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The Council Connection

your connection to City Council by: Vice Mayor Justin M. Wilson

Alexandria, Virginia

April 1, 2017

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Wednesday is an exciting day in Alexandria. We put our generosity to the test.

Wednesday is Spring2ACTion. This annual tradition is a coordinated giving initiative to support numerous non-profits that serve our community. Last yea, we gave over \$1.3 million to 152 organizations.

Please join me as we work to top that number this year!



Last week there was big news in our schools as the Superintendent of Alexandria City Public Schools announced the selection of Peter Balas as the new principal of T. C. Williams High School.

Mr. Balas is currently the principal of the school both of my children have attended to and I'm confident he will do an excellent job in his new role at our City's only public high school.

Contact me anytime. Let me know how I can help.

Council Initiatives

Charting Our Fiscal Future

This is now the seventh City budget that I have worked on during my time on the City Council. While I've never had the opportunity to work on a budget when revenues were skyrocketing, some years have been worse than others.

License Your Dog or Cat

Report a Street Light Outage

Events/Updates

Join the Pothole Patrol!

The City is kicking-off its annual "Pothole Patrol" as we work to address the potholes that develop over the winter.

You can report your favorite potholes online to be addressed immediately.

Spring Clean Up

The City's Spring Clean Up program returns this month.

Beginning Saturday April 9th and concluding April 30th, a different section of the City will go each week.

Check your date today!

First Thursday Returns!

Thursday is the first "First Thursday" of the year!

The Del Ray Business
Association continues the tradition from 6 - 9 PM on Mount Vernon Avenue in Del Ray.

Mulch, Delivered

Last month the City began mulch deliveries.

Mulch is available in a full or half truckload, and each delivery is \$50.

Contact 703-746-HELP to schedule a delivery.

Time For Kindergarten

If you have a child who will be five years of age by September 30th, it's time to register for Kindergarten!

All Alexandria City Public Schools will begin Kindergarten registration on I've tried to have the same approach in each budget; push for efficiency and savings within the operating budget, but maintain strong levels of investment in capital infrastructure.

At various points, this philosophy has gotten me in trouble with people on either side of the debate about the relative size of government. I have generally opposed extensive growth in the operating budget but strongly supported addressing deferred capital needs.

The operating budget provides the resources to fund employees and their benefits. A competitive regional labor market have pushed employment costs higher. That drives our operating expenses to grow at a rate greater than general inflation.

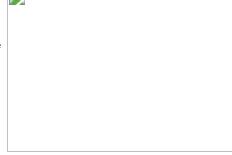
Capital expenditures are the City's investment in our infrastructure. These investments can reduce operating costs, promote economic development and reduce the need for larger tax increases in the future.

Despite large efforts to address deferred capital investment in recent years, the City stands at a crossroads. With a perfect storm of infrastructure needs for school, sewer, city facility, transportation and recreation, the practices of the past will not sustain us in the future.

The City Manager's proposed Capital Improvement Program

identifies over \$500 million of unfunded capital investments despite funding \$2 billion of needs over the next decade.

We have to do something dramatically different. Deferring capital investment further will threaten



economic growth and ultimately exacerbate the challenges we face. From 2002 until 2009, the City was enjoying the run-up in the residential real estate market. Our General Fund budget increased by an average of 6.5% per year. The work force in City Government grew from 2,229 Full Time Equivalents (FTE) to 2,660 FTEs during that period.

There were even campaigns calling for Council to limit spending growth to "just" 3% per year.

In Fiscal Year 2010, the bottom fell out as the Great Recession took hold. The City adopted its first negative budget in at least 40 years, reducing spending from Fiscal Year 2009 to 2010 by over 2%. From 2010 to 2017, the General Fund budget increased by an average of 2.9% per year.

Today, the City workforce is proposed to be 2,563 FTEs, 4% lower than 2009.

Under current rates, projections are that we would experience an anemic 1.8% revenue growth. That would provide an additional \$12 million of new revenue.

Sustaining an average budget growth of less than 3% per year with 4% annual student enrollment growth, employee healthcare costs increasing far above rates of inflation, long-deferred infrastructure needs, and ever-escalating funding challenges from Metro is impossible.

Tuesday, April 18th, from 3 PM until 7 PM.

Each school has an open house scheduled as well.

Alexandria's Earth Day

The City's Annual Earth Day festival returns on Saturday, April 29th.

