

GOVERNMENT OF THE DISTRICT OF COLUMBIA

OFFICE OF PLANNING



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ZONING COMMISSION
District of Columbia

CASE NO. 08-25
EXHIBIT NO. 24

MEMOREDUM

TO: District of Columbia Zoning Commission
FROM: Jennifer Steingasser, Deputy Director *JS*
DATE: February 23, 2009
SUBJECT: Public Hearing Report for Matthews Memorial Church - ZC #08-25
Consolidated Planned Unit Development and Related Map Amendment

I. SUMMARY RECOMMENDATION

The application meets the standards associated with a PUD request and would provide various public benefits to its community. Further, the proposal aligns with the intent of the Community Enhancement objectives identified on the Comprehensive Plan Generalized Policy Map, and is not inconsistent with the Comprehensive Plan. As such, the OP recommends approval of the PUD and related map amendment for the site from R-5-A to C-2-A, subject to the suggestions noted in this report

II. APPLICATION IN BRIEF

Location: Square 5969, Lots 172, 100, 1001, 1002, 1047 and 1050

Applicant: Matthews Memorial Terrace LP and Matthews Memorial Church

Current Zoning: R-5-A

Property Size: 79,311 square feet (1.82 acres)

Proposal: To construct a 100-unit apartment building and a community services center building. The 4-story apartment building would provide 100 % affordable housing, 32 of which would be devoted to seniors. The 3-story community center would include a health clinic, a community room, a bookstore/café, and a dining room/restaurant. Fifty underground and 12 surface parking spaces would be provided.

Relief and Zoning: Pursuant to 11 DCMR Chapter 24, the proposal requires:

1. PUD-related map amendment from R-5-A to R-5-B or C-2-A in the alternative
2. Variance from parking requirements (§2101)
3. Relief to construct two buildings on one record lot (§ 2516)
4. Variance from loading requirements (§2201)

III. DESCRIPTION OF THE SITE AND SURROUNDING AREA

Matthews Memorial Church has served the Anacostia/ Barry Farms community for over 85 years and currently provides over 60 ministries and community service offerings to the neighborhood. Some of these services include the Urban Families House of Hope, Matthews Memorial Baptist Church Senior Citizens' Center and a child development center that currently serves 100 pre-school students.

Located roughly a third of a mile south of the Anacostia Metro Station, the site is bound by Martin Luther King Avenue to the west and Dunbar Road to the east. The surrounding area is comprised of multi-family apartment buildings with some single-family houses and other institutional uses. Square 5968 stretches from the south tip of the Martin Luther King Avenue, SE and Sheridan Road intersection to the north edge of St. Elizabeths' east campus in Ward 8.

The site is currently improved with one 2-story duplex, two 3-story houses, one 2-story house, and an asphalt parking lot. The project would consolidate lots 172, 1000-002, 1047 and 1050 to form one lot approximately 79,900 square feet in total land area. The site will be redeveloped to better serve the needs of the church and the community. Matthews Memorial Church is located on the same square.



IV. PROJECT DESCRIPTION AND ANALYSIS

The proposal is to remove the existing structures and redevelop the site with a new apartment building and separate community services center. The 4-story apartment building would provide 100 % affordable housing, 32 of which would be devoted to seniors. The adjacent 3-story community center would include a health clinic, a community room, a bookstore/café, and a dinner room/restaurant. Fifty underground parking spaces for the residential component and 12 surface parking spaces for the community center would be accessed from Martin Luther King Jr. Avenue from the front of site and Dunbar Road from the rear.

The applicant notes that the two buildings would be developed on a single record lot. Both buildings will incorporate green building features that meet or exceed Green Communities Initiative standard, as detailed below. The residential building would include a community room, a meeting room and kitchen facilities, and a terrace level courtyard that acts as a green roof. This building would be managed by on-site staff, with supportive services operated by the church and its affiliates. Programming will be further detailed as the project develops.

The community center would provide a dinning room that would operate as a restaurant open to the public on Tuesday through Saturday from 12:00 pm to 9:30 pm. Limited public service will be provided from 2:00 pm to 7:00 pm on Sunday. The dinning room would be closed to the public during all other times. The bookstore/ café would also be open to the public during limited hours; 7:00 am to 11:00 am Monday through Friday and from 8:00 am to 4:00 pm on Saturday and Sunday. The proposed clinic would be leased to a doctor to provide services to the neighborhood.

