



MEMORANDUM

TO: District of Columbia Zoning Commission
JLS
FROM: Jennifer Steingasser, Deputy Director Development Review & Historic Preservation
DATE: November 14, 2014
SUBJECT: **Set down** Report - ZC #14-18 (Brookland Manor)
First Stage and PUD and Related Map Amendment

I. APPLICATION

Mid-City Financial Corporation (Applicant) proposes the redevelopment of the Brookland Manor Apartments¹ and the adjacent Brentwood Village Shopping Center with a mixed use development consisting of residential and retail uses. The new development would have residents of varying incomes, a mixture of residential unit types and sizes, retail uses and in particular a grocery store, a community park and open spaces. To accommodate this development, the Applicant has requested a First Stage Planned Unit Development (PUD) and a related map amendment to rezone the property from the R-5-A and C-2-A districts to the R-5-B, C-2-A and C-2-B districts.

II. RECOMMENDATION

The redevelopment of the Brookland Manor Apartments and Brentwood Village Shopping Center would benefit the existing residents of the complex, the Brentwood neighborhood, and would encourage further economic development in revitalizing this portion of the Rhode Island Corridor and the District as whole. The Applicant has outlined a number of goals which the Office of Planning is very supportive of including: on-site replacement of all existing Section 8 housing units and the creation of a mixed income community; variety of housing types; urban design; connectivity and open/green spaces; enhanced retail opportunities; and community dialogue. These elements would be assets to the community which may not be achieved in a matter-of-right project.

The Office of Planning (OP) recommends that the proposed First Stage PUD and related map amendment be **set down** for public hearing as it is not inconsistent with the Comprehensive Plan, Future Land Use and Policy maps, and furthers many policies in various elements of the Plan. OP has advised the Applicant to provide the following prior to the public hearing:

- Detail of the phasing plan, including approximate scheduling and development priorities;
- Details regarding proposed green building initiatives;
- Details of the affordable housing program; including the on-site replacement of units and temporary relocation of residents.

¹Formerly Brentwood Village Apartments

- Plans showing where and how the yard requirements for each building are met and the extent of the requested deviations; and
- Residential lot occupancy for the mixed use buildings;
- Views of the buildings as seen from the adjacent residences; and
- TDM measure specifics.

In addition, as part of each subsequent Second Stage review application, the Applicant should provide site and building design details and specifics regarding transportation, environmental and affordable unit plans.

III. SITE AND SURROUNDING AREA

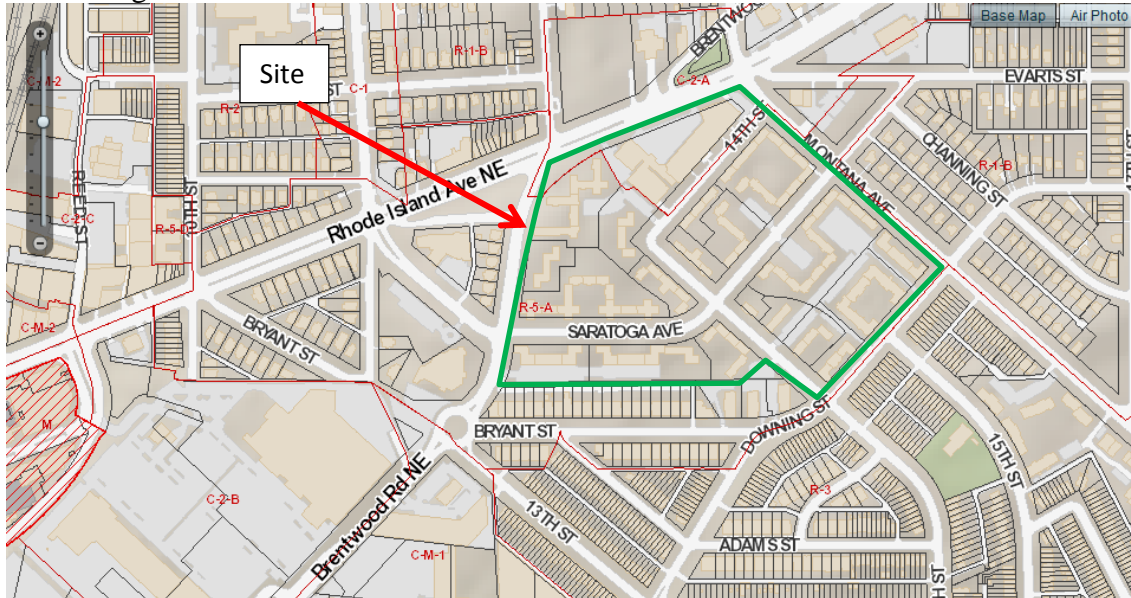
The subject property, located on Square 3953, Lots 1-3; Square 3954, Lots 1-5 and Parcel 143/45; Square 4024, Lots 1-4; and Square 4025, Lots 1-7, has a total land area of approximately 803, 816 square feet or 20 acres. The site is generally bounded by Rhode Island Avenue to the north; Montana Avenue to the east; Downing Street and Saratoga Avenue to the south; and Brentwood Road to the west. The development site is a combination of the Brookland Manor Apartments consisting of nineteen apartment buildings with approximately 535 units (one to five bedrooms) and the Brentwood Village Shopping Center.

