

City of Alexandria, Virginia

WS  
9-10-08

MEMORANDUM

DATE: SEPTEMBER 5, 2008

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

THROUGH: JAMES K. HARTMANN, CITY MANAGER 

FROM: FAROLL HAMER, DIRECTOR, PLANNING AND ZONING 

SUBJECT: DRAFT BRADDOCK EAST

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Attached is a copy of the initial draft of the Braddock East Plan which will be one of the topics for discussion at the work session on Wednesday, September 10, 2008. If you do not have the opportunity to read the entire document in advance of the meeting please note that the recommendation section will be the focus of the presentation.

Attachment: Draft Braddock East Plan

*DRAFT*

# Braddock East Master Plan

*creating communities together*



**October, 2008**

City of Alexandria Department of Planning & Zoning  
[www.alexandriava.gov/planningandzoning](http://www.alexandriava.gov/planningandzoning) 703.838.4666



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# Executive Summary

## INTRODUCTION

This Master Plan relates to nine blocks of principally public housing in the Braddock East neighborhood - James Bland (and Bland Addition), Andrew Adkins, Samuel Madden (Uptown), and Ramsey Homes – owned by the Alexandria Housing and Redevelopment Authority (ARHA).

*[Summary to be completed when plan text review complete]*

A March 2008 Memorandum of Understanding between the City and ARHA provides that, the City and ARHA will “jointly and cooperatively work in developing a Master Plan for ARHA’s East Braddock Road properties...” This Master Plan provides guidance and parameters for the potential redevelopment of these properties as mixed-income, mixed-used, urban and pedestrian-oriented residential communities, while preserving all the public housing units, as required by Resolution 830.

This joint endeavor has involved the surrounding communities and an Advisory Group, representing neighbors, public housing residents and other stakeholders. It is in the interest of everyone – ARHA, public housing residents, the City of Alexandria and the larger community – to work together to create mixed-income housing to unite a diverse neighborhood, celebrate its history and build a future together. Examples of mixed-income housing programs in Alexandria and elsewhere have demonstrated the benefits of mixed-income communities.

## Section 1

# Introduction

This Master Plan provides guidance and parameters for the potential redevelopment of nine blocks of public housing in the Braddock East neighborhood as mixed-income, mixed-use, urban and pedestrian-oriented residential communities. These are the properties owned by the Alexandria Redevelopment and Housing Authority (ARHA), known as James Bland (and Bland Addition), Andrew Adkins, Samuel Madden (Uptown), and Ramsey Homes.

The City and ARHA jointly and co-operatively undertake to prepare this Master Plan for the guidance of opportunities as they may arise for feasible redevelopment of public housing units in the Braddock East area, with full replacement of all the units currently located in the nine-block area, as required by Resolution 830.

The March 2008 Memorandum of Understanding (MOU) between the City and ARHA provides: “ARHA and the City will jointly and cooperatively work in developing a Master Plan for ARHA’s East Braddock Road properties, and it would be anticipated that ARHA’s Board and the City Council would adopt this Master Plan and that any future City capital grants or loans to ARHA would be considered by the City in the context of the Master Plan.”

The City and ARHA have worked closely through their respective staffs, both internally and through community meetings, in developing the guidance and parameters for this Master Plan. Through the conduit of ARHA Board meetings, meetings of the ARHA Redevelopment Work Group and other special meetings, City and ARHA staffs and consultants have liaised with ARHA to provide continual updates on the process, to obtain input into the proposals and to work through issues as they have arisen. The Board has provided necessary input essential to

the integrity of the Plan process.

### Alexandria Redevelopment and Housing Authority (ARHA)

ARHA is a public agency established by the State of Virginia in 1939. Its primary mission is to provide sanitary and safe dwelling accommodations to persons of very low income, at rents they can afford. Its strategies for meeting this goal include the provision and maintenance of 1,150 public housing units and the administration of 1,722 Section 8 housing vouchers. The City appoints ARHA’s nine-member Board of Commissioners. The Department of Housing and Urban Development (HUD) provides operating subsidy and capital funding. ARHA is active in exploring innovative partnerships and strategies for increasing the supply of low-income housing.

The Plan has also been prepared in collaboration with an Advisory Group representing neighbors, public housing residents and other stakeholders, and with the local community.

It is in the interest of everyone – ARHA, public housing residents, the City of Alexandria and the larger community – to work together to create mixed-income housing to unite a diverse neighborhood, celebrate its history and build a future together. Examples of mixed-income housing programs in Alexandria and elsewhere have demonstrated the benefits of mixed-income communities.

The increased desirability of the neighborhood, spurred in part by significantly greater interest in living within walking distance of Metro stations and demographic trends that increasingly favor more urban neighborhoods, makes it an area in which people who can afford market rate housing will choose to live in mixed-income housing because of its location.

The associated increase in property values in

neighborhoods near Metro has enabled ARHA to pursue the redevelopment of the James Bland property, which is currently before City Planning Commission and City Council.

These property values may provide future opportunities for improvement and redevelopment of the other public housing units located in the Braddock East neighborhood. These values create financial incentive for developers to work with ARHA and the City to develop proposals that will yield density to help subsidize the cost of building the new community. This is a rare opportunity for ARHA and the City, as other housing authorities usually do not have the benefit of such valuable land assets.

The optimal redevelopment of public housing with mixed-income housing should include the provision of a range of housing types, accessible open space, high quality design and community facilities to accommodate the diversity of households who will live there, while also being compatible with the adjoining neighborhood. In addition, there needs to be an adequate amount of every type of housing to retain a sense of community for people at varying income levels and to offer housing opportunities for existing residents who want to return to the neighborhood. The ARHA residents have lived in Braddock East for a long time and deserve an equitable stake in the new community.

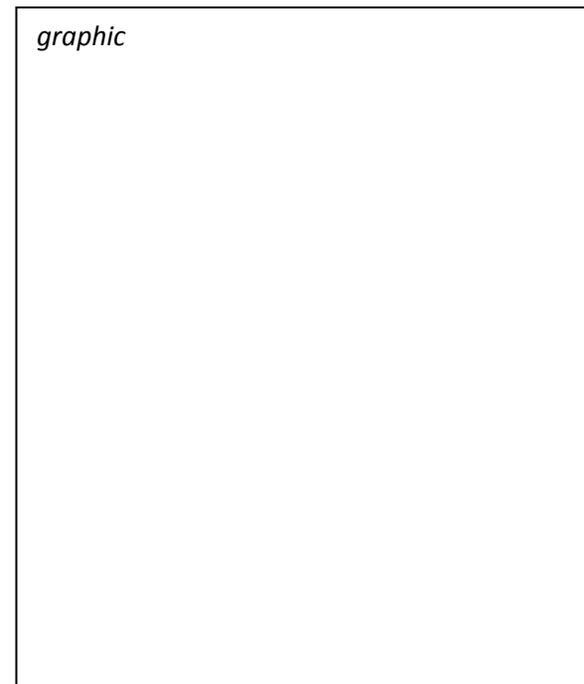
Redevelopment creates the opportunity for a new urban form with varying heights, massing and design that respects the character of the surrounding neighborhoods and capitalizes on the proximity to Braddock Metro station; and creates a highly sustainable community that complements the character of the existing neighborhoods.

These and other factors will make the process of working together as challenging as any that ARHA and the City have engaged in to date. However, it also brings with it the opportunity

for great rewards.

The Braddock East Master Plan is the first step in the process of redeveloping the public housing sites in Braddock East to create new mixed-income, mixed-use, urban communities. It creates a framework to encourage and guide future improvement and potential redevelopment of the public housing sites.

The decision to redevelop these public housing sites is ultimately at ARHA's discretion and is highly dependant upon what will be economically feasible at the time. The Braddock East Master Plan provides sufficient flexibility to enable ARHA to achieve its mission of providing quality housing to persons of low income in a manner that allows ARHA to capitalize on its major asset – its land, which is held in trust primarily for the benefit of its residents. At the same time, the Master Plan provides guidance for new development that is intended to be physically, visually and socially integrated into the existing community so that quality of life is enhanced for **all** residents in the community.



## Section 2

# Context for Braddock East Plan

### PROMOTING MIXED INCOME COMMUNITIES

The Braddock East Master Plan promotes a diversity of housing types at differing levels of affordability. Such diversity includes a broad range of markers including, but not limited to, racial, ethnic, language, gender, sexual orientation, age, special needs, household composition and socioeconomic status. A mix of housing types, unit sizes, and affordability levels will help to encourage a mix of people with different lifestyles, family sizes, and other characteristics that will promote the neighborhood's livability.

Locally, the City and ARHA have already endorsed and successfully implemented mixed-income housing at Quaker Hill and Chatham Square and there are numerous successful examples elsewhere in the country.

*[GC to Insert local & national examples of MICs including photos and statistics, as per pages 60-63 of BMNP]*

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## BRADDOCK METRO NEIGHBORHOOD PLAN

The Braddock East Master Plan should assimilate with the principles adopted for the Braddock Metro Neighborhood Plan (BMNP), which was adopted by City Council on March 15, 2008.

The framework and recommendations of the BMNP are based on seven guiding principles. (See [Appendix A](#) for details). The Braddock East Plan is an amendment to the BMNP intended primarily to expand upon the fifth principle; to promote mixed-income housing through the redevelopment of the existing public housing sites that form the Braddock East planning area.

The Braddock East Master Plan will also incorporate the other principles into the planning framework for these sites. In particular, the Design Guidelines set out in [Appendix A](#) of the BMNP apply equally to the Braddock East sites. The recommendations in Chapter 8 relating to traffic impact and transportation management also apply to the Braddock East sites and there is no separate traffic analysis as part of this Master Plan.

The BMNP recommended that the Braddock East public housing, be redeveloped into higher density, mixed-income housing, attracting a range of household types and incomes. It also recommended future designation of the sites as Coordinated Development Districts (CDDs) and the creation of CDD guidelines.

## RESOLUTION 830

Resolution 830 updated a previous resolution and agreement between the City and ARHA. It was adopted by City Council and ARHA in 1981 and amended in 1982. It created a joint commitment and agreement between the City and ARHA to retain, at a minimum, 1,150 public or publicly assisted housing units in Alexandria, 365 of which are in the Braddock East area.

In the event of redevelopment, Resolution 830 establishes a requirement for one-for-one replacement of any lost public housing unit. It requires that no public housing unit be demolished unless replacement publicly assisted housing is available and that no tenant be displaced from public housing until they can be moved into appropriate replacement housing. It also requires that the net proceeds from the sale or lease of any public housing project are used to benefit the living environment of public housing residents and that all relocation costs be born by ARHA or its developer.

Therefore, any redevelopment of the public housing units in the Braddock East neighborhood will require the replacement of all existing public housing units either on the original site or elsewhere in the City.

Insert map of Public Housing and Replacement Units

## OTHER CONSIDERATIONS

**The City's Strategic Plan.** One of the goals of the Strategic Plan is that Alexandria should be a caring community that is diverse and affordable. With this in mind, the Strategic Plan seeks to ensure that:

- Alexandria is a friendly, respectful, open and inclusive community where differences are welcomed and age, culture, religion, race, lifestyle and abilities are respected.
- Neighbors take care of neighbors.
- The City strives to make the community affordable for all.
- There are choices of housing opportunities for a variety of income and age levels and for workers in Alexandria; people want to and are able to continue to make Alexandria their home throughout their lifetime.
- The community works together to develop and provide an effective "safety net" for residents in need.
- Appropriate types and levels of human and social services are available and responsive to the changing needs of the community.

The Braddock East Plan builds upon these strategic objectives for the City.

