

## MEMORANDUM

**TO:** District of Columbia Zoning Commission

**FROM:** *JLS*  
Jennifer Steingasser, Deputy Director Development Review & Historic Preservation

**DATE:** February 1, 2016

**SUBJECT: Hearing Report - ZC # 15-20 (Sursum Corda)**  
First Stage PUD and Related Map Amendment

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### I. APPLICATION

Sursum Corda Cooperative Association, Inc., 76 M Inc. and the District of Columbia (Applicant) in conjunction with their development partner, Winn Development propose a First Stage Planned Unit Development (PUD) and a related map amendment to rezone the property from the R-4 zone to the C-3-C zone to enable a mixed use development on the property known as the “Sursum Corda” between M Street, First Place, L Street, and First Street, NW (Square 620, Lots 248-250 and 893-895). The new development would have residents of varying incomes, a mixture of residential unit types and sizes, retail and services uses, the development of a public park, community green and a small recreational area, open spaces and a promenade.

76 M Inc. is the owner of an apartment building (Square 620, Lot 893) which is included in the application. The Applicant continues to negotiate for the purchase of the property, but to date a final agreement has not been signed. Subsequent to setdown, the Applicant has provided and requested the approval of an alternate site plan without the 76 M Street parcel.

### II. RECOMMENDATION

The redevelopment would benefit the existing residents and the neighborhood and would continue the revitalization and economic development that has begun in the neighborhood. The proposal is not inconsistent with the Comprehensive Plan and meets the specific recommendations outlined in the Mid-City Small Area Plan (SAP) for the revitalization and redevelopment of Sursum Corda. As this is a request for a First Stage PUD, the application outlines the proposed site plan, densities, heights, retail and services uses, open space and affordable housing/tenant relocation plan; the filings do not yet detail building design or materials; this would be provided as part of subsequent Second Stage submissions.

The Office of Planning (OP) recommends approval of the First Stage PUD and related map Amendment with the following conditions:

1. The Applicant should provide a public access easement along the former 1<sup>st</sup> Street, NW right-of-way between L Street, NW and M Street, NW. Further, the Applicant should continue to work with the Department of Transportation towards the dedication of this easement.

2. The Applicant should demonstrate how the monetary donations to community organizations would conform to the PUD regulations.
3. Areas of flexibility related to the design and layout should be assessed at the Second Stage Review.
4. As part of each subsequent Second Stage application, the Applicant should provide site and building design details and specifics regarding transportation, environmental requirements, affordable units, and proffered benefits and amenities.

### III. SITE AND SURROUNDING AREA

The subject property, located on Square 620, Lots 248-250 and 893-895, has a total land area of approximately 253,735 square feet or 5.825 acres. The site is generally bounded by M Street, NW, on the north, First Place, NW, on the east, L Street, NW on the south, and First Street, NW, on the west. The development site is a combination of the 199 unit Sursum Corda townhouses, the 14 unit four story apartment building at 76 M Street<sup>1</sup>, and two adjoining vacant parcels (Map 1).

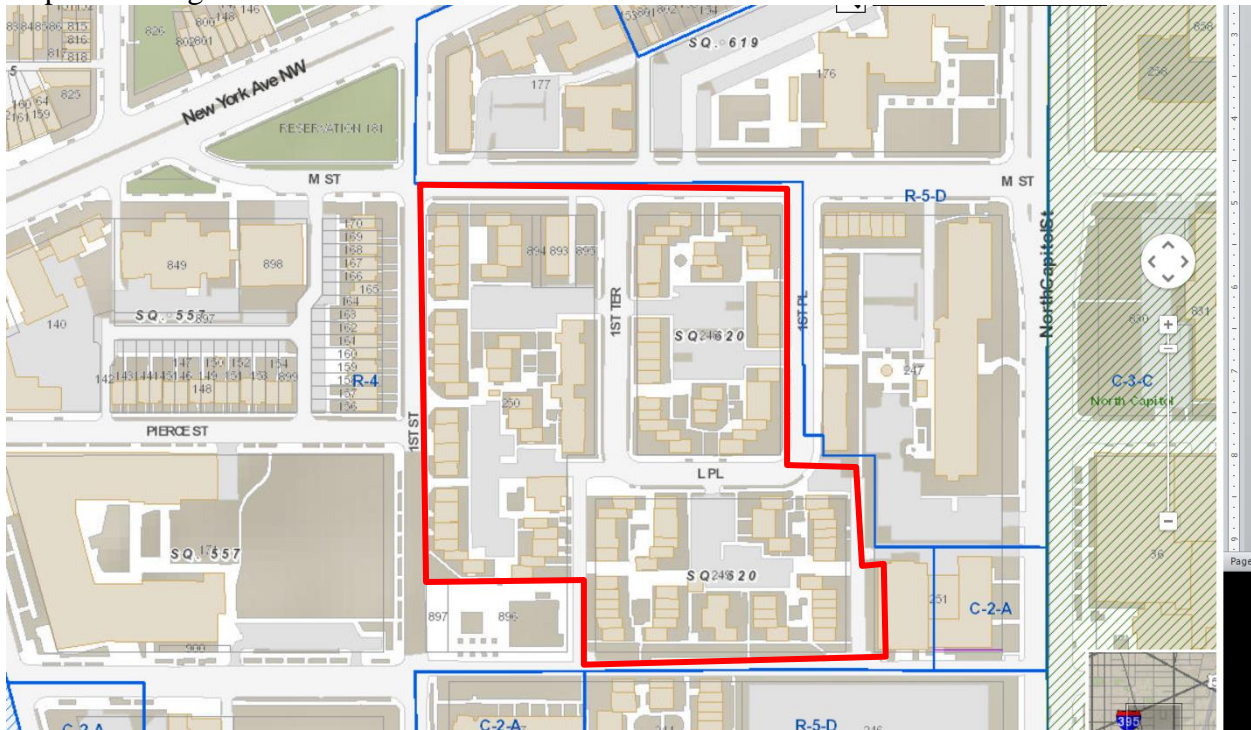
Map 1 - Site Location



The site is located in the Sursum Corda neighborhood of Ward 6 and is zoned R-4. To the north, across M Street are the Julius Hobson Plaza Condominiums and the Taylor House Apartments in the R-5-D zone; to the east are the Sibley townhouses and apartments in the R-5-D zone along with the Mount Airy Baptist Church in the R-4 and C-2-A zones. To the south are a parking lot and the Turnkey residential community in the R-5-D and C-2-A zones. Immediately adjacent to the southwestern portion of the property is a public park in the R-4 zone. To the west are row houses, the Walker Jones Education Campus and the Northwest One Neighborhood Library in the R-4 zone (Map 2).

<sup>1</sup> Excluded in the alternate design

Map 2 - Zoning

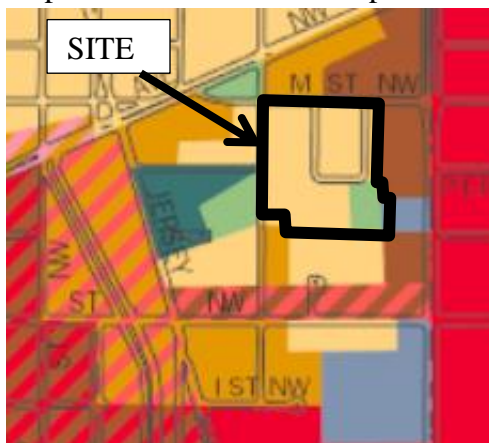


#### IV. CONSISTENCY WITH THE COMPREHENSIVE PLAN

To accommodate the proposed development, the Applicant has requested an accompanying map amendment from the R-4 zone to the C-3-C zone. The proposal is not inconsistent with the Comprehensive Plan (“the Plan”). The Future Land Use Map (Map 3) designates the site for moderate density residential and Parks, Recreation, and Open Space.

