

MEMORANDUM

TO: District of Columbia Zoning Commission

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

DATE: November 28, 2016

SUBJECT: **Final Report** for ZC Case No. 16-12, Consolidated Planned Unit Development (PUD) and PUD Related Map Amendment from R-4 to R-5-B (ZR58) for Square 3039, Lots 128 through 134 and 846, and Lot 3040, Lots 124 through 126, and 844, and Lots 18-20 in Square 3043

I. OP RECOMMENDATION

The proposed PUD would facilitate the redevelopment of the subject property, currently developed as the Park Morton 174-unit garden apartment public housing complex, into a mixed-income community with a variety of housing types and recreational areas. The subject property exhibits many challenging features, including lot shape, street and alley layout, and programmatic needs which result in many design difficulties, including access and visibility. The applicant worked with OP (Office of Planning) and DDOT in the redesign of the street plan and the layout of the site, improving access to the central park in the center of the site. The applicant improved the “eyes-on-the-street” aspect of the development by ensuring that all units would front on a public street and eliminating a fenced-in bio-retention pond in the southwest corner of the site, incorporating that area into the rear yards of some of the lower-density units.

As part of the redesign of the site the applicant was able to reduce the amount of flexibility necessary while increasing the total number of units by six. Partial relocation of the large apartment building allows the site to better relate to surrounding development, by locating the densest portion of the site adjacent to the Georgia Avenue corridor and the lower density housing to the east, closer to the row houses on Warder Street. Overall, OP finds the application would greatly improve the lives of those that live there and of the Pleasant Plains community as a whole.

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. As such OP recommends that the Commission **APPROVE** the subject application.

II. APPLICATION IN BRIEF

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 189-unit residential community consisting of:

- 20 studios apartments;
- 77 one-bedroom apartments;
- 44 two-bedroom apartment;
- 1 four-bedroom apartment;
- 5 two-bedroom flats;
- 19 two-bedroom townhouses;
- 1 three-bedroom flat;
- 20 three-bedroom townhouses; and
- 2 four-bedroom townhouses.

Thirty percent of the units would be public housing, 23 percent affordable and 47 percent market rate.

The application includes a request for a PUD-related map amendment to rezone the site from R-4 to R-5-B.¹

A summary of the Zoning Comments from the setdown meeting with the applicant's responses can be found on pages 4 through 6 of this report.

This application is concurrent with PUD application ZC 16-11 (Bruce Monroe site on Georgia Avenue between Columbia Road and Irving Street, NW), Phase 1 of the redevelopment of the Park Morton Public Housing Complex. The subject application is for Phases 2 and Phase 3.

