

DOCKET ITEM #1

MPA # 2012-0003 Beauregard Small Area Plan

Issue: Consideration of a request to amend the Seminary Hill/Strawberry Hill and Alexandria West Small Area Plan(s) to create a new chapter of the City's Master Plan.	Planning Commission Hearing:	May 3, 2012
	City Council Hearing:	May 12, 2012
	Site Area:	+/- 395 acres (Plan Area) +/- 188 acres (Redevelopment Sites)
	Zone:	CDD # 4, R12, RB, RA, OCH, CG, UT, RC
	Existing Small Area Plan(s):	Alexandria West Small Area Plan Seminary Hill/Strawberry Hill
Staff: Mark Jinks, Deputy City Manager mark.jinks@alexandriava.gov ; Faroll Hamer, Planning and Zoning Director faroll.hamer@alexandriava.gov ; Rich Baier rich.baier@alexandriava.gov ; Jeffrey Farnier, Planning and Zoning Deputy Director jeffrey.farnier@alexandriava.gov ; Claudia Hamblin- Katnik, Claudia Hamblin-Katnik claudia.hamblinKatnik@alexandriava.gov ; Emily Baker emily.baker@alexandriava.gov ; Abi Lerner, Transportation and Environmental Services, Deputy Director abi.lerner@alexandriava.gov ; Sandra Marks, Transportation and Environmental Services, Division Chief sandra.marks@alexandriava.gov ; Mildrilyn Davis, Office of Housing Director mildrilyn.davis@alexandriava.gov ; Helen McIlvaine, Office of Housing Deputy Director helen.mcillvaine@alexandriava.gov ; Laura Durham, Recreation, Parks and Cultural Activities Urban Planner laura.durham@alexandriava.gov		

PLANNING COMMISSION ACTION, MAY 3, 2012: On a motion by Mr. Jennings, seconded by Ms. Lyman, the Planning Commission initiated Master Plan Amendment #2012-0003.

On a motion by Mr. Jennings, seconded by Ms. Lyman, the Planning Commission voted to adopt Master Plan Amendment #2012-0003 resolution to create the Beauregard Small Area Plan with amendments. The motion carried on a vote of 6-0.

Commissioner Fossum recused herself from the deliberations and role of the Planning Commission on the Beauregard Small Area Plan, because she served as Chair of the community led Beauregard Corridor Stakeholders Group. Since Commissioner Fossum has no financial interest in any of the property in the Beauregard Small Plan Area, there was no actual conflict of interest, but her active involvement in negotiating the details of the Beauregard Small Area Plan made it inappropriate for her to participate in the Planning Commission's deliberations of this matter.

Reason: The Planning Commission agreed with the staff analysis and recommended approval of the Beauregard Small Area Plan subject to the following:

Notes:

New text is indicated as underline and deleted text is indicated as ~~strikethrough~~. Page numbers referenced below are pages from the Draft Beauregard Small Area Plan.

1. Revise the recommendation title of each Chapter and all recommendations within each chapter from recommendation to requirement.
2. **(Page 32)** Revise requirement 3.23 under “A” streets to add a provision that states: Building(s) with frontages on both Seminary Road and new streets internal to the development could have their primary entrances on the street internal to the development.
3. **(Page 74)** Revise requirement 4.7 as to state: Establish new CDD zoning for the designated redevelopment sites (Figure 8) to implement the Vision and recommendations of the Plan. The number of new CDDs and the allocation of property within the CDDs will be the subject of a future action by Planning Commission and City Council pursuant to the map amendment process set forth in the Zoning Ordinance. Each new CDD will be considered individually for purposes of the map amendment process, including, without limitation, any zoning protest petition.
4. **(Page 74)** Revise requirement 4.15 to add a provision that states: Above grade structured parking is permitted at Southern Towers to replace existing required parking for existing buildings to remain, above grade structured parking is also permitted along alleys in the Plan area, which will be screened with architectural treatment as opposed to active uses. The appropriate architectural treatment for above grade parking structures should be defined in the Urban Design Standards and Guidelines to be developed as part of the rezoning and CDD Concept Plan.
5. **(Page 75)** Revise requirement 4.27 to state: ~~The City will work with property owners to acquire the .85 acre open space adjacent to the Dora Kelley Nature Park depicted in Figure 33C using the DOD open space funds.~~ The .85 acre open space adjacent to the Dora Kelley Nature Park is one option to be considered with the \$1.5 million BRAC funds. The use of the Upper Town (Town Center) site or other potential open space sites using the \$1.5 million BRAC funds will be decided as part of a future rezoning(s) or separate approval by the Planning Commission and City Council. If the .85 acre site within the Upper Town (Town Center) is not selected, the Plan will revert back to the townhouse layout depicted in Figure 5 of the staff report and the 19,200 square feet of development that is proposed to be removed under the Small Area Plan and under the existing zoning will be added back into the Upper Town (Town Center) as originally contemplated.

6. **(Page 77)** Revise requirement 4.45 to state : Each ~~The~~ redevelopment areas is ~~are~~ required to provide 40% tree canopy unless it is determined by the staff and supported by the Planning Commission and City Council that the tree canopy could be off-site in the Plan area and/or the Dora Kelley Nature Park. ~~coverage, which may be provided on-site or as a combination of on-site and off-site improvements.~~ In no case, shall tree canopy coverage be less than the applicable City requirements and provisions at the time of approval for each redevelopment area.
7. **(Page 95)** Revise requirement 5.1 to state: A minimum of thirty-two percent (32%) of the existing units (2,475) which are demolished will be replaced with 800 committed affordable and workforce rental housing, including a mix of units to serve households with incomes at or below 40%, 50%, 55%, 60% and 75% AMI. Committed affordable and workforce units will be also be available to otherwise qualified participants in the Housing Choice Voucher/Section 8 rental assistance program. Committed, affordable, and workforce housing shall be maintained for a minimum of 40 years at no additional cost to the City.
8. **(Page 96)** Revise requirement 5.9 to state: Create perpetual affordable housing units ~~through an option to extend thirty year affordable housing units by ten years, as well as create~~ by creating opportunities for non-profit and/or AHRA site or building acquisition during the plan implementation process.
9. **(Page 104)** Revise requirement 6.1 to state: Require the submission of a Sustainability Plan ~~for the overall Plan area~~ for each neighborhood. Each development will be required to meet the City's Green Building Policy in effect at the time of such development. Therefore, an overall sustainability plan is not necessary and would cause unnecessary additional expense.
10. **(Page 143)** Revise requirement 8.32 to state: ~~Provide~~ Evaluate, and if staff finds appropriate, require the installation of real-time parking occupancy technologies in new shared parking facilities in the Plan area to monitor and manage parking demand and to reduce traffic congestion.
11. **(Page 143)** Revise requirement 8.33 to state: ~~Require~~ Evaluate, and if staff finds appropriate, encourage require the unbundling of parking.

Speakers:

Judy Guse-Noritake, Chair of the Parks and Recreation Commission, spoke in support of the Plan but discussed some concerns expressed by the Parks and Recreation Commission. Her address is 605 Prince Street. She submitted for consideration a detailed letter to the Planning Commission dated May 3, 2012 as well as letters received at March Parks and Recreation hearing. Park and Recreation Commission have had many opportunities to provide input into the Plan. The Parks and Recreation Commission support the location of the proposed athletic field; however, they do

have some concerns regarding sitting, and encourage environmental sustainability as part of the construction of the field, etc. Support greenways proposed in the Plan. There is a significant increase in open space proposed in Plan compared to what is available today. She expressed concerns, however, on non-usable open space at the proposed ellipse and need for larger open space areas in the Foster Fairbanks neighborhood. Also added in the Plan was increased open space near some buildings by the John Adams School, which they believe will come to fruition. In addition, the Parks and Recreation Commission requested the City consider developing the proposed new road by the Dora Kelley Nature Park be developed as park lane open to pedestrian and bicycle circulation use and not a cut-through road and respect Park. Believe it is a good Plan.

Alex Posorske from the Coalition of Smart Growth supports the affordable housing planned, development, architectural design, and financial strategy. His address is 4000 Albermarle Street, NW, Suite 310, Washington, DC. They strongly support the Plan and encourage Planning Commission approval. The Plan's ability to designate 8000 committed affordable housing units is impressive as well as the 45 acres of new open space, new fire station and a pedestrian-friendly community, right of way funding for Transitway, pedestrian new urbanist design. Commend City staff's attention to the Plan and development of a financial strategy. The City should continue to work with developers, however, to expand affordable housing in this area. The Coalition of Smart Growth supports mixed-use opportunities above the new fire station for this Plan.

Skip Maginniss, Chairman of the Governmental Relations Committee for the Alexandria Chamber of Commerce. His address is 604 Johnston Place. He stated that the West End, given its location and land area, it is important in completing vision of the City. He noted there has been a thoughtful community engaged process with this Plan. Without a Plan, no funds to coordinate a transit plan, provide predicable affordable plan, there will not be a fully implement trail system, additional landscaping, and loose framework for the West End and no Town Center. City has worked for nearly 36 months on Plan. It is clear that Plan has benefited from input from the community. He urged support for the Plan and requested the Planning Commission take action tonight to validate the effort extended in this effort by community.

Chris Henderson, President and CEO of Virginia United Methodist Homes. His address is 5000 Fairbanks Avenue. Mr. Henderson noted they support language in the Plan related to affordable housing for Hermitage and flexibility language provided for senior housing Hermitage property. A spectrum of units would help seniors to age in place. He noted that the Planning Commission should ensure language in the Plan does not prevent future expansion at the Hermitage under the existing zoning provisions as the needs of seniors change in the future.

John T. Long is CEO for the Alexandria Chamber of Commerce. His address is 801 N. Fairbank Street. He stated that he was very impressed with the Plan developed. Chamber finds the Plan rationally developed and phased in logical manner. He noted the Plan is committed to preserving affordable and workforce housing. It would strengthen quality of life. Planning Commission should be very proud to approve the Plan tonight.