Map 1 - Site Location



The site is located in the Brentwood neighborhood of Ward 5 and is zoned R-5-A and C-2-A. To the north, across Rhode Island Avenue is a large undeveloped parcel, the Brentwood Fire Station and several small retail uses in the C-2 A zone; to the east and northeast is a mixture of apartments, rowhouses, single-family detached units and churches in the R-5-A zone; to the south are flats and apartments in the R-5-A zone and rowhouses in the R-3 zone; and to the west are single family detached in the R-1-B zone and the Historic Brethren Baptist Church in the R-5-A and C-2-A zones.

Map 2 - Zoning



IV. BACKGROUND

The Brookland Manor Apartments is an approximately 75 year old (1930 to 1940) community built as a planned community with the Brentwood Village Shopping Center built to serve the residents of the apartments. The apartments fell into disrepair and with financing through the Department of Housing and Urban Development (HUD) they were substantially renovated a number of times. However, although the apartments and the grounds are well maintained, the 75 year old apartments have significant engineering and design flaws which cannot be easily fixed, in addition to design and layout problems which have contributed to safety issues within and outside of the complex. The open green spaces are not utilized as they are not considered to be safe and the street network is not conducive to efficient pedestrian and vehicular access through the complex. The apartment buildings house 525 residents, a majority of which are under the Section 8 Housing Program and a small number of market rate tenants. The shopping center does not now provide retail uses to serve the residents or the greater Brentwood neighborhood.

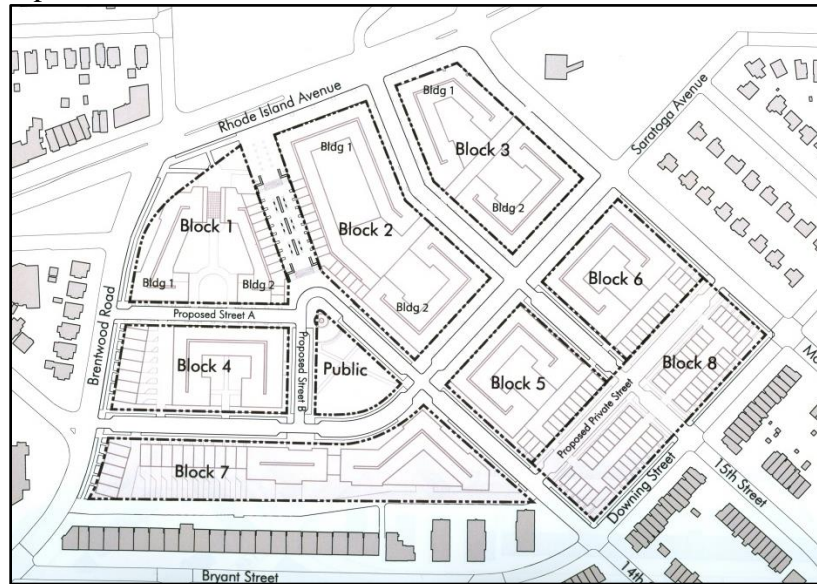
The Applicant proposes to transform this predominantly low income housing development into a mixed-income, mixed-use community with 2,200 units of which 20% or 440 units would be affordable housing. Of the 440 units, 373 units would be replacement units under the Section 8 Program and the remainder would be Inclusionary Zoning units. The Applicant states that conversations with the existing residents have commenced to create a workable and effective Tenant Relocation and Replacement Plan. The Applicant will provide details this Plan prior to the public hearing.

V. PROPOSAL

The proposal is to demolish the existing Brookland Manor Apartments and the Brentwood Village Shopping Center. Under the proposed development plan, the property would be subdivided into eight blocks, in addition to a parcel which would be dedicated for a community green/open space (Map 3). Some internal streets would be closed or realigned, and new east-west and north-south streets introduced to create a nearly grid pattern with smaller blocks. The

smaller blocks would provide more connectivity within the development as well as to the surrounding community and provide security within the development by providing better views and more eyes on the street.

Map 3 - Parcel Map



The new Brookland Manor is proposed to be a mixed income, residential development with a total of 2,200 units for families of varying income levels and varying sizes. Additionally, the development would include 200,200 square feet of retail uses which may include a 56,000 square foot grocery store. Further, a one acre community green and a one acre pedestrian walk would be provided for green open spaces for the resident and the greater community (Map 4).

Map 4 - Proposed Site Plan



The development would include a mixture of apartment, two-over two and rowhouses in buildings ranging in height from 90 feet to 45 feet. The building heights transition down from

Rhode Island Avenue towards the southern portion of the site which is adjacent to existing lower density residences. Most of these multifamily buildings would be arranged in a “U” shape with the interior of the “U” being a central open space and would be surrounded by landscaping and open space areas. Ground floor retail uses are concentrated in the buildings on the northeastern portion of the site within Blocks 2, 3, 5 and 6. Along Rhode Island Avenue, Blocks 2 and 3 would have an overall height of 90 feet and 4 and 7 stories while Blocks 5 and 6 would have buildings of 45 to 65 feet in height of and 2 to 4.5 stories. The Applicant would detail in their Second Stage submissions how each facade would transition in height and relate to the streets and adjacent buildings.

