GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director
Office of Planning

ZONING COMMISSION
District of Columbia
Case 02-49
Exhibit 18

DATE: December 4, 2002

SUBJECT: Preliminary Report for Zoning Commission Case No. 02-49
Eastgate Gardens (.District of Columbia Housing Authority)
Square 5318, Lots 9-20; Square 5319, Lots 19-37; and Square 5320, Lots 29-36

PROPOSAL

The District of Columbia Housing Authority (DCHA) and A&R/THC, LLC (Applicant) seeks approval for a map amendment and consolidated Planned Unit Development (PUD) for the development of approximately 20-acres in the southeastern portion of the District. The development will consist of a mix of housing types including single-family detached dwellings, row houses, duplexes, and multi-family dwellings and a cultural arts center. New streets and alleys, open space and recreational space will be provided along with the new development.

RECOMMENDED ACTION

The Office of Planning believes that this is a very important residential development for the District to undertake in furtherance of its aim to provide a variety of housing types for different income levels. The preliminary information provided shows that the application is consistent with the requirements of the Zoning Regulations and elements of the Comprehensive Plan and therefore recommends that a map amendment to the R-5-A District or in the alternative R-5-A and SP-1 Districts and consolidated PUD application be setdown for public hearing.

APPLICATION

The subject property was originally a federal facility and therefore unzoned. To accommodate the proposed development the applicant has submitted an application for a PUD in the R-5-A Zone for the residential portion of the development and a PUD in the SP-1 District for the cultural arts center.

The applicant has concerns about including both the residential and the cultural arts center in one R-5-A PUD because a community center in a residential zone requires not only a special exception but it is also limited to non-profit organizations.

ZONING COMMISSION
District of Columbia
CASE NO.02-49
EXHIBIT NO.18

The site is within the Marshall Heights neighborhood, which is predominantly developed with residential use and in particular, single-family detached and semi-detached dwellings and apartment buildings. There are several vacant and abandoned properties in the community. The Fletcher-Johnson Middle School, J.C. Nalle Elementary School and C.W. Harris Elementary School are in close proximity to the site.

Small retail pockets and strip centers are located along the Benning Road providing a limited range of goods and services. The centers are located on small parcels (less than one acre) and are generally in blighted condition.

PROJECT DESCRIPTION

The development consists of two components. The majority of the site is to be developed in a mix of housing types including single-family detached, semi-detached, and row dwelling as well as the multiple dwelling "Grandhouses". Preliminarily, the plan proposes 169 dwelling units consisting of 29 single-family detached units; 38 duplexes for a total of 76 units; 32 townhouses; and 4 grandhouses for a total of 32 units.

The second portion of the development will be the 2-story, 25,000 square feet community service center. The center will be the only portion of the development fronting on Benning Road between F Street and Fitch Street and will separate the residential portion of the development from the traffic of Benning Road and the commercial center on the other side. The center will house a number of arts training programs such as music, performing arts, visual arts, fashion design, and other life skills.

ZONING ISSUES

The subject property was originally a federal facility and therefore unzoned; 11 DCMR, Section 106.4 stipulates, "*Properties owned by the government of the United States and used for or intended to be used for a federal public building or use ... shall not be included in any zone district.*" Ownership of the property transferred to the city and it has remained unzoned. 11 DCMR, Section 106.5 sets out the applicability of zoning to District owned properties and Section 106.5 (b) triggers the zoning requirement for this project. It reads in part "*. . . any change or expansion in the use of land or building, or any new construction or additions to buildings shall be subject to zoning*;"

Section 5-413 of the Zoning Act sets out the criteria that the Zoning Commission must apply in adopting zoning regulations. The underlying purpose of the regulations is "to promote the health, safety, morals, convenience, order, prosperity, or general welfare of the District of Columbia and its planning and orderly development as the national capital" and zoning should not be inconsistent with the Comprehensive Plan.

The residential portion of the development will be on approximately 17 acres while the cultural arts center will be on approximately 3 acres. Although the proposed density and majority of the uses are more appropriate for the R-2 District, the applicant is requesting the R-5-A District as townhouses apartments (grandhouses) and the cultural arts center are not permitted in the R-2 District.

The following table summarizes the R-5-A District regulations as they apply to the four different housing types and the C-1 District for the cultural arts center proposed in the application.