Green Communities

The applicant has worked with OP to further outline the building's green features. The applicant is currently working with Sustainable Design Consulting to develop a process for successfully completing to Green Communities criteria. The Green Communities Initiative is intended to help "mainstream" green building and sustainable development in the affordable housing projects. The initiative aligns affordable housing investment strategies with environmentally responsive building practices. The Matthew Memorial project intends to obtain a minimum of 35 points.

The applicant indicates that the Matthew Memorial project is currently in the Green Charrette phase of the process. The Charrette is where the development team and other project stakeholders, discuss opportunities for improving the environmental performance of the project. A pre-charrette and charrette was held by the project team on February 2nd and 10th. Major discussion revolved around energy efficient, ventilation, and water conservation strategies. As a result, the team agreed that emphasis would be placed on reducing heating/cooling, good building envelope design and right-sized/high performance equipment. After the charrette, the Green Development Plan will be revised and send it to the development team for review. At this time, the Plan will be ready for submission to the District and the Enterprise Foundation. The applicant has indicated that the Matthew Memorial charrette report will be completed by March 2009. OP recommends the applicant outline its initial findings in more detail at the public hearing and that the final plans for its proposed green features plus accumulated points be submitted into the record.

Traffic Impact Study

A traffic impact study was performed by Symmetra Design. The study included an assessment of existing and future traffic conditions for am and pm. The analyses included traffic associated with the Matthews Memorial project plus other planned projects in the area was used to generate traffic associated with the proposed development. The study area included the following intersections:

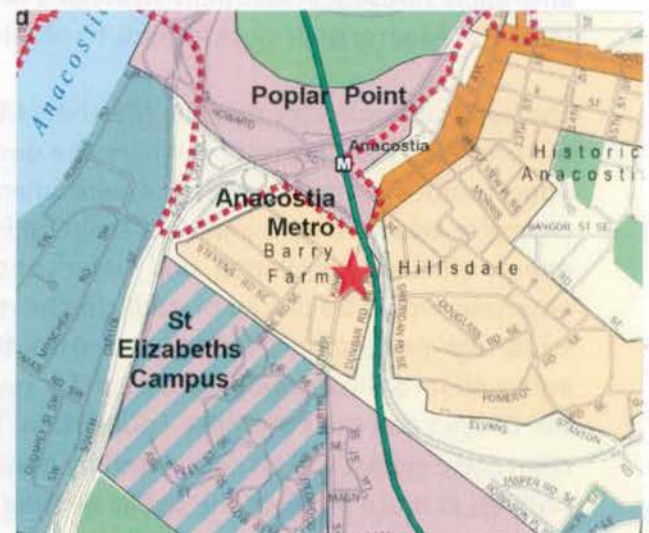
- MLK Avenue/ Howard / Sheridan Roads
- MLK Avenue/ Stanton / Sumner Roads
- MLK Avenue/ Unified Communication Center (UCC)/ St Elizabeths West Campus

Since the project will be located approximately 0.3 miles from the Anacostia Metro Station on the Green Line, 40 percent transit reduction was applied to residential vehicular trips and 20 percent to office building vehicular trips. The study concluded that the project would not create adverse impacts with respect to traffic and transportation and all of the study area intersections will continue to operate at acceptable levels of service with the addition of the proposed Matthews Memorial project.

The plan shows the residential loading would be located on the southeast side of the building and the commercial loading would be located on the north side of the building. Access for delivery and trash trucks to the community center would be provided from the MLK Avenue driveway. According to the plan, the trash bins associated with the community center would be located across the parking, a significant distance from restaurant it would serve. The applicant has indicated the trash bins serving the residential building would be located within the building. OP suggests the applicant explore relocating the restaurant trash bins to reduce the distance from the building. The bins should be located within the community center or at least positioned on the same side of the parking as the building.

V. COMP PLAN GENERALIZED POLICY MAP

The entire site and the surrounding neighborhood is designated for moderate density residential. Although the Land Use Map does not specifically call out commercial uses in this area, the map is generalized and there are multiple policy statements in the plan supporting the forms of non-residential uses proposed.



Further, the entire site is located in a Community Enhancement area identified on the Comprehensive Plan Generalized Policy Map. The language outlines that these areas are generally residential in character and present opportunities for compatible small-scale infill development. The Community Enhancement Areas also encourages land uses that reflect the historical mixture and diversity of the community. The Matthew Memorial project would promote this policy by enhancing the available housing variety and by establishing a diversity of land uses to the neighborhood (see Land Use Policy Map).