This year's event will be held next to the George Washington Middle School at the Lenny Harris Memorial Field.

The event will be from 10 AM until 2 PM. I'll see you there!

The Washington Metropolitan Area Transit Authority (WMATA) is requesting an additional \$7 million of operating funds from Alexandria next year. This is to support existing operations and safety initiatives.

The School Board's proposed operating budget for the Alexandria City Public Schools has requested an additional \$9.6 million.

Increases to debt service and cash capital contributions to our capital budget require an increase of \$6.5 million.

Providing City employees with scheduled merit increases alone costs an additional \$5 million.

Increases in employee healthcare costs were projected to total another \$1.1 million. We just learned last night that they will grow by \$2.8 million.

While not an exhaustive list, those costs alone total \$29.1 million of new spending. One cent on the real estate tax rate this year generates \$3.9 million of general fund revenue. So that represents nearly 7.5 cents of the real estate tax rate of requested new expenditures.

To address these funding challenges, the City Manager employed a series of efforts, including:

- \$5 million of General Fund reductions to City spending
- \$2 million reduction to the request of the Alexandria City Public Schools (providing a \$7.5 million increase, which amounts to 3.6% growth)
- 2.7 cent increase in the real estate tax rate
- Creation of new Stormwater Utility Fee to remove stormwater costs from the City's General Fund and more equitably distribute the costs
- Changes to the City's Supplemental Pension Plan

The proposed general fund operating budget is \$712.4 million, an increase of 3.5% from Fiscal Year 2017. With revenue growth in the low single digits, the City Manager included a proposed increase of 2.7 cents in the real estate tax rate.

Earlier this year, I wrote in an earlier edition of this newsletter about my concerns over new Federal budget policies and their potential impact on Alexandria's economy. In order to prepare the City for these challenges, the City Manager has proposed a \$9.1 million contingency to address sudden revenue shortfalls. That is generated by nearly all of the City Manager's proposed 2.7 cent increase.

The City Manager's proposed 10 year Capital Improvement Program continued the focus on expanding infrastructure investment. The 10 year plan increased by nearly 20%, driven largely by \$368 million to address Combined Sewer projects, an additional \$161 million for increases for WMATA capital funding, \$144 million of increases for Alexandria City Public Schools capital funding, and \$47 million to address City facilities deficiencies.

At the proposed real estate tax rate of \$1.10 and including the impact of assessment increases, the average single family homeowner will pay an additional \$294 during 2017. The average condominium homeowner will pay an additional \$89.

Yet, even with a 10 year, \$2 billion Capital Improvement Program, the proposal leaves large gaps in the Alexandria City Public Schools capacity and modernization plans, as well as in City efforts to address deficient municipal facilities.

Knowing that it would be unable to address all our infrastructure needs, Council requested that the City Manager also include a Supplemental capital package. The supplemental package, which could be funded by an additional five cent real estate tax rate

increase, a dining tax increase and a personal property tax increase, included \$325 million of unfunded capital initiatives.

If the Council were to choose the full supplemental capital package, the average single family homeowner would pay \$659 more in real estate taxes alone. The average condo owner would pay \$245 more.

Alexandria currently has the second lowest real estate tax rate of major Northern Virginia jurisdictions and given the current budget proposals of our neighbors, that is unlikely to change significantly. Our City is not unique in the region. Others face similar challenges.

Last month, the Council was obligated to "advertise" the highest tax rate that we might consider during this budget process. The Council voted 6-1 to embark on a new direction.

Mindful of the significant capital overhang as well as the opportunity to collaboratively plan truly joint municipal facilities, the Council voted to advertise a total rate increase of 5.7 cents, which would bring our rate to \$1.13. The Council also provided direction to the City Manager to develop the composition of a new group that would be empowered to develop a truly joint facilities plan, providing recommendations as to how the community might prioritize over \$600 million of municipal facility spending for both the City and the Schools over the next decade.

You can watch the Council's full discussion on the matter online.

The City is entirely too small and dense to continue building single use municipal facilities. We must break down the barriers between the City, the Alexandria City Public Schools and other public agencies and use our scarce capital funds to truly collaborate. I'm hopeful this newly proposed process will help facilitate that.

Please let me know your thoughts.

Waterfront Update

Our Potomac River waterfront is the reason Alexandria exists as a community. The history of our waterfront is the history of Alexandria. It is what has brought people and commerce to our community for generations.

