NCPC
NATIONAL CAPITAL PLANNING COMMISSION

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Patricia E. Gallagher, AICP

IN REPLY REFER TO:
NCPC File No. Z.C. 03-12/03-13

JAN 12 2004

Zoning Commission for the
District of Columbia
2nd Floor, Suite 210 South
441 4th Street, NW
Washington, D.C. 20001

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Members of the Commission:

The National Capital Planning Commission at its meeting on January 8, 2004 approved the enclosed action on the Arthur Capper/Carrollsburg Hope VI Project. The Project included a First Stage Planned Unit Development and Amendment to the Zoning Map for Residential Mixed Use, and a Consolidated Planned Unit Development for senior housing facilities, townhouses and condominiums. The project is situated between M Street, SE and the Southeast Freeway. Also enclosed, for your information, is a copy of the Staff Recommendation for the project.

Sincerely,

Patricia E. Gallagher, AICP
Executive Director

Enclosures

cc: Paul E. Rowe
Project Director
District of Columbia Housing Authority

ZONING COMMISSION
District of Columbia
Case No. 03-12/03-13
Exhibit No. 82/173

ZONING COMMISSION
District of Columbia
CASE NO.03-13
EXHIBIT NO.73

COMMISSION ACTION

NCPC File Nos. Z.C. 03-12 /03-13

NCPC
NATIONAL CAPITAL PLANNING COMMISSION

ARTHUR CAPPER/CARROLLSBURG HOPE VI REDEVELOPMENT PROJECT
FIRST STAGE PLANNED UNIT DEVELOPMENT AND
CONSOLIDATED PLANNED UNIT DEVELOPMENT AND RELATED MAP
AMENDMENT FROM R-5-B TO CR

Located on all or parts of 13 Squares in Southeast Washington, DC between the Southeast Freeway, M Street, SE, New Jersey Avenue, SE and 7TH Street, SE

Submission by the Zoning Commission of the District of Columbia

January 8, 2004

Commission Action Requested by Applicant

Approval of comments pursuant to Section 8 of the National Capital Planning Act (40 USC § 8724(a) and D.C. Code § 2-1006(a)).

Commission Action

The Commission:

Concludes that the proposed *first stage Planned Unit Development and related map amendment* **would not adversely affect** the identified federal interests and is consistent with the Federal Elements of the Comprehensive Plan for the National Capital, **except for** Senior Housing Building 2, which places a blank wall above the ground floor along M Street, SE, an identified Special Street in the Preservation and Historic Features Element of the Plan.

Recommends that for the proposed *first stage Planned Unit Development and related map amendment,* the Zoning Commission require the applicant to improve the M Street, SE, façade of Housing Building 2 above the ground floor, by using higher quality material such as stone or brick, and by considering incorporating windows above the ground floor or varying the material to create a pattern, to visually enhance the facade.

Recommends that for the *second stage* PUD, the Zoning Commission require landscaping along M Street, SE and New Jersey Avenue, SE to be consistent with the streetscape improvements developed by the District of Columbia Department of Public Works and the Department of the Navy, approved by the National Capital Planning Commission on July 1, 1999.

Concludes that the proposed *Consolidated Planned Unit Development* **would not adversely affect** the identified federal interests and is consistent with the federal elements of the Comprehensive Plan for the National Capital, **except for** Senior Housing Building 2, which places a blank wall above the ground floor along M Street, SE, an identified Special Street in the Preservation and Historic Features Element of the Plan.

Recommends that the Zoning Commission confirm that the portions of Canal Street and Reservation 17A north of the reconstructed I (Eye) Street, SE, are not included in the subject PUDs, will not be closed, and that the portions north of I (Eye) Street, SE, shall remain unaffected by the development.

Informs the District of Columbia Housing Authority that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act. It is further recommended that the Section 5 review for the Consolidated PUD be done as soon as possible and that the Section 5 review for the remainder of the project be done concurrent with the *second stage* PUD Zoning Commission referral.

Recommends that the National Park Service and the District of Columbia amend the use restriction on Reservation 17-A to be consistent with the residential and highway uses planned for the project.

Deborah B. Young
Secretary to the National Capital Planning Commission

STAFF RECOMMENDATION

NCPC
NATIONAL CAPITAL PLANNING COMMISSION

NCPC File No. ZC 03-12/03-13

ARTHUR CAPPER/CARROLLSBURG HOPE VI REDEVELOPMENT PROJECT
FIRST STAGE PLANNED UNIT DEVELOPMENT AND
CONSOLIDATED PLANNED UNIT DEVELOPMENT AND RELATED MAP
AMENDMENT FROM R-5-B TO CR

Located on all or parts of 13 Squares in Southeast Washington, DC between the Southeast Freeway, M Street, SE, New Jersey Avenue, SE and 7TH Street, SE

