



CITY OF ALEXANDRIA, LOUISIANA  
MAYOR JACQUES M. ROY

## Executive Branch Executive Order No. JMR2025-3 *SAFEAlex/Nehemiah* (Public Health and Housing)

The Mayor issued an executive order September 11, 2025, as relates to safe housing and specifically homeownership, with heightened action and diligence required to combat health and safety challenges in designated corridors of the city of Alexandria—

### Summary of the Key Points of the Executive Order

#### 1. Housing Challenges Declared a Public Health Emergency; Pivot to Homeownership

- A public health housing crisis exists in much of the Nation and in the city of Alexandria requiring decisive, targeted, and cooperative actions to **increase local housing supply, improve local housing affordability, and increase policy-directed oversight and efficiencies within our office of Community Development’s operations to achieve the change in policy.**
- EO-JMR-2025-3 declares the state of housing in Alexandria as involving too many substandard, unsafe, or unaffordable housing options and other obstacles to ownership, constituting a public health risk.
- Modern housing programs sought by leadership shall reflect proper navigation of the different housing terrain than that encountered over the last twenty years, being tailored to Alexandria housing needs. As a result, cooperative actions to increase local housing supply and improve local housing affordability mean innovative solutions may not be focused on previous methods, practices, and grant opportunities.
- The Order finds that unsafe housing leads to fire hazards, crime, poor health, and economic decline, justifying urgent interventions through specific strategies.
- While Alexandria housing needs may include all forms of housing options and potential, from subsidized apartment rental to market-based homeowner and new purchase assistance, the Order focuses on **home ownership.**
- A major policy shift away from traditional subsidized rental-focused housing models, the Order marks a bold pivot from traditional housing models to **ownership-centric strategies.** Focus is now on ownership through AHAPs (Alexandria Homeowner Assistance Programs).

#### 2. Corridor-Focused Strategy

- Certain designated corridors (likely near infrastructure and flood-diversion assets) are prioritized. In addition to the safety reasoning, these areas offer the potential for significant outside grant opportunities.
- Criteria for designation includes: Blight, Crime, Homelessness, Unsafe property management, Energy inefficiency, and Aging housing stock.
- Land use and zoning may be restructured to accommodate interventions.

#### 3. Legal Authority

- The Executive Order relies on Alexandria’s Home Rule Charter and state law.
- Defines housing interventions as a legitimate public safety and health function under municipal police powers.
- Assistance must follow proper balance of public-private benefits and avoid improper public subsidy of private actions, assets, and ownership.

#### 4. Use of Expert Consultants; Next Steps

- Only highly qualified consultants (via competitive or industry-leader processes) will be engaged.
- **Their role:** Help design and implement housing interventions, especially to access “outside” funding.
- **Rollout of targeted AHAPs:** Specific programs offering down payment assistance, grants, or low-interest loans for homeownership should be crafted to augment current offerings.
- **An additional sub-focus** will be crafting such targeted AHAPs toward prefabricated, smaller, and modular housing options.
- **Creation of Mapping and Identification** of target corridor information; and creation of a public listing of target corridor available properties ripe for the intervention.
- **Release Requests for Proposals** to engage qualified planning experts.
- Coordinate with state and federal housing agencies for **resource matching.**



Executive Branch  
Executive Order No. JMR2025-3

**SAFE*Alex/Nehemiah***  
*(Public Health and Housing)*

The Administration of the city of Alexandria, Louisiana, finds the following—

**Declaration of Interventional Safe Housing Action Plans**

WHEREAS, a public health housing crisis exists in much of the Nation and in the city of Alexandria requiring decisive, targeted, and cooperative actions to **increase local housing supply, improve local housing affordability, and increase policy-directed oversight and efficiencies within our office of Community Development's operations.** Modern housing programs sought by leadership shall reflect proper navigation of the different housing terrain than that encountered over the last twenty years, being tailored to Alexandria housing needs. As a result, cooperative actions to increase local housing supply and improve local housing affordability mean innovative solutions may not be focused on previous methods, practices, and grant opportunities; and,

WHEREAS, the decision to pivot toward solutions focused on new methods, practices, and grant opportunities—weighted more toward ownership—has been determined a matter of policy and is a directive to the office of Community Development; and,

