GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

Memorandum

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TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director
Office of Planning

ZONING COMMISSION
District of Columbia
CASE NO. 04-37
EXHIBIT NO. 14

DATE: January 3, 2005

SUBJECT: Preliminary Report - Zoning Commission Application #04-37 (Eastgate Senior Residences)
Zoning Map Amendment and Consolidated PUD
B Street, S.E. (Square 5409, Lots 22-25)

APPLICATION

The District of Columbia Housing Authority (DCHA) in partnership with A&R Development and The Henson Development Company (Applicant) seek approval for a consolidated Planned Unit Development (PUD) and related map amendment for the development of an apartment building that will be affordable to low to moderate income seniors. The related map amendment requests that the property be rezoned from the R-5-A District to the R-5-B District to accommodate the proposed development.

OFFICE OF PLANNING RECOMMENDATION

The Office of Planning (OP) strongly supports the provision of housing specifically geared towards low to moderate income, elderly residents and particularly in Ward 7, which has the largest elderly population in the city. In addition, this development will enable DCHA to better allocate its housing resources to the residents they serve.

OP believes that the proposed consolidated PUD and related map amendment is not inconsistent with the requirements of the Comprehensive Plan. The proposed rezoning promotes a sound land use pattern in the area and therefore, OP recommends that the application be setdown. Additionally, OP strongly recommends that the applicant pursue a First Source Agreement with the District of Columbia Department of Employment Services and a Memorandum of Understanding with the minority Business Opportunity Commission prior to the public hearing.

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

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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 an apartment building with one hundred (100), one-bedroom units to house low to moderate income seniors who are competent to live independently. In conjunction with the residences, the building will include supportive services such as a wellness canter, a fitness facility, a multipurpose room, a game room, a grandparents' room, an activity room, a resident service room, a security room, a conference room, and laundry facilities on each floor.

Many of the seniors who will live in the new building are currently residing in other DCHA housing facilities, some of which are being underutilized. The proposed building will allow these seniors to be located within a building that satisfies their housing needs as well as provides other social and medical services. The applicant has stated that when the seniors move into the new building at least sixty-five units will be made available. This will allow the currently underutilized facilities to be given to other residents who need additional space.

The apartments will be contained within a 3-story "U" shaped building. Due to the topography of the site, the building will show as 3-stories on the front of the building along B Street but show as 4-stories at the rear of the building along Anacostia Road because the basement level will be visible. The front of the building will be along B Street and the two ends of the "U" will front on Anacostia Road. Separating the building along Anacostia Road into two portions will help to minimize the bulk of the building as seen from the single-family residences across Anacostia Road. The area within the "U" will be a private, landscaped courtyard that will be enclosed with a decorative, wrought iron fence to prevent direct access from Anacostia Road.

The parking area to serve the building is provided on the west side of the building. A small pocket park at the intersection of Anacostia Road and B Street helps to buffer and screen the parking lot.

PROPOSED ZONING

The site is currently zoned R-5-A and the applicant is requesting a PUD and related map amendment to the R-5-B district. The R-5 districts are "designed to permit flexibility of design by permitting in single district . . . all types of urban residential development if they conform to the height, density, and area requirements established for these districts . . ." The R-5-A district allows a low height and density while the R-5-B district permits moderate height and density.

The proposed R-5-B District permits flexibility of design and all types of urban residential developments at a moderate height and density. The applicant is requesting a rezoning to the R-5-B zone with a PUD to accommodate a multi-dwelling use on the site in keeping with the majority of the surrounding residential buildings. The following table is a comparison of the development standards of the R-5-A district, the R-5-B district, and the proposed development:

Development Data

Table 1

	R-5-A Standards	R-5-B/PUD Standards	Proposal
Area	N/A	43,560 sq. ft.	54,438 sq. ft.
Height	40-ft./3 stories	60 ft.	47.75 ft.
FAR	0.9	3.0	1.59
Lot Occupancy	40%	60%	42%
Rear Yard	20 ft.	4"/foot of vertical distance from the mean at the middle of the rear of the structure to the highest point of the main roof or parapet wall, but not less than 15 ft.	18.33 ft.
Side Yard	3 ins. wide per foot of height, but not less than 8 ft. wide	None. If provided, it must be at least 3 ins. wide per foot of height, but not less than 8 ft. wide	13.75 ft.
Parking	1 space per 6 dwelling unit or 17 spaces	1 space per 6 dwelling unit or 17 spaces	19 spaces
Loading	1 loading platform @ 200 ft. deep 1 loading berth @ 55 ft deep 1 service delivery area @ 20 ft.	1 loading platform @ 200 ft. deep 1 loading berth @ 55 ft deep 1 service delivery area @ 20 ft.	1 loading platform @ 200 ft. deep 1 loading berth @ 33 ft deep 1 service delivery area @ 20 ft.

