

City of Alexandria, Virginia

MEMORANDUM

DATE: JANUARY 5, 2023

TO: CHAIR MACEK AND MEMBERS OF THE PLANNING COMMISSION

FROM: KARL W. MORITZ, DIRECTOR OF PLANNING

SUBJECT: DISCUSSION OF THE DRAFT FY 2024 LONG-RANGE PLANNING INTERDEPARTMENTAL WORK PROGRAM

ISSUE: What planning work priorities should be established for FY 2024 and beyond?

RECOMMENDATION: That Planning Commission receive this report and provide guidance to staff on the Draft FY 2024 Long-Range Planning Interdepartmental Work Program.

BACKGROUND: Each year, City departments involved in long-range planning and implementation jointly prepare a Long-Range Planning Interdepartmental Work Program for the upcoming fiscal year and beyond. The work program includes the completion of plans and studies underway, new plans scheduled to begin, and implementation of previously approved plans.

The draft Work Program Bar Chart, provided as Attachment 1, is presented for Planning Commission and City Council feedback and guidance early each calendar year to help inform development of the City Manager's Proposed Operating Budget as well as development of a final Work Program docketed for City Council approval in May. This annual review ensures coordination of work, staffing and financial resources, and the opportunity for Planning Commission and City Council to ensure alignment of proposed planning work across departments with the City's Strategic Plan.

DISCUSSION:

The sections below highlight departments' major projects, new proposed projects, or updates to projects. For a complete listing, see the Work Program Bar Chart in Attachment 1. Descriptions of all projects proposed in the work program will be provided with the Final FY 2024 Work Program in May/June.

Department of Planning and Zoning

In FY 2024-5, the following major planning processes and zoning initiatives will be prioritized.

Alexandria West Plan: Launched in Fall 2022, this effort will engage the community to create a shared vision for the future of Alexandria West, addressing topics such as equity, housing, mobility, land use, parks, infrastructure and safety. Creating an updated community vision for the future allows us to proactively plan for change and prepare for challenges and opportunities in the years to come. This 18-month planning process will update and combine the 1992 Alexandria West Small Area Plan (SAP) and the 2008 Beauregard Plan.

Zoning for Housing/Housing for All: In November 2022, the City Council endorsed a recommendation to move forward with a comprehensive package that will be launched as an interdepartmental effort in winter/spring 2023 with the goal of completion at the end of 2023. The Zoning for Housing list of projects and additional background information is available as Attachment 2.

Vision Plan/Land Use Master Plan: This process will engage the community in documenting and updating City policy established through the City's Small Area Plans since 1992 and the policy that will inform the City's future growth and challenges. This process is slated to begin in summer 2023 if the necessary staffing and resources are in place. The May review of the final FY2024 work program will serve as an opportunity to check-in on timing.

Duke Street Plan Update: This land use update will follow completion of the corridor's transportation planning currently underway. The intent is to apply for federal grant funding to support the planning effort.

Eisenhower East Coordinated Development Districts (CDDs): In coordination with CDD #2 and #11 property owners, staff will complete work on updates to the CDD zoning, concept plans and guidelines so the zones implement the recommendations outlined in the 2020 Eisenhower East SAP and the newly developed CDD best practices.

Eisenhower West CDDs: Multiple CDDs have been approved in Eisenhower West since approval of the 2015 SAP to guide redevelopment and coordinate improvements. CDDs

approved to date are #17 Landmark Gateway, #17a Cameron Park, #26 Public Storage/Boat US, #27 Greenhill/West Alexandria Properties, and #28 Greenhill South. CDD#26 Public Storage/Boat US at 80 acres, is the largest of the neighborhoods. Staff will work with property owners in CDD#26 to update the CDD to achieve the uses, density, and infrastructure improvements identified by the SAP.

Arlandria-Chirilagua Zoning Implementation: The Arlandria-Chirilagua Plan recommends a new zone or modifications to an existing zone to implement the housing affordability incentives established by the Plan. Staff will review and analyze options, and if a new zone is deemed necessary, conduct a public process and City Council review. The Plan also recommends an amendment to the Zoning Ordinance to allow small-scale street vendors. The City will engage stakeholders in developing the parameters of a street vendor program. Potentially, a pilot program may be considered to provide an opportunity to experience the potential benefits and test the viability of such a program.

Zoning Text Amendments: Twice annually, staff processes Minor Text Amendments which typically correct scrivener errors or make the zoning ordinance more readable and user friendly. Occasionally, staff will propose non-controversial amendments to modernize the zoning ordinance such as how to accommodate electric vehicle charging or digital signage.