A broad “pedestrian walk” is proposed between Blocks 1 and 2 to encourage pedestrian movements through the site to the retail uses on the site, the surrounding communities, and to the Rhode Island Metro Station. This tree lined walkway would have a width of approximately 75 to 80 feet, would be tree lined, and have a series of steps and fountains to provide some relief from the grade change and also help to animate the space. To assist in making the space lively and active, loft style units with entrances off the walkway would be provided on the portions of Buildings 1 and 2 which front on the pedestrian way.

Going further south into the development and at the end of the pedestrian way is the “community green.” It would be used for active and passive recreational uses, but would not include ball fields. The northern end of the green would feature a fountain or sculpture while the southern portion would have an orchard or another urban farming component and open green space. The buildings which front on this park will provide “eyes on the park” to help activate and secure activities within and outside of the park.

This application has been submitted as a First Stage PUD. As such, the Commission is being asked to consider issues such as zoning, massing, overall site plan, and use mix for the entire Brookland Manor site. Detailed site and building design would be provided and reviewed by the Commission in subsequent Second Stage applications. The following is a breakdown of the proposed development for each block in the PUD some of which may have multiple buildings;

	Use (sq. ft.)			Building Height (Maximum)		Parking
	Residential	Retail	Other	Feet	Stories	
Block 1	380,691gfa	-	-	90 ft.	9	309
Block 2	497,780gsf (553 units)	97,960 gfa	-	90 ft.	4 & 7	61-93
Block 3	356,504gsf (396 units)	73,400 gfa	-	90 ft.	4 & 7	37-56
Block 4	197,920gsf (205 units)	-	-	60 ft.	5	35-70
Block 5	118,880gsf (35-70 units)	15,160 gfa-	-	65 ft.	4.5	35-70
Block 6	152,240gsf (181 units)	15,160gsf	-	45 & 65 ft.	2 & 4.5	46-68 (residential) 19 (retail)
Block 7	207,080gsf (259 units)	-	-	60 ft.	5	39-78
Block 8	133,401 gsf (48 units)	-	-	45 ft.	5	

Park	43,560 sq. ft.	-	-	-	-	-
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Height, Density and Uses

As stated above, the development would be a mixture of residential and retail uses. The multifamily buildings fronting on Rhode Island Avenue would have heights of up to 90 feet (4 and 9 stories). The units in the central portion of the site (Blocks 4, 5 and 6) have heights of 45 and 65 feet (2 and 5 stories) while the units on the southernmost portion of the development (Blocks 7 and 8) would have height of 45 and 60 feet (5 stories). The multifamily building on Block 7 would house seniors. OP is very supportive of having the taller buildings along the northern and northeastern perimeter streets and transitioning down to the south with lower building buffering the existing lower density and lower height buildings on the perimeter of the site.

Street Improvements

The subject property is currently divided into four large sections by 14th Street running in a nearly north to south direction, and Saratoga Avenue running in an east to west direction. To create smaller blocks, provide additional connections internally and externally and assist circulation, Saratoga Avenue would be slightly relocated and would be the new east to west roadway through the site. 15th Street would be extended through the site to connect to Rhode Island Avenue and 14th Street would be extended to the intersection of the park and the pedestrian walkway. A new Street A would be introduced between Blocks 1 and 3 and a new private street between Blocks 8 and Blocks 5 and 6.

Sidewalks of varying widths are provided throughout the site dependent on the function of the street. Pedestrian crossings would be provided along Downing Street, Montana Avenue, Brentwood Road and Rhode Island Avenue. Bicycle circulation would be accommodated along all streets.

Parking and Loading

1,995 parking spaces would be provided across the site which is 570 above the 1,425 spaces required. The plans indicate that the rowhouses and flats would have integral garage parking while the other buildings would have above grade podium parking and below grade parking. Additional on-street parking would be accommodated on all internal streets. The Applicant should clarify the parking scheme and demonstrate how the podium parking would be treated, buffering access and views from other buildings prior to the public hearing. Sheet 22 of the submitted Plans shows the general access points for the loading for each building. However, the requirement for each building and use has not been provided. The Applicant should address the loading required and the need for the excess in parking spaces.

