

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Maxine Brown-Roberts, Development Review Specialist
JL for Joel Lawson, Associate Director, Development Review

DATE: November 29, 2024

SUBJECT: ZC 24-07 – Hearing Report for a Petition to Rezone several properties within Squares 5734 and 5735 from the R-3 and RA-1 zones to the RA-2 zone.

I. BACKGROUND

Skyland Place LLC (“Applicant”) requests a map amendment to rezone the properties in Square 5734, Lots 10 to 20 and Square 5735, Lots 1 to 4 in the RA-1 zone and Square 5734, Lots 4 to 8, 811, 813 and 815 in the R-3 zone to the RA-2 zone¹. The property is currently developed with the Skyland Townhouse and Apartments residences.

The OP Set-down report is at [Exhibit 11](#). The application was set down for a public hearing by the Zoning Commission (“ZC”) on September 12, 2024 at which time the ZC asked that the Applicant address how the redevelopment of the site and the relocation process could be made less stressful on the existing residents. The Applicant in their submissions have represented that they have given presentations to the residents, [Exhibit 20B](#), [Exhibit 20D1](#) and [Exhibit 20D2](#), answered questions, and would incorporate their suggestions into the redevelopment plan. The Applicant has also provided a Preliminary Relocation Plan for Skyland Redevelopment at [Exhibit 20A](#) which outlines the redevelopment vision, long and short term impacts of the redevelopment, informing the residents of their rights, providing a relocation plan based on the phasing of the new development, keeping residents on-site during construction, notifications, and minimizing negative impacts on the residents.

II. RECOMMENDATION

The Office of Planning (OP) recommends that the proposed map amendment from the R-2 and RA-1 zones to the RA-2 zone **be approved**.

The subject site is designated on the Comprehensive Plan’s Future Land Use Map as appropriate for moderate density residential uses, and the proposed RA-2 zone would be not-inconsistent with that designation. The proposed rezoning would also not be inconsistent with the Generalized Policy Map and written policies of the Comprehensive Plan. The uses and level and type of development generally permitted by the RA-2 zone would be compatible with the surrounding community.

¹ See [Exhibit 3](#), page 3 for each square and lot which together makes up the “subject property”.

III. ISSUES RAISED IN THE OP SETDOWN REPORT AND AT SETDOWN

Issue	Applicant Response	OP Comments
OP and the ZC requested additional information on the Project Phasing and Relocation Plan	The applicant has provided additional information regarding tenant on-site relocation plans, particularly at Exhibit 20A and Exhibit 20B .	The applicant details their proposed relocation plan, including on-site relocation through phasing of the development.
The ZC requested additional information regarding community outreach by the applicant, including to residents	The applicant has provided a detailed summary of community engagement at Exhibit 13B .	The filings indicate a robust and varied outreach program, particularly to existing site residents.

IV. APPLICATION-IN-BRIEF

Applicant	Skyland Place LLC represented by Holland & Knight
Proposed Map Amendment	R-3 and RA-1 to the RA-2 zone
Address	Between 24 th Street, Marion Barry Avenue, 25 th Street, Wagner Street and Skyland Place, SE
Ward and ANC	8 / 8B
Legal Description	Square 5734, Lots 4-8, 10-20, 811, 813 and 815 Square 5735, Lots 1-4
Land Area	Approximately 380,280 square feet (8.70 acres)
Future Land Use Map Designation	Moderate Density Commercial
Generalized Policy Map Designation	Neighborhood Conservation Area
Small Area Plan and Other Planning Documents	Anacostia Neighborhood Investment Plan (2006)
Historic District	None

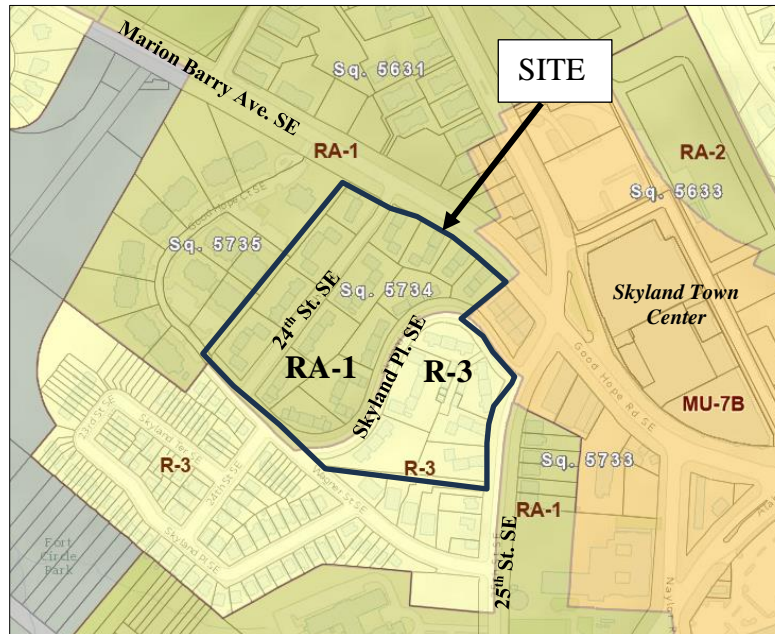
V. SITE AND AREA DESCRIPTION

The property is within the Skyland neighborhood and includes area along both sides of 24th Street on the west, and along Marion Barry Avenue to the north, 25th Street to the east, Wagner Street to the south, and along Skyland Place, SE between Marion Barry Avenue and Wagner Street. The property has a changing topography with some hilly and flat areas. The property is improved with mostly two-story garden apartments and some townhouses.

