



# MID-CITY FINANCIAL CORPORATION

APPLICATION TO THE  
DISTRICT OF COLUMBIA ZONING COMMISSION FOR  
FIRST STAGE REVIEW AND APPROVAL OF A  
PLANNED UNIT DEVELOPMENT AND  
ZONING MAP AMENDMENT

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EXHIBITS

DESCRIPTION

EXHIBITS

Architectural Drawings, Elevations, Civil Drawings, and Photographs of the Subject Property and Surrounding Area; Tabulation of Development Data; Surveyor's Plats (filed separately)

Appendix

Application Forms

A

Certificate of Notice

B

Notice of Intent to File

C

List of Owners of Property within 200 feet of the Subject Site

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Compliance with First-Stage PUD Requirements

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List of Publicly Available Maps and Documents

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## PREFACE

This statement and the attached documents support the application of Mid-City Financial Corporation to the Zoning Commission for the First-Stage review and approval of a Planned Unit Development and a related amendment to the Zoning Map of the District of Columbia. The Subject Property consists of approximately 20 acres, and is formally designated as: Square 3953, Lots 1-3; Square 3954, Lots 1-5 and Parcel 143/45; Square 4024, Lots 1-4; and Square 4025, Lots 1-7 (the “**Subject Property**”). The Subject Property is currently the site of the Brookland Manor apartment complex and a strip commercial shopping center located at the intersection of Rhode Island Avenue, NE and Montana Avenue, NE. The Subject Property is generally bound by Rhode Island Avenue, NE to the north, Montana Avenue, NE to the east, Downing Street, NE/14<sup>th</sup> Street, NE/Saratoga Avenue, NE to the south, and Brentwood Road, NE to the west.

This First-Stage Planned Unit Development and Zoning Map Amendment application is consistent with the District of Columbia Comprehensive Plan, D.C. Law 16-300, 10 DCMR (Planning and Development) § 100 et seq. (2006) (the “**Comprehensive Plan**”), as well as numerous goals and policies of the District of Columbia. Submitted in support of this application are completed application forms, a notice of intent to file a PUD (with property owner list and certification of mailing), architectural drawings, plans, and elevations, and a map depicting the Zoning District for the properties impacted by these applications and the surrounding area. As set forth below, this statement and the attached documents meet the filing requirements for a First-Stage Planned Unit Development (First Stage) and Zoning Map Amendment application under Chapter 24 of the District of Columbia Zoning Regulations.



## I. INTRODUCTION

### A. History of Brentwood Village/Brookland Manor and Vision for the Future

The Brookland Manor apartment complex, along with the adjacent Brentwood Village Shopping Center (located at the intersection of Rhode Island and Montana Avenues, NE), was built as a planned community in keeping with the Garden City movement of the 1930-1940's. The sprawling Brookland Manor apartment complex<sup>1</sup> includes nineteen garden apartment buildings, ranging in height from 2-4 stories, and is spread over approximately 18 acres of land in Northeast, DC. Over a period of many years from the 1940's to 1971, Brookland Manor fell into a state of disrepair through neglect and lack of capital with which to maintain and operate the sprawling complex. In 1971, the owners of Brookland Manor, Brentwood Associates, LP, received a loan commitment to substantially renovate the property under the Department of Housing and Urban Development's Section 236 mortgage insurance program. In 1974, the general contractor defaulted and construction stopped immediately. In 1975, with work still to be done, HUD and the limited partners approved the replacement of the general partner with Eugene F. Ford, Sr. (founder of Mid-City Financial Corporation). HUD provided an interim construction loan for a period of approximately two years and the property was substantially rehabilitated in public partnership with HUD. In 1977, HUD then provided a 40 year fixed rate mortgage with a maturity date in 2017.

Since 1977, Brentwood Associates has managed the apartment buildings on the property pursuant to two project-based Section 8 contracts, through the acceptance of District of Columbia Housing Authority vouchers, and by renting to a small number of market rate residents. Currently, there are approximately 535 apartment units in the Brookland Manor complex, with units ranging from one - to - five bedrooms. As shown in the pictures of these

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<sup>1</sup> The Brookland Manor apartment complex was originally known as Brentwood Village Apartments.



buildings and the surrounding open and green spaces (provided in the Appendix), Brentwood Associates has been a responsive and attentive owner/manager of these properties. The existing buildings are meticulously maintained and the grounds are kept free of trash and litter. However, the existing buildings are now 75 years old and have significant engineering and design features that cannot be easily addressed or fixed. In addition, the current Brookland Manor apartment complex and the adjacent public streets and public space are impacted with ongoing crime problems. In many instances, the causes of these crime problems can be traced to the urban design of the original Brentwood Village apartments as well as the concentration of very low income residents. There are only a small number of market rate tenants amongst the 535 residential units.

While there is ample green space around the nineteen apartment buildings, this green space is highly undefined and creates numerous blind corners and darkened recesses in the buildings. There is no clear understanding as to the ownership or utility of these open spaces. These open spaces do not provide the existing residents, or their guests, with a sense of safety and there is no idea of “defensible space”. Furthermore, the existing street configuration does not allow for safe and efficient pedestrian and vehicular access through the property. Internal streets lead to dead ends and do not connect with the surrounding neighborhood. From a contemporary urban design perspective, these buildings do not provide strong edges along the adjacent streets.

While the Brentwood Village Shopping Center was initially built as an amenity for the residents of Brookland Manor/Brentwood Village, it was also focused on the automobile. Parking spaces are located in the front of the shopping center. The existing Brentwood Village

Shopping Center<sup>2</sup> no longer provides quality retail that serves the needs of the nearby residents of Brookland Manor and the Brentwood neighborhood. The current mix of retail uses in this center (which include a needle exchange, a liquor store, and a pawn shop) lead to significant amounts of loitering and crime in and around the shopping center as well as Brookland Manor.

The Applicant does not intend to commence the redevelopment of the property until the current loan on Brookland Manor matures in 2017. Nonetheless, the Applicant believes that with three years remaining on the FHA insured loan now is the appropriate and proper time to start planning for the future of this community. The new mixed-use Brentwood Village, envisioned in this First-Stage PUD and Zoning Map Amendment application, provides a unique and exciting opportunity to create a new and revitalized community that corrects some of the mistakes of earlier urban planning concepts, and creates a great place for existing residents and new residents. The primary goals for the development of this project are:

- Preservation of Affordable Housing and Creation of a Truly Mixed-Income Community

The PUD project will create a truly mixed-income and mixed-age residential community. This project proposes the development of approximately 2,200 residential units on the Subject Property. The Applicant is proposing that 20% of the residential units included in the PUD project will be reserved as affordable housing and the Applicant is working with the existing residents of the Brookland Manor community to create a workable and effective Tenant Relocation Plan so that those residents can participate in the new Brentwood Village community.

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<sup>2</sup> Mid-City Financial Corporation is currently the general partner of Brentwood Associates, LP (the owner of Brookland Manor) and is the contract purchaser of the Brentwood Village Shopping Center with an expected acquisition date in 2015. The current owner of the Brentwood Village Shopping Center has consented for it to be included in the subject Application.

- Creation of a Variety of Housing Types

The approximately 2,200 residential units will include multi-family buildings, senior housing, two-over-two buildings, and row houses. The project will include a mix of for-sale and rental residential units. The Applicant is committed to the creation of a seniors building on the Property and will seek to make the development of the seniors building one of the first projects to go through Second Stage PUD review.

- Urban Design

Urban design is the process of designing and shaping cities, towns, and villages. Where architecture focuses on individual buildings, urban design addresses the larger scale of groups of buildings, of streets and public spaces, whole neighborhoods and districts, and entire cities, in order to make urban areas functional, attractive, and sustainable. The goal of this project is to make a safe and inviting place for existing and new residents through the creation of a beautiful public realm using up-to-date urban design methods. The creation of a mix of residential types and retail uses will invigorate this community and help raise the general level of architectural quality and character along Rhode Island and Montana Avenues, NE. The proposed project will create a new center for positive neighborhood activity.

- Connectivity and Open/Green Space

The project will create walkable streets, many lined with retail uses, and a reconfigured street grid that will better connect the Brookland Manor community to the surrounding Brentwood neighborhood. The project includes a central one-

acre community green and a one-acre pedestrian walk that provide open and green spaces for residents of this community and their guests.

