

Docket Item #14  
Planning Commission Public Hearing  
June 23, 2022

Consideration of approval of the Planning Commission minutes of the Public Hearing of  
June 23, 2022.

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ALEXANDRIA PLANNING COMMISSION MEETING MINUTES – JUNE 23, 2022

**\* \* \* M I N U T E S \* \* \***

**ALEXANDRIA PLANNING COMMISSION**

June 23, 2022, 7:00 p.m.

**Council Chamber**

Alexandria, Virginia

Members Present:

Nathan Macek, Chair  
Melissa McMahon, Vice-Chair  
David Brown  
Stephen Koenig  
Mindy Lyle  
Vivian Ramirez  
Jody Manor

Members Absent: N/A

Staff Present:

Karl W. Moritz	Department of Planning & Zoning
Christina Zechman Brown	Office of the City Attorney
Nancy Williams	Department of Planning & Zoning
Jeff Farner	Department of Planning & Zoning
Tom Canfield	Department of Planning & Zoning
Tony LaColla	Department of Planning & Zoning
Robert Kerns	Department of Planning & Zoning
Samantha Lockwood	Department of Planning & Zoning
Mary Christesen	Department of Planning & Zoning
Marlo Ford	Department of Planning & Zoning
Ann Horowitz	Department of Planning & Zoning
Catherine Miliaras	Department of Planning & Zoning
Michael Swidrak	Department of Planning & Zoning
Richard Lawrence	Department of Planning & Zoning
Nathan Imm	Department of Planning & Zoning
Carson Lucarelli	Department of Planning & Zoning
Anna Franco	Department of Planning & Zoning
Patrick Silva	Department of Planning & Zoning
Christopher Ziemann	Department of Transportation & Environmental Services
Alex Boulden	Department of Transportation & Environmental Services
Ryan Knight	Department of Transportation & Environmental Services
Brian Dofflemyer	Department of Transportation & Environmental Services
Shannon Tokumaru	Department of Transportation & Environmental Services
Jack Browand	Department of Recreation, Parks, and Cultural Activities
Judy Lo	Department of Recreation, Parks, and Cultural Activities
Helen McIlvaine	Office of Housing
Eric Keeler	Office of Housing

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### 1. **Call to Order:**

The Planning Commission Public Hearing was called to order at 7:00 p.m. All members were present at the Call to Order.

Chair Macek then read the following statement into record:

“If you wish to speak on a Docket Item and have not already signed up to do so, please fill out a Speaker Form online by following the “Sign Up to Speak” hyperlink present on the cover page of this evening’s Public Hearing Docket or in person by filling out a hard copy Speaker Form, which can be found on either materials tables (located immediately outside the Chamber or at the back of the Chamber), and providing it to Ms. Lockwood, who has her hand raised.

Please note, comments from the public are limited to three (3) minutes per speaker, with the exception of applicants and their representation. To make your public comment through the Zoom application, please click on the "Raise Hand" button located on the Zoom taskbar once you hear your name called upon to make your statement, in order to let staff know it is you who needs to be unmuted in order to make your public comment. To make your public comment if you are dialing into tonight’s meeting via phone, please press \*9 to execute the “Raise Hand” function once you hear your name called upon to make your statement, followed by \*6 to toggle the unmute function. To make your public comment in person, please come up to either podium located at the front of the Chamber when you hear your name called upon to make your statement. Before starting your public comment, please first identify yourself by first and last name.

Additionally, a reminder to all, including Commissioners, staff, and speakers in the Chamber to please speak clearly into the microphone to ensure all are able to hear in a clear manner.”

### **CONSENT CALENDAR:**

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Chair Macek inquired as to whether there were any changes to tonight’s Docket. Staff responded that there are no changes to the Docket this evening.

### 2. Zoning Text Amendment #2022-00004

Auxiliary Dwelling Units in Commercial Zones

Initiation of a Text Amendment and Public Hearing and consideration of a Text

Amendment to the Zoning Ordinance to add the definition for Auxiliary Dwellings in section 2-136.2; change the code number reference for co-living dwellings; to amend Sections 4-100, 4-200, 4-300, 4-400, 4-500, 4-600, 4-800, 4-900, 4-1000, 5-100, 5-200, 5-300, 5-400, 5-500, and 6-700 to make auxiliary dwellings a permitted use and establish

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the standards for auxiliary dwellings; to allow auxiliary dwellings in the NR zone under Section 4-1400; and to amend Section 8-200 to establish parking requirements for auxiliary dwellings.

Staff: City of Alexandria, Department of Planning & Zoning

**PLANNING COMMISSION ACTION:** On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to recommend approval of Zoning Text Amendment #2022-00004. The motion carried on a vote of 7-0.

### **NEW BUSINESS:**

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3. Subdivision #2022-00003  
1105 Vassar Road  
Public Hearing and consideration of a request for a Subdivision, to re-subdivide three existing lots into two new lots; zoned: R-12/Single-family.  
Applicant: Daniel C. & Lillian J. York

Ann Horowitz (P&Z) presented the Docket Item and answered questions from the Planning Commission.

**PLANNING COMMISSION ACTION:** On a motion by Vice Chair McMahon, seconded by Commissioner Lyle, the Planning Commission voted to approve Subdivision #2022-00003. The motion carried on a vote of 7-0.

4. Master Plan Amendment #2022-00002  
Master Plan Amendment #2022-00001  
Zoning Text Amendment #2022-00007  
Zoning Text Amendment #2022-00006  
Rezoning #2022-00004  
Rezoning #2022-00003  
Coordinated Development District Conceptual Design Plan #2021-00004  
Potomac River Generating Station (PRGS) CDD - 1300 North Royal Street  
Initiation of and Public Hearing and consideration of requests for: (A) an amendment to the Old Town North Small Area Plan chapter of the Master Plan to amend the Old Town North Urban Design Standards and Guidelines to add the Old Town North –Urban Standards and Guidelines addendum for the PRGS site and adding the–Design Excellence Pre-Requisites and Criteria for the PRGS site (B) an amendment to the Old Town North Small Area Plan chapter of the Master Plan to change the Recommended Height District Limits Map in the plan per the heights proposed in the Coordinated

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Development District conceptual design plan; (C) a Text Amendment to the Zoning Ordinance to amend the provisions of section 5-602 to establish CDD #30 / Coordinated Development District #30; (D) A Text Amendment to the Zoning Ordinance to amend the provisions of section 6-901 to extend the boundaries of the Old Town North arts and cultural district overlay to incorporate arts and cultural uses into the PRGS site; (E) an amendment to the official zoning map to change the zone from UT / Utilities and Transportation to CDD #30; (F) an amendment to the official zoning map to extend the boundaries of the Old Town North arts and cultural district overlay; (G) a Coordinated Development District conceptual design plan to redevelop the former Potomac River Generating Station site into a mixed-use neighborhood; zoned UT/Utilities and Transportation.