Submission by the Zoning Commission of the District of Columbia

December 30, 2003

Abstract

The Zoning Commission has taken a proposed action to approve both a first stage Planned Unit Development (PUD) and a Consolidated Planned Unit Development (PUD) with related zoning map amendment from R-5-B to CR for the project known as Arthur Capper/Carrollsburg HOPE VI Redevelopment Project in Southeast Washington, DC. This project will replace an existing public housing complex with a one-for-one replacement of public housing units, and add senior housing, new market-rate townhouses, condominiums, and apartments. Additionally, the project will create new neighborhood-serving retail, a community center, a new park and several office buildings, resulting in a new, mixed-income, mixed-use community. Because some elements of this project are further along in design, it has been separated into two separate zoning actions. The First Stage Planned Unit Development encompasses the entire project on all or parts of 13 squares and approximately 33 acres of land at the conceptual level. The Consolidated Planned Unit Development is a six square subset of the greater PUD for a portion of the project, consisting of townhouses and senior apartments that are further advanced in their design. A second stage PUD application for the remainder of the project will follow at a later date.

Federal Interests

The identified federal interests relevant to this project include various historic and special streets including Canal Street, SE, New Jersey Avenue, SE, M Street, SE, Virginia Avenue, SE; the Washington Navy Yard, the Marine Barracks annex; the Southeast Federal Center; the proposed headquarters for the Department of Transportation; federal Reservations 17-A, B, C and D; the Height of Buildings Act; the Anacostia Waterfront Initiative (AWI); and the use restriction for Square 739.

Commission Action Requested by Applicant

Approval of comments to the Zoning Commission of the District of Columbia pursuant to Section 8 of the National Capital Planning Act (40 U.S.C. § 8724(a)) and D.C. Code § 2-1006(a).

Executive Director's Recommendation

The Commission:

Conclude that the proposed *first stage Planned Unit Development and related map amendment* **would not adversely affect** the identified federal interests and is consistent with the Federal Elements of the Comprehensive Plan for the National Capital, **except for** Senior Housing Building 2, which places a blank wall above the ground floor along M Street, SE, an identified Special Street in the Preservation and Historic Features Element of the Plan.

Recommend that for the proposed *first stage Planned Unit Development and related map amendment,* the Zoning Commission require the applicant to improve the M Street, SE, façade of Housing Building 2 above the ground floor, by using higher quality material such as stone or brick, and by considering incorporating windows above the ground floor or varying the material to create a pattern, to visually enhance the facade.

Recommend that for the *second stage* PUD, the Zoning Commission require landscaping along M Street, SE and New Jersey Avenue, SE to be consistent with the streetscape improvements developed by the District of Columbia Department of Public Works and the Department of the Navy, approved by the National Capital Planning Commission on July 1, 1999.

Conclude that the proposed *Consolidated Planned Unit Development* **would not adversely affect** the identified federal interests and is consistent with the federal elements of the Comprehensive Plan for the National Capital, **except for** Senior Housing Building 2, which places a blank wall above the ground floor along M Street, SE, an identified Special Street in the Preservation and Historic Features Element of the Plan.

Recommend that the Zoning Commission confirm that the portions of Canal Street and Reservation 17A north of the reconstructed I (Eye) Street, SE, are not included in the subject PUDs, will not be closed, and that the portions north of I (Eye) Street, SE, shall remain unaffected by the development.

Inform the District of Columbia Housing Authority that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act. It is further recommended that the Section 5 review for the Consolidated PUD be done as soon as possible and that the Section 5 review for the remainder of the project be done concurrent with the *second stage* PUD Zoning Commission referral.

Recommend that the National Park Service and the District of Columbia amend the use restriction on Reservation 17-A to be consistent with the residential and highway uses planned for the project.

* * *

BACKGROUND AND STAFF EVALUATION

Description of the Proposal

The Zoning Commission has taken a proposed action to approve both a *first stage Planned Unit Development (PUD)* and a *Consolidated Planned Unit Development (PUD) with related zoning map amendment* from R-5-B to CR for the project known as the Arthur Capper/Carrollsburg HOPE VI Redevelopment Project in Southeast Washington, DC.

The *First Stage Planned Unit Development (PUD)* encompasses the entire project on all or parts of 13 squares and approximately 33 acres of land. The overall project includes three commercial office buildings along M Street, SE, two new senior apartment buildings, one existing senior apartment building, large apartment and condominium buildings fronting both sides of a new three-block "Canal Park" near the west side of the project site, approximately 339 townhouses (single and multi-family units) that comprise the bulk of the development area, and a community center. With the exception of one existing senior apartment building, the remaining public housing on the site today will be demolished. All public housing units will be replaced in the new development on a one-for-one basis. The project will reopen portions of I Street, SE, L Street, SE, 6th Street, SE, and will close several existing alleys while replacing them with new alleys. (See attached illustrative site plan.)