Further land use studies through the Mid-City Small Area Plan recommend high density residential and medium density commercial. As specified in the Comprehensive Plan, Small Area Plans supplement the Comprehensive Plan by providing detailed direction for focused areas (10 DCMR Section 104.8)

Map 3- Future Land Use Map



Map 4 - Generalized Policy Map





The Future Land Use Map describes these areas as follows: *Moderate Density Residential: This designation is used to define the District's row house neighborhoods, as well as its low-rise garden apartment complexes. . . In some of the older inner city neighborhoods with this designation, there may also be existing multi-story apartments, many built decades ago when the areas were zoned for more dense uses (or were not zoned at all). The R-3, R-4, R-5-A Zone districts are generally consistent with the Moderate Density Residential category; the R-5-B district and other zones may also apply in some locations.* 225.4

The Generalized Policy Map (Map 4) designates the area as being within the NOMA New York Avenue Metro Land Use Change Area. The Plan designates Land Use Change Areas as “areas where change to a different land use from what exists today is anticipated. In some cases, the Future Land Use Map depicts the specific mix of uses expected for these areas . . .” 223.9

The Plan further states:

*There are more than two dozen Land Use Change Areas identified on the Policy Map. They include many of the city's large development opportunity sites, and other smaller sites that are undergoing redevelopment or that are anticipated to undergo redevelopment. Together, they represent much of the city's supply of vacant and underutilized land.* 223.10

*The guiding philosophy in the Land Use Change Areas is to encourage and facilitate new development and promote the adaptive reuse of existing structures. Many of these areas have the capacity to become mixed-use communities containing housing, retail shops, services, workplaces, parks and civic facilities. The Comprehensive Plan's Area Elements provide additional policies to guide development and redevelopment within the Land Use Change Areas, including the desired mix of uses in each area.* 223.11

Chapter I of the Comprehensive Plan states that the District has a three-tiered system of city planning comprised of:

- a. Citywide policies*
- b. Ward-level policies*
- c. Small area policies.”* 104.1

*In the past, the Comprehensive Plan has been the repository for the citywide and ward-level policies. The small area policies, meanwhile, have appeared in separately bound “Small Area Plans” for particular neighborhoods and business districts. As specified in the city's municipal code, Small Area Plans provide supplemental guidance to the Comprehensive Plan and are not part of the legislatively adopted document.* 104.2

*However, as specified in the DC Code, Small Area Plans supplement the Comprehensive Plan by providing detailed direction for areas ranging in size from a few city blocks to entire neighborhoods or corridors. These Small Area Plans are prepared for areas in the city where District action was necessary to manage growth, promote revitalization, or to achieve other long-range planning goals. Small Area Plans are adopted by the DC Council by resolutions.* 104.8

The Implementation Element of this Comprehensive Plan outlines where and under what conditions such plans should be undertaken:

#### IM-1.2 Small Area Planning

*Small Area Plans cover defined geographic areas that require more focused direction than can be provided by the Comprehensive Plan. The intent of such plans is to guide long-range development, stabilize and improve neighborhoods, achieve citywide goals, and attain economic and community benefits. The Comprehensive Plan Area Elements identify where Small Area Plans should be prepared, with an emphasis on the Land Use Change Areas, Enhancement Areas, and business districts shown on the Comprehensive Plan's Generalized Policies Map<sup>2</sup>. As these Small Area Plans are completed, future amendments to the Comprehensive Plan should identify subsequent generations of small area plans. ANC and public involvement in the development of Small Area Plans is desired and expected. 2503.1*

#### Policy IM-1.2.1: Small Area Plans

*Prepare Small Area Plans and other planning studies for parts of the city where detailed direction or standards are needed to guide land use, transportation, urban design, and other future physical planning decisions. The focus should be on areas that offer opportunities for new residential, commercial, and mixed use development, or areas with problems or characteristics requiring place-specific planning actions. Use the Comprehensive Plan Area Elements, the Generalized Policies Map, and land use monitoring activities to identify areas in the city where such plans are needed. Citizens shall have the right to petition or suggest small area plans to be proposed by the Mayor. 2503.2*

Based on these recommendations, the Mid-City East Element of the Comprehensive Plan recommended the preparation of a small area plan for the area around the North Capitol Street/Florida Avenue business district, Mid-City East. Neighborhood groups advocated for the small area plan to also include their residential neighborhoods to guide future redevelopment. The Mid City East Small Area Plan<sup>3</sup> encompassed neighborhoods around the North Capitol Street/Florida Avenue business district. Sursum Corda, which was addressed in the Northwest One Plan, was also included.

In implementing the recommendation of Comprehensive Plan, the Mid-City Small Area Plan recognized the existing moderated density residential and foresaw its redevelopment by recommending it as a Land Use Change Area on the Generalized Policy Map and written policies with the appropriate density recommendation left to be determined by further studies with community involvement through a Small Area Plan.

#### Mid-City Small Area Plan

To implement the recommended Land Use Change, the Mid-City Small Area Plan identifies the site as high density residential and medium density commercial as appropriate for the property. These zones are defined as:

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<sup>22</sup> Emphasis added

<sup>3</sup> Approved by the City Council on November 18, 2014

*High Density Residential: This designation is used to define neighborhoods and corridors where high-rise (8 stories or more) apartment buildings are the predominant use. Pockets of less dense housing may exist within these areas. The corresponding Zone districts are generally R-5-D and R-5-E, although other zones may apply. 225.6*

*Medium Density Commercial: This designation is used to define shopping and service areas that are somewhat more intense in scale and character than the moderate-density commercial areas. Retail, office, and service businesses are the predominant uses. Areas with this designation generally draw from a citywide market area. Buildings are generally larger and/or taller than those in moderate density commercial areas but generally do not exceed eight stories in height. The corresponding Zone districts are generally C-2-B, C-2-C, C-3-A, and C-3-B, although other districts may apply. 225.10*

To effectuate this recommendation, the SAP staff conducted a study of development patterns, trends, and the needs of the areas and specifically recommends high density residential and medium density commercial for the site. The proposed C-3-C zone allows the mix of uses and six to ten story buildings that would meet the transition requirements of the SAP to meet the transition to buildings on adjacent properties. Building 2A/2B would have a height that extends up to 110 feet on portions of the building as permitted by the width of M Street. The proposed development and zone are therefore not inconsistent with the Comprehensive Plan.

## **V. PROPOSAL**

The proposal is to demolish the existing Sursum Corda buildings and redevelop the property. Under the proposed development plan, a number of internal streets, First Terrace, NW, L Place, NW and the southern portion of First Place, NW would be closed or realigned. A new street grid would see the extension of a new east-west Pierce Street, NW and the extension of First Place, NW to create a new north-south street. The realigned streets would provide more connectivity within the development as well as to the surrounding community (Exhibit 28A1, pages A-10 and A-11).