Applicants: City of Alexandria (Text Amendments, Master Plan Amendment for the Design Standards Addenda and Rezoning for Arts and Cultural District Overlay only) HRP Potomac, LLC, represented by Mary Catherine Gibbs, attorney

Michael Swidrak (P&Z) presented the Docket Item and answered questions from the Planning Commission.

### Speakers:

Kathie Hoekstra, Environmental Planning Commission Chair, stated her concerns with the applicant's ability to achieve carbon neutrality for the site and asked what the mechanisms are to hold the developer accountable to City sustainability targets.

Sash Impastato, representing Alex4EAP, stated his excitement about the redevelopment but noted strong concerns about the Coordinated Development District (CDD) development in achieving carbon neutrality due to no concrete plan provided the applicant regarding how to achieve carbon neutrality.

Lisa Lettieri, 513 East Nelson Avenue, noted her support for the redevelopment and waterfront improvements.

Scott Barstow, 801 North Pitt Street, noted his concerns are associated with those stated by Ms. Hoekstra and Mr. Impastato, adding that there are aspects of the proposal that he supports though that the applicant should be seeking net zero development.

Mace Carpenter, president of NOTICE, thanked the applicant and City staff on the work on the project, though noted overall concerns about the implementation of the Old Town North Small Area Plan (OTNSAP) and the impacts of additional height and density and adding residents above what was envisioned in the OTNSAP.

Nora Drausch, Alexandria resident, requested a deferral so that there could be more community input on the project. Ms. Drausch noted her general support of the project but

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that more time is needed to consider the potential hotel use and the need to support higher paying jobs.

Janet MacIdull, resident of Marina Towers, asked the Planning Commission for a deferral so she and neighbors of the CDD site could have more time to review the staff report and materials.

Ismail Ahmed, resident of Southern Towers, asked the Planning Commission for a deferral to incorporate more affordable housing into the site.

Maria Wasowski, former Planning Commissioner and Chair of the OTNSAP Advisory Group, noted her support of the project by outlining the public benefits to be provided, particularly related to public open space and connections to the river and arts and cultural uses. She noted that the OTNSAP Advisory Group studied the intersection of affordable housing and arts use incentives.

Mary Harris, resident of Marina Towers, thanked Vice Chair McMahon and Planning Commissioners Manor and Brown for meeting Marina Towers residents at Slaters Lane. She noted her concerns with the amount of time allotted to review the staff report and materials.

Samuel Epps, representing UNITE HERE and local hotel workers, asked the Planning Commission for a deferral so more input and solutions for providing higher wage jobs could be considered.

Wafae Said, resident of Alexandria, noted his concerns with the proposal, including issues with providing adequate affordable housing opportunity on the site and in the City.

Sami Bourma, Southern Towers resident and organizer, asked the Planning Commission to defer the proposal to allow for consideration of more affordable housing and better-paid employment opportunities on-site, noting his need to drive out of state to secure employment that will pay for the cost-of-living in Alexandria.

Rizwan Chaudry, member of the Economic Opportunity Commission, noted concerns with the project, including the need for more affordable housing and the need for community amenities for low- and middle-income residents of the City (i.e. child care, healthcare).

Berole Bekele, a community organizer representing African Communities Together, asked for deferral of the proposal to consider the need for additional affordable housing on the site.

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David Peabody, Alexandria resident, noted his concerns with the applicant's approach to sustainability and asked for a deferral so the applicant could agree to meaningful energy commitments to achieve by 2030.

David Croteau, 16 West Masonic View Avenue, spoke in support of the overall project and the improvements to parks, infrastructure and other public benefits.

Tom Murray, 14 East Rosemont Avenue, noted his support of the project and the need to push forward affordable housing.

The following applicant team members spoke in a presentation to the Planning Commission:

- Mary Catherine Gibbs, attorney for the applicant, spoke in support of the project.
- Melissa Schrock, Hilco Redevelopment Partners, spoke in support of the project.
- Michelle Beaman Chang, Hilco Redevelopment Partners, spoke in support of the project.
- Jared Krieger, principal at Gensler, spoke in support of the project.
- Simon Beer, principal and landscape architect at OJB, spoke in support of the project.
- Michael Babcock, Sustainable Building Partners, spoke in support of the project.
- Daniel Solomon, Gorove Slade, spoke in support of the project.

**PLANNING COMMISSION ACTION:** On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to close the Public Hearing. The motion carried on a vote of 7-0.

### Discussion:

Commissioner Koenig asked staff to clarify how the 100,000 square feet of additional density would be utilized if a Public-Private Partnership (PPP) for affordable housing could not secure funding. Staff stated that they support AHAAC's recommendation that the density be reserved for the provision of affordable housing (with 33 percent of the square footage reserved for affordable units). Staff noted that this is if the applicant sought to utilize this additional density. Staff also noted that the applicant wanted to retain flexibility to use the bonus density for the provision of either affordable housing or arts and cultural anchors. Vice Chair McMahon stated that the applicant's desire to have flexibility over the use of the additional density was not outlined in the staff's updated memorandum to the Planning Commission. Commissioners supported staff's position on reserving this additional density for the provision of affordable housing if the PPP is not

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successful (as stated in the conditions of approval and clarified during the Public Hearing).

Commissioner Manor asked staff if the affordable set-aside units provided through any means by the applicant would be integrated throughout the CDD site. Staff stated that it is City policy to ensure that affordable units be integrated into each building and throughout a site, though the units secured through the potential PPP could be placed in a cluster of a building based on the timing and nature of the PPP. Vice Chair McMahon acknowledged the applicant's commitment to securing the PPP and affordable units in general for the site. The applicant stated that they anticipate securing the funding and establishing partnerships needed to implement the PPP.