**Housing Master Plan.** In 2006, the Mayor and City Council appointed an Affordable Housing Initiatives Work Group (AHIWG) to study the City's current policies and tools and to develop strategies to maximize affordable and workforce housing opportunities. In April 2008, AHIWG delivered an interim report that set out a variety of recommendations for immediate implementation, including:

"In order to manage the City's goals of housing preservation, to fully understand the roles of non-profits, private developers and ARHA, to achieve City goals of an equitable distribution of housing options throughout the community,

and to fully plan for and equitably use density or other housing tools, we need a comprehensive housing plan. This is an ambitious project that will be possible only with adequate staffing and other resources. The City should consider using housing contributions to fund this study. This planning work is a natural extension of the Braddock East Planning exercise."

The City will initiate an affordable Housing Master Plan process in early 2009; expecting to be completed within eighteen months. The Housing Plan will establish clear land-use tools and other policies to preserve and develop affordable and workforce housing; identify opportunities for replacement public housing; and identify appropriate target areas for preservation or development of affordable housing and/or workforce housing. It is anticipated that such a process will involve extensive participation and coordination among several City departments; citywide community outreach and education; the formation and facilitation of a stakeholder/advisory group; multiple presentations to public groups and City leadership; and the development of a final Plan/report.

**Memorandum of Understanding (MOU) between ARHA and the City, March 2008.** The MOU sets out a process for better planning, coordination and communication between ARHA and the City in order to develop an affordable housing strategy, with the goal of sustaining and improving the public and publicly assisted housing within Alexandria. With the City and ARHA working as partners, the purpose of the MOU is to undertake short and long-term land use and capital planning, monitor program performance and achieve a more sustainable financial condition for ARHA.

The MOU established a working group (comprising the Mayor, City Council and ARHA Board members, the Planning Commission Chair and the City Manager) and required the

preparation a long-term strategic plan for ARHA. It also stated that ARHA and the City will jointly and cooperatively work in developing a Master Plan for ARHA's Braddock East properties and that, once adopted by the City and ARHA, any City capital grants or loans to ARHA would be considered by the City in the context of that plan.

**Parker-Gray Historic District.** The James Bland, Ramsey and Samuel Madden public housing sites lie within the Parker Gray Historic District. Any redevelopment plan for these sites must pay special attention to building scale and cultural history and will be reviewed by the Parker-Gray Board of Architectural Review.

**North East Small Area Plan.** The two northern blocks of James Bland lie within the boundaries of the Northeast Chapter of the Alexandria Master Plan. The plan currently designates these parcels as medium density residential land use (RB). The current redevelopment plan for James Bland is supported by a concurrent master plan amendment to change the land use classification of these parcels to Coordinated Development District (CDD).

## Section 3

# Composition of the Plan Area

## PHYSICAL CHARACTERISTICS

*[Insert map of public housing sites]*

There are 365 public housing units today in the James Bland (and Bland addition), Andrew Adkins, Ramsey Homes and Samuel Madden (Uptown) complexes on approximately 18 acres combined.

The Plan area also includes 10 single-family homes at the west end of the Andrew Adkins block.

**James Bland.** The 8.95-acre James Bland site comprises 194 housing units on five city blocks in an area bounded by North Patrick Street on the west, First Street on the north, North Columbus Street on the east, and Wythe Street on the south. The property includes 106 two-bedroom units, 66 three-bedroom units, 13

four-bedroom units and nine one-bedroom units. Two of the site's blocks lie within the North East Small Area Plan and the entire site is within the Parker-Gray Historic District.

One of the units at James Bland, 910 Montgomery Street, is occupied by the Family Learning and Resource Center. This provides educational after-school programs for public housing tenants and is considered a valuable resource by ARHA and its residents.

A redevelopment plan for the James Bland site was submitted for City review and approval in June 2008 (see page 12 for details).

**Samuel Madden (Uptown).** The Samuel Madden site, built in 1945, consists of 66 housing units located on two blocks along North Henry Street between Madison and First Streets. This 3.8-acre site lies at the point where Route 1 divides into two one-way streets, making it an important gateway location. The development includes 46 two-bedroom units and 20 three-bedroom units. The site is within the Parker-Gray Historic District.

**Andrew Adkins.** This 4.5-acre site consists of 90 housing units on land that was originally two city blocks between North Fayette and West streets and between Wythe and Madison streets. The two and three-story buildings, built in 1968, contain some of the largest public housing units in the city, including 32 four- and five-bedroom units.

At the west end of the Andrew Adkins block are 10 small, single-family homes, many built in the early 20th century. One lot, near the corner of West and Wythe Streets, has recently been remodeled. Two of the units are owned and occupied by a Masonic lodge.

**Ramsey Homes.** Ramsey Homes consists of 15 public housing units along the eastern side of North Patrick Street, between Pendleton and Wythe Streets. The 0.65-acre site lies just to the south of the new Charles Houston Recreation Center and to the north and west of primarily two-story historic row houses. The quartet of two-story apartment buildings was built in 1942 and all are 2-bedroom units. The site is within the Parker-Gray Historic District.

*[GC to Insert Photos of Public housing – pages 55-56 of BMNP]*

## COMMUNITY CHARACTERISTICS

Analysis of ARHA data as of April 2008 reveals that there are 333 combined households in the study area with 983 individuals living in these households (*36 units are currently off-line*). The average household size is nearly three persons per household. About 60 percent of all occupied units are two bedroom units, although there are also significant numbers of three, 4- and 5-bedroom units. The 4- and 5-bedroom units comprise a significant percentage of the city's whole inventory of public housing units of that size.

*[Insert Photo of Public housing+ residents – George Lambert to provide]*

The typical public housing household is headed by a non-elderly single parent who is an African American female. While 53 percent of households have income from wages, most households are poor and over 83 percent are considered extremely low-income based on the Metropolitan Statistical Area guidelines prepared by HUD. Nine percent of all households have at least one disabled person living in that household.

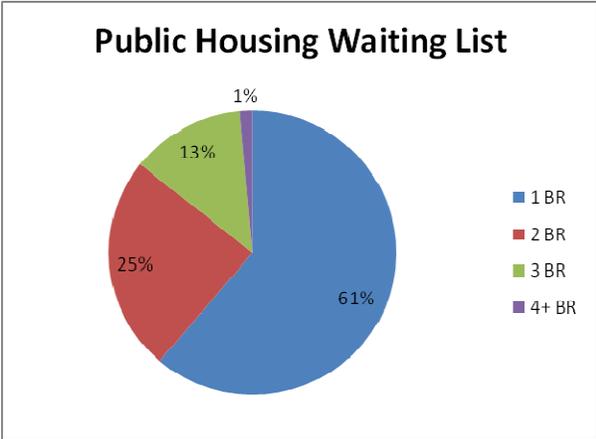
The length of tenure of public housing varies. Just over a quarter have lived in public housing for 11 years or more, while nearly one-fifth have lived in public housing for less than one year.

Over 70 percent of households are considered 'over housed', meaning they are living in larger units than they actually need. This may be because there is not a strong demand for the larger units; it is generally cheaper to keep a family over housed than to transfer them to a smaller unit; or there are too few smaller units. Only two households are classed as 'under housed'.

As of April 2006, there were 1,767 families on the ARHA waiting list, of which 1,081 (61%) are requests for one-bedroom units, 434 (25%) for two-bedroom units, 226 (13%) for three-bedroom units and 26 (1.5%) for four- and five-bedroom units. The waiting list is currently closed.

The waiting list data, together with the high percentage of 'over housed' households, suggests that the demographics of the public housing residents are moving toward smaller households, which is consistent with the national demographic trend.

*[GC to Insert Photos of Public housing – pages 55-56 of BMNP]*



## James Bland Redevelopment

James Bland covers five city blocks between North Patrick Street to the west, North Columbus Street to the east, Wythe Street to the south and First Street to the north. There are 194 public housing units on the 8.5-acre site.



The James Bland redevelopment is necessarily a part of the financial feasibility of the redevelopment of the ARHA owned property at Glebe Park. Due to deteriorating conditions and high vacancy levels at Glebe Park, it became necessary to redevelop/rehabilitate these units in order to maintain federal funding. ARHA selected EYA as its development partner for the redevelopment of Glebe Park, with whom it had successfully developed Chatham Square. Other properties within ARHA's portfolio were also offered for redevelopment to finance the redevelopment of Glebe Park, which was not feasible on its own. The James Bland site was considered the most viable candidate for a combined redevelopment with Glebe Park due to its size and the strength of the residential market in the Braddock neighborhood.

The James Bland DSUP application was submitted in June 2008 and proposes 134 new ARHA units and 245 new market-rate units; a total of 379 units on the site. Glebe Park will accommodate 44 of the displaced units from James Bland with the remaining 16 units being replaced elsewhere in the City at a location yet to be determined.

The project design transitions height and density from 4-story multi-family buildings located adjacent to Route 1 down to 2.5-story townhomes along Columbus St. The ARHA units will be integrated into the overall development and wider community by making the exterior design of the ARHA units indistinguishable from the market-rate units and ensuring that ARHA units are uniformly represented throughout the project, with approximately 35% proposed in each block. The open space has been planned to contribute to the urban character of the area as well as providing recreation space for residents. Construction will be phased in order to minimize the number of times residents will be required to relocate and development is currently anticipated to be built between Fall 2009 and 2015.



In November 2007, ARHA applied for federal HOPE VI grant funding for the James Bland Redevelopment, but the process is extremely competitive and the grant was not successful. In May 2008, the State of Virginia awarded Low-Income Housing Tax Credits for the Glebe Park redevelopment, which includes the 44 replacement units for Bland. Applications for additional tax credit funding for the rest of the James Bland housing will be made over a five-year period. The remaining funding for the redevelopment of James Bland

## Section 4

# Community Engagement

The City and ARHA began an intensive, nine-month community planning process in February 2008 that resulted in this Plan. Details of the process are presented in Appendix B.

The Mayor and City Council appointed a twelve person Braddock East Advisory Group to represent the diverse interests in the Braddock East area. The Advisory Group met monthly from February through October (excluding August), for a total of eight meetings. All the meetings were open to the public and were attended by neighborhood citizens and other concerned Alexandrians.

This process developed a community-wide dialogue addressing the future of public housing and the transition to mixed-income housing developments.



Specific efforts were made to engage the public housing residents in the overall planning process, through a series of meetings, focus groups and a community barbeque. In addition, ARHA employed a consultant to help with outreach efforts with the public housing residents.



Throughout the process City Staff, EYA and ARHA met with individual civic associations and resident groups to discuss the proposed redevelopment site plan for James Bland specifically. The principal concerns of these residents related to increased density, height and traffic congestion, a lack of open space and parking, and some in the community wish to see more public housing units relocated to other parts in the City.

A Design Charrette was held in June 2008 that involved members of the Advisory Group, and representatives from the public housing, the wider community, ARHA and other interested persons. The purpose of the charrette was to establish the scale of new development that would be appropriate for this neighborhood.