The implicit compromise of the <u>approved Waterfront Small Area Plan</u> was as simple as it was controversial. Can we allow some increased development on three derelict sites in exchange for the following: new waterfront parks, public accessibility throughout the shoreline, new flood mitigation, environmental sustainability, and economic vitality?

While achieving this vision has not always been easy, we now stand closer than ever.

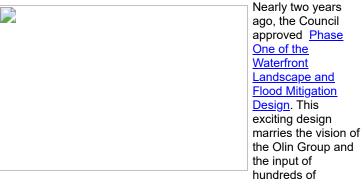
Two years ago, the Virginia Supreme Court ruled in favor of the City in the final litigation related to the Waterfront Plan. A short while later the Court denied a request for the case to be reheard, thus ending the litigation.

Almost two years ago, the property exchanges occurred between the City and the Old Dominion Boat Club. The <u>City now owns the previous Club property</u> and the Club <u>now owns properties farther south along the waterfront</u>. Creating a seamless, uninterrupted park along the waterfront required this exchange.

With City funds from our settlement, the Boat Club has now begun to construct a new club for their members on the new site. The demolition of the long-shuttered Beachcomber Restaurant was completed. Construction of the new club is under way and should conclude later this year. Just last month, the City's Board of

Architectural Review for the Old and Historic District approved demolition of the existing Boat Club location.

Upon conclusion of the project, the City will create a landmark park named Fitzgerald Square. With integrated flood mitigation at the base of King Street, it will address flood challenges that have long plagued the corridor. Last May, the Council received the plan for the first phase of this park implementation.



residents who participated in the planning efforts. It also received input from the <u>Art and History Report</u> to ensure our history is a key component of the future of our waterfront.

Elsewhere on the waterfront, the new Indigo Hotel is opening a month from now. They are already taking reservations. Construction of this hotel yielded exciting historical discoveries and provided some international acclaim.

Just next to that, on the site of the Robinson Terminal South, Robinson Landing is under construction. This effort will conclude in 2019.

In the fall of 2015, the <u>Council unanimously approved the</u> redevelopment of Robinson Terminal North at the other end of the waterfront. Last summer, the <u>City was notified that the developer wished to place the project on hold</u> due to the market conditions. While an unfortunate turn of events, I look forward to working with the community and landowners to move redevelopment of that property forward.

Please <u>let me know your thoughts</u> as we work to achieve the vision of a more vibrant and accessible waterfront for our City.

Creating Affordable Housing

<u>Last year, I prompted a bit of controversy by writing an intentionally provocative take on housing affordability and what the City can do to improve accessibility.</u>

In late 2015, <u>Jason Furman, then the Chairman of the Council of Economic Advisers</u>, made a speech that drew a direct connection between one of the most challenging issues for us in Alexandria to one of the most challenging issues facing our nation.

He laid the blame for these challenges squarely at the feet of local policymakers.

In this speech, Mr. Furman addressed the large and growing challenges of housing affordability in communities. He connected those challenges with growing income inequality around our country. But most relevant to us in Alexandria, he assigned blame for a lack of housing affordability on local zoning restrictions.

Said another way, our limitations and restrictions on development have driven the cost of housing to unaffordable levels thus



exacerbating income inequality. He even traces the impact of these restrictions to reductions in

employment.

Furman writes "Zoning restrictions--be they in the form of minimum lot sizes, off-street parking requirements, height limits, prohibitions on multifamily housing, or lengthy permitting processes--are supply constraints. Basic economic theory predicts--and many empirical studies confirm--that housing markets in which supply cannot keep up with demand will see housing prices rise."

Some have even <u>suggested that removal of some local authority</u> over land use can help address the affordability issue.

All this leads us to the fundamental question about whether Alexandria's efforts to address affordability are helping, hurting or having no effect.

Up until now, our discussions on affordable housing have focused on funding questions, debates about the impacts of individual projects, and the contention between affordability and other City priorities. We adopted the Housing Master Plan which gave the community a series of tools with which to tackle the challenges of affordability.

Yet, if Furman and other economists are to be believed, we in Alexandria have never tackled the fundamental root of housing affordability. Most of our efforts are aimed at creating or preserving housing that will ultimately be in the public domain or under nominal public control. However, it is through our zoning authority that we can truly impact housing affordability in privately owned housing.

