GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

D.C. OFFICE OF ZONING
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Memorandum

TO: District of Columbia Zoning Commission

FROM: JLS for
Ellen McCarthy, Interim Director
Office of Planning

DATE: May 13, 2005

SUBJECT: Final 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 of 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 proposed development will replace substandard buildings that were demolished and the proposed new building, which 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 underutilized facilities that are.

The development will be an asset to the new residents because of the many on-site services that will be provided. The park-like settings of the open space around the building and the integration of historical and cultural images on the building and in the open space areas will enhance the building as well as the general community. OP believes that the proposal is consistent with the elements of the Comprehensive Plan and recommends that the application for a consolidated PUD and related map amendment be **approved**.

ZONING COMMISSION
District of Columbia
CASE NO. 04-37
EXHIBIT NO. 25

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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 their 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 and the surrounding area is developed with 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. Many of the seniors who will reside in the new building are currently residing in other DCHA housing within the area and these units will allow them to be located in units that satisfies their housing needs. In conjunction with the residences, the building will include supportive services such as a wellness center, 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.

The apartments will be contained in a three-story "U" shaped building. The front of the building will be along B Street and the ends of the "U" will front on Anacostia Road. Due to the topography of the site, the building will appear as three stories on the front of the building along B Street but show as four stories at the rear of the building along Anacostia Road because the basement level will be visible. Separating the building along Anacostia Road into two portions minimizes 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.

On the west side of the building are the parking and loading areas oriented vertically to lessen their visual impact from the adjacent streets. A small pocket park at the intersection of Anacostia Road and B Street helps to buffer and screen the parking lot.

ZONING COMMISSION CONCERNS

The proposed development was presented to the Zoning Commission at its January 13, 2005 public meeting. At that time, the Zoning Commission expressed concerns that the building only had one-bedroom units and could not accommodate residents who may have other family residents residing with them. Secondly, the Commission was concerned with visual impact of individual air conditioning units that are visible on the façade of the building.

One-Bedroom Units

DHCD is currently in the process of evaluating its inventory of housing units to minimize their underutilization and make sure that units assigned to families meet their needs. DHCD estimates that there are over two hundred seniors living alone in two- to five-bedroom units throughout the City. Additionally, as of January 3, 2005 there were approximately 9,800 seniors awaiting placement into one-bedroom units. The proposed building is planned to address the needs of those seniors who do not have family members residing with them. The additional facilities and services proposed within the building will be appropriate for senior residents only. Therefore, this building with all one-bedroom units will satisfy the needs of the targeted residents. Seniors with other responsibilities will be housed in other buildings that cater to family housing with the appropriate number of bedrooms.

Air Conditioning Units

The applicant proposes that Packaged Terminal Air Conditioning Unit (PTAC) or individual air conditioning units be provided in each unit instead of a centralized heating/cooling system. The applicant submits that the decision to use individual units is based on a number of reasons. First, there is the issue of cost. Due to the desire to keep the cost of the building and maintenance at a specified level the decision to utilize individual units was chosen because the cost of a centralized system would add approximately $565,000 over the cost of the PTAC units. Additionally, to install a centralized system with a central plant would require significant design changes such as:

- Placing mechanical equipment on the roof requires piping to each unit.
- Large mechanical rooms would reduce floor space.
- Mechanical closets in each unit would be required.
- Noise from mechanical equipment if they are placed on the ground would require extensive buffering.
- Loss of open space if the units were to be placed on the ground.

In addition, a system that allows complete tenant HVAC control of their climate is expensive and requires more experienced personnel for maintenance. Other advantages of the PTAC units are that they are easy to replace and have a useful life of eight to ten years.

PTAC units are available in various shapes and the applicant proposes to minimize their visibility by placing them horizontally beneath or above windows instead of vertically away from the windows. Further, they will be painted to match the color of the building and blend into the background so as not to make them pronounced fixtures on the façade of the building.

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 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.

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.

FLEXIBILITY

The above Development Data Table meets the requirement of Sections 2403.11. 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 residences. The topography of the site and the siting of the building minimizes the small difference in height between the proposed building and the surrounding structures. The new building will not cast shadows on adjacent buildings or appear out of scale compared to other buildings.

The applicant is seeking flexibility from the required 55-feet deep loading berth and is instead proposing to provide a 33-feet deep loading berth. The applicant has stated that the loading berth will be heavily

used during the initial occupancy but its use will greatly diminish thereafter leaving the space unused. 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. The applicant believes that reducing the length of the loading dock is more functional and the leftover space will be incorporated into parking and open space areas.

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 the community has requested a development that has a density less than the former apartments. 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 and 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 proposed PUD and related Map Amendment will allow the applicant to have small increases in height, FAR, and lot occupancy over what is permitted. The benefit of these increases is that it allows for a residential development that targets a specific segment of the population, elderly residents with low to moderate incomes. In addition, physical and mental health services as well as cultural activities will be provided on site.

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 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 this vacant site will encourage and foster further revitalization of the area.