VI. PHASING

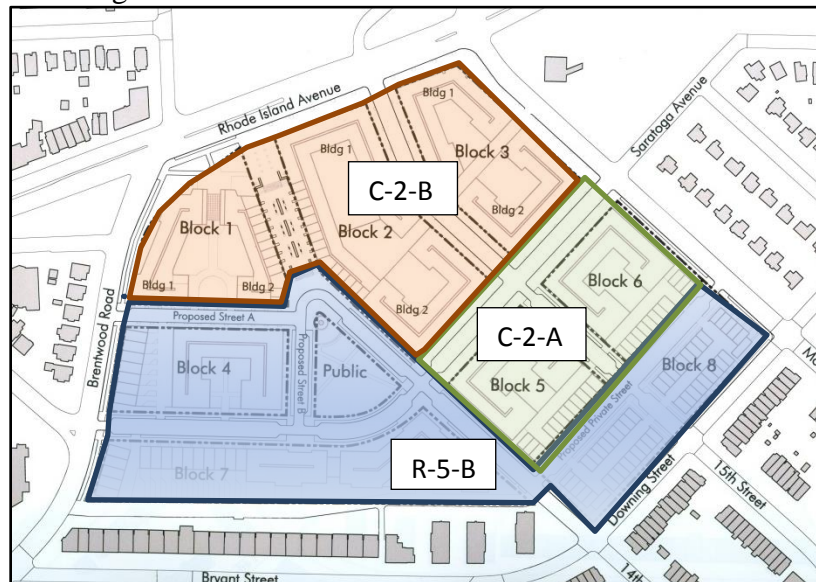
The Applicant has not submitted a phasing plan but has requested flexibility from § 2407.10 to allow the First Stage PUD to be valid for a period of three years instead of the required one year. The extended time would allow the current HUD loan to mature in 2017 and for the Applicant to prepare for the submission the Stage Two plans of this large development. Prior to the hearing for the First Stage application, and as part of each Second Stage submission, the Applicant should provide additional information on phasing, which should include the approximate scheduling and development priorities at that time.

VII. ZONING

The site is currently zoned R-5-A and C-2-A. The R-5-A zone, permits matter-of-right development of single-family residential uses including detached, semi-detached, row dwellings, and flats at a low height and density. The C-2-A district permits shopping and business needs, housing, and mixed use development. The Applicant is requesting a PUD related map amendment to the R-5-B, C-2-A, and C-2-B zones. The R-5-B zone provides for moderate height and density residential uses while in the C-2-B provides for high-density residential and mixed uses.

As shown on the map below, Blocks 1, 2 and 3, are slated for the mixed use buildings with retail and apartment uses in the C-2-B zone; Blocks 5 and 6 are slated for mixed use buildings with retail, apartments and rowhouses and would be in the C-2-A zone; and Blocks 4, 7, and 8 are slated for a mix of apartments and rowhouses and flats in the R-5-B zone.

Map 5 – Proposed Zoning



The overall goal of the PUD is to permit flexibility of development and other incentives such as increased building height and density provided the project offers a commensurate number or quality of public benefits and that it protects the public health, safety, convenience and welfare. The proposed map amendment coupled with the accompanying PUD is intended to facilitate a site-specific project and ensure a quality development at a scale that is consistent with the surrounding neighborhood and planning for the area.

The following table is a comparison of the R-5-A, C-2-A and the R-5-B/PUD and C-2-B/PUD standards and the development proposal for the project. Some of the information for the proposal would normally be provided as part of subsequent Second Stage reviews, when building designs are finalized.

Proposed C-2-B Portion (Blocks 1, 2, 3)

	R-5-A Standards (Existing)	C-2-A Standards	C-2-B PUD Standards	Proposal
Area	2 ac. or 43,560 sq. ft.	1 ac. or 43,560 sq. ft.	15,000 sq. ft. min.	303,526 sq. ft. (6.96 acs.)
Height	40 ft.	50 ft.	90 ft.	<u>Block 1</u> Multifamily - 90 ft. <u>Block 2</u> Retail/Residential - 90 ft. <u>Block 3</u> Retail/Residential - 90 ft.
FAR	0.9	2.5	6.0 All uses. 2.0 commercial	<u>Block 1</u> Multifamily –46 ft. <u>Block 2</u> Retail – 0.8 Residential –3.8 <u>Block 3</u> Retail – 0.8 Residential –3.9
Lot Occupancy	40%	60% residential 100% commercial	60% residential 100% commercial	<u>Block 1</u> –54%. <u>Block 2</u> - 88% commercial <u>Block 3</u> – 91% commercial
Lot Width	40 ft.	None	None	To be provided.
Rear Yard	20 ft.	15 ft.	15 ft. min.	To be provided.
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	2 ins./ft. of height but not less than 6 ft.	2 ins./ft. of height but not less than 6 ft.	To be provided.
Parking Spaces	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units <u>Block 1</u> Multifamily: 201 <u>Block 2</u> Retail: 127 Multifamily: 267 <u>Block 3</u> Retail: 94 Multifamily: 198 TOTAL = 961	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units <u>Block 1</u> Multifamily: 201 <u>Block 2</u> Retail: 127 Multifamily: 267 <u>Block 3</u> Retail: 94 Multifamily: 198 TOTAL = 961	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1per 2 units <u>Block 1</u> Multifamily: 201 <u>Block 2</u> Retail: 127 Multifamily: 267 <u>Block 3</u> Retail: 94 Multifamily: 198 TOTAL = 961	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units <u>Block 1</u> Multifamily: 309 <u>Block 2</u> Retail: 127 Multifamily: 400 <u>Block 3</u> Retail: 94 Multifamily: 297 TOTAL = 1,227
Loading	To be provided.	To be provided.	To be provided.	To be provided.

