

## MEMORANDUM

**TO:** District of Columbia Zoning Commission

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

**DATE:** November 13, 2015

**SUBJECT:** **Set down Report** for ZC Case No. 15-21, Kenilworth Courts – First Stage PUD, Consolidated PUD and PUD Related Map Amendment

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### **I. SUMMARY RECOMMENDATION**

The Office of Planning (OP) recommends that the application by The District of Columbia Housing Authority, The Michaels Development Company and The Warrenton Group be **set down** for public hearing, including:

- A First-Stage Planned Unit Development (PUD);
- Consolidated PUD for a portion of the site; and
- Related map Amendment from R-5-A to R-5-B and C-2-A, and R-1-B to R-5-B.

Prior to the public hearing the applicant needs to provide:

- Additional information regarding the relocation strategy for current tenants that would be displaced during construction, especially for the consolidated portion of the PUD.
- Clarity and details on the overall unit count and target incomes.
- A plan identifying the building numbers and lots as referenced in the applicant's Justification Statement.
- Additional details, including roof plans and streetscape renderings.
- A plan for refuse collection.
- Detailed information regarding specifically which buildings require flexibility for parking, rear yard, side yard and loading.
- Information regarding the archeological resources of the site in coordination with the State Historic Preservation Officer.
- A sheet indicating the lot numbers as shown on the Consolidated PUD Lot Analysis sheet
- A sheet or sheets indicating which buildings flexibility to parking, loading, lot occupancy, side yard and rear yard is requested.
- A sheet indicating the building numbers and lot numbers as referenced in the Justification Statement.

## II. APPLICATION-IN-BRIEF

**Location:** Square 5113, Lots 5 through 9; Square 5114, Lot 10; and Square 5116, Lots 164, 165, 172 through 180 and 186

**Ward and ANC:** Ward 7, ANC 7D 03

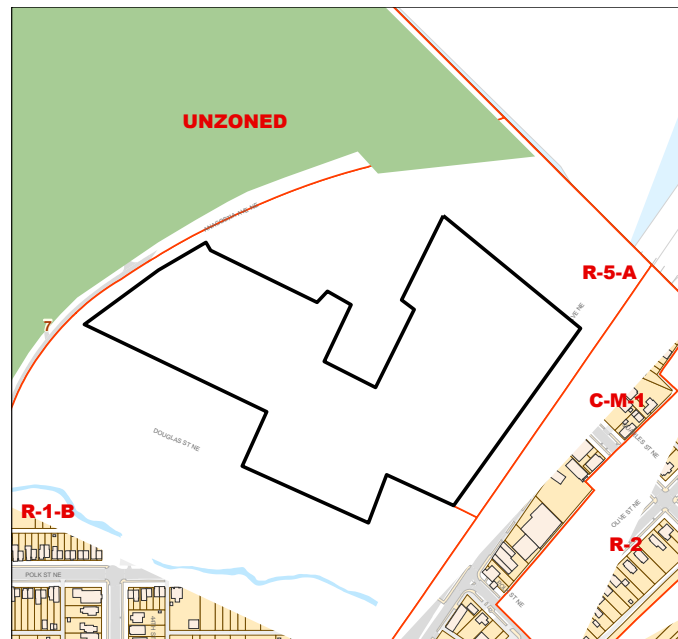
**Applicants:** District of Columbia Housing Authority, The Michaels Development Company and The Warrenton Group

**PUD-Related Zoning:** R-5-A to R-5-B and C-2-A; and R-1-B to R-5-B

**Property Size:** 766,650 square feet (17.6 acres)

**Proposal:** Redevelopment of the property into mixed-use mixed-income development of approximately 530 rowhouse and apartment dwelling units, and office, retail and/or community space.

## III. SITE AND AREA DESCRIPTION



**Zoning Map**

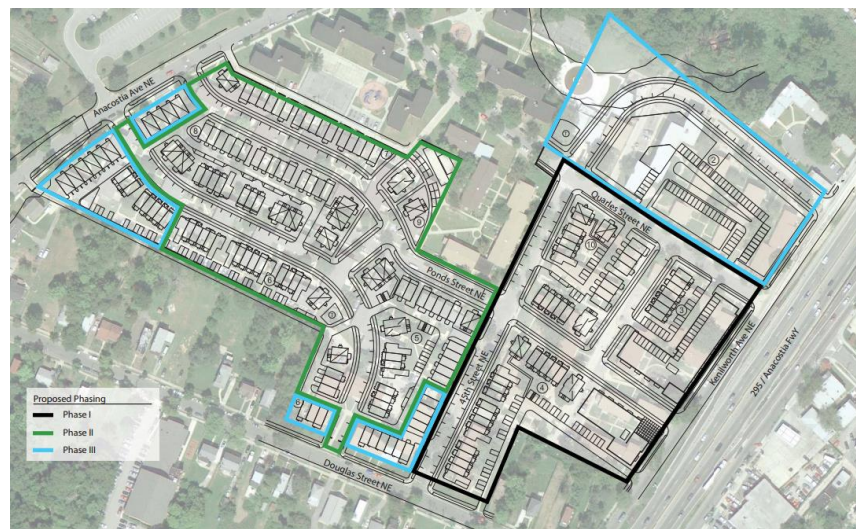
The entire PUD is shown with a solid black line. Properties surrounding the site include:

North: Public housing, a small commercial building and privately owned vacant land within the R-5-A zone.

- South: Along Douglas Street, single-family detached dwellings and churches within the R-1-B zone.
- East: Across Kenilworth Avenue, a mixture of residences, houses of worship and auto-related uses within the C-M-1 zone.
- West: Across Anacostia Avenue, Kenilworth Aquatic Gardens (National Park Service), including athletic fields, on unzoned land.

#### IV. PROJECT DESCRIPTION AND ANALYSIS

The proposed development is for a consolidated and first-stage PUD to be developed in three phases; the first phase is requested as a consolidated PUD, the other two as a first-stage PUD, both of which will require subsequent second-stage PUD applications. The entire property is irregularly shaped, located on the west side of Kenilworth Avenue, N.E., extending westward to Anacostia Avenue, as far south as Douglas Street and as far north as the existing public alley north of Quarles Street. A portion of the property north of Quarles Street is located within the Anacostia River floodplain. The portion of the site for which consolidated PUD approval is requested is an “L” shaped plot of land located between Kenilworth Avenue and 45<sup>th</sup> Street, and Douglas Street and Quarles Street.



The second phase would consist of the majority of the interior of the property. Phase three would generally be along the edges of the property fronting on Douglas Street and Anacostia Avenue, and the portion of the overall PUD site north of Quarles Street.

All existing buildings are to be razed and the public street layout, including public alleys, to be modified, with new dedications and closures, eliminating the existing superblock layout. One new street would be constructed on the south side of the property, extending north from Douglas Street before curving westward to Anacostia Avenue. Ponds Street would be extended eastward, from 45<sup>th</sup> Street to Kenilworth Avenue, and 45<sup>th</sup> Street would be extend northward before

curving to the east, also to Kenilworth Avenue. All streets would be through and all off-street parking would be alley accessible only, including private garages. Public sidewalks would be provided on both sides of all streets.

The proposed redevelopment plan would provide a mixed-use mixed-income development of approximately 530 residential units. The residential units would include a mix of public housing replacement units, tax credit units and workforce units, both for rent and for sale. A variety of residential units would be provided, including:

- 1, 2, 4 and 5 bedroom apartments;
- 2, 3 (some with garages), 4 and 5 bedroom townhouses;
- 2 bedroom stacked flats; and
- 2 bedroom townhouses over 2 or 3 bedroom accessible apartments (flats).

There are 290 existing housing units within the PUD area, eighty-eight of which are in the consolidated portion of the PUD, 79 of which are currently occupied. The applicant proposes one for one replacement of the existing public housing on the site. Existing tenants to be displaced would have the option to be relocated on-site; however there are currently only 47 units vacant at the site, not enough to accommodate all displaced households. The remainder of the households would be relocated based on the “The Kenilworth Relocation Strategy”, a strategy based on the availability of units elsewhere DCHA’s system, relocation housing vouchers from HUD and input from the Kenilworth Courts Resident Council Executive Board. Should this application be set down by the Commission, the applicant should be required to provide a detailed relocation strategy.

In addition to the one for one replacement of the public housing on the site, there would be public housing units for families making up to 120 percent AMI and rental units would be provided for households up to 80 percent AMI. Within the consolidated portion of the PUD, 100 percent of the 167 rental units would be affordable to households earning no more than 60 percent of AMI. The applicant should submit a detailed listing of the affordable units to be provided, and details about the overall number of units and proposed income targets.

The application proposes two types of affordable units, LIHTC (Low Income Housing Tax Credits) and DCHA LIHTC. LIHTC is federal government program for the acquisition, rehabilitation or new construction of housing for lower income households. The DCHA LIHTC units would be affordable for not less than forty years and the LIHTC only units would be affordable for not less than thirty years.

Several building types are proposed. Apartment buildings would line the eastern edge of the property along Kenilworth Avenue, including one for senior citizens at the southwest corner of Ponds Street and Kenilworth Avenue. The two apartment buildings within the consolidated portion of the PUD would have space on the ground floor dedicated to retail, office or community space use. The others would be residential only. In all, five apartment buildings are proposed including the senior citizen building. Interior to the site would be a mix of lower density housing types.