In general, the area surrounding the property is comprised of a mix of low- to mid-rise residential uses and neighborhood serving retail and service uses. Specifically, to the north are three-story apartments. To the north-east and east around the intersection of Marion Barry Avenue, Naylor Road and 25th Street is a strip shopping area with a number of retail and service uses, apartments and the mixed use Skyland Town Center. To the south is a mixture of single-family detached, attached, low rise apartment units

and the Capitol City Rehabilitation and Healthcare Center. To the west is the Woodmont Crossing, four-story apartments.

Site Location and Area of Map Amendment



VI. PROPOSAL

The Skyland Townhouse and Apartment complex is a multifamily apartment and commercial mixed-use complex built in 1939. It consists of 224 units in 24, two-story garden apartments, 110 townhouse-style duplexes, 10,666 square feet of ground-level commercial space with six retail tenants². The residential units consists mainly of one and two bedroom units.

The Applicant plans to demolish all of the buildings and develop the site in three phases with 375 mixed-income multifamily units, 41 senior units, and 28 homeownership townhomes with a mix of unit sizes, unit types, and affordability. Additionally, the development would introduce more usable open space areas and additional amenities not available to residents at this time. At [Exhibit 20A](#) is a description of the Applicant's temporary relocation plan for current residents, noting that the project will be built in three phases, resulting in the on-site relocation of residents, off-site if necessary, through an approximately four year construction process.

VII. DEVELOPMENT CAPACITY OF EXISTING AND PROPOSED ZONES

The proposed rezoning of the property is from the R-3 and RA-1 zones to the RA-2 zone. The Comprehensive Plan Framework Element specifically includes the R-3, RF, and RA-2 Zone Districts as consistent with the moderate density residential category. 227.6 Further, it describes the density in Moderate Density Residential areas as “typically calculated either as the number of dwelling units per minimum lot area, or as a FAR up to 1.8, although greater density may be possible when complying with Inclusionary Zoning or when approved through a Planned Unit Development.” 227.6 The Plan also

² Retail portion of Skyland Place is not included in this application.

states that, “A range of densities and intensities applies within each category, and the use of different zone districts within each category should reinforce this range. There are many more zone districts than there are Comprehensive Plan land-use categories.” 228 (e)

The RA-2 zone is appropriate for this large site as it allows for a site plan, and a mix of unit types, sizes, affordability that would allow the phased redevelopment of the property. The permitted height and density would be compatible with the surrounding residential development and moderate density commercial uses and would accommodate the on-site temporary relocation and long term ability for existing residents to remain on the site, while other potential zones would not.

Comparison Zoning Chart: Development Standards and Uses of Existing and Proposed Zones

Item	Existing R-3	Existing RA-1	Proposed RA-2
FAR	1 dwelling unit	MOR – 0.9 max. IZ – 1.08	MOR – 1.8 max. IZ – 2.16
Height	40 ft./3 stories max.	40 ft./3 stories max.	50 ft. max.
Penthouse Height	12 ft./1 story max.	12 ft./1 story max.	12 ft.; 15 ft. for mechanical 1 story; 2 nd story permitted for mechanical
Lot Occupancy	Single household row building – 60% max. All other structures 40%	40% max.	60% max.
Rear Yard	20 ft. min.	20 ft. min.	15 ft. min.
Side Yard	2 side yards at 8-ft. min. for detached units. 1 side yard a minimum of 5 ft. for a semi-detached building.	1 side yard req. unless 3-or- more dwelling units/floor; Then 2 required; Min. width = 3 ins./ ft. of height; 8 ft. min.	None required
GAR/Pervious Surface	20% min.	0.4 min.	0.4 min.

VIII. IZ PLUS EVALUATION

As noted in the OP Setdown Report, the applicant did not propose the application of IZPlus to this site, and OP did not recommend it. Although IZPlus is anticipated for most zoning map amendments, the regulations permit the Zoning Commission to determine whether it is appropriate on any given site (see Subtitle X § 502.2).

IZ Plus has a greater affordable housing requirement than the standard Inclusionary Zoning requirements in the zoning regulations. The proposed map amendment would rezone the property to RA-2, which does allow a higher maximum FAR than the existing R-3 and RA-1 zones. However, ANC-8B and the larger Far Southeast/Southwest Planning Area, where the subject property is located, already have a disproportionately high number of the City’s affordable housing (See Section VII of this report). The intent of IZ Plus is particularly to produce more affordable housing opportunities in areas where there are relatively few affordable units. As such, OP does not recommend that IZ Plus be

required at this location. However, the property would remain subject to the standard IZ requirements and the requirements of their funding structure.