III. SITE AND AREA DESCRIPTION

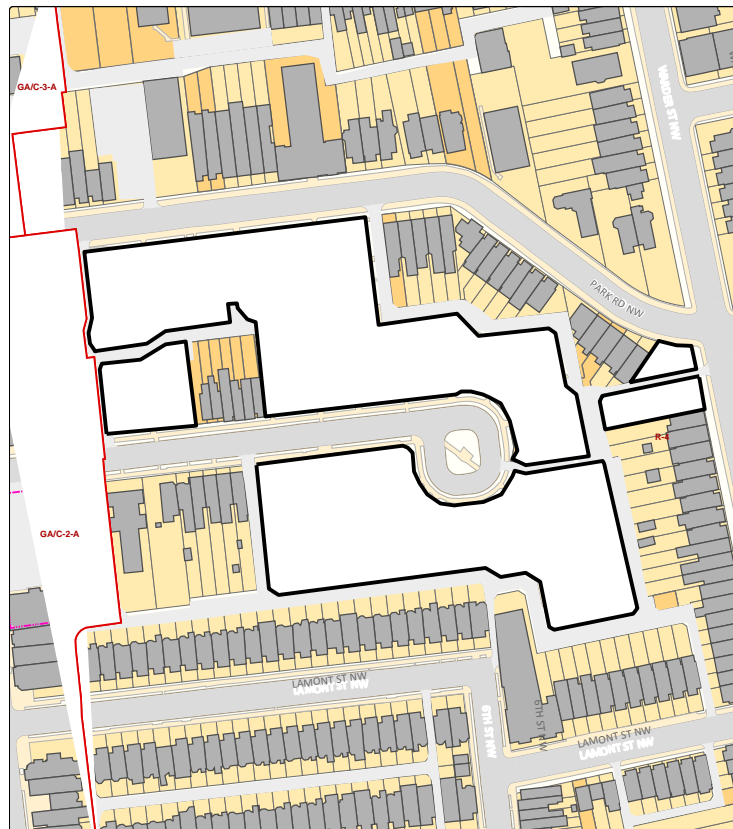
Location:	Square 3039, Lots 128 through 134; and Square 3040, Lots 124 through 126 and 844; and Square 3043, Lots 18 through 20 applicant.
Ward and ANC:	Ward 1, ANC 1A
Applicants:	Park View Community Partners and the District of Columbia Housing Authority
PUD-Related Zoning:	R-4 to R-5-B PUD
Property Size:	166,835 square feet (3.83 acres), not including existing roads.
Proposal:	A 189-unit mixed-income residential community consisting of a

¹ The subject application was set down by the Commission pursuant to the 1958 Zoning Regulations, and the zone districts cited above are as administered by that version of the Zoning Regulations.

multi-family building, row dwellings, semi-detached dwellings and three-unit apartment buildings, characterized in the application as “stacked flats”.

Properties surrounding the site are typically developed with row houses and small apartment buildings. Commercial mixed use buildings are located along Georgia Avenue. An eight-story mixed-use residential and commercial building is proposed for the southeast corner of Georgia Avenue and Morton Street (ZC 10-26).

The area of the PUD is shown below within solid black lines.



The site is currently developed as the Park Morton Public Housing Complex, consisting of twelve three-story garden apartment buildings constructed in 1960 with 174 two-bedroom units. Four of the buildings front on Park Road and eight on Morton Street, which currently terminates as cul-de-sac with street access to Georgia Avenue only. Public alleys serve both the public housing complex and private residences surrounding the site. All existing buildings are proposed to be demolished and the public street system reconfigured.

The site is located less than one-half of a mile from the Georgia Avenue/Petworth Metrorail station on the Yellow and Green lines.

IV. PROJECT DESCRIPTION – CHANGES SINCE SETDOWN

A complete discussion of the proposed development as originally filed can be found in the OP Setdown Report dated July 15, 2016 (ZC Case 16-12, Exhibit 12). Since setdown the applicant has revised the site plan and building designs to respond to comments from the Commission, the Office of Planning and the District Department of Transportation. Those revisions include:

- Shifting of the large apartment building so that one wall faces the north/south public alley separating the site from the NC-7 (C-2-A/GA) zone to the west, allowing for a gradual step-down in density from Georgia Avenue to the row houses to the east.
- Realignment of the proposed row houses, flats and stacked flats within the site so that all front on a public street, improving the relationship between those housing units and the internal streets and ensuring all parts of the PUD benefit from “eyes-on-the-street.”
- Creation of traditional intersections within the PUD in place of curved streets, and the elimination of off-set street and alley intersections better facilitate pedestrian street crossings and traffic flow, improving access to the large park within the center of the site.
- Widening of New Street 2 to allow for on-street parking for its entire length between Park Road and Morton Street.
- Addition of on-street parking to the south side of New Street 1, directly in front of the housing.
- Addition of privacy fencing to the rear yards of the lower density housing at a height of eight feet nearest to dwellings, reducing to a height of three feet, six inches further from the houses and along the rear lot lines.
- Elimination of the bio-retention pond in the southeastern corner of the PUD. The area is now incorporated into the rear yards of the adjacent units, each with rear patios or decks. Four bio-retention raingardens would be provided at other locations (see Sheet C-701_01-05, Stormwater Management Plan). The raingardens would be planted and not require fencing. One would be located in the southwestern corner of the site in place of the bio-retention pond; two would be located within the “central park”, one at either end; and the fourth on the south side of the apartment building, near Morton Street. Incorporation of the former bio-retention pond into the rear yards of the adjoining units, would potentially improve security by converting it into a more active part of the site.
- Changes to the dwelling unit breakdown in response to a reduction in the number of lower density housing units, resulting in an increase in the number of dwellings in the large apartment building and an overall unit count increase from 183 to 189. A table describing the unit layout, including affordability, can be found on Sheet G23, Bedroom Type. The proposed number of units within the large apartment building increased from 126 to 142, while the number of stacked flats decreased from 21 to 18 and the number of townhouses and semi-detached units decreased from 36 to 29.