Based on the new street grid, the property would be subdivided into two development parcels, north and south of Pierce Street and an eastern out parcel to be developed as a park. The north and south parcels would be further subdivided into theoretical lots to accommodate the buildings (Exhibit 28A1, pages A-13). A subdivision plat excluding 76 M Street, NW is also provided at (Exhibit 28A1, pages A-45).

This application has been submitted as a First Stage PUD. As such, the Commission is being asked to consider issues such as zoning, massing, overall site plan, and use mix for the entire Sursum Corda site. Detailed site and building design would be provided and reviewed in subsequent Second Stage applications.

On the new lots, the Applicant proposes to transform the predominantly low income housing development into a mixed-income, mixed-use community with 1,142<sup>4</sup> residential units, and

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<sup>4</sup> The written text states 1,142 units while the plans at Exhibit 28A1, pages A-16 and A-17 show a total of 1,133.

<sup>5</sup> Under the Alternate proposal which excludes 76 M Street, NW the total number of units would be 1,074 units.

49,420 square feet of non-residential use. Further, a 12,583 square green space/park would be provided on the easternmost portion of the site between First Place and the Mt. Airy Church for the resident and the greater community (Map 5).

Map 5 - Proposed Site Plan

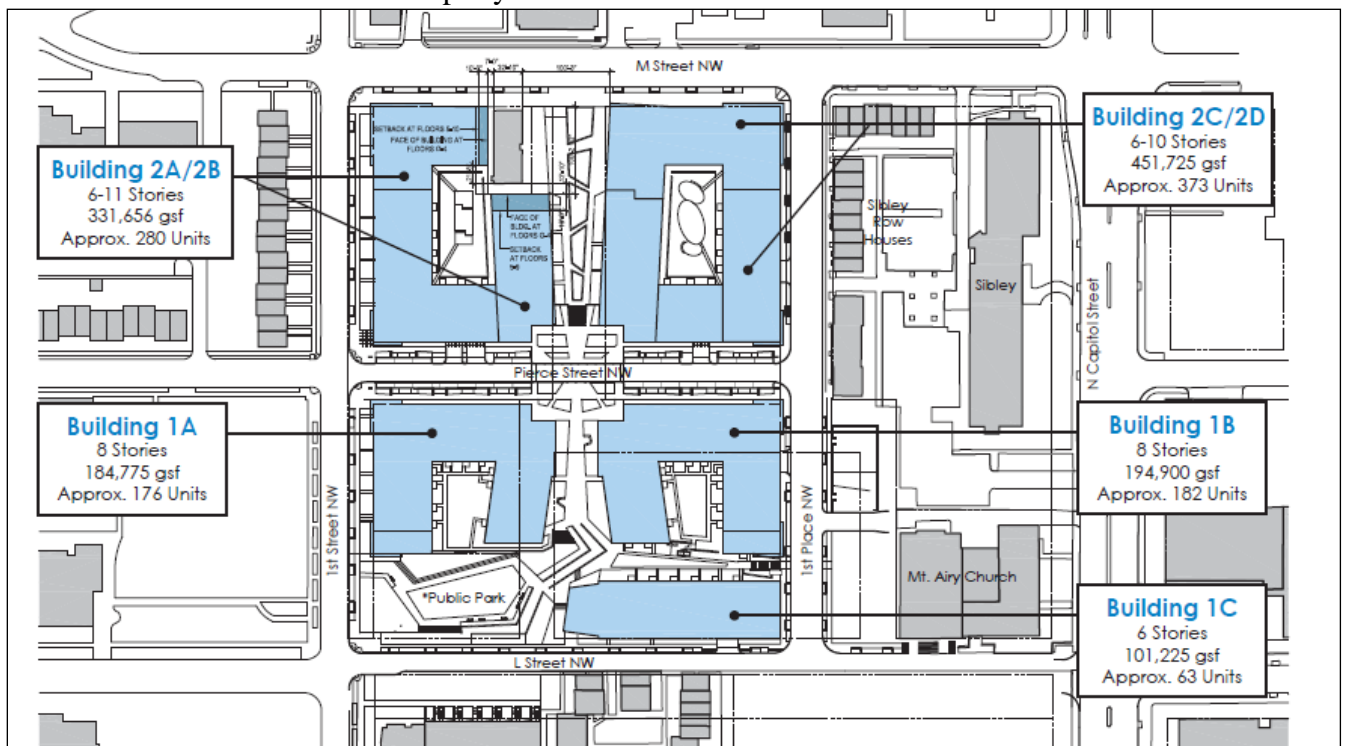
Site Plan - Phase 1



Site Plan - Phase 2



Site Plan Without 76 M Street Property





The following is a breakdown of the proposed development for each lot in the PUD.

	Use (sq. ft.)			Building Height/Stories (Maximum)	
	Residential	Retail	Other	Feet	Stories
Lot/Building 1A	184,775 sf (164 du)	-	-	72.45 ft.	8
Lot/Building 1B	194,990 sf (166 du)	-	-	78 ft.	8
Lot/Building 1C	101,225 sf (100 du)	8,315 sf	-	65.75 ft.	6
Lot/Building 2A/2B	414,640 sf (339 du)  331,656 sf <sup>6</sup> (260 du)	11,900 sf	6,900 sf	110/91/62.5 ft.	6 to 11
Lot/Building 2C/2D	451,725 sf (373 du)	11,325 sf	6,970 sf	106.93/97.43/68.93 ft.	6 to 10
Green Space	12, 583 sf				

The development would include a mixture of apartment, retail, service and community uses in five structures ranging in height from six to eleven stories (65 feet to 110 feet). The southern buildings, Buildings 1A, 1B and 1C, would be 8 and 6 stories to transition to the lower building across L Street, the playground, the adjacent parks and the church.

The buildings on the northern lots, Building 2A/B and Building 2C/2D would have portions of the building at different heights. The portions of Building 2C/2D that are across First Street, NW and the Sibley row houses would be six stories and transition up to 10 stories at the corner of First Place, NW and along M Street, NW. The second structure, Building 2A/2B, would also have six stories at the portion fronting on Pierce and First Street and transition up to ten stories at the corner of First Street, NW and M Street, NW. The Applicant has provided shade studies to demonstrate that with the step down in building heights and the right-of-way widths, the light available to the adjacent lower scale buildings such as the Sibley rowhouses along First Street, NW would not be significantly impacted by the height of the buildings.

All the buildings except Building 1C would be built around a private, landscaped, open space or a “U” shaped, landscaped open space. The outer portions of the buildings would also be extensively landscaped. Between the buildings would also be extensively landscaped and include pedestrian ways that would connect the buildings as well as provide connections to the public park and the park across First Place, NW.

Ground floor retail and service uses would be concentrated along M Street, NW and between Building 2A/B and Building 2C/2D. The area between the buildings would be a broad “promenade” that would be landscaped, encourage pedestrian movements through the site to the retail uses, would have outdoor seating and is envisioned to be a very active area. More details on the activities and the retail and service uses would be provided at the Second Stage review.

<sup>6</sup> Alternate proposal

The property labelled as “public park” on the plans at the intersection of L and First Streets, NW is owned by National Park Service who has indicated that they would be willing to dedicate the property to District. The Applicant is proposing to redevelop the site as shown on the plans and maintain the space for residents of the development and the neighborhood and integrate it into the development.