IX. PLANNING CONTEXT

Brief History of the Far Southeast/Southwest Planning Area

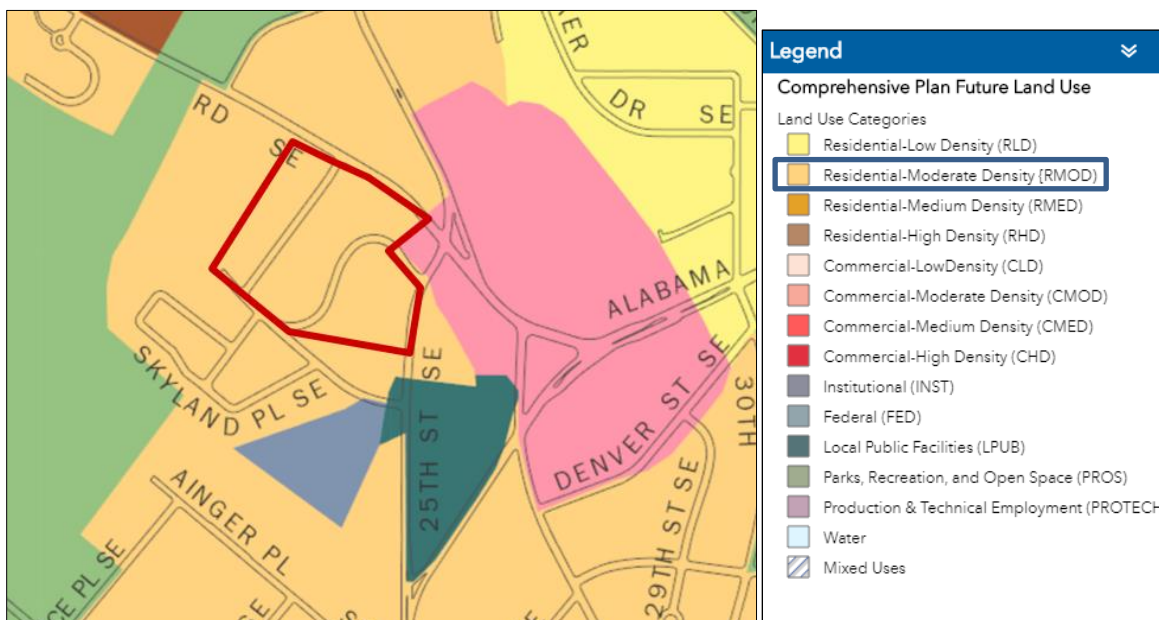
A history of the Far Southeast/Southwest Planning Area is outlined in the OP Setdown Report at [Exhibit 11](#), pages 5 to 6. The OP Setdown Report, and applicant filings at [Exhibit 3B, 3C, and 3E](#) also provide a complete analysis of the proposal against Comprehensive Plan policy direction, including when viewed through a Racial Equity Lens.

A. COMPREHENSIVE PLAN MAPS

The District of Columbia Comprehensive Plan guides the District’s development through maps and policies that establish priorities, key actions, and assumptions about the future of development, 10A DCMR §§ 103.2 and 103.3. The Guidelines for Using the Generalized Policy Map and the Future Land Use Map in the Framework Element state that the “*Generalized Policy Map and Future Land Use Map are intended to provide generalized guidance for development and conservation decisions and are considered in concert with other Comprehensive Plan policies.*” Additionally, “*the zoning of any given area should be guided by the Future Land Use Map, interpreted in conjunction with the text of the Comprehensive Plan, including the Citywide Elements and the Area Elements.*” As demonstrated below, the proposed development map amendment would not be inconsistent with the map designations or the Citywide and Area Elements.

Generalized Future Land Use Map (FLUM)

The site is designated for moderate density residential development on the FLUM.



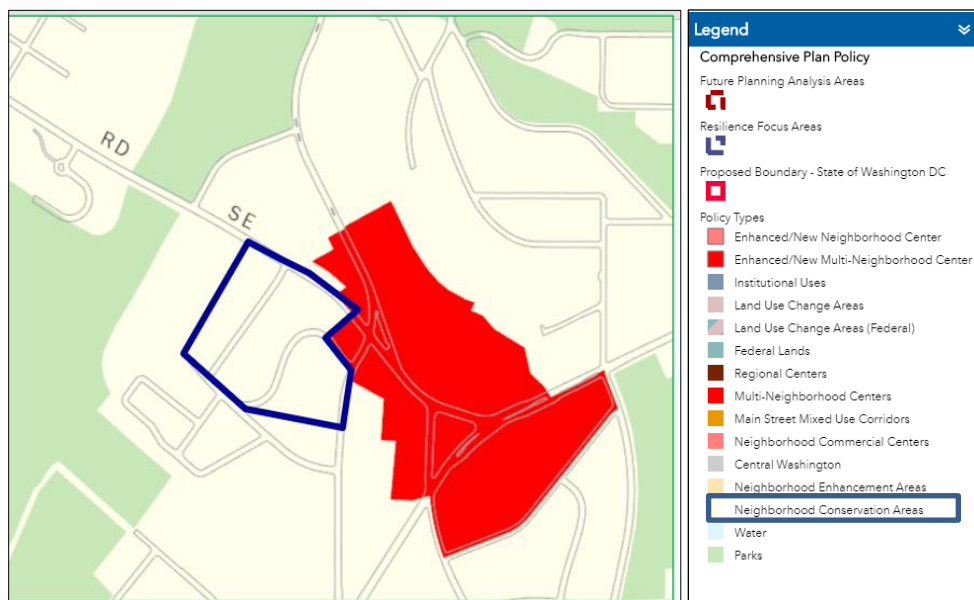
Moderate Density Residential:

This designation is used to define neighborhoods generally, but not exclusively, suited for row houses as well as low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of single-family homes, two- to four-unit buildings, row houses, and low-rise apartment buildings. In some 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). Density in Moderate Density Residential areas is typically calculated either as the number of dwelling units per minimum lot area, or as a FAR up to 1.8, although greater density may be possible when complying with Inclusionary Zoning or when approved through a Planned Unit Development. The R-3, RF, and RA-2 Zone Districts are consistent with the Moderate Density Residential category, and other zones may also apply. 227.6

The proposed RA-2 zone is consistent with a moderate density residential designation, and is appropriate for the site. The properties surrounding the site are also recommended for moderate density residential except for those to the northeast which are recommended for moderate density commercial uses. Therefore, the RA-2 on the property would be compatible with the development pattern envisioned for the area and would not be inconsistent with the FLUM.

