GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

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Memorandum

TO: District of Columbia Zoning Commission

FROM: Ellen McCarthy. Interim Director
Office of Planning

ZONING COMMISSION
District of Columbia
Case 04-35
Exhibit 11

DATE: March 4, 2005

SUBJECT: Preliminary Report - Zoning Commission Application #04-35 (East of the River Corps Community Center)
Consolidated PUD
2301-2310 Martin Luther King, Jr. Avenue, S.E. (Square 5805, Lots 222-226 and 813)

APPLICATION

The Salvation Army (Applicant) seeks review for a consolidated Planned Unit Development (PUD) to develop a community center. Since the submittal of the application the applicant has acquired a 924 square foot triangular lot that has increased the lot area to 20,206 square feet.

OFFICE OF PLANNING RECOMMENDATION

The Office of Planning (OP) strongly supports the proposed community center to provide a variety of services that will positively affect the physical, social and economic welfare of the residents they will serve. The many opportunities for self-improvement that will be offered will be an asset to the individuals who use the service as well as to the overall community improvement.

OP believes that the proposed consolidated PUD is not inconsistent with the Comprehensive Plan and **recommends that the application be setdown for a public hearing**. However, to accomplish a more detailed review, the applicant should submit the following information:

- A variance application to address the requested increase in non-residential FAR.
- Data that justifies the 65-70% metro rider ship.
- An agreement with Union Temple Baptist Church to share parking spaces.
- A plan showing the location of the Union Temple Baptist Church in relation to the subject property and the probable route that pedestrian will travel between the properties.
- Analysis of the impact on traffic along Morris Road if parents do not use the underground drop-off area and what incentives will be put in place to encourage parents to use the underground drop-off area.
- Details of the proposed roof structures and perimeter fence with dimensions.

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- Stormwater Management Plan and other environmentally sensitive construction practices to be integrated into the building.
- Dimensions on all plans.
- Recreational areas and their dimensions.
- The general hours of operation, the cost to the users, and how will the participants for the training programs chosen.
- First Source Agreement with the District of Columbia Department of Employment Services and a Memorandum of Understanding with the minority Business Opportunity Commission.
- Consider a Construction Management Plan to address construction site management, cleanliness, work hours, traffic and parking, complaint procedures and communications.

DESCRIPTION OF THE SITE AND SURROUNDING AREA

The subject property, 1.25 acres, is a nearly triangular shaped lot bounded by Anacostia Road to the north, Ridge Road to the west and B Street to the south and east (Square 5409, Lots 22-25). The property was formerly developed with the Stoddard Terrace multifamily, public housing apartments that were demolished in 1998 because of its deteriorated state. The property has since remained undeveloped and is largely devoid of vegetation. The lot slopes from a high point at the intersection of B Street and Anacostia Road down towards the intersection of Anacostia Road and Ridge Road.

The subject property is within the Marshall Heights neighborhood. The area surrounding the site is developed with all residential uses consisting of two-story, single family detached homes across Anacostia Road and B Street. Along Ridge Road and a portion of B Street is a mixture of two-and three-story garden apartment buildings that are owned and operated by DCHA. The area is in the R-5-A district. (Attachment 1)

PROPOSAL

The proposed application is to enable the construction of a community center that will provide retail space on the ground floor, job training space, a health and wellness center, a child and family development center, and worship space. The Salvation Army has partnered with the Community Equity Empowerment Partnership (CEEP) to help with the leadership/employment training program that will offer life skills training and the Spiritual Partnership in Realizing Individual Transformation (SPIRIT) to operate the wellness center.

The underground parking garage will have 34 spaces. The applicant states that they believe that there will be a need for additional parking spaces and is in negotiation with Union Temple Baptist Church, located to the north on the site on V Street, SE, to share the use of their parking spaces.

ZONING

The site is currently zoned C-2-A (Community Business District). The C-2-A District are located "in low and medium density residential areas with access to main highways or rapid transit stops, and shall include office employment centers, shopping centers, and medium bulk mixed use centers." Community center are permitted by-right in the C-2-A district. The applicant proposes to construct the facility consistent with the requirements of the C-2-A district but utilizing the PUD review process that allows

flexibility and deviation from some of the requirements in order to facilitate accommodate the community center with the assurance that it will result in a quality development.