Obviously zoning restrictions have a place and serve a need for our community. I would also suggest that we have done some things right.

For instance, in 2015, the City Council adopted new parking standards for multi-family housing. By rightsizing parking, we significantly reduced the cost of construction for multi-family residential development, provided new incentives for the use of transit, and freed up resources for alternate community investments.

However, these new standards went even farther, by providing steeper parking incentives for restricted affordable housing units. The City essentially adopted our largest financial incentive for the creation of new affordable housing, while also reducing the overall cost of private housing development.

The City has aggressively utilized our land-use authority to:

- · limit density
- · increase open space
- · create new retail
- improve architecture
- improve transportation infrastructure
- preserve historic structures
- develop new public facilities
- create affordable housing
- improve basic infrastructure
- improve public art, and more

The process of working to redevelop Ramsey Homes demonstrated the inherent tension between community expectations and affordability.

At some point, the question becomes whether those efforts are ultimately self-defeating, particularly as it relates to housing affordability?

In June of 2012, the City Council adopted the <u>Beauregard Small Area Plan</u> which laid out a vision for a 395 acre swath of land constituting a major portion of the City's West End.

As in much of the City, the landowners in the Plan area had millions of square feet of development permitted (5.5 million constructed, 10 million permitted) under their existing zoning, but not currently developed.

Through the planning process, the City attempted to use the incentive of additional development to provide significant public amenities as well as to encourage land-uses other than additional townhomes.

The approved plan provides a funding formula (including developer funding, tax increment financing, and City Affordable Housing Trust Fund dollars) for the creation of at least 800 new units of committed affordable housing, funding for a new fire station, a new "ellipse" at the intersection of Seminary and Beauregard Roads, a new transitway, additional tree canopy, and 44 acres of new open space.

In total, the Plan exacted \$150 million of developer-funded public amenities.

Yet it didn't happen.

Now the properties are on the market with another owner ready to enter the picture and likely to have a different vision of the plan.

The change in the parking policy is an example of market based solutions to these affordability challenges. When City Council approved the City's Housing Master Plan, Councilman Chapman and I proposed that the City take a look at expanding our density bonuses for affordable housing.

The City currently has a provision in our Zoning Code that allows for 20% additional density and 25 additional feet in construction if at least a third of the additional density is provided as affordable housing.

On Wednesday, from 7 PM until 8:30 PM at Charles Houston Recreation Center (901 Wythe Street) the City will be hosting an information meeting to discuss the staff proposals.

As we work to implement the City's Housing Master Plan, we must comprehend all of the factors that challenge affordability in the City. Let me know your thoughts!

Cleaner Water

Late last month, the General Assembly adjourned "sine die," thus concluding their session. Prior to adjourning, after considering a variety of different bills, they unfortunately adopted a piece of legislation that requires the City to do something that our engineers indicate is not possible.

Early in the last Council term, the members grappled with the challenges that the City faced from federal environmental regulations. These govern how we handle sewage from homes and businesses. Those efforts culminated in the adoption of the City's

<u>Sanitary Sewer Master Plan</u>. In conjunction with our partners at <u>Alexandria Renew Enterprises</u>, we are working to implement that plan.

Protecting the historic nature of Old Town is one of the more important obligations of the City Council. However, there is one aspect of our historic infrastructure that must be modernized.

In 95% of our City, stormwater (run-off) is collected and returned to rivers and streams with very little treatment to remove pollutants accumulated from roads, parking lots, and other surfaces upon which it falls. Separately, sanitary sewage is sent to the <u>Alexandria Renew Enterprises wastewater treatment facility</u> where it is treated and later returned to waterways.

However, in a 540 acre section of Old Town, a Combined Sewer System still collects both sanitary sewage and stormwater together and sends it to the wastewater treatment facility for its final disposition.

<u>During most rain events, due to capacity and design issues, this system experiences a Combined Sewer Overflow condition. This is where a mixture of stormwater and sewage flows untreated into waterways via stormwater outflows.</u>

In addition to the impact that this has on the cleanliness of our rivers and streams, this type of overflow is strictly regulated by law primarily the Clean Water Act.

The City operates this Combined Sewer System <u>under a permit from the Virginia Department of Environmental Quality (VDEQ)</u>. In 2013, the City was issued a new five year permit for the operation of the system.

Essentially, this permit requires the City to work with the community to adopt a new Long Term Control Plan. The plan reduces the

presence of dangerous bacteria in the flow that is returned to the water. The new plan was submitted to the state last year.