Department of Transportation and Environmental Services (TES)

Pending grant funding, in FY 2024 TES will initiate a new I-395 Bicycle and Pedestrian Bridge at West End Feasibility Study. The City has requested funding from the USDOT through the Reconnecting Communities Program for a planning grant to complete a feasibility study and community engagement for a bicycle and pedestrian bridge across Interstate 395 (I-395) that would provide access between the future redeveloped Landmark Mall site (West End Alexandria) and communities to the West. This facility was recommended in the Landmark/Van Dorn Corridor Plan and a tentative location was shown in the West End Alexandria Coordinated Development District plans. If the funding is awarded, the City anticipates study efforts will begin in October 2023.

Office of Housing

In FY 2023, Housing will lead a WMATA Affordable Housing Feasibility Study. This internal study involving an interdepartmental team (RASE, PZ, TES, Housing, others) as well as a nonprofit developer and design and economic consultants will assess the feasibility of developing affordable housing (including mixed-use, mixed income models) at or near the Van Dorn and Eisenhower East Metro stations. The study is funded through an Amazon grant administered by COG; the upcoming studies will be undertaken January through June 2023 and will be similar to an internal study conducted in Fall 2021

regarding the Braddock Metro station. The findings of the study will inform whether a future public planning process should be undertaken, assuming a non-City funding source is available to subsidize the project.

Department of Recreation, Parks and Cultural Resources

In FY 2024, RPCA will begin planning for the Eisenhower East Park under the Metro Tracks. Pending completion of the Eisenhower East CDD update, this process will engage the community in park planning to create the future design of community park that will convert the parking lot in Eisenhower East under the WMATA Metrorail Tracks.

In FY 2025, RPCA will begin a Neighborhood Parks Improvement Plan Update. The Neighborhood Parks improvement plan was created in 2015 with the intent that it would be updated every ten years to reflect changing community and infrastructure needs. The next update will occur in 2025.

Also, in FY 2025, RPCA will initiate Old Town North Linear Park Planning. Pending completion of due diligence and acquisition of the Norfolk Southern rail corridor in FY 2024-5, this process will engage the community in park planning to create the future design of the Old Town North Linear Park recommended by the 2017 Old Town North Small Area Plan to convert the former Norfolk Southern rail corridor into a new public park.

Department of Project Implementation (DPI)

DPI continues work on Waterfront Implementation to upgrade the waterfront core area (Duke Street to Queen Street), in line with the vision of the Waterfront Small Area Plan. The improvements will prioritize necessary flood mitigation and infrastructure improvements, while also enhancing the public access and space-making opportunities in the area. DPI is conducting a Progressive Design-Build procurement process to hire the team that designs and constructs these improvements.

NEXT STEPS: Staff will incorporate guidance provided by Planning Commission and City Council at their January 2023 meetings, as well as coordinate among departments to further refine project scopes and timing and solicit input from community stakeholders and City Boards and Commissions. Feedback on the draft work program will inform the FY 2024 budget process, as well as the final work program to be considered for approval by City Council in May 2023.

FISCAL IMPACT: Many work program items proposed for FY 2024 already have City or grant funding identified and/or will be completed within existing resources, or will need to compete for funding (in a very fiscally challenging budget environment) as part of the FY 2024 budget preparation process now underway, as well as during the

community and City Council consideration process after the City Manager proposes the FY 2024 operating budget and FY 2024 to FY 2034 Capital Improvement Program in February.

ATTACHMENTS:

1. Draft FY 2024 Interdepartmental Long-Range Planning Work Program (“Bar Chart”)
2. November 2022 Staff Memo regarding Zoning for Housing/Housing for All

STAFF:

Karl Moritz, Planning and Zoning
Helen McIlvaine, Office of Housing
Jeffrey Farnier, Planning and Zoning
Carrie Beach, Planning and Zoning
Hillary Orr, Transportation and Environmental Services
Jack Browand, Recreation, Parks, and Cultural Activities

ATTACHMENT 1 DRAFT FY 2024 Long Range Planning Interdepartmental Work Plan
Draft for January 2023 Review

