



TO: District of Columbia Zoning Commission
FROM: ^{JLS} Jennifer Steingasser, Deputy Director, Development Review & Historic Preservation
DATE: June 16, 2017
SUBJECT: Preliminary Report – ZC 17-10 – Consolidated PUD and Related Map Amendment at 5127-5131 Nannie Helen Burroughs Ave NE. (Square 5196)

I. SUMMARY RECOMMENDATION

The Office of Planning (OP) recommends the Commission set down the application by the Warrenton Group for a consolidated PUD with a related map amendment from MU-3 to MU-5A to construct a multi-family residential building of 86 units and 4.61 FAR, at 5127-5131 Nannie Helen Burroughs Avenue. Flexibility related to the application include:

- the provision of one 20-foot delivery space in lieu of a required 30-foot loading berth and a 100 square-foot loading platform (C § 901.1);
- The number of residential unit (+/- 10%);
- The location of the design of interior components;
- The final selection of exterior materials within the color ranges and minor refinement to details;
- Retail entrances according to the needs of the retail tenants and facades as necessary within the design parameters of the PUD;
- The types of uses designated as retail on the approved plans to include the use categories noted in the applicant's statement;
- Streetscape design; and
- Signage.

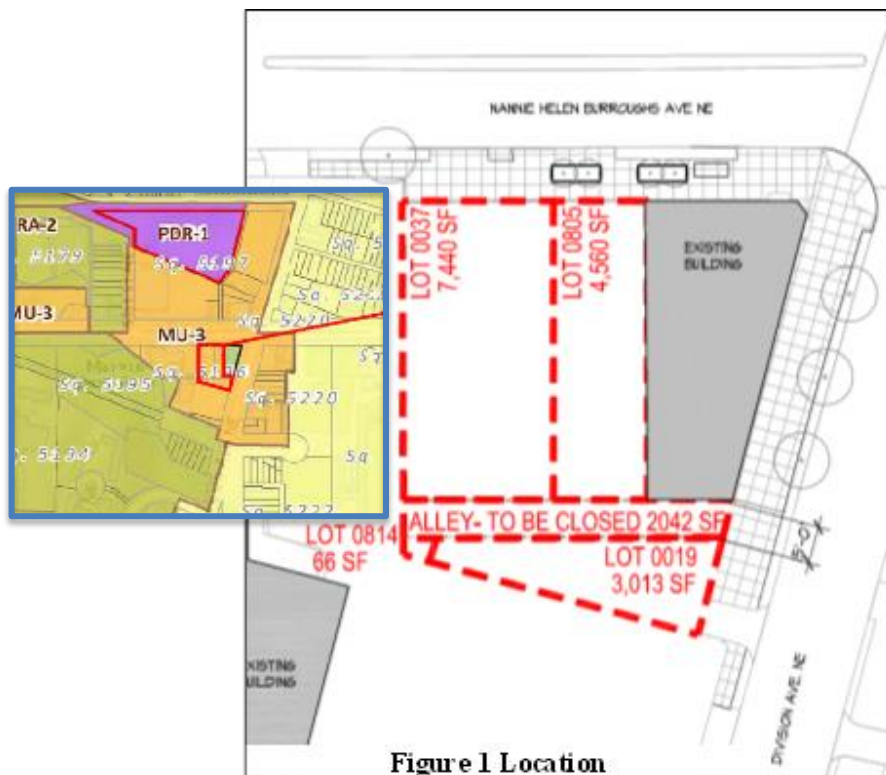
The proposal merits a hearing as the filing generally meets the specific recommendations outlined in the Lincoln Heights/Richardson Dwellings Small Area Plan (2006) for the revitalization and redevelopment of the Lincoln Heights Richardson Dwellings and is not inconsistent with the Comprehensive Plan. The filing also meets the requirements of 11 DCMR Z § 300 and X § 308.1 to schedule a public hearing.

OP requests the following for additional detail and clarification:

- Consider a revision of the façade and materials as noted on [page 9](#) of this report;
- Provide an improved plan set, including streetscape plans and on-street perspectives;
- Provide consistent data regarding the overall gross floor area (gfa) and affordable gfa;
- Provision of a comprehensive transportation review (CTR) and transportation demand management (TDM) measures;
- Refinement of the flexibility requests;
- Information on whether the project would be LEED GOLD equivalent; and
- Consider the provision of solar panels.



II. SITE and PROJECT DESCRIPTION (SUMMARY)



The 17,121 square foot lot is located within the Lincoln Heights neighborhood, on the southeast corner of Nannie Helen Burroughs Avenue and Division Avenue. Four lots and the area of a closed alley would be combined to form the development site. A portion of the property is developed with a fast-food/carryout restaurant and the remainder has a vacant one-story building. The historic Strand Theatre on the east end of the property would be renovated as part of this project.