The Plan, to be implemented over the next two to three decades, is a significant undertaking.

It will be disruptive to some areas of our City and it will require \$125 - \$188 million, primarily funded by ratepayers as an addition to bills from Alexandria Renew Enterprises.

A year and a half ago, the Council created a new stakeholder committee to monitor the creation of and offer feedback on the Long Term Control Plan.

The <u>committee made its recommendations</u> which came before the Council in May of last year.

The Combined Sewer System has four outfalls:

- CSO-001 which discharges into Oronoco Bay
- CSO-002 which discharges into Hunting Creek
- CSO-003 and CSO-004 which both discharge into Hoofs Run

The permit requires that the City address CSO-002, CSO-003, and CSO-004. While CSO-001 is not covered under the permit

requirements, the committee and the City have voluntarily chosen to begin addressing this outfall under this plan.

The plan proposes to use a variety of solutions between now and 2035 to reduce pollution from CSO-002 by 80%, from CSO-003 by 99%, and from CSO-004 by 99%. This would provide for a total pollution reduction of 86%.

This reduction is achieved by:

- Construction of a 10-foot, 1.6 million gallon tunnel to address CSO-003 and CSO-004
- Construction of a three million gallon storage tank to address CSO-002
- New "green" infrastructure (improvements to the permeability of surfaces)
- Targeted sewer separation (typically funded by developers in the context of redevelopment)

In the proposed plan, CSO-001 is addressed by targeted sewer separation and green infrastructure.

In May of last year, the Council approved the draft plan for submission to VDEQ. In addition, the Council requested that our Staff return with recommendations as to how we might speed the remediation of CSO-001.

Last year, our staff accomplished this task. The revisions proposed by the staff accelerated the feasibility study by 14 years. This study would explore where a storage tunnel or storage tank near CSO-001 could be located and the pros and cons of these alternatives.

The revisions also accelerated the assessment of CSO-001 by six years. This assessment would help us determine the sizing of any proposed infrastructure that must be built.

In addition, the revisions proposed greater prioritization of capital improvement program funds for green infrastructure and separation activity in the sewershed.

Ultimately, the cost of the remediation for CSO-001 could total up to an additional \$130 million.

The Council ultimately approved these revisions and submitted the revised plan to the VDEQ.

Enter the General Assembly. In the past, the General Assembly has provided money to localities elsewhere in the Commonwealth, including Lynchburg and Richmond, to assist with the remediation of their Combined Sewer Systems. In 2013, then-Governor McDonnell proposed new funding for the City to address this issue. Unfortunately, the General Assembly removed the funding before the

budget was adopted.

Despite the General Assembly's previous reluctance to assist our efforts, this year there was a flurry of legislation proposed to force Alexandria to further accelerate the remediation of the Combined Sewer System.

A State Senator, Richard Stuart, proposed one of the more draconian pieces of legislation. As proposed, the legislation would have required the City to bring all four outflows into compliance by 2020, a little over three years from now. From an engineering perspective, that timeline is impossible. To make matters worse, that legislation proposed that if the City fails to comply with the 2020 timeline, we would have ALL state funding of the City removed, including funding for schools, public safety, human services, etc. It is basically the state funding equivalent of the "death penalty," and has never before been proposed.

Thanks to the efforts of Senator Adam Ebbin, the "death penalty" provision was removed, but the legislation that was enacted requires the City to complete ALL work on these remediation activities by July 1, 2025. While I strongly support addressing this issue as quickly as possible, our engineer indicates that this timeline is not feasible.

- This legislation potentially undermines the City's efforts to reduce pollution in the River by forcing us to redo all plans that were under way.
- This legislation undermines the Commonwealth's own regulatory process under the Virginia Department of Environmental Quality (DEQ), which the City has been in FULL compliance with at all times.
- This legislation treats the City differently than every other locality in the Commonwealth.
- This legislation takes an orderly and coordinated approach to address decades of work and mandates chaos and massive disruption to one portion of our City.

This is the worst kind of legislating and I'm pleased that the Governor has now proposed amendments to this legislation to be considered by the General Assembly during their "Reconvened Session" on Wednesday.