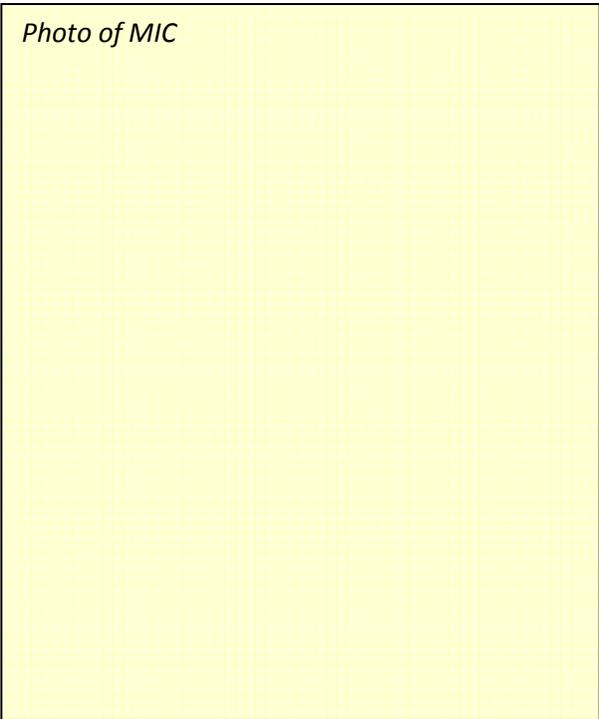
## Section 5

# Goals and Guidelines for Mixed-Income Communities

## GOALS

Public housing was first created during the 1930s to provide decent, safe, and sanitary low-cost housing. For many decades, public housing was home to predominantly working-class and middle-class households. However, over time, public housing has evolved to house lower income families. The result is communities with high concentrations of poverty that are socially and economically isolated. This has produced less than desirable living conditions and other negative impacts for both public housing residents and the surrounding community. Since the 1990s, the national policy approach has been toward redeveloping public housing to create new mixed-income communities that are revitalized and livable for everyone.

*Photo of MIC*



Mixed-income housing produces physical, economic, and social benefits and is deemed rational public policy and effective social and urban planning; making better communities for everyone. The Braddock East planning process has confirmed many of the advantages often advocated for transforming public housing into mixed-income communities.

The goal is to create communities with a mix of income levels and large enough to sustain a critical mass of public housing residents in order to maintain the strong social and support networks that are essential in low-income communities. Adding both workforce and affordable housing to the new development is desirable, as it will contribute to the diversity of the neighborhood. Workforce and affordable housing also help to “bridge” the social and economic gap between the market-rate and public housing residents. Subsidized ownership housing may also provide the potential for public housing residents to improve their economic standing while remaining in the neighborhood.

Mixed-income housing helps draw together individuals with different backgrounds and histories. It creates a mixed and diverse neighborhood, instead of maintaining islands of poverty in the midst of growing wealth. When families of different income brackets live in the same development together, their children gain opportunities to meet each other and play together without regard to income level. Adults in a mixed-income community are drawn into a shared sense of community as they work together to manage their housing and address issues of shared concern to residents. In many cases, lower income residents have indicated

that being part of a social network with residents of higher education and/or incomes has helped expand their education and job opportunities.

Important benefits also accrue to the larger community when mixed-income housing reduces concentrations of low-income housing. Property owners within several blocks of transformed public housing sites benefit from significant increases in property values. Cities in turn benefit from the increased property taxes associated with rising real estate values. In many cases renters in the surrounding community can gain access to newly created affordable ownership housing on the redeveloped sites

Through the school system, the Recreation and Parks Department, the Department of Human Services, and the Office on Aging, as well as through other entities and their programs, the City already provides a wide range of social and other services that are available to public housing residents, such as workforce readiness training and child-care.

The significant investment resources that redevelopment unlocks has the potential to help restore ARHA's internal capacity to provide a more robust program of human and social services to support the transition of public housing residents to greater self-sufficiency, and to explore potential collaborations by ARHA with local agencies to expand other services available for residents.

This is consistent with the City's Strategic Plan goal to ensure that appropriate types and levels of human and social services are available and that these services are responsive to changing needs.

### ***In their own words...***

Lolita Arrington has lived at **Chatham Square** for three years. She moved from Montgomery Street. She considers the move "a step-up, not a handout". According to Ms. Arrington, the neighbors are nice and the neighborhood is quiet. She has had to budget in order to handle her utilities but is happy to be part of this newly developed community.

Ms. Arrington is in school pursuing a degree in early childhood education. She is pictured below with her nephew, Bob Corrie McNeely.



*Kerry Beatty has lived in **Quaker Hill** for two and a half years. She moved from a private apartment complex with her three children, ages 10, 7 and 3. According to Ms. Beatty, Quaker Hill provides a much better space, which includes a basement. Her children are able to play in the basement during inclement weather. She has a good relationship with her neighbors and enjoys the convenience of shopping within walking distance.*

*She hopes to buy a home within the next five years.*

Kim Wade was a resident of **Quaker Hill** from 1996 to 2002. According to Ms. Wade, "compared to where I came from Quaker Hill was a blessing. I lived on Alfred Street when it was referred to (by some) as the strip. Quaker Hill changed my life and that of my family".

Now a homeowner, the experience at Quaker Hill helped her make the transition.

## GUIDELINES

### HOUSING DEFINITIONS

Mixed-income and affordable housing strategies provide a range of different housing types to serve the needs of a mix of families at different income levels.

**Public housing units:** Income-restricted housing units that are targeted to extremely low- to low-income families. Residents pay 30% of their adjusted income as rent and HUD provides the local housing authority with subsidies to maintain the units and the developments in which they are located.

**Section 8/Housing Choice Voucher Program:** A federal program that provides rental assistance to low-income families in the form of a voucher. Families with a Section 8 voucher usually pay 30% of their adjusted income monthly income towards rent and the public housing authority covers the difference between the family's rent contribution and the full rent for the home.

**Low-Income Housing Tax Credits (LIHTC):** A reduction of the investor's federal income tax liability for investments in affordable housing projects. A qualified tax credit project is income restricted at a variety of levels and must comply continuously with these restrictions for 15-years.

**Area Median Income (AMI):** Median family income reflects the income level at which half of all families earn more and half earn less. The 2008 AMI in the Washington-Arlington-Alexandria area for a family of four is \$99,000.

**Workforce Housing:** Housing units that target households of moderate incomes. Moderate income may include incomes ranging from 50% - 120% of Area Median Income. Workforce housing may include both rental and ownership housing.

**Affordable for-sale housing:** Income-restricted units that may include price reductions, down payment assistance, and "silent second mortgages." These units are typically targeted to families at or below 80% of the area median income level.

**Mixed-Income Development:** Uses private and/or public sources to develop market rate and affordable housing that may include Low-Income Housing Tax Credit Units, Workforce Housing and market rate owner-occupied units and rentals.

**HOPE VI:** A grant program managed by HUD to rehabilitate and redevelop public housing developments. Funding may also be used for demolition of severely deteriorated public housing, acquisition of sites for off-site construction, and community and supportive service programs for residents; including those relocated due to revitalization efforts.

Redeveloping public housing into mixed-income communities presents many challenges, including providing new housing for current public housing residents; achieving a balance among the diverse needs for housing types; and financing the redevelopment. Although these are significant challenges, they are not insurmountable if planned well, as was shown in the Chatham Square and Quaker Hill development processes and other successful public housing redevelopments across the country.

### Replacement Housing

In accordance with Resolution 830, any displaced public housing units from Braddock East will have to be replaced elsewhere in the City. There are 365 public housing units today in the James Bland, Andrew Adkins, Ramsey Homes and Samuel Madden communities. As Andrew Adkins, Ramsey Homes and Samuel Madden may not be redeveloped for a number of years; it is not appropriate or sensible to try to determine at this time the number of units replaced on site or to identify other locations for replacement units if necessary.

The City will evaluate whether new developments elsewhere in the City provide opportunities for affordable housing, including sites for public housing units. An initial assessment of areas within the City where there will be pressure for major redevelopment in the next 5-10 years suggests that there may be opportunities to leverage some replacement public housing units and/or funding for public housing units throughout the City.

As part of the Glebe Park redevelopment plan, it is anticipated that 44 units from the eventual redevelopment of James Bland will be relocated to Glebe Park and that another 16 Bland units will be relocated off-site. The City has entered into an agreement regarding the replacement of these 16 units. This requires, among other

things, that *“on or before October 1, 2008, the location for the 16 Bland replacement units must be identified, or through other agreement between the City and ARHA must be alternatively committed on the basis of being available for the relocation and occupancy of residents preferably by the end of 2010, but in any event, not later than the start of the last phase of that project’s redevelopment.”*

Similarly, Resolution 830 requires that any replacement housing units needed due to the redevelopment of the Madden, Adkins and Ramsey sites must be available before the existing public housing units are demolished.

With regard to the needs and aspirations of the public housing residents (described in Section 4) and the management requirements of ARHA, the following key criteria have been developed, in collaboration with ARHA, for the creation of new mixed-income housing:

- Priority to residents who may wish to remain in their community.
- Proximity to comparable transit, services, jobs, amenities, quality schools.
- Maintain a critical mass at each development to both preserve public housing residents’ community ties and allow for the most financially feasible maintenance structure for ARHA.
- Ensure public housing units are integrated into the community both visually and physically.
- Provide for ARHA ownership.
- New housing sites must meet HUD’s approval requirements.
- Consider impacts on overall neighborhood’s income mix, urban design character, amenities, etc.
- Ensure appropriate timing and phasing to coincide with the phasing of the proposed public housing redevelopment.
- Avoid multiple moves for families and households (no more than 1 move)
- Avoid moves that will result in children changing schools during the school year.
- Human and social services will be needed to support public housing residents in moving from an exclusively low-income to a mixed-income environment.

It is clear that a proactive policy of establishing criteria for replacement units and identifying and safeguarding replacement unit sites is important to ensure their adequacy and availability even for redevelopment projects five, ten or more years in the future. This Master Plan establishes the criteria for the replacement sites, if appropriate and necessary, but does not identify specific sites.

Opportunities for replacement public housing sites will be identified in the City’s Housing Master Plan for consideration by ARHA.

### Balancing Diverse Needs

Mixed-income housing creates diverse physical, social, and economic needs that affect the viability and sustainability of the development. The actual mix and type of housing – whether rental or ownership; market-rate, public housing, or affordable; family or senior – depends not only on market demand, but also on attracting a range of incomes and meeting the needs of the existing neighborhood. Too much housing of any one type could affect the desirability and marketability of the other housing types within the development. As a general rule of thumb, based on successful mixed-income housing developments elsewhere, a good mix is two-thirds market-rate housing to one-third public housing, with some of the market rate housing being subsidized to provide affordable and/or workforce housing. However, this is not prescriptive and will ultimately be dictated by market condition, funding availability and other factors.

Currently, the neighborhood is home to a broad demographic range: small households of singles, empty nesters, the elderly, young professionals, and families with children. Redevelopment of public housing will create a new community for a variety of residents, and amenities should recognize the diversity of the population. Such considerations are:

- A variety of housing size and types that meets a wide range of needs and

aspirations.

- A range of accessible active and passive open space that meets the needs of the community, especially young children, and complements existing and proposed facilities in the neighborhood.
- Access to supportive social services that encourage and increase the financial independence of public housing residents.
- Easily accessible space for community interaction, job training and other social programs.
- A variety of architectural and building types, with no obvious distinction between housing for different income levels.
- Careful management of facilities and grounds, with homeowner and tenant associations that are attentive and sensitive to the needs of all its residents.
- A Community Association or similar group that includes property-owners and ARHA residents to ensure that public housing residents have a voice in the new community.

### **Relocation**

Resolution 830 requires that no tenant be displaced from public housing until they can be moved into replacement housing. Federal law mandates providing certain benefits to any families relocated from public housing, including relocation assistance and counseling.

Consistent with the Uniform Relocation Act, before redevelopment occurs, ARHA will develop a Relocation Plan, subject to HUD approval, that clearly articulates relocation options, re-occupancy criteria, services, mobility counseling, schedule, phasing and cost.

