

## MEMORANDUM

**TO:** District of Columbia Zoning Commission  
*JLS*

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

**DATE:** March 13, 2015

**SUBJECT:** **Hearing** Report - ZC #14-18 (Brookland Manor)  
First Stage and PUD and Related Map Amendment

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### REQUEST FOR LATE SUBMITTAL

The attached report is being submitted less than 10 days prior to the Zoning Commission's Public Meeting. The Office of Planning respectfully requests that the Commission waive its rule and accept this report into the record.

### **I. APPLICATION AND RECOMMENDATION**

Mid-City Financial Corporation (Applicant) proposes the redevelopment of the Brookland Manor Apartments and Brentwood Village Shopping Center. As described in the filings from the applicant, the proposal would include on-site replacement of occupied Section 8 housing units at the time of new construction, and the creation of a mixed income community with a variety of housing types, improved urban design and connectivity, open/green spaces, and enhanced retail opportunities.

To achieve these goals, the applicant is proposing a First Stage PUD with a PUD-related map amendment from the R-5-A and C-2-A districts to the R-5-B, C-2-A and C-2-B districts. As this is a request for a First Stage PUD, the filings do not yet detail building design or materials; this would be provided as part of subsequent Stage 2 submissions. However, the application does generally outline proposed site plan, densities, heights, circulation patterns, and uses – consistent with a Stage 1 application. The Office of Planning (OP) remains supportive of the concept, and notes the additional detail and clarification needed.

In the OP setdown report dated November 14, 2014 (Exhibit 10) and in Zoning Commission discussion at the set down meeting of November 24, 2014, a number of issues were raised requiring specificity and resolution as part of the Stage 1 review, and then confirmation and implementation through subsequent Stage 2 applications. As will be noted in the OP analysis not all of these issues have been adequately addressed by the applicant to date.

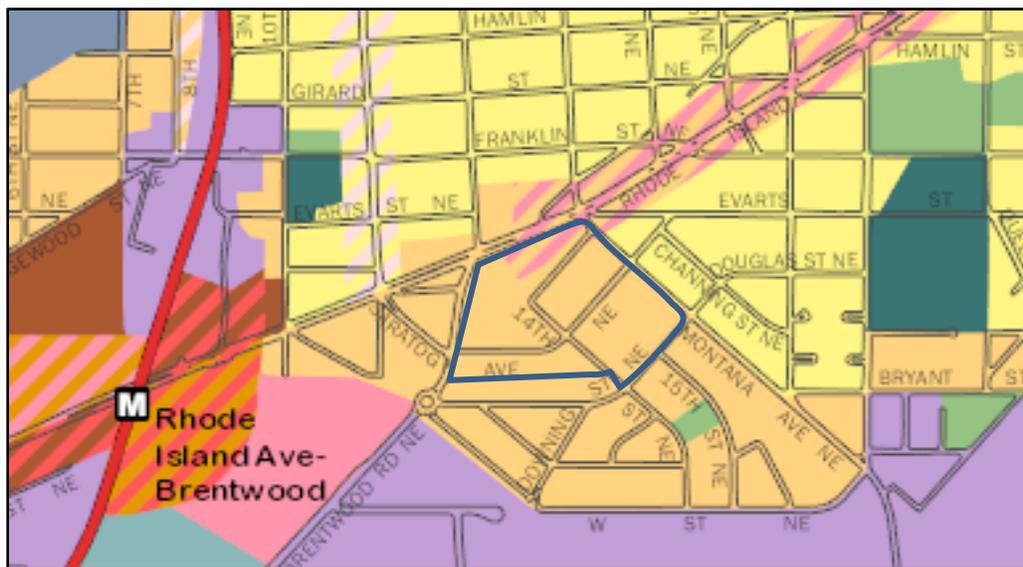
As such, despite OP general support for the concept, OP cannot make a recommendation on the Stage 1 PUD at this time. In particular, additional attention to consistency with the Comprehensive Plan and more defined and definitive affordable housing/tenant relocation plan is necessary.

## COMPREHENSIVE PLAN

When the case was set down for hearing in November 2014, the Commission raised the issue of how the proposal was not inconsistent with the Comprehensive Plan and requested that additional information be provided to address the issue. The Office of Planning is supportive of the redevelopment of the site however the issue of consistency with the Comprehensive Plan remains unresolved. OP strongly supports the development team working with the Office of Planning during the next two years to update the Comprehensive Plan to achieve the overall goals.

### Future Land Use Map

The Future Land Use Map identifies the majority of the site for moderate density residential, and identifies the area of the Brentwood Shopping Center (corner of Montana and Rhode Island Ave) for mixed –use moderate density commercial and moderate density residential.