V. COMMISSION AND OFFICE OF PLANNING SETDOWN COMMENTS

On November 15, 2016 the applicant filed revised plans (Exhibits 30A1 through 30A9) in response to comments received at the Commission’s public hearing on July 25, 2016. A supplemental prehearing statement was filed on November 15, 2016 (Exhibit 30). 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.Improve the street and alley system for connectivity of vehicles and pedestrians to DDOT standards.</p>	<p>The streets and alleys were realigned, and on-street parking was added to the south side of New Street 1.</p>	<p>The streets and alleys better align at intersections, improving traffic flow and facilitating pedestrian street crossings. OP is supportive of the new street layout, as representing a significant improvement to the site plan.</p>
<p>2.Improve relationship between buildings and street to be in character with surrounding neighborhood and benefit from “eyes-on- the-street”.</p>	<p>All buildings have frontage on a public street.</p>	<p>The lower density housing has been arranged so that all building fronts a street. OP is very supportive of this site plan change.</p>
<p>3.Better access to open space to serve as amenity to residents, for different groups to meet.</p>	<p>The sidewalks around “central park” were redesigned to allow pedestrians to cross at the corners.</p>	<p>The realignment of the streets improves access to and the safety of pedestrians crossing the street to the “central park”, increasing their utility as an amenity to residents with spaces set aside for a variety of activities.</p>
<p>4.Consider on-street parking on both sides of Morton Street.</p>	<p>There is not sufficient space to provide for parking on both sides of Morton Street and on the south side of New Street 1.</p>	<p>Although parking is not provided on both sides of Morton Street, the applicant has provided on-street parking on the south side of New Street 1. Parking on the south side of New Street 1 would benefit the housing located on the south side of that street.</p>

Commission / OP Comment	Applicant's Response	OP Analysis
5. Refine the multi-family building. Provide better architectural drawings.	Additional architectural drawings were provided with a finer level of detail, including measurements that depict the building from more angles, including how the building would appear from within the existing streetscape.	The applicant provided new architectural drawings better depicting the multi-family building. The building was redesigned to locate the bulk of the building parallel to the properties fronting on Georgia Avenue, allowing for a more gradual decrease in density from west to east.
6. How does the proposal relate to the surrounding area? Provide bird's eye view.	The applicant provided perspective views and context analyses of streets within the PUD, both before and after (sheets A-17 through A-21).	The new drawings depict how the new development would blend with existing housing to be retained, especially in contrast to the existing Park Morton development.
7. What is planned for the amenity areas?	Refined plans were provided for the amenity area for the apartment building. Additional detail was provided for the "central park."	The amenity areas include plantings and outdoor seating areas for the residents.
8. Discuss solar panels with DOEE.	The applicant has not yet proposed any solar panels.	DOEE informed OP that it supports the provision of solar panels as part of this development, and will continue to work with the applicant.
9. Define private space behind townhouses.	Eight-foot high wooden privacy fencing would be provided.	The fences would better define the private rear yards.
10. Provide views of the back. Use cement fiber and not vinyl siding.	Fiber cement siding is proposed for the backs of the townhouses (Sheet A41).	OP is not opposed to the use of high quality fiber cement siding on the rear walls.
11. Make sure Morton Street can accommodate FEMS and MPD.	The applicant worked with DDOT on the street layout. Streets were designed to meet the turning requirements of FEMS.	OP received no comments from FEMS or MPD. In an email to OP MPD suggested that Monroe Street be made two-way all the way to Warder Street to reduce traffic within the alleys. However, there is not sufficient width to widen Monroe Street for two-way traffic at Warder Street.