Charlie Banta is the property manager for the Alexandria Mark Center Hotel. His address is 8621 Beech Hollow Lane, Springfield, VA 22153. Mr. Banter stated that the Plan, if adopted, will be transformational for part of the City that has been long neglected and have positive effect on area

property value and increase tax base. It will benefit the Alexandria Mark Center Hotel visitors and workers at BRAC Mark Center. Additional office and density will create opportunities for increased hotel occupancy and events. Committed affordable housing will provide additional opportunities for people to live close by the hotel.

Holly Henderson substituted on behalf of Colleen Ryan Malloon is a City resident and employee at the Goodwin House. She did not state her address. She commended the City for its green initiatives stated in the Plan, addition to traffic flow measures and connections for bike paths and pedestrian connections. She believes the Plan will make the neighborhood more family-friendly place and attract employees to the area. The Plan, when implemented, will also greatly assist in attracting employees to the area and provide quality care for residents. This will permit Goodwin House to provide continued services.

Kathy Anderson is President and CEO of Goodwin House and City resident and her address is 611 N. Asaph, Street, Alexandria, VA 22314. She noted that Goodwin House has a long 50 year history in the neighborhood and is deeply committed to the West End. They favor the Plan because it has a realistic and integrated vision to grow, the process has been transparent and responsive and will be guide for future planning, and the improvements such as open space and transit connectivity are in the best interest of those in the West End. Believe the Plan will help improve to ability to be a good place to live, work and shop.

Jack Sullivan is a resident in the West End and his address is 4300 Ivanhoe Place. He stated that the \$1.5 million in DOD funding should be used to increase open space at the Hekemian (Foster-Fairbanks) redevelopment site to 2.5 acres. In addition, he recommended a second amendment to the Plan on page 74 of the Plan. He urged the City to make language clear in the Plan that each tract of land as part of a CDD come in for rezoning separately and not as solely one development. Mr. Sullivan did not request a delay but noted that the Planning Commission should not rush approval tonight and instead take more time to work through these issues and additional amendments brought forth tonight.

Owen P. Curtis, a resident and transportation planner and his address is 5465 Fillmore Avenue. He recommended the Planning Commission remand the Plan back to staff to revise the Plan to reevaluate the transportation assumptions. Outstanding transportation issues that need to be resolved include unrealistic assumptions. The Plan does not add roadway capacity and the ellipse is not a credible transportation improvement, and the Plan in general is not defensible. Remand the Plan back to the staff to serve the community.

Lewis (Lew) Michael, a resident at Goodwin House, spoke in support the Plan. His address is 4800 Fillmore Avenue, Apt. 1357, Alexandria, VA 22311. He was immediate past Chairman of a resident group of 425 people and noted they support the Plan. He is convinced that the Plan will provide amenities such as the transportation improvements and shopping which are compatible with senior housing how the neighborhood should grow in the future. Mr. Michael urged Planning Commission to adopt the Plan.

Dennis Kux is a City resident and his address is 125 Duke street. His remarks focused on the history and community engagement process for the Waterfront Small Area Plan. The City ignored residents' concerns with that effort at many stages. Mr. Kux was concerned that the Beauregard planning process and potential actions tonight mimic the shortcomings found in the Waterfront Small Area planning process if the City worked cooperatively with residents. The Plan in his opinion is not ready for prime time at this time.

Hector Pineda is President of the Beauregard Tenants Association and Tenants and Workers United and his address is 3801 Mt. Vernon Avenue, Alexandria, VA. He urged the completion of a tenant survey before the Plan approval. It will reflect the community needs. JBG eliminated funding for the survey because we are fighting against issues with them. We hope that Council will support the tenant survey and assume responsibility that they received this information before making a decision. In his opinion, the Plan will destroy the diversity in the community. Low-income families vote too.

Edwin Pineda is a resident of the Plan area and his address is 3801 Mt. Vernon Avenue, Alexandria, VA. He stated that the Plan will impact him, family and his community. Families will have to search for affordable housing. There are already impacts seen today with respect to increasing utility bills and rent. He urged the Planning Commission to not approve or make some changes to make sure families have affordable housing and not have to move.

Veronica Calzada is a tenant and part of the Beauregard Tenants Association and member of Tenants and Workers United and her address is 3801 Mt. Vernon Calzada, Alexandria, VA. We are not sure why the Small Area Plan is called small when it really is a huge plan. If the Plan is approved, families will not be able to afford to live in this neighborhood. City would deny my children to have decent education and housing. There is also no guaranteed housing for people making \$42,000 or less. For this reason, they would like to see 20% of new residential units be committed for low-cost affordable housing for those that live there now and well into the future for the West End. Only guaranteed affordable 800 units but not clear who will live in these units. There needs to be more clarification on the Plan before it moved forward and the Plan should reflect resident's choices because we pay our taxes.

Milagro Novorio is a tenant of the West End for 15 years and her address is 3801 Mt. Vernon Avenue, Alexandria, VA. This is a failed plan. She noted that the former Chair of the Beauregard Corridor Stakeholder Group, Donna Fossum, rejected the recommendations put forth by residents of the West End and did not permit residents an opportunity to discuss and vote for the recommendations before they were forwarded to the City. The vote did not happen because Fossum decided on behalf for all residents on this action.

Tai Smith is a community organizer for Tenants and Workers United, City resident and his address is 1424 Princess Street, Alexandria, VA. There are residents not being heard in this neighborhood and there remain several outstanding questions related to affordable housing, transportation, etc. There should be a guarantee to provide assurances to residents in the neighborhood. He advocated for the development and completion of the tenant survey before the approval of the Plan. There should be a more concentrated effort to hear the wants and needs of the residents.

Gabriel Rojo is Executive Director of Tenants and Workers United and his address is 3801 Mt. Vernon Avenue, Alexandria, VA. He questioned the validity and timeliness of census data being used and noted that completion of the tenant survey is critical because information changes on a yearly basis. The survey needs to be completed before approval of the Plan. Need more affordable housing. City staff and Planning Commissions work for residents and should have their interests at the forefront in their deliberations.

Sammie Moshenberg, a City resident and housing activist and her address is 408 Hume Avenue, Alexandria, VA. The City will complete survey after the Plan, consult with community after the Plan is adopted – this is a backwards process. It will be a displacement of community more than just units. She noted the Plan makes it difficult to discern who will be located in the affordable housing units proposed in the neighborhood. Social justice is being sacrificed for high density and highly profitable development proposed in the Plan. Approval of the Plan should be delayed.

Victoria Menjivar spoke at the meeting and her address is 219 Burgess Avenue, Alexandria, VA 22305. The Planning Commission that City talked about private and public partnership is important to the planning process. Needs to be higher bar of transparency because of millions in infrastructure, etc. Developers should open their financial books for greater transparency in the process. In addition, she questioned whether it was morally and ethically correct to use public funds to displace an entire community and questioned how many people today could qualify for the proposed committed affordable units under this Plan. There are a lot of loopholes regarding affordable housing in the Plan compared to the details on open space and transportation.

Mindy Lyle spoke on behalf of the Cameron Station Civic Association and spoke in support for the Plan and urged the Planning Commission to approve the Plan tonight. Her address is 5235 Tancreti Lane, Alexandria, VA. She noted that after an extensive three-year community planning process, there is no reason to slow down the process at this juncture. 800 units is one of the largest commitments for affordable housing in recent memory. This neighborhood is unable to ignore the transit and development connectivity it has to the region. Therefore, a vote to defeat the Plan would essentially only serve to have regional pressures to continue unbound without relief for neighborhood residents. No proffers would be realized in this instance.

Andrew McDonald is a City resident and his address is 217 N. Columbus Street. He expressed concerns with the Plan, including whether the Planning Commission and City has enough information and correct data to make an informed decision. For example, “will density add real amenities for residents?” According to him, many questions still remain with the current draft Plan. A lot of members of the community have valid concerns.

Poul Hertel spoke at the meeting and noted the City is a tale of two cities. His address is 1217 Michigan Court. He expressed reservations on whether there will be greater discharge on sewer lines and not enough sewer capacity to accommodate the development proposed in the Plan. He urged the Planning Commission to ensure the bus infrastructure remains and frequency is increased. Transportation model and proposed improvement such as ellipse has flawed assumptions. Buildings should be pushed back on Beauregard to save trees and create a true boulevard along Beauregard.

Randy Stephens is a City resident and spoke in opposition to the Plan. Mr. Stephens address is 317 N. Payne Street. He questioned the significance of 800 committed affordable housing units out of 6,000 proposed units. Mr. Stephens noted that City staff got traffic assumptions wrong in the past and it may be the case now. He noted that staff can obtain more amenities or changes in the Plan. Stephens recommended City staff to take more time to address issues and obtain additional amenities. There is some value to the Plan but also some disservice to the public as well so proper care in deliberations must be taken.

Fred Harris, a City resident and his address is 317 N. Payne Street, Alexandria, VA. He stated that the City is putting profits before people, which is dangerous, harmful and insensitive. Developers care about pocket-book impacts. Mr. Harris noted that neighborhood residents would stop spending money in local businesses that are supporting this Plan.

Katy Cannady is a City resident and her address is 20 East Oak Street. Good planning last forever. The Hamlets are well planned. People in the Hamlets that live there today do not want to move and are part of the community. Urban areas have to have all income levels and types of people in order to thrive. The Hamlets should not be rezoned as that is not considered good planning to not retain affordable housing.

Annabelle Fischer, a City resident and her address is 5001 Seminary Road, Alexandria, VA. She noted that the Goodwin and Hermitage should not be included in the Plan and should submit their strategic plan in the future for consideration. The Plan is flawed and the City should seek to improve the Plan more before moving forward no matter how long it takes. Need more details. It is important to resolve all issues prior to making a decision.