Generalized Policy Map

The site is designated for Neighborhood Conservation Area on the Generalized Policy Map.



Neighborhood Conservation Area

Neighborhood Conservation areas have little vacant or underutilized land. They are generally residential in character. Maintenance of existing land uses and community character is anticipated over the next 20 years. Where change occurs, it will typically be modest in scale and will consist primarily of infill housing, public facilities, and institutional uses. Major changes in density over current (2017) conditions are not expected but some new development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by Comprehensive Plan policies and the Future Land Use Map. Neighborhood Conservation Areas

that are designated “PDR” on the Future Land Use Map are expected to be retained with the mix of industrial, office, and retail uses they have historically provided. 225.4

The guiding philosophy in Neighborhood Conservation Areas is to conserve and enhance established neighborhoods, but not preclude development, particularly to address city-wide housing needs. Limited development and redevelopment opportunities do exist within these areas. The diversity of land uses and building types in these areas should be maintained and new development, redevelopment, and alterations should be compatible with the existing scale, natural features, and character of each area. Densities in Neighborhood Conservation Areas are guided by the Future Land Use Map and Comprehensive Plan policies. Approaches to managing context-sensitive growth in Neighborhood Conservation Areas may vary based on neighborhood socio-economic and development characteristics. In areas with access to opportunities, services, and amenities, more levels of housing affordability should be accommodated. Areas facing housing insecurity (see Section 206.4) and displacement should emphasize preserving affordable housing and enhancing neighborhood services, amenities, and access to opportunities. 225.5

The proposed map amendment would be consistent with the intent of Neighborhood Conservation Areas, as it would allow for redevelopment that would include replacing the current housing stock that is now outdated and inefficient, with new housing built to modern standards and with additional indoor and outdoor amenities for the residents. The redevelopment would increase the number of units within the same land area and its density would be compatible in scale with the surrounding row and low scale apartments and higher density mixed use development at Skyland Town Center to the northeast. As is the intent of the Neighborhood Conservation Area, the proposal would assist in addressing the City’s housing needs and in this case would allow for homeownership and senior housing opportunities which are needed in this area. The property is in an area that is accessible to job opportunities, services and transportation via various bus lines. The Applicant has presented to the existing residents of the site a redevelopment and relocation plan which offers the opportunity to remain on the property during construction and be relocated to new on-site units after construction. The development would have additional affordable units and housing specifically to address the needs of seniors.

B. OTHER RELEVANT PLANNING DOCUMENTS

The [Anacostia Neighborhood Investment Fund Plan](#) was approved by Council on December 2, 2008, so well prior to the adoption of the current Comp Plan in 2021. The Neighborhood Investment Fund (NIF) was “*an annual non-lapsing, revolving fund to finance economic development and neighborhood revitalization in 12 target neighborhoods.*” It was envisioned by Council “*as contributing to a broader economic development tool kit to achieve a critical mass of investment needed to make a significant and visible impact in its target neighborhoods.*” (p.5).

OP partnered with DMPED, the NIF Program’s implementing agency, to work with community stakeholders to develop an investment plan designed to identify community priorities for NIF investments and to set an investment agenda for NIF resources over a five year period. The subject site was within the boundary of the Anacostia target area. Community meetings were held, and broad goals and strategies were discussed. Investment goals that were the highest priority included:

- Increase support for programs that can provide vocational job training and other education services for area youth.
- Preserve historic housing and develop additional affordable housing units.

- Improve Public Safety by focusing on prevention methods aimed at area youth.

In general, although this study was policy and resource-allocation focused, the proposal would not be inconsistent with the intent of either of this plan.

C. ANALYSIS THROUGH A RACIAL EQUITY LENS USING THE ZONING COMMISSION’S RACIAL EQUITY TOOL

The Comprehensive Plan requires an examination of zoning actions through a racial equity lens. The direction to consider equity “as part of its Comprehensive Plan consistency analysis” indicates that the equity analysis is intended to be based on the policies of the Comprehensive Plan and part of the Commission’s consideration of whether a proposed zoning action is “not inconsistent” with the Comprehensive Plan. The Comprehensive Plan recognizes that advancing equity requires a multifaceted policy approach and that many areas of policy must be brought to bear on the challenge:

Equitable development is a participatory approach for meeting the needs of underserved communities through policies, programs and/or practices that reduce and ultimately eliminate disparities while fostering places that are healthy and vibrant. Equitable development holistically considers land-use, transportation, housing, environmental, and cultural conditions, and creates access to education, services, health care, technology, workforce development, and employment opportunities. As the District grows and changes, it must do so in a way that encourages choice, not displacement, and builds the capacity of vulnerable, marginalized, and low-income communities to fully and substantively participate in decision-making processes and share in the benefits of the growth, while not unduly bearing its negative impacts. 213.7

Equity is conveyed throughout the Comprehensive Plan, particularly in the context of zoning, where certain priorities stand out. The redevelopment of the property offers improved housing, the potential for more affordable housing, senior housing, home ownership, transportation improvements and neighborhood amenities.

The Commission four-part Racial Equity Tool outlines information to be provided to assist in the evaluation of zoning actions through a racial equity lens. The Applicant’s Racial Equity Analysis is provided at [Exhibit 3E](#) and OP’s analysis is provided in the OP Setdown Report at [Exhibit 11](#) and summarized below.