To the west and south of the site is the parking area for the Sargent Memorial Presbyterian Church. The project site is in the vicinity of similar PUDs currently under development including, ZC 15-03 5201 Hayes Street, NE (under construction) and ZC 17-08 (under review), both of which include replacement housing for residents of the former Lincoln Heights/Richardson Place dwellings.¹

Project-in-brief

The applicant proposes to construct a mixed-use development as a consolidated PUD with a related map amendment from the MU-3 zone to the MU-5-A zone as follows:

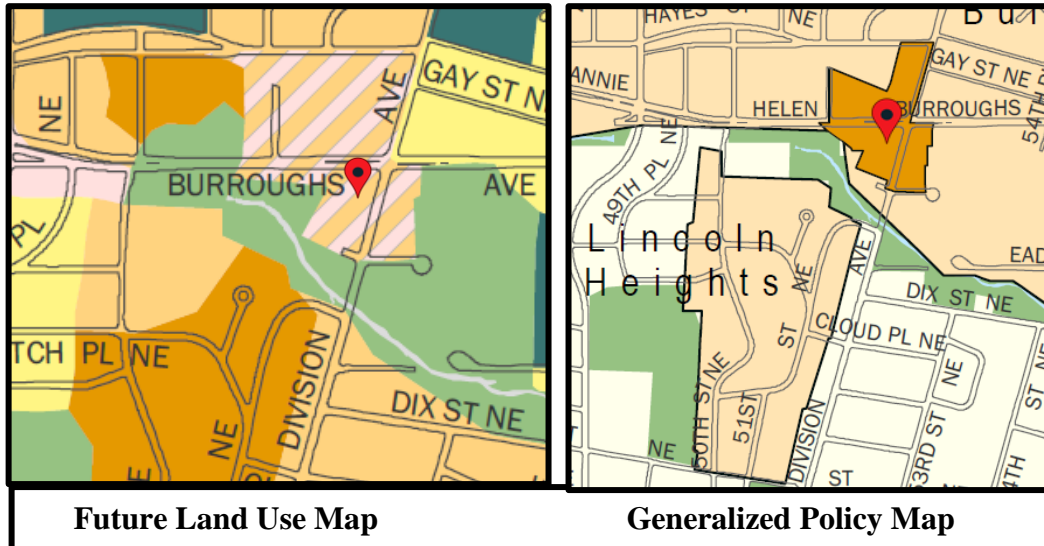
- The building would be a maximum of 68 feet in height with 5 floors of residential units above ground floor retail;
- The building would have a total of 78,546 square feet of gross floor area and a 4.61FAR, including:
- 75,098 sq. ft. of residential use in approximately 86 dwelling units, with 28 units set aside as replacement units for the Lincoln Heights/Richardson Dwellings properties controlled by DC Housing Authority (DCHA). All units would be affordable at 60% MFI for the life of the project;
- 1,389 square feet of ground floor retail;
- 1,233 square feet of community space;
- The building would include a ground level parking garage of 17 parking spaces, accessed from a 15-foot wide easement off Division Avenue; and
- One 20-foot service delivery space and a 100 square-foot loading platform.

¹ 630 units is the total number of replacement units needed for returning residents of the Lincoln Heights/Richardson Dwellings. 41 replacement units have been developed thus far; 50 are under construction now (5201 Hayes St.) for delivery in 2018. A total of 63 units are in two projects that are currently in the PUD process. DCHA is currently underwriting a final offsite project that should have roughly 60 replacement units. The remainder are intended to be replaced on the Lincoln Heights/Richardson Dwellings site.

III. PLANNING CONTEXT

COMPREHENSIVE PLAN MAPS

The Generalized Policy Map and Future Land Use Map are intended to provide generalized guides for development and conservation decisions.



THE FUTURE LAND USE MAP

The Future Land Use Map (FLUM) indicates that the property is appropriate for mixed-use, moderate density residential and low density commercial uses. The MU-5-A zone (previously the C-2-B zone in the 1958 zone regulations) is a moderate density commercial zone identified in § 225 of the Comprehensive Plan’s Citywide Element, where the FLUM categories are described in detail. In combination with section 225.21 of the Comp Plan text which reads:

A variety of zoning designations are used in Mixed Use areas, depending on the combination of uses, densities, and intensities... Residential uses are permitted in all of the commercial zones, however, so many Mixed Use areas may have commercial zoning. 225.21

the requested map amendment to the MU-5-A zone would not be inconsistent with the FLUM. The MU-5-A would permit moderate-density, compact mixed-use development with an emphasis on residential use. It would conform to the mixed-use category, where the site is located on a commercial corridor, “which does not contain a substantial amount of housing today, but where more housing is desired in the future.” The proposed 5-story building with a 0.2 commercial FAR and 4.41 residential FAR, would be well within the general PUD parameters of the mixed-use designation for moderate density residential and low density commercial uses.

