



## Executive Director's Recommendation

Commission Meeting: November 6, 2014

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<b>PROJECT</b>	<b>NCPC FILE NUMBER</b>
<b>First Stage Planned Unit Development and Related Map Amendment at Various Lots in Squares 5862, 5865, 5866, and 5867 (A&amp;R Development Corporation, District of Columbia Housing Authority, and Preservation of Affordable Housing, Inc.)</b> Southeast Washington, DC	<b>ZC 14-02</b>
	<b>NCPC MAP FILE NUMBER</b>
	83.00(06.20)43982
	<b>APPLICANT'S REQUEST</b>
	Approval of report to the Zoning Commission of the District of Columbia
<b>SUBMITTED BY</b> Zoning Commission of the District of Columbia	<b>PROPOSED ACTION</b> Approve comments as requested
<b>REVIEW AUTHORITY</b> Approval of Comments to the Zoning Commission of the District of Columbia per 40 U.S.C. § 8724(a) and D.C. Code § 2-1006(a)	<b>ACTION ITEM TYPE</b> Staff Presentation

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### PROJECT SUMMARY

The Zoning Commission of the District of Columbia has referred for comment zoning case ZC 14-02, a First Stage Planned Unit Development and a related map amendment for various lots in Squares 5862, 5865, 5866, and 5867. The site is primarily comprised of the existing Barry Farm public housing complex and the Wade Road Apartments. The Planned Unit Development proposes a complete redevelopment of the neighborhood from single-use low-income to a mixed-use, mixed-income community. The approximately 34 acre site is bound roughly by Firth Sterling Avenue SE on the northwest, Suitland Parkway on the northeast, Wade Road SE on the southeast, and the St. Elizabeths West campus on the southwest. The Applicant's proposed First Stage Planned PUD will set the overall plan for the development, including site layout, building massing and density, and other development components. To accommodate the proposed development, the Applicant also proposes a zoning map amendment to rezone the property from the R-5-A district to the R-5-B and C-2-A districts.

### KEY INFORMATION

- The Planned Unit Development is proposed to include:
  - Approximately 1,400 residential units in a mix of apartment units, row dwellings, and flats. Approximately 344 of these units will be replacement public housing units (the Applicant has also agreed to develop another 100 replacement public housing units off-site and separate from the PUD);
  - Approximately 55,500 square feet of gross floor area for retail/service uses;
  - A substantial amount of open space, including a 2.4 acre central park;

- Approximately 1,067 parking spaces are also planned with the PUD, with additional on-street parking provided throughout the site; and
- New public infrastructure, including roads and utility upgrades.

- The proposed development provides an overall Floor Area Ratio of 2.09, which is consistent with the Comprehensive Plan's moderate density zone designation for the site.
- Barry Farm is one of the communities in the District's New Communities Initiative, which is a program designed to revitalize areas of solely public housing and replace them with mixed income and mixed use communities. The site for the Planned Unit Development consists of (1) the Barry Farm residences, 432 low-income rowhouses that are owned and managed by the D.C. Housing Authority; (2) the Wade Apartments, 12 low-income units at the corner of Wade and Eaton Roads that are owned and managed by the D.C. Housing Authority; and (3) eight vacant properties owned by the District.
- A First Stage PUD is normally valid for a period of one year (section 2407.10 of the Zoning Regulations). The development team has requested flexibility from this provision to allow the First Stage PUD to be valid for a period of three years from the effective date of the Zoning Commission's order. The additional time will allow the development team to proceed through U.S. Department of Housing and Urban Development funding and disposition processes.
- The existing zoning for the PUD site is R-5-A, which allows for a height of 65 feet; the proposed zoning along the north and western edges of the PUD is C-2-A, which also allows for a building height of 65 feet. (These heights do not include the allowable penthouses that will increase the total building heights further.)