Proposed C-2-A Portion (Blocks 5 and 6)

	R-5-A Standards (Existing)	C-2-A PUD Standards	Proposal
Area	1 ac. or 43,560 sq. ft.	15,000 sq. ft. mi	122,611 sq. ft. (2.81 acs.)
Height	40 ft.	65 ft. max.	<u>Block 5</u> Retail/Residential - 65 ft. Townhouses - 45 ft. <u>Block 6</u> Retail/Residential - 65 ft. Townhouses - 45 ft.
FAR	0.9	3.0 max.	To be provided.
Lot Occupancy	40%	60% max. for residential 100% for commercial	Blocks 5 and 6 - 89% for commercial
Lot Width	40 ft.	None	To be provided.
Rear Yard	20 ft.	15 ft. min.	To be provided.
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	2 ins./ft. of height but not less than 6 ft.	To be provided.
Parking Spaces	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 5</u> Retail: 41 Multifamily: 85 Rowhouses: 12 <u>Block 6</u> Retail: 41 Multifamily: 85 Rowhouses: 12 TOTAL = 276	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 5</u> Retail: 41 Multifamily: 85 Rowhouses: 12 <u>Block 6</u> Retail: 41 Multifamily: 85 Rowhouses: 12 TOTAL = 276	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 5</u> Retail: 41 Multifamily: 127 Rowhouses: 12 <u>Block 6</u> Retail: 41 Multifamily: 127 Rowhouses: 12 TOTAL = 360
Loading	To be provided.	To be provided.	To be provided.

Proposed R-5-B Portion (Blocks 4, 7, 8)

	R-5-A Standards (Existing)	R-5-B/PUD Standards	Proposal
Area	2 acres	1 ac. min. (43,560 sq. ft.)	286,222 sq. ft. (6.6 acs.)
Height	40 ft.	60 ft. max.	45 ft. - 60 ft.
FAR	0.9	3.0 max.	Block 4 – 3.0 Block 7 – 1.7 Block 8 – 1.3
Lot Occupancy	40%	60% max.	Block 4 – 65% Block 7 – 57% Block 8 – 33%
Lot Width	40 ft.	None	To be provided
Rear Yard	20 ft.	4 ins./ft. of height of building but not less than 15 ft.	To be provided
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	3 ins./ft. of height of building but not less than 8 ft.	To be provided.

Parking Spaces	Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 4</u> Multifamily: 96 Rowhouses: 14 <u>Block 7</u> Multifamily: 115 Rowhouses: 30 <u>Block 8</u> Rowhouses: 48 TOTAL = 188	Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 4</u> Multifamily: 96 Rowhouses: 14 <u>Block 7</u> Multifamily: 155 Rowhouses: 30 <u>Block 8</u> Rowhouses: 48 TOTAL = 188	Multifamily: 1 per 2 units Rowhouses: 1 per unit <u>Block 4</u> Multifamily: 144 Rowhouses: 14 <u>Block 7</u> Multifamily: 172 Rowhouses: 30 <u>Block 8</u> Rowhouses: 48 TOTAL = 408
Loading	To be provided.	To be provided.	To be provided.

VIII. FLEXIBILITY

The Applicant has not requested flexibility from any of the zoning requirements as part of this First Stage PUD. A Zoning Tabulation sheet (Pages 60 and 61) outlines the basic parameters for the development of each block. However, more details will be required regarding the development within each zone, specific yard and other requirements for each individual parcel, and the residential lot occupancy for the mixed use buildings. It is anticipated that additional flexibility may be necessary as a more detailed analysis is conducted at the Second Stage review for each parcel. The Applicant has requested the flexibility in the following areas:

IX. PUD EVALUATION STANDARDS

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. Section 2400.1 states that a PUD is “designed to encourage high quality developments that provide public benefits.” In order to maximize the use of the site consistent with the zoning regulations and to utilize opportunities for additional FAR, the Applicant is requesting that the proposal be reviewed as a consolidated PUD. This would allow the utilization of the flexibility stated in Section 2400.2.

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

Section 2403 further outlines the standards under which the application is evaluated.

2403.3 The impact of the project on the surrounding area and the operation of city services and facilities shall not be found to be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project.

X. PUBLIC BENEFITS AND AMENITIES

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

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

The proposed redevelopment would replace housing that has deteriorated over the years and not safe and a commercial center that is not serving the day to day needs of the residents. Its improvement is important to the neighborhood and revitalization of the Rhode Island Corridor. The amenity package evaluation is partially based on an assessment of the additional development gained through the application process. The proposal requests a PUD related change in the R-5-A and C-2-A zone designations to R-5-B, C-2-A and C-2-B zones. Within the blocks the proposed FAR range between 1.3 and 4.7. The Applicant should provide a calculation of the overall FAR across the site.