The following table is a comparison of the development standards of the C-2-A district, the C-2-A under PUD standards, and the proposed development:

Development Data
Table 1

	C-2-A Standards	C-2-A/PUD Standards	Proposal
Area	N/A	15,000 sq. ft.	20,206 sq. ft.
Height	50 ft.	60 ft.	50 ft.
FAR	2.5/1.5 non-residential	3.0/2.0 non-residential	2.5 non-residential
Lot Occupancy	100%	100%	60.4`%
Rear Yard	15 ft.	15 ft.	15 ft.
Side Yard	None	None.	None.
Parking	Chapel – 13 spaces Retail – 4 spaces Day Care –3 All other uses – 13 spaces Total - 33	Chapel – 13 spaces Retail – 4 spaces Day Care – 3 All other uses – 13 spaces Total - 33	Chapel – 13 spaces Retail – 4 spaces Day Care – 3 All other uses – 13 spaces Total – 34 Additional spaces will be provided offsite
Loading	1 loading platform @ 100 sq. ft. 1 loading berth @ 30 ft deep 1 service delivery area @ 20 ft.	1 loading platform @ 100 sq. ft. 1 loading berth @ 30 ft deep 1 service delivery area @ 20 ft.	1 loading platform @ 200 ft. sq. 1 loading berth @ 33 ft deep 1 service delivery area @ 20 ft.

The Development Data table shows that the applicant meets all the requirements of the C-2-A district except for the FAR and the roof structures setback and enclosure. A full evaluation of the benefits provided by this development will be evaluated prior to the public hearing.

FLEXIBILITY

FAR

Under the PUD guidelines for development in the C-2-A district, a FAR of up to 2.0 is allowed for non-residential uses and up to 3.0 FAR overall. The applicant is proposing a FAR of 2.5 for the proposed non-residential development. Section 2405.5 of the Zoning Regulations allows the Zoning Commission to grant an additional 5% increase in FAR. However, the additional 0.5 FAR is greater than what can be granted by the Zoning Commission. Therefore, OP believes that the increase in non-residential FAR would have to be submitted as a variance request.

The applicant has stated the additional FAR is required to accommodate the combination of programmed uses. After many meetings with residents of the area and community leaders, the Salvation Army believes that the combination of uses and the space dedicated to each use will meet their mission.

Roof Structures

The applicant has requested flexibility from the requirements of Section 411 that roof structures be setback from all exterior walls at a 1:1 ratio. Flexibility will also be required to have more than one enclosure in order to maximize the space in the building and accommodate the running track on the roof. Additionally, the applicant is proposing a six-foot high security fence around the perimeter of the roof.

In order to fully review the roof structures OP is requesting that the applicant provide a roof plan that identifies all the roof structures and their dimensions along with the setback and elevations of the proposed perimeter fence.

Parking

Parking is not an area of where flexibility is required as the applicant is providing the 33 required parking spaces in an underground parking garage. However, the applicant has stated that they believe the community center will require more parking spaces and have entered into an agreement with the Union Temple Baptist Church to use their parking lot. In order to evaluate this arrangement to mitigate the anticipated need for additional parking, OP requests that the applicant provide the following:

- an agreement with Union Temple Baptist Church to provide the parking spaces.
- a plan showing the location of the Union Temple Baptist Church in relation to the location of the subject property and the probable route pedestrians will use between the properties.
- the number of additional parking spaces that will be required.

PUD EVALUATION STANDARDS

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. Section 2400.1 states that a PUD is "designed to encourage high quality developments that provide public benefits." The proposed development will be constructed on a property that is currently undeveloped and is currently an eyesore in the community from others dumping trash and others loitering on the property. The proposed development will help to revitalize this portion of the community along Martin Luther King, Jr. Avenue and provide a buffer to the residential uses to the east. In order to maximize the use of the site consistent with the zoning regulations and be compatible to the surrounding community, the applicant is requesting that the proposal be reviewed as a consolidated PUD. This will allow the utilization of the flexibility stated in Section 2400.2.