Subsequent to setdown, the Applicant has reduced the number of parking spaces from 848 to 786 spaces across the site which is 439 spaces above the 347 spaces required. Applicant was encouraged to reduce the number of spaces even further but states that the neighborhood has encouraged them to provide as many spaces as possible to counter the lack of parking in the area. The plans indicate that the parking spaces would be provided below grade in three levels that would be shared amongst all the uses on the property.

The parking/loading facilities would be consolidated to serve the buildings. Although the entrances seem to have been slightly reconfigured, the buildings would have five separate entrances, two to serve Buildings 1A, 1B and 1C and three to serve Buildings 2A/2B and 2C/2D (Exhibit 28A1, pages A-19, A-19, and A-20). The parking entrance for Buildings 1A, 1B and 1C would be off L and 1<sup>st</sup> Street, N.W. while the loading entrance would be off L Street, N.W. Buildings 2A/2B and 2C/2D would have two loading entrances and a parking entrance along Pierce Street, N.W and a second parking entrance along 1<sup>st</sup> Pace, N.W. accessed off Pierce Street while Buildings 1B and 1C would be accessed off L Street and First Place. Additional on-street parking would be accommodated on the adjacent streets.

## **VII. PHASING**

The Applicant has submitted that the residents would be relocated, the existing buildings would be demolished and the site cleared. Phase 1 of the development is projected to begin in 2020 and would consist of the construction of the new roadways, the southern parcel with Buildings 1A, Building 1B, Building 1C, the park adjacent to the Mt. Airy Church as well as the creation of a public park on the property adjacent to the southwestern portion of the site. Occupancy is projected to begin in 2022. During the Phase I construction, the northern parcel would be grassed and retained as green space. Phase 2 would begin in 2024 and would consist of Building 2A/2B and Building 2C/2D and is projected to be occupied by 2029.

OP recommends that, as part of each Second Stage submissions, the Applicant provides additional information on phasing, which should include a more refined scheduling of the activities within the submission.

## **VIII. SURSUM CORDA AFFORDABLE HOUSING AND RELOCATION PLAN**

The development would have 199 or 17% affordable units. Of these units, 136 units<sup>7</sup> would be replacement units specifically for current Sursum Corda families and the remaining 63 would be Inclusionary Zoning units. The replacement units would be reserved, via covenant, for current heads of households and families at their current income levels. As shown on the table below, 64% of the current heads of household at Sursum Corda are identified as low/very low income

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<sup>7</sup> The current number of occupied units at Sursum Corda.

under federal housing guidelines. The affordability thresholds of the 136 households currently residing at Sursum Corda are as follows:

Number of Families	Percentage of Total	AMI
88	64%	Up to 30%
31	23%	31% to 50%
2	1.5%	51% to 60%
2	1.5%	61% to 80%
13	10%	Over 80%

To accommodate the development, the residents would be relocated and the entire site cleared. The Applicant states that a “build first” option was not exercised as the buildings have deteriorated to a stage where HUD is unwilling to offer assistance to renovate the buildings and consolidate the residences on a portion of the site. Concern was also expressed for having the residents on an active construction site which would be engaged in putting in roads and utilities on the entire site in the first phase as well as the buildings on the southern portion of the site. Further, it would be a cost saving for all demolition, road and utility construction to be done all at once.

The Applicant states that conversations have commenced between the Cooperative and its members regarding their relocation and return. These conversations will continue in order to have a workable and effective Tenant Relocation and Replacement Plan. Housing Opportunities Unlimited (HOU) has been retained to assist the residents in relocating and returning. Prior to the relocation the residents would “opt out” of the current Section 8 project specific vouchers to a voucher that can be used at any location. Regarding the properties where the residents would be relocated, the Applicant has provided a list of 21 potential properties that currently accept vouchers and their availability of units would be assessed at the time of relocations. The residents would have the option of utilizing the vouchers at these or any property of their choice. The following is a summary of elements of the Relocation Plan and Replacement Plan identified in the Applicants submission.

1. Development and execution of an opt-out agreement which may be up to 1 year.
2. Provide the mechanism for qualified head of households to receive Section 8 vouchers through coordinated with the Cooperative management, the developer, HUD and DCHA;
3. Provide funding for the relocation and return of residents;
4. Identify individual household relocation preferences and options and develop a relocation plans for each;
5. Meet one-on-one to identify and provide advice and assistance to members during relocation to their chosen housing;
6. Identify and provide advice and assistance to members returning to the new development;
7. Maintain records of the temporary relocation address of all members;
8. Communicate timeline for the project and means to communicate with the members;
9. Develop and implement a relocation plan and schedule that minimizes multiple relocation moves and inconvenience for residents. The plan will include policies, procedures, required notices and guidelines;

10. Establish and maintain relocation files for each household which will include documentation of all services provided;
11. Develop and implement a relocation tracking system that tracks all household relocation information;
12. Identify all relocation resources, including Housing Choice Voucher Program/Section 8 opportunities and other housing options;
13. Identify and track the location and availability of these units;
14. Conduct ongoing outreach to landlords to secure affordable housing options;
15. Conduct relocation counseling, both individually and in group briefing sessions;
16. Conduct workshops on HQS guidelines, giving residents tools to evaluate their options;
17. Conduct file audits and regular oversight/quality control; and
18. Provide periodic status reports to the residents.

The current Sursum Corda units range from studio to six-bedroom units. The Applicant provides a table in their Pre-Hearing Statement (Exhibit 28, pages 2 and 3) that outlines the unit types, the number of each unit type, the size of the units and the number of persons in each unit. The largest number of units is three- and four-bedroom units which accommodate the largest number of persons. The table shows that the larger five- and six-bedroom units accommodated only 1 to 3 persons. As part of the recertification process, the residents would be better matched with the appropriate unit size for each family. Of the 430 units proposed in the first phase of the development, 136 units would be for the Sursum Corda residents. The proposed mix of new Sursum Corda units would be as follows:

Number of Units	Number of Bedrooms	Approximate Unit
15	Studio	545 sf.
31	1-bedroom	715 sf.
53	2-bedrooms	1,100 sf.
27	3-bedrooms	1,390 sf.
10	4-bedrooms	1,580 sf.

Although the Sursum Corda residents would be relocated first, the IZ units should be distributed throughout the development. If a Sursum Corda resident decides not to return, the unit would be converted to a market rate unit in the first phase and an additional affordable unit would be added in a subsequent phase. OP recommends that the Applicant should demonstrate how an equitable distribution of affordable units would be achieved throughout the development in the Second Stage review.

## **IX. ZONING**

The site is currently zoned R-4 which permits primarily row dwellings and flats at a low height and density. The Applicant is requesting a PUD related map amendment to the C-3-C district which permits medium-high density developments, including office, retail, housing, and mixed use development.

The overall goal of the PUD is to permit flexibility of development and other incentives such as increased building height and density provided the project offers a commensurate number or quality of public benefits and that it protects the public health, safety, convenience and welfare.



The proposed map amendment coupled with the accompanying PUD is intended to facilitate a site-specific project and ensure a quality development at a scale that is consistent with the surrounding neighborhood and planning for the area.