- Enhanced Retail Opportunities

The proposed project will create approximately 200,000 square feet of updated and enhanced retail opportunities. In addition to a full sized grocery store of approximately 56,000 square feet, the project will have ground-floor retail uses ringing Rhode Island, Montana and Saratoga Avenues, NE, as well as the community green.

- Community Dialogue

Prior to the filing of this application, the Applicant and members of the Applicant's development team made formal presentations regarding the vision and plans for this project to the Brookland Manor residents and to the Brentwood Citizens Association. In addition, the Applicant has engaged in dozens of smaller group meetings and discussions with residents and leaders of Brookland Manor, the Brentwood community, Advisory Neighborhood Commission ("ANC") 5C Commissioners, and other civic groups/leaders along the Rhode Island Avenue, NE corridor.

## **B. Summary of Requested Action**

Mid-City Financial Corporation ("Mid-City" or "Applicant") hereby submits applications to the Zoning Commission of the District of Columbia ("Commission") for the First-Stage review and approval of a Planned Unit Development and a corresponding amendment to the Zoning Map of the District of Columbia. The Subject Property consists of approximately 20 acres, and is formally designated as: Square 3953, Lots 1-3; Square 3954, Lots 1-5 and Parcel

143/45; Square 4024, Lots 1-4; and Square 4025, Lots 1-7 (the “**Subject Property**”). The Subject Property is currently the site of the Brookland Manor apartment complex and the Brentwood Village Shopping Center located at the intersection of Rhode Island Avenue, NE and Montana Avenue, NE. The Subject Property is generally bound by Rhode Island Avenue, NE to the north, Montana Avenue, NE to the east, Downing Street, NE/14<sup>th</sup> Street, NE/Saratoga Avenue, NE to the south, and Brentwood Road, NE to the west.

The Applicant will establish a new street grid<sup>3</sup> which will create eight new blocks for development and a new centrally located community green and pedestrian walk. Over time, the existing buildings will be replaced and the PUD project will include a variety of housing types (multi-family, senior housing, two-over-two buildings, and townhouses) and a significant retail component divided among the eight new blocks. The PUD project will include approximately 2,200 residential units and approximately 200,000 square feet of retail uses. Parking for these uses will be provided in below-grade parking structures, integral at-grade garage parking for the two-over-two units and the townhouses, and on-street parking.

The proposed heights of the multi-family buildings will range from 90 feet along Rhode Island Avenue down to 60 feet as one proceeds further into the Subject Property along Saratoga Avenue, NE, 14<sup>th</sup> Street, NE, and 15<sup>th</sup> Street, NE. The proposed two-over-two buildings will be approximately four stories tall, and the townhouses will be three-four stories tall. The Floor Area Ratio (“**FAR**”) of the individual blocks range from approximately 1.3 for the townhouses, to a maximum of 4.7.

The existing Brentwood Village Shopping Center is located in the C-2-A Zone District and the remainder of the Subject Property is located in the R-5-A Zone District. The Subject

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<sup>3</sup> The Applicant will also be filing a street closing/dedication application with the DC Surveyors Office in order to effectuate the proposed new street grid.

Property is located in the Moderate Density Residential land use and Mixed-Use, Moderate Density Commercial/Moderate Density Residential land use categories on the District of Columbia's Comprehensive Plan Future Land Use Map. The areas of the Subject Property with frontage along Rhode Island Avenue and Montana Avenue are designated as Main Street Mixed-Use Corridors on the Generalized Policy Map of the Comprehensive Plan. The Applicant proposes a Zoning Map Amendment to rezone the Subject Property to the C-2-B, C-2-A, and R-5-B Zone Districts. The Subject Property is located within the boundaries of ANC 5C. ANC 5E is located to the north of the Subject Property, across Rhode Island Avenue.

**C. The Applicant**

Mid-City is the general partner of Brentwood Associates. Mid-City was founded in 1965 by Eugene F. Ford, Sr. Mr. Ford is a native Washingtonian and has spent the past 50 years building, owning, and managing multifamily housing with the vast majority of the housing being affordable to people of low and moderate incomes. As a development company, Mid-City has constructed and rehabilitated more than 15,000 units of market rate and affordable housing. Mid-City owns a portfolio containing over 50 apartment communities in twelve states serving a wide range of income families. Mr. Ford also founded Edgewood Management Corporation in 1973. Edgewood Management Corporation is a multi-family property management company managing over 190 properties with 27,000 apartments in seventeen states. Edgewood Management Corporation is the largest affordable housing operator in Washington DC.

Mr. Ford is also the Founder of Community Preservation and Development Corporation ("CPDC"), a non-profit 501 (c)-3 corporation dedicated to the development, redevelopment and otherwise enhancing the supply and preservation of low and moderate income housing in Maryland, District of Columbia and Virginia as well as meeting the changing needs of residents through a range of community and supportive services. Mr. Ford has received dozens of awards

for his accomplishments in the affordable housing industry including prestigious recognition from federal, state and local governments. In addition to being awarded the National Housing Conference *Man of the Year*, Mr. Ford has been and is continually recognized for his commitment to affordable housing and community services. Mr. Ford views the planned revitalization of the Brookland Manor community into the new Brentwood Village as a legacy of his long commitment to the preservation and development of high quality affordable housing in the District of Columbia.

Eugene (“Gene”) F. Ford, Jr. serves as the Chairman of the Board and Controlling Stockholder of Mid-City Financial Corporation. In this capacity, he oversees the Executive Team and all major business activities of the company. Gene began his career in real estate with Mid-City Developers, Inc. in 1973. From that time he has accumulated extensive experience in the areas of property management, construction and rehabilitation, and development of apartment properties. Gene broadened his multifamily experience and financing background while serving as the Atlantic Regional Vice President of DRG Financial Corporation. In addition to his responsibilities as the Chairman of the Board for Mid-City Financial Corporation, Gene serves as Chairman of the Board for Edgewood Management Corporation.

## **II. THE PROPOSED PUD PROJECT**

### **A. Description of the Subject Property and Surrounding Area**

As noted above, the Subject Property includes approximately 20 acres, nineteen garden apartment buildings, and a commercial strip shopping center at the intersection of Rhode Island Avenue, NE and Montana Avenue, NE. The topography of the Subject Property includes a significant grade change as one heads west on Rhode Island Avenue, NE from the intersection of



Rhode Island Avenue and Montana Avenue, NE. This change in grade is approximately sixteen feet.

The Rhode Island Avenue Metro Station is located approximately one-half mile to the west of the Subject Property along Rhode Island Avenue, NE. Row houses are the predominant residential land use to the immediate south and east of the Subject Property boundaries. Single-family homes are found across Montana Avenue, NE and east of Saratoga Avenue, NE. The Historic Berean Baptist Church is located to the east of the Subject Property at the southeast corner of the intersection of Rhode Island Avenue, NE and Montana Avenue, NE (1400 Montana Avenue, NE). Commercial uses are located northeast of the Subject Property along Rhode Island Avenue, NE, and a fire station is located on the north side of Rhode Island Avenue, NE. A large vacant property is adjacent to the fire station on the north side of Rhode Island Avenue, NE.

## **B. Project Description**

The new Brentwood Village will be a safe and inviting mixed-income and mixed-age community with ground floor commercial uses along Rhode Island, Saratoga, and Montana Avenues, NE. The proposed new street grid system creates eight new blocks that have been carefully studied and laid out in order to allow the development of buildings that will create vibrant streetscapes and active pedestrian experiences, a significant amount of housing, and attractive open spaces. Throughout the project, the adjacent public sidewalks and public rights-of-way will be enhanced to provide appropriate widths for landscaping and plantings, pedestrian travel ways, and sidewalk cafés (as appropriate). The PUD project will also include significant low impact development (LID) and sustainability components.

The plans, elevations, and renderings of the proposed PUD project are included in the Appendix. A more detailed description of the eight development blocks, the pedestrian walk and the community green is provided below.

## **Block 1**

Block 1 is located at the northwest edge of the Property and has frontage along Rhode Island Avenue, NE and is bound by Brentwood Road, NE to the west, a pedestrian walk to the east and a newly created vehicular street to the south. Due to the significant grade change that occurs on this portion of the Property, no ground floor retail is proposed on Block 1. Two residential buildings, consisting of a total of approximately 380,692 square feet and approximately 415 residential units, are proposed on this block. The buildings will have a maximum height of 90 feet and the building which has frontage on Brentwood Road, NE will be required to be terraced at the top in order to provide an appropriate transition to the smaller scale residential properties on the other side of Brentwood Road, NE. Below-grade parking will be provided, with access to the parking and loading facilities provided from a service court. This Block will have a FAR of approximately 4.6 and is proposed to be rezoned to the C-2-B Zone District.