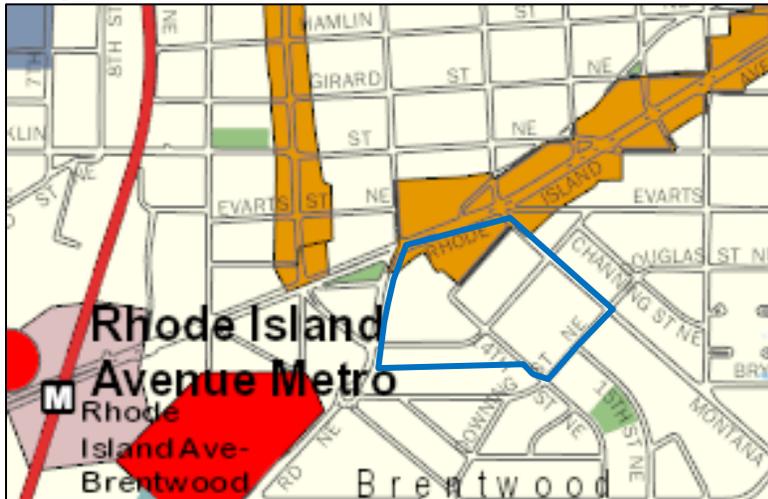


**Moderate Density Residential areas are described as . . . :** *District's row house neighborhoods, as well as its low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of single family homes, 2-4 unit buildings, row houses, and low-rise apartment buildings. In some of the older inner city neighborhoods with this designation, there may also be existing multi-story apartments, many built decades ago when the areas were zoned for more dense uses (or were not zoned at all). The R-3, R-4, R-5-A Zone districts are generally consistent with the Moderate Density Residential category; the R-5-B district and other zones may also apply in some locations. 225.4*

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

### Generalized Policy Map

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



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

The proposed C-2-B/PUD introduces density and heights that are greater than those recommended under moderate density. The proposed C-2-B and C-2-A mixed use buildings within the PUD extend commercial uses well into the residential designated area and are also difficult to rectify with the existing classification of Neighborhood Conservation Area which in this case is residential use.

The illustration below shows the proposed development with the existing mixed use moderate density designation of the FLUM superimposed. All other areas of the site are designated moderate density residential. Proposed maximum building heights are noted.



There is no land use supplemental guidance for this site and although the PUD would further many of the Comprehensive Plan goals for revitalizing neighborhoods, improving housing quality and transit oriented development, the Comprehensive Plan Land Use and Policy maps designate such redevelopment at a lower density and height than proposed in this application. The Comprehensive Plan maps are generalized and show general patterns of development appropriate for an area, not for individual property boundaries, and OP does not disagree that the site is appropriate for an increase in density beyond that of the Comprehensive Plan maps. However, it appears that the Comprehensive Plan should be changed first, before the proposed zoning can be determined fully “not inconsistent.”

### **Path Forward**

After reviewing the phasing illustrations submitted with the application, the applicant’s commitment to build replacement housing first and the request for an extended approval period of a Stage 1 PUD<sup>1</sup>, a path forward could be achieved by:

- Redesigning the PUD so it is “not inconsistent” with the existing Comprehensive Plan which would allow for the Phase 1 Construction as shown on page 3 of the 20-day Submission dated February 2015;
- While the revised PUD is in progress, the applicant should simultaneously be working with the City-wide planning division of OP and the neighborhood on amendments to the Comprehensive Plan;
- Once the Comprehensive Plan is amended, the PUD could be modified to reflect the new designations and densities and the PUD could continue.

Based on the time frame represented by the Phasing plans and the need to close and rededicate public streets, there should be minimum or no delay in the overall timing of the redevelopment.

OP has provided an analysis of the application relative to the PUD regulations.

## **II. SITE AND SURROUNDING AREA**

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

The site is located in the Brentwood neighborhood of Ward 5 and is zoned R-5-A and C-2-A. The area surrounding the site is generally developed with low scale residential and retail uses and some institutional uses. The retail uses are concentrated along Rhode Island Avenue and are in one and two story buildings in the C-2-A zone. Surrounding the site to the south, east and

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<sup>1</sup> §2407.10 states “The first-stage approval shall be valid for a period of one year, unless a longer period is specified by the Commission, or unless the Commission extends that period.” The applicant has requested the Stage 1 approval for 3 years.

west is the Brentwood community with a mixture of single family detached, rowhouses, low-rise apartments and instructional uses (churches) in the R-1-B, R-3 and R-5-A zones.

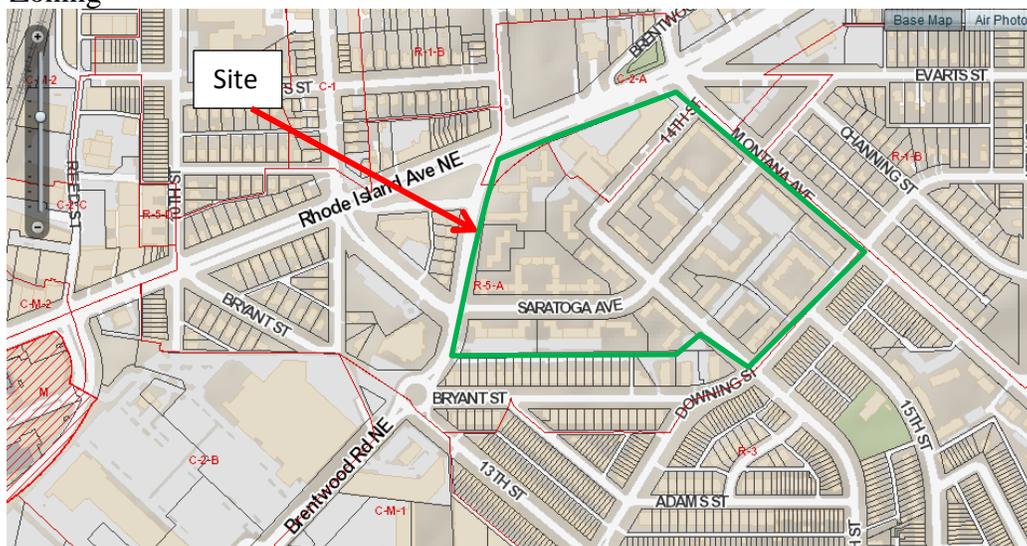
Directly north of the site is a large vacant property, the Brentwood Fire Station and other small retail uses in the C-2-A zone while further north is the Brookland community with predominantly single family detached homes in the R-1-B zone. The area immediately to the west of the site is dominated by three large churches which each have a variety of accessory uses such as school and clinics. The area has a few single family detached, rowhouses and apartment buildings in the R-5-A zone.