The following table is a comparison of the C-3-C and C-3-C/PUD standards and the development proposal for the project. Some of the information for the proposal are preliminary in nature and may need some adjustments as part of subsequent Second Stage reviews, when building designs are finalized. Since the Applicant does not have a final agreement with 76 M they have provided designs and calculations with and without the 76 M Properties. On the Zoning Tabulation below, calculations for the development without the 76 M property are shown in red.

	C-3-C	C-3-C PUD	Proposal <sup>1</sup>
Area	N/A	15,000 sq. ft.	256,660 sq. ft. (excluding Pierce Street) 291,263 (including Pierce Street)  251,710 sq. ft. (excluding Pierce Street) 286,313 (including Pierce Street)
Height	90 ft.	130 ft.	62.5 to 110 ft.
	C-3-C	C-3-C PUD	Proposal
FAR	6.5	8.0	5.25 (excluding Pierce Street) 4.63 (including Pierce Street)  5.02 (excluding Pierce Street) 4.42 (including Pierce Street)
Lot Occupancy	100%	100%	100%
Rear Yard	2.5 in./ft. of height or 12 feet, whichever is greater  Building 1A – 14.06 ft. Building 1B – 14.06 ft. Building 1C – 13.70 ft. Building 2A/2B - none Building 2C/2D – none	2.5 in./ft. of height or 12 feet, whichever is greater  Building 1A – 14.06 ft. Building 1B – 14.06 ft. Building 1C – 13.70 ft. Building 2A/2B - none Building 2C/2D – none	Building 1A – 24.5 ft. Building 1B – 24.5 ft. Building 1C – 30.25 ft. Building 2A/2B - none Building 2C/2D – none
Side Yard	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater  Building 1A – 12.08 ft. Building 1B – 13.0 ft.	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater  Building 1A – 12.08 ft. Building 1B – 13.0 ft.	Building 1A – 12.08 ft. Building 1B – 12.08 ft. Building 1C – 31.5 ft. Building 2A/2B – 24.5 – 30 ft. Building 2C/2D – 24.5-



related map amendment from the R-4 to the C-3-C zone as it is not inconsistent with the Comprehensive Plan and the Mid-City Small Area Plan as discussed in Section XII of this report, and the proposed height and density is appropriate for the location.

#### Side Yard

The Applicant has requested a reduction of the side yard on Building 1B from 13 feet to 12.08 feet. A side yard is not required but if one is provided the requirement is 13 feet. The side yard is provided to form a transition into the open space between Buildings 1A and 1B. Additionally, the side yard would match the setback on Building 1A which is in compliance.

#### Multiple Buildings on a Single Record Lot

The Applicant requests flexibility to create a single record lot with five theoretical lots and provided the development calculations for each lot. OP is supportive of the request.

#### Loading

The proposal would provide five, 30-foot loading berths instead of the required three, 55-foot berths and two, 30-foot loading berths for the development. The Applicant states that with the anticipated mix of unit types and sizes and the commercial and service the proposed loading facilities would be adequate. The Applicant has provided a Transportation Study and a Transportation Management Plan and the proposed loading plan is addressed in the Department of Transportation (DDOT) report.

#### Parking and Loading for Building 1C

The Applicant requests flexibility to construct Building 1C without on-site parking and loading facilities in the event that each building is constructed on its own record lot. The proposal is to have parking and loading facilities below Buildings 1A and 1B which would also accommodate users of Building 1C. OP is supportive of the request

#### Other Minor Flexibility

The Applicant has requested various other areas of flexibility for details that they say cannot be anticipated at this time. The following is a summary of the areas of flexibility related to the design and layout of the buildings which have not been submitted for review at this time. The flexibility requested would therefore be best assessed at the Second Stage Review when the Applicant has provided the detailed components of each building and the flexibility requested can be better assessed.

1. Vary the location and design of all interior components provided that the variation do not materially change the exterior configuration of the building;
2. Vary the number, location and arrangement of parking spaces provided it is not reduced below the minimum required;
3. Vary the sustainable design features of the building provided the project meets the requirements of the Enterprise Green Communities standard for residential building;
4. Vary the exact selection of exterior materials within the color ranges and materials types based on availability at the time of construction;
5. Vary the final selection of signage on the building; and
6. Vary the location and design of ground floor components of the building.

## **XI. 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.” In order to maximize the use of the site consistent with the zoning regulations and to utilize opportunities for additional FAR, the Applicant is requesting that the proposal be reviewed as a consolidated PUD. This would 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.”

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.*

### Public Benefits and Amenities

The objectives of a PUD are to permit flexibility of development in return for the provision of superior public benefits, provided the PUD process is not used to circumvent the intent and purposes of the Zoning Regulations, or results in an action inconsistent with the Comprehensive Plan.

Public amenities are defined in Section 2407.3 as including “one type of public benefit, specifically a functional or aesthetic feature of the proposed development that adds to the attractiveness, convenience or comfort of the project for occupants and immediate neighbors”.

The proposed redevelopment would replace housing that has deteriorated over the years and not safe. Its improvement is important to the living conditions of the residents and revitalization of the Sursum Corda neighborhood. The amenity package evaluation is partially based on an assessment of the additional development gained through the application process. The proposal requests a PUD related change from the R-4 zone to C-3-C zone. The overall PUD would be at a FAR of 4.63 and 5.25 when Pierce Street, a private street, is excluded. The C-3-C/PUD allows a FAR of up to 8.0.

The Applicant has listed a number of areas which they feel contribute towards their amenity package some of which were requested by the ANC and the neighborhood residents.

### *Housing and Affordable Housing*

The proposed redevelopment would replace housing that has deteriorated over the years and deemed not safe. Its improvement is important to the living conditions of the residents and revitalization of the Sursum Corda neighborhood. The development would consist of 1,142 apartment units of which 199 or 17% would be affordable units. Of the 199 units, 136 would be set aside specifically for the current Sursum Corda families and the remaining 63 would be IZ



units. As seen in Section VIII, the current Sursum Corda resident would be provided with units types from studios to four-bedroom units and ranging in size from 545 square feet to 1,580 square feet. The majority of the units (54) would be two-bedroom units at 1,100 square feet. The applicant has committed and outlined a program for paying for the relocation of the residents and assisting them in obtaining vouchers to their relocated residence as well as keeping them informed and assisting them with their returning to the project after construction.

The Applicant should provide an update on the Tenant Relocation and Replacement Plan and details on the 63 IZ units regarding size length of tenure and how the requirements of IZ are met at each Second Stage Review.

#### *Urban Design, Landscaping or Creation of Open Spaces*

The buildings have been designed to be integrated with and have appropriate transitions to the surrounding residential and institutional community. The new layout would incorporate open spaces and a better street layout which would provide better access to surrounding streets to make the area safer. The courtyards, plazas, public park and open green areas would be extensively landscaped for passive recreation as well as community socialization. Many of court areas have direct access to units on the lower floor to provide eyes on the open spaces.

The Applicant states that the green space on the southwestern portion of the property was requested by the Mt. Airy Baptist Church to be retained as open space to act as a buffer between the church and the residences. The area would be maintained by the Applicant but there is no programming to facilitate any passive recreational. The Applicant should provide information at the Second Stage review as to how the space could be used.