## Section 6

# Economic Viability of Mixed-Income Communities

## THE FINANCIAL COST OF BUILDING PUBLIC HOUSING

The total development cost of any new development includes the costs of construction (i.e. demolition, buildings, parking, landscaping, infrastructure, and development soft costs such as design, legal, and contractor/ developer fees), the cost of the land (if off site acquisition is proposed) and associated transactional costs and financing expenses, which are expressed as a percentage of construction and land costs. With the redevelopment of public housing there are some additional “soft costs” including relocation assistance, transition services and the housing authority’s administrative, management and legal costs.

The table below provides estimates of development costs for strategic planning purposes. As such, these costs include markups and contingencies.

For the purposes of planning for future development scenarios, it is appropriate to apply a range of approximately 10% above and below the total development cost estimate calculated above to accommodate construction cost variability over a longer-term horizon.

Accordingly, it is reasonable to assume that, in Alexandria, a total development cost of \$270,000 to \$330,000 per on-site public housing unit, plus an additional land cost of \$70,000 to \$90,000 for any unit that is relocated elsewhere in the City

While the City may be able to secure off-site housing sites at no cost, through negotiation with developers in return for increased density or other benefits, these sites will generally represent a trade-off for other potential benefits and thus it is necessary to recognize a site cost for off-site units.

**Table 1: Estimate of Total Development Costs**

	Public On-Site	Public Off-Site	Market	Table Notes:
Construction Costs <sup>(1)</sup>				(1) Based on comparables in DC Metropolitan area (source: WZH-A).
Buildings, parking...	\$172	\$172	\$212	(2) Based on comparables for Braddock Metro area (source: WZH-A).
Design...	\$44	\$44	\$54	(3) 8% of construction costs (source: WZH-A).
Land <sup>(2)</sup>	n/a	\$60	\$60	(4) Based on analysis by of other Public Housing redevelopments (source: EJP).
Financing <sup>(3)</sup>	\$17	\$22	\$26	(5) Assumed average unit size for townhomes and multifamily of 1200 sf. gross (source: consultant team)
<b>Total per square foot</b>	<b>\$233</b>	<b>\$298</b>	<b>\$352</b>	
Public Housing “soft costs” <sup>(4)</sup>	\$23k	\$23k	n/a	
<b>Total per 1200 sf unit <sup>(5)</sup></b>	<b>\$303k</b>	<b>\$381k</b>	<b>\$422.5k</b>	

## PAYING FOR PUBLIC HOUSING

The process for securing federal funding for mixed-income and mixed-finance redevelopment projects is often highly competitive and requires formation of numerous financing and development partnerships.

Potential and typical financing approaches include creative layering of multiple sources of funds, including:

- Low-Income Housing Tax Credits
- HOPE VI grants
- Tax-exempt bonds
- Municipal funds
- Federal Home Loan Bank funds
- Public housing authority funds
- Developer contributions
- Local government loans and grants, and
- Private support from non-profits or foundations.

These public funding sources generally only provide a proportion of the funds needed to support the redevelopment of public housing. For example, the 2003 Chatham Square redevelopment project in Alexandria was funded from the sale of the land, Low-Income Housing Tax Credits (LIHTCs) from Virginia Housing Development Authority, \$6.7 million from a HOPE VI grant, and a City loan from a combination of funding sources, and the purchase of a replacement housing site by the City.

HUD's HOPE VI grant program has been a major funding source for many public housing redevelopment projects over the past 15 years. The number and amount of HOPE VI grants has diminished in recent years and the future of the program, despite some indications of Congressional support for expansion, is

uncertain. Alexandria is competing for more limited funds with jurisdictions that have more severely "distressed" public housing than exists in Alexandria. In November 2007, ARHA applied for a HOPE VI grant for the James Bland redevelopment but was not successful. The redevelopment of James Bland is to be funded solely by LIHTCs and the sale of the land.

The City and ARHA should investigate the formation of financing and development partnerships to tap into the multiple sources of funds available for the redevelopment of public housing. This should be addressed in the ARHA Strategic Plan, which is due to commence preparation in 2009.

In order to satisfy the requirements of Resolution 830, the redevelopment of the existing public housing units in Braddock East has to provide sufficient funding to rebuild all the public housing units whether they remain on-site or are replaced elsewhere.

As noted above, Alexandria cannot rely on the availability of HOPE VI grants to fund any future redevelopment of public housing in the City. It is therefore necessary to tap the other financing options referred to above, although these are also not guaranteed to be available. The 44 units from James Bland that are being replaced at Glebe Park have already received LIHTC's. The balance of the James Bland public housing will be submitted for potential tax credit funding over a five-year period. If successful, it is anticipated that tax credits will account for approximately 30% of the total public housing redevelopment costs.

Based on experience with public housing redevelopment nationwide and ARHA's own development efforts, it is reasonable to assume that public sources (a combination of federal, state and local sources) might cover up to 50% of development costs if they can be secured. Assuming an average total development cost of approximately \$300,000 per unit (see Table 1), this means that \$150,000 must be paid for from

other sources. This is for the cost of the unit only and does not include the additional land cost for any units relocated off-site.

Fortunately, the Braddock East public housing sites possess the unique and unprecedented opportunity to benefit from the high land values that come with being in walking distance of a Metro station. This significant land value can be leveraged by selling rights to develop market rate housing or office space on the sites, provided that development capacity is retained for replacement public housing units on-site and/or on other sites that can be purchased with revenues achieved from the sale of development rights.

The land value can also be leveraged by making use of the new property tax revenues generated by market rate development. However, leveraging new property tax revenues is not something the City has done in the past and such revenues could, in any event, only be used for infrastructure improvements, not to support the redevelopment of public housing. It therefore falls to the value of the market-rate units to fund much or all of the remaining 50% of the cost of redeveloping the public housing units.

Accordingly, to redevelop public housing in Braddock East, the gap in project funding has to be bridged by the market value of the land on which the public housing is sited. Land price is valued on a "buildable" square foot basis (total development potential permitted by zoning). This value changes by location, zoning and market conditions. Based on comparable data from the Braddock East area, we have assumed that, in the current market, the value of land in this area is between \$50 and \$70 per buildable square foot. Assuming an average unit size of 1200 sf, this means that a market-rate unit contributes between \$60,000 and \$84,000 to the cost of each public housing unit.

**In this scenario, and based on current market conditions, between 1.8 and 2.5 market rate units are needed to bridge the funding cap of approximately \$150,000 for each replacement public housing unit, with additional market rate units needed to fund any off-site land costs.**

This formula sets the context for the redevelopment of the Braddock East public housing sites. As noted above, the James Bland site is already in the redevelopment plan process and, given its relationship with the Glebe Park redevelopment, the funding mechanisms for the off-site units are not typical. With regard to the other three public housing sites – Madden, Adkins and Ramsey – the above ratio suggests that between 308 and 428 market rate units would be needed to pay for the replacement of the existing 171 public housing units on these sites. This means that the total number of new units – market and public housing – that would be needed to provide for the replacement of the public housing units on-site would be between 479 and 599 units. Beyond this, additional market rate units would be needed to fund the land cost of replacing any public housing units elsewhere in the City.

It has to be emphasized that this is only an approximate measure, as changes in market conditions will affect development costs and land values beyond the conservative estimates and ranges used in this analysis. If the real estate market is at a low point at the time of redevelopment then it may be the case that the redevelopment of these sites will be economically unviable at that time. As the market improves, feasibility may improve, and the number of market-rate units needed to support a new public housing unit will decrease proportionally. This is not intended to be prescriptive and simply provides a basis for the plan framework.

## Section 7

# Development Framework

This section sets out the recommendations for the Plan that will determine urban design, scale, massing, land use, open space, parking and density for the redeveloped public housing sites. These recommendations are based upon the outcome of the Community Design Charrette, discussions with ARHA, ensuring integration with the BMNP and applying established planning and zoning principles. These recommendations are reflected in the Coordinated Development District (CDD) guidelines set out in Section 8.

## URBAN DESIGN

Any development within Braddock East should strive to fulfill, to the fullest extent possible, the Design Guidelines at Appendix A of the BMNP. These set out specific guidance related to spatial definition of streets, scale and proportion of buildings, ground floor relationships to sidewalks, streetscape, trees and landscaping, lighting, street furniture, public art, and public information, among other things. It is recognized that ARHA serves an important public policy in providing public housing to the needy and these guidelines are purposely flexible to accommodate this public interest. These guidelines are attached in full at Appendix C of this Plan for convenient reference.

In accordance with the recommendations of the BMNP, all new development in the plan area will:

- **Provide appropriate transitions in scale and massing.** Building scale and massing have a significant impact on the perceived character of a building and its surroundings. New development should include a variety of heights and

scale to relate to the context of the neighborhood and each block frontage. See the following section on Design Goals for additional treatment of this topic by site.

*Colecroft and Meridian photos with caption*

- **Include architectural variety reflecting neighborhood tradition.** Part of the neighborhood's appeal is its mix of scales and styles; 19<sup>th</sup> century two-story wooden houses on narrow lots, 20<sup>th</sup> century block-long industrial buildings with large windows, and intermediate scale buildings serving business, residential and institutional purposes all coexist. New construction should reflect each of these scales, and may draw on any one or more of the period styles, with particular attention to reflecting the character of nearby buildings.

*Photos of the three different building scales and styles*

- **Create green edges along streets.** Street trees and buffer vegetation play an important role in providing shade, privacy, human scale and beauty to streets and the buildings lining them. While ground floor retail uses should be built directly adjacent to the sidewalk, residential buildings should be set back 10 to 15 feet from the sidewalk behind a planted edge or front yard.

*Photos contrasting a well-planted residential setback with too-close position of Braddock Lofts to sidewalk*

- **Contribute to walkable streets.** Make walking appealing by fostering a sidewalk environment that is interesting and safe. Retail uses, where economically viable, should come directly to the sidewalk, be highly transparent, be easily entered and include well-scaled signage; associated sidewalk seating or sales areas are encouraged where possible. Housing, whether in single-family, townhomes or multi-family buildings, should have

*Photos of multifamily housing with frequent ground-level stoops*

frequent ground-level entrances, and yards and other details expressing individual units and residents. All buildings should have frequent glazing with good views of the sidewalk to enhance safety through informal surveillance.

Existing above grade utilities should be relocated below grade with the redevelopment of each block.

- **Underground parking.** While below-grade parking imposes additional costs, hiding parking in this way under buildings or courtyards not only makes streets more attractive and interesting, but also increases development capacity and value, and brings more people to support local community, economy and security. Good access to transit, and on-street parking, reduce the number of below-grade parking spaces needed. For all building types other than townhomes, all parking shall be located below grade. For townhomes, access to parking/garages shall be form an internal alley. Surface parking lots are prohibited.

In all cases, architectural design quality is of utmost importance in successfully interpreting these guidelines to create places that will truly appeal to the wide range of needs and desires of residents in the new mixed-income housing for Braddock East. New developments will be encouraged to meet LEED, Earthcraft or other equivalent sustainability standards.

*copy Prescott photo/diagram from BMNP p. 141 showing hierarchy of scales*

## LAND USE

**Residential.** A mix of public housing and market-rate housing, and where possible an element of affordable and/or workforce housing is recommended. The precise ratio for this mix should be determined through the development planning process, as it will be influenced by the funding available at that time.

**Retail.** It may be desirable to include some retail uses on the ground floor of the Samuel Madden blocks, which will compliment existing and proposed retail. There has been some suggestion of a grocery store in these blocks. The Plan therefore recommends a grocery store as a ‘preferred’ land use, rather than a ‘required’ use. It is also desirable that the overall mix of retail in the study area, including any grocery store in this location, should meet the needs of the whole community. There was a further desire expressed by public housing residents and community for neighborhood serving retail uses.

For the Andrew Adkins block, this Plan recommends retail land use on the ground floor of the recommended hotel and/or office on West Street. There is also further potential for retail uses at ground floor along Madison Street.