Further west of the site is the Rhode Island Avenue Metro Station and a mixed use development consisting of ground floor retail, apartments and parking and the Rhode Island Shopping Center with a number of small retail uses and anchored by a Home Depot and Giant Supermarket. The Metro Station and surrounding development is approximately 0.6 miles from the site.

Map 1 - Site Location



Map 2 - Zoning



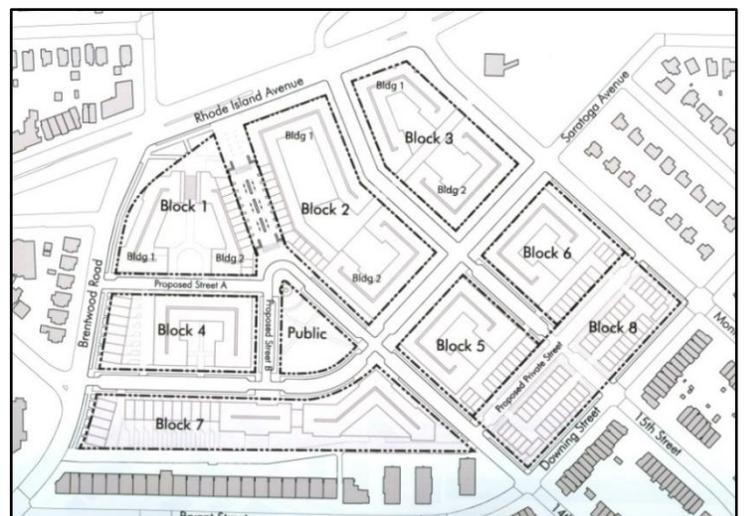
#### IV. BACKGROUND and PROPOSAL

The Brookland Manor Apartment complex was built between 1930 and 1940 as a planned community. It included the Brentwood Village Shopping Center built to serve the residents of the apartments. The apartments were substantially renovated a number of times with financing through the Department of Housing and Urban Development (HUD). Although the apartments and the grounds are well maintained, the 75 year old buildings have significant engineering and design flaws which cannot be easily fixed. Additionally, the design and community layout have contributed to safety issues within and outside of the complex. The open green spaces are not utilized as they are not considered to be safe and the street network is not conducive to efficient pedestrian and vehicular access through the complex.

The buildings include 525 apartments, with 373 units having project-based Section 8 subsidies, approximately 100 units receiving DHCD Housing Choice Vouchers and approximately 20 tenants who receive no assistance. As of January 1, 2015 there were 503 occupied units. The Applicant projects that through natural attrition there would be 424 occupied units at the beginning of construction in 2018. The shopping center houses a variety of small scale retail uses such as discount mattress store, a dental office, liquor store, pawn shop, nail salon and does not serve most of the residents or the greater Brentwood neighborhood.

The Applicant proposes to transform this predominantly low income housing development into a mixed-income, mixed-use community with 2,235 units of which 20% or 424 units would be affordable housing. Of the 424 units, 373 units would be replacement units under the Section 8 Program and the remainder would be Inclusionary Zoning units. According to the applicant, residents who choose to remain and meet the required criteria for the Section 8 and Housing Choice Vouchers programs would be rehoused in the new development. Additionally, the Applicant has provided a plan which allows residents to remain on the site during construction and be relocated to their new homes through the phased development. The Applicant states that conversations with the existing residents have been underway for some time to create a workable and effective Tenant Relocation and Replacement Plan, but disagreements with the existing residents remain. The residents have collectively filed as a party in opposition to this application

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



Map 3 - Parcel Map

The new Brookland Manor would include 198,047 square feet of retail space which may include a 56,000 square foot grocery store. Further, a one acre community green and a one acre pedestrian walk are proposed as green open spaces for the residents and the greater community (Map 4).

Map 4 - Proposed Site Plan



The development would include a mixture of apartment, two-over two, and rowhouse buildings ranging in height from 90 feet to 45 feet. The building heights transition down from Rhode Island Avenue towards the southern portion of the site which is adjacent to existing lower density residences.

To create smaller blocks and provide additional connections, Saratoga Avenue would be slightly relocated and would be the new east to west roadway through the site. 15<sup>th</sup> Street would be extended through the site to connect to Rhode Island Avenue and 14<sup>th</sup> Street would be extended to the intersection of the park and the pedestrian walkway. A new Street A would be introduced between Blocks 1 and 3 and a new private street between Blocks 8 and Blocks 5 and 6. Sidewalks of varying widths are provided throughout the site dependent on the function of the street. Pedestrian crossings would be provided along Downing Street, Montana Avenue, Brentwood Road and Rhode Island Avenue. Bicycle circulation would be accommodated along all streets.