While it can be difficult to assess the actual impact that would result from any development as part of a proposed zoning map amendment such as this, the opportunities and potential impacts – positive or negative - of new development in relation to District policies that could result from the proposed rezoning can be assessed, based on the assumption of a development conforming to the zoning.

RACIAL EQUITY TOOL PART 1 – COMPREHENSIVE PLAN GUIDANCE

In the context of zoning, certain priorities of equity are explicit throughout the Comprehensive Plan, including affordable housing, displacement, and access to opportunity. Below is an outline of Comprehensive Plan policies relative to this proposal which, when viewed through a racial equity lens, provides the framework for evaluating the proposed map amendment. Please refer to Attachment I to the [OP Setdown Report](#) for the full text of each policy statement, or refer to the [Comprehensive Plan](#) available on the Office of Planning website – www.planning.dc.gov.

The proposal would be not inconsistent with both Comprehensive Plan Generalized Policy and Future Land Use Maps. The proposed development, on balance, would not be inconsistent with the Citywide Elements of the Comprehensive Plan and would particularly further the policies of the Land Use, Transportation, Housing, Environmental Protection, Economic Development, and Urban Design Elements.

Land Use Element

The proposed map amendment would allow for the redevelopment of the property to replace units that are outdated and in need of modernization, with a moderate density development with a mix of unit types, including multifamily, senior and for-sale row dwellings. This would address the needs of the current residents and accommodate population growth in a new development consistent with the planning intent, and in advancement of affordability and racial equity goals. Further, it would allow transportation improvements and other outdoor neighborhood amenities that would help to improve the character of the existing neighborhood.

Transportation Element

The proposed amendment would allow redevelopment along the Marion Barry Avenue corridor with multiple transit options, and connection to Congress Heights Metro Station (Green Line). These connections could help reduce the necessity for auto use and ownership in support of a related reduction in household expenses for future residents. The redevelopment of the property would also accommodate improvements to the bicycle and pedestrian ways within and around the property and could enable a pedestrian-oriented environment and a transit-oriented development. Taken together these connections would give residents convenient connections to employment, entertainment, and recreation. The proposed map amendment would therefore support redevelopment of the site to meet the expectations of equity in transportation accessibility.

Housing Element

Although this is a map amendment request, the Applicant has signaled an intent to redevelop the site with an increased number of units and unit types. The proposed map amendment would permit redevelopment of the properties in a way that would accommodate existing residents and also increase the number of residential units, including affordable units and units for families and seniors, to assist in addressing the City's housing needs along a corridor where housing is envisioned. As such, the proposal could help to address the need for housing for families, seniors, and for moderate income persons and homeownership. To minimize the potential for displacement of existing residents, the Applicant describes how they would implement a phased development process, allowing temporary on-site relocation and return of existing residents.

Environmental Protection Element

While this is a zoning map amendment request and specific new construction is not a part of this application, future development of the property would be reviewed by DOEE to implement District policies under the Sustainable DC Plan, and code requirements which protect the health and well-being of residents across all incomes and the District as a whole. As such, any redevelopment would be held to higher environmental standards than the existing development.

Economic Development

Consistent with the Comprehensive Plan, the zoning would not permit new commercial development. However, the zoning would allow additional residential units, the residents of which would support existing and new retail and service options in the neighborhood, and thereby increasing their viability. The map amendment is supported by the owners of the Skyland Shopping Center at in their letter at [Exhibit 20C](#).

Urban Design

The proposed zone would provide for the redevelopment of the site with new multifamily, row dwellings and a senior building at a height and scale consistent with the Comprehensive Plan and the character of the area. Any development on the site would be integrated into the topography of the site and would be required to meet current streetscape and environmental standards for new buildings.

Far Southeast/Southwest Area Element:

The property is within the Far Southeast/Southwest Planning Area, which states that:

“... the priorities laid out in 2006 are still relevant: safer streets, better schools, more jobs, and improved housing choices. The Comprehensive Plan reflects these priorities in its policies and maps. Poverty, unemployment, illiteracy, crime, and other issues must be addressed to improve the quality of life for residents in the Far Southeast/Southwest neighborhoods. While the Planning Area has experienced a significant amount of public and private investment over the last decade, social equity gaps in the District still need to be addressed to ensure that the benefits of the District’s economic and population resurgence are broadly shared. For revitalization to truly succeed, all residents must be given opportunities to advance.” (§ 1800.5)

The proposed RA-2 zone would allow for existing residents to remain on site, though a phased redevelopment of this large site, as well as additional height and density at a moderate range over what is currently allowed. This would allow for additional housing with a variety of unit sizes, incomes, and home ownership opportunities. The location of the property allows for easy access to transportation which is a key element for affordably moving people around to jobs and amenities in an environmentally friendly way.

Are there Comprehensive Plan policies, including ones related to racial equity, that would potentially not be advanced by approval of the zoning action?

- ***Policy LU-2.1.4: Rehabilitation Before Demolition*** *In redeveloping areas characterized by vacant, abandoned, and underused older buildings, generally encourage rehabilitation and adaptive reuse of architecturally or historically significant existing buildings rather than demolition. 310.11*

The Applicant indicates that if the property is rezoned, the proposed redevelopment of the site would include the phased demolition of all buildings on the property due to a number of factors related to the age of the development including:

- A deteriorating boiler system which requires complete replacement;
- Deteriorating building systems which are costly to maintain and disrupt operations;
- Small unit sizes which pose challenges to incorporate new utility and sprinkler systems

- A high percentage of one-bed bedroom units and a lack of family sized units;
- A 20% grade drop across the site, which poses challenges to provide ADA accessibility;
- 30 plus heritage and special trees on the site which limit additions to existing buildings; and
- A site layout that creates security challenges.