## **Pedestrian Walk Between Blocks 1 and 2**

In order to help foster and encourage pedestrian connections between the various parts of the project, Rhode Island Avenue, NE, and the Rhode Island Avenue Metro Station, a broad pedestrian walk has been created between Blocks 1 and 2. This broad, tree-lined, pedestrian walk, with a width of approximately 75-80 feet, connects the community green with Rhode Island Avenue. A series of gradual stairs and water features will be included in the pedestrian walk to account for the change in grade and to provide some relief and animation to the hardscape elements. In order to help ensure that this space is activated and lively, the Applicant is proposing 12 loft units on Block 1 and 15 loft units on Block 2 that will have direct entrances from the residential units onto the pedestrian walk.

## **Block 2**

Block 2 has frontage along Rhode Island Avenue, NE to the north, a newly created extended 15<sup>th</sup> Street, NE to the east, Saratoga Avenue, NE to the south, an extended 14<sup>th</sup> Street, NE and the pedestrian walk to the west. Two mixed-use buildings, consisting of a total of approximately 497,780 square feet of residential use, 550 residential units, and approximately 97,960 square feet of commercial use are proposed on this block. The total amount of FAR proposed on this Block is 4.6.

The building in Block 2 with frontage along Rhode Island Avenue, NE, Building No. 1, will have a maximum height of 90 feet and includes a ground retail floor plate of approximately 56,000 square feet. This Building has been designed to accommodate a full-service grocery store on the ground level, with loading facilities accessed from a newly created interior alley system. Below-grade parking for this building will also be accessed from this interior alley system. Building No. 1 on Block 2 will include approximately 372,120 square feet and approximately 415 units. This portion of Block 2 is proposed to be rezoned to the C-2-B Zone District.

Building No. 2 in Block 2 will have frontage along Saratoga Avenue, NE and across 14<sup>th</sup> Street, NE from the proposed community green. Ground floor retail, approximately 41,800 square feet, is proposed for this building along Saratoga Avenue, NE and fronting on the community green. The building will have a maximum height of 60 feet, will include approximately 125,600 square feet of gross floor area, and approximately 140 units. This building will have below-grade parking, accessed from the same interior alley system as Building No. 1. This portion of Block 2 is proposed to be rezoned to the C-2-B Zone District.

## **Block 3**

Block 3 has frontage along Rhode Island Avenue, NE to the north, Montana Avenue, NE to the east, Saratoga Avenue, NE to the south, and a newly extended 15<sup>th</sup> Street, NE to the west. Two mixed-use buildings, consisting of a total of approximately 356,504 square feet of residential use, 396 residential units, and approximately 73,400 square feet of commercial use are proposed on this block. The total amount of FAR proposed on this Block is 4.7.

The building in Block 3 with frontage along Rhode Island Avenue, NE, Building No. 1, will have a maximum height of 90 feet and includes a ground retail floor plate of approximately 31,600 square feet. This building will include approximately 230,904 square feet of gross floor area and approximately 255 residential units. Access to the loading and below-grade parking facilities provided in this building will be from an east-west alley that will run between the new public street and Montana Avenue, NE. This portion of Block 3 is proposed to be rezoned to the C-2-B Zone District.

Building No. 2 in Block 3 will have frontage along Saratoga Avenue, NE, a newly extended 15<sup>th</sup> Street, NE, and Montana Avenue, NE. Ground floor retail is also proposed for this building. The building will have a maximum height of 60 feet. This building will include approximately 125,600 square feet of gross floor area and approximately 140 residential units. Access to the loading and below-grade parking facilities provided in this building will be from an east-west alley that will run between the new public street and Montana Avenue, NE. This portion of Block 3 is proposed to be rezoned to the C-2-B Zone District.

#### **Block 4**

Block 4 is located to the south of Block 1 and is bound by Brentwood Road, NE to the west, Saratoga Avenue, NE to the south and two newly created streets to the east and north. Fourteen two-over-two residential units are proposed along Brentwood Road, NE, across the

street from single-family residential uses. At-grade parking spaces, in the rear of these two-over-two units are provided and will be accessed from the Saratoga Avenue, NE and the new public street. A five story multi-family building with approximately 159,000 square feet of residential use and 191 residential units is also proposed on Block 4. The below-grade parking spaces and the loading facilities for this building will be accessed from a curb cut off of Saratoga Avenue, NE. The total amount of FAR proposed on this Block is 3.0. Block 4 is proposed to be rezoned to the R-5-B Zone District.

### **Community Green**

The proposed community green is envisioned as the heart and soul of the new Brentwood Village. It will consist of approximately one acre of land area and will be encircled by new vehicular streets with a one-way, counter-clock wise, circulation pattern. The buildings which surround the community green will have active ground floor uses and windows on the upper floors of the residential units to help provide positive surveillance of the community green and a safe public environment. The community green is expected to be used for active and passive recreation activities, but will not include dedicated playgrounds, fields or courts. A fountain and/or sculpture feature is proposed for the north end of the community green, at the point where the pedestrian walk and the community green come together. The southern portion of the community green is anticipated to have an orchard or other urban farming component, and open green space.

### **Block 5**

Block 5 is located across Saratoga Avenue, NE from Block 2. It is bound by Saratoga Avenue, NE to the north, the newly extended 15<sup>th</sup> Street, NE to the east, a private alley to the south and 14<sup>th</sup> Street, NE to the west. Along Saratoga Avenue, NE, a mixed-use building with

ground floor retail and residential uses above is proposed. This mixed-use multi-family building will have a maximum height of 60 feet. This building will include approximately 118,880 square feet of residential gross floor area, approximately 165 residential units, and approximately 15,160 square feet of commercial gross floor area. Access to the loading and below-grade parking facilities provided in this building will be from an east-west alley that will run between the new public street and 14<sup>th</sup> Street. The total amount of FAR proposed for the multi-family portion of this block is 3.0. This portion of Block 5 is proposed to be rezoned to the C-2-A Zone District.

The southern edge of Block 5 will include twelve, 16 foot wide townhouses. The fronts of nine of these townhouses will face a private street/alley that will include townhouses in Block 8. Three of the townhouses will have frontage along 14<sup>th</sup> Street. All of the townhouses will have internal garages that are accessed from the proposed alley system in Block 5. The total amount of FAR proposed for the townhouse portion of this block is 2.1. This portion of Block 5 is proposed to be rezoned to the R-5-B Zone District.

### **Block 6**

Block 6 is located across Saratoga Avenue, NE from Block 3. It is bound by Saratoga Avenue, NE to the north, Montana Avenue, NE to the east, a private alley to the south, and the newly extended 15<sup>th</sup> Street, NE to the west. Along Saratoga Avenue, NE, a mixed-use building with ground floor retail and residential uses above is proposed. This mixed-use multi-family building will have a maximum height of 60 feet. This building will include approximately 118,880 square feet of residential gross floor area, approximately 165 residential units, and approximately 15,160 square feet of commercial gross floor area. Access to the loading and below-grade parking facilities provided in this building will be from an east-west alley that will

run between the new public street and Montana Avenue, NE. The total amount of FAR proposed for the multi-family portion of this block is 2.9. This portion of Block 6 is proposed to be rezoned to the C-2-A Zone District.

The southern edge of Block 6 will include twelve, 16 foot wide townhouses. The fronts of nine of these townhouses will face a private street/alley that will include townhouses in Block 8. Three of the townhouses will have frontage along Montana Avenue, NE. All of the townhouses will have internal garages that are accessed from the proposed alley system in Block 6. The total amount of FAR proposed for the townhouse portion of this block is 2.1. This portion of Block 6 is proposed to be rezoned to the R-5-B Zone District.

### **Block 7**

Block 7 is located to the south of Block 4 and is bound by Brentwood Road, NE to the west and Saratoga Avenue, NE to the north, and 14<sup>th</sup> Street, NE to the east. Thirty two-over-two residential units are proposed along Brentwood Road, NE and Saratoga Avenue, NE. A five story building, with a height of approximately 60 feet, and approximately 123,680 square feet of space is also proposed along Saratoga Avenue, NE and will have frontage on the community green. This building is expected to provide 229 units of housing for seniors. The total amount of FAR proposed on this Block is 1.7. Block 7 is proposed to be rezoned to the R-5-B Zone District.