> *The overall goal is to permit flexibility of development ands other incentives, such as increased building height and density; provided, that the project offers a commendable number of quality public benefits and that it protects and advances the public health, safety, welfare, and convenience."*

The main area of flexibility requested by the applicant is an increase of 0.5 FAR over that permitted. The wellness center, after school programs, and job training programs within the proposed community center are all directed towards improving the health, safety, and welfare of residents. The community center is conveniently located because of its proximity to the Anacostia Metro Station and the many bus routes that travel and stop directly in front of the building.

Section 2403 further outlines the standards under which the application is evaluated.

> *2403.3 The impact of the project on the surrounding area and the operation of city services and facilities shall not be found to be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project.*

The greater Anacostia area is beginning to experience revitalization with the many new residential developments and to a lesser extent commercial development. Ward 8 has the largest unemployment rate in the City that is largely as a result of low educational achievement. The proposed job training programs will give businesses the confidence that there will be a supply of employee when they bring their businesses to the area. The programs offered are not only aimed at improving the finances of the residents but also provides opportunities for improving the "whole" person through the wellness and family development center.

The development of the site will contribute to the improvement of the area and will encourage other business to locate in this area and together will have a positive impact on the revitalization of the area. In addition, the building's signature architecture and style will set a standard to be followed by other developments in the area.

City services such as water and sewer are currently available on the perimeter of the site and the proposed development will be able to connect to them and will not be burdened by the proposed development. Regarding stormwater management, OP request that the applicant provide a stormwater management plan that should utilize an environmentally sensitive system.

OP has some concerns regarding the impact of the development on the surrounding community during the construction period. Martin Luther King, Jr. Avenue is a main thoroughfare through the community. Morris Road is heavily traveled, and there may be the necessity to close portions of these streets and their adjacent walkway during construction. This could have a negative impact of traffic movements in the area. In addition, there may be impacts to the adjacent residences. OP recommends that the applicant consider working with the community to prepare a Construction Management Plan that will address issues such as construction site management, cleanliness, work hours, traffic and parking, complaint procedures and communications.

PUBLIC BENEFITS AND AMENITIES

The programs offered by the community center are important assets that complement residential uses and will serve some of the needs of existing and future resident of the Anacostia area. The daycare center is a significant benefit because it allows parent who are not able to afford or obtain daycare to leave their children in a nurturing and safe environment and go to work or enroll in the job-training program. The daycare facility will also help those persons who make use of the wellness center. Services provided by the community center will address both the financial and social needs of it users. An incentive for residents to use the facility will be the fact that the cost will be minimal. The facility, and in particular the chapel area will be available for the community to use for its functions such as plays, concerts, or other appropriate functions. The location of the building close to the Anacostia Metro Station and the fact that it is served by a number of bus routes will encourage residents to use the building.

OP believes that the community benefits that this project will generate compensates for the additional FAR that is requested and the ability to utilize the roof area for other activities.

2403.9 Public benefits and project amenities of the proposed PUD may be exhibited and documented in any of the following or additional categories:

(a) Urban design, architecture, landscaping, or creation or preservation of open spaces;
(b) Site planning, and efficient and economical land utilization;
(c) Effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts;
(d) Employment and training opportunities;
(f) Housing and affordable housing;
(h) Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;
(i) Uses of special value to the neighborhood or the District of Columbia as a whole;

The proposed building will have a distinctive architecture and design that will create a signature building along Martin Luther King, Jr. Avenue and will help to promote the revitalization and improvement of the area. The development of the site will take an underutilized lot and put it to a productive use that will have a direct and positive effect on the lives of the residents of the community. The building has been set back along Martin Luther King, Jr. Avenue and Morris Road to give pedestrians additional walkway area.

The pedestrian access into the building is from both Martin Luther King, Jr. Avenue and Morris Road. The daycare center has direct access from Morris Road. The applicant has provided a sidewalk and a pull-off area along Morris Road to enter the parking garage and the drop-off area for the daycare center. OP has some concerns that parents may stop to drop off children along the pull-off area and this could lead to cars backing up along Morris Road. Parents dropping off children in this area is more likely to happen if the time taken to exit the drop-off area is lengthened because of traffic along Morris Road.