In their filing at [Exhibit 3E](#) the Applicant also indicates that the proposal may potentially be inconsistent *E-3.2.2: Net-Zero Buildings* and *E-3.2.3 Renewable Energy* but did not identify any instances where the proposal to rezone the property to the RA-2 zone was categorically inconsistent with applicable Comp Plan policies. Any new development would be held to current environmental standards.

RACIAL EQUITY TOOL PART 2 – APPLICANT/PETITIONER COMMUNITY OUTREACH AND ENGAGEMENT

The property is within Advisory Neighborhood Commission (“ANC”) 8B. The property is also separated from ANC 8A by Marion Barry Avenue, SE. In their original application, the Applicant stated that they made one presentation at an ANC-8B meeting and were scheduled to present on two other meetings which were cancelled due to lack of a quorum. In their prehearing submission at [Exhibit 20](#), the Applicant states that they were scheduled to make a presentation to ANC 8B on November 19, 2024 and to ANC-8A on November 12, 2024. At the time of this OP Report there was no information as to the ANC’s response or recommendation in the record.

The residents of the community are represented by the Skyland Terrace Tenant Association (“STTA”). In their original application, the Applicant states that they have engaged with the STTA and residents, including dinners, all-resident meetings, postcard mailouts and surveys. The Applicant states that they continue to use various methods of outreach to inform the residents of the planned redevelopment and timeline, their rights, the proposed relocation plan and other relevant information. At [Exhibit 20B](#), Relocation Plan Presentation, the Applicant gives an example of a presentation given to residents on October 21, 2024 and allowing time for questions and answers.

The Applicant has also provided an interactive web site, [Home | Skyland Reimagined](#), for residents and others to access information relating to the map amendment and the future redevelopment of the site. As part of the relocation plan, to minimize displacement, the Applicant states that they would create a database on each current resident to provide information, assess their individual needs throughout the process until their final placement.

The redevelopment of the site would be done in three phases and residents would be able to remain onsite during construction and given the opportunity to be relocated to a newly constructed unit. The Applicant has acknowledged that there could be some short term impacts that could negatively impact the existing residents, but that overall, the long term impact of the redevelopment of Skyland would be improvements to the housing and living conditions at Skyland that would benefit existing and new residents and the surrounding community. The Applicant also states that any negative impacts could be minimized through the Relocation Plan which would guide and directly addresses challenges that residents may face, to permit a smoother transition. The Applicant has committed to resident engagement and service for relocating residents during the redevelopment process. These actions are envisioned to cause minimize “stress” for the residents.

OP believes that with the phasing of the redevelopment, the relocation plan and continued communication between the Applicant and the residents, displacement and other negative impacts on the residents could be minimized and mitigated.

RACIAL EQUITY TOOL PART 3 – FAR SOUTHEAST/SOUTHWEST PLANNING AREA DATA

Part 3 of the Racial Equity Tool asks for disaggregated data to assist the Commission in its evaluation of zoning actions through a racial equity lens for the planning area. This analysis was provided in detail in the OP Setdown Report at [Exhibit 11](#). The data source is the 2012-2016 and 2018-2022 American Community Survey 5 Year Estimates by Planning Area available via the OP State Data Center ([ACS DATA](#)). At Attachment II to that report, OP also provided a comprehensive table of disaggregated data comparing the District to the Far Southeast/Southwest Planning Area. A summary of the demographic data analysis is below.

General Characteristics of the District and Far Southeast/Southwest Planning Area

Characteristic	Districtwide 2012-2016	Districtwide (2018-2022)	Planning Area 2012-2016	Planning Area (2018-2022)
Unemployment Rate	8.7%	7.1%	22.8%	17.7%
Cost Burdened Households³	38.6%	36.1%	56.1%	52%
Poverty Rate	17.9%	15.1%	38.2%	29.97%
Persons 65 or Older	34.2%	32.65%	49.8%	48.5%
Persons Under 18 Years	4.5%	4.28%	7.8%	6.1%
Disability Rate	11.3%	10.9%	17.9%	17.04%

The unemployment rate in the Planning Area was more than twice the rate of the District, even though the rate for both the District and the Planning Area fell in 2018-2022. Likewise, the poverty rate in the planning area was significantly higher, although the rate fell considerably between the 2012-2016 and 2018-2022 time periods. The housing cost burdened household rate was also significantly higher than that of the District as a whole in both time periods, and remains the case for more than 50% of households in the planning area. The percentage of persons above 65 years old in the planning area is significantly above that of the District as a whole, as is the disability rate. The percentage of persons under 18 is much lower, but is also greater than that of the District as a whole.

Population by Race or Ethnicity

The Far Southeast/Southwest Planning Area had a population of 73,882, or about 11.2% of the District's total population. However, between the two time periods, the Planning Area experienced a decrease in population and a decrease in the percentage of the District's population from 11.21% to 10.78%.

Black residents made up the largest portion of the population, at 91% in the 2012-2016 time period and 87.7 % in the 2018-2022 time period. Many other racial and ethnic groups saw a slight increase or retained their percentage of the population, indicating that the population in the Planning Area is becoming slightly more diverse, potentially due to increased housing opportunities and in particular, the draw of affordable housing in this area. The proposed map amendment could result new development that could be more attractive to existing area residents by providing additional housing options in their neighborhood, as well as new residents. This could increase the diversity of the population as it would offer additional new units as various affordability levels and unit sizes.