**Office.** The plan is recommending that the western half of Adkins, adjacent to the Metro site, and/or the northern Samuel Madden block be considered as possible office uses. The office uses will help to balance the mix of residential and retail uses within the plan area.

**Hotel.** The BMNP proposes a hotel use for the western edge of the Adkins block that is currently occupied by the single-family properties between Adkins and West Street. This Plan continues to recommend this as an appropriate use in this location.

**Community facilities.** The Design Charrette and Advisory Group meetings have identified a need to include community facilities/supportive services within the new mixed-income community, such as job training, childcare and community function rooms. ARHA considers that sufficient facilities are available at the new Charles Houston Recreation Center and that it is a matter of ensuring that the events and activities are programmed to take into account the needs of ARHA residents as part of the overall community. The City supports this approach and is committed to working with ARHA to achieve a better integration of the Recreation Center program with the needs of public housing residents. While the provision of new facilities as part of any redevelopment plan is encouraged, the location and programming of such facilities will be determined by an analysis of resident needs and should complement the Recreation Center program.

**TABLE 2: LAND USE**

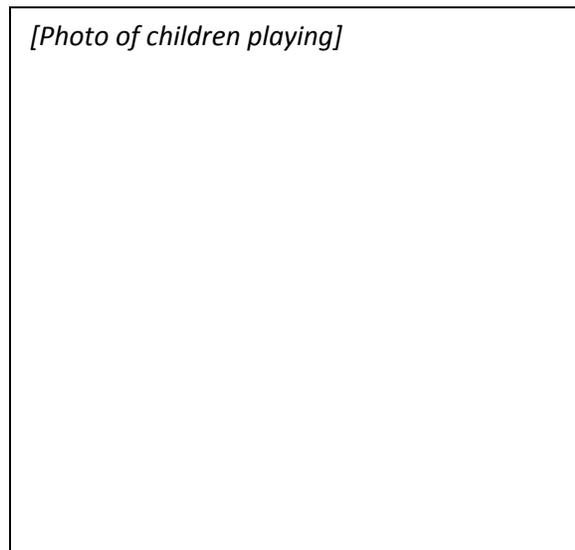
Site	Parcel Area		Existing Development	Current Zoning	Recommended Zoning	Required Land Use	Preferred Land Use	Permitted Land Use
	SF	ACRES	SF					
James Bland	175,000	4.02	148,000	RB	CDD #.....	Residential		
Andrew Adkins	370,000	8.49	166,000	RB	CDD #.....	Residential	GF Retail, Hotel Office	Office
Samuel Madden	150,000	3.44	64,000	RB	CDD #.....	Residential, GF Retail	Grocery Store Office	
Ramsey	28,000	0.64	14,000	RB	XX	Residential		

## OPEN SPACE

A variety of open spaces should be provided to meet the needs of the new residents of the proposed mixed-income communities. Public housing has a higher than average number of children per household. A range of open space is required to provide for the recreational needs of young children and teenagers. Play areas for younger children should be designed and located to allow effective supervision from adjacent community or retail facilities, where possible and otherwise from residential windows and the street. Each residential block should have safe and convenient access to play spaces for young children.

These open spaces should complement the programmed activities at the new Charles Houston Recreation Center, which is due to open in Spring 2009, and the community park planned for the Post Office site in the BMNP. Focusing recreation provision on these facilities that serve the whole community will help to integrate the diverse population within the neighborhood.

The design charrette identified a need for accessible and consolidated open space for each site, with a possible rooftop park in the grocery store option.



## PARKING

The Braddock East Plan adopts the parking requirements recommend in the BMNP. These parking standards are reductions from the City zoning code requirements, which reflects the proximity of the area to Metro and the goal of promoting sustainability and minimizing traffic generation.

Based on surveys of current resident car ownership it is recommended that 0.75 spaces be provided per public housing unit. These spaces may be provided either within the development or on the streets immediately adjacent to the development site.

**TABLE 3: PARKING REQUIREMENTS**

Land Use	Braddock Metro Neighborhood Parking District Ratios <sup>(1)</sup>
<b>Single-family Residential, Two-family and Row or Townhouse Dwellings</b>	1.5 spaces per dwelling unit (DU) plus 15% visitor parking. <sup>(2)</sup>
<b>Multi-family Residential</b>	1.0 spaces per DU of less than 3 bedrooms or 1.5 per DU of 3 bedrooms or more, plus 15% visitor parking. <sup>(2)</sup>
<b>Public Housing</b>	0.5 spaces per unit, plus 15% visitor parking. <sup>(2) (3)</sup>
<b>Hotels</b>	0.7 spaces per 1 guest room plus 1 employee parking space per 15 guestrooms. Additional off-street parking for auxiliary uses will be determined at the time of development review.
<b>Retail</b>	3.0 spaces per 1,000 SF. First 15,000SF of grocery stores and first 1,200 SF of all other retail exempt. <sup>(2)</sup>
<b>Restaurants</b>	1 space per 4 seats. First 60 seats exempt.
<b>Office</b>	1.67 space per 1,000 SF.

(1) Provided however that in the cases of fractional spaces, the parking requirement may be rounded up or down to the nearest whole number without requiring SUP

(2) In the event that new development increases the net number of on-street parking spaces available, the increase in on-street spaces shall apply to the visitor or retail parking requirement.

(3) All or some of the parking requirement can be provided on-street if accompanied by a SUP parking

## DESIGN OF HOUSING

The design of individual residential buildings and units themselves is of great importance, as they have greater overall impact on neighborhood form and character than structures for any other use. The core priority of this plan is to provide high quality housing for everyone. To this end, the exterior facades of public and/or affordable housing should be designed to be indistinguishable from the market rate housing. The public housing units should be integrated throughout the new development, and not concentrated in any one location.

ARHA prefers building designs that minimize shared corridors and elevators and provide individual exterior entrances at ground level to each unit (whether unit is at ground level or reached via a dedicated flight of stairs). ARHA believes this enhances the sense of overall safety and security as it provides greater visibility and gives residents a more defensible external space; it may also allow for better integration with the market-rate units. Additionally, units accessed from the ground level are particularly appropriate for households with children, which are especially prevalent in the Braddock East housing developments.

The increased density thresholds necessary to make mixed-income development financially viable suggest that some moderation of the policy avoiding shared corridors and elevators may be appropriate if design can still avoid past pitfalls of multifamily public housing buildings. One approach, currently planned for the James Bland redevelopment, and previously proven effective at Chatham Square, is to locate some public housing units at second floor level with individual stairs leading directly to a ground level entrance. Another approach, employed successfully in Boston and Milwaukee, is to create mid-rise buildings that have small numbers of units (10 or fewer) per floor, and that locate most family units at the ground or

second floor level with their own exterior entrances.

Taking these results, together with the current redevelopment plans for James Bland, the following recommendations aim to ensure that any new mixed-income community within Braddock East is of a scale and design that complements the character of the surrounding neighborhood.

Photos of Chatham Square and Franklin Hill (Boston) with caption

## DESIGN GOALS BY SITE

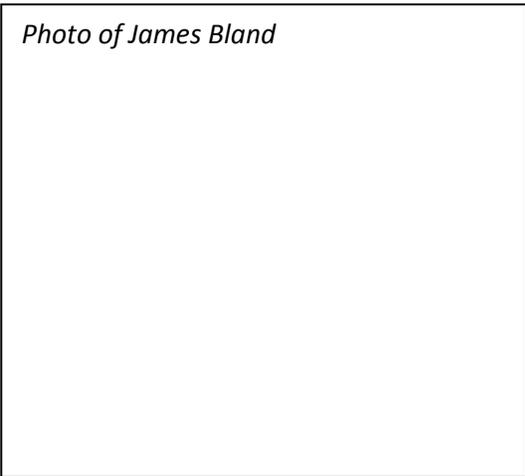
Appropriate building scale and massing is important to character in the Braddock area and was the primary focus of the Community Design Charrette held during this planning process.

City Staff and consultants combined the results of the charrette into a composite plan that best represented the collective ideas of the group. This was then further refined to reflect more closely the over-arching themes emanating from the charrette, the BMNP urban design guidelines and other City design criteria. The resultant designs goals for each public housing site are described below

**James Bland.** This site lies within the Parker Gray Historic District and it is bounded on three sides primarily by 2.5-story historic townhomes. Its fourth side abuts Patrick Street, which forms part of US Route 1. To the south is the proposed Charles Houston recreation center.

The proposed redevelopment plan depicts townhomes of a scale that complements the surrounding neighborhood to the north and east, increasing in scale to the west, with four-story multi-family buildings fronting US Route 1. To reflect the current development proposals, this Plan recommends heights of 30-40 feet along First Street and Columbus Street, rising to 40-50 feet toward the center of the site and up to 50 feet along Patrick Street.

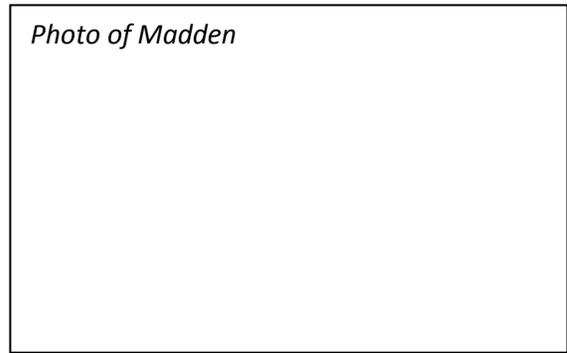
Open space has been planned to contribute to the urban character of the area as well as provide recreation space for residents. Because of the size of the redevelopment area of James Bland, the Plan recommends open space on each block and a minimum of one centralized and consolidated public open space.



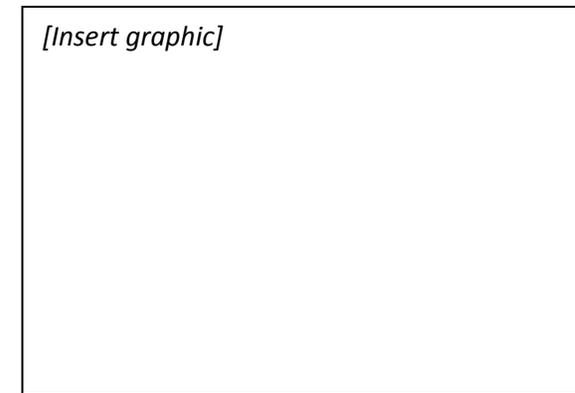
This Plan also recommends that Alfred Street be added to the list of “walking streets” established in the BMNP. On these “walking streets”, priority is given to the pedestrian and measures are recommended to improve the

quality and security of the walking environment, such as deeper front yards, porches and bay windows.

**Samuel Madden.** Although this site is on the edge of the Historic District, its primary context is provided by Patrick Street to the east and Henry Street to the west, both of which are one-way legs of US Route 1. These streets meet at the northern apex of the site. To the east is the proposed four-story multi-family element of the James Bland redevelopment. To the west are proposed commercial buildings, with 50 feet height limits to the south. Smaller scale residential is situated to the north-east.



