

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: ^{JLS}
Jennifer Steingasser, Deputy Director Development Review and Historic Preservation

DATE: November 28, 2016

SUBJECT: **Final Report** for ZC Case No. 16-11, Consolidated Planned Unit Development (PUD) and PUD Related Map Amendment from R-4 and C-2-A to R-5-B and C-2-B for Square 2890, part of Lot 849 (Bruce Monroe)

I. OP RECOMMENDATION

The proposed PUD would facilitate the development of the subject property as Phase 1 of the redevelopment of Park Morton, an aging public housing complex, into a mixed-income community with a variety of housing types without having to relocate existing residents out of the neighborhood and away from their community. A variety of housing types are proposed, including senior housing designed to address the specific needs of that population, low income housing, and market rate housing. All would have access to a future private park at the south-east corner of the lot, to be developed by others.

The site is designed with its greatest densities along Georgia Avenue, similar to other buildings already constructed or approved, with the potential to contribute to the rejuvenation of Georgia Avenue with an increase in pedestrian activity. Lower density townhouses are proposed on the western portion of the site, in acknowledgement of the long standing row houses defining that part of the neighborhood.

The application is not inconsistent with the Comprehensive Plan and would further many of its policies, while realizing the Council approved Park Morton Redevelopment Initiative Plan. Therefore, the Office of Planning (OP) recommends that the Commission **APPROVE** the subject application. OP has advised that applicant that, at the public hearing, the applicant should:

1. Document flexibility for the provision of 8 non-garage compact parking spaces for the townhouses;
2. Provide additional, enlarged detail for the townhouses and additional detail on the apartment building demonstrating its residential character; and
3. Provide additional information on the façade materials proposed.

II. APPLICATION

At its public meeting on July 25, 2016, the Commission set down for a public hearing the subject application for a consolidated PUD for a mixed-income 271-unit residential community consisting of:

- 8 townhouses;
- 76 one-bedroom senior citizen apartments; and a
- 187-unit apartment building

Thirty-three percent of the units would be public housing, 41 percent affordable and 26 percent market rate.

As the application was set down by the Commission prior to the effective date of the new ZR-16 zoning regulations, the ZR-58 regulations apply. The application includes a request for a PUD-related map amendment to rezone the site from R-4 and C-2-A to R-5-B and C-2-B.

A summary of the Zoning Comments from the setdown meeting with the applicant's responses can be found on pages 4 and 5 of this report.

This application is concurrent with PUD application ZC 16-12 (Park Morton Public Housing site), phases 2 and 3 of the redevelopment of the Park Morton Public Housing Complex. The subject application is for Phase 1.

III. SITE AND AREA DESCRIPTION

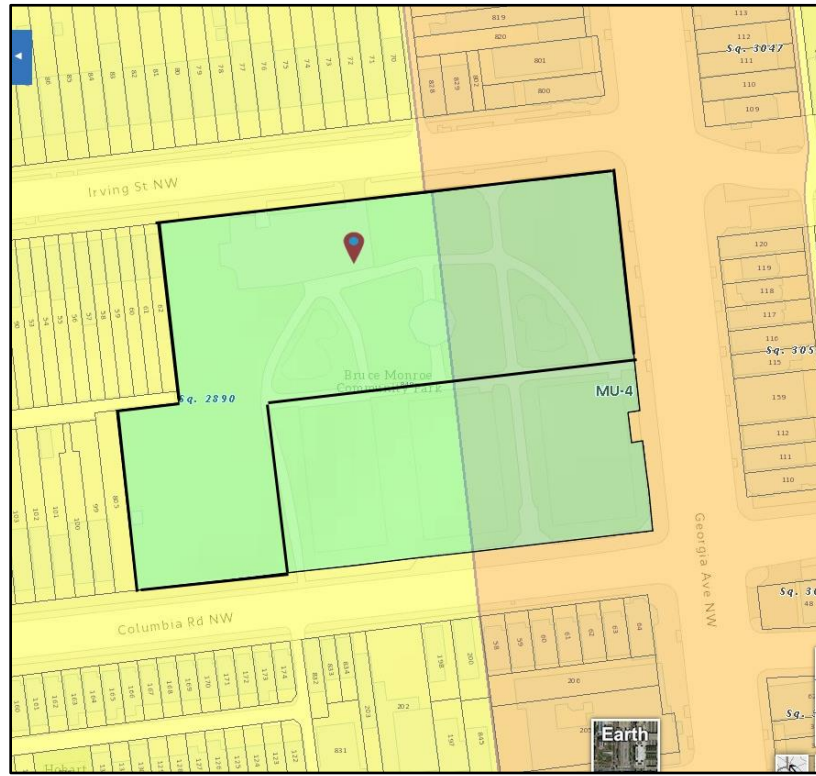
Location:	Square 2890, Part of Lot 849
Ward and ANC:	Ward 1, ANC 1A
Applicants:	Park View Community Partners and the District of Columbia Housing Authority
PUD-Related Zoning:	R-4 and C-2-A to R-5-B and C-2-B
Property Size:	77,531 square feet (1.78 acres)
Proposal:	<ol style="list-style-type: none">1. A mixed-use building consisting of 189 residential units;2. A 76-unit senior citizen apartment building;3. Eight row houses; and4. 4,545 square feet of retail/community service space.