A broad “pedestrian walk” is proposed between Blocks 1 and 2 to encourage pedestrian movements through the site to the retail uses on the site, the surrounding communities, and to the Rhode Island Metro Station. This landscaped tree lined walkway would have a width of approximately 75 to 80 feet. Loft style units with entrances off the walkway would be provided on the portions of Buildings 1 and 2 which front on the pedestrian way. At the end of the pedestrian way is the “community green.” The northern end of the green would feature a fountain or sculpture while the southern portion would have an orchard or another urban farming component and open green space.

1,930 parking spaces would be provided across the site which is 619 above the 1,311 spaces required. The plans indicate that the rowhouses and flats would have integral garage parking. The Applicant also clarified that most of the parking in the other buildings would be below grade but there may be portions which extend above grade. However, these areas of the parking would not be visible from adjacent streets. Additional on-street parking would be accommodated on all internal streets.

Sheet 22 of the submitted Plans shows the general access points for the loading for each building. However, the requirement for each building and use has not been provided at this time but will be addressed at each Second Stage Review. OP recommends that loading in the mixed use buildings be shared to the extent possible.

A First Stage PUD is evaluated on issues such as zoning, massing, overall site plan, and use mix for the entire Brookland Manor site. Detailed site and building design would be provided and reviewed by the Commission in subsequent Second Stage applications. The following is a breakdown of the proposed development parameters for each block, some of which may have multiple buildings;

	Use (sq. ft.)			Building Height (Maximum)		Parking
	Residential	Retail	Other	Feet	Stories	
<b>Block 1</b>	380,692 gfa (412 units)	-	-	90 ft.	9	309
<b>Block 2</b>	492,155 gsf (547 units)	96,835 gfa	-	90 ft.	4 & 7	61-93
<b>Block 3</b>	352,476 gsf (392 units)	72,570 gfa	-	90 ft.	4 & 7	37-56
<b>Block 4</b>	197,900 gsf (205 units)	-	-	60 ft.	5	35-70
<b>Block 5</b>	132,688 gsf (143 units)	14,988 gfa-	-	65 ft.	4.5	35-70
<b>Block 6</b>	152,240 gsf (131 units)	13,636 gsf	-	45 & 65 ft.	2 & 4.5	46-68 (residential) 19 (retail)
<b>Block 7</b>	207,080 gsf (259 units)	-	-	60 ft.	5	39-78
<b>Block 8</b>	133,483 gsf (48 units)	-	-	45 ft.	5	
<b>Park</b>	43,560 sq. ft.	-	-	-	-	-

## V. ZONING

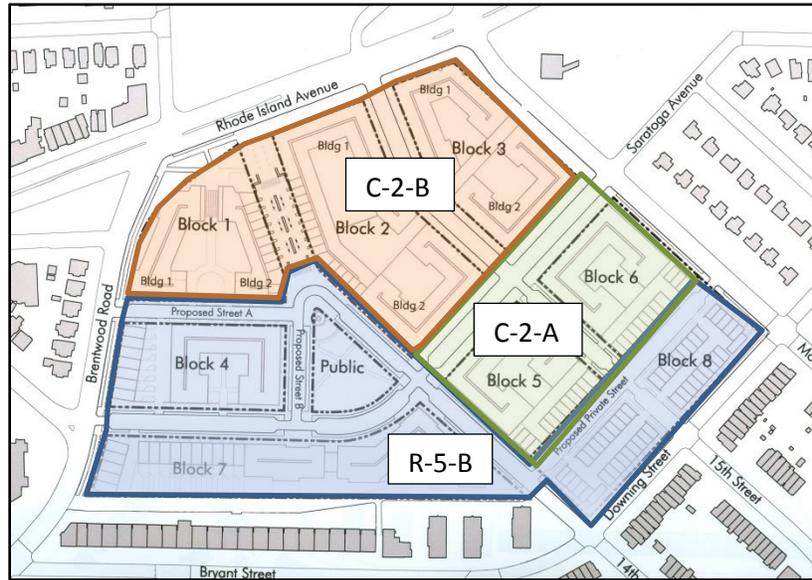
The site is currently zoned R-5-A and C-2-A. The R-5-A zone permits matter-of-right development of single-family residential uses including detached, semi-detached, row dwellings, and flats at a low height and density. The C-2-A district permits low-moderate density shopping and business needs, housing,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

As shown on the map below, the applicant has requested the following PUD-related map amendments:

- Blocks 1, 2 and 3, planned for the mixed use buildings with retail and apartment uses in the C-2-B zone;
- Blocks 5 and 6, planned for mixed use buildings with retail, apartments and rowhouses and would be in the C-2-A zone; and

- Blocks 4, 7, and 8, planned for a mix of apartments and rowhouses and flats in the R-5-B zone.