WHEREAS, corridors designated for special attention (the “**corridors**”) based on large-scale capital infrastructure investment create special opportunities when coupled with existing rail or water flood-diversion assets. In these corridors *and other areas to be designated*—based on blight; crime; homelessness (and unhoused persons’ related challenges); failures of landowners and property managers, or the real inability, to secure reasonably their premises; energy insecurity and inefficiency; and aging housing stock—challenges to home ownership have become intolerable and represent a clear and present risk to community cohesiveness and well-being (*all, singularly or in combination*, the “**housing needs**”); and,

WHEREAS, to achieve a high quality of life, meeting housing needs is a critical component of municipal public purpose initiatives: Since inadequate or substandard housing leads to dilapidated, decayed, unsafe, or unsanitary living conditions—invariably leading to living standards which are detrimental to the health, morals, safety, public welfare, and well-being of the community—failures to address the housing needs endanger life and/or property. These negative variables are not conducive to good health, foster delinquency, and increase crime. These negative variables allow properties to become fire hazards, which are too prevalent in the city of Alexandria. Unreasonable commercial and residential fire hazards are found as matters of fact based on empirical considerations; and,

WHEREAS, health needs involve a particularized call for intervention. While City housing needs include all forms of housing options and potential, from subsidized apartment rental to market-based homeowner and new purchase assistance (*all*, the “**housing interventions**”), this Order focuses on home ownership (“**homeowner assistance programs**”); and,

WHEREAS, the homeowner assistance programs offered by the city of Alexandria are challenged by funding shortfalls, preclusion of benefits to rental end-users, resource scarcity, lack of homeowner assistance profundity, the age of housing stock, public safety threats, and the need for specific corridor safety interventions by our declared health and safety crisis. Addressing each of these is a necessary and proper incident of the local government to keep citizens safe and avoid unsafe, unsanitary, and deleterious effects of substandard housing in Alexandria; and,

WHEREAS, it is the opinion of the City Attorney, Mayor and our Planning Division leadership (the “**Administration**”) that in order to use resources of the City, its funds or property, deployed as housing interventions at, near, or incidentally on private property or for its benefit, to comply with Art. VII, Sec. 14(A)—the City must show: 1. A public purpose for the expenditure, transfer, or use of resources as corridor safety interventions; 2. That the public resources, taken as a whole, do not appear to be gratuitous; and 3. Evidence demonstrating that the City has a reasonable expectation of receiving a benefit or value at least equivalent to the amount expended or transferred to partners as resources. The Administration shall not collaborate with housing interventions or homeowner assistance programs relying primarily or, in most cases, substantially on subsidization by local tax payers. Families at all levels struggle with home ownership expenses and the burden of increased costs of goods and services. The primary assistance shall be a result of robust acquisition of Alexandria’s fair share of state or federal resources that return our local tax burden to Alexandria; and,

WHEREAS, it is the opinion of the Administration that only the highest quality consultants, with proven track records and requisite subject matter expertise, shall be employed by the Planning Division, after proper competitive and interviewing processes, to acquire these “outside” resources; and,

WHEREAS, it is the opinion of the Administration that the expenditure of public resources to avert, mitigate, lessen, or control public health threats to the citizenry is a primary public service: As long as only of incidental benefit to the *purely private interests* of the private sector, while of greater or more significant benefit to the public health and safety of citizens, it is the opinion of the Administration that the expenditure of public resources to avert, mitigate, lessen, or control public health threats to the citizenry is an allowed and primary public service specifically authorized by the Home Rule Charter, Sections 1-04, 3-07(2-3), 4-01, and all related ordinances and policies establishing the office of Community Development. Therefore, Alexandria’s homeowner assistance programs made priority policy herein (“**AHAPs**”) are authorized and in most cases already an organized function of Alexandria government; and,

WHEREAS, the Administration finds conclusive evidence of pervasive conditions present on subject properties and surrounding areas, which are not reasonably or adequately maintained, causing deterioration and blighting influences or conditions on nearby properties. The negative effects of these conditions depreciate the value, use, and enjoyment of properties to such an extent as to be harmful to the public health, welfare, morals, safety, and the economic stability of the City, community, or neighborhood in which such public nuisance is located; and,