Properties surrounding the site include:

North: Across Irving Street, row houses and low rise commercial buildings.

- South: Across Columbia Road, flats, row and semi-detached dwellings. At the corner of Georgia Avenue and Columbia Road is a commercial building.
- East: Across Georgia Avenue, office and retail uses.
- West: Row houses

The area of the PUD is shown below within solid black lines. The northwest corner of Georgia Avenue and Columbia Road is proposed to be a private park to be developed separately by others and is not a part of this application.



The site was formerly developed as Bruce-Monroe Elementary School. It is located less than one-half of a mile from the Columbia Heights Metrorail station on the Yellow and Green lines.

IV. PROJECT DESCRIPTION – CHANGES SINCE SETDOWN

A complete discussion of the proposed development can be found in the OP Setdown Report dated July 15, 2016 (ZC Case 16-11, Exhibit 14). Since setdown the applicant has revised the plans and buildings to respond to comments from the Commission and the Office of Planning. Those revisions include:

- Adding elevator access from the southwest corner of the senior building to provide direct access for the residents of that building to the future park;
- Providing increased detail on the elevation drawings;
- Submitting perspective drawings contrasting the proposed buildings with existing

surrounding development; and

- Providing refined detail of the senior building courtyard.

V. COMMISSION AND OFFICE OF PLANNING SETDOWN COMMENTS

On November 15, 2016, the applicant filed revised plans (Exhibits 35A1 through 35A8) in response to comments received at the Commission’s public hearing on July 25, 2016. A prehearing statement was filed on November 15, 2016 (Exhibit 34). A summary of the Commission’s comments with the applicant’s responses is listed below.

Commission / OP Comment	Applicant’s Response	OP Analysis
<p>1. Need better drawings. The apartment building looks commercial and the townhouses are not well developed.</p>	<p>The apartment building has been redesigned and perspective drawings add different views of the building. Additional detailed drawings will be provided at the public hearing.</p>	<p>The apartment building includes balconies and windows of a variety of sizes and the aerial view of the building with its large courtyard evoke a residential feel to the building.</p>
<p>2. Can the District monitor affordable housing in excess of IZ requirements?</p>	<p>The applicant would register all IZ and ADU units with DHCD.</p>	<p>Yes. IZ and ADUs are tracked by DHCD.</p>
<p>3. Need more information on consistency with the Comprehensive Plan, especially for the 90-foot high building.</p>	<p>The applicant noted that the FLUM does not portray density or use for the site, as Local Public Facilities indicates ownership but not use or density. Therefore, recommended densities and uses are drawn from surrounding properties. For the 90-foot building the applicant cites an approved PUD, not yet built, at Georgia Avenue and Morton Street, and other buildings of similar size, either existing or approved, along the corridor.</p>	<p>Additional analysis is provided by OP in Section VII of this report. The proposed housing types and densities draw from existing surrounding development. The townhouses on the western edge of the site are similar to the existing row houses. Several apartment buildings of a similar height have been constructed or approved by the Zoning Commission along Georgia Avenue. The proposal would not be out of character with other Georgia Avenue development.</p>
<p>4. What is the “local public facility”?</p>	<p>Local public facility indicates ownership by the local government and typically improved as things such as parks and schools, but does not indicate density or use.</p>	<p>As “local public facility” indicates ownership, the proposed use would continue in that manner as the District of Columbia is an applicant for the application under office of the Deputy Mayor for Economic Development.</p>
<p>5. Need perspectives from existing development across the street. How will it all interrelate?</p>	<p>Perspectives were provided from across the street depicting existing and proposed buildings.</p>	<p>The perspectives provide street-views around the site, better indicating how the proposed buildings would interrelate with the neighborhood.</p>