Internal Staff Work

Community Engagement

Public Hearing

MAJOR PLANS/PROJECTS		CY 2023				CY 2024				CY 2025	
		FY 2023		FY 2024		FY 2025					
		Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun
PZ LED											
1	Alexandria West Plan (PZ, TES, Housing, RPCA, AEDP)										
2	Eisenhower East CDD Update (PZ, TES, RPCA, Housing)										
3	Zoning Text Amendments (PZ, Code, TES)										
4	Zoning for Housing/Housing for All (PZ, Housing)										
5	Vision Plan/Land Use Master Plan Update (PZ, TES, Housing, RPCA)										
6	Eisenhower West CDD (PZ, TES, RPCA, Housing)										
7	Arlandria Zoning Implementation (PZ, TES, Housing)										
8	Duke Street Small Area Plan Update (PZ, TES, Housing, RPCA)										
TES LED											
9	Stormwater Management Resiliency Master Plan (TES, PZ, DPI, OEM)										
10	Chesapeake Bay Ph3 TMDL 100% Action Plan (TES, DPI, PZ, GS, ACPS)										
11	Duke Street Transitway (Conceptual Planning, Environmental & Design) (TES, DPI, PZ)										
12	Lower King Street Closure (TES, PZ, DPI, RPCA)										
13	Beauregard Ellipse Analysis & Concept Design (TES, PZ)										
14	Update City's Multimodal Transportation Study Guidelines and Standards										
15	Parking Standards Evaluation & Update (TES, PZ, Housing)										
16	Curbside Management for Food Trucks (TES, PZ, CAO)										
17	Pedestrian Safety & Mobility Enhancements on Primary Corridors (Upper King Street) (TES)										
18	NEW I-395 Bicycle and Pedestrian Bridge at WestEnd Feasibility Study (TES, PZ, DPI) - Assumes Funding										
RPCA LED											
19	Public Open Space Policy Plan (RPCA, PZ, TES, DPI)										
20	Action Plan for Vibrancy & Sustainability at Torpedo Factory Art Center (CMO, RPCA, GS, AEDP, PZ)										
21	Urban Forestry Master Plan Update (RPCA, PZ, TES)										
22	Citywide Parks Improvement Plan Update (RPCA, PZ, TES)										
23	NEW Eisenhower East Park under the Metro Tracks (RPCA, PZ)										
24	Recreation Center Facilities Standards and Landscape Plans (RPCA)										
25	Parks and Recreation Master Plan Update (RPCA, PZ, TES)										
26	Dog Park Master Plan Update (RPCA, TES, DPI, PZ)										
27	Cameron Run Regional Park Feasibility Study (RPCA, TES, PZ)										
28	NEW Neighborhood Parks Improvement Plan Update (RPCA, PZ, TES)										
29	NEW Old Town North Linear Park Planning (RPCA, PZ, TES)										
OH LED											
30	ARHA Master Plan Sites--Samuel Madden and Ladrey (ARHA, Housing, PZ)										
31	Housing Master Plan Update (Housing, PZ, CMO-RASE/P3, ITS, AEDP, ACPS)										
32	NEW WMATA Affordable Housing Feasibility Study (Housing, PZ, TES, CMO-RASE/P3)										
DPI LED											
33	Project Management Standards (DPI, TES, OMB, GS, RPCA, ITS)										
OHA GS											
34	Freedom House Planning (OHA, DPI, GS)										
35	Energy and Climate Change Action Plan (GS, TES, PZ, [OCA], RPCA, OPI, Housing, Code, OMB, Finance, ACPS)										
36	Climate Heat Vulnerability Assessment & Planning (GS, TES, PZ, [OCA], RPCA, OPI, OH, DCHS, Fire, APD, Code, OMB, Finance, ACPS)										
ONGOING PLAN IMPLEMENTATION AND OTHER PROJECTS											
PZ LED											
37	Arlandria-Chirilagua Plan (PZ, RPCA, Housing, TES)										
38	Braddock Plan (PZ, RPCA, Housing, TES)										

City of Alexandria, Virginia

MEMORANDUM

DATE: NOVEMBER 15, 2022

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

THROUGH: JAMES F. PARAION, CITY MANAGER /s/

FROM: KARL W. MORITZ, DIRECTOR, DEPARTMENT OF PLANNING & ZONING

DOCKET TITLE:
TITLE

Update on Zoning for Housing Initiatives and the Companion Housing for All Equity Component in Support of the Production of Market and Affordable Housing.

BODY

ISSUE: Should staff combine remaining Zoning for Housing Initiatives into one Comprehensive Zoning for Housing Package for study and community engagement, along with the Housing for All Equity companion program, for City Council consideration potentially in fall 2023?

RECOMMENDATION: That the City move forward with the review of a comprehensive package of zoning reforms for the purpose of (1) removing from City policies and regulations those provisions that were intended to support exclusion and segregation, and intended to deny opportunities for property ownership and wealth creation to persons of color, (2) create new, more equitable land use policies that improve demographic and economic indicators that show that there are lasting vestiges of exclusionary practices even today, and (3) materially increase the supply of committed affordable and market rate housing in the City.

Discussion: Staff's proposed comprehensive package is largely the same as that initially proposed, discussed, and approved in 2019 and 2020 as a phased program of reforms. While important progress has been made on that list, factors such as the pandemic affected the pace with which these initiatives could move forward.

This project, as accelerated, is proposed to be completed in Calendar Year 2023. A tentative framework for a timeline outlining the anticipated work program is included in Attachment 1. Accelerating this project will have an impact on the FY 2023 Long Range Interdepartmental Planning Work Program. If City Council concurs with the recommendations in the

memorandum, staff will return in January/February with proposals to make room for it in the work program, likely by proposing to postpone one or more projects.