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## RECOMMENDATION

The Commission:

**Finds** First Stage Planned Unit Development and a related map amendment for various lots in Squares 5862, 5865, 5866, and 5867 is not inconsistent with the Comprehensive Plan for the National Capital.

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## PROJECT REVIEW TIMELINE

<b>Previous actions</b>	None.
<b>Remaining actions</b>	None.

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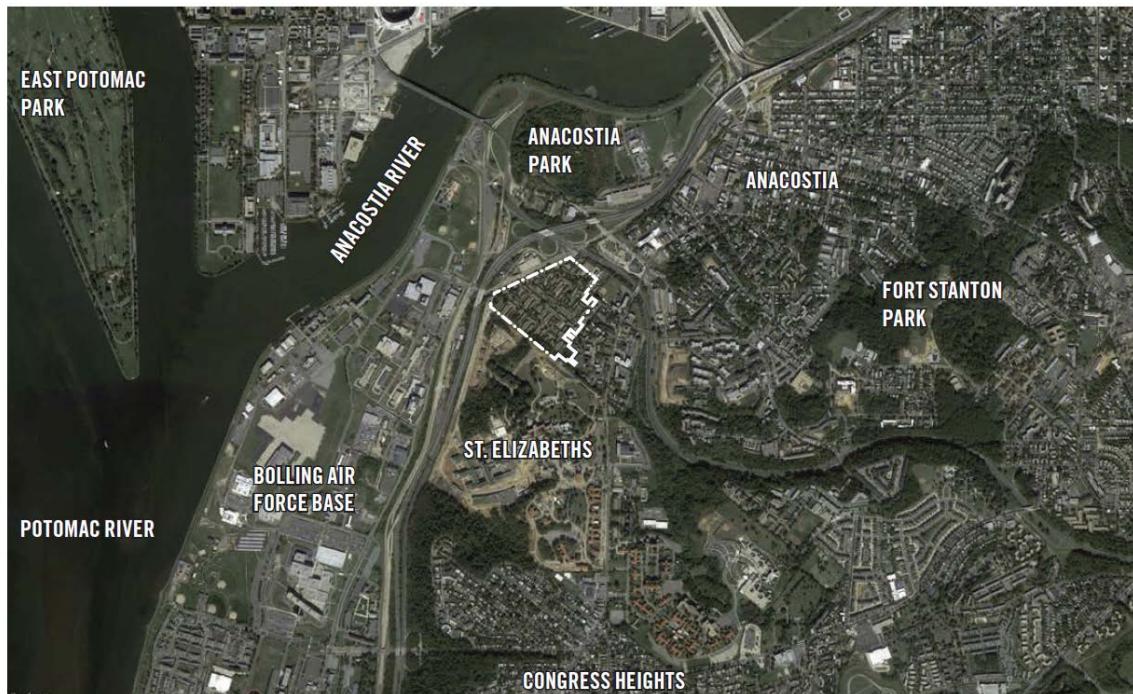
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## I. PROJECT DESCRIPTION

### Site / Background

On October 20, 2014, the Zoning Commission for the District of Columbia took a proposed action to approve zoning case ZC 14-02, a First Stage Planned Unit Development (PUD) and a related amendment to the Zoning Map of the District of Columbia. Approval of the PUD will allow the development team, A&R Development Corporation, the District of Columbia Housing Authority (DCHA), and Affordable Housing, Inc., to begin development at the existing Barry Farm housing complex and adjacent Wade Road Apartments in Southeast Washington. The proposed PUD was referred to NCPC for review and comment on October 21, 2014. The Zoning Commission is scheduled to take a final action on the PUD on November 24, 2014.

The PUD site is approximately 34 acres and is bound roughly by Firth Sterling Avenue SE on the northwest, Suitland Parkway on the northeast, Wade Road SE on the southeast, and the St. Elizabeths West campus on the southwest. The development team's proposed First Stage PUD will set the overall plan for the redevelopment of the PUD site, including site layout, building massing and density, and other development components. To accommodate the proposed development, the development team also proposes a zoning map amendment to rezone the property from the R-5-A district to the R-5-B and C-2-A districts.