Commission / OP Comment	Applicant's Response	OP Analysis
6. Add solar panels to the townhouses.	Applicant informed OP that provision of solar panels is under consideration.	DOEE informed OP that it supports the addition of solar panels to the townhouses and that they should be provided. OP supports this change.
7. Need materials that are sustainable and will last.	Masonry materials are proposed on all of the buildings. High-quality fiber cement panels are also proposed for the senior and the apartment buildings, with fiber cement siding proposed for the townhouses. Material samples will be presented at the hearing.	The applicant provided a materials legend for each building. Material samples will be provided at the hearing.
8. Why is the park located where it is?	The location of the park is based on the desires of the community to allow for a park with "eyes-on-the-street" and to not bury the park within the site behind the apartment buildings.	The community expressed preference at community engagement meetings held from October 2015 through March 2016, including meetings organized by Park View Community Partners, DMPED and the DC Housing Authority.

Redevelopment of the site would be Phase 1 of the replacement of Park Morton. Construction is proposed to be phased to avoid displacement by allowing current Park Morton tenants the ability to occupy new units prior to the demolition of their buildings, as described more fully in OP's setdown report (Exhibit 14, Section IV, page 34).

VI. ZONING AND FLEXIBILITY

Row Houses and Semi-Detached

	R-4	R-5-B	R-5-B PUD	Proposal
Height (max.)	35 feet	50 feet	60 feet	40 feet
FAR (max.)				
- Semi-Detached	N/A	1.8	3.0	1.7
- Row Houses	N/A	1.8	3.0	1.2 and 1.4
Lot Occupancy (max.)				
- Semi-Detached	60%	60%	60%	64%*
- Row Houses	40%	40%	40%	43 and 53%*
Rear Yard (min.)	20 feet	15 feet	12 feet	15 feet
Side Yard (min.)				
-Semi-Detached	10 feet	10 feet	10 feet	3.0 and 9.25 feet*
Parking (min.)	N/A	1 per unit or 8	1 per unit or 8	8 compact spaces**

* Flexibility requested

** Flexibility to permit compact parking spaces not in conformance with Sec. 2115 of the Zoning Regulations is needed, as described below.

Apartment Building

	R-4	C-2-A	C-2-B	C-2-B PUD	Proposal
Height (max.)	35 feet	50 feet	65 feet	90 feet	90 feet
FAR (max.)	N/A	2.5	3.5	6.0	5.8
Lot Occupancy (max.)	40%	60%	80%	80%	72%
Open Court (min.)	30 feet	30 feet	30 feet	30 feet	60 feet
Rear Yard (min.)	20 feet	15 feet	15 feet	15 feet	5 feet*
Side Yard (min.)	8 feet	15 feet	15 feet	15 feet	10 feet*
Parking (min.)					
-Residential	N/A	95	62	62	99 spaces
-Retail	N/A	2	2	2	4 spaces
Loading (min.)					
-Berth	N/A	1@30/1@55 ft.	1@30/1@55 ft.	1@30/1@55 ft.	2@30 feet**
-Platform	N/A	1@100/1@200 sf	1@100/1@200 sf	1@100/1@200 sf	1@100 sf**
-Delivery	N/A	1@20 feet	1@20 feet	1@20 feet	1@20 feet**
GAR	N/A	0.30	0.30	0.30	0.30