Many of the seniors that will be residents of the proposed new housing are currently located in other DCHA units and some of these units are underutilized as they contain more space than the senior residents need. 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 facilities are located under B Street and Anacostia Road (See Plan C8 in Applicant's Pre-Hearing Statement) to which the proposed development can connect. All these facilities have the capacity to accommodate the requirements of the proposed development and will not be burdened by the increase in residents that the change in zoning affords.

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 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 proposed development will maintain the residential character of the neighborhood and will add to the mixture of housing types available to residents and goes towards improving the overall character of the neighborhood. The open spaces and extensive landscaping around the building as well as the integration of arts related and culturally significant aspects of the project will enhance the overall community.

The physical character of the area will be respected as grading of the site will be minimized and the building has been designed and located so as to maximize the existing topography and utilize it as an asset to the development. The infusion of landscaping around the building and along the perimeter of the site together with the preservation of two open space areas will enhance the development and the surrounding community.

The senior family housing will increase the diversity of housing types in the area. The proposed residences for low to moderate income, elderly residents addresses a part of the City's population that has been underserved for many years. It also allows DCHA to better allocate its residential resources to serve a larger number of residents.

The themes of the Comprehensive Plan are further enhanced by the objectives for Low- and Moderate income Housing, Section 303.1 (Chapter 3, Housing Element):

"(a) To provide for the housing needs of low- and moderate income residents;
(b) To improve the District's low-rent housing program;

(c) 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;
(e) To reduce the overall cost of housing among low- and moderate income households."

The proposed development will address the housing needs of elderly, low- to moderate income residents who are independent but require some physical, mental, and social services. Further, the development is 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."

Specifically, the application is consistent with the objectives for Housing (Section 1808.1) in the Ward 7 Plan:

"(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 housing will be specifically for elderly, low to moderate income residents and the proposed PUD and related map amendment 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.

PUBLIC BENIFITS

The proposed development will be a great public benefit to the elderly residents it will serve, will help in the revitalization of the surrounding community, as well as help to meet the City's goal of providing housing for all segments of the population and especially those that are underserved.

Section 2403.9 outlines way in which public benefits and project amenities of the proposed PUD may be exhibited and documented:

(a) Urban design, architecture, landscaping, or creation or preservation of open spaces;

The placement of the building together with the shape of the building helps to minimize it's massing. The building's location on the site provides adequate open space around the building. The mixture of brick and siding materials are compatible to the materials used on the surrounding apartments and single-family residences. The applicant is working with a local organization to incorporate a number of arts related and culturally significant aspects of the development. To further enhance the aesthetic value and look of the building, a special brick pattern that has historical and cultural details will be created and integrate into the façade. Within the pocket park, the applicant has developed preliminary plans to create a monument park, which may include plaques or bust recognizing community leaders or other means of recognizing the area's tradition and history. These plans are still at the concept stage and funding has not been identified at this time.

Currently, there are trees in the public space around the site and a mixture of evergreen, ornamental, and shrub trees to be planted on the site will further enhance the community. As stated, there are only a few trees on the site. However, three large oak and maple trees that are in the park area at the intersection of B Street and Anacostia Road will be preserved. Landscaping is also used to buffer the parking and loading areas from the building as well as from the streets.

Special landscaping treatment has been placed on the pocket park and the courtyard. The pocket park is enclosed by a four foot, tubular, steel fence to provide a sense of security for the area but is landscaped to minimized to its visibility. The park is fairly open to allow some active recreation and is suited for daytime use.

The courtyard is a more private area for passive recreation and includes, a winding walkway, benches, lighting, seat wall, and small plaza areas that will be improved with a mixture of evergreen trees, ornamental trees, and shrubs. A fence along Anacostia Road will also secure this area. These open space and gardens will also be an attractive, visual asset to the community.

(b) *Site planning, and efficient and economical land utilization;*

The placement of the building on the site utilizes a long vacant lot, integrates the topography into the development and allows for the preservation of ample open space, and minimizes the visibility of the parking and loading areas to be minimized.

(c) Effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts;

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. A pedestrian walkway will be provided around the entire site and a Metro bus stop is located along Ridge Road, east of the site. The applicant proposes to request DDOT

provide a pedestrian crosswalk at Ridge Road and B Streets to assist seniors crossing to access the bus stop.

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 District Department of Transportation (DDOT) will provide further traffic analysis under separate cover.

(d) Employment and training opportunities;

The applicant has submitted that 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 during their construction phase. They anticipate that they will have signed agreements prior to the public hearing.

(e) Housing and affordable housing;

The proposed development is specifically for low to moderate-income seniors, which are 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.

(f) Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;

The proposed stormwater management system and the retention of large open space areas around the site will help in reducing runoff from the site.

(i) Uses of special value to the neighborhood or the District of Columbia as a whole;

The proposed development will be of special value to the City as 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. The proposed development will serve the elderly residents as well as allowing other families to obtain residences that match their needs.