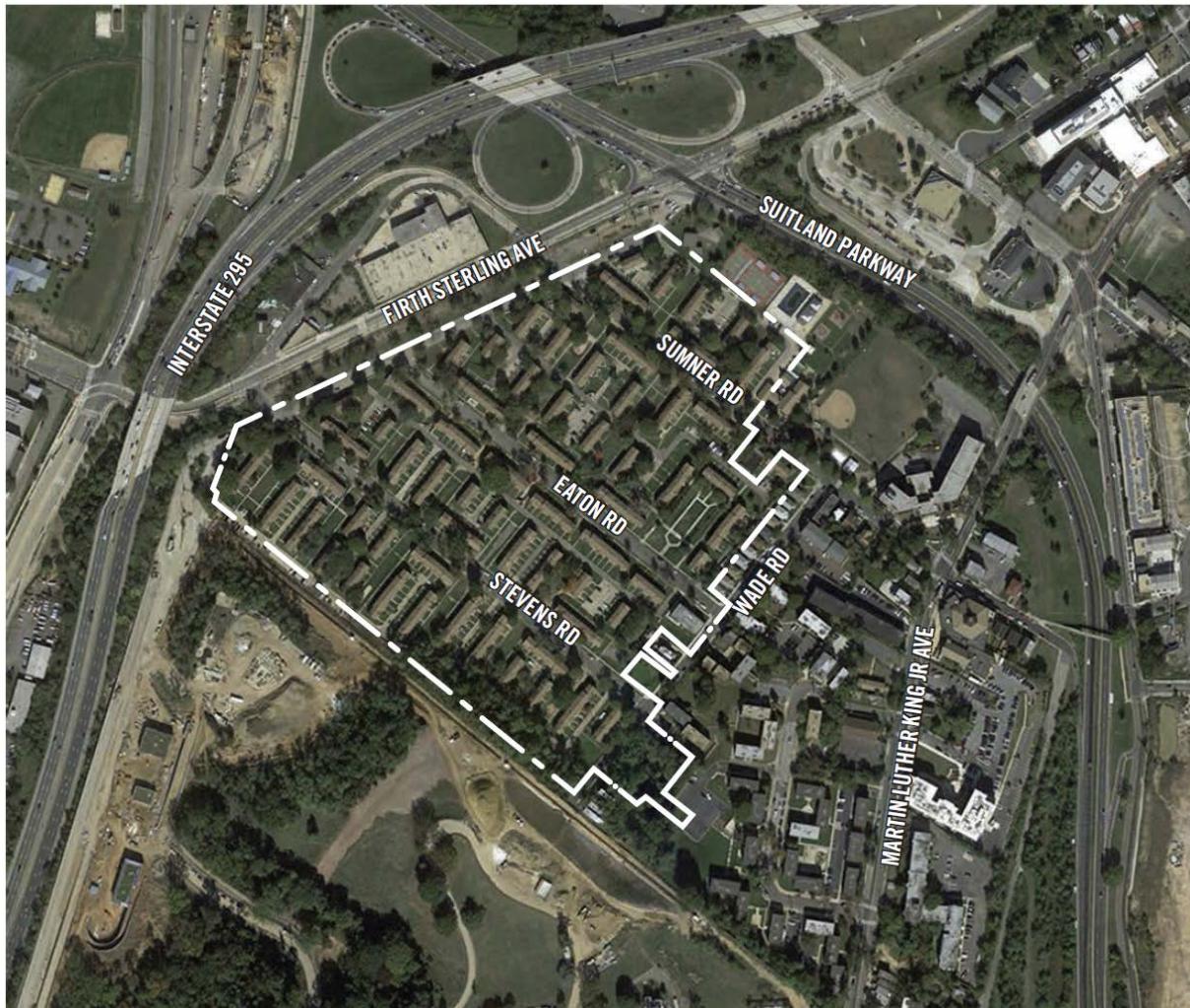
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### LOCATION PLAN