Commissioner Brown asked staff members if they felt that the City was receiving public benefits commensurate with the increased value the applicant was realizing with the Rezoning and CDD. Staff noted that it found that the provision of parks and infrastructure to be provided by the applicant in addition to other benefits appears to be a commensurate benefit for the approval of the CDD. Staff also added that the benefits provided by the applicant were based on recommendations in the OTNSAP and an economic analysis provided to the City by a consultant as part of the OTNSAP process.

Commissioner Lyle acknowledged the requests for deferral relating to the potential hotel use and amount of affordable housing proposed for the CDD but noted that deferral could delay the ability of the applicant to seek funding for affordable housing for the PPP, as the City and applicant can only apply for funding at given times within the year. Commissioner Manor concurred, stating that a deferral would push the case to September. Commissioner Lyle stated that the Planning Commission cannot consider what types of businesses and the wages that will be paid to employees as part of the land use approval process. Commissioner Lyle also acknowledged the challenge of reading through the staff report and materials in the 11-day window between staff report release and the Public Hearing but stated that Planning Commission does this with all cases. Commissioner Brown added that the information presented by the applicant was available in similar iterations for months previous and did not think a deferral was warranted. Commissioner Brown stated and Chair Macek concurred that the applicant's presentation should be provided to City Council with significant time to review prior to the July 5<sup>th</sup> City Council Public Hearing.

Vice Chair McMahon asked staff if the City has any strategy for connecting land use, affordable housing and promoting middle-income employment in the City and requested information from the City or the Alexandria Economic Development Partnership (AEDP) on this. Staff confirmed that the City will try to share information on this subject prior to the City Council Public Hearing. Vice Chair McMahon asked the applicant to provide more detail on the historic interpretative element of the CDD. Attorney for the applicant,



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Mary Catherine Gibbs, responded that forthcoming historic interpretation planning will incorporate the industrial heritage of the site including prior to the opening of the power plant in 1949 and will also explore the history of the adjacent waterfront and National Park Service (NPS) property.

Vice Chair McMahon directed the applicant to provide as many canopy trees as possible on the CDD site, noting there are significant portions of the site that will not be located above an underground garage. Commissioner Ramirez noted that the applicant deserves credit for redeveloping a Brownfields site into an active area of the City, which is a task few developers would undertake. Commissioner Brown echoed this sentiment, stating confidence in the applicant's record of redeveloping former fossil fuel sites.

Chair Macek noted that the Waterfront Plan was adopted 10 years ago this month around the same time as the power plant closure. Chair Macek also acknowledged the issues raised regarding affordable housing and sustainability, noting that the City needs to raise the standards for requiring carbon and energy reduction in order to require the higher standards on projects. Commissioner Manor noted that the CDD offered additional waterfront connectivity and activity.

Vice Chair McMahon asked if the future buildings will achieve higher than Leadership in Energy and Environmental Design (LEED) Silver certification. The applicant responded that it is committing to a minimum LEED Silver for each of the buildings but will seek higher certification levels on a case-by-case basis. Vice Chair McMahon asked the applicant to tell the Planning Commission if there are odd barriers to achieving higher certification levels and if other tools could be useful in setting Green Building standards.

Commissioner Koenig stated his support of the overall proposal but noted concerns with how the CDD does not include specifics for how to achieve carbon neutrality and outlined where specific sustainability conditions could include energy use targets and increase on-site energy generation targets above what is in the conditions. Commissioner Koenig outlined his proposed changes to Conditions #139 and #143 but noted that he would support the recommended approval except for the CDD Conceptual Design Plan due to its omission of more stringent carbon reduction standards. The applicant stated their support of changes to Conditions #139(d) and #143 but not Condition #139(a), since the language to be removed memorializes the flexibility in the existing Green Building Policy. Commissioner Lyle stated that the sustainability goals and targets outlined in the conditions meet City requirements and that the site will get increasingly sustainable as time and technology progress.

**PLANNING COMMISSION ACTION:** On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to initiate Master Plan Amendment #2022-00001 and Master Plan Amendment #2022-00002. The motion

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carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to adopt resolutions to recommend approval of Master Plan Amendment #2022-00001 and Master Plan Amendment #2022-00002. The motion carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to initiate Zoning Text Amendment #2022-00006 and Zoning Text Amendment #2022-00007. The motion carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to recommend approval of Zoning Text Amendment #2022-00006 and Zoning Text Amendment #2022-00007. The motion carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to initiate Rezoning #2022-00003 and Rezoning #2022-00004. The motion carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to recommend approval of Rezoning #2022-00003 and Rezoning #2022-00004. The motion carried on a vote of 7-0.

On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to recommend approval of Coordinated Development District Conceptual Design Plan #2021-00004, as amended. The motion carried on a vote of 6-1.

**Reason:** The Planning Commission agreed with the staff analysis and with the recommended changes to the conditions as shown below:

### **Condition #15**

~~The minimum height of any building within the blocks B, C, D, E and F shall be 110 feet, though the minimum height of commercial/nonresidential buildings can be 100 feet as approved through the DSUP process for each building. (P&Z)~~

**Wood frame (stick) construction is prohibited. The use of conventional wood-frame (also known as stick-built, or podium) construction, of any height, is prohibited in the CDD except for Block A. This restriction will remain even if code authorities in the future permit a height greater than the +/- 85' currently allowed. The purpose of this restriction is to ensure that all buildings on this site meet high-quality design standards and will have an indefinite life span. This restriction is not intended, nor does it preclude, the structural systems known as mass timber, steel light-gauge framing, structural steel, reinforced concrete, or precast concrete structural**

**systems. (P&Z) (PC)**

**Condition #30**

In addition to any improvements or requirements outlined in these conditions, the applicant shall provide the following physical improvements with the completion of Phase 1. Phase 1 will be considered complete at the first request for a certificate of occupancy for the last building constructed in Phase 1.