Shirley Downs is a City resident and involved with Seminary Civic Association and her address is 1007 North Vail Street, Alexandria, VA. She expressed concerns on the Transitway Corridor C in proposed areas of the Beauregard neighborhood and funding available for full completion of Corridor C. Concern with parking and layout of Transitway along Beauregard. She asked to escrow proffers until significant funding available to implement. Ms. Downs noted that the City needs to work with Arlington and Fairfax counties in the future to integrate bus routes with City.

Lynn Bostain, President of the Seminary West Civic Association and her address is 5695 Rayburn Avenue. Regarding affordable housing, she had concerns on the dispersion efforts particularly with the Hillwood and Lynnbrook units proposed as part of the Plan. In addition, Bostain expressed concerns with the \$1.5 million proposed to be used to purchase open space near the Dora Kelley Nature Park. She recommended for the City to instead use the funds to purchase a larger open space in the Foster Fairbanks neighborhood. Bostain also expressed concerns on the tenant survey and stated that it needs to be documented and analyzed as part of the Plan. Her fourth major concern was regarding the proposed new road near the Dora Kelley Nature Park and noted it would be located in an environmentally fragile area. If the Plan cannot be deferred, Bostain requested that the Plan include amendments if approved.

Kathleen Burns spoke at the meeting and her address is 1036 N. Pelham, Alexandria, VA. Burns requested that the Planning Commission defer the Plan until the Fall because not much of the Plan has changed and there are still many concerns with major aspects of the Plan. The Plan

doesn't appear to have the financial structure, overall cohesiveness and reality check needed. She noted that at last night Transportation Commission meeting there were three supporters and twenty non-supporters for the Plan. Burns stated that City government is non-responsive to community concerns and this is not a democracy. Plan should be deferred to the fall until tenant survey is completed.

Pete Benavage is a resident of the Foster Fairbanks neighborhood and spoke in support of the Plan. His address is 5066 Fairbanks Avenue, Alexandria, VA. He noted that Foster Fairbanks property owners support the Beauregard Small Area Plan because it is a visionary, well-thought out of Plan. He noted that the proposed amendment to increase the park size in the Foster Fairbanks neighborhood is considered dead on arrival according to current owners of the neighborhood and would not be supported by them. Don't assume these owners will move once the Plan is approved.

Diane G. Costello spoke at the meeting and her address is 5840 Lewell Avenue. Her concerns were focused on the Dora Kelley Nature Park, which is a fundamentally different type of park. The proposed road adjacent to Dora Kelley Nature Park would exact pressures to the natural areas of the Park. Costello asked the City to consider a road that would be for pedestrian use and open only to EMS vehicle access.

Mike Caison, Chair of the Affordable Housing Advisory Committee (AHAC) and is address 3104 Montrose Avenue, Alexandria, VA. Mike Caison noted that the AHAC discussed the plan and received many updates as part of the Plan process. After much discussion, the AHAC voted 8-1 to support the Plan. Concerns expressed during their discussions focused on the tenant survey, including AHRA with the Plan, and achieving the most amount of affordable units.

Boyd Walker spoke at the meeting and his address is 1307 King Street. The Plan would displace 10,000 people. The Plan cannot separate transportation and housing because displaced people will become commuters. The tenant survey needs to be made available. Defer the Plan, to secure more committed affordable housing units and more money for the Transitway. Mr. Walker noted that the Plan will put demands on schools, transportation and it is appropriate to have the Plan come to Planning Commission twice before approval. Demanded tenant survey to be completed and need more meaningful input from all stakeholders. Delay of the Plan would permit issues to be resolved.

Carol L. James spoke at the meeting and her address is 1000 N. Vail Street. She noted that the Plan needs to be deferred to answer many concerns from the public. James expressed concerns by residents that have yet to be addressed with the ellipse, transportation improvements and possible development of another BRAC type facility.

Allison Silberberg, Chair of the Economic Opportunity Commission, spoke at the meeting and her address is 1544 Mount Eagle Place. She commended City staff for their hard work in developing the Plan. Silberberg did express some concern with affordable housing. She commended the 800 units for committed affordable housing but preferred more units. In addition, she expressed concerns with the changing AMI is almost like a moving target in the Plan.

Sharon Annear, a City resident, spoke at the meeting and her address is 1118 N. Howard Street. She was very concerned with many aspects of the Plan. Annear wanted more time to have residents to understand the Plan and recommended the tenant housing survey and Housing Master Plan be completed. Otherwise, it will serve to manipulate tenants. She would like tenants to have more time to better understand the Plan and could include completion of the tenant survey or Housing Master Plan to benefit as a measured goal. There is a need to clarify the 40% tree canopy requirement provision to ensure that it does not include Dora Kelley Nature Park and Winkler Botanical Preserve to meet the requirement.

Don Buch spoke at the meeting and his address is 389 Livermore Lane. He expressed some concerns with affordable housing and planning process. Planning efforts was a knee-jerk reaction and noted that the Housing Master Plan needs to be completed for the City. Community members are often hesitant to trust the City. In addition, Mr. Buch noted there are numerous terms that need to be clarified in the Plan for better understanding by the public and reduce confusion. He noted that he submitted comments that outlines the exact terms, which need clarification.

Cathy Puskar, attorney for JBG, Home Properties and developer stakeholders group, spoke in support of the Plan. As a point of clarification, 2,500 units will be demolished but less than 44% are market affordable. About 1,000 units are affordable today. There are about 2,000 residents will be displaced approximately and not 10,000 residents. There are some items we did not reach consensus and are seeking Planning Commission guidance on this Plan. The developers are requesting amendment to the Plan as outlined in the correspondence dated from May 1, 2012. She noted that the developers, Parkside at Alexandria, the Alexandria Homeless Coordinating Committee and the Coalition for Smarter Growth endorse this Plan. The Affordable Housing Advisory Committee endorses the housing element of the Plan. VDOT endorses the ellipse in their Chapter 527 report. The Transportation Commission endorsed the transportation element of the Plan.

Ken Wire, an attorney for the Southern Towers property owners spoke in support of the Plan. He noted that Southern Towers wanted to clarify if the City is in agreement with them regarding the pedestrian bridge and crossing. A new fire station, mixed-use town center, new grocery store, transportation improvements are real amenities behind this Plan according to Mr. Wire.

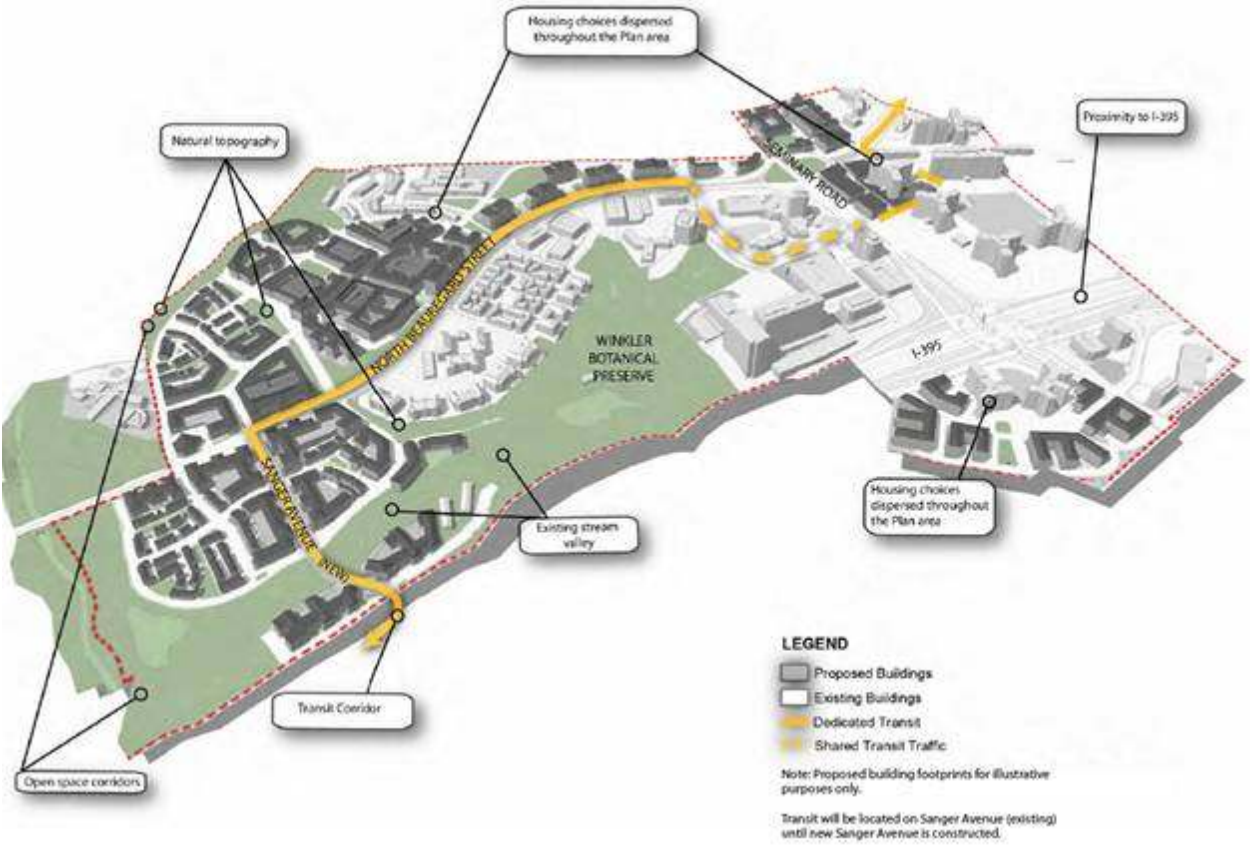


The staff report summarizes the recommendations of the Draft Beauregard Small Area Plan (Plan), the community planning process that was involved, the City’s responses to community comments, and it is intended to augment the discussion and text of the Plan.