WHEREAS, looking to the tenets contained in the proposed ROAD to Housing Act of 2025, the Home Rule Charter, and other laws granting authority to municipal chief executive officers to take remedial actions in their respective jurisdictions through properly delineated AHAPs; and,

WHEREAS, the Home Rule Charter and other laws grant authority to municipal chief executive officers to declare states of emergency or specialized need for public interventions in their respective jurisdictions in the exercise of police power, and

WHEREAS, the specific conditions detailed above are summarized in compliance with the law as to create a public health threat—including illustratively the Administration’s need and commitment to:

- **Expand and Preserve Housing Supply:**
  - Remove regulatory barriers to housing development
  - Increase and preserve existing housing
  - Promote innovative construction methods, including to expand access to modular and manufactured housing
  - Addresses neighborhood blight and supports communities recovering from natural disasters
  
- **Improve Housing Affordability and Access:**
  - Expand access to homeownership
  - Improve housing affordability
  - Promote housing opportunities for veterans
  - Reduce homelessness
  - Reduce appraisal shortages while addressing inaccurate appraisals
  
- **Advance Accountability and Fiscal Responsibility:**
  - Ensure taxpayer dollars are used efficiently
  - Promote evidence-based policy solutions
  
- **Improve Oversight and Program Integrity:**
  - Strengthen oversight of housing assistance providers and regulators
  - Streamline program coordination; and
  - Ensure performance, transparency, and accountability across housing programs.

**NOW THEREFORE** I, Jacques M. Roy, Mayor of the City of Alexandria, declare a heightened and at times severe threat of existing and future emergency conditions, arising without notice and quickly, and thereby constituting a public health and safety threat as a current condition in the city of Alexandria. It is ordered or requested **(A)** that all divisions, the City Council, and the citizens cooperate to ameliorate these negative effects as stated herein and for such time as the threat continues, and regarding such additional requests for joint action as may from time to time be updated by other announcements and acts; and that all personnel listed herein and supervised hereunder are hereby authorized to undertake any activity allowed by law which is deemed necessary and proper in response to this declaration (including following and relying upon the related action plans, as released); and that all divisions, departments, commissions, boards, agencies and officers of the City are authorized and directed to cooperate in actions the City, other political subdivisions, the State, the offices dealing with public housing, other government, and private stakeholders may need to take in response to the effects of this health and safety crisis.

(B) That all divisions, departments, offices and agencies are ordered to implement and follow any AHAPs or action plans in additional named corridors, as needs and resources are available, to supplement the AHAPs directed at those authorized projects.

**IT IS FURTHER SPECIFICALLY ORDERED:**

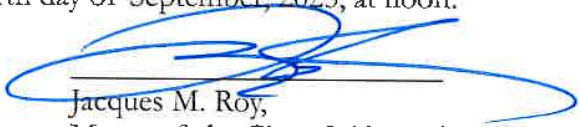
(C) With regard to the AHAPs and related authorized activities, that—

- 1) Executive Order JMR-2025-3 shall be used as policy guidance, including without limitation overruling all Community Development activities inconsistent with this Order but in all cases not authorizing the cessation of current and continuing projects without specific order of the Mayor. Therefore, a report shall issue within 30 days from Community Development listing, in its opinion, which projects, programs, or federal funding (*e.g.* HUD, HOME, or CDBG), or any other such program conflicts in any way with this Order from a priority, policy, or budgetary standpoint.
- 2) Executive Order JMR-2025-3 shall require that all consultancies currently in use are immediately disclosed to the Administration and reviewed for proper Key Performance Indicators (“**KPIs**”), as ordered and directed herein.
- 3) Executive Order JMR-2025-3 shall require that the Administration consult with a qualified expert to make recommendations regarding:
  - (A) Proper KPIs for proposed AHAPS.
  - (B) Altering current land uses and zoning laws to allow for greater density, alternatives, and differing housing types.
  - (C) Reducing minimum lot size requirements in trial areas, with public support, for use of prefabricated, smaller, or modular housing.
  - (D) Encouraging transit-oriented development in trial areas, with public support.
  - (E) Reviewing how Alexandria currently and should be handling targeted financial assistance and incentive programs to help homebuyers overcome financial barriers.