Morris Road is a narrow, two-way roadway, and is heavily traveled by both cars and buses. OP has requested that the applicant find way to discourage parents dropping of children along Morris Road. The applicant should continue to negotiate with the District Department of Transportation (DDOT) to get the alley improved which may help with traffic leaving the garage and encourage parents to use underground drop-off area. OP will continue to work with the applicant and DDOT to resolve this problem.

The community center will provide a number of employment and job training opportunities to residents and the applicant has partnered with an established non-profit organization, CEEP, to provide this service. It is envisioned that training will include entry level to management positions.

Due to the placement of the running track on the roof and the need to have activities on the roof, the applicant is unable to provide a green roof. However, OP encourages the applicant to explore the

possibility of utilizing construction practices for a "green building" to make operation of the building more efficient and stormwater management facilities that will minimize run-off from the site.

The applicant has not indicated if they will participate in a First Source Agreement with the District of Columbia Department of Employment Services and a Memorandum of Understanding with the Minority Business Opportunity Commission. OP recommends that the applicant pursue both and that the agreements be signed prior to the public hearing

COMPREHENSIVE PLAN AND PUBLIC POLICIES

The Generalized Land Use Map (Attachment 2) recommends the subject site for moderate density residential with row houses and garden apartments as the predominant uses. Section 2403.4 of the Zoning Regulations requires that the application is "not inconsistent with the Comprehensive Plan and with other adopted public policies and active programs related to the subject site." The property is zoned for commercial use but the majority of the uses proposed are not commercial and complement residential uses. The Comprehensive Plan states that access to cultural and educational facilities are necessary ingredients of neighborhood vitality (Section 1100.2(a)). The proposed facility will be an important part of the surrounding community and is efficient located because the services complement each other and residents can receive "one-stop" service.

The PUD is also consistent with other sections of the Comprehensive Plan including the following Major Themes of the Plan:

- Section 102 - Stabilizing and Improving District Neighborhoods,
- Section 103 – Increasing the Quantity and Quality of Employment Opportunities in the District
- Section 107 – Preserving and Ensuring Community Input
- Section 109 – Reaffirming and Strengthening the District's Role as the Economic Hub of the National Capital Region
- Section 111 – Providing for Diversity and Overall Social Responsibilities

The Economic Development Element of the Comprehensive Plan, outlines policies in support of Improving Labor Force Job Skills Levels and Employment Opportunities.

> *207.1 The improving labor force job skills levels and employment opportunities objective is to expand occupational skills and job opportunities for District residents, particularly the unemployed, the underemployed, the economically disadvantaged, and youth preparing to enter the labor force in the coming years.*

Policies to support the goal is to:

> *207.2(b) Seek maximum involvement of the private sector in setting policy and giving support to training and job placement programs;*

The proposal will facilitate the endeavors of a private, non-profit organization to provide much-needed job-training programs and other services to residents of the neighborhood as well as the entire District.

The community center will provide life skills training that will increase opportunities for employment. The site location, close to the Anacostia metro station, is ideal as it makes the facility easily accessible to public transit.

The Urban Design Element of the Comprehensive Plan, outlines policies in support of Areas in Need of New and Improved Character.

712.1 The areas in need of new and improved character objective is to encourage new development or renovation and rehabilitation of older structures in areas with vacant or underused land or buildings to secure a strong, positive physical identity.

712.2 The policies established in support of the areas in need of new and improved character objective are as follows:

(a) Encourage well-designed developments in areas that are vacant, underused, or deteriorated. These developments should have strong physical identities;

(b) Encourage in-fill development of attractive design quality in deteriorated areas to stabilize the physical fabric and to encourage renovation and redevelopment;

The subject property is currently vacant and does not contribute to a positive experience along Martin Luther King, Jr. Avenue. The proposed development will have a strong physical identity and will set a standard for the redevelopment of other properties along this portion of Martin Luther King, Jr. Avenue.

Specifically, the application is consistent with the Ward 8 Plan:

Section 1905.1 outlines objectives for Economic Development that include:

(b) Increase labor force job skill levels and expand job opportunities for ward residents, particularly the unemployed, the underemployed and youth preparing to enter the labor force;

Section 1920.1 outlines objectives for Urban Design that include:

(a) Maintain and enhance the physical integrity and character of the District as the National Capital, including Ward 8;

(b) Preserve and enhance the distinguishable physical qualities of Ward 8 neighborhoods;

(g) Encourage new development in areas with vacant or underused land to secure a strong, positive physical identity;

Section 1927.1 outlines actions in support of Human Services that include:

(b) Improve the availability of child care provided by child care facilities in Ward 8:

The proposed development will provide childcare facility for fifty children.