VI. COMPREHENSIVE PLAN

The following themes would be applicable to this project:

- **Section 102 - Stabilizing and Improving District Neighborhoods,**

The mixed use, mixed-income development would support the redevelopment of The Barry Farm community. The residential component would provide affordable housing options and the community service building would allow for the expansion of existing community programs and facilitating space for neighborhood organizations.

- **Section 106 – Respecting and Improving the Physical Character of the District**

The statement notes that the applicant designed the project to conform to the architectural styles of the neighborhood. However, varied material and deliberate features were incorporated to create an iconic and appealing addition to the neighborhood.

- **Section 107 - Preserving and Ensuring Community Input**

To date, the applicant has presented the project to the Barry Farm New Communities Executive Committee Advisory Board, ANC 8A, ANC 8C, Ward 8 Business Council, Anacostia Coordinating Council, and Councilmember Marion Barry. The applicant states they will continue to discuss the proposal with the community to ascertain additional project amenities and to keep the community informed about the project.

Housing Element/ H-1.1 Expanding Housing Supply

“...to ensure that an adequate supply of appropriately zoned land is available to meet expected housing needs.”

The project would advance this goal with the construction of 100 new units in the Ward 8.

Policy H-1.2.1: Affordable Housing Production as a Civic Priority

“Establish the production of housing for low and moderate income households as a major civic priority, to be supported through public programs that stimulate affordable housing production and rehabilitation throughout the city.”

The entire residential portion of the project is proposed for affordable housing.

Policy H-1.3.1: Housing for Families

“Provide a larger number of housing units for families with children by encouraging new and retaining existing single family homes, duplexes, row houses, and three- and four-bedroom apartments”

Of the proposed 100 units for this new apartment building, nearly half would be 2 or 3 bedroom units (46 units total).

Policy H-4.2.3: Neighborhood-Based Senior Housing

“Encourage the production of multi-family senior housing in those neighborhoods characterized by large numbers of seniors living alone in single family homes. This will enable senior residents to remain in their neighborhoods and reduce their home maintenance costs and obligations”

The project would advance this policy provision by designating roughly 1/3 of the units for seniors.

Land Use Element/ Policy LU-2.3.6: Houses of Worship

Recognize churches and other religious institutions as an important part of the fabric of the city’s neighborhoods. Work proactively with the faith-based community, residents, ANCs, and neighborhood groups to address issues associated with church transportation needs, operations, and expansion, so that churches may be sustained as neighborhood anchors and a source of spiritual guidance for District residents.

The proposed community services building would house a community services center. This center would replace four aging buildings on the site and would enable Matthews Memorial Church to provide a state-of-the-art facility to offer needed services for residents of the community.

Policy LU-2.2.4: Neighborhood Beautification

Encourage projects which improve the visual quality of the District’s neighborhoods, including landscaping and tree planting, façade improvement, anti-litter campaigns, graffiti removal, improvement or removal of abandoned buildings, street and sidewalk repair, and park improvements.

The project would enhance the street front appeal from Martin Luther King Jr. Avenue by using massing, materials, and design from the surrounding neighborhood to influence the architectural style of the new buildings. The bay projections, ornate cornice molding, and other building features would complement the area and connect the building design into the surrounding neighborhood.

Community Services and Facilities Element/Policy CSF-2.1.1: Primary and Emergency Care

Ensure that high quality, affordable primary health centers are available and accessible to all District residents. Emergency medical facilities should be geographically distributed so that all residents have safe, convenient access to such services. New or rehabilitated health care facilities should be developed in medically underserved and/or high poverty neighborhoods, and in areas with high populations of senior citizens, the physically disabled, the homeless, and others with unmet health care needs.

The project would advance this policy provision by providing health clinic within the community service center. The clinic will benefit the area by offering additional health services in upgraded facilities to meet community needs.

Far Southeast/Southwest Area Element

The Comprehensive Plan identifies the site as being located in the the Far South east/Southwest Area Element. The redevelopment of the site as proposed would furthering the:

- Supermarkets and Services Policy (FSS-1.1.8) by adding a family style restaurant to a neighborhood in Ward 8 that has long been deprived on sit-in restaurants.
- Health Care Facilities Policy (FSS-1.2.1) by adding a clinic to respond to the health needs.
- Housing Opportunities Policy (FSS- 2.3.2) by constructing approximately 100 affordable units on a site that is currently underutilized.