### Site Design

Approximately 4,500 square feet of non-residential space would be provided on the ground floor of one Apartment Building 3, a portion of which would be used as amenity, management and/or leasing space, with the remainder devoted to a yet defined non-residential use. Additional amenity space would be provided on the ground floor of the senior citizen building, at the southwest corner of Ponds Street and Kenilworth Avenue.

The overall PUD site has a high potential for historic and prehistoric resources and is located in the vicinity of prehistoric archaeological resources discovered before the area was developed. The State Historic Preservation Office (SHPO) has indicated that this project could have no adverse effect on historic properties conditioned on the fulfillment of requirements of and coordination with the SHPO, and that a phased archaeological resources survey is conducted following DC guidelines and applicable federal laws.

At 4500 Quarles Street, north of the intersection of 45<sup>th</sup> and Quarles, is the existing community building. At 13,370 square feet, this building includes management offices for DHCD, a maintenance shop, storage space and about 2,000 square feet of community space. Primarily used by the community council, the community space is improved with a computer room, a kitchen and meeting space. The meeting space is used for after school programs, a summer food program, summer camp, courses on food handling and general meetings of the community. The management offices and the community space would move into approximately 4,000 square feet of space within the apartment buildings proposed for the consolidated portion of the PUD. The existing building is proposed to remain until the completion of the third phase of the PUD, when replacement facilities would be complete.

### **Consolidated PUD**

All of the units within the consolidated portion of the PUD are proposed to be either public housing replacement or LIHTC units, and all would be rental. Housing provided would be either within an apartment building or a lower density type housing unit. There would be two architectural styles; one for the two apartment buildings along Kenilworth Avenue and a second for the lower density buildings within the interior of the site.

**Apartment Building 3:** This building is proposed to be an “L-shaped” building four stories and up to 50 feet in height, with a tower facing the corner of Ponds Street and Kenilworth Avenue. It would contain approximately 65 apartments, broken down as follows:

- 36 one-bedroom (670 square feet)
- 27 two-bedroom (968 square feet)
- 1 four-bedroom (1,650 square feet)
- 1 five-bedroom (1,858 square feet)

The four and five bedroom apartments would occupy one “leg” of the building and be located on the first floor, facing Ponds Street, an internal residential street within the PUD. The other leg of the building, facing Kenilworth Avenue, a higher volume roadway, would contain non-residential uses, such as amenity space, management offices or retail space on the ground floor. Off-street parking for this building would be located behind the building and directly accessible from a public alley.

**Apartment Building 4 (Senior Building):** This building is also proposed to be four stories and forty-five feet in height, also with a tower facing the corner of Ponds Street and Kenilworth Avenue. It would consist of 42 units, including 39 one-bedroom and three two-bedroom apartments. Seven parking spaces would be provided behind the building, accessible from a new public alley to be constructed behind the building. The entrance to the building would face the proposed intersection of Ponds Street and Kenilworth Avenue, with a public plaza at the building entrance. The public plaza would be flanked by two areas of amenity space, one on each side. Two rear exterior doors would be provided on the south side of the building, providing direct access to building’s parking. Balconies would be provided for some of the units on the second, third and fourth floors. Direct access to the outdoors would be provided for some of the first floor units.

The façades of these two buildings would be modern, consisting primarily of white fiber cement panels on the second, third and fourth floors, encircling golden fiber cement siding. A base of grey brick would encircle much of the first floor. The tower on the senior building would include an LED light feature at the top, above a public plaza below at the intersection of Ponds Street and Kenilworth Avenue. This sign, together with the modern themed architecture of the proposed apartment building and in combination with an existing “Welcome to the District of Columbia” sign across Kenilworth Avenue, would create a gateway entrance to the District.

### **Lower Density Housing**

Lower density housing is proposed for the interior of the site, where it would be more consistent with existing surrounding development to the south along Douglas Street and some of the public

housing to remain along 45<sup>th</sup> Street. This lower density housing would consist of fifty units, broken down as follows:

- 6 two-bedroom townhouses
- 26 three-bedroom townhouses, including 8 with a garage
- 6 four-bedroom townhouses
- 4 five-bedroom townhouse
- 3 two-bedroom stacked flats totaling 6 units
- 2 two-bedroom over three-bedroom accessible units.

All off-street parking would be directly accessible from a public alley, including those with internal garages.

The massing of the row houses, flats and stacked units would be away from Kenilworth Avenue, and away from the high traffic volumes of Kenilworth Avenue. Many of these units would be provided with yards, suitable for families. The traditional design of the units allows for a mix of unit types, varying the size and types. Some units would have rear yards, some improved with parking pads, while still others would have internal garages off a public alley.