<u>Under the assumption that some form of this legislation will be</u>
<u>enacted, the City Manager's proposed budget includes \$370 million</u>
<u>of new capital funding to address Combined Sewer remediation.</u>

The City Manager has proposed a 30% increase in the Sanitary Sewer Maintenance fee that is paid on Alexandria Renew Enterprises bills across the City. The estimates are that ANNUAL 30% increases will be required.

I have suggested to my colleagues that we may want to consider a larger increase this year in order to quickly amass the necessary funds (as well as reduce debt obligations) to address this new unfunded mandate from Richmond.

As we move forward with these important water quality efforts, it will be vital to have true partnership from state lawmakers to continue our progress.

The legacy of this effort will be cleaner waterways for future generations to enjoy.

Host a Town Hall in Your Living Room!

My regular series of Town Hall Meetings continue!



You supply the living room and a bunch of your friends and neighbors. I will supply a member of the Alexandria City Council (me) with the answers to any of your questions about our City.

Just <u>drop us a line</u> and we'll get a Town Hall on the calendar! Thanks for the interest!

Upcoming Issues

72-Hour Rule

As an old City we have old laws. I have worked with our City Attorney over the past few years to modernize or repeal several old laws.

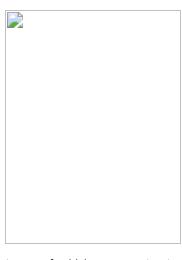
We repealed antiquated laws that banned many massage services.

We repealed laws that required bicycle registration.

We got rid of laws prohibiting "for sale" signs on vehicles.

We struck out code sections that required new streets to be named after Confederate Generals, banned cohabitation, and prohibited shoeshiners.

While it's relatively easy to repeal anachronistic laws, it becomes more challenging when the laws need to be modernized.



In the summer of 2015, I proposed that the City take a look at the so-called "72-hour Rule." The 72-hour Rule is officially 10-4-8 of the City Code. This code section has been on the City's books for many years and was last revised 30 years ago. This is in addition to any existing on-street restrictions.

Essentially the 72-hour rule provides that a vehicle cannot be parked on a City street for longer than 72 hours. The rule was enacted to prevent abandonment and long-term

storage of vehicles on our streets. Unfortunately, today it is primarily used as a tool in "neighbor versus neighbor" disputes.

From 2000 to 2015, our Police Department has been asked to check a vehicle for compliance 7,500 times and they have issued roughly 1,300 citations for violations. This is a law where enforcement is primarily initiated by complaint. That was true in 87% of the time.

In neighborhoods without off-street parking, the rule can become particularly problematic when residents are on vacation or on a business trip, without any place or anyone to move their vehicle.

Our City staff has been working with the Traffic and Parking Board to conduct the review. They distributed an online survey to collect input. Over 700 participants provided input on the survey. Public meetings were also held to solicit input.

<u>Last week, the Traffic and Parking Board unanimously endorsed a reform proposal</u> that allows for residents to electronically request extensions to the 72 hour period to avoid ticketing during leisure and business travel. The proposal is to try this change for a year as a pilot.

This proposal will come shortly to the City Council in May for enactment. Let me know your thoughts on this proposal.

Old Town North

With over 3,000 residents and nearly 10,000 employees, the area the City knows as "Old Town North" is already an important part of our community. It is blessed with access to the Potomac River. It is fortunate to have two significant arts destinations, the The Art League and MetroStage. The area is accessible to a variety of transportation options. There is a large redevelopment opportunity on the site of the now-closed NRG power plant.

The question before the community as part of the <u>Old Town North</u> <u>small area planning process</u> is how we shape the future of this unique space in our City.



Unlike most of our recent planning processes, the Old Town North Plan did not begin with a mission or overarching goal. This process began with a series of intensive charrettes to help capture the perspective of the residents living within the plan area.

We are now nearing the conclusion of the planning process, as the draft chapters for the new plan are being released. Draft chapters are now public and available for review for:

- Planning, Land Use and Design
- Housing
- Open Space
- Infrastructure and Sustainability
- Economic Development
- Historic Preservation
- Transportation

The draft lays out a new mixed use future for the existing power plant site. It proposes the creation of an arts corridor, complete with regulatory incentives to maintain arts uses in the plan area.

The draft proposes the creation of a true "eco-district" in the plan area. This concept builds on the <u>City's Environmental Action Plan</u> to implement a variety of sustainability initiatives in the plan area and in conjunction with contemplated redevelopment.

You can provide comments on the draft chapters on AlexEngage.

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