The R-5-B District on the property will allow the development to be at a scale that does not negatively impact the existing residences and is consistent with the intensity of the adjacent neighborhood. The proposed PUD coupled with the accompanying map amendment is intended to facilitate a site-specific project and the assurance of a quality development.

FLEXIBILITY

The applicant is seeking flexibility from the required 55-feet deep loading berth. The applicant is instead proposing to provide a 33-feet deep loading berth. The applicant has stated that the loading berth will be used heavily during the initial occupancy but its use will greatly diminish thereafter. Further, they envision that most of the residents will use smaller trucks that can be accommodated in a 33-feet berth and having a larger facility is not justified.

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 but formerly developed with apartment buildings owned by DCHA. Those apartments were demolished because of their dilapidated state. The proposed new building will be less dense and will address the housing needs as well as the physical and mental health of the new residents. 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."*

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 apartments that were formerly on the site were demolished because they were in a state of disrepair and not fit for habitation. The surrounding area is undergoing revitalization that includes the property across Anacostia Road that was recently developed with single-family detached homes. The proposed redevelopment of the site will encourage and foster further revitalization of the area.

The seniors that will be relocated to the proposed new housing are currently located in other DCHA units. Some of these units are underutilized as they contain more space than the senior residents need. In addition, sometimes seniors have to travel to other locations to receive social and physical health services or may require service providers to travel to different locations to provide service. By relocating seniors to the proposed building, DCHA will be able to appropriately allocate its housing resources and accommodate families in housing that meet their needs. The seniors will also have services provided on-site that will result in a reduction in the time dedicated to travel by both the seniors and service providers.

City services such as water, sewer, and stormwater management are currently available in the area for the proposed development to connect to and will not be burdened by the increase in residents that the change in zoning affords.

> *2403.4 The Commission shall find that the proposed PUD is not inconsistent with the Comprehensive Plan and with other adopted public policies and active programs related to the subject site.*

See the ***Comprehensive Plan and Other Policies*** section of this report.

2403.5 In the context of the Comprehensive Plan, the Commission shall also evaluate the specific public benefits and project amenities of the proposed development, which features may in some instances overlap.

2403.6 Public benefits are superior features of a proposed PUD that benefit the surrounding neighborhood or the public in general to a significantly greater extent than would likely result from development of the site under the matter-of-right provisions of this title.

2403.7 A project amenity is one type of public benefit, specifically a functional or aesthetic feature of the proposed development that adds to the attractiveness, convenience, or comfort of the project for occupants and immediate neighbors.

2403.8 In deciding a PUD application, the Commission shall judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case.

The proposed development is consistent with the requirements of the R-5-B district and the applicant is not requesting any flexibility beyond the loading berth. The change in zoning requested will allow a slight increase in height and density that will enable the applicant to achieve economies of scale and at the same time be compatible to the surrounding development. The proposed development will replace substandard buildings that were demolished and the proposed new building will benefit the neighborhood in its revitalization. The development will provide housing for a portion of the District's population that is underserved and will allow DCHA to better distribute and utilize its resources appropriately as many senior residents currently live in facilities that are underutilized. Therefore, the proposed development will serve the elderly residents as well as allowing other families to obtain residences that match their needs.

Many of the day-to-day needs of the seniors will be provided on-site and therefore traffic to and from the property will be minimal. The applicant anticipates that vehicles coming to the site to serve the residents will arrive after the morning rush hour and leave before the evening rush hour when a majority of the other residents of the community are commuting to and from work. Therefore, the traffic impact on the community will likely be less than would be expected if the property were developed with apartments for the general population.

The building will be enhanced by the extensive landscaping around the building including the landscaped garden and pocket park. The design and placement of the building on the site together with the open space and landscaping will help to minimize the bulk of the building. The open space and gardens will also be an attractive asset to the community.

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 Landscape Plan shows that there will be adequate landscaping around the building particularly within the inner court area and the pocket park. The design of the building using a mixture of brick and siding will be compatible to the surrounding apartments and single-family residences. The shape of the building helps to minimize its massing and is located on the site so as to provide adequate open space around the building.

The drop-off area in front of the building is separated from traffic by a semi-circular driveway. It is not envisioned that traffic to and from the property will have a negative effect on traffic movements on the surrounding roadways. The building will provide loading facilities and garbage pick-up on-site and therefore will not impede traffic on the adjacent roads.

The proposed development is specifically for low to moderate income seniors that is an underserved segment of the Districts population. The proposed housing will contribute to DCHA's goal of improving services to the low-moderate-income seniors and also contribute to the appropriate distribution of its residential resources.