The *first stage PUD* consists of Square 737, those portions of lot 814 and Reservation 17A which lie south of the southern right-of-way line of I Street extended; Square 799, lots 20, 27, 28, 29, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 803, 805, 807, 808, 809, 816, 818, 819, 825, 826 and 827; Square 800, lots 25, 26, 27 and 28; Square 824, lots 37, 38 and 39; Square 853N, lot 809; Square 880, lot 24; Square 881W, that part of lot 800 within 132 feet of 5th Street; Square 882, lot 76; and all of Squares 739, 767, 768, 769, 797, 798, 825 and 825S. Approximate PUD boundaries are New Jersey Avenue, SE on the west, Virginia Avenue, SE on the north, 7th Street, SE on the east, and M Street, SE on the south. (See attached drawing designating first stage PUD boundaries.)

The *Consolidated Planned Unit Development (PUD)* is a six square subset of the greater PUD for a portion of the project that is further along in design. The consolidated PUD includes the two new senior housing buildings and approximately 60% of the townhouse units.

The *Consolidated PUD* applies to Square 824, lots 37, 38 and 39; Square 825S, lots 31, 32, and 33; Square 880, lot 24; and all of Squares 797, 798 and 825. The approximate PUD boundaries are 3rd Street, SE on the west, Virginia Avenue, SE on the north, 6th Street, SE on the east and M Street, SE on the south. (See attached drawing designating consolidated PUD boundaries.)

Upon completion of the *second stage* approval of the PUD (in a future submission), the following properties will be rezoned from R-5-B to CR: Square 769, that portion lying more than 145 feet from the northern right-of-way line of M Street (including a portion of Reservation

17D); Square 882, that portion lying south of the midpoint of the Square; and all of Squares 767 and 768, which site between I and L Streets, and 2nd and 3rd Streets (including Reservations 17B and C).

The project includes a maximum of 1,645 residential units overall, a maximum of 702,000 square feet of gross floor area of office space, a maximum of 51,000 square feet of gross floor area of retail space and a community center including approximately 18,000 square feet of gross floor area. A minimum of 695 of the residential units will be devoted to public housing, including 300 units in the two senior buildings. A minimum of 50 units will be home ownership Section 8 units under the HUD program. The *second stage PUD* (future submission) will be modified to include the property of the Van Ness School, located between 5th and 6th Streets, SE, on the north side of M Street, SE.

Because this project is a PUD and the applicant is being granted zoning flexibility, the applicant is required to assemble a package of public amenities as part of the project submission. Public amenities outlined by the applicant for this project include:

- The revitalization of public housing, in accordance with HOPE VI goals
- A new mixed-income community
- Open space
- A new community center and related social services
- Employment training opportunities
- Additional public rights-of-way through the project

The project is receiving $35 million in funds from the federal HOPE VI program, which is designed to revitalize severely distressed public housing complexes in economically depressed urban neighborhoods by replacing them with new mixed-income neighborhoods that accommodate public housing tenants while providing new neighboring market-rate units, neighborhood-serving retail, and quality open space for all of the residents. Public housing units will be replaced on a one-for-one basis.

Federal Interest Evaluation

The identified federal interests affected by this project include various historic and special streets including Canal Street, SE, New Jersey Avenue, SE, M Street, SE, Virginia Avenue, SE; the Washington Navy Yard, the Marine Barracks annex; the Southeast Federal Center; the proposed headquarters for the U.S. Department of Transportation; federal Reservations 17-A, B, C and D; and the Heights of Buildings Act; the Anacostia Waterfront Initiative (AWI); and the need to amend the use restriction for Square 739.

From an overall perspective, this project is laudable. It will provide both market-rate and affordable housing within walking distance of Metrorail and nearby federal employment centers, allowing city residents to access jobs, and create a lively mixed-use, mixed-income neighborhood. Its design will reconnect historic streets and link Capitol Hill back to its

Anacostia waterfront. The creation of Canal Blocks Park will provide a much-needed new public space that will be available not only to the residents of the Capper-Carrollsburg development, but to employees of the nearby Southeast Federal Center and Washington Navy Yard. In total, the project's architectural and urban designs are appropriate and enhance neighboring projects. The project represents an important opportunity to correct past planning decisions for public housing projects that had detrimental physical impacts on historic District of Columbia streets and neighborhoods.

Streets and Alleys

In general, the Capper/Carrollsburg project will respect the street grid of the District of Columbia overall, and will, in fact, restore portions of several streets that were previously removed for development of public housing, namely I and L Streets, SE. New streets generally will align with existing streets and will be compatible in width and character. A new block of 6th Street, SE will be constructed just north of M Street, SE. This block will not align with 6th Street, SE south of M Street, SE due to the presence of a public utility that will not be relocated as part of this project. As 6th Street cannot be extended farther to the north because of the presence of the Marine Barracks, the impact to the overall street grid is minimal.

Several alleys will be closed as part of this project. These include alleys within Squares 824, 798, and 799; however, these will be replaced by two new alleys and a new street. There will be no net decrease in capacity of service access as a result of these changes.