* Flexibility requested

** Shared with Senior Building. Flexibility requested.

Senior Building

	R-4	R-5-B	R-5-B PUD	Proposal
Height (max.)	35 feet	50 feet	60 feet	60 feet
FAR (max.)	N/A	1.8	3.0	3.9*
Lot Occupancy (max.)	40%	60%	60%	68%*
Open Court (min.)	10 feet	10 feet	10 feet	43.75 feet
Rear Yard (min.)	20 feet	20 feet	20 feet	8 feet*
Side Yard (min.)				
Parking (min.)	13 spaces	13 spaces	13 spaces	13 spaces
Loading (min.)		15 feet	15 feet	4 feet*
-Berth	N/A	1@30/1@55 feet	1@30/1@55 feet	2@30 feet**
-Platform	N/A	1@100/1@200 sf	1@100/1@200 sf	1@100 sf**
-Delivery	N/A	1@20 feet	1@20 feet	1@ 20 feet**
GAR	N/A	0.40	0.40	0.40

* Flexibility requested

** Shared with apartment building. Flexibility requested.

Flexibility:

- a. **Multiple Buildings on a Single Record Lot:** Regulations permit only one principal building on a record lot, and that each principal building have frontage on a public street. The eight townhouses are proposed to be located on one record lot on a private street. Although the south side of the lot would front on Columbia Road, allowing one of the semi-detached dwellings to front a public street, the remaining seven units would face a private street. However, each of the townhouse units would face a street that would be open to vehicular and pedestrian traffic, allowing for vehicular and pedestrian access to those units.
- b. **Side Yards:** Regulations require one side yard for semi-detached dwellings (end townhouse units) and one side yard is required for each of the multi-family buildings. Relief is requested to reduce the size of the side yards for the semi-detached dwellings, the apartment building and the senior building. Reducing the width of the side yard for the semi-detached dwelling at the corner of the private street and Columbia Road and the apartment buildings facing Irving Street would allow for more continuity in the street walls, consistent with existing development.
- c. **Rear Yards:** Regulations require rear yards for the apartment building and the senior building. Relief is requested to reduce the size of rear yards for those buildings to enable the applicant to increase the size of the adjoining private park that is not included in the PUD. Increasing the size of the adjoining private park would benefit the entire community as a whole, allowing for additional open space not associated with the apartment buildings. As the two apartment buildings back onto the private park the reduce size of their rear yards would not be readily apartment.
- d. **Lot Occupancy:** Regulations permit a maximum 60 percent lot occupancy. Relief is required to permit a lot occupancy of 68 percent for the senior apartment building, 64 percent for the row houses and 53 percent for the semi-detached dwellings. Overall lot occupancy would be 39%, well within the 60% lot occupancy permitted in the R-5-B zone.
- e. **Floor Area Ratio:** A maximum FAR of 3.0 is permitted within the R-5-B (PUD) and the application requests an FAR of 3.9 for the senior apartment building. Similar to the relief requested for rear yard (see “c” above), this relief is impacted by the location of the property line with the proposed private park to the south.
- f. **Loading:** Regulations require a 30-foot and 55-foot berth for each multi-family building, a 100 square foot and a 200 square foot platform for each multi-family building, and one 20-foot service/delivery space for each building. Instead the applicant proposes to provide two 30-foot loading berths, a 100 square-foot platform and one service delivery space, to be shared by the two buildings. As the buildings are designed to share one garage, the sharing of the loading facilities is logical and in an amount sufficient to service those buildings.
- g. **Parking:** Regulations require parking to be on the same lot as the building it serves. The applicant proposes that the parking for the townhouses and semi-detached units not be located on the lots with the houses, but on a separate lot to be dedicated as a private street

serving those dwellings. As no alley is proposed to run along the rear of the townhouses, which would bring vehicular traffic closer to the rear yards of the existing dwellings on Columbia Road, access to off-street parking on the individual townhouse lots is not possible. Providing parking on the private street to the front of the townhouses would not be out of character for the neighborhood as not all of the existing row houses have on-site parking within their rear yards and on-street parking is common. All of the parking spaces serving the townhouses are proposed as compact spaces, and the applicant needs to request flexibility from Sec. 2115, Size of Parking Spaces.