This Plan recommends an open space/focal point at the apex of Samuel Madden at First Street. This should be designed as an attractive entrance at this gateway to the City and neighborhood, and would complement the scale and character of the residential to the north-east

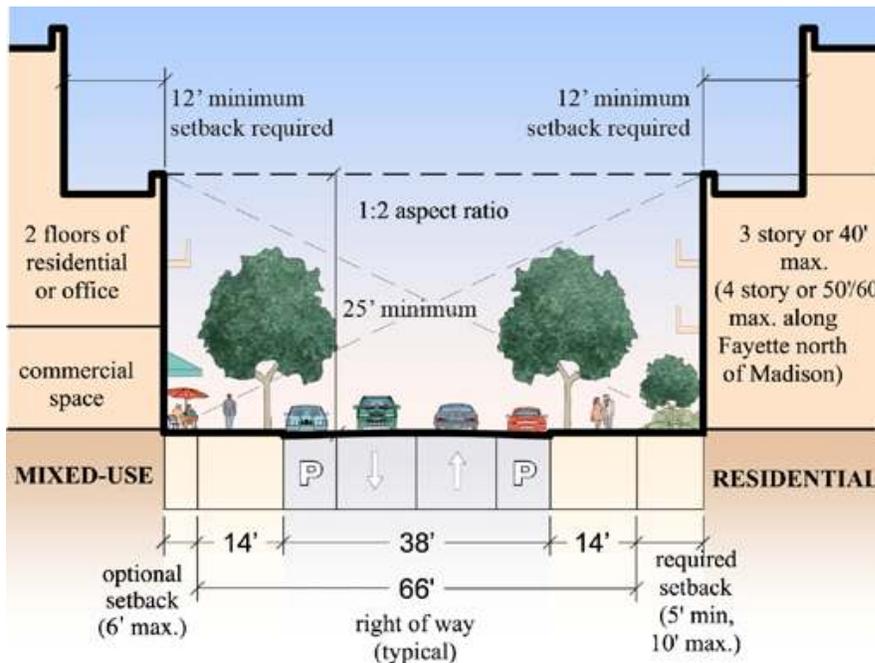


Ideally, the building form and shape will reinforce the triangular profile of the block. Because of the “gateway” nature of this site, the northern portion of any future building should highlight this gateway location with a memorable form, shape and/or materials.

On this northern block of Samuel Madden, the building will be required to have a building shoulder of 30-40 feet. This building ‘shoulder’, which is an upper-level setback of the building façade, will facilitate walkable streets and improve transition with adjacent residential buildings.

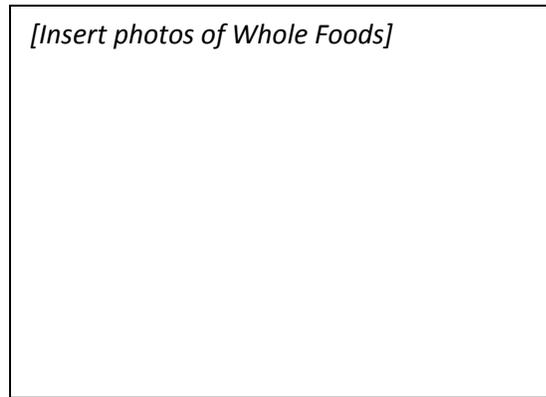
Moving southward through the block the Plan recommends an increase in building height up to 60-70 feet in the center of the block to provide the opportunity for a signature building at this key gateway into the City. This would also be of sufficient height to accommodate either residential or office use.

*Insert Photos of Shoulder buildings from BMNP*



The concept of building “shoulders” was introduced in the BMNP. It stated that the four walking streets (Madison, Fayette, Montgomery and Wythe) should be defined by multistory buildings (or open space) tall enough to create a sense of enclosure without being out of scale to pedestrians. As such, the BMNP recommends that new buildings along the four walking streets incorporate “shoulders” that are capped at three stories or 40 feet, with new buildings allowed to rise higher after stepping back some distance from the building front.

Building heights up to 50-60 feet are recommended for the southern block of Samuel Madden, with 40-50 feet shoulders. Retail development is to be located on the first floor, either in the form of small shops, a grocery store or a combination of the two. As the floor to ceiling height required for a grocery store is approximately 20 feet, this would allow for 3-4 stories of residential above the grocery store and the potential for an area of open space on the roof of the grocery store, enclosed by the residential. This could be a similar design as the Whole Foods grocery store on Duke Street, which has 3-stories of residential overlooking a rooftop courtyard.

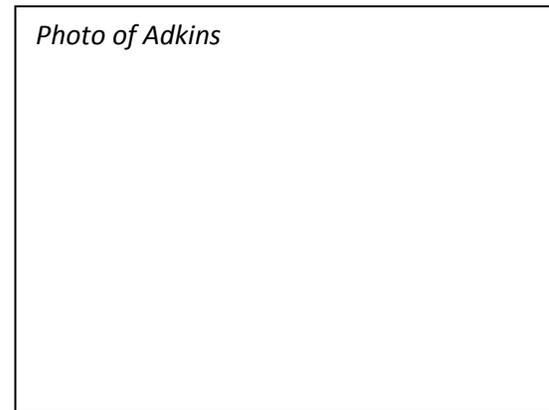


A critical consideration in development of any retail on this block, but especially a large-footprint supermarket stretching across the block, is ensuring that any retail edges along sidewalks be transparent, include entrances, and otherwise contribute to the pedestrian realm. No blank walls are acceptable. Consideration should be given to building a 'liner' of residential or other uses along retail space edges that cannot engage the sidewalk.

**Andrew Adkins.** As this site is in close proximity to the Braddock Metro and is not within the Historic District it has the greatest potential for higher density development with taller buildings. However, any new development will have to be compatible with the existing 4-story

townhomes to the north, east and south. This was a key factor in assessing appropriate heights during the community charrette.

The BMNP proposed a mixed-use (hotel/office/retail) development along the western boundary of this block fronting West Street, on the area occupied by single-family homes and outside ARHA's ownership. This Plan reinforces this recommendation and proposes building heights up to 70 feet with 30-foot shoulders along the "walking streets" of Wythe, West and Madison. The co-operation of the single-family homeowners will be necessary for any development to progress on this part of the site.



Consistent with the recommendations of the BMNP, this Plan recommends the continuation of Payne Street axis through the Andrew Adkins site to reconnect the street grid. The connection to public open space areas north of Madison Street is especially important to the neighborhood as a whole. It also would improve access to the site and improve walkability and visibility through the area. These are important components of the overall objectives for improving connectivity through the Braddock area, and similar requirements have been endorsed for other sites locally, such as the Madison and Jaguar development proposals.

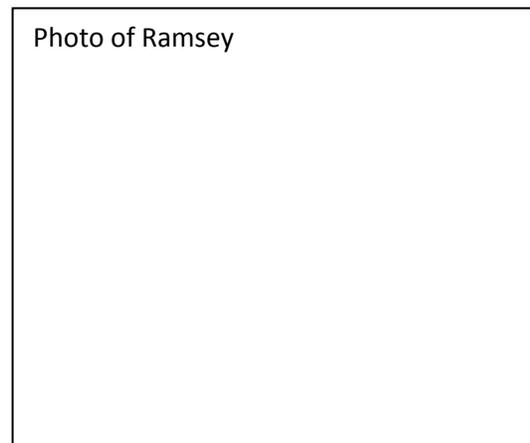
For the remainder of the western block either office or residential uses would be preferred

with the possibility of some ground floor retail if and where it would be marketable. It is intended that development on this part of Adkins should complement the proposals for the Braddock Road Metro site, which has a maximum proposed height of 77' with a 40-foot shoulder. Accordingly, the recommended height for the western half of Adkins is up to 50-70 feet with a 30-40 feet shoulder.

For compatibility with adjacent residential areas, the preferred use of the eastern half of the Adkins block is residential and recommended heights are 40-50 feet with a 30-40 feet shoulder.

**Ramsey Homes.** The character of development on this small site will be determined and be compatible with the scale and height of the adjacent townhomes.

This Plan recommends that Ramsey Homes should either be rehabilitated as part of the overall redevelopment program for the area, with some potential for infill, or be redeveloped with townhomes or townhouse scale buildings that are consistent with the character and scale of adjacent residential and are within the 30-40 feet height range.



# Development Framework



**DEVELOPMENT TABLE**

SITE	EXISTING PARCEL						PROPOSED DEVELOPMENT				
	NET PARCEL AREA		EXISTING DEVELOPMENT	EXISTING HOUSING UNITS	CURRENT ALLOWABLE FAR	CURRENT ALLOWABLE HEIGHT	CURRENT ALLOWABLE DEVELOPMENT	MAX. TOTAL DEVELOPMENT	APPROX. RANGE OF HOUSING UNITS	MAX. FAR	MAX. HEIGHT
	SF	ACRES	SF			FEET	SF	SF			FEET
James Bland	370,000	8.49	200,000	194	0.75	45	277,500	647,500	400	1.75	50
Andrew Adkins	133,000	3.05	148,000	90	0.75	45	131,000	332,500	200-250	2.50	70 west of Payne St. 50 east of Payne St.
Samuel Madden	150,000	3.44	64,000	66	0.75	45	112,500	300,000	165-225	2.00	70
Ramsey Homes	28,000	0.64	14,000	15	0.75	45	21,000	21,000	15-30	1.40	45
<b>TOTAL</b>	<b>311,000</b>	<b>7.13</b>	<b>226,000</b>	<b>365</b>			<b>264,500</b>	<b>1,393,500</b>	<b>780-905</b>		

## DEVELOPMENT FRAMEWORK CONCLUSIONS

The resulting densities, expressed as a Floor Space Ratio (FAR), are up to 1.75 on James Bland, up to 2.5 on the Adkins site, up to 2.0 on the Madden site and up to 1.5 on Ramsey. This is generally consistent with the density recommendations in the BMNP for the key redevelopment sites at the Metro (FAR 3.0) and Northern Gateway (FAR 2.5).

These FARs are the maximum that is likely to be supportable on these sites. The ranges identified in Table 5 are indicative of the wide variety of potential scenarios that could be viable on these sites.

In the event that density considerations and market conditions at the time of redevelopment indicate that it is unlikely that all of the public housing can be relocated on the sites within the Plan area then, under Resolution 830, it will be necessary to replace some of the public housing units elsewhere in the City.

The retention of existing public housing in the Braddock East area will be contingent upon:

- constraints on the overall density and height on each individual site;
- the market conditions that prevail at the time of redevelopment;
- the public funding available at the time of redevelopment ; and
- the availability of secured sites elsewhere in the City to accommodate the replacement units.

This has been demonstrated by both the Chatham Square and James Bland redevelopments. Approximately one-third to one-half of the existing public housing units on these sites were/are to be re-sited, due to constraints on the development of these sites, such as the need for open space, the limitation on heights, compatibility with adjacent neighborhoods. Accordingly, it is likely that the densities needed to replace all of the public housing on-site in Braddock East, while adding enough market rate units to make the development feasible, may not be viable.

Furthermore, as it is likely to be a number of years before these sites redevelop, basing any recommendation regarding unit mix/unit retention on current market conditions and current funding expectations would be unreliable. Similarly, while the City is actively evaluating sites for replacement housing, it is

not possible or practical to identify these sites now.

Accordingly, despite the desires of some members of the community, this Plan does not address the number of public housing units that will be relocated out of the Braddock East neighborhood. The Braddock East Master Plan seeks to identify the appropriate strategy for ensuring that adequate and appropriate replacement housing sites are available when they are required to meet the needs of any future redevelopment.

## Section 8

# CDD Guidelines

To achieve the goals described in this Plan it is recommended that the James Bland (and Bland Addition, Samuel Madden (uptown) and Andrew Adkins properties be designated as individual Coordinated Development Districts. Development of the public housing sites will be guided by an Urban Design Concept Plan and by the following CDD guidelines.