Table 1 - Row Dwelling[1]

	Permitted/ Required R-5-A	Permitted/ Required R-5-A w/PUD	Proposed
Height	40'	60'	TBD[2]
Min. Lot Area	1800	1800	TBD
Min. Lot Width	14'	14'	TBD
FAR	0.9	1.0	TBD
Lot Occupancy	40%	40%	TBD
Rear Yards	20'	20'	TBD
Side Yards	8'	8'	TBD
Parking	1	1	TBD[5]

[1] Row dwellings as new structures are special exception uses in the R-5-A zone.
[2] To be determined after platting lots and building footprint locations

Table 2 - Semi-detached Dwelling

	Permitted/ Required R-5-A	Permitted/ Required R-5-A w/PUD	Proposed
Height	40'[1]	60'	TBD[2]
Min. Lot Area	3,000[2]	3,000[2]	TBD
Min. Lot Width	30'[2]	30'[2]	TBD
FAR	0.9	1.0	TBD
Lot Occupancy	40%	40%	TBD
Rear Yards	20'	20'	TBD
Side Yards	8'	8'	TBD[3]
Parking	1	1	TBD[3]

[1] This is the minimum for this use in the R-4 zone
[2] To be determined after platting lots and building footprint location

Table 3 - Single Family Detached Dwelling

	Permitted/ Required R-5-A	Permitted/ Required R-5-A w/PUD	Proposed
Height	40'	60'	TBD[2]
Min. Lot Area	4,000[1]	4,000[1]	TBD
Min. Lot Width	40'[1]	40'[1]	TBD
FAR	0.9	1.0	TBD
Lot Occupancy	40%	40%	TBD
Rear Yards	20'	20'	TBD
Side Yards	10'	10'	TBD
Parking	1	1	TBD

[1] This is the minimum for this use in the R-4 zone
[2] To be determined after platting lots and building footprint location

Table 4 - Multiple Dwelling (Grandhouse)[1]

	Permitted/ Required R-5-A	Permitted/ Required R-5-A w/PUD	Proposed
Height	40'	60'	TBD[3]
Min. Lot Area	TBD[2]	TBD[3]	TBD
Min. Lot Width	30'	30'	TBD
FAR	0.9	1.0	TBD
Lot Occupancy	40%	40%	
Rear Yards	20'	20'	TBD
Side Yards	10'	10'	TBD
Parking	4	4	TBD

[1] Multiple dwellings are special exception uses in the R-5-A zone.
[2] This may be prescribed by the Board as part of the special exception
[3] To be determined after platting lots and building footprint location

Table 5 – Cultural Arts Center

	Permitted /Required R-5-A	Permitted/ Required R-5-A w/PUD	Permitted /Required in C-1	Permitted/ Required in C-1 w/PUD	Proposed
Heights	40'	60'	40'	40'	30'-40'
Min. Lot Area	TBD[2]	TBD[2]	TBD[2]	TBD	2.96 acs.
Min. Lot Width	TBD	TBD	TBD	TBD	TBD[1]
FAR	0.9	1.0	1.0	1.0	0.19
Lot Occupancy	40%	40%	None	None	TBD
Rear Yard	20'	20'	20'	12'	TBD
Side Yard	8'	8'	8'	8'	TBD
Parking	TBD[3]	TBD	TBD	TBD	TBD

[1] To be determined after platting lot and building footprint location
[2] This may be prescribed by the Board as part of the special exception.
[3] To be determined based on occupancy load

PURPOSE OF A PLANNED UNIT DEVELOPMENT

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."

Development of the site utilizing the PUD process and the proposed zoning map amendment will facilitate the redevelopment of a large vacant site in Marshall Heights. The request will allow a diversified development that will provide housing for a variety of income levels, a variety of housing types, as well as family sizes. The PUD process will allow the applicant to propose a residential development whose design, architecture and site planning are complementary to the surrounding community. Through the flexibility of the PUD process, the design of the project should be able to achieve a development that provides open space, parking on site to serve the new residents, tree preservation, pedestrian access, stormwater runoff, and slope stability.