THE GENERALIZED POLICY MAP

The Generalized Policy Map shows the site in a Main Street Mixed Use Corridor² described as:

“... traditional commercial business corridors with a concentration of older storefronts along the street. The service area for Main Streets can vary from one neighborhood (e.g., 14th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle, H Street, or Adams Morgan). Their common feature is that they have a pedestrian-oriented environment with traditional storefronts. Many have upper story residential or office uses. Conservation and enhancement of these corridors is desired to foster economic and housing opportunities and serve neighborhood needs. Any development or redevelopment that occurs should support transit use and enhance the pedestrian environment.” 223.14

THE COMPREHENSIVE PLAN TEXT

The proposed PUD and related map amendment must be determined by the Zoning Commission to be not inconsistent with the Comprehensive Plan. In Chapter 1, Introduction and Chapter 2, Framework Element, the Comprehensive Plan provides important instruction for how the various parts of the Comprehensive Plan, including the Citywide Elements, and the individual Area Elements, with Policy Focus Areas, are to be read and balanced, as well as how to incorporate additional direction provided in Council approved small area plans and other plans. In addition, these chapters of the Comprehensive Plan provide guidance for the use of the Generalized Policy Map and Future Land Use Map, and how they are intended to be balanced with other planning priorities and initiatives.

Chapter 1, Introduction,

Chapter 1 talks to the relationship between the policies in the Comprehensive Plan:

The Three “Tiers” of Planning:

Since the late 1980s, the District has maintained 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

Tier Three: The Small Area Plans

As noted above, Small Area Plans are not part of the Comprehensive Plan. 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... 104.8

² This portion of the site would not be disturbed for the development of the residential building.

**LINCOLN HEIGHTS/RICHARDSON DWELLINGS NEW COMMUNITIES
REVITALIZATION PLAN (Small Area Plan):**

The redevelopment plan recognizes the project site as part of **Site B** projected for mixed-use development. The plan recommended a zone change to the C-2-B District (ZR 1958) (now MU-5-A) to support the plan’s proposal for increased density including housing and retail in support of the town center concept for the Nannie Helen Burroughs/Division Avenue intersection³.

The Plan addresses the redevelopment of the Lincoln Heights neighborhood and states:

- *“The lack of publicly-owned land in the neighborhood can impact the development called for in this plan. As a result, implementation of this plan will require significant public-private partnership to develop private land or implement a public land assemblage. Options for new development under the plan include DCHA properties; public-private partnerships for land development at the Town Center site; other private developments; and such other public sites as those identified under the District’s Home Again Initiative, the Great Streets Initiative along Nannie Helen Burroughs Avenue, and at public school sites.”*(New Communities: Lincoln Heights& Richardson Dwellings: Executive Summary – Page 2)

- *Scenario 1- Baseline Plan*

Development at the Town Center site, to be constructed at the intersection of Nannie Helen Burroughs and Division Avenues, would include mixed-use buildings with multi-family residential (condominium/apartment) above retail and office space. (NC: LH&RD SAP – Physical Plan- Page 22)

- *Scenario 2- Alternate Plan – Page 35*

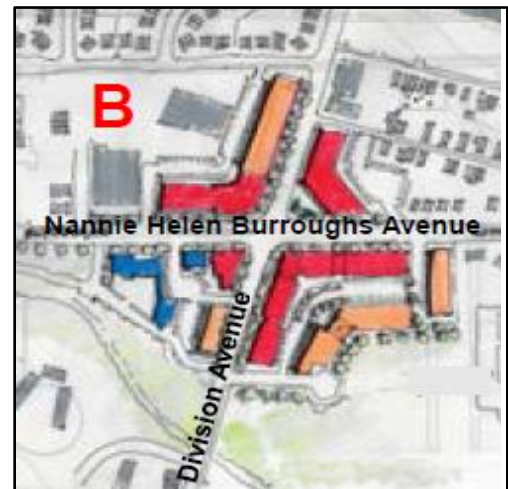
Multi-family Apartments and Condominiums

Multi-family buildings will be located in the Town Center as well as on both DCHA sites. The advantages and plan for using multi-family buildings are as follows:

- *More units (greater density) in areas that have special amenities like proximity to parks, shopping and mass transit.*
- *Greater density on the flatter areas of irregular sites.*
- *Opportunity for housing that can best accommodate residents with physical impairments, particularly those who cannot negotiate stairs.*
- *More eyes on the street in areas that might otherwise be isolated.*

- *Zoning Changes - Page 37*

To accomplish the proposed development, certain zoning requirements governing the height, size and uses of buildings within the neighborhood will need to be revised,



**Small Area Plan – Scenario 1
Physical Plan**



³ <http://dcnewcommunities.org/lincoln-heights-development/>

particularly related to density. The following images and explanations detail the zoning changes necessary to support the plan. Although the required zoning is shown by individual parcel, developers of each area are likely to consider re-zoning through the planned unit development (PUD) process.

- **Baseline Plan: Town Center**

The existing mix of uses near the Nannie Helen Burroughs and Division Avenues intersection is currently subject to a mix of R-2, C-1 and C-M-1 zones. Scenarios 1 and 2 identify this intersection as the major off-site development opportunity to support the proposed concentration of housing. This also provides an opportunity for the higher density of transit-oriented development in this otherwise residential community. An up-zoning from the mix of uses to C-2-B is required for the intersection to support the proposed concentration of housing. (This proposal must be reconciled with the District's new Comprehensive Plan, which calls for medium- and low-density residential on either side of Division Avenue, north of Nannie Helen Burroughs Avenue.)

*Preliminary analysis shows approximately 336,000 square feet of developable land within the boundaries of the proposed town center site. Zoning within the boundaries currently includes R-2, R-5-B, C-1 (MU-3, ZR 2016) and C-M-1 zones. In terms of the number of units of housing desired for the site, an up-zoning to C-2-A would be sufficient to realistically meet the housing goals of the Revitalization Plan. Height restrictions under C-2-A, however, would make it difficult to maximize housing development while also meeting retail and parking demands. **Consequently, this plan calls for up-zoning the area to C-2-B zoning, which would result in capacity for the 566 new residential units within the Town Center (including over 189 replacement units).***

- **Development and Finance - Page 41, 42**

Residents were clear that the existing retail in the neighborhood fails to meet their needs for a high quality, enjoyable shopping experience. This plan, therefore, calls for the development of approximately 30,000 square feet of higher quality retail to be located in the new Town Center at the intersection of Nannie Helen Burroughs and Division Avenues. Residents recognized that sufficient support for this proposed new retail can only come from intensive new development of housing at the intersection.

- **Town Center at Nannie Helen Burroughs & Division Avenues – Page 43**

The area surrounding the intersection of Nannie Helen Burroughs and Division Avenues is one of the primary offsite development locations for the required replacement units. Most of the land is privately owned. As such, the District government will either have to establish partnerships with private and non-profit owners to develop their land in accordance with the Town Center program established in this plan, or the city will have to pursue acquisition of the land.

The proposed project would also further many other written elements of the Comprehensive Plan; the Citywide Elements, Land Use, Transportation, Housing, Environmental, Urban Design and the Far Northeast Area Elements include policies and recommended actions which the proposal supports. The PUD also supports several policies of the Comprehensive Plan because of the PUD's relationship to the Lincoln Heights/Richardson Dwellings New Community Initiative. The PUD provides 28 replacement housing units for Lincoln Heights/Richardson Dwellings, as well as additional housing through the PUD. Attachment A details these Comprehensive Plan sections.

IV. ZONING - Existing and Proposed

TABLE 1 Item	Requirements			Proposed		
	MU-3 M-O-R	MU-3 PUD	MU-5-A PUD	Proposed MU-5-A PUD	Deviation from MU-3 M-O-R	*Flexibility Requested
Lot Size (sq. ft.) X § 301.1	---	15,000 sf		17,029 sf (New lot proposed)	n/a	Complies
Height (ft.) G§ 403.1; X§ 303.7	40 ft., 3 stories	40 ft. max	90 ft. (IZ)	68 ft.	28 ft.	Complies
Lot Occupancy G§ 404.1	60% res. 100% comm.	60%	80% res. 100% comm.	76% res. 82% comm.	16%	Complies
FAR F § 402.1; X §303.3	1.0 (1.2 with IZ) (1.0 comm.)	1.44 1.34 (comm.)	5.0 (total) 2.01 comm.	4.61	3.61	Complies
GFA (sq. ft.)	20,545.2 sf	24,654.24 sf		78,546 sf	58,001 sf	N/A
Parking C § 701.5	Res.: 1:3 units = 29 within ¼ ml of bus route Req'd/2 = 15 Retail; Less than 3,000 sf – 0 Comm. Space – less than 3,000 sf - 0			17	+2	N/A
Bicycle Parking C § 802	Res: 1 per 20 du. = 5 (short term) 1 per 3 du. = 29 (long term) Commercial: 1 per 10,000 sf = 1 (long term) 1 per 3,500 sf = 1 (short term) Community Space: 1 long term; 1(short term)		5 (short term) 29 (long term) 1,1 (long; short/term) 1,1 (long; short/term)	5 (short term) 29 (long term) 1, 1 (long; s/term) 1,1 (long; s/term)	None	Complies
Loading C § 902	Residential with <50 units 1 berth @30 ft. 1 platform@ 100 sf min. 1 service space @ 20ft.			1 platform @ 100 sf 1 service space @ 20 ft.	Service delivery space in lieu of loading berth.	Requested
GAR G § 407.1	0.3			0.3	-	Complies