³ Percentage of households spending 30% or more of their income on housing

Median Income

The median income of the Far Southeast/Southwest Planning Area was significantly lower than that of the District in both the 2012-2016 and 2018-2022 time periods. Black residents had one of the lowest median incomes of all segments of the population. While the Planning Area saw an approximately \$13,000 increase, this was significantly lower than the approximately \$29,000 increase Districtwide.

Housing Tenure

The rising cost of housing in the District limits the ability to provide housing, including family, senior housing, rental and ownership housing, and housing for all income levels. Only a small amount of the total land area of the District (28.1 percent) is dedicated to residential use ^(205.3). Scarcity of land increases the cost of new housing, limits the availability of housing, and intensifies housing cost burdens, particularly for lower- and middle-income households. The Comprehensive Plan states that “*residents of color are a majority of lower-income households in the District and, therefore, face a disproportionate share of the problems caused by housing insecurity and displacement*” ^(206.4).

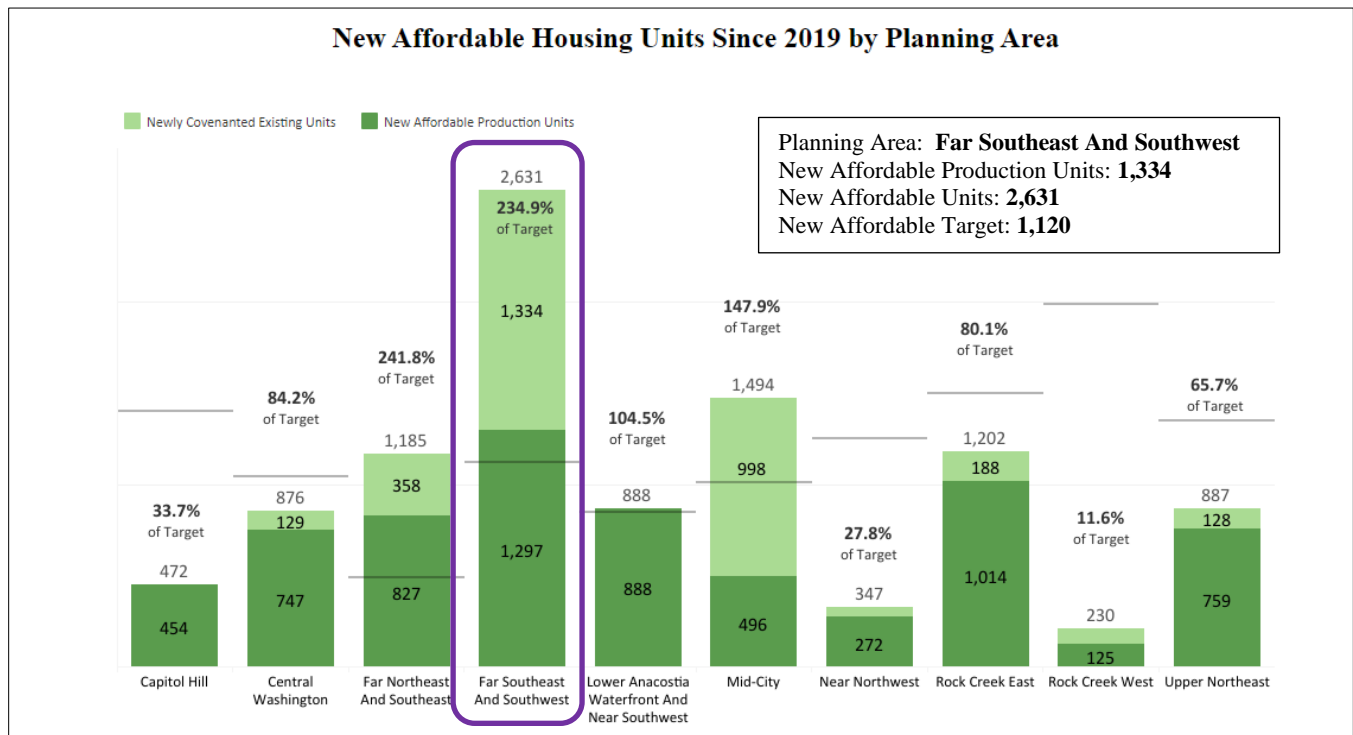
Between 2012-2016 and 2018-2022, the percentage of owner occupancy in the District rose only slightly while in the Far Southeast and Southwest Planning Area there was a more significant increase, from 18% to 22.34%. Rates of homeownership increased for all racial groups but remained lower than the District as a whole for most groups. Only about one quarter of Black residents are homeowners. The low ownership rates and higher renter occupancy rates for Black, Some Other Races and Two or More Races seems to correlate with income status.

The data indicates that, for this proposal, the map amendment would facilitate the provision of replacement housing, including an on-site relocation plan for existing residents, helping them to remain in the area. The provision of seniors housing, housing for families, and for-sale units would also help to address shortages evident or implied in the data.

Progress Toward Meeting the Mayor’s 2025 Housing Equity Goals

Part 3 also asks if the planning area is on track to meet affordable housing goals. The Mayor’s housing goals include the production of 12,000 new affordable units citywide for households earning below 80% of Median Family Income (MFI). As of October 2024, the District had produced 10,212 new affordable units, reaching 85% of this goal. With over 2,500 units currently under construction, the District expects to meet the Mayor’s affordable housing target by the end of 2025.