#### *Retail and Service Uses*

The proposal would provide 23,225 square feet of retail uses and 13,800 square feet of service uses. Most of the retail uses would be concentrated along M Street frontage of Buildings 2A/2B and Building 2C/2D and the service uses along the plaza. The Applicant has been asked to justify the viability of the proposed retail uses along this portion of M Street, NW as it does not connect to any other retail uses or areas to the east or west. In response, the Applicant states that they will provide details of the retail program as part of the Second Stage review for the northern parcels.

#### *Green Elements*

The Applicant proposed to provide the required stormwater management systems which may include LID/stormwater areas and rain gardens where possible. All buildings would incorporate green roofs, a maximization of pervious areas through a mix of lawn areas, planting beds and bioretention areas.

Further, the Applicant states that they would attempt to meet the goals of the Sustainable DC Plan by investigating opportunities for neighborhood-scale renewable energy systems and alternative energy systems including co-generation and solar options. The buildings would be designated to take advantage of passive heating and cooling options and take into account solar orientations for building design systems. The Applicant should provide additional information and where and how the co-generation and solar options would work between the proposed development and the neighborhood prior to the public hearing at each phase of the Second Stage review.

The Applicant has provided an Enterprise Green Communities Criteria Checklist (Exhibit 18B) which shows that they would achieve 57 points where 35 optional points are necessary for certification. However, the Applicant did not state if the project would be certified. A LEED for Homes Mid-Rise checklist (Exhibit 18C) was also provided and is projected to have approximately 50 points which would be above the certified level but below the Silver level. The Applicant should specify which buildings would be under the Enterprise Green Communities and which would be under LEED. OP believes that a project of this magnitude and scale should provide a higher level of sustainability, clarify if they would seek certification and provide more details at each Second Stage review.

#### *Vehicular and Pedestrian Access*

The new street grid, sidewalks and bicycle access would make for much safer movements through the new community as well and connecting to the surrounding neighborhood. Improvements to the street pattern would include a new Pierce Street, NW, which would be a private street, a reconfigured and improved First Place and an improved L Street, NW to include a two-way drive isle, new curb and gutter, associated sidewalk, landscaping and connection to First Place. The Applicant has also proffered to provide a Capital Bikeshare station, car sharing spaces and electric car charging stations on the site which serve the residents and discourage single vehicle trips. The Applicant has revised the plans to reduce the number of parking and loading access points along Pierce Street, NW to reduce the potential for conflicts with pedestrian movements.

#### *First Source Agreement*

Despite the request by OP to address and state their commitment to a First Source Employment Agreement with Department of Employment Services (DOES) and a Certified Business Enterprises (CBE) agreement with the District of Columbia Local Business Opportunity Commission prior to the public hearing, the Applicant did not provide the information at the time of this report. OP recommends that signed agreements either prior to or at each Second Stage review be provided.

#### *Uses of Special Value to the Neighborhood*

The Applicant has worked with ANC-6E and other organizations and would provide a one-time donation of the following items for the benefit of youths at Sursum Corda and the neighborhood valued at approximately \$400,000:

1. \$250,000 to Boys and Girls Clubhouse #2 support the operations of the programs;
2. \$60,000 to the Perry School to support the operations of its programs;
3. \$25,000 to the Walker-Jones Parent Teachers Association to assist in funding for school activities and the purchase of classroom equipment;
4. \$15,000 to the Girls in Action at the Sursum Corda Youth Center to support the operations of the programs;
5. \$25,000 to the Dunbar High School Parent Teachers Association to assist in funding for school activities and the purchase of classroom equipment;
6. \$10,000 worth of equipment and uniforms to for programs at the RH Terrell Recreation Center.
7. \$15,000 to support programming at the Northwest One Library.

The following table is OP’s summary of the items presented.

Item	Requirement	Mitigation	Benefit	Amenity
199 affordable housing units with an overall average of which would not exceed 60% of AMI. 136 units would be for current Sursum Corda residents	X		X	X
Create and maintain new green space at the corner of L and First Street, NW			X	X
Improve and maintain as a public park the property at the corner of L and First Streets, NW.			X	X
Create a pedestrian promenade through the center of the site between M and L Streets, NW			X	X
Provide the right-of-way, construct and maintain the extension of Pierce Street, NW between First Street, NW and First Place, NW	X		X	
Improve a 30-foot wide strip along the First Street, NW frontage.	X		X	
Improve the north side of L Street, NW to allow a two-way drive aisle.			X	X
Install a Capitol Bikeshare station adjacent to or in proximity of the site.		X	X	X
Provide two car-sharing spaces and two electric car charging stations.		X	X	
Contributions totaling \$400,000 to Neighborhood Organizations:			X	

**XII. COMPREHENSIVE PLAN**

The Future Land Use Map designates the site for moderate density residential and Parks, Recreation, and Open Space while the Generalized Policy Plan designated the site as a Land Use Change Area. In addition, the Mid-City Small Area Plan identifies high density residential and medium density commercial as appropriate for the property. Section IV of this report discusses the proposed C-3-C zone as being not inconsistent with the Comprehensive Plan.

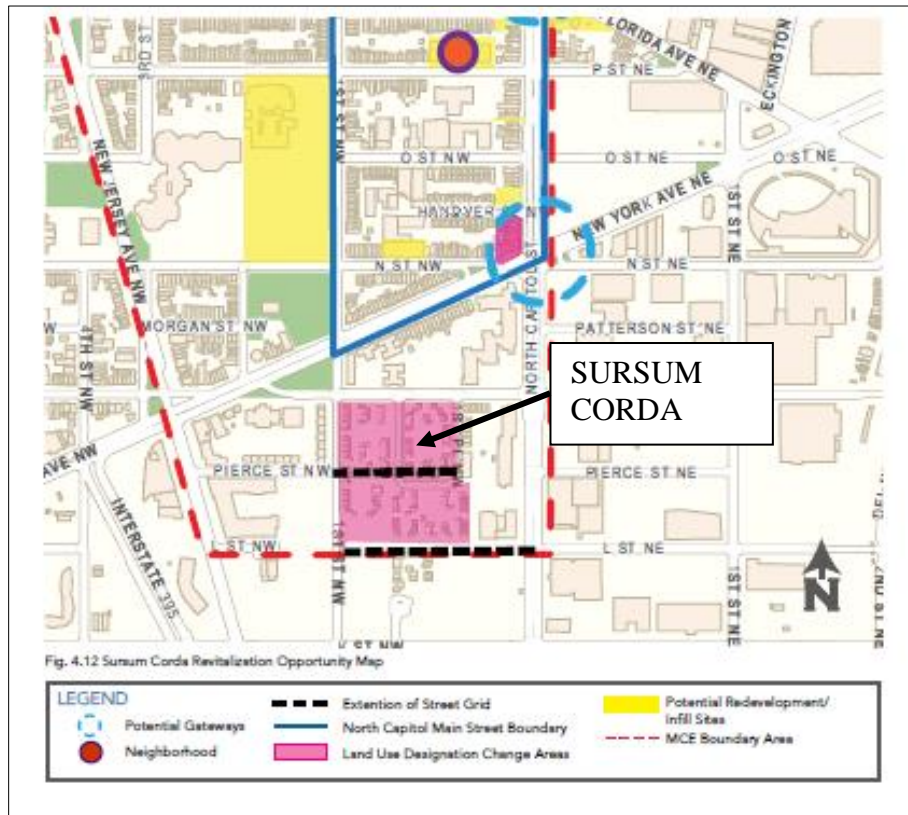
Mid-City Small Area Plan

During the planning exercises for the Mid-City Small Area Plan there were extensive discussions on the redevelopment of Sursum Corda and at pages 72 and 73 states:

*Today members of the cooperative are actively working on a higher density redevelopment plan for Sursum Corda that would increase the number of housing units on site, and create a mix of additional uses including retail or increase affordable units on the site as part of that development. The site is adjacent to higher density development across North Capitol Street to the east (NoMa) and in the Mount Vernon Triangle district to the west, making it reasonable to adjust the land use designation to*

*allow for greater density and height at the site. This would enable co-op members to retain affordable units as part of the redevelopment effort.*

*Sensitivity to lower density buildings to the north and south suggests that the redevelopment's massing should step down towards those existing buildings. The development also offers the opportunity to integrate sustainable design strategies including LID stormwater management, reestablish the street grid, extend Pierce and L Street, and create a significant green/park space and other amenities for community use.*



A vision of the Mid City East Small Area Plan is that “*Mid City East will prosper as an inclusive community with a strong neighborhood fabric, thriving businesses, and a diverse mix of quality housing options.*” A goal of this vision is to “*Support the redevelopment of Sursum Corda.*”

The SAP further recommends:

“*Commercial Revitalization, Redevelopment.*”

- *Change the future land use designation for Sursum Corda from moderate density residential to high density residential and medium density commercial. Development under the new land use designation should be achieved through a Planned Unit Development and encourage the development of a mixed income neighborhood through:*

1. *The provision of 199 affordable units within the project at varying levels and types of subsidies not to exceed 60% of AMI;*



2. *The addition of market rate units that will represent at least 66% of the total units developed on site.*
3. *Reflect the height and scale of existing neighborhood developments, including the SeVerna. Development on the Sursum Corda site should step down towards First Street NW towards Mt. Airy Baptist Church, and step up towards North Capitol Street NW.*
4. *Extend the street grid, including L Street NW from First Street NW to North Capitol Street, NW and Pierce Street, NW between First Street NW and First Place NW.*
5. *Include sustainable development components such as green/park spaces and other community amenities*

The redevelopment of the site was discussed at the time of the SAP and the density and height were considered to be appropriate for the redevelopment of the site. The SAP also included specific recommendations for the improvement and protection of the surrounding neighborhood. The Applicant has included and addressed all the above cited recommendations in the proposal and is therefore not inconsistent with the SAP.

The proposed development also meets or furthers many of the policies of the Comprehensive Plan as outlined below.

### **Chapter 3 - Land Use Element**

#### ***LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods***

*Recognize the importance of balancing goals to increase the housing supply and expand neighborhood commerce with parallel goals to protect neighborhood character, preserve historic resources, and restore the environment. The overarching goal to “create successful neighborhoods” in all parts of the city requires an emphasis on conservation in some neighborhoods and revitalization in others.*

The proposed redevelopment of the Sursum Corda residence would greatly benefit the existing residents and would offer the opportunity for additional affordable units as well as market rate units. The proposal would create a new mixed income community and the introduction of other commercial and service use to serve the residents of the new Sursum Corda as well as to continue the revitalization of the expanding neighborhood.

#### ***LU-2.4.6: Scale and Design of New Commercial Uses***

*Ensure that new uses within commercial districts are developed at a height, mass, scale and design that is appropriate and compatible with surrounding areas.*

The proposed height and density of the proposed development are as envisioned by the neighborhood and stated in the Mid-City Small Area Plan.

#### ***Policy LU-2.2.4: Neighborhood Beautification***

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

The proposed development would greatly improve the visual quality of this neighborhood through improved buildings as well as the increased landscaping, useable open spaces, better streets and pedestrian connectivity. Buildings would be scaled with a massing that would lessen potential impacts on adjacent residential developments.

#### **Chapter 4 - Transportation Element**

##### ***T-2.3.1: Better Integration of Bicycle and Pedestrian Planning***

*Integrate bicycle and pedestrian planning and safety considerations more fully into the planning and design of District roads, transit facilities, public buildings, and parks.*

##### ***T-2.4.1: Pedestrian Network***

*Develop, maintain, and improve pedestrian facilities. Improve the city's sidewalk system to form a network that links residents across the city.*

The location is in close proximity to a number of transit bus routes. The proposal would introduce a new street grid into the development that would allow better internal circulation as well as provide additional connections to the external streets. Along the streets and throughout the development there would be a pedestrian and bicycle network that would link the neighborhood internally and externally.

#### **Chapter 5 - Housing Element**

##### ***H-1.1.5: Housing Quality***

*Require the design of affordable housing to meet the same high-quality architectural standards required of market-rate housing. Regardless of its affordability level, new or renovated housing should be indistinguishable from market rate housing in its exterior appearance and should address the need for open space and recreational amenities, and respect the design integrity of adjacent properties and the surrounding neighborhood.*

The Sursum Corda replacement units would be of a standard similar to the remainder of the development. Open space and active recreational spaces would be integrated in the new community and would not negatively affect adjacent developments. In fact, the park and recreational facilities within the development would be accessible to residents within the neighborhood.

##### ***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.*

One of the highest priorities of this development is to provide housing for the current Sursum Corda residents the majority of which are low income household. The return of the residents would be supported through vouchers from DCHA.

##### ***H-1.2.3: Mixed Income Housing***

*Focus investment strategies and affordable housing programs to distribute mixed income housing more equitably across the entire city, taking steps to avoid further concentration of poverty within areas of the city that already have substantial affordable housing.*

The redevelopment of Sursum Cords would be a mixed income community with 199 affordable units and 943 market rate units.

***H-1.4.4: Public Housing Renovation***

*Continue efforts to transform distressed public and assisted housing projects into viable mixed-income neighborhoods, providing one-for-one replacement within the District of Columbia of any public housing units that are removed. Target such efforts to locations where private sector development interest can be leveraged to assist in revitalization*

The proposed development would include a substantial number of new residences over the existing development and would provide units for a variety of unit types to serve families of varying sizes and incomes. The increase in density and the introduction of market rate units would be used to leverage and provide the opportunity for improved housing and conditions for current residents.

**Chapter 6 - Environment Protection Element**

***E-1.1.1: Street Tree Planting and Maintenance***

*Plant and maintain street trees in all parts of the city, particularly in areas where existing tree cover has been reduced over the last 30 years. Recognize the importance of trees in providing shade, reducing energy costs, improving air and water quality, providing urban habitat, absorbing noise, and creating economic and aesthetic value in the District's neighborhoods.*

***E-1.1.3: Landscaping***

*Encourage the use of landscaping to beautify the city, enhance streets and public spaces, reduce stormwater runoff, and create a stronger sense of character and identity.*

A large amount of trees over what currently exists would be introduced along the streets as well as internal to the development. The trees and extensive landscaping would improve the character this stark urban areas well as improving the aesthetic value of the development.

***E-3.1.2: Using Landscaping and Green Roofs to Reduce Runoff***

*Promote an increase in tree planting and landscaping to reduce stormwater runoff, including the expanded use of green roofs in new construction and adaptive reuse, and the application of tree and landscaping standards for parking lots and other large paved surfaces.*

The redeveloped site would incorporate many environmentally sensitive assets such as green roofs, bioretention areas, permeable pavers, LID and other stormwater management practices to improve water quality and stormwater runoff. Additional landscaping including grass, shrubs and trees would be introduced around the buildings and in open spaces.