* The MU-5-A zone is a PUD-related map amendment and is considered part of the overall flexibility requested through the PUD pursuant to Subtitle X § 303.12

FLEXIBILITY

Map Amendment

Under the requested PUD related-zoning the applicant has requested permission to build a residential structure that would be taller and denser than could be constructed under the site's matter-of-right MU-3 zoning.

Title 11 DCMR (Zoning), Subtitle G, § 400.2 states:

The MU-3 zone 400.2 The MU-3 zone is intended to permit low-density mixed-use development; and provide convenient retail and personal service establishments for the day-to-day needs of a local neighborhood, as well as residential and limited community facilities with a minimum impact upon surrounding residential development.

Title 11 DCMR (Zoning), Subtitle G, § 400.4 states:

The MU-5-A zone (a) Permit medium-density, compact mixed-use development with an emphasis on residential use; (b) Provide facilities for shopping and business needs, housing, and mixed-uses for large segments of the District of Columbia outside of the central core; and (c) Be located on arterial streets, in uptown and regional centers, and at rapid transit stops.

The MU-5-A zone would also be considered consistent with the moderate density residential land use designation of the striped Future Land Use Map under the guidance provided in applying the three tiers of planning discussed prior.

Within the context of the related map amendment, the proposed project also seeks flexibility from:

Loading:

The proposal would provide one 20-foot service/delivery space in lieu of a 30-foot loading berth and a 100 square-foot loading platform, required under C § 901.1. The applicant also would rely on curbside loading from Division Avenue, subject to DDOT's review and approval.

Miscellaneous:

- The number of residential unit (+/- 10%); - The applicant should provide additional information and note that the number of affordable units should remain consistent with the setdown proposal
- The location of the design of interior components...;
- The final selection of exterior materials within the color ranges and minor refinement to details; OP is expressing concern about the PUD's elements of design. The applicant would need to provide substantial information for the public hearing report regarding this request.
- Streetscape design - DDOT's comments would be requested; and
- Signage - OP supports the simple design of the signage proposed. The applicant would need to clarify the extent of changes that may be proposed.

V. COMPLIANCE WITH PUD REGULATIONS

The purpose and standards for Planned Unit Developments ("PUD") are outlined in 11 DCMR, Subtitle X § 300 which states, "*The purpose of the planned unit development (PUD) process is to provide for higher quality development through flexibility in building controls, including building height and density, provided that the project offers a commendable number or quality of meaningful public benefits and that it protects and advances the public health, safety, welfare, and convenience, and is not inconsistent with the Comprehensive Plan*"

The requested PUD and related map amendment would allow a density increase of 3.61 FAR or approximately 61,475 sf. A project may qualify for approval by being particularly strong in only one (1) or a few of the categories..., but must be acceptable in all proffered categories and superior in many. (X § 305.12). The Applicant has offered the following amenities and benefits to balance the additional development gained through the application process:

X § 305.5 (a) Superior urban design and architecture

The infill project would improve the current pedestrian realm from its current state through the proposed design and the streetscape elements. The building while larger in scale than the adjacent Strand Theatre, it attempts to scale the façade using different materials and oriel projections. The design also sensitively attempts to create a second façade above the Strand. While the design makes positive moves towards responding to context, the Office of Planning has several concerns about the design:

- The building appears to have the character of an office building despite being a mixed-use residential building,
- The façade does not successfully scale itself to the adjacent theatre building and seems to overpower it.
- The use of large brick colored panels makes the building appear bigger that it actually is.

The Office of Planning has the following recommendations for strengthening the design:

- Express a two-story base to tie in and scale more sympathetically with the Strand;
- Expand the brick colored treatment on the portion of the façade adjacent to the Strand Theater with an extra bay to make it read like a separate building, and break down the scale of the façade;
- On the main façade, use windows that are operable and have a more residential character;
- Explore setting back a portion of the top floor to help scale the building, express a top, and add visual interest;
- Explore alternative materials or ways of organizing the brick colored panels to focus on creating a façade that scales the building and has a more substantial appearance.