### **Block 8**

Block 8 includes 48 townhouses with internal garages. All of these townhouses will be 16 feet wide and will have internal parking spaces. Six townhouses will have frontage on 14<sup>th</sup> Street, NE six townhouses will have frontage on Montana Avenue, NE eighteen townhouses will have frontage on Downing Street, NE and eighteen townhouses will have frontage on the private



street facing Blocks 5 and 6. The total FAR for Block 8 is 1.3 and Block 8 is proposed to be rezoned to the R-5-B Zone District.

**C. Development Data**

The total gross floor area included in the First Stage PUD application is approximately 2,279,957 square feet, which includes approximately 201,680 square feet of commercial use. The proposed heights of the individual buildings and the FAR and lot occupancy of the individual blocks are presented in the required chart on page 60 of the Appendix.

The C-2-A Zone District permits a maximum FAR of 2.5 as a matter-of-right and 3.0 in a PUD project. The maximum height allowed as a matter-of-right in the C-2-A Zone District is 50 feet. A PUD project in the C-2-A Zone District permits a maximum height of 65 feet. The C-2-B Zone District permits a maximum FAR of 3.5 as a matter-of-right and 6.0 in a PUD project. The maximum height allowed as a matter-of-right in the C-2-B Zone District is 65 feet. A PUD project in the C-2-B Zone District permits a maximum height of 90 feet. The R-5-B Zone District permits a maximum FAR of 1.8 as a matter-of-right and 3.0 in a PUD project. The maximum height allowed as a matter-of-right in the R-5-A Zone District is 50 feet. A PUD project in the R-5-B Zone District permits a maximum height of 60 feet.

**D. Flexibility Under the PUD Guidelines**

The PUD process was created to allow greater flexibility in planning and design than is possible under conventional zoning procedures. The PUD regulations specifically allow the Zoning Commission to approve any zoning relief that would otherwise require the approval of the BZA.

Under Section 2407.10, a First-Stage PUD is normally valid for a period of one year. The Applicant is requesting flexibility from this requirement. The Applicant's current HUD loan matures in 2017. While this may seem to be a rather long time from now, in fact, a First-Stage

PUD approval of this project at this time allows for subsequent Second-Stage PUD applications to be filed, processed and approved in a time period that would allow construction activity to start in 2017. Given the large size of this project (2,200 residential units and 200,000 square feet of commercial use), and the numerous types of housing proposed, the Applicant believes that it is appropriate for the Zoning Commission to grant First-Stage PUD approval for a period of three years, and within such time an application for the processing of a Second-Stage PUD application must be filed in order to vest the approval of the First-Stage PUD application. The final Second-Stage PUD application necessary to complete the development of the PUD project must be filed within 10 years of the approval of the First-Stage PUD application.

### **III. PLANNING ANALYSIS**

#### **A. Introduction**

Through the PUD process, the Applicant will create a mixed-income residential community of for-sale and rental residential units on a site that in the recent past has not been a positive contributor to the surrounding community. Through the PUD process, the Applicant will create a new community that is consistent with numerous goals of the District enumerated in the Comprehensive Plan.

#### **B. Zoning Impact**

The proposed Zoning Map Amendment application can be granted without adversely affecting nearby and adjacent Zone Districts. The Zoning Map Amendment that is associated with this PUD project seeks to rezone the Subject Property to the C-2-B, C-2-A and R-5-B Zone Districts. As discussed in detail in Section V of this Statement, the proposed C-2-A and C-2-B Zone Districts are consistent with the Comprehensive Plan's Mixed-Use Moderate Density Commercial/Moderate Density Residential Land Use designation for the portions of the Property

with frontage along Rhode Island Avenue, NE and Montana Avenue, NE. The proposed R-5-B Zone District is appropriate for the remainder of the Property which is included in the Moderate Density Residential Land Use designation.

#### **IV. EVALUATION STANDARDS**

Section 2403 of the Zoning Regulations provides the standards for evaluating a PUD application. A First-Stage PUD involves a general review of a site's suitability for use as a PUD; the appropriateness, character, scale, mixture of uses, and design of the uses proposed; and the compatibility of the proposed development with city-wide, ward and area plans of the District of Columbia, and other goals of the PUD process. (See Section 2402.2(a)) In deciding a PUD application, the Commission is required to "judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case" (See Section 2403.8). In order to approve a PUD application, the Commission must find that the impact of the project on the surrounding area is either favorable, capable of being mitigated, or acceptable given the quality of the public benefits in the project. (See Section 2403.3)

##### **A. Public Benefits and Project Amenities**

Section 2403.9 provides categories of public benefits and project amenities for review by the Zoning Commission. The objective of the PUD process is to encourage high quality development that provides public benefits and project amenities by allowing applicants greater flexibility in planning and design than may be possible under matter-of-right zoning.

##### **1. Housing and Affordable Housing**

Pursuant to Section 2403.9(f) of the Zoning Regulations, the PUD guidelines state that the production of housing and affordable housing is a public benefit that the PUD process is

designed to encourage. This project provides for the creation of approximately 2,200 residential units on the Property and the preservation of a significant amount of affordable housing on the Property. The Applicant is committed to creating a true mixed-income community. Given the size of this project, and the fact that this is a First-Stage PUD application, Mid-City will reserve 20% of the total number of residential units included in the project as affordable units. Mid-City will also offer as a condition of the First-Stage approval that affordable units will be provided in each and every Block of the proposed PUD project. The Applicant expects that a substantial component of the affordable housing will include Section 8 subsidized housing and is committed to working with HUD to realize this goal.

The Applicant has recent experience with turning buildings from a 100% affordable tenant base, to a building with a mix of market rate units and tenants who pay with some form of assistance. Most importantly, the Applicant was able to accomplish this without the relocation of any tenants who did not wish to move. Washington Apartments (7<sup>th</sup> Street, NW) and Lincoln Westmoreland II (now called Heritage at Shaw Station) are both owned and operated by the Applicant as mixed-income properties. Washington Apartments now has a tenant base of 70% paying market-rate rents and 30% paying with a voucher, while Heritage at Shaw Station now has a tenant base of 25% paying market-rate rents and 75% paying with a voucher.

## 2. Urban Design, Architecture, Landscaping, or Creation of Open Spaces

Section 2403.9(a) lists urban design and the creation of open spaces as categories of public benefits and project amenities for a PUD. As shown in the materials included in the Appendix, the proposed project exhibits all of the characteristics of exemplary urban design and the creation of exemplary open spaces. The massing and height of the proposed buildings have been carefully studied in order to create a project that is appropriate for this location and the surrounding Brentwood community. All of the buildings address the failings of the existing

Brookland Manor complex by providing effective, well-defined edges to the streets and the creation of defensible open spaces. The new community will be much safer as there will be more “eyes on the street” and the existing dimly lit recesses and blind corners of buildings have been removed. The ground floor retail uses and enhancements to the surrounding public realm will provide dynamism to the daily rhythm of life along Rhode Island, Montana and Saratoga Avenues, NE.

The proposed community green and pedestrian walk create opportunities for passive and active recreation uses, as well as a place for public activities such as a farmers market or a community fair. The streets surrounding the community green on the east and west sides can be easily closed off for larger activities without any adverse impact on the overall traffic circulation.

### 3. Site Planning, and Efficient and Economical Land Uses

Pursuant to Section 2403.9(b) of the Zoning Regulations, “site planning, and efficient and economical land utilization” are public benefits and project amenities to be evaluated by the Zoning Commission. The proposed street grid creates eight new development blocks that allow the creation of buildings and open spaces that are of an appropriate human scale and create a variety of housing options and mix of uses. This project seamlessly integrates 2,200 residential units and 200,000 square feet of commercial use into a community that has the look and feel of a neighborhood that grew organically. The new street grid responds to the crime problems that were created by the existing site plan and allows for greater connectivity and integration with the surrounding community.