*[Insert map with individual CDDs identified and numbered]*

*[CDD Guidelines to be developed for each site, to include:*

*CDD Guidelines:*

- 1. Uses*
- 2. Height*
- 3. Density*
- 4. Street Grid*
- 5. Park and Open Space*
- 6. Building Design*
- 7. Pedestrian Connections*
- 8. Parking*
- 9. Transportation]*

## SUBSECTION TEXT

## Section 9

# Conclusions

The Braddock East Plan provides a framework to guide the potential redevelopment of public housing with mixed-income, mixed-use, urban and pedestrian-orientated development, improving the quality of life for public housing residents. Optimistically, the future will provide opportunities for building a strong, vibrant and diverse community, consistent with the goals of the City’s strategic plan.

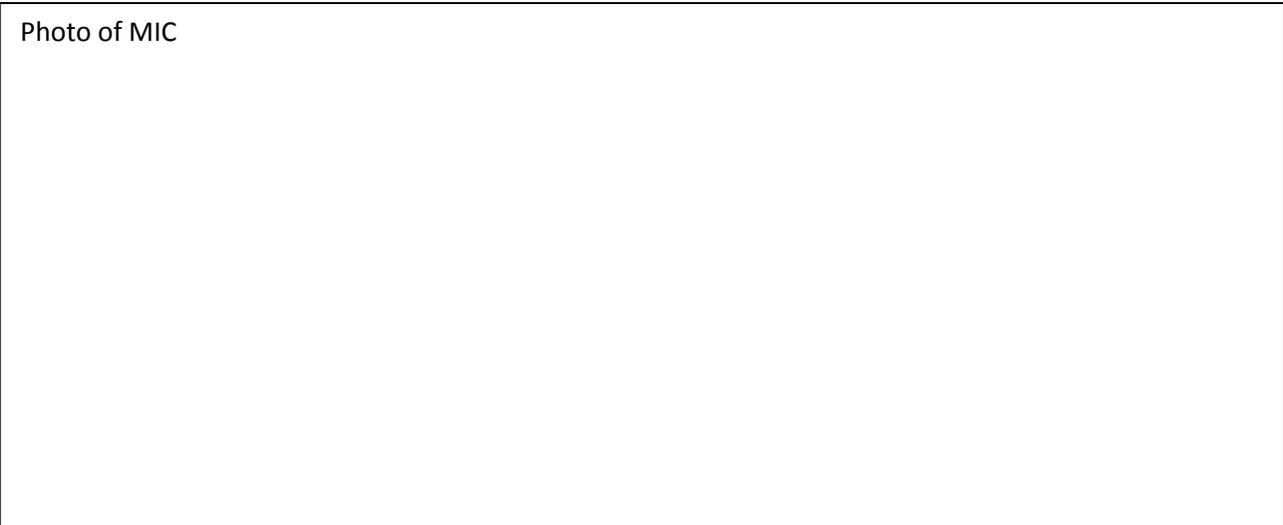
The Plan encourages and provides guidelines for the redevelopment of the existing public housing sites into mixed-income communities incorporating, where possible, a range of market-rate, affordable, workforce and public housing and other appropriate uses. At the same time, it recognizes ARHA’s role as stewards of public assets and the welfare of its residents. The one-for-one replacement policy of Resolution 830 is embraced by this Master Plan.

Land value associated with Metro proximity provides a very important resource to help create a mixed-income social community and generate the funding to pay for public housing redevelopment. This is a unique opportunity for the City and ARHA, as many other public housing authorities usually do not have the benefit of such valuable land assets.

As the City and ARHA have worked through this process with the community, it has become apparent that, due to a multitude of variable factors influenced by market conditions and public policy (such as land values, development costs, funding availability), it is not possible within this Plan to be prescriptive about the mix of housing within the new community or the resultant number of public housing units that may need to be replaced elsewhere in the City.

However, as specific proposals are evaluated, it may become appropriate for ARHA to consider replacement of some units at other locations in the City, rather than to replace all of the public housing units on the original sites within the Braddock East area.

Photo of MIC



## Section 10

# Recommendations

### Section 5: Goals and Guidelines for Mixed-Income Communities

**Recommendation 1:** The City Housing Master Plan should play a major role in identifying and safeguarding sites for replacement public housing units to support the redevelopment proposal in the Plan.

**Recommendation 2:** The ARHA Strategic Plan should consider ways to restore ARHA's ability to provide human and social services to its residents and providing preparedness training for returning residents to the new mixed-income communities.

**Recommendation 3:** Any replacement housing units that may be needed in connection with the redevelopment of the public housing sites must be made available in accordance with Resolution 830.

**Recommendation 4:** The City and ARHA should work to ensure that the process of securing sites for replacement public housing and the process of relocating residents should address the following criteria:

- Priority to residents who may wish to remain in their community.
- Proximity to comparable transit, services, jobs, amenities, quality schools.
- Maintain a critical mass at each development to both preserve public housing residents' community ties and allow for the most financially feasible maintenance structure for ARHA.
- Ensure public housing units are integrated into the community both visually and physically.

- Provide for ARHA ownership.
- New housing sites must meet HUD's approval requirements.
- Consider impacts on overall neighborhood's income mix, urban design character, amenities, etc.
- Ensure appropriate timing and phasing to coincide with the phasing of the proposed public housing redevelopment.
- Avoid multiple moves for families and households (no more than 1 move)
- Avoid moves that will result in children changing schools during the school year.
- Human and social services will be needed to support public housing residents in moving from an exclusively low-income to a mixed-income environment.

**Recommendation 5:** Redevelopment of public housing should recognize the diversity of the population. Such considerations are:

- A variety of housing size and types that meets a wide range of needs and aspirations.
- A range of accessible active and passive open space that meets the needs of the community, especially young children, and complements existing and proposed facilities in the neighborhood.
- Access to supportive social services that encourage and increase the financial independence of public housing residents.
- Easily accessible space for community interaction, job training and other social programs.
- A variety of architectural and building types, with no obvious distinction between housing for different income levels.

- Careful management of facilities and grounds, with homeowner and tenant associations that are attentive and sensitive to the needs of all its residents.
- A Community Association or similar group that includes property-owners and ARHA residents to ensure that public housing residents have a voice in the new community.

### Section 6: Economic Viability of Mixed-Income Communities

**Recommendation 6:** The City and ARHA should investigate the formation of financing and development partnerships to tap into the multiple sources of funds available for the redevelopment of public housing. This should be addressed in the ARHA Strategic Plan.

### Section 7: Development Framework

**Recommendation 7:** All new development in the plan area will:

- Provide appropriate transitions in scale and massing;
- Include architectural variety reflecting neighborhood tradition;
- Create green edges along streets;
- Contribute to walkable streets; and
- Incorporate underground parking.

**Recommendation 8:** To achieve the urban design goals set out in this Plan, the ARHA-owned properties within the Braddock East Plan should be designated as individual Coordinated Development Districts and be subject to the CDD guidelines set out in Chapter

**Recommendation 9:** The following recommendations are made with regard to the appropriate land uses for each site within the Braddock East Master Plan Boundary:

- All sites should include a mix of public housing and market-rate housing, and

where possible an element of affordable and/or workforce housing.

- Neighborhood-serving retail would be appropriate for the ground floor of the Samuel Madden blocks, to compliment existing and proposed retail, with the possible inclusion of a grocery store in these blocks.
- Neighborhood-serving retail should be considered for the ground floor of the Andrew Adkins block along Madison Street.
- The western half of Adkins, adjacent to the Metro site, and/or the northern Samuel Madden block should be considered as possible office uses, to help to balance the overall mix of uses within the plan area.
- A hotel use would be appropriate for that part of the Adkins block that is currently occupied by the single-family properties between Adkins and West Street.

**Recommendation 10:** A variety of open spaces should be provided to meet the needs of the new residents of the proposed mixed-income communities. These open spaces should complement the programmed activities at the new Charles Houston Recreation Center.

**Recommendation 11:** The exterior facades of public and/or affordable housing should be designed to be indistinguishable from the market rate housing.

**Recommendation 12:** The public housing units should be integrated throughout the new development, and not concentrated in any one location.

**Recommendation 13:** The following recommendations are made with regard to the design goals for each site within the Braddock East Master Plan Boundary:

### James Bland

- Building heights of 30-40 feet are recommended along First Street and Columbus Street, rising to 40-50 feet toward the center of the site and up to 50 feet along Patrick Street.
- Open space should be located on each block and there should be a minimum of one centralized and consolidated public open space.
- Alfred Street should be added to the list of “walking streets” established in the BMNP, where priority is given to the pedestrian.

### Samuel Madden.

- An open space/focal point at the apex of Samuel Madden at First Street, designed as an attractive entrance at this gateway to the City and neighborhood.
- The northern portion of any future building should highlight this gateway location with a memorable form, shape and/or materials.
- Building heights up to 60-70 feet are recommended for the northern block of Samuel Madden, with 30-40 foot shoulders.
- Building heights up to 50-60 feet are recommended for the southern block of Samuel Madden, with 40-50 foot shoulders.
- Any retail edges along sidewalks should be transparent, include entrances, and otherwise contribute to the pedestrian realm.

### Andrew Adkins.

- building heights up to 70 feet with 30-foot shoulders are recommended along the “walking streets” of Wythe, West and Madison.

- The continuation of Payne Street axis through the Andrew Adkins site is recommended to reconnect the street grid.
- Building heights of up to 50-70 feet with a 30-40 feet shoulder are recommended for the western half of Adkins is
- Building heights of up to 40-50 feet with a 30-40 feet shoulder are recommended for the eastern half of the Adkins.

### Ramsey Homes.

- This site should be rehabilitated as part of the overall redevelopment program for the area, with some potential for infill, or be redeveloped with townhomes or townhouse scale buildings.

**Recommendation 14:** The City’s Department of Recreation, Parks and Cultural Activities is to coordinate with ARHA and other appropriate City agencies regarding the programming of the Charles Houston Recreation Center to ensure that the interests of the public housing residents are equitably represented.

**Recommendation 15:** The City’s Department of Human Services is to coordinate with ARHA to ensure that public housing residents are made fully aware of all the existing City social services that are available.

# Appendix A

## BRADDOCK METRO NEIGHBORHOOD PLAN

*[GC to Insert plan showing Plan area boundary]*

The Braddock Metro Neighborhood Plan (BMNP) was adopted by City Council on March 15, 2008. It includes the area covered by the Braddock East Plan, except for the northern two blocks of James Bland, which lie within the boundary of the North East Small Area Plan.

The BMNP sets out a series of recommendations based on seven guiding principles. The principles are:

Principle 1: Create a sense of place/ neighborhood identity, vitality and diversity.

Principle 2: Provide walkable neighborhoods that are also secure and feel safe.

Principle 3: Establish a variety of community serving, usable open spaces.

Principle 4: Encourage community-serving retail and services.

Principle 5: Promote mixed-income housing and follow an inclusive process to deconcentrate public housing.

Principle 6: Manage multi-modal

transportation, parking and road infrastructure. Principle 7: Achieve varying and transitional heights and scales.

These principles form the basis for the framework and recommendations of the BMNP. The Braddock East Master Plan is an amendment to the BMNP intended primarily to expand upon the fifth principle; to promote mixed-income housing through the redevelopment of the existing public housing sites that form the Braddock East planning area.

### Recommendations of the Braddock Metro Neighborhood Plan in relation to Principle 5:

- Comprehensively plan for the redevelopment of the public housing on the Andrew Adkins, James Bland (and Addition), Samuel Madden, and Ramsey Homes sites into mixed-income communities
- Combine the Adkins property with the single-family house lots to the west in order to make the entire block available for redevelopment, and divide the Adkins site into two blocks by extending North Payne Street from Wythe Street to Madison Street
- Create true mixed-income housing that includes public, workforce (rental and/or for sale), affordable (rental and/or for sale), and market-rate housing
- Create a detailed planning framework for public housing redevelopment through the Braddock East Plan with recommendations for unit mix, building types, site plan layout, building heights, density, open space, streetscape and parking. Establish a CDD and guidelines for these sites.