1" = 1600'

Figure 1: Aerial view of the PUD site

(Source: DC Office of Zoning case file ZC 14-02)



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### VICINITY PLAN

1" = 300'

Figure 2: Aerial view of the PUD site

To the west of the PUD site, across Firth Sterling Avenue SE; to the north is the new Barry Farm Recreation Center and the Excel Academy Charter School; to the east is the Park Chester apartments and row dwellings; and to the south is the St. Elizabeths West campus with the U.S. Department of Homeland Security offices.

(Source: DC Office of Zoning case file ZC 14-02)

The site for the PUD consists of (1) the Barry Farm residences, 432 low-income rowhouses that are owned and managed by the DCHA; (2) the Wade Apartments, 12 low-income units at the corner of Wade and Eaton Roads that are owned and managed by the DCHA; and (3) eight vacant properties owned by the District. The site has a long history. It initially was part of a farm owned by James Barry in the 19<sup>th</sup> century. The land was then purchased in 1867 by the Bureau of Refugees, Freedmen, and Abandoned Lands, a U.S. government agency usually referred to as simply the

Freedmen's Bureau, which aided distressed freedmen (freed slaves) during the Reconstruction era of the U.S. The Freedman's Bureau then parceled out the farm property to freed slaves. In 1954, the Redevelopment Land Agency, on behalf of the District government, then purchased the land west of Wade Road SE. The District government then built the large, public-housing community that is known today as Barry Farm.



Figure 3: View of Barry Farm, Terrace section I (date unknown)

(Source: Library of Congress Prints and Photographs Division; Gottscho-Schleisner, Inc., photographer)

## **Proposal**

The proposed Planned Unit Development includes approximately 1,834,317 square feet of gross floor area across approximately 25.4 acres. (The PUD plan also includes approximately 8.6 acres of public streets and alleys.)

The PUD site is currently zoned R-5-A, a district intended to permit flexibility of design by permitting all types of urban residential development if they conform to the height, density, and applicable area requirements. The maximum matter-of-right height permitted in the R-5-A District

is 40 feet, and the maximum permitted Floor Area ratio (FAR) is 1.08 utilizing Inclusionary Zoning bonus density. A PUD in the R-5-A District may achieve a maximum height of 60 feet and a maximum density of 1.0 FAR.

The development team is requesting a zoning map amendment to rezone portions of the PUD site to the R-5-B District. The maximum matter-of-right height permitted in the R-5-B District is 50 feet, and the maximum permitted FAR is 2.16 with the Inclusionary Zoning bonus density. A PUD in the R-5-B District may achieve a maximum height of 60 feet and a maximum density of 3.0 FAR.

The remaining portion of the PUD site not to be in a R-5-B District is proposed to be a C-2-A District. The C-2-A District is designed to provide facilities to support shopping and business needs, housing, and mixed uses for areas of the District of Columbia outside of the central core. The maximum height permitted in the C-2-A District is 50 feet, and the maximum permitted FAR is 3.0 with the Inclusionary Zoning bonus density. A PUD in the C-2-A District may achieve a maximum height of 65 feet and a maximum density of 3.0 FAR.

The development team is proposing an overall, or average FAR of 2.09 across the PUD site with a maximum building height of 65 feet (excluding allowable penthouses).