The applicant has committed to pursuing Leadership in Energy and Environmental Design (LEED) certification for the building and surrounding lot to be environmentally sensitive and be a project benefit. The applicant is exploring 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 Office of Planning has requested that the applicant provide additional details and commitments prior to the public hearing.

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

2403.11 To assist the Commission in applying the evaluation standards of this section, the applicant shall prepare and submit to the record of the case an annotated table that shows:

(a) The extent to which the proposed development would comply with the standards and requirements that would apply to a matter-of-right development under the zone district classification of the site at the time the application is filed;
(b) *The specific relief that the applicant requests from the matter-of-right standards and requirements/;*

See the Development Data table in the **ZONING** section of this report.

2403.12 The annotated table required by §2403.11 shall also show how the public benefits offered are superior in quality and quantity to typical development of the type proposed and the duration of the operational or grant programs.

The Development Data table shows that the applicant meets all the requirements of the R-5-B district except for the loading berth. A full evaluation of the benefits provided by this development will be evaluated prior to the public hearing. However, some of the benefits include the provision of low to moderate income elderly housing, landscaping and open space around the building, and an environmentally sensitive building.

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 proposed multi-unit housing and the R-5-B district are not inconsistent with the Comprehensive Plan Map. The project is consistent with the major themes of the Comprehensive Plan.

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 106 - Respecting and Improving the Physical Character of the District,
- Section 107 – Preserving and Ensuring Community Input
- Section 111 – Providing for Diversity and Overall Social Responsibilities

The application is consistent with Chapter 3, Housing Element, of the Comprehensive Plan including the objectives for Low- and Moderate-Income Housing, Section 303.1

"(a) To provide for the housing needs of low- and moderate-income residents;
(b) To improve the District's low-rent housing program;
(a) To create and maintain moderate-cost housing environments that enhance the quality of life for their residents;

(d) To provide opportunities for residents of District-owned and District-assisted housing to achieve self sufficiency and upward mobility;
(f) To reduce the overall cost of housing among low- and moderate-income households."

The application is also consistent with the objectives for Housing for the Elderly that are to "to provide for the housing needs of elderly households and to reduce the overall cost of housing among elderly households." Policies to support these objectives are as follows in Section 304.2:

"(a) Establish as a matter of major governmental priority the production of housing for elderly households;
(b) Expedite public programs to stimulate private-sector construction and rehabilitation of housing for the elderly, and continue comprehensive efforts to modernize and upgrade District-owned housing for the elderly projects;
(c) Provide zoning incentives to developers prepared to build elderly housing, such as permitting additional densities in exchange for incorporating elderly housing in development projects, and give zoning preferences to mixed-use sites which include housing near appropriate Metrorail stations; and
(d) Continue to rehabilitate and improve the District's publicly owned housing for the elderly units."

Specifically, the application is consistent with the Ward 7 Plan:

Section 1808.1(a) outlines objectives for Housing that includes:

"(b) Stimulate the production of new and rehabilitated housing to meet all levels of need and to provide incentives for all types of housing at desired locations;

(g) Provide for the housing needs of the elderly and to reduce their overall housing costs;"

Policies and actions in support of these Housing objectives are outlined in Section 1809.1(g)

"(g) Provide a wider range of housing opportunities for the elderly:
(1) The production of housing of various types for elderly individuals and households should be a major priority of the District government. Particular emphasis should be given to low cost affordable housing for the elderly in Ward 7; and

(2) Recommended actions:
(A) Expand housing opportunities for the elderly by using existing and new programs and activities, including Community Development Block Grants, zoning and other processes;
(B) Increase the number of housing units for the elderly in Ward 7;"

The District government is committed to providing a wide range of housing types to it residents and the proposed housing for elderly residents will help to fill the gap for this type of housing in Ward 7. Recent housing developments have emphasized housing for other segments of the population but have not catered to the specific needs of the elderly. The proposed development will be consistent with the objectives and policies of the Comprehensive Plan and the Ward 7 Plan as the housing will specifically be for elderly, low to moderate income residents. The proposed PUD and related map amendment for the site will enable DCHA to maximize the number of residents that can be accommodated in the development and at the same time be compatible with the surrounding community.

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-7A and the Marshall Heights Development Cooperation.

RECOMMENDATION

OP strongly supports the provision of housing specifically geared towards low to moderate income, elderly residents. This development will enable DCHA to better allocate it housing resources to the residents they serve. OP believes that the proposed PUD is not inconsistent with the elements of the Comprehensive Plan and recommends that the application for map amendment and consolidated PUD be set down for public hearing. OP strongly recommends that the applicant pursue a First Source Agreement with the District of Columbia Department of Employment Services and a Memorandum of Understanding with the minority Business Opportunity Commission prior to the public hearing. OP will continue to work with the applicant towards more a detailed review prior to the public hearing.