X § 305.5 (b) Superior Landscaping or Creation or Preservation of Open Space

Additional landscaping would improve on the streetscape upgrades made by DDOT along Nannie Helen Burroughs Avenue and Division Avenue, consistent with new development throughout the city. The project would contribute to a continuous and enlivened streetscape at the busy intersection. Proposed landscaping should seek to soften the edges of the approximately 21 feet wide sidewalk. The submitted streetscape plans should provide additional details regarding proposed planting and street furniture/fixtures, if any. (Exhibit 4A1 – Sheet 20)

X § 305.5 (c) Site planning, and efficient and economical land utilization

The proposal would maximize use of an underutilized vacant property on major bus routes to two metro stations (Benning Road and Capitol Heights Metro Station) on the Blue and Silver lines. As replacement housing, it would be located within the neighborhood where housing would be demolished, providing former residents the option to return to their neighborhood.

X § 305.5 (e) Historic Preservation

The project would include the restoration and adaptive reuse of the vacant historic Strand Theatre building, in coordination with OP's Historic Preservation Review staff.

X § 305.5 (f) Housing that:

- (1) Exceeds the amount that would have been required through matter-of-right development under existing zoning;
- (2) Includes senior housing; or

(3) Provides units with three (3) or more bedrooms;

The project would provide affordable housing in excess of that required through a matter of right as explained hereafter in (g). A total of twenty-eight, one- and two-bedroom units would be dedicated as replacement housing.

X § 305.5 (g) Affordable housing;

Development of the property as a matter of right would generate approximately 2,043 square feet of affordable housing under the Inclusionary Zoning (IZ) requirements. If the project were to be rental the IZ units would be reserved for households not exceeding 60 % MFI and if the units were for sale they would be reserved for households not exceeding 80% MFI.

However, this PUD will result in approximately 74,928 square feet of gross floor area devoted to households with incomes not exceeding 60% of MFI. This is a significantly greater amount of affordable housing, and at deeper levels of affordability, than would have been required if the site was developed as a matter-of-right. OP considers the affordable housing benefit beyond the minimum IZ requirement a benefit of the PUD.

X § 305.5 (h) Employment and training opportunities

A First Source Employment Agreement with the Department of Employment Services would be included in the project as well as a Certified Business Agreement with the Department of Small and Local Business Development. (Exhibits 4H, 4I)

X § 305.5 (k) Environmental and sustainable benefits to the extent they exceed the standards required by zoning or other regulations including, but not limited to:

- (1) Storm water runoff controls in excess of those required by Stormwater Management Regulations;*

The lot is currently developed with older structures that do not conform to DC's current sustainability standards, including stricter storm water management guidelines regulated by the District Department of Energy and the Environment (DOEE). However, new development would enable site improvements to those standards through the application of the GAR ratio and other required features. OP would encourage the applicant to work with DDOE to consider the incorporation of solar panels on the proposed green roof for improved site sustainability.

- (4) Total green area ratio scores that exceed requirements by at least one-tenth (0.1); and;*

The total GAR for this project is stated at the minimum 0.3 required for the PUD. This does not rise to the level of a project benefit.

- (5) Meeting the minimum standards for Leadership in Energy and Environmental Design (LEED) Gold certification. The project does not have to achieve actual LEED certification; however, the developer must include the LEED checklist and documentation in the application, approved by a LEED Accredited Professional (LEED-AP) that shows that the project will comply with LEED requirements;*

The project is being designed and certified to satisfy the requirements of the 2015 Enterprise Green Communities criteria. OP will consult with DOEE on the equivalency standard with LEED ratings.

X § 305.5 (l) Streetscape plans, subject to approval by the Department of Transportation Public Space Committee including implementation and maintenance of the streetscape for the duration of the project for areas where there are no design standards;

OP anticipates that the streetscape plans would be submitted to DDOT for review prior to the public hearing. (Exhibit 4A1 – Sheet 20)

X § 305.5 (q) Uses of special value to the neighborhood or the District of Columbia as a whole.

- The applicant would dedicate a 1,223 square feet as a community room in the building available to the wider community for meetings and neighborhood activities;
- The applicant has committed to renovation of the historic Strand Theatre;
- The project would provide 28 affordable rental units as replacement housing;
- Participation in the DSLBD programs to hire locally and to use local support services, wherever possible.