The Applicant has listed a number of areas which they feel contribute towards their amenity package. OP will provide additional analysis of the proposed benefits, amenities and mitigation measures prior to the public hearing.

Housing and Affordable Housing

The proposed development would include a variety of housing types; apartments, two-over-two's and rowhouses and unit sizes for a range of incomes. The applicant has offered that of the 2,200 units proposed, 20% or 440 units would be affordable and scattered throughout each block. Of the 440 units, 373 will be replacement Section 8 units and the remaining 67 units would be IZ units. The Applicant will provide more details on the affordable housing program and the Tenant Replacement and Relocation Plan prior to the public hearing and at each Second Stage Review.

Urban Design, Landscaping or Creation of Open Spaces

The buildings have been designed to integrate with and have appropriate transitions to the surrounding Brentwood community. The new layout will incorporate smaller blocks, better access to streets to make the area safer. The community green and pedestrian walkway would provide useable open space and landscaped areas for public activities and community socialization.

Retail and Service Uses

The proposal would provide retail opportunities on the ground floor of buildings on the northeastern portion of the site and the Applicant envisions a “Main Street” between along 15th Street between Rhode Island Avenue and Saratoga Avenue and along Saratoga Avenue between 14th Street and Montana Avenue. The retail uses would be an asset to the residents and the surrounding community and provide day to day retail in close proximity to their residences.

Green Elements

The proposal includes a survey of the existing trees and those in good conditions would be preserved. Along with the landscaping, other stormwater management systems may include LID/stormwater areas and rain gardens where possible.

The Applicant has submitted a preliminary LEED for Neighborhood Development certification (LEED ND) scorecard for the development showing the project would achieve the Silver level. However, the Applicant anticipates that individual buildings could perform at a greater level as each building is assessed individually and other sustainable design techniques are incorporated into the development. OP recommends that details of the proposed sustainable features of the development be provided as part of the each Second Stage review.

Vehicular and Pedestrian Access

The new street grid and sidewalks along with bicycle access would make for a much safer movements through the community.

First Source Agreement

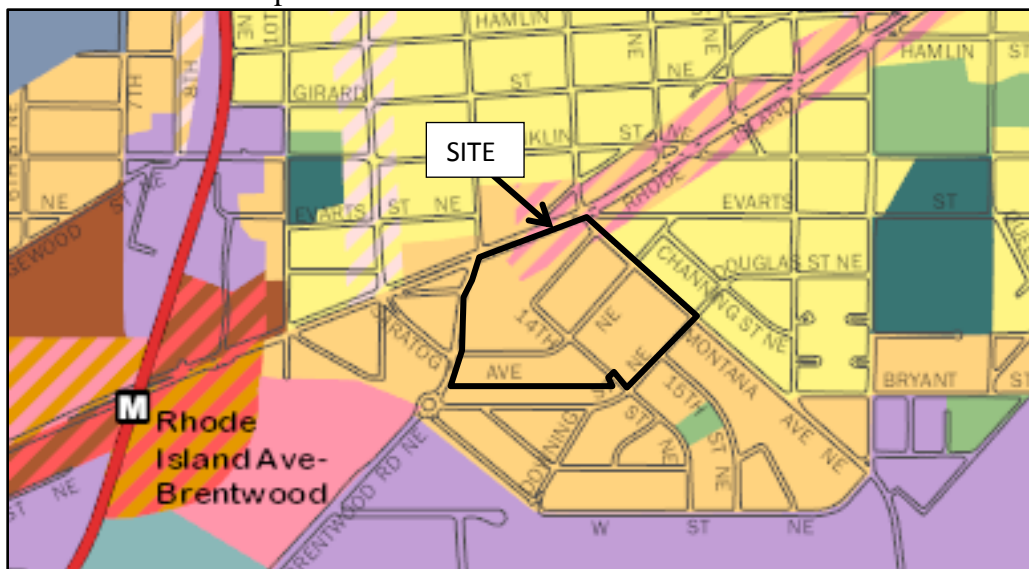
The Applicant should address, prior to the public hearing, First Source Employment Agreement with Department of Employment Services (DOES) and a Certified Business Enterprises (CBE) agreement with the District of Columbia Local Business Opportunity Commission.

XI. COMPREHENSIVE PLAN

Future Land Use Map

The Future Land Use Map designates the site for moderate density commercial and moderate density residential.

Map 7 - Future Land Use Map



Moderate Density Residential: This designation is used 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. 225.4

Moderate Density Commercial: This designation is used 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 with 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. 225.9

Generalized Policy Map

The Generalized Policy Map designates the area as a Neighborhood Conservation Area and along a Main Street Mixed Use Corridor.