- (F) Considering profession- or industry-specific incentives in support of healthcare, technological, or data jobs.
  - (G) Streamlining approvals; and,
  - (H) Supporting specific funding mechanisms, such as aspects of The U.S. Conference of Mayors endorsed bipartisan “ROAD to Housing Act of 2025,” which aims to increase the housing supply, and
- 4) This Executive Order *shall be reviewable* for compliance in sixty-five (65) days, and any person who is subject to supervision under the Mayor as provided by the Home Rule Charter who fails to comply with this Order shall be subject to discipline; and
  - 5) The Order shall be understood as *a declaration of emergency action* and shall be implemented *with all deliberate speed and status*, and
  - 6) As indicated by previous reports and orders of this office, the Division of Planning *is authorized to solicit and is charged with the responsibility to produce a report written by and through the Division of Planning and other designated parties by the Mayor*, as certified by the office of Community Development, regarding the status of, and obstacles to, completion of the goals in **Executive Order JMR2025-3**.



IN WITNESS WHEREOF, I have set my hand officially and caused to be affixed the seal of the City of Alexandria, at Alexandria, Louisiana, for this Order issued on the 11th day of September, 2025, at noon.

  
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Jacques M. Roy,  
Mayor of the City of Alexandria

Attested to by Clerk/City Attorney of the City of Alexandria

  
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Darin T. Smith

CITY OF ALEXANDRIA  
ADMINISTRATION

**HOMEOWNERSHIP POLICY**  
*Interventional Safe Housing Action Plans*  
**HOMEOWNER ASSISTANCE PROGRAMS, DIRECTIVES (A-B)**

OVERALL POLICY STATEMENT

It is the policy of the City of Alexandria (“COA”) to promote the highest quality of life for Alexandria citizens with regard to safe housing options. The COA office of Community Development is tasked with administering programs and activities related to federal entitlement grants, including Community Development Block Grant (CDBG), HOME Investment Partnership Act, and HOME-ARP (the “funds”). This commitment requires constant assessment and review of the real estate market, our advisory and partnering agreements, our stakeholder relationships, and our internal staff competencies—in order to meet the fast-changing, most current housing challenges in our market area. From time to time, the COA must reassess its priorities and administration of programs to reflect our need to modernize and change with needs or the policy directives of elected leaders. Modern housing programs should reflect navigation of the modern housing terrain, which here is driven by the declared need for increased options and choices to move people into ownership.

The COA requires decisive, targeted, and cooperative actions to increase local housing supply, improve local housing affordability, and increase policy-directed oversight and efficiencies within our office of Community Development. Cooperative actions to increase local housing supply and improve local housing affordability mean innovative solutions may not be focused on previous methods, practices, and grant opportunities of the last twenty (20) years, but more reflective of newer models, involving a particularized call for ownership interventions. While COA housing needs include all forms of housing options and potential, from subsidized apartment rental to market-based homeowner and new purchase assistance (*all*, the “housing interventions”), current policy determinations by leaders shall focus on home ownership (“homeowner assistance programs”).

INTRODUCTION/PHILOSOPHY

It is essential to the maintenance of a democratic society that public business be performed in an open and public manner, and that citizens be advised and aware of the performance of public officials and the deliberations and decisions that go into the making of public policy.

Government business should be open to public scrutiny, while fostering innovation, inclusiveness, and energy. Having made these declarations, the Administration finds that creating more safe housing options and remediation of the current crisis is a public safety and health emergency. The COA recognizes easing the deleterious effects in the fairest way possible of certain unsafe housing conditions shall be at all times subject to La.Const. art. VII, section 14 (or any successor constitutional laws addressing prohibited donations by public entities in which private interests are subsidized by the public).

## PUBLIC PURPOSE AND PROPORTIONALITY

Because safe housing is declared to be a basic human need, formulation of policy to ensure its availability has a general public purpose. Because substandard or unsafe housing creates particularized harms to the health, welfare, and safety of COA citizens, interventions have a specific public purpose.

It is the opinion of the Administration that the expenditure of public resources to avert, mitigate, lessen, or control public health threats to the citizenry as relates to the negative effects of unsafe housing also is a primary public service. As long as only of incidental benefit to the *purely private interests* of the private sector, while of greater or more significant benefit to the public health and safety of citizens, it is the opinion of the Administration that the expenditure of public resources to avert, mitigate, lessen, or control public health threats to the citizenry is an allowed and primary public service specifically authorized by the Home Rule Charter, Sections 1-04, 3-07(2-3), 4-01, and all related ordinances and policies establishing the office of Community Development.