Redevelopment of the site would be Phases 2 and 3 of the replacement of Park Morton. Construction is proposed to be phased to avoid displacement by allowing current tenants the ability to occupy new units prior to the demolition of their buildings, as described more fully in OP's setdown report (Exhibit 12, Section IV, pages 3 and 4).

VI. ZONING AND FLEXIBILITY

Apartment 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	3.49*
Lot Occupancy (max.)	40%	60%	60%	72%*
Rear Yard (min.)	20 feet	20 feet	20 feet	37.50 feet
Side Yard (min.)	N/A	15 feet	15 feet	9.66 feet*
Parking (min.)	N/A	1 per 2 units or 71	1 per 2 units or 71	71
Loading (min.)				
-Berth	N/A	1@55 feet	@55 feet	1@30 feet*
-Platform	N/A	1@200 sf	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	Overall 0.416*²

* Flexibility requested

Row and Semi-Detached Dwellings

	R-4	R-5-B	R-5-B PUD	Proposal
Height (max.)	35 feet	50 feet	60 feet	28-38 feet
FAR (max.)	N/A	1.8	3.0	0.43-1.36
Lot Occupancy (max.)	40%	60%	60%	
-Row Houses	60%	60%	60%	14-54%
-Semi-Detached	40%	60%	60%	14-44%
Rear Yard (min.)	20 feet	15 feet	12 feet	22.41-114.78 feet
Side Yard(min)				
-Semi-Detached	8 feet	8 feet	8 feet	6.16-15.91 feet*
Parking (min.)	29 spaces	29 spaces	29 spaces	29 spaces

*Flexibility requested

² Some of the individual lots are would have a GAR of less than 0.40 as required, but the overall GAR for the PUD is proposed to be a minimum of 0.416.

Three-Unit Apartment Buildings

	R-4	R-5-B	R-5-B PUD	Proposal
Height (max.)	35 feet	50 feet	60 feet	38 feet
FAR (max.)	N/A	1.8	3.0	0.53-1.62
Lot Occupancy (max.)	40%	60%	60%	24-62%*
Rear Yard (min.)	20 feet	20 feet	20 feet	28.33-97.66 feet
Side Yard (min.)	N/A	9 feet	9 feet	0-11.25 feet*
Parking (min.)	N/A	1 per 2 units or 9	1 per 2 units or 9	9
GAR	N/A	0.40	0.40	Overall 0.416^{3*}

*Flexibility requested

Flexibility:

- a. **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 the side yards for two of semi-detached units on the south side of New Street 1, improving the streetscape facing the “central park.”
- b. **Lot Occupancy:** Regulations permit a maximum 60 percent lot occupancy. Relief is required to permit a lot occupancy of 72 percent for the apartment building and 62 percent for one of the three-unit apartment buildings. Overall lot occupancy would be 50%, well within the 60% lot occupancy permitted in the R-5-B zone and this relief would allow for flexibility in design while still requiring the site as a whole to comply.
- c. **Loading:** Regulations require a 55-foot deep loading berth and a 200 square foot platform for the apartment building. Relief is requested to permit the provision of a 30-foot berth and a 100 square foot platform instead. The applicant’s Transportation Impact Study, dated November 1, 2016 indicates that all move-ins would have to be scheduled with the building management with the apartment building to avoid conflicts.
- d. **Parking:** Regulations require parking to be on the same lot as the building it serves. The applicant currently proposes to locate some parking within separate parking areas, with specific spaces assigned to individual units, as some of the lower density units would not have alley access. No relief is required for relief from the number of spaces provided.
- e. **Green Area Ratio:** Regulations require a minimum score of 0.40 for each building, but less than that is proposed for some of the lots. Relief is required to provide the reduced GAR on some lots, although an overall GAR of 0.416 for the entire site would be provided. This would allow the applicant flexibility in design while still providing the minimum green area ratio for the site as a whole.
- f. **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