The townhouses and flats would be brick with precast accents or a combination of brick and fiber cement panels and siding. The buildings would be either two or three stories. Shingle roofing would be provided for those units with peaked roofs, while the brick buildings would have flat roofs with painted molding around the edges. Some of the units would be improved with porches, others with a canopy and still others with a front stoop. Flats would have separate access to each unit on separate sides of the building, providing additional privacy for the occupants. Turrets would be provided on some of the three-story brick buildings, evoking a traditional residential feel. Rear wooden decks off the main level would be provided for those units with rear access garages, providing those units private outdoor space that otherwise are improved with rear driveways.

At present, the architectural drawings for the consolidated portion of the PUD are basic. More detailed building elevations and details for the townhouses and apartments are required, including ones which clearly show material choices labelled. Elevation drawings are needed to show how the proposed buildings relate to surrounding development, especially along Douglas Street and Anacostia Avenue. More detailed floor plans of the apartment buildings are needed, showing circulation patterns and refuse collection locations. Roof plans are required, although it appears from the drawings provided that the roofs would not be used as amenity space. Streetscape renderings of this portion of the PUD are needed.

### **First Stage PUD**

First stage approval is requested for Phases II and III of the PUD. Phase II of the PUD primarily includes the center of the site and the lower density housing types. Phase III includes three apartment buildings on the north side of the side north of Quarles Street and some lower density

units primarily along either Anacostia Avenue or Douglas Street. As consolidated review is not requested for these phases of the PUD, review is limited to appropriateness, character, scale, mix of uses. A more detailed review would take place during second stage review.

Phases II and III would continue the large apartment buildings along Kenilworth Avenue, buffer the lower density housing internal to the site from traffic and providing a gateway entrance to the city. Lower density housing, similar to that proposed for a portion of consolidated portion of the PUD, is proposed west of 45<sup>th</sup> Street. Phase III would also include the new community building.

## **V. COMPREHENSIVE PLAN**

The application is consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Housing; Transportation; Environmental Protection; Parks, Recreation and Open Space; and Urban Design Citywide Elements; and Far Northeast and Southeast Area Element.

### **-GUIDING PRINCIPLES**

The proposal would particularly further the following Guiding Principles of the Comprehensive Plan, as outlined and detailed in Chapter 2, the Framework Element:

6. *Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community context. Adequate infrastructure capacity should be ensured as growth occurs. 217.6*
10. *The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing both are essential to avoid a deepening of racial and economic divides in the city. Affordable renter- and owner-occupied housing production and preservation is central to the idea of growing more inclusively. 218.3*

### **-PLAN POLICIES**

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

##### **Policy LU-1.2.1: Reuse of Large Publicly-Owned Sites**

Recognize the potential for large, government-owned properties to supply needed community services, create local housing and employment opportunities, remove barriers between neighborhoods, and improve and stabilize the city's neighborhoods. 305.6



**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. 305.7

**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. 309.8

The proposed development would replace the existing public housing on the site with a mixed income community, including a range of housing for households that would include units for households earning between less than fifty percent of AMI up to and including market rate housing. The lower density housing proposed for the interior of the site would preserve surrounding neighborhood character. The addition of retail or office could provide for neighborhood commerce within buildings adjacent to Kenilworth Avenue, diversifying and expanding the neighborhood.

**Chapter 4 Transportation**

**Policy T-2.2.2: Connecting District Neighborhoods**

Improve connections between District neighborhoods through upgraded transit, auto, pedestrian and bike connections, and by removing or minimizing existing physical barriers such as railroads and highways. However, no freeway or highway removal shall be undertaken prior to the completion of an adequate and feasible alternative traffic plan that has been approved by the District government. 408.6

**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. 410.5

**Action T-2.4.B: Sidewalks**

Install sidewalks on all major streets throughout the District where there are missing links to improve pedestrian safety, access, and connectivity. Continue to monitor the sidewalk network for needed improvements. Consult with ANCs and community organizations as plans for sidewalk construction are developed. All sidewalks shall be constructed in conformance with the American with Disabilities Act Accessibility Guidelines. 410.10

The proposed PUD would eliminate the existing superblocks that now define the site with the addition of new or extended streets, shortening the distance between intersections and improving pedestrian accessibility throughout the site. Sidewalks would be provided on both sides of all

streets within the site.