Prior plans issued in reports compiled by RKG, Lose and Associates, and J-Quad demonstrate the objective basis undergirding needs for targeted interventions. Alexandria concluded a high level of attention was necessary to overcome these problems and is vital to the best interest of the region, and thus a matter of public policy by Resolution of Alexandria City Council in February through April of 2009, Resolution Nos. 8561-2009, 8562-2009, and 8594-2009. See ThinkAlex Findings; Juergensmeyer and Roberts, Land Use Planning and Development Regulation Law, Practitioner Treatise Series, Chapter Nine; Leinberger, Christopher B., Turning Around Downtown: Twelve Steps to Revitalization, the Metropolitan Policy Program of the Brookings Institution, March 2005; Woolard, A.I.C.P., Hank, Cultural Restoration Area, City of Destin, Florida (discussions of June 7, 2007); Central Louisiana Regional Industry Cluster Analysis and Recommendations, Final report to Louisiana Economic Development, May 31, 2005; Louisiana Speaks Regional Plan, May 2007; Alexandria Developmental Strategic Plan, McElroy and Associates; City of Alexandria Ruston Foundry Superfund Site, Pilot Project, the Slater-Midboe Group, Moore Planning Group, planning; and Alexandria Urban Master Plan, City of Alexandria, Moore Planning Group, planning; January 1999.

Therefore, COA homeowner assistance programs (“AHAPs”) are authorized and in most cases already an organized function of COA government.

## GENERAL POLICY DIRECTIVES — MOVE TO HOMEOWNERSHIP FOCUS

1. **Policy Realignment:** The EO-JMR-2025-3 AHAPS should reflect a change, *i.e.* a distinct and measurable pivot from traditional subsidized housing models to ownership-centric strategies. And the pivot should address alternative housing options, including modular or prefabricated housing.
2. **Policy Conflicts Created:** The AHAPS created by EO-JMR-2025-3 will in practice and effect conflict with current and anticipated grant funding contracts, amendments, and other documents and matters relative to the U.S. Department of Housing and Urban Development with respect to annual CDBG and HOME funds. This is considered “down the road” policy change, and should not in any manner be construed to stop current

HOME OWNERSHIP POLICIES A-B

legislation, authorization, and obligations to spend existing funds or fail compliance with current requirements causing a loss of compliance or jeopardization of future funding.

3. **Effective Date:** The issuance date of September 11, 2025, of EO-JMR-2025-3, from which its delays and required response times run shall for purposes of policy and compliance be modified herein to the effective date of October 7, 2025, at noon, as to the office of Community Development. This modification allows for consideration of City Council agenda items presented by the office of Community Development set for the regular council meeting of October 7, 2025. All reports required are therefore extended by not less than 30 days. In all other aspects, the Order shall be effective as stated.
4. **Strategic Use of Land and Corridors:** Land use and zoning may be restructured to accommodate interventions reflected in the AHAPS. All agencies are directed by EO-JMR-2025-3 to consider these changes in policy.
5. **New Funding Channels:** The office of Community Development (“**CmDv**”) should track new federal and state funds available for these AHAPS and steer CmDv to those new realities, subject to (1)-(3) above.
6. **Public-Private Partnerships; Limited Local Subsidies:** Interventions may involve private sector collaboration, but only where public *benefit* is predominant while public *contribution* is *not*. Programs that require significant local taxpayer burden will be de-emphasized while those leveraging private or other state and federal resources will be emphasized.
7. **Policy Interference:** CmDv shall neither obstruct nor interfere with this change in policy direction in its public comments, publications, internal actions, internal policy interpretation, nor relation of these changes to federal or state partners until CmDv has worked with stakeholders and the Administration to create a unified message. As is directed by EO-JMR-2025-3, CmDv will be given ample opportunity to weigh in on this policy, including challenges to its full realization.
8. **Policy Determination:** CmDv shall assess the challenges honestly. The directives are designed to force address of potentialities, not demand public actions untied to evidence-based outcomes. The Administration and CmDv are aware of unique issues at home and elsewhere making realization of these goals challenging but certainly meriting full and fair consideration and implementation when appropriate. Home ownership is a mandatory goal and gap to close.