In order to create a buildable development parcel at the northwest corner of the new Canal Blocks Park and to reconnect I (Eye) Street, SE, the project will close a one-block section of Canal Street just west of 2nd Street and south of the I (Eye) Street alignment. Additionally, the southern portion of Reservation 17A, originally part of the Canal in this location, will be taken. Project materials indicate that Canal Street and Reservation 17A north of the I (Eye) Street alignment are not a part of the PUD. Canal Street is listed in the District of Columbia Inventory of Historic Streets. The District of Columbia Housing Authority (DCHA) and the D.C. State Historic Preservation Office (SHPO) have agreed through their Section 106 consultation, and staff concurs, that restoring I Street, I (Eye) Street, an original L'Enfant Street, is a worthy goal of the project and that its reopening, as well as the restoration of Reservations 17-B, C, and D will mitigate the loss of the portions of Canal Street and Reservation 17-A.

Washington Navy Yard/Southeast Federal Center/DOT

The new development will not adversely affect the Washington Navy Yard, Southeast Federal Center, or new Department of Transportation Headquarters. In fact, the development will complement the existing and planned federal facilities in these locations by helping to create a street wall for M Street and by providing housing and related commercial uses within walking distance of federal workplaces. Additionally, the redevelopment of the project area into a mixed-income, mixed-use neighborhood will add vitality to this area of the city.

The new Canal Blocks Park will help to connect the neighborhood to the Southeast Federal Center and to the waterfront beyond, an important goal of the Anacostia Waterfront Initiative.

Building Heights

Proposed Building Heights

- Office building in Square 769: 110 feet
- Office building in Square 882: 90 feet
- Apartment buildings in Squares 768 and 769: 110 feet
- Apartment building in Square 739: 130 feet
- Apartment building in Square 767 and existing apartment building in Square 825: 65 feet
- Senior apartment building in Square 880: 50 feet
- Remaining residential buildings: 45 feet
- Community center building: 25 feet

Building Heights Act

All of the buildings proposed for this project comply with the requirements of the Building Heights Act.

M Street Corridor Building Heights

The heights of office buildings to be constructed in Squares 769 and 882 along M Street, SE will be 110 feet and 90 feet respectively. These building heights are consistent with the heights of other planned buildings in the M Street corridor, including those in the Southeast Federal Center. They will help to form a street wall for M Street, SE that will serve to better define the street in this area of the City.

Anacostia Waterfront Initiative

The Anacostia Waterfront Initiative (AWI) is a partnership among 20 federal and District of Columbia agencies that own or control land along the Anacostia River. These agencies, including the National Capital Planning Commission, have signed the AWI Memorandum of Understanding (MOU). The stated goal of the MOU (March, 2000) is to guide a series of projects that will "...transform the Anacostia River from the City's forgotten river to a gem that could rival any urban waterfront in the world." The draft AWI Framework Plan developed to guide the revitalization effort, outlines eight target areas for detailed study and recommendations. One such target area, known as Near Southeast, includes the Capper-Carrollsburg redevelopment project, including the area that will become the Canal Blocks Park. Goals for this neighborhood sub-area include transforming the existing public housing into a mixed-income community with a one-to-one replacement for existing public housing units, extending the neighborhood scale and architectural character of Capitol Hill to the south side of the Southeast Freeway, organizing higher density apartment buildings along the Canal Blocks Park, and creating linkages between the neighborhood sub-area and surrounding residential, recreation and employment areas. The Capper-Carrollsburg project as submitted accomplishes all of these goals.

Reservation 17A and the Closure of the Southern Portion of Canal Street (Square 739)

The National Park Service transferred jurisdiction of Reservation 17A to the District of Columbia in 1947 for use as a garbage disposal area. The parcel is currently used for trash transfer. According to the National Park Service, the transfer of jurisdiction restricts the use of this parcel, and a new transfer of jurisdiction would be required to change its use to highway and residential as submitted by this project. Staff recommends that the Park Service amend the use restriction to be consistent with the new use.

Canal Park Blocks/Reservations 17 B, C, D

Reservations 17 B, C and D, otherwise known as Squares 767, lot 829; 768, lot 10; 769, lot 821, were transferred in 1965 to the District of Columbia by the National Park Service for highway purposes (creation of 2nd and 3rd Streets, SE) as well as for recreation and related purposes. Most recently, the District has used these parcels for the storage of city school buses. The Capper-Carrollsburg project will transform Reservations 17 B, C, and D into the "Canal Blocks Park," a three-block public park that will be fronted by large apartment buildings and condominiums along both 2nd Street, SE and Canal Street, SE between I (Eye) and M Streets, SE. The buildings will frame this new public space in an appropriate urban fashion, and the new park will become an amenity for the new neighborhood and for the city at large. Reservations will remain under ownership of the United States Government.

Urban Design/Streetscape

M Street Streetscape Improvements

At its regularly scheduled meeting on July 1, 1999, the Commission approved portions of the M Street Streetscape Improvements submitted by the District of Columbia Department of Public Works, including the scheme for street trees on M Street, SE and New Jersey Avenue, SE in the vicinity of the Capper/Carrollsburg project. The M Street Streetscape Improvements plan calls for a double row of street trees along the entire length of M Street, SE in the project area and along New Jersey Avenue, SE near its intersection with M Street. Landscaping submitted for the Capper/Carrollsburg project is not consistent with this plan. Staff recommends that the *second stage PUD* incorporate streetscape features that are consistent with the M Street Streetscape Improvements plan.