Map 5 – Proposed Zoning



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

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

	<b>R-5-A Standards (Existing)</b>	<b>C-2-A Standards</b>	<b>C-2-B PUD Standards</b>	<b>Proposal</b>
Area	2 ac. min (87,120 sf).	1 ac. min (43,560 sf)	15,000 sf min.	6.96 acs. (303,526 sf)
Height	40 ft.	50 ft.	90 ft.	<u>Block 1</u> Multifamily - 90 ft. <u>Block 2</u> Retail/Residential - 90 ft. <u>Block 3</u> Retail/Residential - 90 ft.
FAR	0.9	2.5	6.0 All uses. 2.0 commercial	<u>Block 1</u> Multifamily – 3.6 <u>Block 2</u> Retail – 0.7 Residential –3.5 <u>Block 3</u> Retail – 0.8 Residential –3.9
Lot Occupancy	40%	60% residential 100% commercial	60% residential 100% commercial	<u>Block 1</u> –43%. <u>Block 2</u> - 81% commercial  <u>Block 3</u> – 92% commercial
Lot Width	40 ft.	None	None	None Required.
Rear Yard	20 ft.	15 ft.	15 ft. min.	Relief Required
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	2 ins./ft. of height but not less than 6 ft.	2 ins./ft. of height but not less than 6 ft.	Relief Required
Parking Spaces	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units  <u>Block 1</u> Multifamily: 206  <u>Block 2</u> Retail: 126 Multifamily: 274  <u>Block 3</u> Retail: 93 Multifamily: 196  <b>TOTAL = 895</b>	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units  <u>Block 1</u> Multifamily: 206  <u>Block 2</u> Retail: 126 Multifamily: 274  <u>Block 3</u> Retail: 93 Multifamily: 196  <b>TOTAL = 895</b>	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1per 2 units  <u>Block 1</u> Multifamily: 206  <u>Block 2</u> Retail: 126 Multifamily: 274  <u>Block 3</u> Retail: 93 Multifamily: 196  <b>TOTAL = 895</b>	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units  <u>Block 1</u> Multifamily: 309  <u>Block 2</u> Retail: 126 Multifamily: 411  <u>Block 3</u> Retail: 93 Multifamily: 294  <b>TOTAL = 1,233</b>
Loading	To be provided at Stage 2	To be provided at Stage 2	To be provided at Stage 2	To be provided at Stage 2

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

	<b>R-5-A Standards (Existing)</b>	<b>C-2-A PUD Standards</b>	<b>Proposal</b>
Area	1 ac. or 43,560 sq. ft.	15,000 sq. ft. mi	122,611 sq. ft. (2.81 acs.)
Height	40 ft.	65 ft. max.	<u>Block 5</u> Retail/Residential - 65 ft. Rowhouses - 45 ft.  <u>Block 6</u> Retail/Residential - 65 ft. Rowhouses - 45 ft.
FAR	0.9	3.0 max. Residential: 3.0 Non-residential: 2.0	<u>Block 5</u> Retail: 0.4 Multifamily: 2.6 Rowhouses: 2.2  <u>Block 6</u> Retail: 0.3 Multifamily: 2.7 Rowhouses: 1.9
Lot Occupancy	40%	60% max. for residential 100% for commercial	Blocks 5: 87% Block 6 - 86%
Rear Yard	20 ft.	15 ft. min.	Multifamily: Flexibility requested Rowhouses : 15 ft.
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	2 ins./ft. of height but not less than 6 ft.	Multifamily: Flexibility requested Rowhouses: 0 to 15 ft.
Parking Spaces	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 5</u> Retail: 40 Multifamily: 66 Rowhouses: 12  <u>Block 6</u> Retail: 38 Multifamily: 60 Rowhouses: 12  <b>TOTAL = 228</b>	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 5</u> Retail: 40 Multifamily: 66 Rowhouses: 12  <u>Block 6</u> Retail: 38 Multifamily: 60 Rowhouses: 12  <b>TOTAL = 228</b>	Retail: In excess of 3,000 sf.; 1/750 sf of GFA Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 5</u> Retail: 40 Multifamily: 99 Rowhouses: 12  <u>Block 6</u> Retail: 36 Multifamily: 90 Rowhouses: 12  <b>TOTAL = 289</b>
Loading	To be provided at Stage 2	To be provided at Stage 2	To be provided at Stage 2

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

	<b>R-5-A Standards (Existing)</b>	<b>R-5-B/PUD Standards</b>	<b>Proposal</b>
Area	2 acres	1 ac. min. (43,560 sq. ft.)	286,222 sq. ft. (6.6 acs.)
Height	40 ft.	60 ft. max.	45 ft. - 60 ft.
FAR	0.9	3.0 max.	Block 4 – 2.7 Block 7 – 1.9 Block 8 – 1.4
Lot Occupancy	40%	60% max.	Block 4 – 59% Block 7 – 61% Block 8 – 36%
Rear Yard	20 ft.	4 ins./ft. of height of building but not less than 15 ft.	15 ft.
Side Yard	3 ins./ft. of height of building but not less than 8 ft.	3 ins./ft. of height of building but not less than 8 ft.	Rowhouses: Flexibility requested.
Parking Spaces	Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 4</u> Multifamily: 96 Rowhouses: 14  <u>Block 7</u> Multifamily: 115 Rowhouses: 30  <u>Block 8</u> Rowhouses: 48  <b>TOTAL = 188</b>	Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 4</u> Multifamily: 96 Rowhouses: 14  <u>Block 7</u> Multifamily: 155 Rowhouses: 30  <u>Block 8</u> Rowhouses: 48  <b>TOTAL = 188</b>	Multifamily: 1 per 2 units Rowhouses: 1 per unit  <u>Block 4</u> Multifamily: 144 Rowhouses: 14  <u>Block 7</u> Multifamily: 172 Rowhouses: 30  <u>Block 8</u> Rowhouses: 48  <b>TOTAL = 408</b>
Loading	To be provided at Stage 2	To be provided at Stage 2	To be provided at Stage 2

**VI. FLEXIBILITY**

The Applicant has requested flexibility from side and rear yard requirements on some of the buildings as part of this First Stage PUD. A Revised Zoning Tabulation sheet (ZC Exhibit 15B page 17 and March 2015, pages 10 and 11) outlines the basic parameters for the development of each block. However, more details analysis would be done for each block and lot at the Second Stage review. The applicant also requests an extended Stage 1 approval of three years.