Section 1929.1 outlines objectives for Land Use/Zoning that include:

(b Promote healthy and secure residential and nonresidential environments through selective renewal, rehabilitation and neighborhood revitalization programs;
(c) Increase employment and economic development opportunities and improve the physical condition of the ward through the provision of functional, efficient and attractive commercial, residential, industrial and open space environments;
(e) Minimize existing and potential conflicts between residential uses and nonresidential uses;
(f) Locate more intensive land uses in areas of the ward which, by virtue of existing or planned infrastructure, can accommodate and support these uses;
(h) Increase the supply of child care facilities in residential and commercial areas within the ward; and

The proposed development will meet the above objectives as the development will visually improve the area, provide opportunities for job training employment at various levels, and provide opportunities for social improvement. The property is located where existing City infrastructure is already in place and is easily accessible.

AGENCY REFERRALS AND COMMENTS

If this application is set down for a public hearing, it will be referred to the following District government agencies for review and comment:

1. Department of Transportation
2. Metropolitan Police Department
3. Fire and Emergency Medical Services Department
4. Department of Public Works, Tree and Landscape Division.

COMMUNITY COMMENTS

The applicant has had preliminary discussions with ANC-8A and other community organizations and they are generally in support of the community center.

RECOMMENDATION

OP strongly supports the provision of the proposed community center whose programs are geared towards low to moderate-income residents. OP believes that the proposed PUD is not inconsistent with the elements of the Comprehensive Plan and recommends that the application for a consolidated PUD be set down for public hearing.

OP **recommends that the application be setdown for a public hearing.** OP will continue to work with the applicant towards more a detailed review prior to the public hearing. However, to accomplish a more detailed review, the applicant should submit the following information:

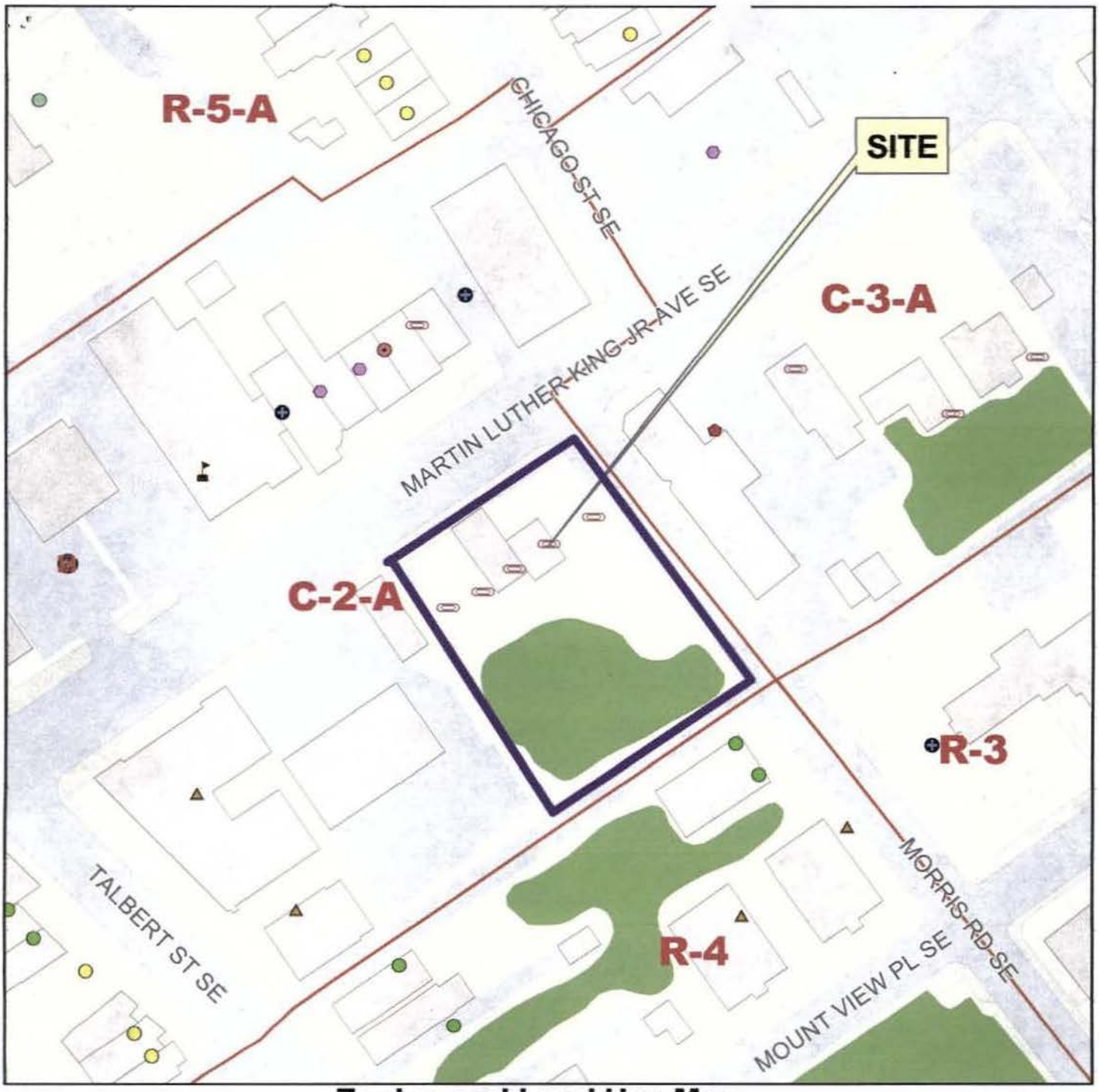
- A variance application to address the requested increase in non-residential FAR.
- Data that justifies the 65-70% metro rider ship.
- An agreement with Union Temple Baptist Church to share parking spaces.
- A plan showing the location of the Union Temple Baptist Church in relation to the subject property and the probable route that pedestrian will travel between the properties.