Map 8 - Generalized Policy Map



Neighborhood Conservation areas have very little vacant or underutilized land. They are primarily residential in character. Maintenance of existing land uses and community character is anticipated over the next 20 years. Where change occurs, it will be modest in scale and will consist primarily of scattered site infill housing, public facilities, and institutional uses. Major changes in density over current (2005) conditions are not expected but some new development and reuse opportunities are anticipated 223.4

The guiding philosophy in Neighborhood Conservation Areas is to conserve and enhance established neighborhoods. Limited development and redevelopment opportunities do exist within these areas but they are small in scale. The diversity of land uses and building types in these areas should be maintained and new development and alterations should be compatible

with the existing scale and architectural character of each area. Densities in Neighborhood Conservation Areas are guided by the Future Land Use Map. 223.5

Main Street Mixed Use Corridors:

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

The Future Land Use Map (FLUM) designates the area of the Brentwood Shopping Center for moderate density commercial and moderate density residential land use categories. The Brookland Manor Apartment is designated as moderate density residential. Although portions of Blocks 2 and 3 are within the moderate density residential area, the FLUM is not parcel specific and in conjunction with the PUD, allows some flexibility to provide a design that meets the recommendation of citywide and area elements of the Comprehensive Plan. In this case, the grocery store is likely to draw from a wider area, the other retail uses would be more neighborhood focused. The proposed nine and seven story building heights that transition down to the lower residential areas are appropriate along Rhode Island Avenue.

The proposed R-5-B is not inconsistent with the moderate density residential category. Blocks 4, 7 and 8 are proposed to be developed with apartment, two-over-two units and rowhouses with height of between 4-7 stories.

The proposed C-2-A zone on Blocks 5 and 6 is not typical for a moderate density residential category but the blocks are predominantly residential with limited ground floor retail uses to create an active streetscape along this portion of Saratoga Avenue as it connects to the community green. The 65 foot heights provide a transition between the higher building to the north and the lower buildings to the south. When taken together, the proposed development and zones of the overall development are not inconsistent with the Comprehensive Plan.

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

Chapter 3 - Land Use Element

LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods

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

LU-2.4.6: Scale and Design of New Commercial Uses

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

Policy LU-2.2.4: Neighborhood Beautification

Encourage projects which improve the visual quality of the District's neighborhoods, including landscaping and tree planting, facade improvement, anti-litter campaigns, graffiti removal, improvement or removal of abandoned buildings, street and sidewalk repair, and park improvements. 310.5

Policy LU-2.2.4: Neighborhood Beautification

Encourage projects which improve the visual quality of the District's neighborhoods, including landscaping and tree planting, facade improvement, anti-litter campaigns, graffiti removal, improvement or removal of abandoned buildings, street and sidewalk repair, and park improvements. 310.5

The proposed development would lead to the revitalization of this neighborhood through improved buildings as well as the increased landscaping and useable open spaces and better street and pedestrian connectivity. Buildings would be scaled with a massing that would lessen potential impacts on adjacent residential developments. The proposed retail uses would complement the residences to provide for the day to day needs of the residents.

Chapter 4 - Transportation Element

T-1.1.4: Transit-Oriented Development Support transit-oriented development by investing in pedestrian-oriented transportation improvements at or around transit stations, major bus corridors, and transfer points. 403.10

T-2.3.1: Better Integration of Bicycle and Pedestrian Planning Integrate bicycle and pedestrian planning and safety considerations more fully into the planning and design of District roads, transit facilities, public buildings, and parks. 409.8

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. 410.5

T-2.4.3: Traffic Calming Continue to address traffic-related safety issues through carefully considered traffic calming measures. 410.7

The location is served by a number of bus routes. The proposal would introduce a new street grid into the development that would allow better internal circulation as well as provide additional connections to the external streets. Along the streets would be a pedestrian and bicycle network that would link the neighborhood internally and externally. The small blocks would help to calm traffic as it moves through the development.

Chapter 5 - Housing Element

H-1.1.5: Housing Quality Require the design of affordable housing to meet the same high-quality architectural standards required of market-rate housing. Regardless of its affordability level, new or renovated housing should be indistinguishable from market rate housing in its exterior appearance and should address the need for open space and recreational amenities, and respect the design integrity of adjacent properties and the surrounding neighborhood. 503.6

H-1.2.1: Affordable Housing Production as a Civic Priority Establish the production of housing for low and moderate income households as a major civic priority, to be supported through public programs that stimulate affordable housing production and rehabilitation throughout the city. 504.6

H-1.2.3: Mixed Income Housing Focus investment strategies and affordable housing programs to distribute mixed income housing more equitably across the entire city, taking steps to avoid further concentration of poverty within areas of the city that already have substantial affordable housing. 504.8

H-1.2.5: Workforce Housing In addition to programs targeting persons of very low and extremely low incomes, develop and implement programs that meet the housing needs of teachers, fire fighters, police officers, nurses, city workers, and others in the public service professions with wages insufficient to afford market-rate housing in the city. 504.12

H-1.3.1: Housing for Families Provide a larger number of housing units for families with children by encouraging new and retaining existing single family homes, duplexes, row houses, and three- and four-bedroom apartments. 505.6

H-1.3.2: Tenure Diversity Encourage the production of both renter-occupied and owner-occupied housing. 505.7

H-1.4.4: Public Housing Renovation Continue efforts to transform distressed public and assisted housing projects into viable mixed-income neighborhoods, providing one-for-one replacement within the District of Columbia of any public housing units that are removed. Target such efforts to locations where private sector development interest can be leveraged to assist in revitalization. 506.10

The proposed development would include a substantial number of new residences over the existing development and would provide units for a variety of unit types to serve families of varying sizes and incomes.