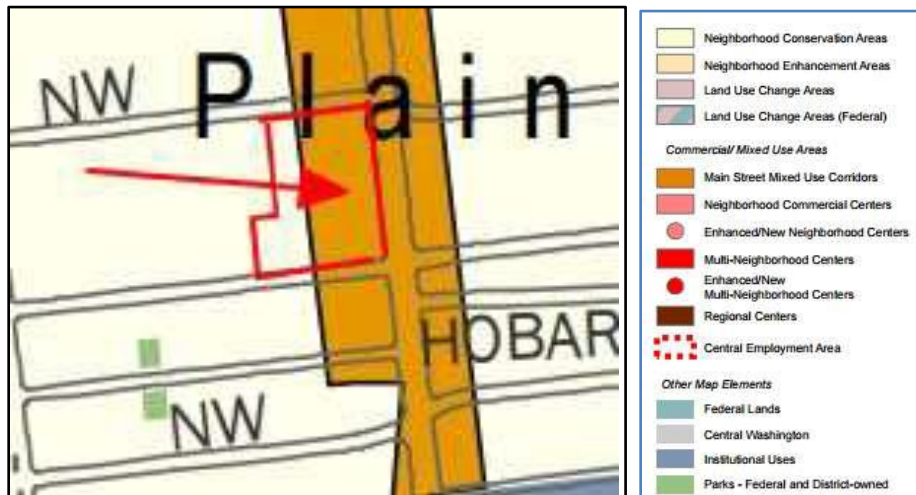
- h. **Phasing:** Applicants are required to file for building permits within two years of the effective date of an order, and begin construction within three. In order to minimize displacement of current residents the applicant proposes to construct the improvements in two phases and not all at once. Therefore, the applicant requests six years from the effective date of the order to file for permits, and seven years to begin construction.
- i. **Additional Areas of Flexibility:** The applicant requests flexibility to vary the number of residential units by up to 10 percent; vary the location and design of all interior components; vary the location, number and arrangement of vehicular and bicycle parking, but not below the minimum required; vary the sustainable design features without reducing to below 50 points the Enterprise Green Communities rating standards; vary the means and methods of achieving GAR stormwater retention volume and other stormwater management and soil erosion and sediment control requirements; and to vary the features, means and methods of achieving a GAR score of 0.40.

VII. COMPREHENSIVE PLAN

As fully discussed in the OP setdown report dated July 15, 2016 (Exhibit 12), the application would further major policies from various elements of the Comprehensive Plan, including the Land Use, Transportation, Housing, Environmental Protection, Parks, Recreation, and Open Space and Urban Design citywide elements, and the Mid-City Area Element.

Comprehensive Plan Maps

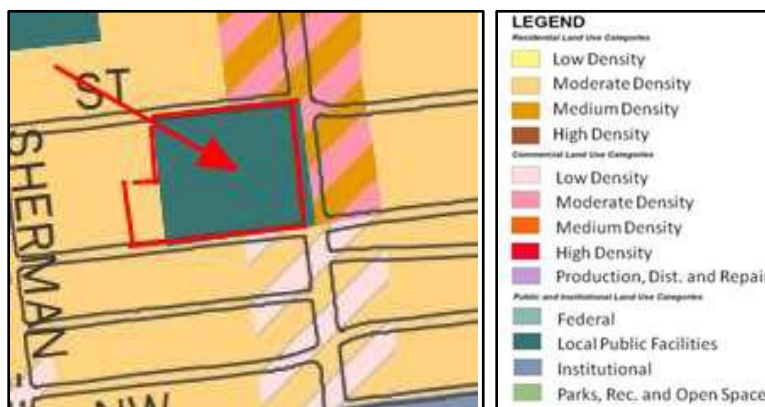
The proposal is not inconsistent with the **Generalized Policy Map**, which designates the site Main Street Mixed Use Corridor along the Georgia Avenue frontage, and Neighborhood Conservation Area along the western portion of the site. Main Street Mixed Use Corridors are those where a “*common feature is that they have a pedestrian-oriented environment with traditional storefronts. Many have upper story residential or office uses. Any development or redevelopment that occurs should support transit use and enhance the pedestrian environment.*” Neighborhood Conservation Areas are “[a]reas with very little vacant or underutilized land. They are primarily residential in character.”