I. PLAN OVERVIEW

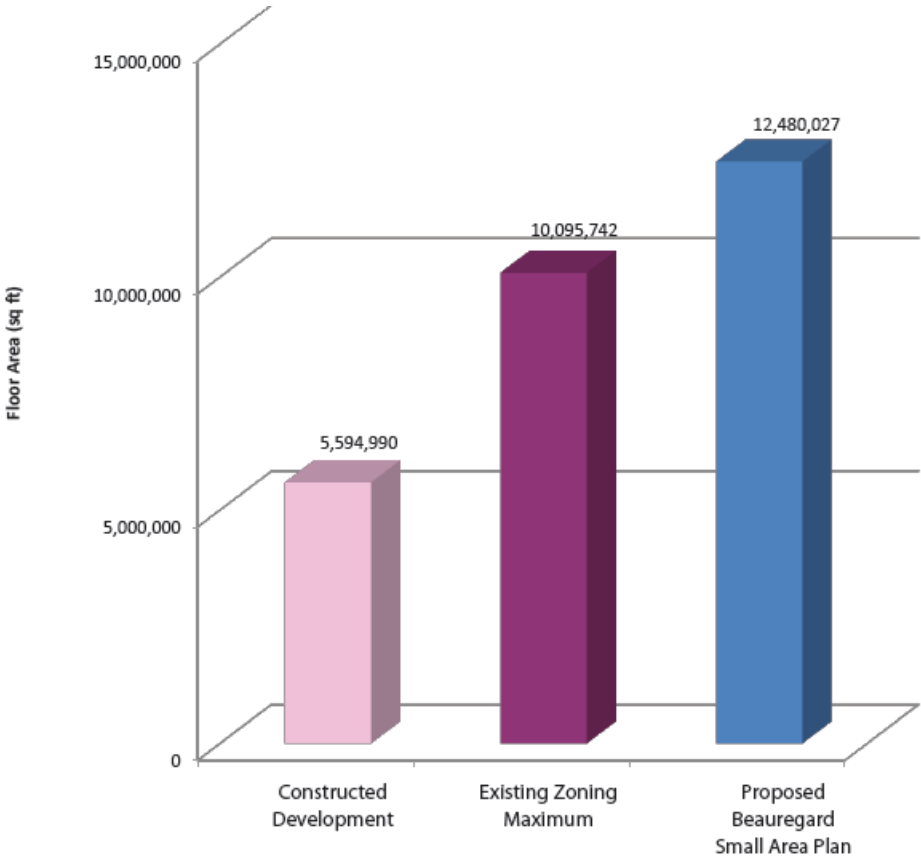
The Draft Beauregard Small Area Plan (Plan) provides a long-term (20 to 30 year) vision and framework for the Plan area. The Plan envisions “a series of new urban neighborhoods containing a mix of uses; open spaces; a diversity of housing opportunities; and integrated transit, in a manner that will be compatible with the adjacent neighborhoods. The plan also seeks to ensure that the seven distinct neighborhoods are economically and environmentally sustainable for the City.”

Figure 1 – Overview of the Plan Area



Unlike recent small area plans such as North Potomac Yard where redevelopment was not generally possible without rezoning, the existing zoning in the Beauregard area permits significant additional development over what is currently built today. Under existing zoning, the area has the potential to grow by approximately 4,500,000 sq. ft. (Figure 2).

Figure 2 - Development - Existing, Zoning and Proposed Beauregard Small Area Plan



In the intervening twenty years since the existing small area plans (Seminary Hill/Strawberry Hill and Alexandria West) were approved in 1992, there have been considerable changes in transportation, land use and demographics in the City as a whole and in Beauregard in particular. Therefore, developing a new Plan is an opportunity to review and update the existing small area plans. Developing a new Plan also enables land use elements such as transit, environmental sustainability, affordable housing, and open space to be evaluated comprehensively, rather than on a limited piecemeal basis under the existing zoning. Planning for redevelopment in a comprehensive manner captures value for and establishes a framework for public benefits.

While the Plan does recommend additional development (+/- 2,400,000 sq. ft.) over what is allowed by the existing zoning, it also enables:

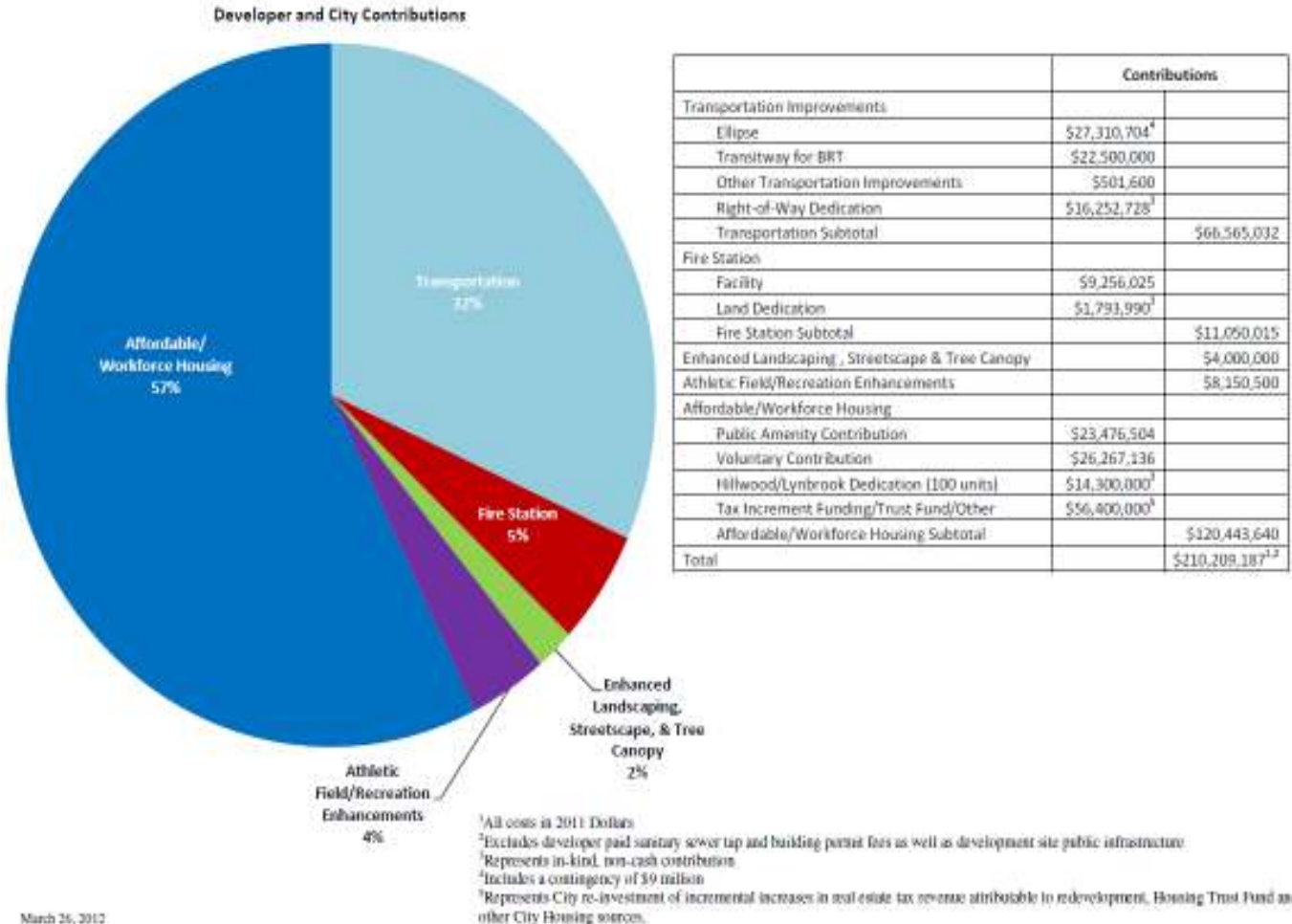
- A minimum of 800 committed affordable units;
- Right-of-way and funding for 1.4 miles of the approved Transitway for Corridor C;
- 44.54 acres of new open space – parks;

- A new multi-purpose athletic field;
- A more comprehensive and efficient plan for stormwater management;
- Restoration of the Resource Protection Area (RPA);
- A mix of land uses; and
- A new fire station.

Many of the public amenities recommended in the Plan are proposed to be funded through the provision of \$210,209,187 in developer contributions and City provided tax increment financing from the Plan area redevelopment. (Figure 3)

Figure 3 -

Public Benefits of Proposed Small Area Plan



March 26, 2012

II. COMMUNITY PROCESS

The Plan's vision and recommendations are based on input from the community, which helped guide its direction and content. The Plan integrates land use and transportation, which was identified by the community early in the planning process. All of the community comments received over the course of the process are included as an Attachment # 4. The community comments are organized by topic area and date. The compiled comments also include all of the individual comments forwarded from the Beauregard Community Stakeholders Group (BCSG).

The planning process, a combination of the initial City planning process and the subsequent Beauregard Corridor Stakeholder Group process, has been ongoing for several years. (See Attachment # 5 for a list of all City and community meetings.)

The Beauregard Community Stakeholder Group forwarded comments to the City on October 12, 2012. Following receipt of the comments, the City held public meetings to discuss topics such as public amenities, transportation and developer contributions prior to the preparation of a draft Plan. The City released a "Working Draft" Plan on January 23, 2012 for review and comment. The Working Draft was released with the understanding that elements would need to continue to be refined based on community comments. (Attachment 4) Following the release of the Working Draft, there were meetings on topic areas such as affordable housing, open space and transportation.

The current Draft Plan, dated March 27, 2012, addressed key comments raised by the community, and resulted in the following Plan revisions, including additional affordable housing and open space. (Revisions are depicted in green and underlined in the Plan).