**Chapter 7 - Economic Development Element**

***ED-2.2.3: Neighborhood Shopping***

*Create additional shopping opportunities in Washington's neighborhood commercial districts to better meet the demand for basic goods and services.*

The proposed development would introduce new commercial space that would provide retail and service uses to serve residents of the community as well as neighboring residents.

**Chapter 9– Urban Design**

***UD-2.3.1: Reintegrating Large Sites***

*Reintegrate large self-contained sites back into the city pattern. Plans for each site should establish urban design goals and principles which guide their subsequent redevelopment.*

The proposed redevelopment of Sursum Corda introduces a new street grid that connects to the surrounding community. The buildings and their siting would be compatible to the topography of the site as well as the adjacent residences and institutional uses.

**XIII. AGENCY COMMENTS**

The District Department of Transportation and Department of Energy and Environment (DOEE) will provide reports under separate cover. DDOT has requested an access easement along the former 1<sup>st</sup> Street, NW right-of-way between L Street, NW and M Street, NW be provided but ultimately would prefer to have the right-of-way dedicated and will work with the Applicant towards that end. DDOT is also working with the Applicant on pedestrian improvements along L Street between 1<sup>st</sup> Place, NW and North Capitol Street, NW.

OP coordinated with District of Columbia Housing Authority (DCHA) on the proposed relocation plan and was informed that they are in support of the Plan and will continue to work with the Applicant and residents.

A report from Metropolitan Police Department was requested. To date, OP has not received a response.

**XIV. COMMUNITY OUTREACH**

The Sursum Corda Cooperative has had many meetings, discussions and presentations to its members and will continue the dialogue throughout the process. The property is within ANC-6E and has submitted a letter in support of the proposal.

**XV. PLAN CHANGES SINCE SETDOWN**

The following is a summary of the Applicant’s response to the Zoning Commission’s and OP’s comments at the November 9, 2015 public meeting.

ZC and OP Comments	Applicant’s Response	OP Comments
What is the role of the Sursum Corda Cooperative which represents the residents?	The Sursum Corda Cooperative is a private, non-profit, housing cooperative whose membership consists of heads of households of each occupied unit. The cooperative is managed by a board of directors elected by the members to manage the affairs of the cooperative.	The requested information was provided.

ZC and OP Comments	Applicant's Response	OP Comments
Is Winn Development a turnkey developer; Will the Sursum Corda residents have ownership and will they receive an income from the ownership?	Winn Development is a partner who will assist with the entitlement process and has a private development agreement which gives them first choice to purchase all or portions of the property. The parties may also agree to sell to a third party developer. Upon sale of the property the Sursum Corda Cooperative would be dissolved and be entitled to a disbursement from the proceeds of the sale in accordance with the development agreement.	The requested information was provided.
Will the Sursum Corda residents be eligible for vouchers as they will have assets? Would the residents have to opt out of ownership to be eligible for vouchers?	The Applicant provided a similar response to that obtained by OP from DCHA and DMPED.	OP was informed by DCHA that residents currently receive project based Section 8 vouchers. The residents would receive opt out vouchers from HUD and not from DCHA and therefore would not affect the DCHA waiting list. These enhanced or tenant conversion vouchers are different.
Could the number of parking spaces be reduced and give more subsidies?	The number of parking spaces has been reduced from 874 to 746.	OP is supportive of the decrease in the number of parking spaces.
Provide a breakdown of the current unit types and the number of bedrooms per unit and what is to be provided.	Tables provided at Exhibit 28, pages 2 and 3 outline the existing unit breakdown and sizes and the number of occupants in each unit. A second table shows the distribution of unit types and sizes in the new development for the returning residents.	The new unite would be right-sized to match household sizes with the appropriate unit sizes. Family size unite would be provided similar to the current housing situations.
What is the amount of green space provided?	The Applicant provided no response.	The Applicant should provide a breakdown of the total amount of open spaces across the site.
Provide shadow studies to address the buildings effect on the Sibley townhouses. Would like to see renderings showing the project scaling down towards the townhouses. Provide information how the scale of the proposed buildings relate to the surrounding developments.	Shadow Studies are provided at Exhibit 28A2, pages A-38 to 40. Renderings showing the relationship between the proposed buildings and the existing residences are shown on Exhibit 28A1, pages A-32 and A-33 and Exhibit 28A2, pages A-34 to A-37.	The shadow studies indicated that shadow from the building would be confined to the evening hours.
Address the consistency of the C-3-C zone with the Comprehensive Plan.	The analysis is provided at Exhibit 18, page 18.	OP agrees that the proposed C-3-C zone is "not inconsistent" with the Comprehensive Plan with additional guidance of the Mid-City Small Area Plan.
Provide a Relocation Plan.	Details of the relocation plan are provided in Exhibits 18 and 28.	The Applicant has provided a relocation plan that would keep

ZC and OP Comments	Applicant's Response	OP Comments
		residents informed of their rights, provide assistance in relocating and returning and would reserve an appropriate unit for their return.
Address the number of loading and parking access off Pierce Street.	A loading dock on the south side of Pierce Street and a garage entry/exit on the north side of Pierce street have been eliminated, A new access point has been created along First Place on Building 2C/2D.	OP supports the reduction of access points along Pierce Street, NW.
What is the type of retail proposed?	The retail uses would be provided in Buildings 2A/2B and 2C/2D. The majority of the space would be occupied by neighboring serving retail uses but does not have the specifics of the retail uses at this time and would provide the information in Phase two of the development. at this	The Applicant should provide the information and assessment at the Second Stage review.
What is the "amenity use" in Building 1?	Details of the amenity use would be provided at the Second Stage Review.	The Applicant should provide the information at the Second Stage review.
What is the status of the public park on the southwest corner of the project?	It has been determined that the property is owned by National park Service who is willing to dedicate the property to the District. The Applicant continues to work with the Park Service to the DC Government towards an agreement in which the Applicant would maintain and manage the use of the park.	The Applicant should provide more specific agreements at the Second Stage review for the south parcel.
Address the massing and angular forms of the building.	Revised architectural plans were provided.	The Applicant provided revised architectural plans but the plans did not seem to revise the angular forms of the building.
Address the landscape design which seems sharp and angular with a large variety of plantings.	The landscaping has been revised to soften the landscaping and reduced the variety of plants.	Although the landscaping has been softened, OP observes that there is still the use of angular planting areas. This is most evident in the central plaza area where planters and landscaped beds interrupt the pedestrian way. OP is concerned that it makes for very unnatural movements across the plaza.
Address the park and the open space to the east which seems disconnected from the development.	The open space was requested by the adjacent Mt. Airy Baptist Church.	The Applicant should provide additional information on how the connection would be made between the residents and the park.
Are the benefits and amenities commensurate with the increase	The Applicant has outlined a number of benefits and amenities including	The Applicant has proffered monetary donations to a



ZC and OP Comments	Applicant's Response	OP Comments
in density requested?	affordable housing, creation and maintenance of green and recreational spaces, construct and maintain new right-of-ways, pedestrian amenities, TDM measures and donations to community organizations.	number of community organizations. The Applicant should provide information on how the tangible items would be identified at Building Permit according to the PUD regulations.

JLS/mbr