- a. Road A constructed in interim condition (including roadway, sidewalks and interim multimodal facilities to the satisfaction of the Director of T&ES) from southern property line to Slaters Lane.
- b. The extension of N. Fairfax Street northward into the site from the N. Fairfax Street and Third Street intersection and the extension of N. Royal Street northeastward into the site (Road B) from the N. Royal Street and Bashford Lane intersection shall be constructed in the final condition and fully operational.
- c. In the event that Block B is not included in Phase 1, construct all roads adjacent to the Phase 1 block(s) in final condition and fully operational.
- d. Implementation of a final design for the southern half of Waterfront Park **which includes interim improvements up to the Great Lawn area that ends approximately at the northern boundary of Block C up to the Pump House** with interim connections to the Mount Vernon Trail, pending approval from NPS for off-site connections and to the satisfaction of the Directors of RP&CA, T&ES and P&Z.
- e. Completion of operational and signal improvements to the intersections of Slaters Lane and Bashford Lane with the George Washington Memorial Parkway (GWMP) identified in the Multimodal Transportation Study (MTS) completed with the CDD. These improvements would be limited to signal timing and phasing improvements and not include physical or signal equipment upgrades. (Pending City and NPS approval) (P&Z) (T&ES) (RP&CA) (PC)

**Condition #31**

In addition to any improvements or requirements outlined in these conditions, the applicant shall provide the following improvements with the completion of Phase 2 of the CDD. Phase 2 will be considered complete with the first request for a certificate of occupancy for the last building in Phase 2:

- a. N. Fairfax Street (including Woonerf section) in final condition (including roadway and sidewalks) from southern property line to ~~northern~~ **southern** parcel line of Block E.
- b. A Feasibility Study as more particularly described in Condition 37 below.
- c. The completion of all improvements in final condition to Waterfront Park and interim improvements to Rail Corridor Park. **If it is infeasible for the Waterfront Park area north of the Great Lawn area (exclusive of the Pump House) to be fully completed by the end of Phase 2, a revised schedule may be**

**submitted and approved for park delivery to the satisfaction of the Directors of P&Z and RP&CA prior to issuance of the first certificate of occupancy for the last building in Phase 2.**

- d. Completion of the improvements in permanent/final condition to Slaters Lane east of the GWMP and the intersection with Road A and N. Fairfax Street, and the multimodal trail connection between the Slaters Lane end and the Mount Vernon Trail if NPS approval has been granted. **The permanent/final condition of improvements to Slaters Lane may be delayed if potential construction traffic impacts make interim conditions more appropriate subject to the determination and satisfaction of the Director of T&ES.**
- e. Improvements to Slaters Lane shall include the Slaters Lane and GWMP intersection (including E. and W. Abingdon Drive) in coordination with National Park Service approval. Completion of the multimodal operational, physical, and signal improvements at the intersections of Slaters Lane and Bashford Lane with the GWMP (including E. and W. Abingdon Drive) identified as part of the CDD MTS, Infrastructure DSP, Feasibility Study and/or subsequent studies, excluding the potential future connection to E. Abingdon Drive, in coordination with the City and pending NPS approval. (P&Z) (T&ES) (RP&CA) (P&Z)

**Condition #41**

Prior to the earlier of the final site plan release of i) the Infrastructure DSP or ii) the first Development Special Use Permit for any development block of the CDD Final Site Plan, as applicable, the applicant shall submit subdivision plats, easement plats, deeds, and any other necessary documentation to the satisfaction of the Director of Planning & Zoning and subsequently dedicate to the City, or as otherwise directed by the City in fee simple or by easement, the following minimum land dedications, reservations and easements as shown on the final CDD Conceptual Design Plan, and if applicable, the following minimum land dedications in locations necessary for access to a given block from existing streets:

- a. Dedication of right-of-way for all required new public streets or portions thereof.
- b. Dedication of right-of-way for all new public streets or portions thereof deemed optional at the discretion of the applicant.
- c. ~~Dedication to the City as public parks areas comprised of OS-4, OS-5, OS-6 (Rail Corridor Park) and OS-1, OS-2, and OS-7 (Waterfront Park), on the CDD Conceptual Design Plan.~~
- d. ~~Dedication of~~ **Granting of** a public park and recreational easement for the areas comprised of ~~OS-3 (Central Plaza);~~ **OS-4, OS-5, OS-6 (Rail Corridor Park), OS-1, OS-2, OS-7 (Waterfront Park),** OS-8, OS-9 and OS-10 (Pepco Liner), and the portion of the Pump House rooftop within the CDD site on the CDD Conceptual Design Plan.
- e. **Granting of a public access easement for the area comprised of OS-3 (Central Plaza).**

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- f. Dedication of public access easement for all private rights-of-way.
- g. Dedication of all other easements that may be required, including but not limited to public access easements and emergency vehicle easements, including for interim purposes. (P&Z) (T&ES) (RP&CA) (PC)

**Condition #64**

~~All off-street parking for each development block shall be located entirely below grade.~~  
**Off-street parking shall be located below grade unless precluded by documented environmental issues to the satisfaction of the Directors of P&Z and T&ES. Should any above-grade parking be provided, it shall be fully screened by active uses.**  
(P&Z) (PC)

**Condition #91**

~~The City shall be allowed to hold one or two City-sponsored events each month at the Waterfront Plaza, subject to the terms and conditions to be agreed upon between the City and the applicant as to use of the property for future City events to be coordinated with the Applicant or subsequent Master Association. Additional monthly events will be contemplated subject to the mutual agreement of the Master Association and the City.~~  
(RP&CA)  
**Deleted. (PC)**

**Condition #96**

The applicant shall design and provide the following publicly accessible and public open space to the satisfaction of the Directors of Planning and Zoning and Recreation, Parks and Cultural Activities:

- a. Central Plaza (OS-3) shall be a minimum of approximately 0.70 acres. The plaza shall be designed to accommodate large gatherings, such gatherings may include farmers markets, art shows, or special events.
- b. The Rail Corridor Park shall be a minimum of approximately 1.67 acres, comprised of OS-4 (approximately 1.00 acres), OS-5 (approximately 0.30 acres), and OS-6 (approximately 0.37 acres) spanning from E. Abingdon Drive to N. Fairfax Street. The park shall include active and passive uses. The park will include renovation of the existing Gate House to be reused as a comfort station or other public amenity. Pending acquisition/dedication of the Norfolk Southern right-of-way for the Old Town North Linear Park, the future Rail Corridor Park shall be designed in coordination with the Linear Park to incorporate the Norfolk Southern property in order to provide a unified and integrated park system.
- c. Waterfront Park shall be a minimum of approximately 3.00 acres comprised of OS-1 (approximately 1.01 acres), OS-2 (approximately 1.92 acres) and OS-7 (approximately 0.07 acres). The park shall ~~be dedicated to the City as a public park~~ **have** primarily passive uses **to include** trails, landscaping, seating areas and trail connections to National Park Service land. The design shall comply with

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Resource Protection Area (RPA) requirements. The renovated Pump House structure will remain in private ownership and operation.