Marine Barracks

A 1999 Memorandum of Understanding between the applicant and the United States Navy transferred jurisdiction of 2.5 acres of city property to the U.S. Government for use in the Marine Barracks project which abuts the project site at its northeast corner. In exchange for this transfer of jurisdiction, the United States Government guaranteed that the new recreation space created on the Marine Barracks ground would remain open to community use. This open recreation space will be available for residents of the new mixed-use community. The project will not negatively affect this federal interest.

Parking and Traffic

Each of the new office, apartment and condominium buildings will be constructed with underground parking to serve the occupants of the buildings, and most of the new townhouses will be provided with at least one off-street parking space. Additionally, streets in the new development will allow on-street parking, and curb-cuts for driveways and garage entrances will be limited to side streets and alleys. All of the new development will occur within walking distance of the Navy Yard Metro Station on Metro's Green Line.

The traffic analysis submitted by the applicant indicates that the planned roadways will be adequate to handle the anticipated traffic loads. Traffic generated by this project will not negatively affect the federal interest.

Zoning

The proposed change in zoning from R-5-B to CR will not adversely affect federal interests in this area. The new zoning, which permits a mix of commercial activity into the formerly residential-only zone, will help to create a vibrant new neighborhood with neighborhood-serving retail, as well as enable commercial buildings along M Street to provide jobs within walking distance of the project's new housing. The change of zoning will not have an adverse impact on surrounding federal interests.

Federal Elements of Comprehensive Plan

This project is consistent with the Federal Elements of the Comprehensive Plan for the National Capital regarding federal employment. The project will not only place new market-rate and affordable housing within walking distance of transit (Navy Yard Metro Station on the Metro Green Line) and neighborhood-serving retail, but within walking distance of new and existing jobs along M Street and at the Southeast Federal Center and the Washington Navy Yard. The federal employment element states that federal employment sites should be "...located so that low and moderate income housing...is available within a reasonable distance..."

The project is inconsistent with the Preservation and Historic Features Element of the Comprehensive Plan regarding the proposed closing of portions of Canal Street and Reservation 17A in the northwest portion of the development area. However, this adverse impact is mitigated by the reconnection of historic I (Eye) Street, SE and the creation of the Canal Blocks Park.

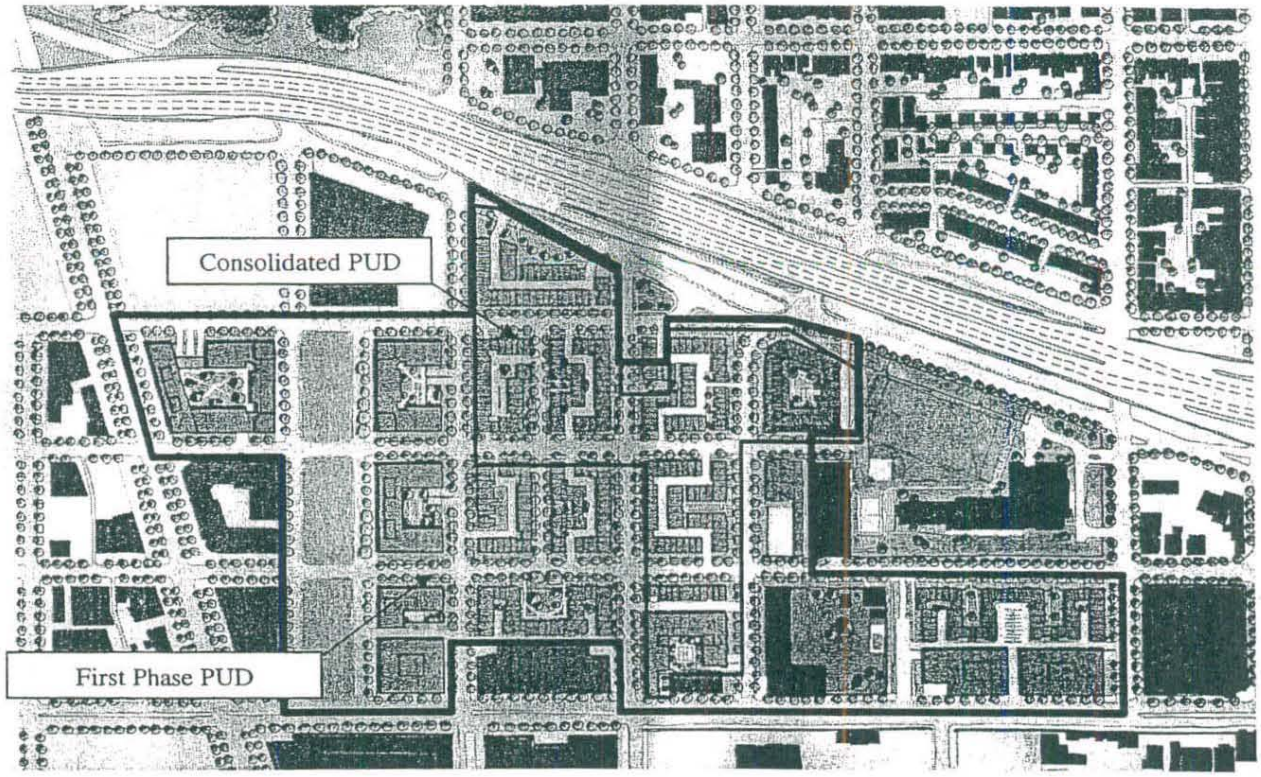
The project is also inconsistent with the Preservation and Historic Features Element of the Comprehensive Plan, because a blank façade above the ground floor on Senior Building 2 negatively impacts M Street, SE, a Special Street. The use of a higher quality material, such as stone or brick, is recommended for this façade. Further, the placement of windows or the variation of materials to create a pattern to visually enhance this façade should be considered.