³ Ibid.

effective date of the order to file for permits, and seven years to begin construction. OP supports this request to better enable the applicant to phase the project without having to relocate residents away from either the Park Morton or Bruce Monroe sites.

- g. **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. Flexibility is also requested to be able to convert four of the two-bedroom townhouses to three-bedroom townhouse.

Previously requested flexibility to allow multiple buildings on a single record lot is no longer required, as all principal buildings would have frontage on a public street and there would be no more than one principal building per lot. Flexibility is also no longer required for rear yards due to the redesign of the site.

Overall, the amount of flexibility requested has been reduced. Aside from the large apartment building, flexibility is only required for six of the lower density buildings, five for the stacked flats and one for a semi-detached unit.

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.

The proposal is not inconsistent with the Generalized Policy Map, which designates the site Neighborhood Enhancement Areas, with the exception of the portion fronting on Warder Street, which is designated as Neighborhood Conservation Areas. The Future Land Use Map designates the site for Medium Density Residential.

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 proposal would develop the site with a mixture of housing types that are architecturally similar to the surrounding neighborhood. New streets would be created, introducing significantly improved connectivity through a grid pattern and elimination of the Morton Street cul-de-sac. All off-street parking would be accessible from public alleys. Park areas, including active and passive, would be provided. Since setdown, the applicant has greatly improved the street layout, aligning intersecting streets to better conform to the surrounding grid system. All of the townhouses, flats and three-unit buildings front on street, in better conformance with the surrounding neighborhood.

Transportation: The proposed street system would connect Morton Street with Warder Street and a new north/south street would provide a direct connection with Park Road to the north, integrating the street system of the site into the surrounding community. On-street parking would be provided where possible. The Transportation Demand Management Plan would encourage residents to take advantage of the variety of transportation options available within the neighborhood.

Housing and Affordable Housing: The proposal would be Phases 2 and 3 of the redevelopment of the Park Morton Public Housing Complex. Fifty-one percent (51%) of the units would be affordable, either as public housing replacement units (53) for the life of the project, or as affordable housing for households earning up to sixty percent AMI, also for the life of the project. Housing types would vary from studios to four bedroom units, in a variety of housing types, from apartments to row houses. The development would provide for the relocation of residents, either on-site or as part of the related Bruce Monroe development.

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 connect the property to the surrounding street system, increasing pedestrian access to the public transportation available within the community. Two public parks would be created and new landscaping, including the planting of new street trees, would be provided. Reduced stormwater runoff, energy efficient design and green engineering practices would be included. The project would be designed to be certified by Enterprise Green Communities. DOEE has recommended the addition of solar panels' the applicant should continue to work with DOEE on this issue.

IX. AGENCY REFERRALS

DOEE informed OP that it supports the addition of solar panels on residential buildings.

DDOT worked with the applicant on the redesign of the street and alley system, and is expected to file comments separately.

No comments were received from other agencies.

X. COMMUNITY COMMENTS

ANC 1A, at its regularly scheduled meeting of September 14, 2016, voted to support 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 in support was filed of the application by the Park Morton Residents Council (Exhibits 31 & 32), representing the residents of the Park Morton housing complex.

A request for party status in opposition was filed to the application by an organization called the Georgia Avenue Corridor Neighbors (exhibit 33).