- d. The Pepco Liner open space shall be a minimum of approximately 0.40 acres, comprised of OS-8 (approximately 0.15 acres), OS-9 (approximately 0.04 acres), and OS-10 (approximately 0.21 acres). The design of the publicly accessible open space may include active and passive uses. (RP&CA) (P&Z) (PC)

**Condition #99**

Ground-level publicly accessible open space located at the ~~Central/Waterfront Plaza~~, **Rail Corridor Park**, Pepco Liner, **Waterfront Park**, and on the accessible portion of the Pump House roof shall be required to have one or more **perpetual** public park and recreation easements. **To the satisfaction of the Directors of RP&CA and P&Z**, the easement(s) shall allow the public to access **and use** the open spaces ~~for uses and hours associated with public parks~~. The easement(s) shall include provisions to close portions of the open space for repairs and maintenance **in the same manner as if it were a public park including the following**:

- a. The public park and recreation easement(s) shall permit the City and applicant to reserve the right within the easement(s) to reprogram the open space by mutual consent so long as reprogramming is consistent with the intent of the open space. (RP&CA)

**Similar uses associated with public parks in the City shall be permitted, including hours of operation and free speech measures permitted in City parks. Special Events will be subject to the City's Special Event process, as applicable.**

- b. **The applicant and/or successors shall maintain the open space as required in Condition #105 of the CDD. The easement(s) shall include provisions allowing the applicant and/or successors to close portions of the open space for repairs and maintenance. Maintenance of the parks shall include regular life-cycle replacement schedules and costs, as well as potential updates to the Comprehensive Open Space Plan required by the CDD (to be reviewed with the City every 10 years after the initial opening of each publicly available open space, through a community process consistent with the City's park planning process). The applicant and/or successors shall implement the recommended changes that result from the planning process outlined above and the updates shall be reflected in the Comprehensive Open Space Plan. Sufficient funds shall be set aside by the applicant and its successors in order to maintain the open space subject to these requirements to the satisfaction of the Director of RP&CA.**
- c. **The easement(s) shall be recorded prior to the release of the related final site plan for these open spaces.** (RP&CA) (PC)

**Condition #105**

Ground-level public open spaces ~~to be dedicated to the City~~ shall be maintained in perpetuity by the applicant as agreed to in a Maintenance MOU between the City and the applicant and/or successors. The MOU shall describe in detail the maintenance programs for each publicly accessible ground-level open space **including the requirements listed in Condition #99 above.** The MOU will be reviewed annually or as mutually agreed to by the parties. The MOU shall be executed prior to the landscape pre-installation or construction walk-through meeting for the publicly accessible open space. The MOU will be updated prior to the landscape pre-installation or construction walk-through meeting for subsequently built public open space.

- a. ~~Upon dedication or the opening of Rail Corridor Park and Waterfront Park, responsibility will be coordinated for certain capital improvements as specified in the Maintenance MOU.~~ **Maintenance shall meet or exceed City maintenance standards.**
- b. For all non-city standard materials and site furnishings selected and installed in the public rights-of-way or within the parks, the applicant shall develop and per the MOU described above to establish responsibility for installation and maintenance of site furnishings.
- c. Where public or publicly accessible open space is located adjacent to National Park Service land, the owner/successor shall review and coordinate maintenance responsibilities and schedules with the National Park Service and the Department of Recreation, Parks and Cultural Activities. (RP&CA) (PC)

**Condition #139**

The site and each building(s) shall seek to achieve carbon neutrality in compliance with the Old Town North Small Area Plan through application of the targets identified in the Carbon Neutrality Analysis (CNA), dated April 7, 2022, as outlined below:

**Site & Building Targets**

Target 1

- a. Each building(s) shall achieve a minimum **25%** reduction in operational carbon emission based on the ASHRAE Standard 90.1-2010 Appendix G – Performance Rating Method baseline established by 2019 Alexandria’s Green Building Policy; or achieve an EUI target based the International Energy Conservation Code (IECC) for climate zone 4A based on building type (e.g. table CC103.1 of the 2021 IECC);. Each building shall comply with the Green Building Policy at time of DSUP submission. ~~If the baseline of these standards increases, flexibility in achieving this target may be considered on a case-by-case basis. If flexibility is requested, the Director of Planning and Zoning will consider alternate practices~~

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~~the applicant proposes to incorporate into the project to determine if the request is justified.~~

Target 2

- b. The site shall achieve a minimum 3% annual on-site renewable energy generation across the CDD area. Prior to the approval of the infrastructure development site plan (DSP), the applicant shall evaluate strategies to increase the targeted 3% on-site energy generation through approaches such as use of public open space, adjoining properties, or other comparable approaches as part of the Coordinated Sustainability Strategy (CSS). These strategies and analysis will be reviewed as part of the infrastructure DSP. As part of each block's Development Special Use Permit (DSUP) review, the applicant will evaluate strategies to increase the on-site energy generation above 3%.

Target 3

- c. Each newly constructed building(s) shall achieve a 10% reduction in embodied carbon compared to industry-standard construction practices. With each preliminary DSUP submission, the Applicant shall provide an estimate of the Embodied Carbon Intensity (ECI) [kgCO<sub>2</sub> /m<sup>2</sup> or lbCO<sub>2</sub>/sf], as identified in the CNA, for the proposed redevelopment as part of the development review process. As part of each block's DSUP, the applicant will evaluate reductions in embodied carbon for associated site improvements.