Conclusion and Recommendation

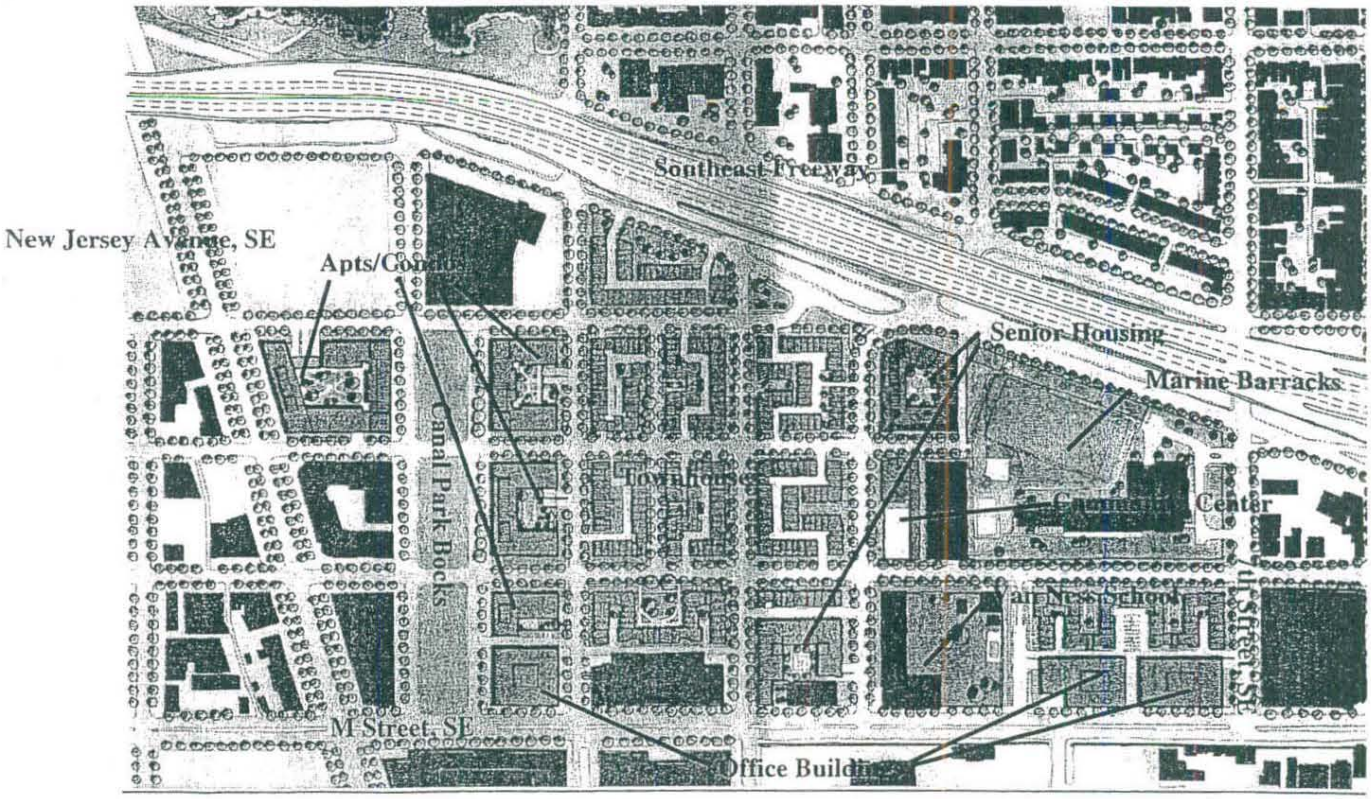
Staff recommends that the Commission conclude that the proposed *first stage Planned Unit ~~Development and related map amendment~~* from ~~R-5-B to CR and the *Consolidated Planned Unit~~ *Development* for the Arthur Capper/Carrollsburg Hope VI Redevelopment Project located on 33 acres of property in Southeast Washington, DC between the Southeast Freeway, M Street, SE, New Jersey Avenue, SE and 7th Street, SE **would not adversely affect** the identified federal interests by closing portions of Canal Street and Reservation 17A in the northwest portion of the development area, because these potentially adverse impacts are mitigated by the reconnection of historic I (Eye) Street, SE and the creation of the Canal Blocks Park. Additionally, staff notes that the project is consistent with the Federal Elements of the Comprehensive Plan for the National Capital, with the exception of the south wall of Senior Building 2, located along M Street, SE, a Special Street. This building as currently designed has a blank wall above the ground floor, facing M Street, SE. Staff recommends that a higher quality material, such as stone or brick, be used; and that the applicant, consider adding windows or varying the material to create a pattern to visually enhance this façade.