## **Chapter 5     Housing Element**

### **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. 503.4

### **Policy 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

### **Policy 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

### **Policy H-1.3.2: Tenure Diversity**

Encourage the production of both renter-occupied and owner-occupied housing. 505.7

### **Policy 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 PUD would provide for a mix of affordable and market rate housing, ranging between one and five bedroom units. Housing types would include three, four and five bedroom apartments, suitable for families, row houses and flats, either for sale or for rent. The renovation of the existing public housing into a mixed-income neighborhood would result in a more viable community than the existing development. Affordable housing units would be indistinguishable from the market rate units.

## **Chapter 6     Environmental Protection Element**

### **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. 603.7

### **Policy E-3.2.1: Support for Green Building**

Encourage the use of green building methods in new construction and rehabilitation projects, and develop green building methods for operation and maintenance activities. 614.2

**Policy E-4.2.3: Control of Urban Runoff**

Continue to implement water pollution control and “best management practice” measures aimed at slowing urban runoff and reducing pollution, including the flow of sediment and nutrients into streams, rivers, and wetlands. 619.8

Street trees would be provided along all of the streets, existing and proposed. Native and noninvasive species only would be used for the landscaping of the site. Parking areas would utilize pervious paving, reducing urban runoff. Green building methods would be utilized, including reflective roofing, low flow appliances and plumbing fixtures. Overall, the development would be designed to meet the 2015 Enterprise Green Communities standards.

**Chapter 8 Parks, Recreation and Open Space Element**

**Policy PROS-1.4.3: Parks on Large Sites**

Include new neighborhood and/or community parks on large sites that are redeveloped for housing and other uses that generate a demand for recreational services. The potential for such parks to enhance the connectivity of parks and open spaces throughout the city should be an important planning and design consideration, particularly where multiple large adjacent sites are being redeveloped. 807.6

The proposed development would include two tot lots for use by residents and a new community center, replacing the existing as a part of the third phase of development. This building would be constructed that would provide after school programming for students, a summer food program, summer camp, food handling courses and space for general community meetings.

**Chapter 9 Urban Design**

**Policy UD-1.3.8: East of the River Gateways**

Improve the visual and urban design qualities of the gateways into East-of-the-River neighborhoods from the Anacostia River crossings, with landscape and transportation improvements along Howard Road, Martin Luther King Jr Avenue, Pennsylvania Avenue, Randle Circle (Minnesota and Massachusetts), Benning Road, and Kenilworth Avenue. 905.14

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**Policy UD-1.4.2: City Gateways**

Create more distinctive and memorable gateways at points of entry to the city, and points of entry to individual neighborhoods and neighborhood centers. Gateways should provide a sense

of transition and arrival, and should be designed to make a strong and positive visual impact. 906.8

**Policy UD-2.2.3: Neighborhood Centers**

Undertake strategic and coordinated efforts to create neighborhood centers, civic buildings, and shopping places that reinforce community identity. 910.9

**Policy UD-2.2.8: Large Site Development**

Ensure that new developments on parcels that are larger than the prevailing neighborhood lot size are carefully integrated with adjacent sites. Structures on such parcels should be broken into smaller, more varied forms, particularly where the prevailing street frontage is characterized by small, older buildings with varying facades. 910.16

**Policy UD-2.2.10: Surface Parking**

Encourage the use of shade trees and landscaping or screening of surface parking areas. Parking should be designed so that it is not the dominant element of the street, and should be located behind development rather than in front of it. 910.19

**Policy 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. 911.4

**Policy UD-2.3.3: Design Context for Planning Large Sites**

Ensure that urban design plans for large sites consider not only the site itself, but the broader context presented by surrounding neighborhoods. Recognize that the development of large sites has ripple effects that extend beyond their borders, including effects on the design of transportation systems and public facilities nearby. 911.6

**Policy UD-3.1.7: Improving the Street Environment**

Create attractive and interesting commercial streetscapes by promoting ground level retail and desirable street activities, making walking more comfortable and convenient, ensuring that sidewalks are wide enough to accommodate pedestrian traffic, minimizing curb cuts and driveways, and avoiding windowless facades and gaps in the street wall. 913.14

**Policy UD-3.2.5: Reducing Crime Through Design**

Ensure that the design of the built environment minimizes the potential for criminal activity. Examples of preventive measures include adequate lighting, maintaining clear lines of sight and visual access, and avoiding dead-end streets. 914.10

This site, located east of the river along Kenilworth Avenue just inside the District line, is a large site that would be redeveloped with housing that would blend into existing surrounding development, especially to the existing single-family detached housing to the south, while also

providing modern apartment buildings at the city's gateway. A new community center would be constructed, and the existing superblock layout would be eliminated, replaced with smaller blocks and housing directly facing streets to improve "eyes on the street" and safety of the residents.