- Analysis of the impact on traffic along Morris Road if parents do not use the underground drop-off area and what incentives will be put in place to encourage parents to use the underground drop-off area.
- Details of the proposed roof structures and perimeter fence with dimensions.
- Stormwater Management Plan and other environmentally sensitive construction practices to be integrated into the building.
- Dimensions on all plans.
- Recreational areas and their dimensions.
- The general hours of operation, the cost to the users, and how will the participants for the training programs are chosen.
- First Source Agreement with the District of Columbia Department of Employment Services and a Memorandum of Understanding with the minority Business Opportunity Commission.
- Consider a Construction Management Plan to address construction site management, cleanliness, work hours, traffic and parking, complaint procedures and communications.

ATTACHMENTS:

1. Land Use/Zoning Map
2. Comprehensive Plan Map

EM/mbr AICP.



Zoning and Land Use Map
ZC #04-35
2302-2310 Martin Luther King, Jr. Avenue, SE



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Feet

0 50 100

Land Use Legend

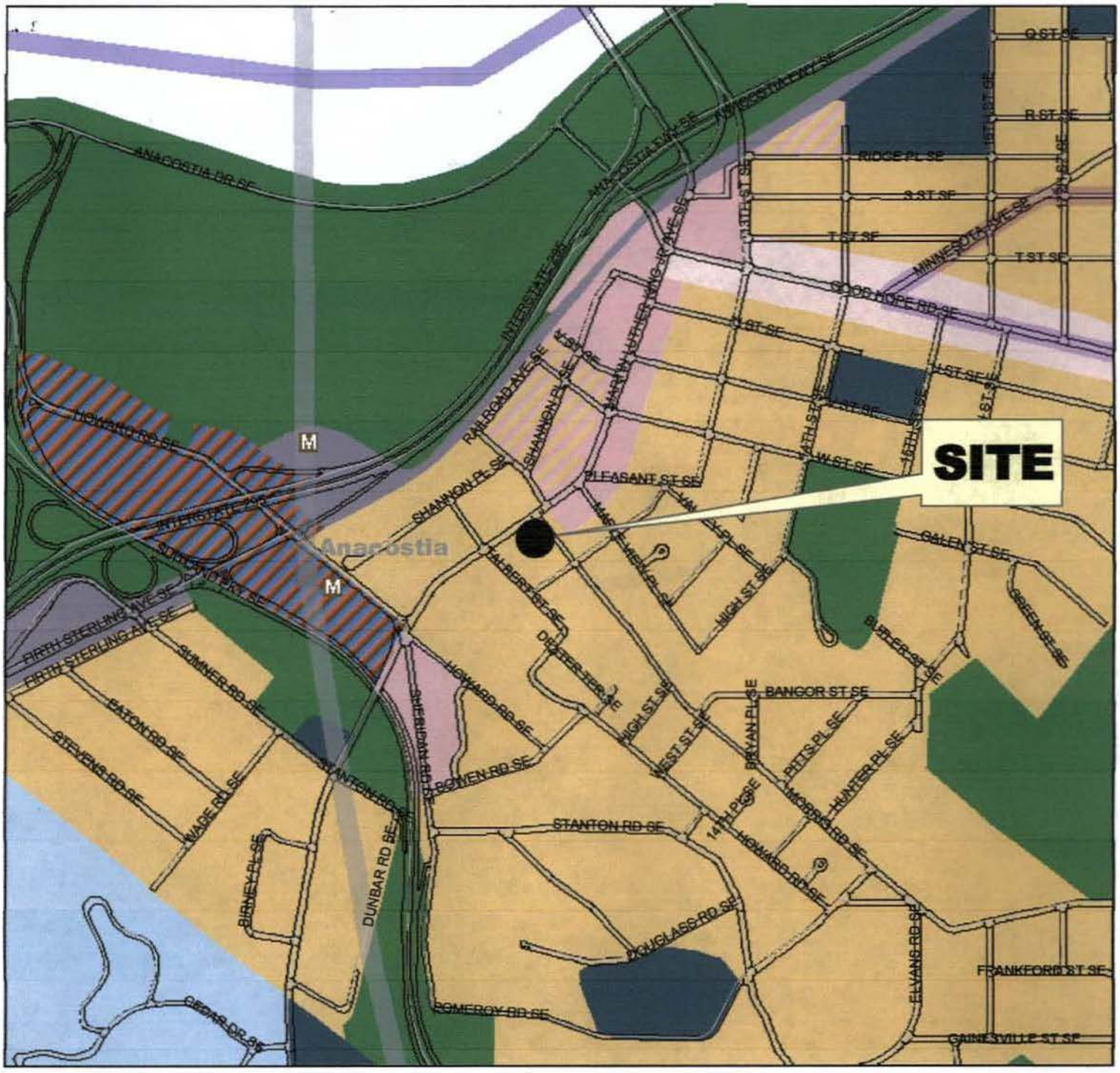
- Non-conforming SF Use
- Rowhouse
- Single-Family Detached
- Single-Family Semi-Detached
- Resid. Garage
- Resid. Mixed Use
- Multi-family