(Figures referenced below are from the Draft Beauregard Small Area Plan)

- Add .85 acres of public open space adjacent to Dora Kelley Nature Park (Figure 33C)
- Consolidate .85 acres of open space in the Foster Fairbanks Neighborhood. (Figure 33 E)
- Retain the existing City-owned parcel(s) at the intersection of Seminary Road and North Beauregard Street as open space and integrate them into the public open space in the Foster Fairbanks Neighborhood.
- Reduce proposed building heights (Figure 30).
- Reduce the width of the road adjacent to Dora Kelley Nature Park and provide special paving treatment that will be compatible with the park setting. (Figure 16E)
- Provide flexibility for the existing senior housing (Goodwin House and The Hermitage) to potentially expand their facilities to comply with the City's Strategic Plan on Aging.
- Retain two existing multi-family buildings (44 units) adjacent to I-395 for the provision of committed affordable housing.
- Retain two existing multi-family buildings (56 units) adjacent to Dora Kelley Nature Park for the provision of committed affordable housing.
- Secure a variety of existing multi-family units in Southern Towers and Seminary Towers as committed affordable housing.
- Create the option for nonprofits or ARHA to negotiate the purchase of land and/or units for affordable housing.
- Eliminate Willow Run from consideration for affordable housing as part of the Plan.
- Create flexibility to extend the affordability period from 30 to 40 years by adding an option to negotiate a 10 year extension.

- Increase the number of committed affordable units from 703 to 800.
- Serve more lower income households.
- Add language to ensure that the proposed multi-purpose field at the intersection of Sanger Avenue and North Beauregard Street does not negatively impact Dora Kelley Nature Park.
- The on-going proposed mid-term improvements of a new pedestrian bridge crossing Seminary Road at Mark Center Drive is proposed to be replaced with an at-grade improved pedestrian crossing. An at-grade crossing that fits within the urban context better, is more likely to be used by pedestrians, and has a shorter crossing distance (approximately 110 feet vs. approximately 670 feet due to the distance needed to climb the ramps).

On April 9, 2012, the City held a Town Hall meeting to hear the community’s comments, which ranged from affordable housing, open space to transportation, and City funding and developer contributions. See *Attachment 4* for compiled community comments and the discussion below for a response to many of the community comments.

III. URBAN DESIGN AND LAND USE (CHAPTERS 3,4)

The Plan proposes a mix of land uses (office, hotel, residential and retail), including the provision of a new Town Center, not currently permitted by the existing zoning. The Plan recommends redevelopment for approximately 188 acres and retaining the existing zoning on the remaining approximately 207 acres.

Figure 4 – Proposed Land Uses Map



Key elements of the Plan's land use strategy:

- Concentration of density at transit stops;
- Building heights at transit stops;
- A balance of commercial and residential uses;
- Mix of land uses within each neighborhood;
- Concentration of retail at transit stops;
- Appropriate scale transitions to existing neighborhoods;
- Management of parking to support transit;
- Location of open space – parks within each neighborhood;
- Creation of a greenway adjacent to the Winkler Botanical Nature Preserve; and
- Provision of a variety of open spaces.

A. Overview of Urban Design, Land Use and Open Space Recommendations:

(Figures referenced below are from the Draft Beauregard Small Area Plan)

- *Framework Streets:* These new streets (Figure 15, 16 A,B,E) will be the basis for new pedestrian, bike and car circulation as part of the redevelopment. The streets create human scale, walkable blocks.
- *Green Landscaped Character:* The Plan maintains Beauregard's green landscaped character for the redevelopment using courtyards, setbacks, parks and landscaping.
- *Unique Neighborhoods:* The Plan creates seven unique and identifiable neighborhoods through the use of architecture, scale and open space. (Figure 12)
- *Sustainability:* The Plan provides stormwater management where none presently exists, promotes stormwater reduction techniques, provides improved water quality requirements, and promotes energy efficiencies across non-traditional areas.
- *Pedestrian and Bike-Friendly Streets:* Pedestrian-scale streets and sidewalks are required (Figure 52B) to accommodate pedestrians and bikes.
- *Mid –Block Pedestrian Connections:* These are provided as green landscaped streets, which connect some of the neighborhoods to adjoining schools and parks. (Figure 19)
- *High Quality Design:* Urban Design Standards will be required through the future rezoning(s) to implement high quality streetscapes, open spaces and buildings.
- *Character of Beauregard Street:* When Beauregard is reconstructed to accommodate transit, (Figure 49B) larger caliper trees will be required as part of the transitway construction to ensure a more mature tree canopy at the time of construction.
- *Tree Canopy:* A 40% tree canopy will be required as part of the redevelopment.
- *Parking:* All blocks will be required to provide a minimum of one level of parking below grade. Some blocks require all of the parking to be below grade. (Figure 32A). Where above grade parking is provided it is required to be screened with active uses. Parking maximums are recommended to encourage transit use. (Table 3).
- *Public Art:* The Plan recommends that public art be integrated as part of development review process and will be subject to the City's future policy on public art.

- *Balance of Housing and Jobs:* Planned land use will provide a balance of jobs and housing.
- *Retail at Transit Stops.* Provide a critical mass of retail at two transit locations – 200,000 sq.ft. at the Town Center and 50,000 sq. ft. adjacent to the intersection of Seminary and Beauregard. (Figure 27A).
- *Retail Management:* The Plan requires retail management for each retail area to address marketing, maintenance, tenant mix and leasing for each retail area in a comprehensive manner.
- *Senior Housing:* The two existing senior housing facilities in the area should have the option to comply with the goals established in the City’s Aging Plan.
- *Transitions to Existing Neighborhoods:* Provide height transitions to the existing neighborhoods, through elements such as building setbacks, open space, transitions in height, building step backs, building shoulders and architectural treatment.
- *Open Space Connectivity:* The Plan adds or improves connections among the existing parks and schools, connecting Chambliss Park, John Adams Elementary School, Holmes Run Greenway, the Winkler Botanical Nature Preserve and the William Ramsay Elementary School.
- *Resource Protection Areas (RPA’s):* The Plan removes existing structures within the RPA, commits to re-vegetation to restore functionality, and proposes stream restoration within the greenbelt areas.
- *Stormwater Management:* The Plan mandates extensive stormwater management where none presently exists.
- *Dora Kelley Nature Park Expansion:* Public open space will be increased by 7.4 acres adjacent to Dora Kelley Nature Park.
- *New Park Adjacent to the Town Center:* The Plan recommends a .85-acre park adjacent to the Town Center, to be acquired with \$1.5 million in BRAC-133 funds.
- *Ground Level Open Space:* In addition to the 44.54 acres of public open space called for in the Plan, additional ground level open space will be required with the future rezoning(s) process.
- *Multi-Purpose Field:* The Plan calls for a new multi-purpose synthetic turf field on the William Ramsay Elementary School site.
- *Town Center square:* A centrally-located .60-acre public park is framed with buildings and will be designed to accommodate gatherings and events.
- *Holmes Run-Turkey Run Greenway:* Creating a new 18.5 acre natural open space area along this stream will involve removing the buildings that are too close to the stream as well as stabilizing the shoreline (now suffering from erosion) and restoring the stream itself. (Figure 33F).
- *Community Gardens:* A portion of the greenway will be reserved for community or cooperative gardens.
- *Play Areas:* The Plan calls for outdoor play areas for all age groups, including children’s playgrounds.
- *Dog Parks:* There will be at least one fenced dog park of at least ½ acre in size. Additional dog parks may be required as part of the development review process.
- *Neighborhood Parks:* Public parks and open spaces up to 2.0 acres are provided within each neighborhood.

Two land use elements revised as part of the Draft Plan were the addition of a section (pg. 45) regarding the existing senior housing facilities (Goodwin House and The Hermitage) and the potential addition of open space adjacent to the Town Center neighborhood and the Dora Kelley Nature Park (pg. 56).

B. Discussion of Changes to the Land Use Section:

a. Senior Housing Facilities – Flexibility for consistency with Plan on Aging (Page 45)

City Council recently approved the City’s Strategic Plan on Aging (Aging Plan). The two existing senior housing facilities in the Plan Area (Goodwin House and The Hermitage) are exploring ways to potentially expand their facilities and services including addressing recommendations of the Aging Plan.

It is important that the Beauregard Plan also strive for consistency where appropriate, and as a result, a new section was added to the Plan (pg. 45) regarding the existing senior housing facilities in the Plan area. The new language acknowledges that existing zoning may preclude the intent of the Aging Plan by limiting the ability of Goodwin House and/or The Hermitage to either expand their senior services in the future. Therefore, the Plan acknowledges the benefit of potential future rezoning for these properties, but states that any additional changes to existing zoning be limited to senior housing, senior programs, and associated uses. In addition, any potential changes will need to be consistent with the intent of the Aging Plan and the Beauregard Plan, and would require an extensive community process as part of any future rezoning(s) if and when a change was requested.

b. BRAC 133 DOD Open Space Funding Use (Page 56)