Generalized Policy Map

The **Future Land Use Map** primarily designates the site for Local Public Facilities, with the westernmost portion of the site designated as Moderate Density Residential. The portion of the site designated as Local Public Facilities is proposed to be developed with the two apartment buildings. Local Public Facilities are those areas that, “[i]nclude land facilities occupied and used by the District of Columbia government or other local government agencies.”

The FLUM also states under Guidelines for Using this Map, “*This map does not show density or intensity on institutional and local public sites. If a change in use occurs on these sites in the future (for example, if a school becomes surplus or is redeveloped), the new designations should be comparable in density or intensity to those in the vicinity...*”) In this case the proposed apartment building on Georgia Avenue, at a height of 90 feet and an FAR of 5.8, would be similar to other approved PUDs nearby, including ZC 13-10 (height 87 feet, FAR 5.95) and ZC 10-26 (height 90 feet, FAR 5.37) which have a designation of medium density residential / moderate density commercial.



Future Land Use Map

Section 225 of the Comprehensive Plan text identifies corresponding land uses and zoning districts as follows:

<p>Moderate Density Residential</p>	<p>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).</p>	<p>The R-3, R-4, R-5-A zone districts are generally consistent with the Moderate Density Residential category; <u>the R-5-B district and other zones may also apply in some locations.</u> (Sec 225.4)</p>															
<p>Medium Density Commercial</p>	<p>This designation is used to define shopping and service areas that are somewhat more intense in scale and character than the moderate-density commercial areas. Retail, office, and service businesses are the predominant uses. Areas with this designation generally draw from a citywide market area. Buildings are generally larger and/or taller than those in moderate density commercial areas but generally do not exceed eight stories in height.</p>	<p>The corresponding Zone districts are generally <u>C-2-B, C-2-C, C-3-A, and C-3-B,</u> although other districts may apply. (Sec 225.10)</p> <table border="1" data-bbox="1003 741 1433 898"> <thead> <tr> <th></th> <th>MoR (IZ)</th> <th>PUD</th> </tr> </thead> <tbody> <tr> <td>C-2-B</td> <td>3.5 (4.2)</td> <td>6.0</td> </tr> <tr> <td>C-2-C</td> <td>6.0 (7.2)</td> <td>6.0</td> </tr> <tr> <td>C-3-A</td> <td>4.0 (4.8)</td> <td>4.5</td> </tr> <tr> <td>C-3-B</td> <td>5.0 (6.0)</td> <td>5.5</td> </tr> </tbody> </table>		MoR (IZ)	PUD	C-2-B	3.5 (4.2)	6.0	C-2-C	6.0 (7.2)	6.0	C-3-A	4.0 (4.8)	4.5	C-3-B	5.0 (6.0)	5.5
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C-3-B	5.0 (6.0)	5.5															
<p>Mixed Use areas</p>	<p>A <u>variety of zoning designations are used in Mixed Use areas,</u> depending on the combination of uses, densities, and intensities. Residential uses are permitted in all of the commercial zones, Mixed Use areas may have commercial zoning. The city has developed a number of designations specifically for mixed use areas. (Sec. 225.21)</p>																

Based on the text and guidelines for considering a change in land use OP concludes that the zone districts and proposed project are comparable in density or intensity to those in the vicinity and not inconsistent with the predominate land use and the Comprehensive Plan.