ATTACHMENTS:

1. Aerial/Zoning Map
2. Comprehensive Plan Map

AA/mbr AICP



OPID0004

N

Feet

0 100 200 300

District of Columbia Housing Authority
Site Location
ZC 04-37
B Street, SE

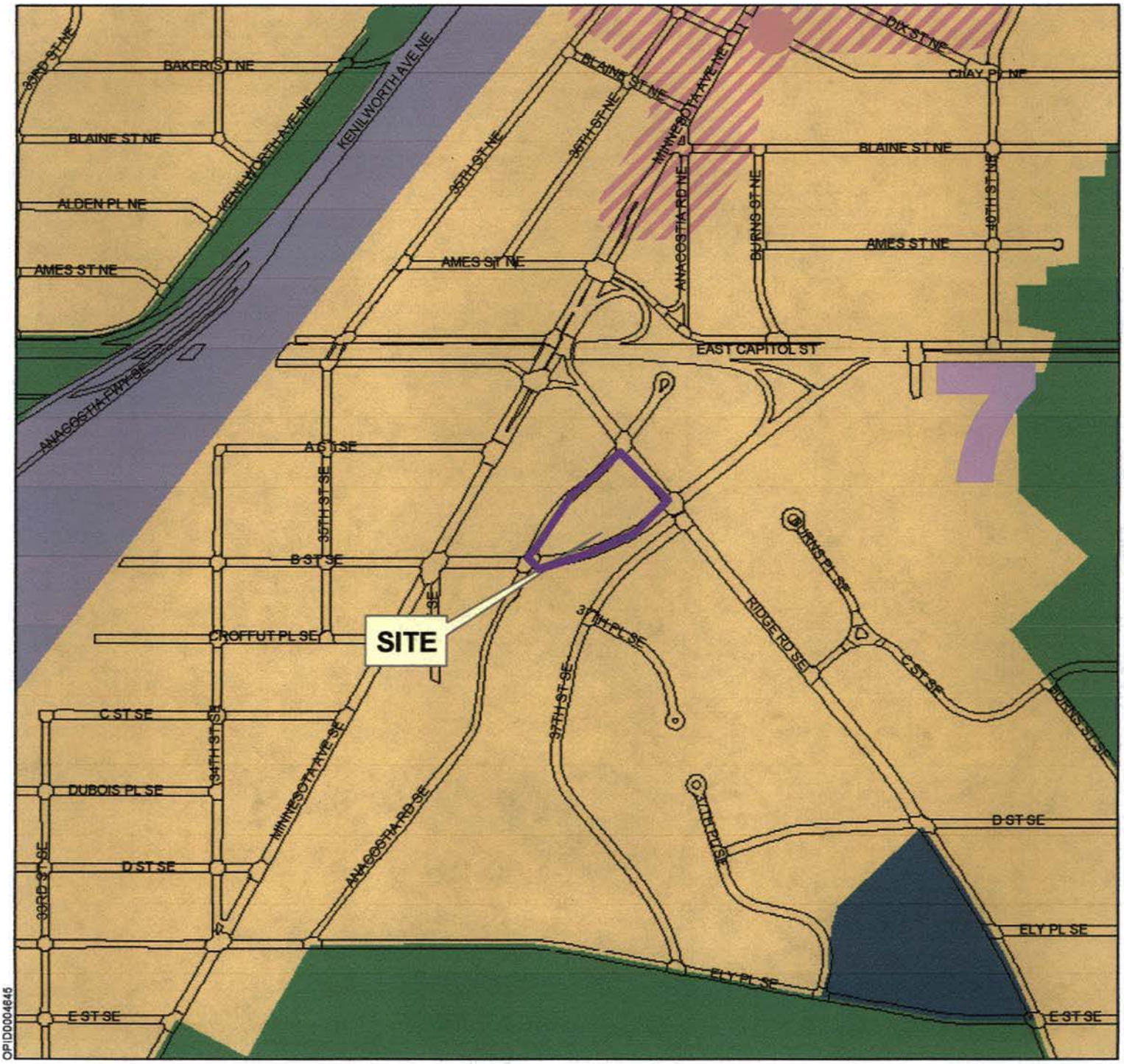


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District of Columbia
Anthony A. Williams, Mayor

Office of Planning ~ Decenber 16, 2004

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.

Attachement 1



Comprehensive Plan Map
Eastgate Senior Housing
Zoning Commission Case 04-37

N

Feet

0 400 800

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Anthony A. Williams, Mayor

Office of Planning ~ December 16, 2004

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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