AGENCY REFERRALS AND COMMENTS

The application was submitted to a number of District agencies for review and comment. To date no formal response has been received by OP. However, DDOT has indicated that they will submit a recommendation to the Zoning Commission under separate cover.

COMMUNITY COMMENTS

The applicant made presentations to ANC-7A, the Marshall Heights Development Cooperation, and other community groups who are generally in support of the development. The ANC has been unable to assemble a quorum of members to vote on the application.

SUMMARY AND 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 citywide. The development will be an asset to the residents who will live there because of the many services that will be provided. Additionally, the development itself will help in the revitalization of the area. Further, the park-like setting of the open space around the building, and the integration of historical and cultural images on the building and in the open space areas will enhance the building, as well as the general community.

OP believes that the proposed PUD is consistent with the elements of the Comprehensive Plan and recommends that the application for map amendment and consolidated PUD be **approved.**

ATTACHMENTS:

1. Aerial/Zoning Map
2. Comprehensive Plan Map

EM/mbr AICP



OPID0004844

N

Feet

0 100 200 300

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

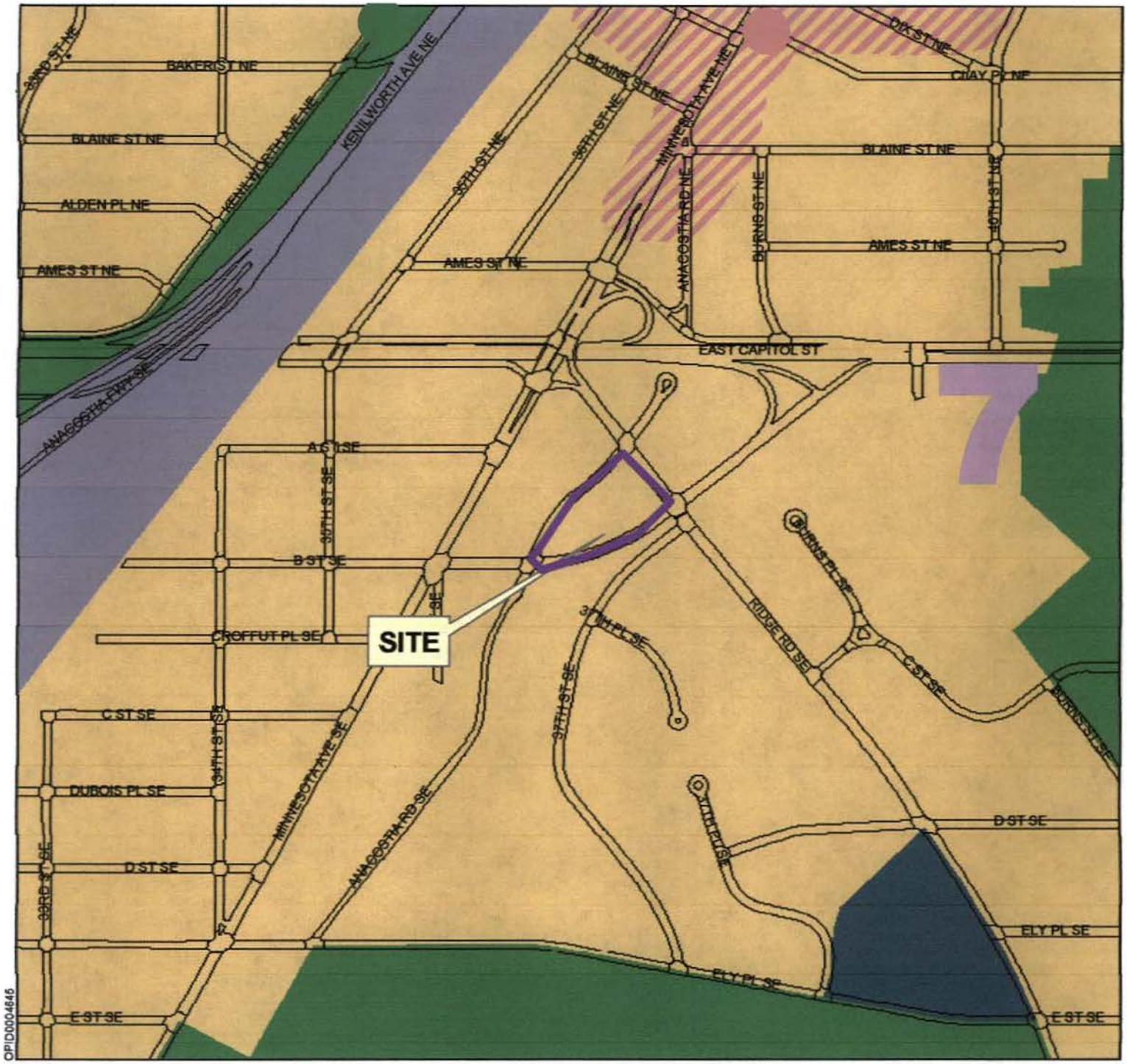


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District of Columbia
Anthony A. Williams, Mayor

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

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Feet

0 400 800

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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