Target 4

- d. Each building(s) and all land use(s) permitted herein shall be solely electric with limited exceptions for allowances for natural gas where electric is not feasible. Natural gas shall be prohibited with limited exceptions for: restaurants and retail uses, emergency generators, common area amenities such as common space grilles and common space fireplaces. For these limited accessory elements, the buildings shall be designed to support low cost and available conversion from fossil fuels to electricity in the future. These limited exceptions shall be re-evaluated with each DSUP submission.



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Target 5

- e. Off-site renewables shall be utilized towards achieving carbon neutrality, to the extent needed in addition to the targets outlined above, by phase. Off-site renewables may include Power Purchase Agreements (PPAs), Renewable Energy Credits (RECs), and/or other comparable approaches as recommended by staff and approved by the City Council. Generally, the Applicant shall design buildings, infrastructure, and open spaces in a manner to maximize on-site carbon reduction targets and minimize the use of off-site renewables, to the extent feasible. (P&Z) (T&ES) (PC)

**Condition #143**

Comply with the City's Green Building Policy in effect at the time of DSUP ~~approval~~ submission. Applicants may use LEED, or equivalent rating systems as identified in the Green Building Policy. (PC)

- 5. Coordinated Development District Conceptual Design Plan #2022-00002  
Development Special Use Permit #2022-10012  
Transportation Management Plan Special Use Permit #2022-00033  
221 West Glebe Road and 3606, 3608, 3610, 3612 and 3700 Mount Vernon Avenue - AHDC Glebe/Mt. Vernon  
Public Hearing and consideration of requests for: (A) a Coordinated Development District (CDD) Conceptual Design Plan (amending CDD #2021-00005); (B) a Development Special Use Permit (DSUP) with site plan including special use permits for additional density through the provision of affordable housing pursuant to Section 7-700 and for a parking reduction; modifications to the height-to-setback ratio, the line at zone transition, and the front yard setback as per Sections 6-403, 7-902(A) and 7-902(B) respectively, to construct a mixed-use affordable housing multifamily development with structured parking (amending DSUP #2021-10024); and, (C) a Tier III Transportation Management Plan Special Use Permit (TMP SUP) (amending SUP #2021-00063); zoned: CDD #12/Coordinated Development District #12.  
Applicants: Alexandria Housing Development Corporation (AHDC), represented by Duncan W. Blair, attorney, and the City of Alexandria.

Carson Lucarelli (P&Z) presented the Docket Item and answered questions from the Planning Commission.

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### Speakers:

Roy Shannon, Esq., Attorney for the Catholic Diocese, was the only public speaker. They expressed their support for affordable housing and acknowledged that the new site layout was an improvement over the original plan as it moved garage and loading access on Building #1 further away from St. Rita's existing playground.

Duncan Blair, Esq., applicant's attorney, spoke in support of the project and believes that the new layout is an improvement for all parties. He made himself available for questions.

**PLANNING COMMISSION ACTION:** On a motion by Vice Chair McMahon, seconded by Commissioner Lyle, the Planning Commission voted to close the Public Hearing. The motion carried on a vote of 7-0.

### Discussion:

Commissioner Lyle opened the public discussion period to ask Attorney Roy Shannon if the Diocese would drop their potential lawsuit against Alexandria Housing Development Corporation (AHDC) and the City since the Vacation ordinance related to the existing alley will be repealed.

Vice Chair McMahon voiced her support for the project and agreed with the applicant's statements of this being a better plan.

Commissioner Manor also asked the applicant's attorney about anticipated site work and construction.

Chair Macek voiced his support for the changes and acknowledged that the need to re-approve all the applications and requests (i.e., Development Special Use Permit, the Transportation Management Plan and the Coordinated Development District) as being a necessary, but peculiar, formality.

**PLANNING COMMISSION ACTION:** On a motion by Vice Chair McMahon, seconded by Commissioner Lyle, the Planning Commission voted to recommend approval of Coordinated Development District Conceptual Design Plan #2022-00002, Development Special Use Permit #2022-10012, and Transportation Management Plan Special Use Permit #2022-00033. The motion carried on a vote of 7-0.

**Reason:** The Planning Commission agreed with staff's analysis and the recommended changes to the conditions.

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Changes to Conditions outlined in Memorandum dated 6.22.2022:

**Condition #18:** For the open space ~~and future roadway~~ located to the north and west of Building #1, **the 3608 Mt. Vernon Avenue parcel**, and west and south of the existing City alley, the following Conditions shall apply. (P&Z)

- a. The Applicant shall provide a public access easement for the entirety of this space, to be open to the public for park and recreation use during the standard hours of operation for lighted parks (refer to RPCA standards for hours). Additionally, the public access easement shall allow for transit or through-access along the bicycle/pedestrian path(s) on a 24-hour, 7-days-a week basis.
- b. The Applicant shall provide a reservation for the City of Alexandria for the provision of a public roadway consisting of a 22' wide cartway and an associated sidewalk area of 10' width. The future roadway may be fee simple or with a public access easement. The location of the reservation will be coordinated through the Final Site Plan process in order to establish a future road connection per the Arlandria-Chirilagua Small Area Plan.
- c. The Applicant shall develop a park design for the open space area outlined above, to ~~include, but not be limited to~~ **the extent feasible**, the following programmatic elements.
  - i. A playground for school-aged (5-12 year-old) children, with appropriate safety surfacing and enclosure (fencing or similar).
  - ii. A playground for pre-school age (2-5 year-old) children, with appropriate safety surfacing and enclosure (fencing or similar). The playground may be incorporated into the enclosure and design for the school-aged playground, provided that all ANSI safety standards are met.
  - iii. Informal active or passive recreation areas, including but not limited to lawn areas.
  - iv. Grilling or similar cooking areas and amenities, including seating, tables, and shade.
  - v. A shared-use bicycle/pedestrian pathway, with associated signage and striping, of a minimum width of twelve feet.