# Appendix B

## COMMUNITY ENGAGEMENT

### Braddock East Advisory Group

The City and ARHA began an intensive, nine-month community planning process in February 2008 that resulted in this Plan. The Mayor and City Council appointed a twelve person Braddock East Advisory Group to represent the diverse interests in the Braddock East area. The group comprises:

- A commissioner from the Alexandria Redevelopment and Housing Authority;
- A resident of public housing;
- A public housing advocate;
- Two members of civic associations - Northeast Civic Association and Inner City Civic Association;
- A resident of the Braddock East area;
- A person knowledgeable about the history of the Parker Gray community;
- A member of the development community who has experience with affordable housing and workforce housing development;
- A member of the Planning Commission; and
- Three at large-members with diverse backgrounds and other relevant experiences.



The mission of the Braddock East Advisory Group is to:

- Identify and evaluate issues, challenges and opportunities for the future of the public housing in this area;
- Bring community values, knowledge and ideas into the process of creating a plan for the area that takes advantage of opportunities to improve the area in ways that provide lasting benefit to the local community and the City as a whole; and
- Keep the public informed about the development of the plan by reporting back to the community, and reporting their findings and recommendations to the Planning Commission and City Council.

#### Schedule of Braddock East Advisory Group Meetings:

- February 28 - Introduction to the planning process; review of the recommendations of the Braddock Metro Neighborhood Plan.
- March 19 – Braddock East planning process; introduction to developing mixed-income communities; update on James Bland redevelopment plan.
- April 19 - Tour of Mixed-Income Housing Developments in Alexandria and Washington DC.
- April 24 - Public housing resident outreach; lessons learned from tour; James Bland concept design presentation and discussion.
- May 15 - Charles Houston Recreation Center program and schedule; Public housing redevelopment finance and planning criteria; City strategy and opportunities for securing replacement units.
- June 19 – presentation of Conceptual Framework; Urban Design Goals and Design Considerations.
- June 26 - Community Urban Design Charrette.
- July 15 – Review of Charrette Outcomes; Group discussion on the progress of the Plan and key issues.
- September 3 – Presentation of Draft Braddock East Plan.
- September 16 - Final presentation of Braddock East Plan.
- October 16 - Review of Planning Commission meeting and preparation for City Council.

The Advisory Group met monthly from February through October (excluding August), for a total of eight meetings. All the meetings were open to the public and were attended by neighborhood citizens and other concerned Alexandrians. This process developed a community-wide dialogue addressing the future of public housing and the transition to mixed-income housing developments.



These and more topics provided information to the Advisory Group as they weighed and balanced competing concerns and worked to create the vision that this Plan articulates.

Creating a community vision involved many lively and important discussions among the Advisory Group and community members, all of whom brought diverse points of view to the process.

Topics covered at the various Advisory Group meetings included:

- Overview of the BMNP recommendations and design criteria.
- Overview of the Braddock East planning process.
- Demographics and characteristics of Braddock East population.
- The key components of successful mixed-income communities.
- Lessons learned from a tour of mixed-income housing.
- Programming of the Charles Houston Recreation Center.
- Development financing for public housing redevelopment.
- Planning criteria for replacement public housing.
- Urban design goals and considerations.
- Height, mass and land use options for potential new development.
- The need for supportive social services.

The Advisory Group and other interested members of the community went on a bus tour of mixed-income housing projects in Alexandria and Washington DC. This was an informative exercise as it developed an appreciation of how successful public housing units could be physically, visually and socially integrated with market-rate housing.



## Tour of Public Housing Redevelopments

### Chatham Square

Chatham Square is the redevelopment of a two-story 100-unit public housing complex that was originally the Samuel Madden (Downtown) built in 1940. In 2001, ARHA selected developers EYA to redevelop the site with a mix of 52 replacement public housing units and 100 market-rate townhomes. The remaining 48 public housing units were replaced elsewhere within the City. Financing for the project came from the land sale, low-income tax credits, a \$6.7 million Federal Hope VI grant and a bridge loan of City funds, subsequently repaid.



### Quaker Hill

In 1987/1988, ARHA demolished the 264-unit Cameron Valley public housing development. The public housing units were replaced in several sites across the City, one of which was the newly developed Quaker Hill. Quaker Hill is a mixed-income community comprised of 99 townhomes and 127 condominiums. Of those units, 60 are low-income rental units subsidized by Section 8 Vouchers. The development was financed by the sale of 40 acres of land to Hechinger's for a shopping center (Alexandria Commons), the sale of the market-rate units, and low-income housing tax credit financing.

### Town Homes on Capitol Hill

Townhomes on Capitol Hill is the redevelopment of 134 two- and three-story public housing units built in 1941. The redevelopment was funded through a \$25 million HOPE VI grant in 1993. The new development includes 134 townhome units sold through a cooperative structure to families in the following income categories:

- 67 families at 50% to 115 % of median income
- 34 families at 25% to 50% of median income
- 33 families at 0% to 24% of median income

In addition, 13 lots were sold as fee simple townhomes.



### Capitol Quarter

The plan for the revitalization of Arthur Capper/Carrollsborg was awarded a \$34.9 million HOPE VI grant, which has been leveraged to provide a total of over \$424 million for the creation of 1,562 rental and home ownership units, office space, neighborhood retail space and a community center. The housing strategy will replace the demolished units with 707 public housing units, 525 affordable rental units and 330 market rate homes for purchase, for a total of 1,562 new units. By replacing all occupied public housing units, the Arthur Capper/Carrollsborg development will be the first HOPE VI site in the country to provide one-for-one on-site replacement of demolished public housing units.



## Engaging the Public Housing Community

Specific efforts were made to engage the public housing residents in the overall planning process. In the fall of 2007, ARHA held a number of meetings with the residents of the James Bland development in connection with the Hope VI application for the redevelopment of that site. A further meeting was held with the residents in April 2008 to provide more detailed information about the proposed redevelopment of the site and to solicit feedback from the residents.

A series of focus groups was convened with residents of the other public housing developments (Madden, Adkins and Ramsey) in April 2008. These were directed at providing a general overview of the Braddock East process and to gain an understanding of the public housing residents' feelings about their community and the future of the neighborhood.

In July 2008, a community barbecue was held for ARHA residents with the hope of engaging a greater number of public housing residents in the planning process. This was well attended and provided an opportunity to provide further information to the community about the James Bland proposal and to develop stronger relationships with the ARHA residents.



The following were the recurring themes from outreach efforts with the public housing residents:

- Most people like the neighborhood because it has good services, transportation and schools. Many people have family ties to the community.
- Most people were in favor of redevelopment as long as current residents wishing to continue living in the neighborhood would be able to do so.
- Any redevelopment should provide some private open space; secure children's play space, good unit design with energy efficient appliances, and good management.
- It is important that supportive services are provided; especially job training and childcare, which should be subsidized or free. There should also be expanded services for children, including after school programs.
- There was a desire by some to remain in the community and others were willing to relocate provided residents are offered good alternatives of where to live with proximity to transit, retail, schools and parks and that the housing is of good quality.
- Most people wanted to minimize the number of moves they would have to make and wanted the opportunity to come back.
- Some of the residents want options for homeownership to be made available.

In addition, ARHA employed a consultant to help with outreach efforts with the public housing residents. The consultant’s work included one-on-one meetings with public housing residents to encourage them to attend the Advisory Group meetings, community charrette and barbecue; facilitating a meeting between residents of Andrew Adkins and the adjacent Braddock Lofts condo community to initiate a beautification partnership for their immediate neighborhood; and instigating greater involvement from the Alexandria Residents Council (ARC), ARHA’s tenant council.

The City also produced a series of newsletters directed specifically to public housing residents, who may not have internet access, to keep them informed of the process and to encourage their involvement in meetings and events. The newsletters were mailed and hand delivered to the public housing residents.

The City also worked closely with a number of public housing residents, Advisory Group members and the James Bland Family Resource and Learning center to deliver flyers and generally “spread the word” about upcoming meetings.

### Engaging the Wider Community

All Advisory Group and community meetings were advertised on the City Web site and the materials from each meeting were posted on the web site. Prior to each meeting a news bulletin (ENews) was issued, subscription to which is free on the City web site.

In addition, through the James Bland redevelopment application process, a community open house was held in April to discuss the James Bland proposals. Throughout the process City Staff, EYA and ARHA met with individual civic associations and resident groups to discuss the proposed redevelopment site plan for James Bland specifically. The principal

concerns of these residents related to increased density, height and traffic congestion, a lack of open space and parking, and some in the community wish to see more public housing units relocated to other parts in the City.

### Schedule of Meetings held with Civic Associations and Resident Groups regarding the James Bland Redevelopment Plan

Date	Organization
4/5/2008	Meeting with ARHA Residents
4/16/2008	North East Civic Assn General Meeting
4/17/2008	Columbus Street Neighborhood Meeting
4/23/2008	James Bland Open House
5/7/2008	Inner City Board Meeting
5/14/2008	Inner City Civic Assn General Meeting
5/21/2008	North East Civic Assn General Meeting
5/19/2008	Upper King Street Neighborhood Civic Assn
5/21/2008	Columbus Street Neighborhood Meeting
6/18/2008	North East Civic Assn General Meeting
7/9/2008	Inner City Civic Assn General Meeting
7/10/2008	North East Land Use Committee
8/4/2008	First Street Residents
8/5/2008	North East Land Use Committee
8/13/2008	North East Civic Assn General Meeting
8/18/2008	Inner City Civic Assn General Meeting
8/21/2008	First Street Residents
9/17/2008	North East Civic Assn General Meeting

A Design Charrette was held in June 2008 that involved members of the Advisory Group, and representatives from the public housing, the wider community, ARHA and other interested persons. This involved a block building exercise to establish the urban design parameters and amenities that the groups considered would be desirable and acceptable for the three public housing sites of Adkins, Madden and Ramsey. Bland was not included in this exercise as it is the subject of a specific development proposal. *[Refer to page 12 for details of the James Bland proposals].*



Participants working in small groups tested different arrangements and heights of building blocks on scale models that included context buildings for reference. Representations of open space and retail uses were also incorporated. The formula derived from the financial analysis (page 21), for the number of market-rate units required to pay for the redevelopment of public housing units, was the foundation of the exercise. Based on the need to replace the existing 171 units on the three public housing sites, the starting point for the exercise was to try to accommodate about 500 units on the three sites, as this would enable all of the public housing units to be replaced on site.



The purpose of the charrette was to establish the scale of new development that would be appropriate for this neighborhood. Participants confirmed that the height of any new building should be sensitive to the scale of adjacent development. It was suggested that new buildings should be generally no more than one-story higher than adjacent buildings (with greater height permissible further away). New buildings should also incorporate shoulders along sensitive edges, to transition taller buildings to smaller context and to create consistent façade heights along street edges.

#### Key Themes from the Community Design Charrette:

- Height should be sensitive to adjacent developments, with generally no more than one-story higher than adjacent buildings and incorporating shoulders along sensitive edges.
- There should be an open space/focal point at the northern apex of Madden.
- Existing heights/buildings at Ramsey should be maintained, with possible rehabilitation and infill.
- The first floor of the southern block of Madden Retail would be a good location for neighborhood- serving retail, with a grocery store as an option if viable.
- There is also potential for retail on Adkins along Madison Street to enhance walkability to the Metro.
- There should be consolidated open space at ground level, with a possible rooftop courtyard in the grocery store option on Madden.
- The continuation of Payne Street through the Adkins site is desirable.
- A community resource/training facility is desirable somewhere within redevelopment.