Proposed Components:

Single-family zoning - Evaluate the current limit of one household per lot in the City's single-family zones and the potential benefits of allowing a greater number of households per lot in the zones. The initial approach will be to largely retain the amount of development (height, square footage, footprint) currently permitted in these zones. Staff will review the history of single-family zoning and the extent to which this type of zoning effectively limited access to these neighborhoods by persons of color, both nationally and in Alexandria specifically. Staff will also explore the Zoning Ordinance definition of "family" and concerns that have been expressed about its application and will address parking issues.

Removal of restrictive language from the Zoning Ordinance - This effort is to remove from the Zoning Ordinance restrictive language tied to past laws and policies which created exclusionary barriers for some groups to equitable living opportunities across the City. Examples include the definition of family, language regarding "impact on property values" and "character of the neighborhood," and others. This project will be directly linked to historic research on the origins of this language, the identification of other Zoning Ordinance language that may be exclusionary, and a discussion of how this language operates in present-day Alexandria.

Bonus Height - This proposal was deferred in July 2022. Staff will add to the body of research and analysis already completed, by examining testimony by members of the public and suggestions by the Planning Commission during the hearing.

RMF Zones - Staff will analyze expanded/targeted opportunities for RMF (Residential Multi-Family zone) re-zonings in two topic areas:

1. Instances where a rezoning to RMF could be considered under existing small area plans. In recent past, this has included parcels explicitly recommended for RMF in small area plans, parcels where the planned land use in existing small area plans is "Residential High" or an equivalent residential or mixed-use density.
2. Criteria for consideration of the RMF designation in future small area plans. For example, locations well-served by transportation options and within walking distance of services needed for daily living.

Opportunities for Expansion of Transit-Oriented Development - This project will review existing permitted densities within walking distance of existing and planned Metro stations and existing and planned High-Capacity Transit stations. The study will highlight transit-rich locations where existing zoning and/or plans tightly limit the densities of redevelopment. The outcome would be used as a basis for discussion in future planning efforts.

Industrial Zones - While the Industrial zone does not allow housing at all, much of Alexandria's industrial uses are light industrial or retail - and potentially compatible with residential. Some industrial zoned properties are planned to be rezoned to encourage mixed use redevelopment - residential over compatible commercial that could include some land uses now considered light

industrial. This project will evaluate the potential for Industrially zoned land to be allowed to apply for RMF zoning and/or circumstances where affordable housing could be approved on industrially-zoned land without a rezoning, such as if it is clear that there would not be compatibility (i.e., environmental justice) concerns. Staff will also analyze industrially zoned land planned for rezoning and redevelopment to determine if there are barriers to that planned transition.

Coordinated Development Districts (CDDs) - Over time the City has evolved and strengthened how affordable housing is addressed through CDDs. Staff will provide an analysis of how the issue of affordable housing has been addressed through CDDs and either confirm that the latest practice should be continued or recommend that further evolution for consideration.

Remove Zoning Ordinance barriers to office-to-residential conversion - Staff will examine key aspects of density - FAR and Units Per Acre - in mixed use zones and consider several regulation options to facilitate office-to-residential conversion when in line with City principles. Staff will summarize the City's experience with conversions that went forward as well as those that did not through the lens of performance criteria such as impact on job growth, the tax base, and housing affordability.

Town House Zones - This project will examine strategies to reconcile varying regulations (such as FAR and open space) within the City's town house zones, with the working hypothesis that consistent zoning standards for townhouses Citywide is desirable.

Existing/Historic Development Patterns No Longer Permitted - Staff will identify a set of existing land use patterns, such as the mix of uses and building types found in sections of our historic districts and permitted under previous zoning ordinances, that are no longer permitted today. Staff will prepare a list of future potential changes to the ordinance that might allow these patterns to occur in the future.

Inclusionary Zoning - Staff will summarize the current status of recent examinations of a potential Inclusionary Housing policy for the City and describe what a future review will consist of. This initiative will be tied to a multi-year assessment of the City's Contribution Policy and accordingly may require additional time for completed recommendations.

FISCAL IMPACT: It is anticipated that this project will not require additional funding beyond what is currently budgeted. Resources will be existing staff time and expertise, budgeted financial resources for any external technical assistance that may be required, including any that might be needed to support community engagement.

ATTACHMENTS:

Attachment 1: Background, Purpose, Previous Activities Related to "Zoning for Housing" and

"Housing for All"

Attachment 2: Tentative Framework/Timeline for "Zoning for Housing" and "Housing for All."

Attachment 3: 2020 Zoning for Housing Prioritization Plan

Attachment 4: Presentation

STAFF:

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Helen McIlvaine, Director, Office of Housing

Nancy Williams, Assistant Director, P&Z