## Chapter 17 Far Northeast & Southeast Area Element

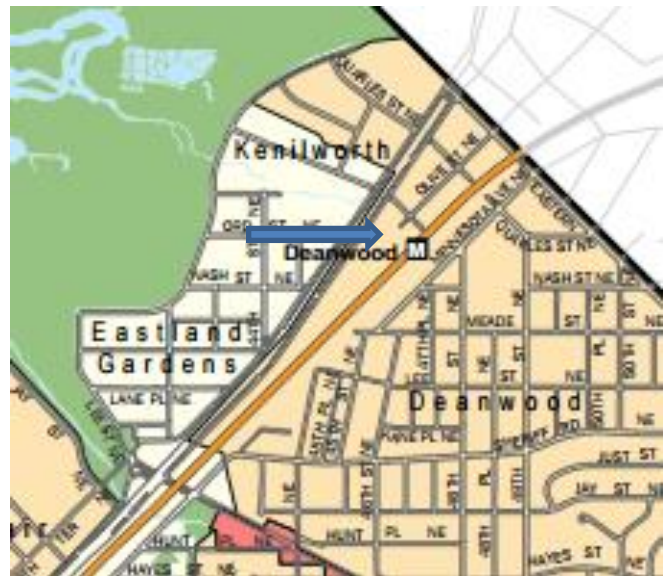
### Policy FNS-1.1.2: Development of New Housing

Encourage new housing for area residents on vacant lots and around Metro stations within the community, and on underutilized commercial sites along the area's major avenues. Strongly encourage the rehabilitation and renovation of existing housing in Far Northeast and Southeast, taking steps to ensure that the housing remains affordable for current and future residents. 1708.3

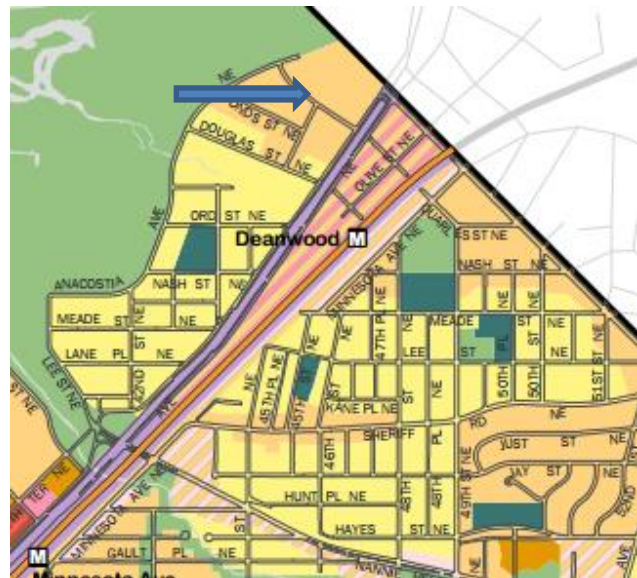
Although the site is not located within a Far Northeast and Southeast Focus area, several long range planning issues were identified by the community at workshops during the writing of the Comprehensive Plan. These included the development of homes with three and four-bedroom homes suitable for families, the need to provide a variety of new housing choices while preserving affordable units, and replacement of deteriorated multi-family units with new buildings when appropriate. The proposed mix of housing types, including apartments, row houses and stacked flats, some with up to five bedrooms, would allow for new housing suitable for families of various sizes. In summary, the proposal is consistent with the policies of the Far Northeast and Southeast Area Element of the Comprehensive Plan.

### -LAND USE MAPS

The Generalized Policy Map designates the majority of the site as a Neighborhood Enhancement Area, with the exception of the portion of the lots fronting on Douglas Street, which are designated as a Neighborhood Conservation Area. Neighborhood Enhancement Areas are those where "New housing should be encouraged to improve the neighborhood and must be consistent with the land use designation on the Future Land Use Map" (Comprehensive Plan, § 223.7). Neighborhood Conservation Areas are those where "Major changes in density over current (2005) conditions are not expected but some new development and reuse opportunities are anticipated" (Comprehensive Plan, § 223.4).



The Future Land Use Map designates the site for Moderate Density Residential land use “characterized by a mix of single family homes, two to four unit buildings, row houses and low-rise apartment buildings,” generally similar to that proposed by the subject application. The planned development is consistent with these designations and the Office of Planning supports the predominantly residential mix of uses and building types on the site at the scale proposed by the applicant.



## VI. ZONING

The applicant is requesting a PUD-related map-amendment from:

- R-5-A to R-5-B and C-2-A for a portion of the site fronting on Kenilworth Avenue within Phase I;
- R-1-B to R-5-B for the lots fronting on Douglas Street; and
- R-5-A to R-5-B for the remainder of the site.