VI. ZONING

The site is zoned R-5-A, which permits a matter-of-right height of 40 feet, lot occupancy of 40% and a .9 FAR. The application includes a PUD map amendment from R-5-A to R-5-B. Under PUD guidelines, the R-5-B zone district allows a total FAR of 3.0, 60% lot occupancy and a total height of 60 feet. As such the residential building would be well within the PUD height and FAR provisions. R-5-B, however, does not permit retail uses. OP is not opposed to limited retail use on this site, as part of church related community space. OP is recommending that the Zoning Commission consider C-2-A zoning, in the alternative for the community center portion of the project. The following is tabulation of the proposed development data:

	R-5-A Requirements	R-5-B PUD Requirements	C-2-A PUD Requirements	Project Specifications
Site Area	----	1 acre min. (43,560 sq. ft.)		1.83 acres (79,892 sq. ft.)
Total FAR	.9	3.0	3.0	1.5
Gross Floor Area		133,524		107,516 residential 13,086 comm. center =120,602 Total
Height	40 ft.	60 ft.	65 ft.	41.5 ft. apt. building 29.75 ft. comm. center
Lot Occupancy	40%	60%		29% conforming
Side Yard	3 inches per foot of height of building, but not less than 8 ft	Not required, but if provided- 3 inches per foot of building height. Not less than 8 ft	Not required, but if provided-2 inches for each foot of height of the building. Not less than 8 ft	10.3 ft. conforming
Rear Yard	20 ft. min.	4 inches per foot of building height. Not less than 15 ft	15 ft	60 ft. conforming
Penthouse	----	18.5 ft.		14 ft.
Parking	1 per 1 unit	Residential- 1 per 2 units	Retail- In excess of 3,000 sq. ft., 1 for each additional 300 sq. ft. of gross floor area. Clinic- In excess of 2,000 sq. ft., 1 for each additional 600 sq. ft. of gross floor. (If less than 25% of gross floor area).	Residential Building-50 Community Center-12
Loading Platform Delivery Berth		1 @ 200 sq. ft. 1 @ 20 ft. deep 1 @ 55 ft. deep		1 @ 200 sq. ft. 1 @ 30 ft. deep (combined loading and delivery berth)

VII. FLEXABILITY

The applicant requests a PUD-related map amendment to increase the FAR and height allowed under the current R-5-A. The Office of Planning notes that under a residential zone (in the case of R-5-B), special exception relief would also be required pursuant to §§ 334 and 352 to permit the Community Service Center portion of the project. Such relief, however, would not be required under PUD-related zoning of C-2-A (as proposed in the alternative by OP) as a community center is permitted by-right, pursuant to §§ 501 and 701.2. The Office of Planning has no objection to the request, but asks the applicant to address the provisions of §§ 334 and 352 prior to or at the public hearing.

The proposal requires a map amendment and relief from the following zoning requirements:

1. PUD-related map amendment from R-5-A to C-2-A
2. Variance from parking requirements (§2101)
3. Relief to construct two buildings on one record lot (§ 2516)
4. Variance from loading requirements (§2201)

1. PUD-Related Map Amendment from R-5-A to C-2-A

The commercial uses permitted by the C-2-A districts are necessary if the project is to be constructed as proposed. The R-5-B and C-2-A zones are very similar in terms of height and density. The allowance of commercial uses in the C-2-A is the most substantial difference between the two zones. It is OP position that a C-2-A map amendment would offer the greater benefit to the Ward 8 community, which has historically lacked offerings such as social services centers and quality sit-in restaurants.

2. Flexibility from parking requirements. (§ 2101)

The 100 unit residential building is required to provide 1 parking space per 2 units. The fifty spaces would be located underground within the residential building. The 13,086 square foot community center would include both office and retail uses. Depending on how the building is categorized, the parking space requirements could range from 18 to 33 spaces. Twelve (12) surface parking spaces are proposed. Given the site's close proximity to the Anacostia Metro Station and the extensive surface parking currently provided on the church's property, OP is comfortable supporting flexibility from the parking requirement.