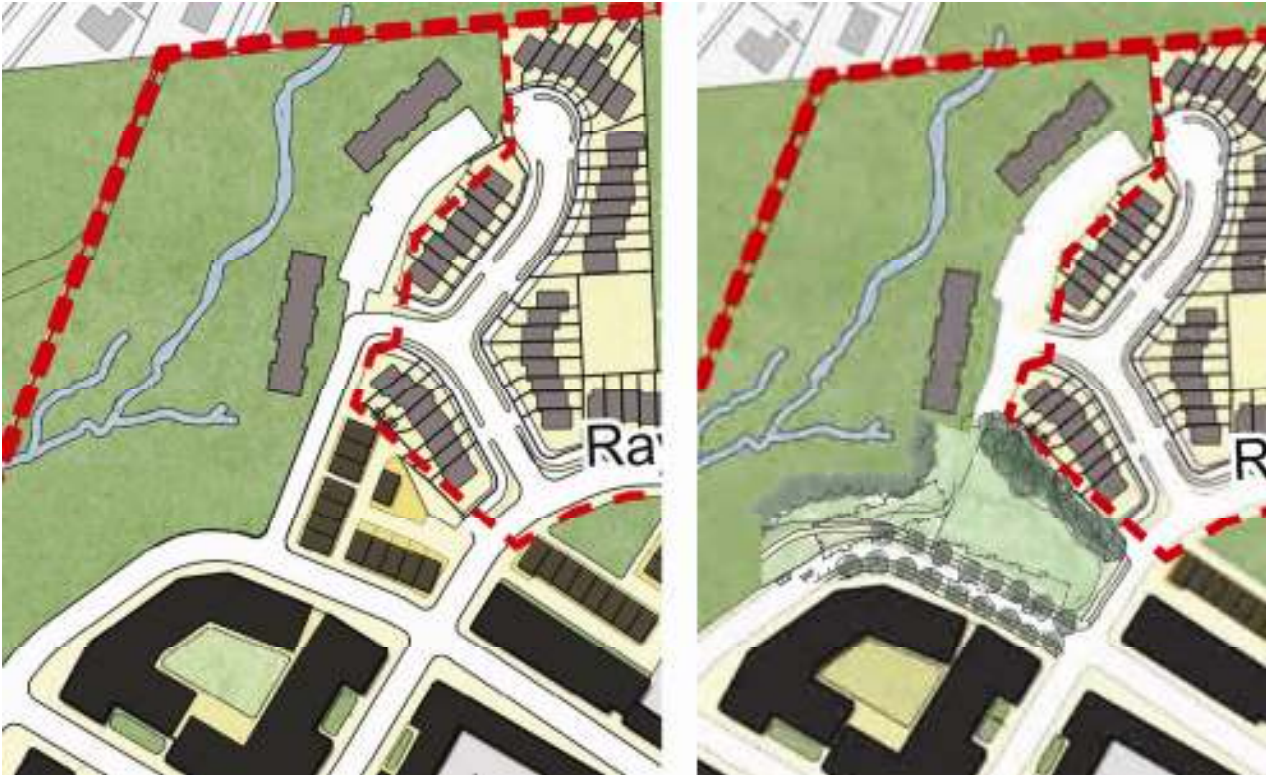
As part of the BRAC-133 implementation, \$1,500,000 was provided to the City, as a mitigation payment for the loss of open space to acquire open space in the City’s west end. Staff evaluated and analyzed a number of potential sites for cost effectiveness (i.e. locations without existing buildings to minimize the cost), connectivity to adjacent existing or planned parks, highest community benefit, ability to implement in the short term (funding deadline and earlier utilization), among other factors. The potential sites considered were land adjacent to the Winker Botanical Nature Preserve, the Foster Fairbanks site, land adjacent to the existing schools, and other locations within and adjacent to the Plan area.

The Plan proposes a .85 acre area adjacent to Dora Kelly Nature Park and the Town Center neighborhood (Figure 5) for the following reasons:

- Proximity to the planned Town Center;
- The park would provide a visual extension of the Dora Kelley Nature Park;
- The parcel is flat and could be programmed for a variety of open space uses;
The area is currently a surface parking lot and could be acquired and converted to open space in the short-term. Other locations within the Plan area have existing buildings and/or are located in later phases, which would mean the open space could not be implemented until much later.
- From a design perspective, it reinforces the perimeter open space of Dora Kelley Nature Park.

Although the property is currently a surface parking lot, the value of the property is calculated based on the existing zoning (not the planned development). As depicted below, if the funding is not used within the Town Center, this area would be revised to include the units originally proposed. (Figure 5)

Figure 5 – Potential Units or Additional Open Space Alternative – Town Center



Some members of the community have asked whether the funds could be used somewhere else in the Plan area. To address the comments raised by the community, staff is recommending that the language and associated graphics within the Plan state that “the location of the of the .85 acres of additional open space within the Town Center is a potential location and that the use of this site or other potential sites within the Plan area would be decided as part of a future rezoning(s) or separate approval by the Planning Commission and City Council.” This would permit additional time to address the specifics on this issue and evaluate other potential locations.

C. Development Summary Table

Table # 1

NEIGHBORHOOD	PRINCIPAL LAND USES	LAND AREA (ACRE)	PUBLIC OPEN SPACE ^{1,4}	MAXIMUM BUILDING HEIGHT ¹¹	REQUIRED PARKING	FLOOR AREA (SQ FT) BY USE					TOTAL SQ. FT.	
						OFFICE	RESIDENTIAL	DWELLING UNITS ^{9,10}	REQUIRED RETAIL	OPTIONAL RETAIL ³	HOTEL	MAXIMUM
1. Town Center	Residential/ Office/ Retail/ Hotel	<u>±46.27</u>		<u>60-130</u>		405,165	<u>2,342,863</u>	<u>2,123</u>	200,000	109,245	126,845	<u>3,184,118</u>
2. Garden District	Residential/ Retail	<u>±24.14</u>		<u>45-60</u>		0	<u>1,109,336</u>	<u>1,008</u>	0	21,355	0	<u>1,130,691</u>
3. Greenway	Residential	<u>±59.06</u>	SEE FIGURE 33E	<u>45-60</u>	SEE TABLE 3 FOR REQUIRED PARKING	0	<u>2,069,751</u>	<u>1,881</u>	0	13,250	0	<u>2,083,001</u>
4. Adams	Office/ Retail/ Hotel	<u>±19.20</u>		<u>45-110</u>		1,020,765	0	0	0	15,000	100,000	1,135,765
5. Upland Park	Residential/ Office/ Retail/ Hotel	<u>±9.47</u>		<u>45-110</u>		<u>78,469</u>	590,000	<u>536</u>	0	16,000	75,000	<u>759,469</u>
6. Southern Towers	Office/ Retail/ Hotel ⁵	<u>±5.48</u>		<u>45-110</u>		195,000	0	0	25,000	80,000	100,000	400,000
7. Seminary Overlook	Residential ⁶	<u>±24.0</u>		<u>60</u>		0	979,744	890	0	0	0	979,744
Total		<u>±187.62</u>				<u>1,699,399</u>	<u>7,091,694</u>	<u>6,438</u>	225,000	254,850	401,845	<u>9,672,788</u>

Notes:

This Table has been revised (see previous working draft).

- ¹ Community facilities, public buildings and accessory uses may be provided within any neighborhood in addition to the maximum permitted development; however, the uses will be subject to the height requirements, Urban Design Standards and Guidelines, and other applicable requirements as part of the rezoning(s) and/or development review process.
- ² Development within the total floor area permitted may be permitted to be transferred. The standards for the transfer will be determined as part of the rezoning(s) and require approval as part of a Development Special Use Permit.
- ³ Optional retail use may be provided if approved as part of the development review process, subject to the locations depicted in the Plan.
- ⁴ See Table 3 for required parking.
- ⁵ Development Summary Table is exclusive of parking.
- ⁶ Does not include existing residential use.
- ⁷ Open space identified as part of the Plan is the minimum required publicly accessible open space. Additional ground-level open space will be required as part of the subsequent rezoning(s).
- ⁸ Additional rooftop open space may be required as part of the development review process.
- ⁹ Accessory dwelling units are permitted as part of the development review process. Each accessory dwelling unit shall be deducted from the permitted residential square footage and permitted density for each neighborhood.
- ¹⁰ The total number of dwelling units is based on an assumption 1,100 sq. ft. for each unit. The floor area represents the maximum permitted within each neighborhood.
- ¹¹ As part of the zoning(s) for each neighborhood, a minimum height shall be established.
- ¹² All development shall be subject to the Urban Design Standards and Guidelines for the Plan area.
- ¹³ Additional development for the properties depicted in Figure 23 (Goodwin House and The Hermitage) may be permitted for senior housing. Any changes to the zoning will be determined through the rezoning and development review process.
- ¹⁴ Maximum building height of 60 ft. (Figure 30) may be increased to 70 ft. for buildings with pitched roofs and/or ground floor retail.

IV. HOUSING (CHAPTER 5)

There are 2,475 rental units within the redevelopment areas that are planned for demolition, 829 units of which are currently market-rate affordable. Currently, none of these units are committed to remain affordable. The Plan proposes to provide 800 committed affordable and workforce units, 100 units will be affordable in perpetuity, and 700 units will be affordable for a minimum of 30 years with a potential to increase the level of affordability to 40 years. A large proportion of the 800 proposed units would be affordable to low-income households.

A. Overview of Housing Recommendations

- Provides 800 committed affordable and workforce rental units (599 new and 201 existing). This is equal to 32% of the units to be demolished, 20% of the net new units, and 12% of the total new units produced. The committed units will:
 - be affordable to households with incomes from 40% to 75% Average Median Income (AMI);
 - remain committed affordable for a term of at least 30 years;
 - be monitored for compliance by the City;
 - be energy efficient; and
 - in part be accessible for persons with disabilities.
- Includes donation of four buildings at Hillwood and Lynbrook as part of the affordable unit total (100 preserved units as part of the 800 unit total), which have the potential to serve households at a wide range of incomes in perpetuity due to nonprofit or ARHA ownership.
- Conducts a tenant needs survey (as early as Spring 2012) of households impacted by future demolition and redevelopment to guide City planning for housing affordability levels as part of future rezoning(s).
- Widely distributes committed affordable and workforce units among all residential neighborhoods within the Plan area, including Seminary Towers and Southern Towers.
- Provides potential additional senior housing at Goodwin House, The Hermitage and above the proposed fire station.
- Provides potential to explore opportunities for nonprofits, ARHA or other affordable housing developers to acquire building sites to maximize affordable housing units.
- Allows committed affordable units to be available to qualified households with Section 8/Housing Choice Vouchers (the vouchers are not currently accepted by properties).
- Establishes a tenant assistance program for all households in good standing impacted by redevelopment, including coordinated relocation information and referrals to comparably priced units in the Plan area and throughout the City, and financial assistance for moving.
- Helps ensure a diversity of incomes and residential and worker populations in the Plan area.
- Proposes \$120.4 million in developer and City funding to support affordable and workforce housing (this amount may be used to access other financing and funding to increase affordable housing).