The PUD is generally on balance with the goals of the Comprehensive Plan and Small Area Plan. The Small Area Plan identifies this intersection to be up-zoned from the currently permitted mix of uses to the MU-5-A to support the future concentration of housing. This also supports an opportunity for higher density transit-oriented development near an otherwise residential community.

The proposed redevelopment and rehabilitation of the Strand Theater as an amenity of the PUD will further help to restore the neighborhood's fabric and provide affordable housing for residents of Lincoln Heights. Ultimately, the proposal would help achieve the applicable policies, including the housing and economic development elements through the provision of an all-affordable housing development targeted to households earning no more than 60% MFI. The proposed PUD-related map amendment the project would allow a development that is anticipated under the guidelines of the Comprehensive Plan when read in conjunction with the objectives for the neighborhood under the Lincoln Heights and Richardson Dwellings Small Area Plan.

VI. AGENCIES REVIEWS

OP will coordinate an interagency review for comments from the following agencies, should this application be set down for a public hearing:

- The District Department of Transportation (DDOT);
- The Department of Environment and Energy (DOEE);
- The Department of Housing and Community Development (DHCD);
- DC Office of Aging (DCOA);
- DC Public Schools (DCPS);
- DC Water; and
- DC Fire and Emergency Service (FEMS).

ATTACHMENT: Comprehensive Plan Elements

COMPREHENSIVE PLAN ELEMENTS

This project would further the Guiding Principles for Managing Growth and Change (Comprehensive Plan page 2-23, numbers 3, 4, 6 and 7), and for Creating Successful Neighborhoods (Comprehensive Plan page 2-24, numbers 10 and 15).

The proposed project would also be not inconsistent with many other written elements of the Comprehensive Plan. The Citywide Elements, Land Use, Transportation, Housing, Environmental, Urban Design and the Far Northeast Area Elements include policies and recommended actions which the proposal supports. The PUD also supports several policies of the Comprehensive Plan because of the PUD's relationship to the Lincoln Heights/Richardson Dwellings New Community Initiative. The PUD provides 28 replacement housing units for Lincoln Heights/Richardson Dwellings, as well as additional housing through the PUD.

Far Northeast and Southeast Area Element ("FNS")

The Property is located in the Far Northeast and Southeast Area Element (FNS) of the Comprehensive Plan. There are several policies within the FNS Area Element, which encourage residential development as proposed.

Renovation and rehabilitation of the housing stock should continue to be a priority, especially for the aging post-war apartment complexes and for developments with subsidized units. In some cases ... the best approach may be to replace deteriorated multi-family housing with new housing that better meets community needs.^{1702 (d)}

While protecting established single family neighborhoods is a priority, Far Northeast and Southeast recognizes the need to provide a variety of new housing choices.^{1707 (b)}

FNS-1.1 Guiding Growth and Neighborhood Conservation²⁴⁰⁸

Planning and Development Priorities...While protecting established single family neighborhoods is a priority, Far Northeast and Southeast recognizes the need to provide a variety of new housing choices. ... The commercially zoned land along the Nannie Helen Burroughs, Minnesota Avenue, and Pennsylvania Avenue "Great Streets" corridors also offer opportunities for somewhat denser uses than exist today. These areas may provide opportunities for apartments, condominiums, townhomes, assisted living facilities and other types of housing, provided that measures are taken to buffer adjacent lower density neighborhoods, address parking and traffic issues, and mitigate other community concerns.^{1707.2 (b)}

FNS-1.1.1: Conservation of Low Density Neighborhoods - Ensure that the Comprehensive Plan and zoning designations for these neighborhoods reflect and protect the existing low density land use pattern while allowing for infill development that is compatible with neighborhood character.^{1708.2}

FNS-1.1.2: Development of New Housing - Encourage new housing for area residents on vacant lots....and on underutilized commercial sites along the area's major avenues... taking steps to ensure that the housing remains affordable for current and future residents.^{1708.3}

FNS-1.1.3: Directing Growth - Concentrate employment growth in Far Northeast and Southeast, including office and retail development, around the Deanwood, Minnesota Avenue and Benning Road Metrorail station areas, at the Skyland Shopping Center, and along the Nannie Helen Burroughs Avenue, Minnesota Avenue, Benning Road, and Pennsylvania Avenue SE “Great Streets” corridors. Provide improved pedestrian, bus, and automobile access to these areas, and improve their visual and urban design qualities. These areas should be safe, inviting, pedestrian-oriented places. 1708.4

FNS-1.1.4: Retail Development- Support the revitalization of the neighborhood commercial areas listed in Policy FNS-1.1.3 with new businesses and activities that provide needed retail services to the adjacent neighborhoods and that are compatible with surrounding land uses. 1708.5