R-5-B is requested for the majority of the site to accommodate the density, height and massing of housing proposed within the interior of the site. The R-5-B zone would allow for building heights up to 45 and fifty feet to accommodate the two and three story buildings proposed, and lot occupancies up to 47 percent to support the proposed layout of the site. C-2-A is requested for a portion of the site fronting on Kenilworth Avenue to accommodate the potential of commercial uses on the ground floor of the buildings facing Kenilworth Avenue, as well as the apartment style of residential units.

The following tables are a comparison of the R-5-A, R-5-B and R-5-B PUD, and R-5-A, C-2-A and C-2-A PUD for the consolidated portion of the PUD. Within the portion of the PUD proposed for R-5-B, the applicant would gain ten feet in building height and an increase in FAR of 0.3. Within the portion of the PUD proposed for C-2-A, the applicant would gain ten feet in building height and increase in FAR of 2.54.

	R-5-A	R-5-B	R-5-B PUD	Proposal
Area Height (max.)	40 feet/3 stories	50 feet	60 feet	50 feet
FAR (max.)	0.9	1.8	3.0	1.2
Lot Occupancy (max.)	40% (60% for churches or public schools)	60%	60%	40-90%
Rear Yard (min.)	20 feet	15 feet	15 feet	Min. 13 feet
Side Yard (min.)	8 feet	8 feet	8 feet	Min. 6 feet
Parking (min.)	1/unit (apts, flats, one-family)	1/ unit for flats, one-family; 1/ 2 for apts.	1/ unit for flats, one-family; ½ for apts or 53 spaces	46 spaces

	R-5-A	C-2-A	C-2-A PUD	Proposal
<b>Area</b>				
<b>Height (max.)</b>	40 feet/3 stories	50 feet	65 feet	50 feet
<b>FAR (max.)</b>	0.9	2.5 (1.5 nonresidential)	3.0 residential 2.0 nonresidential limited	2.63
<b>Lot Occupancy (max.)</b>	40% (60% for churches or public schools)	60% residential 100% nonresidential	60% residential 100% nonresidential	Up to 87.23
<b>Rear Yard (min.)</b>	20 feet	15 feet	15 feet	15 feet
<b>Side Yard (min.)</b>	8 feet	8 feet	8 feet	25 feet
<b>Parking (min.)</b>	1/unit for apt bldg. (non-senior)	1/ 2 units for apt bldg. (non-senior) or 36-40 spaces	1/ 2 units for apt bldg. (non-senior) or 36-40 spaces	31 spaces
<b>-Senior Bldg</b>	1/6 units	1/6 units	1/6 units	1/6 units

A summary of each area of relief is provided and OP will provide a complete analysis of the requested flexibility at the time of the public hearing.

**Flexibility: First Stage PUD**

- a. **Off-Street Parking:** Regulations require one parking space for every rowhouse unit, and one space for every two apartment style dwelling units. The application requests flexibility for the rowhouses and stacked flats (155-175 required and 130-150 proposed) and for the apartment buildings (80-90 required and 60-70 proposed). The applicant should provide details on which buildings require flexibility, and justification for the request.

**Flexibility: Consolidated PUD**

- a. **Lot Occupancy:** Regulations permit maximum lot occupancy of sixty percent for multi-family buildings. The applicant has provided 87.23 percent for the proposed building on Lot 3B and seeks flexibility from the requirement.
- b. **Off-Street Parking:** Forty off-street parking spaces would be required for the multi-family building proposed for Lot 3B. Flexibility is sought from this regulation to permit 31 spaces.
- c. **Side Yard:** Regulations require a minimum side yard of eight feet and the applicant proposes six foot side yards.
- d. **Rear Yard:** Regulations require a minimum fifteen foot rear yards and the applicant proposes some to be thirteen feet.
- e. **Loading:** Regulations require a 55-foot loading berth and the application requests relief for a 30-foot loading berth for one of the multi-family buildings, but does not specify which building of the two buildings. Additional information is required describing which building and why.

Prior to public hearing the applicant needs to provide justification not just for the requested flexibility, but also for specifically which buildings the relief is sought, including plan indicating the location of all lots, including Lot 3B. This justification is necessary to adequately review and evaluate the request.

**VII. PURPOSE AND EVALUATION STANDARDS OF A PUD**

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. The PUD process is “designed to encourage high quality developments that provide public benefits.” Through the flexibility of the PUD process, a development that provides amenity to the surrounding neighborhood can be achieved.

The applicant is requesting approval of a consolidated PUD for a portion of the site. The PUD standards state that the “impact of the project on the surrounding area and upon the operations of city services and facilities shall not 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” (§ 2403.3). Based on comments to be supplied by referral agencies, OP will provide at the time of the public hearing an analysis of the project’s impact on city services.