STANDARDS FOR PLANNED UNIT DEVELOPMENT

The application meets the minimum 15,000 square foot area requirements of Section 2401.1 (c) to request a PUD. Pursuant to Section 2402.3, the applicant has elected to file a consolidated PUD. The PUD standards state that the "impact of the project on the surrounding area and upon the operations of city services and facilities shall not 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." Based on the information provided, the proposed replacement of an old public housing project with a new residential development, OP believes that the project will be favorable. The proposed development will be less intense that the development is it replacing and therefore its impact on city services and facilities will be less. The applicant has elected to pursue the planned unit development approach, which provides beneficial site planning and design flexibility that this project requires to meet the special needs of the future residents as well as the surrounding community. The PUD will allow the Zoning Commission, the Office of Planning, and the community to review the plans for the development.

Comprehensive Plan

The Generalized Land Use Map recommends the subject site for moderate density residential. Additionally, the Generalized Land Use Policies Map the area as a "development opportunity area." The proposed zoning to the R-5-A District is consistent with these recommendations.

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

- Section 102 - Stabilizing and Improving District Neighborhoods,
- Section 105 – Preserving and Promoting Cultural and Natural Amenities;
- Section 106 - Respecting and Improving the Physical Character of the District;
- Section 111 - Providing Diversity and Overall Social Responsibilities

Specifically, the application is consistent with Chapter 11, Land Use, of the Comprehensive Plan. The area is designated as a "development opportunity area" which is defined in Section 1118.3 as ". . . areas that offer opportunities to accommodate new growth and development. Development opportunity areas may be designated for housing, commercial development, employment centers, or for a mixture of uses.

Additionally, the PUD development is consistent with the Housing Element.

- Section 301, Housing Goal, which is to "have adequate affordable housing for all District residents in communities that have access to services and facilities to meet their demands."
- Section 303, Low-and Moderate-Income which is "to provide for the housing needs for low- and moderate-income residents: and to maintain housing environments that enhance the quality of life for residents.
- Section 604, Housing for the Elderly, which states that the objectives for housing for the elderly are to provide for their housing needs and to reduce the overall cost to them.

The application is consistent with the Ward 7 Plan. Section 1800.3 provides a vision for the ward of being a stable area with a mix of neighborhoods and a variety of housing options. These options would include privately owned single and multifamily housing designed for a wide-range of life styles, such as first time homebuyers and senior citizens.

Public Benefits and Amenities

Section 2403.5 through 2403.13 discusses the definition and evaluation of public benefits and amenities. Amenities provided by this project will be an attractive and functional residential community that will benefit the area. In addition, it is a residential development that promotes homeownership and provides a variety of housing types to encourage long-term residency and increase neighborhood stability. The area needs housing that is affordable to a variety of income levels. The cultural arts center that is to be incorporated into the development will provide training opportunities for the entire community. New roads that connect to the existing road pattern will respect the existing topography and careful attention will be given to storm-water run-off, slope stability and the preservation of the existing tree cover. Finally, stabilization of steep slopes, control of soil erosion, prevention of sewage discharges and control of storm water runoff are needed to improve the site's natural environment. Public Metrobus service connects the site to the Benning Road and Capitol Heights Metro Stations.

AGENCY REFERRALS

This application 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. Environmental Health Administration
5. D.C. Board of Education;
6. Department of Consumer and Regulatory Affairs; and
7. Department of Housing and Community Development.

COMMUNITY OUTREACH AND INVOLVEMENT

The applicant has conducted a series of charettes and larger community meetings in the Marshall Heights community. The applicant continued community outreach and involvement by presenting its plans to ANC-7E and has its support.

RECOMMENDATION

The Office of Planning believes that this is a very important residential development for the District to undertake and would like to try and accommodate the applicant in its bid to obtain funds to bring this project to fruition. Because the information provided to the Office of Planning regarding the proposed map amendment and consolidated PUD was at the concept pan level we were only able to do a very preliminary review. However, we feel that the application is consistent with the requirements of the

Zoning Regulations and elements of the Comprehensive Plan and therefore recommends that the application setdown for public hearing. Further, the OP requests that if the award is made then the applicant should provide the information outlined in Section 2406 for a complete review to be undertaken by the time the full public hearing is held.