FNS-1.2.6: Historic Resources- Protect and restore buildings and places of potential historic significance in Far Northeast and Southeast, including Woodlawn Cemetery, the Antioch Baptist Church, the Shrimp Boat Restaurant, the Strand Theater, the Pennsylvania Avenue Commercial District between Minnesota and Alabama Avenues, the Minnesota/Benning Commercial District, and the Deanwood and Burrville neighborhoods. 1709.6

In addition to the Area Elements, the project furthers many other policies in the City Wide Elements:

Land Use Element

LU-1.4: Neighborhood Infill Development 307-

Infill development on vacant lots is strongly supported in the District of Columbia, provided that such development is compatible in scale with its surroundings and consistent with environmental protection and public safety objectives. In residential areas, infill sites present some of the best opportunities in the city for "family" housing and low-to-moderate-density development. In commercial areas, infill development can fill gaps in the streetwall and create more cohesive and attractive neighborhood centers. 307.2

Housing Element

H-1.1 Expanding Housing Supply: Expanding the housing supply is a key part of the District’s vision to create successful neighborhoods... The District will work to facilitate housing construction and rehabilitation through its planning, building, and housing programs, recognizing and responding to the needs of all segments of the community. The first step toward meeting this goal is to ensure that an adequate supply of appropriately zoned land is available to meet expected housing needs. 503.1

H-1.1.1: Private Sector Support Encourage the private sector to provide new housing to meet the needs of present and future District residents at locations consistent with District land use policies and objectives. 503.2

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. 503.6

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. 504.8

H-2.1 Preservation of Affordable Housing

Looking to the future, the city will need new programs to preserve its affordable stock, particularly its subsidized rental units. Rental housing comprises almost 60 percent of the housing stock and is the main housing option for those just entering the workforce and those without the initial resources to purchase a home. Low-income renters are already more likely to pay more than half of their incomes on housing than any other group. 509

H-2.1.1: Protecting Affordable Rental Housing: *Recognize the importance of preserving rental housing affordability to the well-being of the District of Columbia and the diversity of its neighborhoods. Undertake programs to protect the supply of subsidized rental units and low-cost market rate units.* 509.5

H-2.1.5: Long-Term Affordability Restrictions: *Ensure that affordable housing units that are created or preserved with public financing are protected by long-term affordability restrictions and are monitored to prevent their transfer to non-qualifying households. Except where precluded by federal programs, affordable units should remain affordable for the life of the building, with equity and asset build up opportunities provided for ownership units.* 509.9

Environmental 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.* 603.4

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.* 603.6

E-2.2.3: Reducing Home Heating and Cooling Costs: *Encourage the use of energy-efficient systems and methods for home insulation, heating, and cooling, both to conserve natural resources and also to reduce energy costs for those members of the community who are least able to afford them.* 610.5

E-2.2.5: Energy Efficient Building and Site Planning: *Include provisions for energy efficiency and for the use of alternative energy sources in the District's planning, zoning, and building standards. The planning and design of new development should contribute to energy efficiency goals.* 610.7

Economic Development

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. Reuse of vacant buildings in these districts should be encouraged, along with appropriately-scaled retail infill development on vacant and underutilized sites. Promote the creation of locally-owned, non-chain establishments because of their role in creating unique shopping experiences.* 708.7

Policy ED-3.1.1: Neighborhood Commercial Vitality: *Promote the vitality and diversity of Washington's neighborhood commercial areas by retaining existing businesses, attracting new businesses, and improving the mix of goods and services available to residents.* 713.5

Urban Design Element

UD-2.2 Designing for Successful Neighborhoods ⁹¹⁰: *Not all neighborhoods have a strong sense of identity, however. Some are negatively affected by dilapidated buildings, poorly maintained properties, vacant storefronts, and worse. These problems may be exacerbated by the absence of landscaping and street trees. Infill development and the adaptive reuse of historic buildings in such areas create a real opportunity to establish a stronger identity, and to create neighborhood centers where they are lacking today.* ^{910.2}

UD-2.2.1: Neighborhood Character and Identity: *Strengthen the defining visual qualities of Washington's neighborhoods. This should be achieved in part by relating the scale of infill development, alterations, renovations, and additions to existing neighborhood context.* ^{910.6}

UD-2.2.5: Creating Attractive Facades: *Create visual interest through well-designed building facades, storefront windows, and attractive signage and lighting. Avoid monolithic or box-like building forms, or long blank walls which detract from the human quality of the street.* ^{910.12}

UD-2.2.7: Infill Development: *Regardless of neighborhood identity, avoid overpowering contrasts of scale, height and density as infill development occurs.* ^{910.15}