Staff also recommends to the Commission that the landscaping be redesigned along M Street, SE and New Jersey Avenue, SE to be consistent with the streetscape improvements developed by the District of Columbia Department of Public Works and the Department of the Navy, and approved by the National Capital Planning Commission on July 1, 1999.

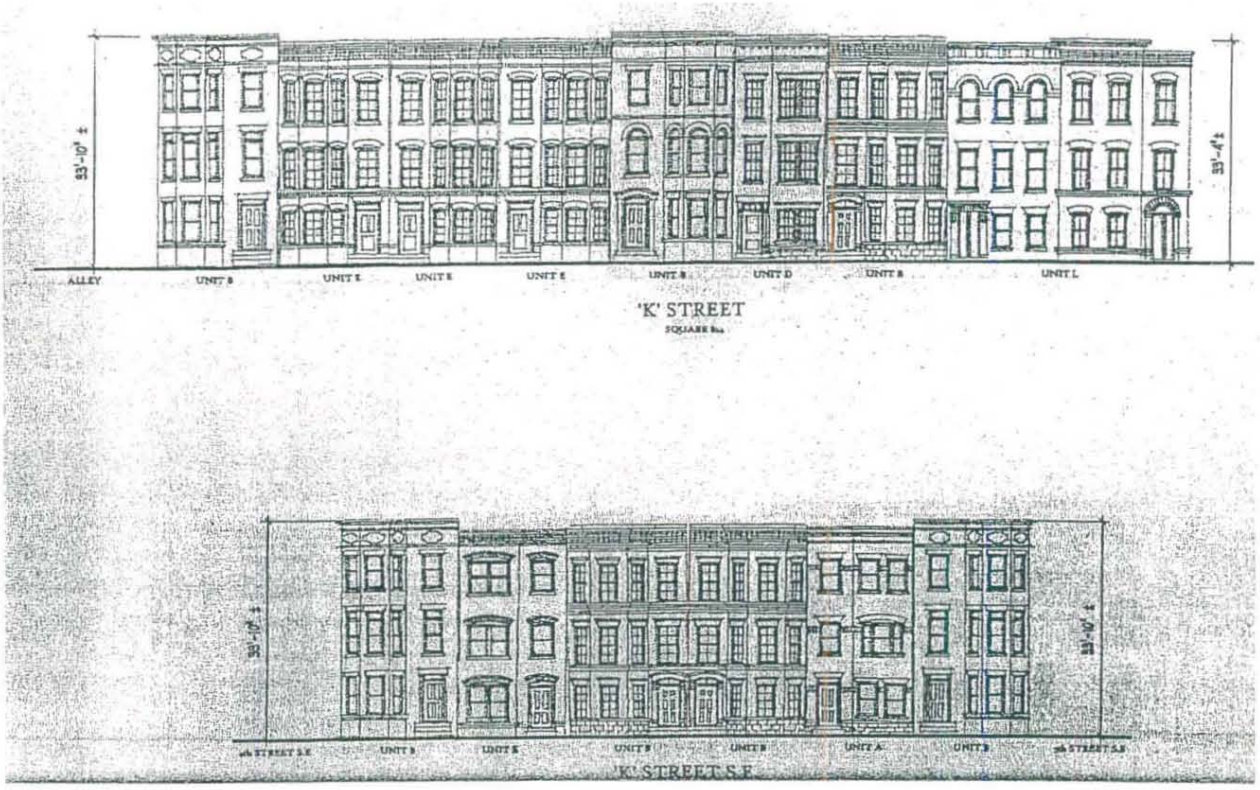
Finally, the District of Columbia Housing Authority must submit this project to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act. Staff recommends that the *Section 5 review for the Consolidated PUD* be done as soon as possible and that the *Section 5 review for the remainder of the project be done concurrent with the second stage PUD* Zoning Commission referral.