### 4. Effective and Safe Vehicular and Pedestrian Access

The Zoning Regulations, pursuant to Section 2403.9(c), state that “effective and safe vehicular and pedestrian access” can be considered public benefits and project amenities. The expected pedestrian and vehicular circulation associated with this project has been carefully and

thoroughly studied by the Applicant. The new street grid system and enhancements to the public sidewalks create a safer environment for pedestrian and vehicles throughout the Property.

The Applicant and its traffic and parking consultant will work with representatives of the District Department of Transportation (DDOT) and the Office of Planning (OP), as well as members of the surrounding Brentwood community, to address any traffic or parking related impacts associated with this PUD project.

#### 5. Environmental Benefits

Section 2403.9(h) lists environmental benefits as a public benefit and project amenity. The Applicant is committed to creating an environmentally sensitive and sustainable development. As shown in a preliminary LEED-ND scorecard included at page 58 of the Appendix, the First-Stage PUD project will be able to achieve a LEED-ND Silver certification, without knowing the level of sustainability performance for any of the individual buildings. In the public open spaces, the PUD project will include sustainable design techniques such as LID/Stormwater areas and rain gardens where possible.

#### 6. Uses of Special Value

According to Section 2403.9(i), “uses of special value to the neighborhood or the District of Columbia as a whole” are deemed to be public benefits and project amenities. The Applicant made initial presentations to the Brookland Manor residents on July 17, 2014 and to the Brentwood Citizens Association on July 30, 2014. The Applicant was originally scheduled to make a presentation to ANC 5C on September 17, 2014, but was ultimately pulled from that agenda. The Applicant expects to make a presentation to ANC 5C at an upcoming public meeting. In general, the Applicant received enthusiastic responses to the proposed vision and goals of the project.

In the meetings with the Brookland Manor residents and leadership, there was understandably some concern expressed about the ability of the existing Brookland Manor residents to be a part of the future Brentwood Village project. In numerous subsequent meetings, representatives of the Applicant have conveyed that the Applicant will create a Tenant Relocation Plan with the help and input of the Brookland Manor residents. The goals of this Tenant Relocation Plan are to:

- allow residents who have been positive contributors to the existing Brookland Manor Community, and who will agree to do so in the new Brentwood Village, to remain;
- create a construction staging plan that will allow residents to stay within the Brookland Manor complex if at all possible with a special focus on ensuring that seniors are moved as infrequently as possible and never very far; and
- allow residents to live in units that are appropriately sized.

The Applicant will continue to address the issue of the Tenant Relocation Plan with the Brookland Manor residents prior to the public hearing in this case.

#### 7. Comprehensive Plan

According to Section 2403.9(j), public benefits and project amenities include “other ways in which the proposed planned unit development substantially advances the major themes and other policies and objectives of any of the elements of the Comprehensive Plan.” As described in greater detail in Section V, the PUD is consistent with and furthers many additional elements and goals of the Comprehensive Plan.

#### 8. Public Benefits of the Project

The annotated table(s) required by Section 2403.11 of the Zoning Regulations are found on pages 60 and 61 of the Appendix. Sections 2403.12 and 2403.13 require the Applicant to



show how the public benefits offered are superior in quality and quantity to typical development of the type proposed. This PUD project will include many, if not all, of the attributes of PUD projects that have been recently approved by the Zoning Commission, including:

- exemplary/superior urban design;
- creation of large open and green spaces;
- housing and affordable housing;
- significant public infrastructure improvements;
- neighborhood retail; and
- significant public infrastructure improvements.

## V. COMPLIANCE WITH THE COMPREHENSIVE PLAN

The District's Comprehensive Plan includes guiding principles, city wide elements which establish policies for the development of the District of Columbia as a whole, and Area elements which highlight the policies of specific areas within the District. The proposed First-Stage PUD and Zoning Map Amendment application is consistent with and fosters numerous policies enumerated in the Guiding Principles, the citywide Elements and the Upper Northeast Area Element of the District's Comprehensive Plan.

### **Future Land Use Map and Generalized Policy Map**

The Framework Element of the Comprehensive Plan clearly states that the Future Land Use Map ("FLUM") and the Generalized Policy Map ("GPM") are not zoning maps and are to be interpreted broadly. The FLUM and the GPM do not, in and of themselves, determine whether an application or a particular zoning designation is not inconsistent with the Comprehensive Plan. The FLUM and the GPM are to be interpreted in conjunction with other written elements of the Comprehensive Plan and an adopted Small Area Plan (if one exists). The zoning of any given area should be guided by the FLUM, interpreted in conjunction with the text of the Comprehensive Plan, including the citywide elements and the area elements. (10-A DCMR §266.1(d).

As noted by the Zoning Commission in recent cases, the FLUM is not a zoning map in that it is not parcel specific and it does not set forth specific requirements for setback, height, use, and the like. The Comprehensive Plan permits the Commission to approve heights and densities through the PUD process that exceed those set forth in the FLUM. (“It should be noted that the granting of density bonuses (for example, through Planned Unit Developments) may result in heights that exceed the typical ranges cited here.”). (*Id.* at § 226.1(c)). In addition, the Comprehensive Plan notes that the FLUM can be amended. . . [it is] not intended to freeze future development patterns for the next 20 years. Instead, the Comprehensive Plan is intended to be a dynamic document that is periodically updated in response to the changing needs of the city. (*Id.* at § 266.1(k)).

The FLUM designates the portion of the PUD Site which currently includes the Brentwood Village Shopping Center in the Mixed-Use Moderate Density Commercial and Moderate Density Residential Land Use Category. The remainder of the Brookland Manor property is located in the Moderate Density Residential Land Use Category. The Framework Element of the Comprehensive Plan describes each of these categories as follows:

#### Moderate Density Commercial

“[u]sed to define shopping and service areas that are somewhat more intense in scale and character than the low-density commercial areas. Retail, office, and service businesses are the predominant uses. Areas within this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts uses that draw from a broader market area. Buildings are larger and/or taller than those in low density commercial areas but generally do not exceed five stories in height. The corresponding Zone districts are generally C-2-A, C-2-B and C-3-A, although other districts may apply. 10A DCMR § 225.9.

#### Moderate Density Residential

“[u]sed to define the District's row house neighborhoods, as well as its low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of single family homes, 2-4 unit buildings, row houses, and low-rise apartment buildings.

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.” 10A DCMR § 225.4.

The proposed C-2-B District for Blocks 1, 2, and 3 is consistent with the Future Land Use Map designation of Mixed-Use Moderate Density Commercial/Moderate Density Residential for that portion of the Subject Property. On Blocks 2 and 3 the ground floor retail uses, including a potential full-service grocery store, are consistent with the description of the moderate density commercial uses noted above. While the grocery store will likely draw visitors from a broader area, the other ground floor retail uses will likely be more neighborhood-focused and will rely on more pedestrian traffic. While the FLUM includes the southern portions of Blocks 2 and 3 in the Moderate Density Residential land use category (which is consistent with the current garden apartment buildings of the Brookland Manor apartment complex), the proposed C-2-B Zone District is necessary to allow the introduction of commercial uses along Saratoga Avenue, NE. The extension of a commercial Zone District (C-2-B) to the southern portions of Blocks 2 and 3 is appropriate when all elements of the Comprehensive Plan are taken into account, as the FLUM is not a Zoning Map and it is not parcel specific. It is appropriate for the Zoning Commission to approve the proposed building heights and FAR for Blocks 1, 2, and 3 through the PUD process, as the Commission will have the ability to review the architecture for the proposed buildings during the Second-Stage PUD applications.

The proposed R-5-B District for the PUD Site is consistent with the Moderate Density Residential Category. The existing 2-4 story apartment buildings which make up the existing Brookland Manor complex have established the built environment on the Subject Property for approximately 75 years. The proposed building heights, massing and residential uses proposed

in the R-5-B portions of the PUD project are generally consistent with the building massing and height of the existing complex. The proposed multi-story apartment building and two-over-two units in Block 4, two-over-two units and a senior housing building in Block 7, and the townhouses proposed in Block 8 are entirely consistent with the R-5-B District designation.