**Condition #27:** Post sign(s) stating that plaza, **the 3608 Mt. Vernon Avenue parcel** and **the** open-space to the west of Building #1 with public access easements are open to the public, noting that the operating hours are from 5:00AM to 10:00PM and other restrictions consistent with City Park regulations, to the satisfaction of the Director of Recreation, Parks and Cultural Activities. Show the sign locations and design on the Final Site Plan and install the signs prior to the Certificate of Occupancy for that Phase containing the plaza. (PC) (P&Z) (RP&CA) \*, \*\*\*

**Condition #61:** ~~The Applicant will dedicate seven feet (7') of land directly adjacent to the south/southeastern side of the public alley originating from Mt Vernon Avenue as~~

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~~shown in the proposed plan for the purpose of widening the existing alley to a 22' wide cartway, as determined through the final site plan process and to the satisfaction of the Director of Transportation & Environmental Services (T&ES). (P&Z) (T&ES) Deleted.~~

~~**Condition #62:** The Applicant will dedicate seven feet (7') of land directly adjacent to the south/southeastern side of the alley originating from Mt Vernon Avenue as shown in the proposed plan for the purpose of widening the existing alley to a 22' wide cartway, as determined through the final site plan process and to the satisfaction of the Director of Transportation & Environmental Services (T&ES). Deleted.~~

**Condition #164:** Disclose to potential buyers the items listed below to the satisfaction of the Director of P&Z and the City Attorney:

- a. The site contains a reservation of right-of-way, which may be improved with a street in order to establish a future road connection per the Arlandria-Chirilagua Small Area Plan.
- b. The open-space and sidewalks to the west of Building #1 ~~the sidewalks on either side of the 15-foot public alley,~~ **the 3608 Mt. Vernon Avenue Parcel**, and the central courtyard plaza along West Glebe Road, including the stair-case, are encumbered by a public access easement – which allows for the public's use, passage and enjoyment, consistent with the hours of lighted park spaces. (P&Z)

**Condition #168:** Submit the plats and associated deeds for all applicable easements with the first Final Site Plan. The applicant must obtain approval of the plat(s) prior to or concurrent with Final Site Plan release. (P&Z) (T&ES) (RP&CA) \*

- a. Provide public park access easements over the courtyard plaza, **the 3608 Mt. Vernon Avenue parcel**, and open-space to the west of Building #1 to the satisfaction of the Directors of P&Z and T&ES. The easements must be recorded prior to the release of the Certificate of Occupancy for the relevant construction phase.

6. Zoning Text Amendment #2022-00005  
Bonus Height

Initiation and Public Hearing and consideration of a Text Amendment to the Zoning Ordinance to amend section 7-703(B) to allow Bonus Height to be utilized in zones with 45 foot height limits and prohibit the use of Bonus Height for single-family, two-family, or townhouse dwellings.

Staff: City of Alexandria, Department of Planning & Zoning

Nancy Williams (P&Z) and Patrick Silva (P&Z) presented the Item and answered questions from the Planning Commission.

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### Speakers:

Nate Hurto, 202 East Raymond Avenue, spoke to a perceived lack of analysis as to the lack of negative impact which may result from implementation of the proposed amendment and requested that the Planning Commission defer consideration of the amendment.

William Shen, 307 East Luray Avenue, spoke in opposition to the proposed amendment as a result of the belief that additional height was not appropriate to the Del Ray neighborhood and his desire to instead see the City do more to preserve existing affordable housing.

Barbra Byington, 108 Stewart Avenue, spoke in opposition to the proposed text amendment as a result of a belief that the proposed amendment may result in additional development pressures which could result in historic buildings in Del Ray being torn down.

Karen Johnson, 2600 DeWitt Avenue, spoke in opposition to the proposed amendment as a result of a belief that the proposed amendment is too much of a one size fits all solution that does not take into account the existing conditions of neighborhoods such as Del Ray.

Gayle Todsén Reuter, 110 East Del Ray Avenue, spoke in opposition to the proposed amendment as a result of a belief that it would invalidate the principles outlined within the Mount Vernon Avenue Area Business Plan.

Mark Ashley, 127 East Glendale Avenue, spoke in opposition to the proposed amendment as a result of a belief it is inappropriate to allow developers to request 25 feet of Bonus Height in areas with height maximums of 50 feet and below. In addition, Mr. Ashley spoke to a perceived lack of analysis as to the potential negative impacts which would stem from its approval.

Christopher Hilborn, 1923 Richmond Highway, spoke in opposition to the proposed amendment as a result of a belief that additional height would negatively impact the neighborhood character of neighborhoods like Del Ray and would have negative impacts on traffic congestion.

Sarah Haut, 228 East Nelson Avenue, spoke in opposition to the proposed amendment as a result of the belief that the current proposal was unclear and did not adequately protect existing neighborhoods from inappropriate height and asked that the Planning Commission defer consideration of the proposal.

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Ellen Mosher, 324 North Saint Asaph Street, spoke in opposition to the proposed amendment as a result of a belief that it would not provide an adequate amount of affordable housing when compared to its potential impacts.

David Byrd, 807 Second Street, spoke in support of the proposed amendment as a result of a belief that it would help to provide much needed additional affordable housing in the City.

Kirk Hansen, 2600 Dewitt Avenue, spoke in opposition to the proposed amendment as a result of a belief that it would do very little to provide additional affordable housing and would have negative impacts on the neighborhoods in which it would be used.

Brittany Baron, 3342 Commonwealth Avenue, spoke in opposition to the proposed amendment as a result of a belief that it effectively overrides the requirements of the Mount Vernon Avenue Business Area Plan and that it would not adequately work to positively impact housing affordability in the City.

Sash Impastato, 239 Medlock Lane, thanked staff for their work on refining the proposal but ultimately spoke in opposition to the proposed amendment as a result of a belief that efforts would be better spent figuring out ways to preserve existing affordable housing in the City. In addition, he urged the Planning Commission to consider the negative impacts the proposed amendment may incur.

Roy Byrd, 3008 Dartmouth Road, spoke in opposition to the proposed amendment as a result of a belief that it would have a more lasting and deleterious impact stemming from the additional height than it would have a positive impact on enhancing affordability. In addition, he spoke to a belief that the proposed amendment too specifically addressed rentals while ignoring the promotion of affordable homeownership opportunities.

Jennifer Topping, 814 Little Street, spoke in opposition to the proposed amendment and urged the Planning Commission to exempt Del Ray from being implicated as part of the proposed amendment.

Kenneth Wire, 700 North Fairfax Street, spoke to his desire to see the proposed text amendment further revised to also permit a lesser amount of Bonus Height in cases of residential to commercial conversions.