- Multi-Resid. Garage
- Hotel - Small
- Hotel - Large
- Club
- Resid. Transient
- Store
- Restaurant
- Office
- Vehicle Service Station
- Parking - Special Purpose
- Warehouse
- Religious
- Educational
- Embassy or Chancery
- Museum, Library, Gallery
- Recreational
- Health Care Facility
- Memorial
- Special Purpose
- Vacant

Government of the District of Columbia
Anthony A. Williams, Mayor

Office of Planning ~ January 10, 2005

This map was created for planning purposes from a variety of sources. It is neither a survey nor a legal document. Information provided by other agencies should be verified with them where appropriate.

Attachment 1



Comprehensive Plan Map
Zoning Commission 04-35
2302-2310 Martin Luther King, Jr. Avenue, SE

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★ ★ ★ **Government of the District of Columbia**
Anthony A. Williams, Mayor

Office of Planning ~ January 10, 2005

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Generalized Land Use Key

- Residential Low Density
- Residential Moderate Density
- Residential Medium Density
- Residential High Density
- Water
- Commercial Low Density
- Commercial Moderate Density
- Commercial Medium Density
- Commercial Med.-high Density
- Commercial High Density
- Federal
- Institutional
- Local Public
- Parks, Recreation and Open Space
- Production and Technical Employment

Attachment 2