3. Relief to construct two buildings on one record lot (§ 2516)

Section 2516 applies to projects on a lot that is located in, or within 25 feet of a Residence District. The site is currently within an R-5-A District. The proposal would consolidate lots 172, 1000-1002, 1047 and 1050 to form one larger lot. Section 2516 states that two or more principle buildings may be erected on a single subdivided lot. The applicant has indicated that a single lot arrangement is needed in order for Matthew Memorial LP to maintain separate ownership of the residential building, apart from the underlying land owned by the church. The Office of Planning has no objection to this request but asks the applicant to address the provisions of § 2516 prior to or at the public hearing.

4. Flexibility from loading requirements (§2201)

The proposal will provide two 30 foot deep delivery berths and one 200 square foot combined loading and delivery platform. The residential loading area is located to the southeast side of the building and the commercial loading area is located to the north side of the building. The project will require relief from the current Zoning requirement of a 55 foot deep berth. Although the traffic impact study did not make specific recommendations for loading, a reduction from 55 to 30 feet could still prove suffice if small delivery trucks are used. OP has not objections to the request but recommends the applicant provide adequate truck delivery information.

VIII. PUD EVALUATION AND PUBLIC BENEFIT

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. A PUD is “designed to encourage high quality developments that provide public benefits” and is also intended to facilitate a site-specific project with the assurance of a quality development. In order to maximize the use of the site consistent with the zoning regulations and be compatible with 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 **§ 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.”

On site affordable housing and community services center will help to enliven and revitalize the Anacostia/Barry Farm neighborhood in Ward 8. The following would also contribute to neighborhood enhancement:

Housing and Affordable Housing - § 2403.9 (f)

All of the approximately 100 high quality units of the development would provide affordable housing across multiple tiers of affordability to both families and seniors. Further, nearly half of the units would be designed with 2 or 3 bedroom layouts to attract families. OP is very supportive of the proposed housing program, especially the provision of larger units and units for seniors.

Creation of Public Space - § 2403.9 (a)

The project is designed to take advantage of the existing topography of the site, which enables the structured parking to be at grade but not visible from the street. This would create the opportunity to provide significant open space on the site between the residential building and the community services building. It is noted that the open space would offer publicly accessible sidewalks between the two buildings and the church facilities to the north. The space would be landscaped, supply seating and provide a secure setting appropriately distanced from Martin Luther King Jr. Avenue.

Site Planning - § 2403.9 (b)

The project would be designed to provide residents and their guests with spaces for entertainment, gathering, relaxation, and necessary services, including the terrace, a community room, and a community services center. OP is supportive of the site planning and the building and landscape design direction.

Environmental Benefits - § 2403.9 (h)

The development would incorporate green building features into both the residential and community services building. The Office of Planning will work with the applicant to provide additional information regarding the project’s green features prior to a hearing.

Social Services - § 2403.9 (g)

The community services center would enhance the neighborhood by providing community facility spaces. As noted in the statement, many of Matthew Memorial's services are currently provided in inefficient spaces. The proposed building would allow the church to expand its social services offerings and to provide community meeting space for neighborhood organizations. The community center would house the Community Development Corporation and the Urban Families House of Hope (UFHH). The UFHH would provide job-searching resources, parenting skills training, crisis intervention, budgeting classes and other related services. In addition, the community center would house a medical clinic to offer services to the neighborhood. The community center would also contain a 150 seat restaurant, run by the church, for community residents to visit during limited times of the day.

The Office of Planning believes that the proposed public benefits are sufficient and commensurate with the requested relief for this project.

IX. COMMUNITY COMMENTS

The site is located in the jurisdiction of ANC 8C but closely borders ANC 8A. The proposal was presented to both ANCs. Comments of support were provided from ANC 8A. As to date, the Office of Planning has not received comments from ANC 8C.

X. RECOMMENDATION

OP believes that the proposed PUD is not inconsistent with the elements of the Comprehensive Plan, and would be of benefit to the surrounding neighborhood. The Office of Planning recommends approval of the application for a consolidated PUD and related map amendment from R-5-A to C-2-A. The Office of Planning also makes the following recommendations:

- The applicant should relocate the restaurant's trash bins within the community center building or position them on the same side of the parking as the building.
- The applicant should provide adequate truck delivery information as it relates to the requested loading reduction.
- The applicant should outline its initial findings in from the Green Charette more detail at the public hearing and that the final plans for its proposed green features plus accumulated points be submitted into the record.
- The Department of Transportation comments should be provided by the applicant.