities through the private market and without the use of public resources. The specifics of IZ policies vary widely among jurisdictions: they can target different income levels;

# Definitions

can be voluntary or mandatory; can apply to rental housing, owner-occupied housing, or both; can have different terms of affordability; and can apply to all developments in a jurisdictions or be limited to developments of a certain size or in certain areas or zones.

**Low Income Housing Tax Credits (LIHTC):** Primary source of equity funding for the preservation and creation of committed affordable rental housing in the country. Created through the Tax Reform Act of 1986, the program is sponsored by the Internal Revenue Service. The LIHTC program induces private investment in affordable housing in exchange for an offset of tax liability. The tax credit allocation process in Virginia is administered by Virginia Housing. Rental units funded through LIHTC primarily serve households with incomes up to 60% AMI. However, changes to the program have enabled affordable housing developers to provide some units at deeper levels of affordability (as low as 40% AMI) through a process referred to as income averaging; income averaging allows developers to provide units up to 80% AMI to offset the costs associated with providing units at deeper levels of affordability.

**Market Affordable Housing ALX:** Non-subsidized rental units affordable to households earning up to and including 60% AMI. Rents at these units are not restricted and may cease to be affordable at any time. The affordability of these properties is typically attributed to their age, amenities, or other conditions that make them less competitive in the rental housing market.

*Why it matters:* Also referred to as naturally occurring affordable housing, market-affordable housing preserves diversity and provides housing opportunities for younger families, new residents, and recent graduates, as well as to long-time Alexandrians on restricted incomes. It also helps enable workers important to our economy across a range of sectors (such as education, public health and safety, construction, custodial services, and restaurant and retail) to live more affordably in the city.

**Permanent Supportive Housing (PSH):** Form of affordable housing that combines housing with supportive services. Clients pay up to 30% of their income towards rent and are offered case management services to provide a holistic approach to care.

*Why it matters:* PSH typically serves residents with low or otherwise fixed incomes, such as Social Security Disability Insurance. Many PSH residents face challenges such as substance use disorders, serious mental illness, or other chronic health conditions, including developmental disabilities, and may experience homelessness or be at heightened risk of homelessness. PSH integrates housing with targeted services to help maintain housing stability while supporting individual wellbeing.

# Definitions

**Project Based Voucher (PBV):** Federal housing assistance program that provides deeply affordable housing in Alexandria. PBVs operate similarly to HCVs, but are tied to a specific property rather than a household. 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. While households with incomes up to HUD 80% qualify for PBVs, this voucher type traditionally serves lower-income households.

In Alexandria, some PBVs are administered by ARHA while others are administered through Housing Assistance Program (HAP) contracts managed directly by HUD or other funding agencies. PBV contracts typically have a 20-year term of affordability with varying options to renew or extend on a one, five, or more year basis.

**Public Housing:** Form of committed affordable housing that is owned and operated by the Alexandria Redevelopment and Housing Authority (ARHA) to serve Alexandria's lowest-income residents, including seniors and persons with disabilities. Public housing residents pay no more than \$50 or 30% of their adjusted gross income (whichever is higher) in rent. HUD provides subsidies to help operate and maintain public housing communities.

In Alexandria, ARHA maintains waitlists for public housing. Waitlists are typically closed due to the magnitude of eligible applicants.

**Resolution 2876 ALX :** Resolution that reflects the continued joint commitment of the City and ARHA to maintain 1,150 units of public and publicly-assisted housing and provide protections to any tenants displaced during future redevelopment activities. In addition to reaffirming the partners' joint commitments, Resolution 2876 establishes the blueprint for both parties to work together to provide affordable housing resources to the city's most vulnerable residents. Resolution 2876 superseded Resolution 830 in 2019.

**Set-aside Units ALX :** Type of committed affordable rental or for-sale units provided within market-rate projects through the development process. Set-asides units are produced as a result of bonus density and/or height, rezonings that involve density above what was envisioned by the underlying small area plan, or a conversion of monetary contributions for affordable housing into affordable units.

**Universal Design:** Design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. Common universal design features in housing that enable residents and visitors of different abilities and in different lifestages to enjoy and freely use a home include no-step entries, one-story living, wider doorways and hallways, lever door handles, rocker light switches, and floors and bathtubs with non-slip surfaces.



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