While the proposed C-2-A District is not specifically listed among the corresponding land use categories for the Moderate Density Residential land use category, it serves as an appropriate transition district between the higher density development proposed along Rhode Island Avenue, NE and the lower density development proposed as one moves further into the Subject Property, closer to the row houses and single-family residential uses which surround the Subject Property to the south and west. It is the Applicant's desire to turn Saratoga Avenue, NE and the new street abutting the community green into a mixed-use street environment, with ground-floor retail and restaurants. This can only occur by introducing a commercial zone on this portion of the Property. The building heights and densities proposed in these areas are consistent with moderate density development that is allowed for a PUD project in the R-5-B Zone District. The Applicant believes that it is entirely appropriate for the portions of Blocks 5 and 6 (as noted in the materials included in the Appendix) to be re-zoned to the C-2-A Zone District, as the FLUM is not a Zoning Map and it is not parcel specific, and when viewed in the context of the entire Comprehensive Plan (discussed in detail below) the proposed C-2-A Zone District is consistent with the Comprehensive Plan.

The Generalized Policy Map includes the portion of the Subject Property which has frontage along Rhode Island Avenue, NE in a Main Street Mixed Use Corridor category. The Generalized Policy Map defines such areas as:

[t]raditional 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.

14<sup>th</sup> 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.

Entirely consistent with these goals, the proposed PUD project proposes to enhance the Rhode Island Avenue corridor with the development of mixed-use buildings with ground floor retail and residential uses above. The possible inclusion of a grocery store in Block 2 will provide economic opportunities for the area with the creation of a significant number of jobs and the remainder of the ground floor retail uses will be better suited to serve the neighborhoods needs, compared to the current retail options on the Property. The significant amount, and varied types, of new housing options proposed on the Property will provide new housing opportunities at various income levels. The siting and design of the pedestrian walk connecting the interior of the project, through the community green, to Rhode Island Avenue, NE will make it easier for people to access the bus lines which exist along Rhode Island Avenue, NE and walk to the Rhode Island Avenue Metro Station. The proposed project significantly enhances the pedestrian environment along Rhode Island Avenue, NE by removing the surface parking lot in front of the existing strip shopping center, and by enhancing the pedestrian crossings at the intersection of Rhode Island Avenue, NE and the newly extended 15<sup>th</sup> Street, NE.

### **Compliance with Guiding Principles of the Comprehensive Plan**

The PUD is consistent with many guiding principles in the Comprehensive Plan for managing growth and change, creating successful neighborhoods, increasing access to education and employment, connecting the city, and building green and healthy communities.

#### 1. Managing Growth and Change.

The guiding principles of this element are focused on ensuring that the benefits and opportunities of living in the District are equally available to everyone in the city. The PUD is fully-consistent with a number of the goals set-forth in this element. Specifically, the PUD will help to attract a diverse population with the inclusion of a mix of housing types for households of different incomes. The proposed PUD project will create not only significant a new amount of residential development, but will also improve and expand the current retail uses on the Property. Such growth is consistent with the Comprehensive Plan's acknowledgement that both residential and non-residential growth are critical for the District, particularly since non-residential growth benefits residents with job opportunities where less affluent households may increase their income.

This project will better connect the new Brentwood Village residents with the rest of the Brentwood neighborhood through a reconfigured street system, the enhanced pedestrian connections and the creation of the community green. The urban design of this project encourages greater connection between the new Brentwood Village residents and the Rhode Island Avenue commercial corridor, the Rhode Island Avenue Metro Station, and schools and services and in the surrounding neighborhood.

## 2. Creating Successful Neighborhoods

The guiding principles for creating successful neighborhoods include both improving the residential character of neighborhoods and encouraging commercial uses that contribute to the neighborhood's character and make communities more livable. In addition, the production of new affordable housing is essential to the success of neighborhoods. Another guiding principle for creating successful neighborhoods is getting public input in decisions about land use and development, from development of the Comprehensive Plan to implementation of the plan's

elements. The PUD furthers each of these guiding principles with the construction of market-rate and affordable housing and retail uses that will create additional housing, retail and employment opportunities. As discussed above, the Applicant has already begun a dialogue process with the residents and leadership of Brookland Manor, the Brentwood Citizens Association, and will be working with Advisory Neighborhood Commission 5C.

3. Increasing Access to Education and Employment

Increasing Access to Education and Employment element includes a number of policy goals focused on increasing economic activity in the District, including increasing access to jobs by District residents; encouraging a broad spectrum of private and public growth (§219.2); supporting land development policies that create job opportunities for District residents with varied job skills; and increasing the amount of shopping and services for many District neighborhoods. The PUD is fully consistent with these goals since the significant amount of retail uses included in the project will likely attract new jobs to the District and the Brentwood neighborhood. Also, the increase in the number of rental buildings will bring additional employment in the management, leasing, and maintenance functions.

4. Connecting the City

The PUD will help to implement a number of the guiding principles of this element. As shown on the Plans, the PUD will include streetscape improvements to provide improved mobility and circulation through the Property, as well as the overall neighborhood. In addition, the access points for the required parking and loading facilities will be designed to appropriately balance the needs of pedestrians, bicyclists, transit users, autos and delivery trucks as well as the needs of residents and others to move around and through the city. Moreover, the PUD and streetscape improvements will also help to reinforce and improve this portion of the city.



## 5. Building Green and Healthy Communities

The proposed development is fully consistent with the guiding principles of the building green and healthy communities element since the project's proposed landscaping plan will help to increase the District's tree cover, and the proposed development will minimize the use of non-renewable resources, promote energy and water conservation, and reduce harmful effects on the natural environment. The community green will include some form of urban farming and/or an orchard in addition to open, green space. The proposed improved street grid will also help to facilitate pedestrian and bicycle travel.

### **Compliance with City Wide Elements of the Comprehensive Plan**

#### **Land Use Element**

For the reasons discussed below, the project supports a number of the policies of the Land Use Element:

#### **Policy LU-1.2.2: Mix of Uses on Large Sites**

Ensure that the mix of new uses on large redeveloped sites is compatible with adjacent uses and provides benefits to surrounding neighborhoods and to the city as a whole. The particular mix of uses on any given site should be generally indicated on the Comprehensive Plan Future Land Use Map and more fully described in the Comprehensive Plan Area Elements. Zoning on such sites should be compatible with adjacent uses.

#### **Policy LU-1.2.6: New Neighborhoods and the Urban Fabric**

On those large sites that are redeveloped as new neighborhoods (such as Reservation 13), integrate new development into the fabric of the city to the greatest extent feasible. Incorporate extensions of the city street grid, public access and circulation improvements, new public open spaces, and building intensities and massing that complement adjacent developed areas. Such sites should not be developed as self-contained communities, isolated or gated from their surroundings.

The PUD, which includes a significant amount of residential and retail use on a large site, is consistent and compatible with adjacent uses and will provide a number of benefits to the immediate neighborhood and to the city as a whole. The new neighborhood created by this PUD

project has been designed to seamlessly connect with the surrounding Brentwood neighborhood through the proposed street closure and new street alignment. The new street grid, the creation of the community green, and the introduction of the pedestrian walk are attributes of the PUD project that help fully integrate this project into the fabric of the surrounding Brentwood neighborhood in a manner that does not currently exist.

#### Policy LU-1.4.1: Infill Development

Encourage infill development on vacant land within the city, particularly in areas where there are vacant lots that create “gaps” in the urban fabric and detract from the character of a commercial or residential street. Such development should complement the established character of the area and should not create sharp changes in the development pattern.

The PUD project will replace the existing Brentwood Village Shopping Center with a pedestrian-oriented, family friendly village ambiance directly abutting Rhode Island Avenue, NE. This project will encourage sidewalk use and inter-neighborhood activity, and outdoor seating and cafes are envisioned to enhance well-defined spaces that cater to pedestrian use. The stepping down of the massing and heights of the buildings from Rhode Island Avenue, NE to Downing and Bryant Streets, NE complements the character of the surrounding residential uses.

#### LU-1.3 Transit-Oriented and Corridor Development

The PUD project exemplifies the principals of transit-oriented development. The Subject Property is located in close proximity to the Rhode Island Avenue Metro Station and abuts the highly-traveled bus corridors of Rhode Island and Montana Avenues, NE. Additionally, the PUD is consistent with the following principles:

- Preference for mixed residential and commercial uses rather than single purpose uses;
- Preference for housing above ground floor retail uses;
- Preference for diverse housing types, including affordable units; and
- Prioritization of attractive, pedestrian-friendly design.

The PUD incorporates streetscape improvements with well-defined edges from the road for pedestrians, landscaping, open spaces, lighting, and landscaping, and includes ground floor retail uses that will activate and animate the street frontages.