**VII. OP ANALYSIS OF OUTSTANDING ISSUES**

This section discusses issues raised at the time the case set down for a public hearing. All of the below issues require specificity and resolution as part of the Stage 1 review, and then confirmation and implementation through subsequent Stage 2 applications. As will be noted in the OP analysis below, many of these issues need additional information or detail. .

***Detail of the phasing plan, including approximate scheduling and development priorities and justification for a three year time period for the Stage 1 approval.***

The Applicant has submitted a phasing plan (ZC Exhibit 15A and 23E) that incorporates the retention of the current residents on the site during construction and being moved into new units after construction. The development would be constructed over three phases (Phase 1,

2A, 2B and 3) with the housing for seniors in Phase 1 to minimize the number of moves for those residents. The Applicant states that off-site relocation is not anticipated, but has indicated that if it is unavoidable they are committed to being responsible for the cost associated with the relocation and the cost to return after construction.

The Applicant has requested flexibility from § 2407.10 to allow the First Stage PUD to be valid for a period of three years instead of the required one year, to allow the current HUD loan to mature in 2017 and for time to prepare for the submission for the Stage Two plans of this large development. The Applicant anticipates the construction would begin in 2018 but has not indicated a time line or scheduling for the remaining phases of the development.

As part of each Second Stage submission, the Applicant should provide additional information on phasing, which should include the approximate scheduling and development priorities at that time.

***1:1 replacement of deep subsidies.***

The Applicant projects that at the beginning of construction there will be 424 occupied units which would be considered the replacement units. The Applicant is proposing a 1:1 replacement based on the number of units actually occupied within the existing development at the time of redevelopment rather than a 1:1 replacement of all 525 units.

OP recommends that the 1:1 replacement be all 525 units. Secondly, that an alternate replacement schedule be considered with affordability deeper than 50% AMI should the development not retain the Section 8 subsidy.

***Options for funding if federal funds are not renewed.***

The Applicant states that if the commitment of HUD to retain the Section 8 contracts does not materialize, the option would be to reserve at least 20% of the proposed 424 units for affordable households at Inclusionary standards as follows:

- 212 units (10%) at up to 80% of Area Median Income (AMI);
- 212 units (10%) at up to 50% of AMI; and
- 12 for sale townhomes (10%) with 6 units for families at up to 50% of AMI and 6 units for families at up to 80% of AMI.

This option does not include the replacement of any of the affordable housing that is currently on the site. OP is not supportive of any proposal that would completely eliminate the level of affordability that currently exists.

***Provide a Table showing Existing and Proposed Unit Size by bedroom.***

At ZC Exhibit 15A, the Applicant provided a table showing the existing bedroom sizes and square footages for each unit type. However, a similar table was not provided for the proposed development within each phase.

***Phasing by household type including senior housing.***

The Phasing Plan shows the senior housing in Phase I of the development. No information was provided for other housing types.

***Provide detailed information on the overall FAR, and its consistency with Comprehensive Plan.***

The Applicant did not provide a detailed analysis of the overall FAR but states that the 3.3 FAR development is an appropriate density across the site and can be used to demonstrate consistency with the Comprehensive Plan.

Under the moderate density categories there is flexibility of zones and densities achievable through a PUD; however when considered in combination with the expanded commercial uses into the residential area and building heights, the 3.3 FAR is not sufficient to determine consistency with the Comp Plan.

***Size of units, number of bedrooms and AMI.***

The current development contains four and five bedroom units but the proposal has not committed to providing any four or five bedroom units. The Applicant states that their intent is to “right size” these units as some are currently occupied by two person families. The applicant did not provide a table to demonstrate existing household size, the proposed unit sizes, number of bedrooms of each and the corresponding AMI level.

***Clarify the number of Inclusionary Zoning units required and proposed.***

The Applicant proposes 424 apartment units 373 units would be replacement units under the Section 8 Program and the remaining 51 units would be Inclusionary Zoning units at 30% of AMI and 12 rowhouses at 30% to 50% of AMI. The Applicant did not provide a breakdown of the units required under IZ. However, the IZ requirement would be a total of 132 units, half at up to 50% of AMI and half at up to 80% of AMI.

***Provide typologies for podium parking design.***

The applicant states that the reference to “podium” was a misinterpretation of the buildings construction type for building code purposes. No above grade parking is being proposed in any of the mixed use buildings.

***Provide sections showing the relationship between the new constructions and the existing adjacent neighborhood;***

The Applicant did not provide any sections as part of the Stage 1 submission, but would submit them as the buildings are designed for the second stage submittals.

***Views of the buildings as seen from the adjacent residences.***

ZC Exhibit 15B shows a series of views and shadow studies of the proposed buildings viewed from points within the surrounding neighborhood.

***Provide info on pedestrian movements along the “pedestrian walk” and the extension of 14<sup>th</sup> Street extended through to Rhode Island Avenue.***

Due to the grade, the walkway between the community green and the “pedestrian walk” would have a number of stairs. The Applicant states that stairs would be gradual with ramps and would be ADA compliant. The area is kept as a “walk” instead of an extension of 14th Street to provide access to Rhode Island Avenue. The extension of 14th Street to Rhode Island Avenue is not possible due to its proximity to the Brentwood Road/Rhode Island intersection.