ATTACHMENTS:

1. Aerial Photograph
2. Comprehensive Plan

AA/mbr $_{AICP}$



Feature Key

Zoning Boundaries

Square Index

Zoning Commission Case #02-49

Eastgate Gardens Map Amendment and PUD

DC Office of Planning

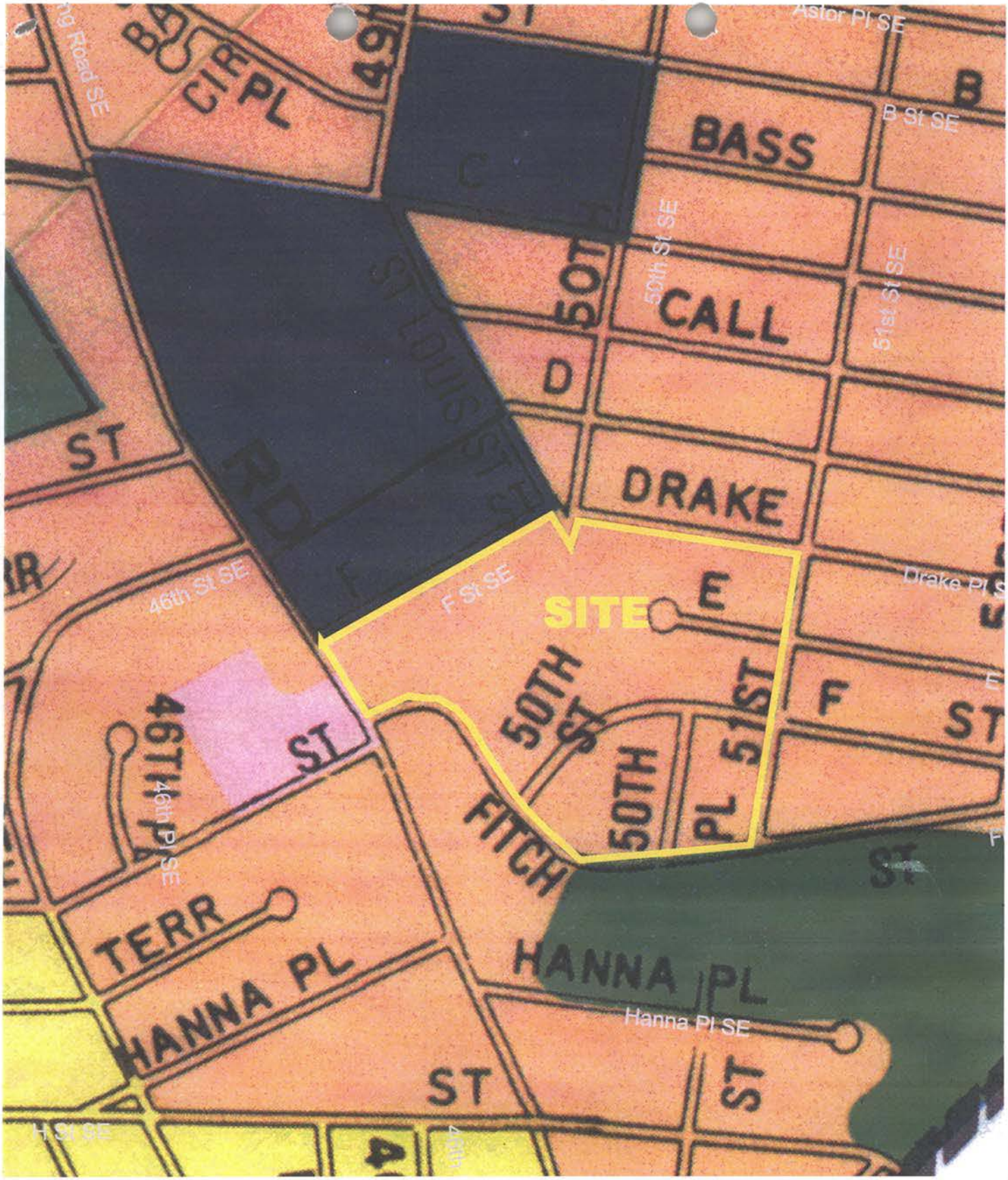
November 25, 2002

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Scale 1:4800

400 0 400 Feet

Attachment 1



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

Comprehensive Plan Landuse
Eastgate Gardens Map Amendment and PUD

Scale 1:4382

150 0 150 300 450 600 Feet

DC Office of Planning
November 25, 2002

Attachment 2