SPECIFIC POLICY STATEMENTS — A

1. **Smaller, Compact, Prefabricated Housing:** Using modular and alternative housing in planned urban developments should be considered versus, but also in conjunction with, relaxing zoning or standards for diversified uses (particularly where such diversification of use faces substantial economic challenges or affects other property values unreasonably). (For many people, an owned home is the only equity asset possessed by the citizen.) Opportunities for smaller, compact, and prefabricated housing exist in multiple areas within the COA and should be explored thoroughly.

HOME OWNERSHIP POLICIES A-B

- a. RFPS, RFQs, and RFIs should issue in conjunction with Executive Order JMR-2025-3 to obtain information and opportunity to partner. Exploratory RFIs provide unique opportunities and should be employed liberally.
  - b. This is an all-assets-across-the-line shift. Community Housing Development Organizations are necessary and at times need a realignment to best-stakeholder practice. If parties are willing to align vision and goals, create the proper governance, and commit to implementation required by CmDv, past CHDO challenges should not foreclose future opportunities assuming compliance and vision alignments.
  - c. CmDv reports need to be updated with accurate information allowing better assessment of the opportunity.
  - d. CAPERs and similar plans need to be reassessed for additional compliance with Executive Order JMR-2025-3.
  - e. Community advisory committees need to be appointed fully and populated with persons sharing the vision contained in Executive Order JMR-2025-3.
  - f. Opportunities for CAPERs and similar plans to detail use of AHAPS (through the funds) to assist developers in building affordable prefabricated or modular housing should be required in the form of a simple, concise, and full report outlining the challenges to such development so those obstacles can be mitigated.
2. **Challenges:** These projects face extreme difficulty securing financing, navigating current local regulations, and overcoming social stigma. Proposed policy should address how CmDv can overcome these specific issues without relying solely on local taxpayers.
  3. CmDv shall provide to the office of the Mayor a list of not less than five (5) national leader firms or individuals possessing the requisite subject matter expertise to advise on Executive Order JMR-2025-3, relative to modular, smaller, and prefabricated housing.
  4. As related to (3)—regarding modular, smaller, and prefabricated housing—CmDv shall provide to the office of the Mayor a list of cities which have had the most success with regard to, and subject to the limiting policies in, Executive Order JMR-2025-3. Careful adherence to non-local subsidy policy should be followed. Cities relying on municipal budget subsidy are presumptively unqualified as exemplars. Over-subsidization creates new challenges and problems for which past experience demonstrates an improper risk for the public.

SPECIFIC POLICY STATEMENTS — B

5. **Adaptive reuse:** Converting existing buildings, such as abandoned office complexes, hotels/motels, factories, or historic buildings (and even schools), into housing is a sustainable practice that minimizes construction waste. This practice is especially valuable for urban areas with aging or underutilized commercial stock.
6. **Challenges:** These adaptive reuse projects face extreme difficulty securing financing and navigating current local regulations. The COA has had a dearth of willing risk-

**HOME OWNERSHIP POLICIES A-B**

takers in the Alexandria market for such projects; and outside willingness only surfaces when the COA minimizes the risk almost entirely for the project. Proposed policy should address how CmDv can overcome these issues. **REIGNITE** is uniquely built for the adaptive reuse model in the designated corridors.

7. CmDv shall provide to the office of the Mayor buildings in Alexandria most adaptable for such reuse.
8. [RESERVED] - **REIGNITE**
9. [RESERVED] - **REIGNITE**
10. [RESERVED] – Commercial Blight

**NEXT STEPS — A-B**

- **Rollout of targeted AHAPs:** Specific programs offering down payment assistance, grants, or low-interest loans for homeownership should be crafted to augment current offerings while focused on prefabricated, smaller, and modular housing options.
- **Create Mapping and Identification** of target corridor information; and create a public listing of target corridor available properties ripe for the specific interventions.
- **Release Requests for Qualifications/Proposals/Information** to engage qualified planning experts.
- **Coordinate** with state and federal housing agencies for resource matching.

This draft shall be policy until edited, modified in scope or superseded by subsequent draft or final, adopted policy.