***Address how the circulation works with surrounding neighborhood.***

The proposed new streets or extended streets would connect the neighborhood to the development and provide additional ingress and egress points. The DDOT report further addresses circulation.

***How far would children of the community be required to walk to school.***

The Applicant provided a map (ZC Exhibit 15B) showing the location and the walk time to nearby schools from the center of the property as follows:

- Noyes Elementary - between 5-10 minutes
- Tree of Life Public Charter School – within 10 minute
- Calvary Christian Academy – approximately 10 minutes
- DC Prep (Edgewood) - over 10 minutes
- William E/ Dear, Jr. – over 10 minutes

***Provide details regarding proposed Green building initiatives.***

The proposal did not provide information regarding additional green building initiatives other than to commit to many green infrastructures such green roofs, bio-retention facilities, pervious pavement systems and engineered pits. DDOE in their report encourages the applicant to include additional stormwater management systems and LEED Gold or similar rating. The applicant has committed to continue working with DDOE.

***Provide details on the commitment to the grocery store.***

The Applicant states that they have retained a retail broker to market and attract an anchor grocer and recommends the inclusion of a grocery store on Block 2 or 3 as a condition of approval.

***Provide plans showing where and how the yard requirements for each building are met and the extent of the requested deviations.***

The Applicant provided a chart (Exhibit 15B) showing the yard requirements for each building and highlighting where relief will be needed. A more details analysis would be done for each block and lot at the Second Stage review.

***Provide the residential lot occupancy for the mixed use buildings.***

The proposed residential lot occupancy would be 80% in the C-2-B zone and 60% in the C-2-A zone, consistent with the zone district requirements.

***Provide reason behind not having active play fields or playgrounds within the development.***

At ZC Exhibit 15B, is a map showing the locations of recreation centers and park/fields in the neighborhood, most within a 10 minute walk from the property and are sufficient to serve the residents. The Applicant has offered to add a small playground in the community green. The Applicant should provide an analysis of existing facilities in the neighborhood and demonstrate that these would adequately serve the new residents. OP suggests the applicant review this issue again to provide this new multi-acre community active recreational facilities to serve the new residents without having to travel outside of the community.

***Transportation Demand Management specifics.***

In their Transportation Impact Study, the Applicant provided a TDM Plan which is addressed in the DDOT Report.

***More detail about benefits and amenities.*** Discussed in Section VIII.

***Construction Management Plan.***

The Applicant submitted a Construction Management Plan (ZC Exhibit 23E) but did not provide any information regarding the agreement with the tenants.

In addition, based on the most recent filings, OP has identified the following issues that require additional clarity or resolution:

***Loading.***

Sheet 22 of the submitted plans show the general access points for the loading for each building. However, the requirement for each building and use has not been provided but should be provided at the Second Stage Review.

***First Source Agreement.***

The Applicant did not address First Source Employment Agreement with Department of Employment Services (DOES) or a Certified Business Enterprises (CBE) agreement with the District of Columbia Local Business Opportunity Commission. For this large a development, OP encourages employment opportunities for local residents.

**VIII. PUD EVALUATION STANDARDS**

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. Section 2400.1 states that a PUD is “designed to encourage high quality developments that provide public benefits.” In order to maximize the use of the site consistent with the zoning regulations and to utilize opportunities for additional FAR, the Applicant is requesting that the proposal be reviewed as a Stage 1 PUD. This would allow the utilization of the flexibility stated in Section 2400.2.

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

Section 2400.4 establishes that the PUD shall not be inconsistent with the Comp Plan:

*While providing for greater flexibility in planning and design than may be possible under conventional zoning procedures, the PUD process shall not be used to circumvent the intent and purposes of the Zoning Regulations, nor to result in action that is inconsistent with the Comprehensive Plan*

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

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

## **IX. PUBLIC BENEFITS AND AMENITIES**

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

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

The proposed redevelopment would replace housing that has deteriorated over the years and not safe and a commercial center that is not serving the day to day needs of the residents. Its improvement is important to the neighborhood and revitalization of the Rhode Island Corridor. The public benefits and amenity package evaluation is partially based on an assessment of the additional development gained through the application process. The proposal requests a PUD related change in the R-5-A and C-2-A zone designations to R-5-B, C-2-A and C-2-B zones. Within the blocks the proposed FAR range between 1.4 and 4.6. With the private streets and the community green included the FAR is reported as 3.1 while if they are subtracted, the overall FAR is 3.3. The proposed zoning and FAR should be addressed relative to consistency with the Comprehensive Plan.

The Applicant has offered the following as public benefits and project amenities.

### **Affordable Housing**

The proposed development would include a variety of housing types - apartments, two-over-two's and rowhouses and unit sizes for a range of incomes. The Applicant has offered that of the 2,235 units proposed, a minimum of 20% or 424 units would be affordable and scattered throughout each block. The Applicant has committed that if the attrition rate is less than projected, the number of units could increase. Of the 424 units, 373 will be replacement Section 8 units and the remaining 51 units would for residents with Housing Choice Vouchers. If these units are not taken by persons with Housing Choice Vouchers then they would be dedicated to IZ units and 50% of the units would be for families at 50% of AMI and 50% of the units would be for families at up to 80% of AMI.