### **VIII. PUBLIC BENEFITS AND AMENITIES**

Sections 2403.5 – 2403.13 of the Zoning Regulations discuss the definition and evaluation of public benefits and amenities. In its review of a PUD application, § 2403.8 states that “the Commission shall 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.” Sections 2403.9 and 2403.10 state that a project must be acceptable in all the listed proffer categories, and must be superior in many. To assist in the evaluation, the applicant is required to describe amenities and benefits, and to “show how the public benefits offered are superior in quality and quantity to typical development of the type proposed...” (§ 2403.12).

The PUD related map amendments would increase the FAR from applicant 0.9 to 1.2 and increase the building height by ten feet for the portion of the PUD proposed for R-5-B, and from 0.9 to 2.63 and ten feet for the portion proposed for C-2-A.

The first stage PUD includes a number of benefits for the entire project, including:

1. Stabilizing and Improving the District’s Neighborhoods: The proposed housing will introduce a mix of housing, both affordable and market rate, in place of an existing complex of public housing only, resulting in a more income-integrated community and eliminating the isolation of lower-income households;
2. Housing and Affordable Housing (Sec. 2403.9(f)): The proposed PUD includes affordable housing above and beyond that which is required through Inclusionary Zoning or required for replacement of existing units, in addition to new market rate housing. Details regarding the tenant relocation plan are needed.
3. Urban Design, Architecture and Landscaping: The proposed PUD would eliminate the super-block design of the existing neighborhood, improving the connectivity of neighborhood, with increased density at a site located approximately 0.6 miles from the Deanwood Metrorail station. The interior of the PUD would include traditional architecture, with larger apartment buildings with a modern theme buffering the traffic noise from Kenilworth Avenue, although additional information regarding how the chosen materials and details are of a high quality anticipated in a PUD.
4. Effective and Safe Vehicular and Pedestrian Access: A new pattern of public streets would provide improved connectivity, eliminating the superblocks, improving pedestrian safety and pedestrian crossing opportunities. Access to Kenilworth Aquatic Gardens and the Riverwalk Trail system would also be improved. New sidewalks would be provided

along all streets, with all off-street parking accessible via public alleys only. Street parking would be permitted where appropriate. The applicant has been in contact with DDOT.

5. Revenue for the District: The new development, including additional housing and market rate housing, will have the opportunity to increase recordation, transfer, property and income taxes for the District.
6. Special Value for the Neighborhood: The proposed PUD would add new residents to the neighborhood, provide housing designed specifically for seniors to meet their needs, and provide for a mix of income levels to stabilize the neighborhood. A new community building with space for community meetings and programs would replace the existing one with a modern facility.
7. Affordable and Workforce Housing: The overall PUD would provide replacement housing for the existing public housing units, additional units for households making up to 120 percent of AMI, 488 rental units for households earning no more than 80 percent AMI and 167 rental units with income no greater than 60 percent AMI.
8. First Source Employment Program: The applicant will enter into an agreement to participate with the Department of Employment Services to promote and encourage the hiring of DC residents.

The applicant informed OP that it has been working with ANC on the proposal, although to date OP has received no comments from ANC.

OP finds the information regarding benefits sufficient for setdown, and will continue to work with the applicant to refine any benefits that may be proffered prior to the public hearing.

#### **IX. AGENCY REFERRALS**

If this application is set down for a public hearing, the Office of Planning will facilitate an interagency meeting with the following government agencies for review and comment:

- Department of Energy and Environment (DOEE);
- Department of Transportation (DDOT);
- Department of Housing and Community Development (DHCD);
- Department of Parks and Recreation (DPR);
- Department of Public Works (DPW);
- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD); and
- District of Columbia Water and Sewer Authority (DC Water).

## **X. COMMUNITY COMMENTS**

The site is located in ANC 7D. As of this writing OP has not received any comments from the community. The applicant has indicated that they are working with the ANC and the Kenilworth Courts Resident Council Executive Board and the resident body. The applicant has also been working the residents and DCHA staff on a relocation plan for those displaced during construction.

## **XI. CONCLUSION**

The proposed PUD would redevelop the subject property, currently all affordable housing, into a mixed income development with the opportunity for a small amount of commercial uses along Kenilworth Avenue, diversifying the community, but ensuring that all who want to remain are able. The design of the buildings, ranging from modern apartment buildings to traditionally styled row houses, flats and stacked apartments, would blend into the surrounding neighborhood. The difference between the affordable and market rate units would be imperceptible from within the community.

The application is not inconsistent with the Comprehensive Plan and would further many of its policies. Therefore, OP recommends the application be set down for public hearing and will continue to work with the applicant to respond to requests for additional information prior to the public hearing.

JS/sjm<sup>AICP</sup>