Chapter 6 - Environment Protection Element

E-1.1.1: Street Tree Planting and Maintenance Plant and maintain street trees in all parts of the city, particularly in areas where existing tree cover has been reduced over the last 30 years. Recognize the importance of trees in providing shade, reducing energy costs, improving air and water quality, providing urban habitat, absorbing noise, and creating economic and aesthetic value in the District's neighborhoods. 603.4

E-1.1.3: Landscaping Encourage the use of landscaping to beautify the city, enhance streets and public spaces, reduce stormwater runoff, and create a stronger sense of character and identity

E-3.1.2: Using Landscaping and Green Roofs to Reduce Runoff Promote an increase in tree planting and landscaping to reduce stormwater runoff, including the expanded use of

green roofs in new construction and adaptive reuse, and the application of tree and landscaping standards for parking lots and other large paved surfaces. 613.3

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 damage and the toxicity of waste generated. 613.4

The proposal includes a survey of the existing trees and those in good conditions would be preserved. Additional landscaping would be provided around the buildings. Other stormwater management systems may include green roofs, bioretention areas, and permeable pavers. The Applicant expects to meet, at a minimum, LEED ND – Silver Standards.

Chapter 7 - Economic Development Element

ED-2.2.3: Neighborhood Shopping Create additional shopping opportunities in Washington's neighborhood commercial districts to better meet the demand for basic goods and services. . . 708.7

The proposed development would introduce into a new commercial area that would provide retail uses to serve residents of the community as well as a grocery store to serve a wider area. The additional resident on the new Brookland Manor would also support the Rhode Island Corridor.

Chapter 9– Urban Design

UD-2.3.1: Reintegrating Large Sites Reintegrate large self-contained sites back into the city pattern. Plans for each site should establish urban design goals and principles which guide their subsequent redevelopment. 911.2

UD-2.3.2: Large Site Scale and Block Patterns Establish a development scale on large sites that is in keeping with surrounding areas. "Superblocks" (e.g., oversized tracts of land with no through-streets) should generally be avoided in favor of a finer-grained street grid that is more compatible with the texture of Washington's neighborhoods. This also allows for more appropriately scaled development and avoids large internalized complexes or oversized structures (see Figure 9.16). 911.4

The proposed redevelopment of Brookland Manor Plan introduces smaller blocks with a new street grid that connects to the surrounding community. The variety of unit types and styles are places so as to be compatible to the topography of the site as well as the adjacent residences and institutional uses.

Chapter 24 – 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. 2408.1

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. 2408.5

The proposed development would be completely demolished and replaced with a new development that provides better connectivity, would be safer for the residents, would have better retail uses and would meet the housing needs of a families of varying incomes and sizes and would be at a density that is not inconsistent with the Future Land Use Map.

The Applicant has committed to providing 20% of the total units for affordable units and would include current residents. Additionally, along with the replacement of the Section 8 housing units, other housing opportunities would be provided.

Policy UNE-1.1.6: Neighborhood Shopping

Improve neighborhood shopping areas throughout Upper Northeast. Continue to enhance 12th 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. 2408.7

An improved retail uses proposed, would be neighborhood serving and would be pedestrian oriented.

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. 2409.1

A new street grid with pedestrian walkways and bicycle ways would provide internal connections as well as connections to the surrounding community. The streetscape along Rhode Island would be improved and direct connections to Rhode Island Avenue would be greatly improved.

Policy UNE-2.5.4: Rhode Island Avenue Corridor

Strengthen the Rhode Island Avenue corridor from 13th to 24th Street NE as a pedestrian-oriented mixed use district that better meets the needs of residents in the Brentwood, Brookland, Woodridge, and South Central neighborhoods. Infill development that combines ground floor retail and upper-story office and/or housing should be encouraged. 2415.8

The proposal would be a mixed use development along the Rhode Island Avenue Corridor and would provide housing and retail uses that better serve the needs of residents in the development as well as in the adjacent neighborhood. A recommended, the development combines ground

floor retail and upper-story housing along Rhode Island Avenue and transitions to other housing types away from the Corridor.

XII. AGENCY COMMENTS

The application will be referred to the following District Government agencies for review and comment at each of the Second Stage applications:

1. District Department of Transportation;
2. Department of the Environment (DDOE)
3. Metropolitan Police Department;
4. Fire and Emergency Medical Services Department;
5. Environmental Health Administration;
6. D.C. Board of Education;
7. Department of Housing and Community Development; and
8. Department of Parks and Recreation.

XIII. COMMUNITY OUTREACH

The Applicant states that they have made presentations to the community and existing residents and the dialogue continues. The property is within ANC 5C and the Applicant will continue to work with the ANC and other community organization.

JLS/mbr