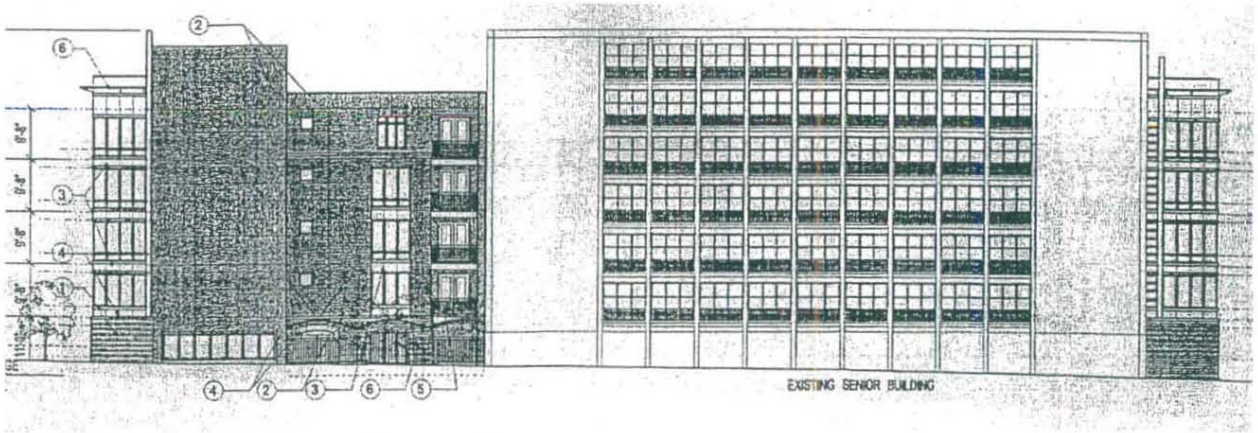
First Phase and Consolidated PUD Boundaries



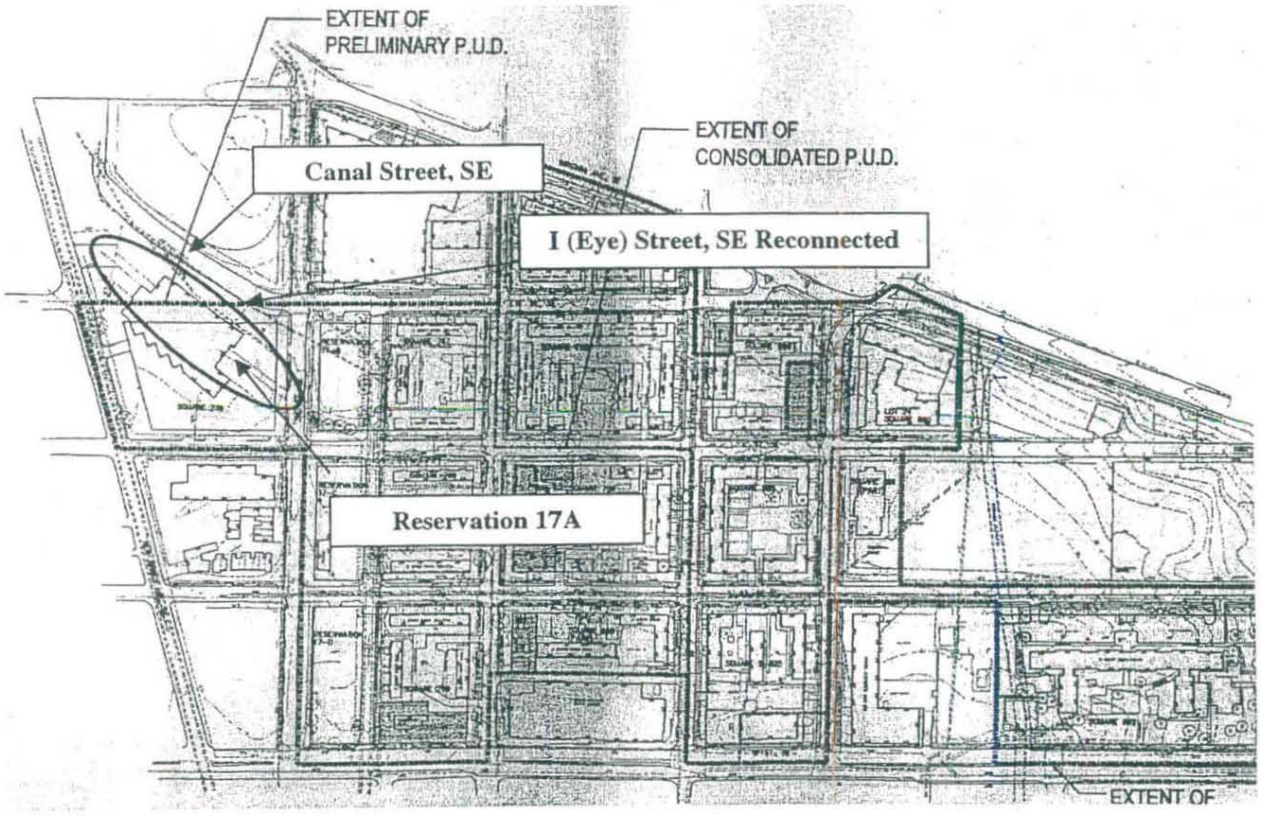
Illustrative Site Plan for Capper/Carrollsburg HOPE VI Redevelopment Project



Typical Townhouse Elevations



M Street Elevation: Senior Housing Building 2



Affected Portions of Canal Street, SE and Reservation 17A