The Deputy Mayor for Planning and Economic Development (DMPED) provides regular updates on how each planning area is progressing in meeting their portion of the affordable housing target. The most recent update (October, 20204) indicates that the Planning Area has already exceeded its target by providing 2,631 affordable units, or 234.9% of the target amount ([DMPED 36,000 by 2025 Dashboard](#)). The data shows that the FSE/SW Planning Area has generated the highest amount of affordable housing units of any Planning Area. Therefore, the affordable units generated by this project would continue to exceed the housing goals for the Planning Area and would continue to advance Comp Plan city-wide policies towards the production of affordable housing. The provision of improved housing for existing residents, and the provision of both market rate and for-sale units would also add new housing opportunities in this area.



PART 4 – ZONING COMMISSION EVALUATION FACTORS

When considering the following themes/questions based on Comprehensive Plan policies related to racial equity, what are the anticipated positive and negative impacts and/or outcomes of the zoning action? Note: Additional themes may also apply. See also applicant filing at [Exhibit 3E](#).

Factor	Question	OP Response
Direct Displacement	Will the zoning action result in displacement of tenants or residents?	The Applicant states that their plans to minimize displacement would include a three-phased redevelopment plan of this very large site, allowing for on-site relocation of existing residents to vacant on-site units and then the right to return to new, modernized units. The Applicant has provided a detailed and comprehensive preliminary relocation plan that includes educating residents about their rights and a proposed system of tracking each resident for relocation and addressing their individual needs.
Indirect Displacement	What examples of indirect displacement might result from the zoning action?	OP does not anticipate any indirect residential displacement as the development would create new opportunities for area residents, for market rate, affordable housing and housing specifically for seniors on the site for the neighborhood.
Housing	Will the action result in changes to:	The proposed RA-2 zone would permit construction of new replacement housing in excess of what can be

Factor	Question	OP Response
	<ul style="list-style-type: none"> ▪ Market Rate Housing ▪ Affordable Housing ▪ Replacement Housing 	constructed under existing zoning and in excess of what currently exists on the site. Additionally, it would allow a mix of unit types and sizes and would include new market rate and affordable housing, at a minimum in accordance with IZ requirements.
Physical	<p>Will the action result in changes to the physical environment such as:</p> <ul style="list-style-type: none"> ▪ Public Space Improvements ▪ Urban Design Improvements ▪ Streetscape Improvements 	Any redevelopment of the property would result in changes to the physical environment. The redevelopment would include public space and streetscape improvements along Marion Barry Avenue and other internal streets. Other improvements would include public realm improvements to accommodate pedestrians, bicyclists and drivers and more pervious spaces on the property. Improvements could also include new and improved public utilities, such as water, sewer and light, and recreational/gathering spaces for residents.
Access to Opportunity	<p>Is there a change in access to opportunity?</p> <ul style="list-style-type: none"> ▪ Job Training/Creation ▪ Healthcare ▪ Addition of Retail/Access to New Services 	<p>Consistent with the Comprehensive Plan policy direction, the proposed zoning would not permit new retail or office space. Rather, existing and new residents could support local shopping areas, and would also have access to jobs, retail, and services through mass transit options.</p> <p>Specifically, Skyland Workforce Center is located just outside of the property and is a facility that provides job search, job training, and placement. The development is near the Skyland Town Center and the Good Hope Marketplace to the east of the site which has a variety of retail and service uses including two supermarkets. There are also other retail and service uses along Marion Barry Avenue.</p>
Community	How did community outreach and engagement inform/change the zoning action?	<p>The Applicant provides details of their ongoing outreach efforts in their original filings at Exhibit 3E and in post-setdown filings at Exhibit 20. The Applicant indicates that several types of outreach actions were taken such as door knocking, flyers, one-on-one meetings, and zoom meetings. These interactions resulted in a list of resident concerns and desires. The Applicant has created a web site, Home Skyland Reimagined, which residents and others can access to obtain information relating to the future redevelopment of the site their relocation.</p> <p>The Applicant states that they have begun to take into considerations comments from residents</p>

Factor	Question	OP Response
		regarding the development plans in accordance with the requested zoning, and other issues and would continue working with the residents to address concerns through the project development process.

X. SUMMARY OF PLANNING CONTEXT ANALYSIS AND RECOMMENDATION

As demonstrated above, the proposed map amendment would not be inconsistent with the recommendations of the FLUM for moderate density residential use, while the Generalized Policy Map designates the property as being within a Neighborhood Conservation Area. Additionally, the map amendment would be, on balance, not inconsistent with many of the policies of the Citywide Elements and the recommendations of the Far Southeast/Southwest Policy Area, and would further many important policies. In particular, the proposal would help to overcome several racial equity elements for current and future residents of the property as it would allow existing residents to remain on-site, including through the redevelopment process, and for the development of an under-utilized property to provide housing in various types and styles, variety in unit types, variety in affordability, and accessibility to transportation, jobs and services. Policies identified as potentially not being furthered by this proposed rezoning could be mitigated through any development on the site, and would be off-set by the benefits that the map amendment would facilitate.

XI. AGENCY REFERRALS

The proposal was referred to several agencies. At Exhibit 22 is a memo from DDOT indicating no objection to the approval of the requested Map Amendment. The Department of the Environment and Energy (DOEE) responded verbally, indicating that their review would take place when the Applicant files for a Building Permit for the redevelopment of the site.

XII. ANC COMMENTS

The property is within ANC 8B. At the time of this report there are no recommendations from the ANC in the file.

XIII. COMMUNITY COMMENTS

At Exhibits 20C is a letter of support from the owner of Skyland Town Center filed by the Applicant.