Park Morton Redevelopment Plan

As discussed in the OP setdown report (Exhibit 12), the proposal would further policy direction of the Park Morton Redevelopment Initiative Plan, a small area plan adopted by Council in 2008. The proposed development would create a mixed income community of low-rise and mid-rise buildings, with units for sale and for rent.

VIII. PUBLIC BENEFITS AND AMENITIES

Section 2403.9 outlines “*Public benefits and project amenities of the proposed PUD may be exhibited and documented in any of the following or additional categories:*

- (a) *Urban design, architecture, landscaping, or creation or preservation of open spaces;*
- (b) *Site planning, and efficient and economical land utilization;*
- (c) *Effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts;*
- (f) *Housing and affordable housing;*
- (h) *Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;*
- (i) *Uses of special value to the neighborhood or the District of Columbia as a whole;*

Urban Design, Architecture and Landscaping: The proposed development would provide for a variety of housing types and affordability, ranging from townhouses adjacent to existing row houses west of the site, to larger mixed-use buildings front on Georgia Avenue, similar in scale to other existing and proposed buildings. Parking for the multi-family building would be below grade, with on-street parking along the private street for the townhouses, similar to the on-street parking permitted on Irving Street and Columbia Road. Landscaped courtyards would be provided for the two multi-family buildings, with street trees and sidewalks provided along the private street. A 4,545 square foot space fronting on Georgia Avenue would be available as either community or retail space, depending upon demand, which could contribute to the rejuvenation and activation of Georgia Avenue.

Effective and Safe Vehicular and Pedestrian Access: The design of the site would locate all parking and loading access from the private street and provide access to the existing public alley. Bicycle parking for the multi-family buildings would be located within the shared parking garage. The private street would include sidewalks on both sides. The Transportation Impact Study prepared for the application by Symmetra Design and dated November 1, 2016, indicates that the development should not result in cut-through traffic.

For the residents of the apartment building or townhouses, the applicant's Transportation Demand Management plan proposes for the residents of the apartment building or townhouses a one-year membership to either Capital Bikeshare or a car-share vendor, bike helmets to new residents if requested, a \$10.00 SmarTrip card to initial residents, and the provision of two car-sharing spaces and bicycle repair room within the apartment building. A TDM coordinator would be appointed by the management of the apartment building. All TDM commitments would be posted on-line.

Housing and Affordable Housing: Seventy-four percent of the housing proposed for the site would be either affordable or replacement public housing units, in excess of the eight to ten percent required by Inclusionary Zoning. One third of the affordable units would be replacement public housing for the life of the project ~~so would have a very lot affordability level~~, with another 38 percent affordable at sixty percent AMI, also for the life of the project. Construction of this project as Phase 1 of the redevelopment of the Park Morton Public Housing Project would allow residents to relocate nearby in new housing, without having to be relocated multiple times or outside of the neighborhood.

Employment and Training Opportunities: The applicant proposes to enter into a First Source Employment Agreement with the Department of Employment Services and will meet the HUD Section 3 requirements.

Environmental Benefits: The proposal would provide new landscaping, tree planting, energy efficient buildings and green roofs on the mixed-use buildings. It is proposed to be certified under the Enterprise Green Communities standards. The applicant should continue to work with DOEE regarding the provision of solar panels, especially on the market rate townhouses.

IX. AGENCY REFERRALS

No comments were received from other District agencies.

No other agencies provided comments on the subject application. DDOT is expected to provide comments separately.

X. COMMUNITY COMMENTS

ANC 1A, at its regularly scheduled meeting of September 14, 2016, approved a resolution in support of the application.

Prior the filing of this application, community engagement meetings were held from October 2015 through March 2016, including meetings organized by Park View Community Partners, DMPED and the DC Housing Authority.

A request for party status was filed in support of the application by the Park Morton Residents Council (Exhibits 37 & 38), representing the residents of the Park Morton housing complex.

Two request for party status were filed in opposition to the application one by a group of owner-residents within 200 feet of Bruce Monroe Park (Exhibit 36) and the other by a group named Georgia Avenue Corridor Neighbors (Exhibit 39).