Policy 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 PUD project is consistent with this policy, and the Applicant has sought to balance the housing supply in the area and expand neighborhood commerce with the parallel goals of protecting the neighborhood character, and restoring the environment.

Policy LU-2.2.4: Neighborhood Beautification

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

The PUD has been thoughtfully planned with various beautification elements, including a carefully planned pedestrian realm with ground floor retail, open spaces (including a community green and pedestrian walk), and well-defined building edges providing appropriate surveillance of public spaces and “eyes on the street”. Throughout the project, new street trees and extensive plantings will be installed, as well as significant upgrades to the surrounding sidewalks and new streets.

**Urban Design Element**

For the reasons discussed below, the PUD project supports a number of the policies of the Urban Design Element:

Policy UD-1.4.1: Avenues/Boulevards and Urban Form

Use Washington’s major avenues/boulevards as a way to reinforce the form and identity of the city, connect its neighborhoods, and improve its aesthetic and visual character. Focus improvement efforts on avenues/boulevards in emerging neighborhoods, particularly those that provide important gateways or view corridors within the city.

Policy UD-1.4.4 Multi-Modal Avenue/Boulevard Design (bikes/walkways)

Discourage the use of the city’s major avenues and boulevards as “auto-only” roadways. Instead, encourage their use as multi-modal corridors, supporting transit bus lanes, bicycle lanes, and wide sidewalks, as well as conventional vehicle lanes.

Policy UD-3.1.1: Improving Streetscape Design

Improve the appearance and identity of the District’s streets through the design of street lights, paved surfaces, landscaped areas, bus shelters, street “furniture”, and adjacent building facades.

Policy UD-3.1.8 Neighborhood Public Space

Provide urban squares, public plazas, and similar areas that stimulate vibrant pedestrian street life and provide a focus for community activities. Encourage the “activation” of such spaces through the design of adjacent structures; for example, through the location of shop entrances, window displays, awnings, and outdoor dining areas.

Policy UD-3.2.4 Security Through Streetscape Design

Develop and apply attractive, context-sensitive security measures in the design of streets, plazas, and public spaces. These measures should use an appropriate mix of bollards, planters, landscaped walls, vegetation, and street furniture rather than barriers and other approaches that detract from aesthetic quality.

As discussed throughout this statement, the PUD project has been very carefully planned to address the failed elements of the current urban design of the Brentwood Village Shopping Center and Brookland Manor. The PUD project significantly improves the streetscape environment along Rhode Island Avenue with the removal of the street level parking lot of the Brentwood Village Shopping Center and the introduction of mixed-use buildings along Rhode Island Avenue, NE with significant ground floor retail uses. All of the development blocks have been created with the goal of creating ample sidewalks that will allow for appropriately sized

planting strips, pedestrian travel paths, and sidewalk cafes (in the commercially zoned portions of the Property). The establishment of the community green and the pedestrian walk will foster enhanced pedestrian activity in a safe and inviting environment.

### **Transportation Element**

The overarching goal of the Transportation Element is to create a safe, sustainable, efficient and multi-modal transportation system that meets the access and mobility needs of District residents, the regional workforce, and visitors; supports local and regional economic prosperity; and enhances the quality of life for District residents. The PUD helps further several policies and actions of the Transportation Element of the Comprehensive Plan, including:

#### **Policy T-1.2.3: Discouraging Auto-Oriented Uses**

Discourage certain uses, like “drive-through” businesses or stores with large surface parking lots, along key boulevards and pedestrian streets, and minimize the number of curb cuts in new developments. Curb cuts and multiple vehicle access points break-up the sidewalk, reduce pedestrian safety, and detract from pedestrian-oriented retail and residential areas.

The PUD project has been thoughtfully planned to discourage automobile use. The Brentwood Village Shopping Center’s surface parking lot will be removed and will be replaced with new retail uses that will convey an outdoor village feel. Pedestrian pathways and well-defined community spaces with aesthetics like outdoor sculptures, lighting, and landscaping will encourage walking and bicycle use.

#### **Policy 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 PUD will further this policy through constructing new sidewalks throughout the project and upgrading existing sidewalks, and the creation of the pedestrian walk to ensure a safe pedestrian network within and around the Property.

## **Housing Element**

The overarching goal of the Housing Element is to “[d]evelop and maintain a safe, decent, and affordable supply of housing for all current and future residents of the District of Columbia.” This project is strongly supported by the Comprehensive Plan’s Housing Element. The Comprehensive Plan’s Housing Element includes the following policies that are supported by this project:

Policy H-1.1 - Expanding Housing Supply: Expanding the housing supply is a key part of the District’s vision to create successful neighborhoods. Along with improved transportation and shopping, better neighborhood schools and parks, preservation of historic resources, and improved design and identity, the production of housing is essential to the future of our neighborhoods. It is also a key to improving the city’s fiscal health. 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.

Policy H-1.1.3 - Balanced Growth: Strongly encourage the development of new housing on surplus, vacant and underutilized land in all parts of the city. Ensure that a sufficient supply of land is planned and zoned to enable the city to meet its long-term housing needs, including the need for low-and moderate-density single family homes as well as the need for higher-density housing.

The new Brentwood Village has been thoughtfully designed to meet the needs of the existing Brookland Manor residents, existing residents of the Brentwood community, and the future residents of this community. The new Brentwood Village will contain approximately 2,200 new residential units devoted to a variety of housing types. The provision of new housing at this particular location, located in close proximity to the Rhode Island Avenue Metro Station and the Rhode Island Avenue Main Street Corridor is fully consistent with the District’s policies for expanding the housing supply and balancing growth.

### **Policy H-1.1.4: Mixed Use Development**

Promote mixed use development, including housing, on commercially zoned land, particularly in neighborhood commercial centers, along Main Street mixed use corridors, and around appropriate Metrorail Stations.

The PUD is consistent with the goals of promoting mixed-use development, including housing on property that will be zoned C-2-B and C-2-A. The Project enhances the character of Rhode Island Avenue, NE as recommended by the Generalized Policy Map's inclusion of the Property in a Main Street Mixed Use Corridor.

#### Policy 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 PUD will transform the existing Brookland Manor apartment complex into an attractive and vibrant mixed-income community. As described throughout this statement, the Applicant is creating a community that provides housing opportunities for existing Brookland Manor residents and new residents in a setting with walkable and safe streets and significantly enhanced retail opportunities. The PUD project includes a range of housing options for people of differing incomes.

#### Policy H-1.3.2: Tenure Diversity

Encourage the production of both renter-occupied and owner-occupied housing.

#### Policy H-2.1.3: Avoiding Displacement

Maintain programs to minimize displacement resulting from the conversion or renovation of affordable rental housing to more costly forms of housing. 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. These programs should include financial, technical, and counseling assistance to lower income households and the strengthening of the rights of existing tenants to purchase rental units if they are being converted to ownership units.

Consistent with these policies, the PUD project will provide for a range of housing types, including senior housing on Block 7. Furthermore, the PUD will include the production of both renter-occupied and owner-occupied housing. The Applicant will continue to work with representatives of the Brookland Manor Leadership Council in creating an effective Tenant Relocation Plan. The Tenant Relocation Plan will: allow residents who have been positive contributors to the existing Brookland Manor Community and who will agree to do so in the new Brentwood Village to remain; create a construction staging plan that will allow residents to stay within the Brookland Manor complex if at all possible with a special focus on ensuring that seniors are moved as infrequently as possible and never very far from their current homes; and allow residents to live in units that are appropriately sized.

### **Environmental Protection Element**

The Environmental Protection Element addresses the protection, restoration, and management of the District's land, air, water, energy, and biologic resources. This element provides policies and actions on important issues such as energy conservation and air quality, and specific policies include the following:

#### **Policy 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.

The PUD will result in the planting and enhanced maintenance of street trees throughout the Subject Property.

#### **Policy 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.



The PUD encourages the use of landscaping to beautify the community and surrounding neighborhoods, especially with the community green and pedestrian pathways. Additionally, this landscaping will create a multiplier effect by enhancing existing public streets and businesses that have not yet been aesthetically improved.

#### Policy E-2.2.1 Energy Efficiency

Promote the efficient use of energy, additional use of renewable energy, and a reduction of unnecessary energy expenses. The overarching objective should be to achieve reductions in per capita energy consumption by DC residents and employees.