However, there would be no units at the lower level of 30% AMI which exists today. OP recommends that under either development option there be a replacement plan that includes units at the 30% AMI level.

### **Urban Design, Landscaping or Creation of Open Spaces**

The Applicant has created an overall Master Plan to guide the redevelopment of the property and the buildings have been designed to integrated with and have appropriate transitions to the surrounding Brentwood community. The new layout of the buildings on smaller blocks, their relationship to each other and better access to streets would make the area safer. The community green and pedestrian walkway would provide useable open space and eyes on the street. The landscaped areas would provide spaces for public activities and community socialization.

### **Site Planning and Land Uses**

The introduction of new streets and a new grid would result in a new sit layout which would eliminate much of the current illegal activities and allow for safe and effective vehicular, pedestrian and bicycle travel through the property. The new street grid results in the Applicant giving up 57,513 square feet of private property to be used for public streets and alleys.

As part of the development, the Applicant is proposing improvements to public infrastructure including utilities, street lights, street trees, ADA compliant street crossings and sidewalks on existing public streets and new facilities where necessary throughout the site. Transportation improvements would also be necessary to improve the intersection at the Rhode Island /Brentwood Road/Brentwood Fire Station to accommodate the new extended 15<sup>th</sup> Street. The Applicant projects infrastructure improvements to be approximately \$2,800,000.

### **Retail and Service Uses**

The proposal would provide 198,047 square feet of retail opportunities on the ground floor of buildings on the northeastern portion of the site. The Applicant envisions a “Main Street” between along 15<sup>th</sup> Street between Rhode Island Avenue and Saratoga Avenue and along Saratoga Avenue between 14<sup>th</sup> Street and Montana Avenue. The retail uses would be an asset to the residents and the surrounding community and provide day to day retail in close proximity to their residences. The Applicant has committed to providing a supermarket, possibly on Block 2, to serve the new community as well as the surrounding neighborhood. The development proposed commercial uses in area that are inconsistent with the Comprehensive Plan and should be addressed.

### **Green Elements**

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

The Applicant has submitted a preliminary LEED for Neighborhood Development certification (LEED ND) scorecard for the development showing the project would achieve the Silver level. However, the Applicant anticipates that individual buildings could perform at a greater level as each building is assessed individually and other sustainable design techniques are incorporated into the development. The Department of the Environment (DDOE) (ZC Exhibit 30) is supportive of the proposal and has made recommendations on ways to improve the development with regards to environmental issues. OP recommends that details of the proposed sustainable features of the development be provided as part of the each Second Stage review.

## **Uses of Special Value**

Brookland Manor currently provides residents with a number of programs that are specifically designed for the children and seniors that live in the community. Programs for children include a variety of enrichment activities, such as: after-school care, tutoring, arts and crafts, community gardening, summer camp and meal programs to ensure that no child goes home hungry. Senior programs include events designed to bring Brookland Manor's senior community together. The Applicant states that a lack of appropriate space for these programs has been a challenge and therefore the new buildings would include appropriate space these programs, as well as additional amenities such as business centers, work-out facilities. OP recommends that at each stage of the development the Applicant provide details of how these programs would be reintegrated.

## **X. AGENCY COMMENTS**

The application was referred to the various District Government agencies for review and comment, and will be referred at each of the Second Stage applications. The District Department of Transportation (DDOT) and The Department of the Environment (DDOE) have submitted reports under separate cover. OP received a direct response form the Metropolitan Police Department and is attached to this report (Attachment 1).

## **XI. COMMUNITY OUTREACH**

The Applicant states that they have met with and made presentations to community organizations, ANC 5C and existing residents on several occasion and the dialogue will continue through the tenant relocation and construction phases.

JLS/mbr

ATTACHMENT 1



GOVERNMENT OF THE DISTRICT OF COLUMBIA  
METROPOLITAN POLICE DEPARTMENT

**MAR - 3 2015**

Maxine Brown-Roberts  
Senior Development Review Specialist  
District of Columbia Office of Planning  
1100 4<sup>th</sup> Street, S.W., 6<sup>th</sup> Floor  
Washington, D.C. 20024

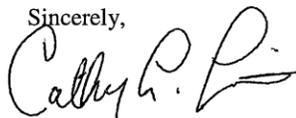
Dear Ms. Brown-Roberts:

This is in response to the request that the Metropolitan Police Department (MPD) offer comments regarding the application submitted by Mid-City Financial to demolish and redevelop Brookland Manor Apartments and Brentwood Village Shopping Center (ZC Case# 1418).

The proposal was forwarded to the Fifth District Commander Dierdre Porter, as the development would be located in the confines of the Fifth District. Commander Porter reviewed the plan and noted that the additional development would increase both pedestrian and vehicular traffic. Consequently, the D.C. Department of Transportation should also be consulted regarding the impact and plan for the anticipated increased traffic in the area. In addition, Commander Porter recommended that the developer consider enhanced lighting and security features a priority to ensure increased public safety along the walkways and interior courtyards of the development. I have also reviewed the plans and concur with Commander Porter's assessment.

Thank you for the opportunity to provide comments on mater that impact the Metropolitan Police Department, as well as the service that we provide to the citizens of the District of Columbia. Should you require additional information or comment, please feel free to contact me further.

Sincerely,



Cathy L. Lanier  
Chief of Police