B. Survey of Existing Residents of Rental Properties

Data from the 2010 census, other demographic information available, and feedback from current residents of rental properties in the Plan area all indicate the need for a component of units affordable to households with incomes at or below 40% AMI. A tenant survey, sponsored by the City in consultation with Tenants and Workers United, is proposed to be undertaken. Survey results will inform the City's planning for specific housing needs as part of the future rezoning(s) and as part of the subsequent development review processes. The survey will track household sizes, ages and incomes, as well as other factors.

C. Threats to Market Affordable Housing

Market Rents Outpace Incomes: From 2000-2011, area median income (AMI) in the City increased by 28% to \$106,100, as compared to average rent, which increased by 71% from \$1,034 to \$1,765, for a market rate two bedroom unit in Alexandria.

Renovation and Increased Rent: In 2005, Seminary Forest was purchased and renovated as "The Encore," resulting in rent increases of 80% to 87% over the period 2001 to 2011. A similar garden apartment property across the street, Seminary Hills, experienced increases of 25% to 44% over the same timeframe.

Demolition and Rebuilding under Existing Zoning: A prior development application submitted by JBG prior to the most recent Plan process for Lynbrook proposed replacing the existing market affordable garden apartments with market rate (for sale) townhomes. While the City would presumably have received a voluntary developer contribution for affordable housing, the City would not have been able to preserve the existing market affordable rental units.

D. Tools and Resources Available to the City to Prevent the Loss of Affordable Units

- Voluntary contribution of funds or units by developers;
- Bonus density: in exchange for additional density, developers provide some on-site committed affordable units;
- City funds – the City can dedicate funding to affordable housing, but housing competes with all other important city needs for limited fiscal resources;
- Small Area Plans – establish agreements for funding/committed units through planning process; and
- Voluntary tenant assistance, including relocation assistance and financial support for moving expenses, during redevelopment, funded through developer contributions and/or City funding.

E. Tools Not Available Under Virginia Law to the City to Prevent the Loss of Affordable Units

- Rent control;
- Requiring the preservation of existing market affordable housing units;

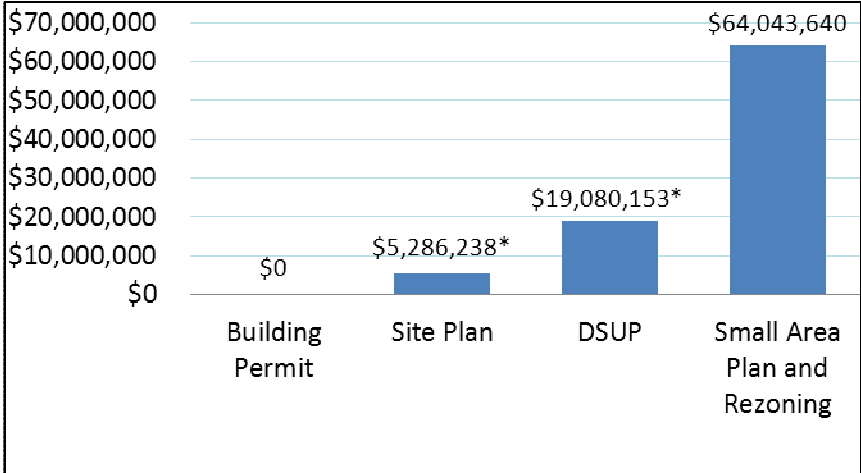
- Requiring affordable units in new projects, unless the project uses bonus density;
- Requiring cash contributions for affordable housing; and
- Requiring tenant relocation assistance (except in the case of condominium conversions).

F. What is likely to happen without the proposed Beauregard Small Area Plan?

- Loss of affordability through further on-going market rent increases;
- Redevelopment can occur with no affordable units (voluntary cash contribution) as part of a site plan or a development special use permit;
- Existing units can be rehabilitated (with a building permit) and rents increased with loss of affordability - e.g., Seminary Forest/Encore;
- Existing affordable housing stock will continue to experience market pressures;
- A continued loss of market affordable housing over time;
- Section 8/Housing Choice Vouchers will likely continue not to be accepted by owners and landlords; and
- Loss of diverse population, particularly for major employment centers in and near the Plan area.

The amount of potential developer provided affordable housing that the redevelopment sites within the Plan area could provide, compared to non-Plan alternatives is detailed below.

Figure 6 - Comparison of Potential Housing Contributions



*Voluntary Contribution(s).

G. Leveraging Developer Contributions and City Funding

Funding for affordable housing will be \$120.4 million. This funding can provide leverage for a variety of other funding sources. Depending on how a project is structured, many types of leverage could be possible, including federal tax credits and bonds, conventional loans, below-market rate loans from the Virginia Housing Development Authority (VHDA) or other government-sponsored entities, grants, as

well as private equity incented or induced to invest in affordable housing through the purchase of tax credits. Associating nonprofit housing developers or ARHA may also expand the public and private funding sources that can be leveraged.

The 2007 acquisition and renovation of Parcview Apartments by Wesley Housing Development Corporation (Wesley), provides a good illustration of how financing can be leveraged to help preserve affordable housing. In this instance, a City loan of \$9 million was combined with public and private funds to acquire and renovate this high rise on the City's West End.

H. Consistency with the Proposed Housing Master Plan

The preparation of the Beauregard Small Area Plan and Housing Master Plan has been proceeding concurrently. Because affordable housing is an important issue that needs to be addressed in the City, and because the Beauregard area represents a large stock of the City's market-affordable housing, recommendations in the two plans have informed one another over the course of both processes. The Housing Master Plan process has featured community outreach and education about the issues and options for addressing affordable housing, including a review of the City's developer contributions policy. The Housing Master Plan goals and objectives were reviewed with the Advisory Group and members and have been available to the public on the City's website.

Although the Draft Housing Master Plan has not yet been approved, the Beauregard Plan's recommendations are consistent with the proposed recommendations, goals, strategies and tools in the Housing Master Plan, which include:

- Preservation and/or production of affordable/workforce housing in locations close to transit and local services;
- Geographic distribution of a range of affordable housing;
- Mixed-income neighborhoods;
- Provision of on-site affordable/workforce units in case of CDD and/or rezoning;
- Options to expand senior housing facilities;
- Deeper subsidies to reach very low and low-income households;
- Green building to achieve energy efficiency;
- The need for additional City financial resources such as tax increment revenues, to increase affordable housing;
- Expanding use of Section 8/Housing Choice Vouchers; and
- Leveraging other funding sources and partnerships to increase affordable housing, including tax increment financing, grants, tax credits, and partnerships with public, private and nonprofit entities.

The Plan's recommendation that \$ 120.4 million or 57% of the developer and City financial resources being invested in the Plan area be dedicated to the preservation and/or construction of 800 committed affordable units achieves the intent of the proposed Housing Master Plan.

I. Bonus Density

Each redevelopment site in the Plan area will have the option of requesting bonus density as part of its development special use permit (DSUP) application and review. If the request is consistent with the intent of the Plan, such as providing additional density near transit, it could be considered by Planning Commission and City Council. However, market realities and proposed construction type (a 5-story building is not likely apply for bonus density because it will require a change to steel and concrete, a significantly more expensive construction type) will apply a naturally limiting factor on those projects for which bonus density is practical and financially feasible. One of the benefits of projects seeking bonus density, assuming consistency with the Plan and market viability, is the construction of additional affordable housing units. Typically, the City requires that 30 percent of the residential units achieved through bonus density be affordable for a term of 30 years.

V. TRANSPORTATION (CHAPTER 8)

One of the key principles of the Plan was to ensure a multi-modal transportation system with multiple, attractive transportation options. Early in the planning process, the community requested that the Plan address three primary transportation issues: 1) provide for a multi-modal transportation system; 2) ensure that existing traffic is not degraded or worsened; and 3) ensure that transportation improvements are made prior to development. All three of these community concerns have been addressed as part of the plan.

The Plan is consistent with the goals included within the City's Transportation Management Plan, adopted in 2008. It accommodates a multi-modal transportation system by establishing a transportation framework consistent with the Complete Streets Policy recently adopted by City Council that prioritizes pedestrians, bikes and transit. It incorporates the High Capacity Transit Corridor (Corridor C) to serve the neighborhoods, ensuring an easy walk to transit stations. The improved transportation system also expands the number of bicycle and pedestrian options by providing additional facilities (trails, sidewalks, bike lanes and shared facilities), and improves pedestrian and bicycle connectivity within the plan area, to adjacent neighborhoods, and to regional trail systems such as the Holmes Run Trail and Four Mile Run Trail. The land use and mix of uses are incorporated as part of the Plan to support transit use.

The Plan improves overall vehicular mobility by creating an improved roadway network designed in a grid layout to provide better circulation and connectivity for all modes of travel. It also improves a number of intersections to accommodate vehicular traffic.

Finally, the Plan includes the implementation of a number of transportation improvements early on, prior to major development. These include the construction of the transitway, the ellipse, and other transportation investments.

A comprehensive transportation strategy is recommended that makes improvements to all of the transportation systems outlined below.