The PUD promotes the efficient use of energy, additional use of renewable energy, and a reduction of unnecessary energy expenses through mixed-use development, the creation of safe and attractive spaces for pedestrians, and shared parking strategies to reduce unnecessary construction of parking facilities.

#### Policy 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 larger paved surfaces.

The PUD promotes and plans multiple areas of tree planting and landscaping to reduce stormwater runoff, including the expanded use of green roofs in new construction. The PUD project will be able to achieve a LEED-ND Silver certification, without knowing the level of sustainability performance for any of the individual buildings. In the public open spaces the PUD project will include sustainable design techniques such as LID/Stormwater areas and rain gardens where possible.

#### Policy E-3.1.3: Green Engineering

Promote green engineering practices for water and wastewater systems. These practices include design techniques, operational methods, and technology to reduce environmental change and the toxicity of waste generated.

The PUD will promote green engineering practices for water and wastewater systems. The PUD will include street tree planting and maintenance, landscaping, energy efficiency, methods to reduce stormwater runoff, and green engineering practices, and is therefore fully consistent with the Environmental Protection Element.

### **Economic Development Element**

The Economic Development Element also includes a number of policy recommendations regarding the promotion of retail development, including the following:

#### **Policy 2.2.1: Expanding the Retail Sector**

Pursue a retail strategy that will allow the District to fully capitalize on the spending power of residents, workers, and visitors, and that will meet the retail needs of the underserved area.

The PUD project is consistent with this policy in expanding opportunities for more storefronts and retail in replacing the existing commercial strip center with high quality retail uses. In total, the PUD project will include approximately 200,000 square feet of retail use. Additionally, a full service grocery store is planned for Block 2.

#### **Policy 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.

The new Brentwood Village will create additional shopping opportunities in the various mixed-use buildings, providing ground floor retail uses for building residents and the surrounding community. Furthermore, the PUD is consistent with this policy because it will

replace the underutilized retail in the existing Brentwood Village Shopping Center with more community-oriented, and possibly locally-owned commercial establishments.

Policy ED-2.2.5: Business Mix

Reinforce existing and encourage new retail districts by attracting a mix of nationally-recognized chains as well as locally-based chains and smaller specialty stores to the city's shopping districts.

The Applicant intends to market the proposed retail areas to a mix of nationally-recognized retailers as well as locally-based retailers and smaller specialty stores, which will help to reinforce existing and encourage new retail districts in the immediate neighborhood and help to improve the mix of goods and services available to residents.

Policy ED-2.2.6 Grocery Stores and Supermarkets

Promote the development of new grocery stores and supermarkets, particularly in neighborhoods where residents currently travel long distances for food and other shopping services. Because such uses inherently require greater depth and lot area than is present in many commercial districts, adjustments to current zoning standards to accommodate these uses should be considered.

The PUD project furthers this policy by including a grocery store on Block 2 to promote grocery stores and supermarkets in the community and greater neighborhood. Rezoning Block 2 to the C-2-B Zone District is necessary to help make the added costs of a grocery store, such as a large enclosed loading area, economically feasible.

**Upper Northeast Area Element**

The Subject Property is located in the Upper Northeast Area Element of the Comprehensive Plan. The Upper Northeast Area Element includes more specific policies and goals which are based on the broader elements described earlier in this statement. The proposed project satisfies numerous elements and goals of the Upper Northeast Area Element.

Policy UNE-1.1.2: Compatible Infill

Encourage compatible residential infill development throughout Upper Northeast neighborhoods, especially in Brentwood, Ivy City, and Trinidad, where numerous scattered vacant residentially-zoned properties exist. Such development should be consistent with the designations on the Future Land Use Map. New and rehabilitated housing in these areas should meet the needs of a diverse community that includes renters and owners; seniors, young adults, and families; and persons of low and very low income as well as those of moderate and higher incomes. 2408.3

The PUD project is entirely consistent with this specific policy. Given the large size of the Property development on the proposed eight blocks has been carefully planned to be compatible with the immediate surroundings. Higher density and greater building heights are proposed along Rhode Island Avenue, NE and Montana Avenue, NE, while the building heights and massing are reduced as the development moves closer to the lower-density residential uses located along Brentwood Road, NE, Bryant Street, NE, and Downing Street, NE. The PUD project will provide for a range of housing types, including senior housing on Block 7, for a mix of incomes in renter-occupied and owner-occupied housing. In this PUD project 20% of the total number of residential units will be reserved as affordable units. Affordable units will be provided in each and every Block of the proposed PUD project.

#### Policy UNE-1.1.4: Reinvestment in Assisted Housing

Continue to reinvest in Upper Northeast's publicly-assisted housing stock. As public housing complexes are modernized or reconstructed, actions should be taken to minimize displacement and to create homeownership opportunities for current residents.

As noted above, the existing buildings which make up Brookland Manor are approximately 75 years old and are in need of significant reinvestment. The Applicant is fully committed to minimizing the displacement of any Brookland Manor residents and will continue to work with representatives of the Brookland Manor Leadership Council in creating an effective Tenant Relocation Plan.

#### Policy UNE-1.1.6: Neighborhood Shopping

Improve neighborhood shopping areas throughout Upper Northeast. Continue to enhance 12<sup>th</sup> Street NE in Brookland as a walkable neighborhood shopping street and encourage similar pedestrian-oriented retail development along Rhode Island Avenue, Bladensburg Road, South Dakota Avenue, West Virginia Avenue, Florida Avenue, and Benning Road. New pedestrian-oriented retail activity also should be encouraged around the area's Metro stations.

The proposed introduction of mixed-use buildings on Rhode Island Avenue, NE and Montana Avenue, NE will not only provide new and enhanced retail opportunities at the ground level, but will also create additional demand for these retail uses from the residents of these buildings. The PUD project will remove a more car-oriented strip commercial shopping center with retail uses that are not very neighborhood friendly, with uses that will cater to both the immediate neighborhood and the surrounding community.

#### Policy UNE-1.2.1: Streetscape Improvements

Improve the visual quality of streets in Upper Northeast, especially along North Capitol Street, Rhode Island Avenue, Bladensburg Road, Eastern Avenue, Michigan Avenue, Maryland Avenue, Florida Avenue, and Benning Road. Landscaping, street tree planting, street lighting, and other improvements should make these streets more attractive community gateways.

The general character of the Avenue is not expected to change significantly over the next 20 years, but there are opportunities for moderate density infill development in several locations. Filling in "gaps" in the street wall would be desirable in the commercial areas, creating a more pedestrian-friendly environment. While most of the street is zoned for commercial uses, development that includes ground floor retail uses and upper story housing would be desirable. The surrounding area is under-served by retail uses and would benefit from new restaurants, local-serving stores, and other services.

#### Policy UNE-2.5.4: Rhode Island Avenue Corridor

Strengthen the Rhode Island Avenue corridor from 13<sup>th</sup> to 24<sup>th</sup> Street NE as a pedestrian-oriented mixed use district that better meets the needs of residents in the Brentwood, Brookland, Woodridge, and Langdon neighborhoods. Infill development that combines ground floor retail and upper-story office and/or housing should be encouraged.

The PUD project satisfies all of these goals for streetscape improvements along the Rhode Island Avenue, NE and Montana Avenue, NE corridor. The proposed mixed-use

buildings along Rhode Island and Montana Avenues, NE and the adjacent public realm improvements, will help make this stretch of Rhode Island Avenue, NE and Montana Avenue, NE an attractive gateway to the Brentwood neighborhood. The proposed mix of uses (ground floor retail and varying housing types) and the introduction of open spaces (the community green and the pedestrian walk) will create a vibrant addition to the Brentwood neighborhood.

## VI. CONCLUSION

For the foregoing reasons, the Applicant submits that the First-Stage PUD and Zoning Map Amendment applications meet the standards of Chapter 24 of the Zoning Regulations; are consistent with the purposes and intent of the Zoning Regulations and Map; will enhance the health, welfare, safety and convenience of the citizens of the District of Columbia; satisfy the requirements for approval of a First-Stage PUD and Zoning Map amendment provide significant public benefits; and advance important goals and policies of the District of Columbia. Therefore, the First-Stage PUD and Zoning Map amendment applications should be approved and adopted by the Zoning Commission. Accordingly, the Applicant respectfully requests that the Zoning Commission set down this project for a public hearing.

Respectfully submitted,

GOULSTON & STORRS



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Paul Tummonds