Carol Black, 13 Auburn Court, spoke in opposition to the proposed amendment as a result of a belief that the public was not afforded an adequate time frame in which to comment and provide feedback on the proposal. In addition, she spoke to a desire to see the City emphasize collaboration with non-profit affordable housing entities as opposed to for-profit developers.

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Stephen Milone, on behalf of the Old Town Civic Association, spoke in opposition to the proposed amendment as a result of a belief that the proposal needed further refinement in order to adequately address potential negative impacts which may stem from its approval. In addition, he requested that the proposal be further amended to exclude the use of Bonus Height in the City's Historic Districts. In addition, Mr. Milone expressed concern that the proposal may incentivize the demolition of existing affordable housing in favor of constructing new developments which request use of Bonus Height.

Kristine Hesse, 2605 Dewitt Avenue, spoke in opposition to the proposed amendment as a result of a belief that it would work in opposition to the principles of the Mount Vernon Avenue Area Business Plan and would result in incompatibilities with the communities in which it may be used.

Lisa Lettieri, 513 East Nelson Avenue, spoke in opposition to the proposed amendment.

Danny Smith, on behalf of the Historic Alexandria Resources Commission, spoke in opposition to the proposal as a result of a belief that additional outreach should have been undertaken by staff and expressed concerns at the potential negative impacts that the proposal may have on the City's historic resources. He encouraged the Planning Commission ask staff to further refine the proposal in order to more adequately build in protections for the character of existing neighborhoods and the City's historic resources.

Melissa Kuennen spoke in opposition to the proposed amendment as a result of the belief that an ongoing explosion of densification is negatively impacting the character of existing neighborhoods and working in opposition to small area plans. Ms. Kuennen then expressed that the current proposal would further intensify these negative impacts and would further contribute to the inequity of housing in the City.

Maria Wasowski, 306 Hume Avenue, spoke in support of the proposed amendment as a result of a belief that the proposal would serve to provide much needed affordable housing in the City and was not likely to have significant negative impacts.

Flora Buckalew, 228 Burgess Avenue, spoke in opposition to the proposal and requested that additional information be provided to the community and additional opportunities for public input be provided so that the proposal can be further refined to mitigate any negative impacts which may stem from its implementation.

Lauren Martella, 204 East Glendale Avenue, spoke in opposition to the proposed amendment as a result of a belief that, if implemented, it would enable the demolition of existing affordable housing in favor of new developments which would seek to make use of Bonus Height.

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Kim Gilliam, 207 East Glendale Avenue, spoke in opposition to the proposed amendment as a result of a belief that if implemented, it would induce redevelopment of the affordable apartment community in which she resides in favor of a new development which would seek to make use of Bonus Height.

Jane Baird, 100 Adams Avenue, spoke in opposition to the proposed amendment as a result of a belief that, if approved, it would irrevocably alter the character of the Del Ray neighborhood in a negative manner and that the existing City infrastructure was not adequately equipped to handle the increased density this proposal would bring.

Brian Reardon, 119 Stewart Avenue, spoke in opposition to the proposed amendment as a result of a belief that it would destroy the neighborhood character of Del Ray and Bonus Height was not appropriate in areas where lower height dwellings exist. In addition, Mr. Rearden spoke to a belief that Del Ray was not equipped with a street network which can handle the increased density the proposal may induce.

Shawn Eyer, 5 Russell Road, spoke in opposition to the proposal as a result of a belief and associated himself with the comments submitted by the Historic Alexandria Resource Commission and urged the Planning Commission to allow staff to further analyze potential negative impacts which may stem from its approval

Anita Rancone spoke in opposition to the proposal as a result of a belief that adequate protections are not built into the proposal to protect existing neighborhoods from increased density resulting from the use of Bonus Height.

Sandy Modell spoke in opposition to the proposal as result of a belief that it would contribute to the destruction of the neighborhood character of Del Ray and stated her belief that there is not enough data to support that the proposal would result in enhanced affordability in the City.

**PLANNING COMMISSION ACTION:** On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to close the Public Hearing. The motion carried on a vote of 7-0.

### Discussion:

Commissioner Lyle asserted that she thought there was some misconceptions regarding the scope and impacts of the proposal and requested that the Docket Item be deferred to September after further study this summer such as follows:

Study units projected to be produced by the amendment, both market rate and affordable:



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- Without the policy
- With additional 25' height
- With additional 15' height
- If the 50' height map limit is included

Specify which zones are not eligible for Bonus Height, perhaps adding lot constraints as a subset. Study the projected impact on existing affordable housing (market rate affordable and subsidized). Study the potential impact on historic structures. If they are exempt then that should be stated. Consider adopting as a pilot subject to evaluation after the first 100,000 square feet of bonus density is constructed.

Commissioner Koenig agreed with the remarks made by Commissioner Lyle and expressed that he concurred that additional study and information was needed but indicated that staff should determine the time needed for the study.

Commissioner Brown concurred with the suggestion for a deferral and disagreed that misinformation was abundant and expressed empathy with the concerns expressed by the public speakers on the Docket Item. Commissioner Brown also expressed the opinion that adequate analysis was not conducted on a zone-by-zone basis.

Vice Chair McMahon concurred that she would support a deferral and agreed that additional community engagement was needed. Vice Chair McMahon also expressed the thought that additional information, examples, and details surrounding projected impacts should be added to the staff report.

Chair Macek agreed that additional study of the proposal would be helpful and expressed his support for the idea of deferring the proposal to be considered at a later date.

**PLANNING COMMISSION ACTION:** On a motion by Commissioner Lyle, seconded by Vice Chair McMahon, the Planning Commission voted to defer Zoning Text Amendment #2022-00005. The motion carried on a vote of 7-0.

### **OTHER BUSINESS:**

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7. Commissioners' Reports, Comments, and Questions.

No Commissioner reports were given.

### **MINUTES:**

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8. Consideration of the minutes from the June 7, 2022 Planning Commission meeting.

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**PLANNING COMMISSION ACTION:** No action was taken at the June 23, 2022 Planning Commission Public Hearing. The minutes will be considered at the September 6, 2022 Planning Commission Public Hearing.

**ADJOURNMENT**

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9. The Planning Commission Public Hearing was adjourned at 12:49 a.m.