A. Overview of Transportation Recommendations

- A transportation network that includes a new street grid to distribute vehicular traffic, improve traffic flow, and improve pedestrian, bicycle and transit connectivity;
- An ellipse at the intersection of Seminary Road at North Beauregard Street. This improvement reduces potential conflict points, improves more vehicle storage capacity, and reduces the pedestrian crossing distance across Seminary Road;
- A new parallel road to Beauregard Street between Mark Center Drive and Sanger Avenue, that helps to distribute traffic;
- A High Capacity Transitway that connects from the Van Dorn Metrorail Station through the Beauregard Plan area, and north to the Pentagon;
- Assumes the approved short-, mid-term improvements being constructed along Seminary Road between I-395 and North Beauregard Street. These improvements are primarily to help mitigate the recently constructed Washington Headquarters Service BRAC-133 Building;
- Assumes a new High Occupancy Vehicle (HOV) ramp to and from the south at I-395 and Seminary Road;
- A relocated Sanger Avenue that will intersect with Beauregard Street approximately 400 feet north of the existing Sanger Avenue intersection and connect to the new road west of, and parallel to Beauregard Street;
- An improved pedestrian network that includes improved, safe sidewalks along all streets within the plan area, and multi-use trails that provide connectivity to schools, parks, commercial uses and regional trail facilities;
- An improved bicycle network that includes key north-south and east-west multi-use trails, regional connections, on-street bicycle facilities, improved bicycle parking, and opportunities for bike sharing;
- Recommendations related to parking management, including the establishment of performance parking, smart parking technology, and sharing of parking spaces;
- Transportation Management Plan (TMP) strategies such as a TMP District, transit incentives, vanpool and carpool sharing, car share, electric vehicle charging stations, and TMP monitoring; and
- The on-going proposed med-term improvements of a new pedestrian bridge crossing Seminary Road at Mark Center Drive is proposed to be replaced with an at-grade improved pedestrian crossing. An at-grade crossing is fits within the urban context better, is more likely to be used by pedestrians, and has a shorter crossing distance (approximately 110 feet vs. approximately 670 feet due to the distance needed to climb the ramps on either side of Seminary Road).

B. Transportation Analysis

The comprehensive transportation study undertaken in the development of this Plan examined the transportation impacts within the defined Plan area, and extended beyond the Plan boundaries to include 32 intersections in the study. The analysis was done in coordination with other studies completed for

Virginia Department of Transportation (VDOT), Department of Defense (DOD), and Federal Highway Administration (FHWA) initiatives.

The transportation analysis performed for the Plan is a planning-level study that evaluates the impacts associated with the Plan. The study assumed a 25 year build-out period and assumes changes in regional traffic patterns over that period. All future redevelopment applications associated with the Plan will require additional traffic studies to analyze specific impacts based on specific development plans for each site and will include additional transportation data available at that time and more refined development information. The future studies will also update the traffic impacts associated with specific development and refine the recommended improvements to the transportation plan.

The analysis assumes increases in traffic attributed to regional growth including approved development in the Plan area and planned development in neighboring jurisdictions for future (2035) scenarios. The Plan provides new roadway connectivity and enhanced transit, pedestrian and bicycle facilities in and through the Plan area which provides travel choices in terms of route and mode.

The study showed that with the construction of all the recommended roadway and transit improvements, the transportation network operates more efficiently in the 2035 Development Scenario than the 2035 Baseline Scenario. This is largely due to a number of factors that contribute to improved traffic operations under the 2035 development scenario that include:

- Shift of some regional trips to roadways outside of the Plan area;
- Interconnected roadway network and mix of land uses result in a greater shift to other modes such as walking and using transit; and
- Comprehensive multi-modal transportation improvements, including interconnected street grid, the ellipse and transitway that improve mobility and traffic operations.

C. Proposed Changes to the intersection of Beauregard Street at Seminary Road

The Plan recommends changes to the intersection of N. Beauregard Street at Seminary Road to improve traffic flow within this area. These improvements, also known as the “ellipse,” are part of a larger system of transportation improvements, including pedestrian, bicycle, transit, and other road improvements throughout the plan area. The ellipse, which is similar to a traffic circle functions in the following ways.

- Left turns from Seminary Road to Beauregard Street (in both directions) are eliminated, and redirected as right turns that loop around (similar to a traffic circle) to northbound or southbound Beauregard Street;
- Left turns from Beauregard Street to Seminary Road (in both directions) would continue to operate similarly to how they operate today;
- Through traffic on both Seminary Road and Beauregard Street would continue to operate as it operates today; and
- Pedestrian crossings would be accommodated on both Seminary Road and Beauregard Street and intersections would be signalized.

Figure 7 - Proposed Ellipse Configuration



D. Benefits of the Ellipse Configuration

- The ellipse configuration reduces potential automobile and pedestrian conflict points due to the elimination of left turns from Seminary Road;
- Provides more capacity for vehicle stacking and improves overall traffic operations along both Seminary Road and Beauregard Street;
- Pedestrian crossings across Seminary Road are shorter and safer due to the elimination of the westbound triple left turns and free right turn lanes;
- Provides a solution that accommodates traffic and prevents impacting Interstate 395 (I-395); and
- The turning movement (primarily right turns) is safer than the existing configuration.

The ellipse is still at a very early conceptual planning stage, and the cost estimates assume a higher contingency at this early stage due to uncertainties of construction details. As the ellipse progresses to a higher design level, the contingency will be reduced. Any cost savings that may be achieved can be used toward other improvements in the plan area.

VI. STORMWATER AND SANITARY SEWER

A. Stormwater

In large part, the Beauregard area has no water quantity or quality controls in place today. The Chesapeake Bay Total Maximum Daily Load requires substantial nutrient and sediment load reductions within Alexandria. As such, the existing Environmental Management Ordinance will soon be updated to satisfy the requirements within the new Virginia Stormwater Regulations. The stormwater requirements (and some sustainability recommendations) within the Small Area Plan seek to guide methods of reducing stormwater runoff and attaining greater stormwater quality. An integrated Stormwater Master Plan covering the entire area should contain elements that reduce runoff as well as of improve water quality. The use of green roofs and pervious pavers where appropriate serves to reduce stormwater generation. The stream restoration of Turkey Run (the stream between Winkler Pond and Holmes Run) and buffer improvements will reduce sediment transport into Holmes Run, improve the functionality of the riparian system, and again, provide a neighborhood amenity.

B. Sanitary Sewer

Staff has closely evaluated the impacts to the City's sanitary sewer infrastructure because of this plan. During the implementation of this plan, staff will ensure that any necessary infrastructure to accommodate the projected growth is constructed prior to the occupancy of the projects. This will ensure that growth associated with this plan does not negatively impacted any adjacent infrastructure or properties. The Plan also calls for the use of low-flow plumbing fixtures, which will reduce the sanitary sewer flows generated by the proposed development.

VII. IMPLEMENTATION (CHAPTER 9)

In order that any City adopted small area plan or transportation plan moves from an adopted vision and policies on paper, into physical and social reality, it needs an implementation roadmap and identified funding to get there. The Beauregard Small Area Plan includes such a roadmap and funding plan. Some \$210.2 million in private and public funds have been identified and allocated to fund specific public benefit elements of this Plan. This is one of the largest single proposed package of investments to achieve desired public benefits that has ever been proposed by the City. The Beauregard land owners have agreed to provide cash and in-kind donations of land and buildings totaling some \$153.8 million and it proposed that the City provide \$56.4 million. Of this \$56.4 million, some \$52.4 million would be provided from Beauregard area future real estate revenues that the proposed redevelopment of this area will generate.

This value-capture principle of taxes generated from development in an area of the City being invested in that area in order to provide public benefits is a tax increment financing structure (TIF) similar to that the City has adopted and is implementing as part of the Braddock Small Area Plan, the North Potomac Yard - proposed Metrorail Station, and the recently adopted City's Waterfront Plan.

In the case of the Beauregard Small Area Plan, the City's General Fund is not proposed to provide general taxpayer support to the Plan, and is not being asked to debt-finance the proposed Beauregard public improvements. Instead, the Plan is an elastic pay-as-you-go financed plan in that the developer contributions and tax revenues that stream in over a 30-year period will comprise the revenue stream that pays for the public benefits as that revenue stream occurs. If the development proceeds faster than currently envisioned, the public benefits would be implemented faster, and if the development proceeds slower, then the implementation of public benefits would also be slower. This Plan is structured to allow many public benefits such as the transitway, the ellipse and the fire station to be able to be implemented within the Plan's first ten years, which is far earlier than would have been the case if these public projects had to wait for funding through the City's 10-year citywide Capital Improvement Program. With the exception of \$1.6 million in housing bond funds, all of the City funding is on a cash basis with no borrowing to add on to the City's debt ratios and debt service obligations. Table 8 of the March 27 Beauregard Small Area Plan draft (pg. 151) depicts when the public benefits would be implemented and how those benefits would be funded.

It is proposed that the developers would pay into a city "Beauregard Fund" on a square foot basis funded on a building-by-building basis, and paid at the time a certificate of occupancy is granted for each building. The rate would be set at a \$12.55 per square foot floor (in 2011 dollars) and then would be increased each year by the rate of inflation. This inflation-adjusted fee structure would then be intended to keep pace in real terms with inflation adjusted construction prices for the public benefits. The incremental real estate tax revenues due to Plan area tax base growth would be measured each year and those additional real estate tax revenues above what the General Fund is currently receiving from Plan area properties would be swept into the Beauregard Fund until such time that it was determined that these incremental tax funds were no longer needed. It is projected that these incremental funds would total some \$80.9 million through 2025, before developer credits reduce that amount to \$56.4 million (in 2011 dollars). The City's General Fund would start to receive Beauregard Plan area development real estate tax revenues as early as 2022, and would receive all other local tax revenues generated by this Plan as early as 2014.

The Beauregard Fund would function much like a dedicated income stream lock-box system in that the revenues intended to be used to implement the Plan could only be used to fund the public benefits identified in the Plan, and would be accounted for and reported separately by the City from its General Fund. It is also proposed that if the transportation, fire station and parks elements of this Plan can be implemented at less than what is budgeted in the Plan, then those excess funds could be allocated to other Plan elements such as the affordable and workforce housing initiative. It should be noted that as is the case with any small area plan, transportation plan or any other City adopted plan, that all plan elements are subject to the annual consideration of appropriation by City Council, as State law does not permit a small area plan to mandate spending by a future City Council. However, the Plan does establish a long-term vision and roadmap that does provide authorized official guidance and direction for decades into the future.

VIII. STAFF RECOMMENDATION

Staff recommends approval of the amendments to the Master Plan to create the Beauregard Small Area Plan.

Attachment: Beauregard MPA Resolution #2012-0003