MASTER PLAN

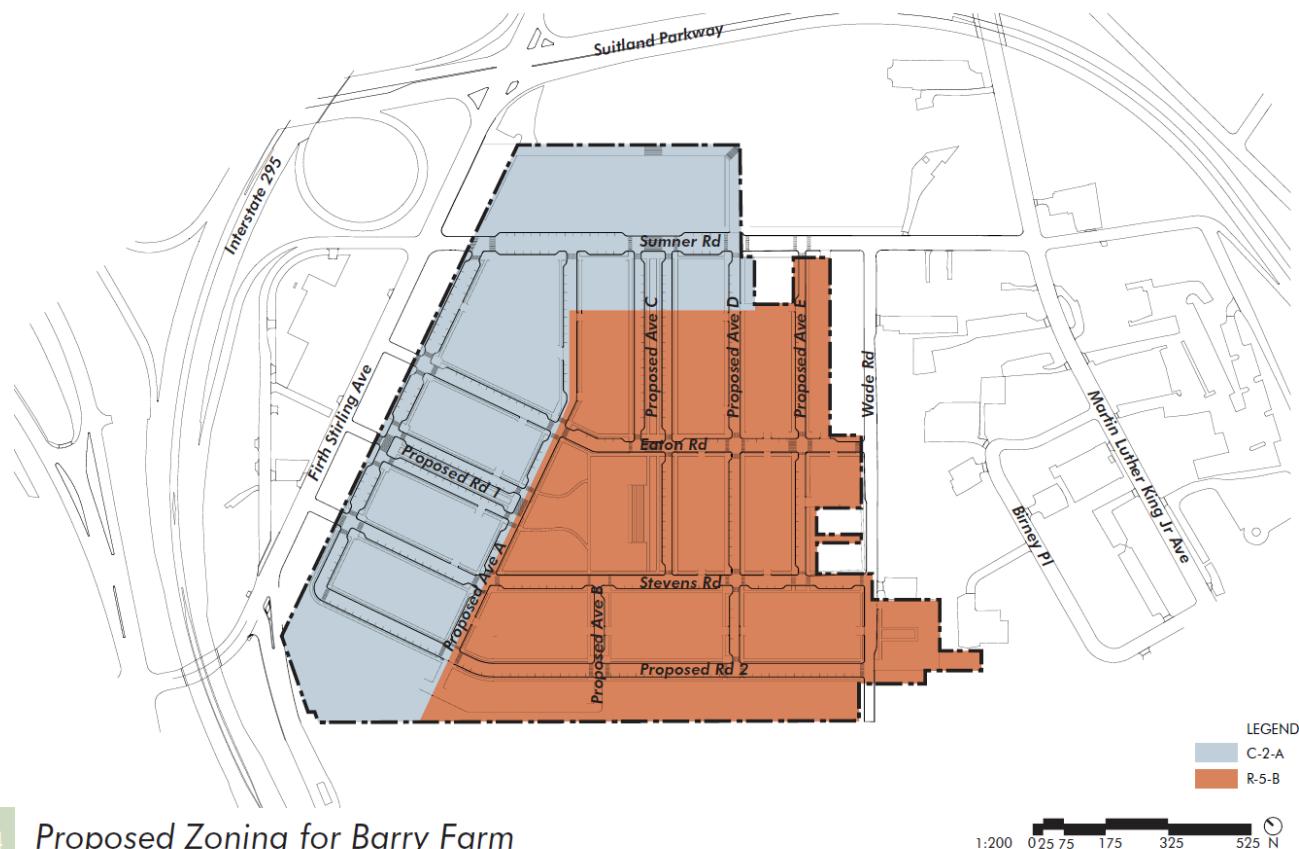
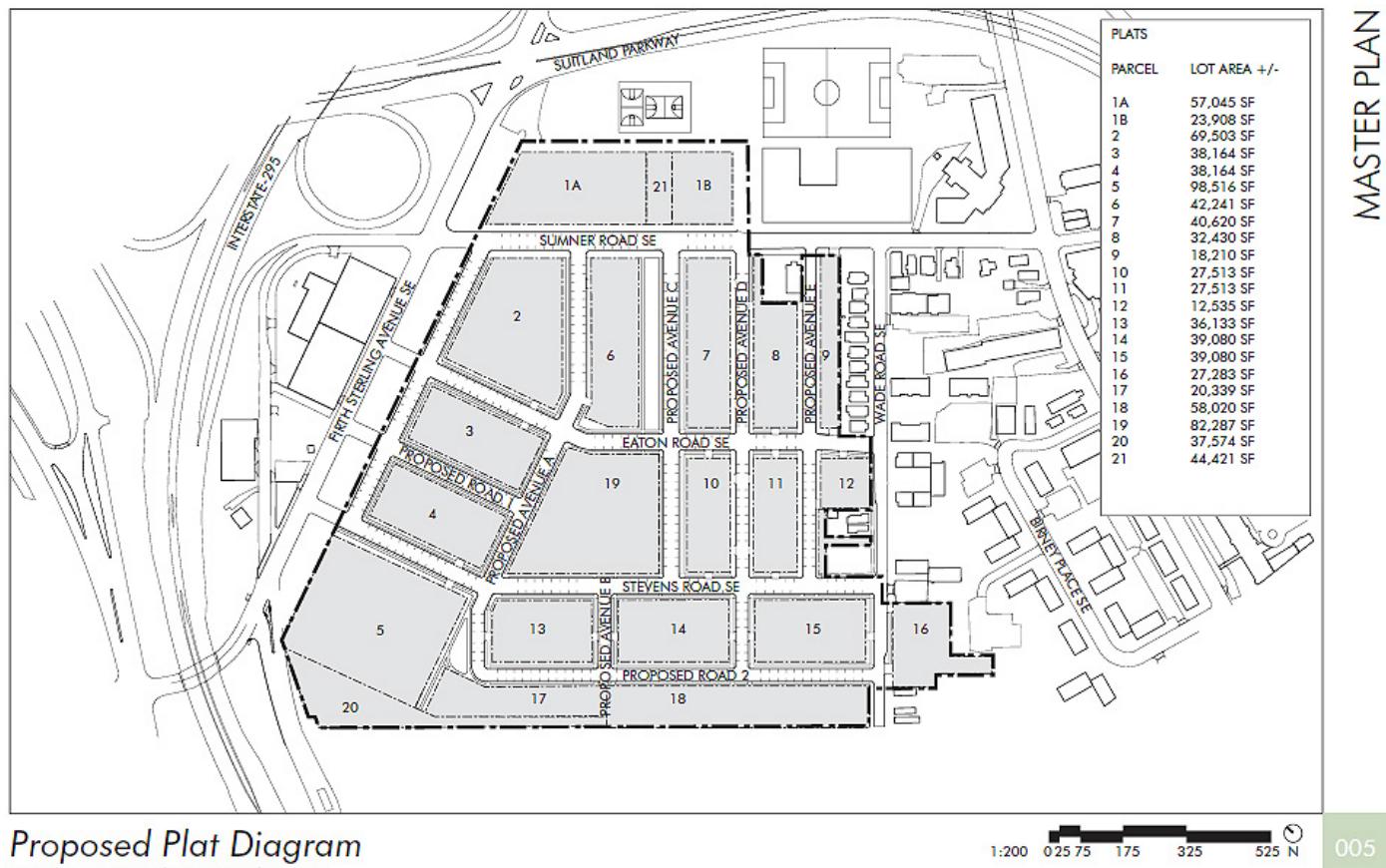


Figure 4: Proposed Zoning for Barry Farm (May 27, 2014)

(Source: DC Office of Zoning case file 14-02)

First Stage PUDs are typically valid for one year. The development team proposes that this First Stage PUD remain valid for a period of three years from the effective date of the Zoning Commission's order. The development team is seeking the additional time to provide sufficient time to proceed through the Housing and Urban Development funding and disposition processes; initiate predevelopment activities, including infrastructure planning and street and alley closing processes; further engage the community and existing public housing residents on the relocation plan and design elements for the second-stage application; and securing additional financial sources to move forward with development.

The PUD proposal is to demolish the existing structures and infrastructure at the site, then divide the site into 21 individual parcels and construct new roadways and infrastructure.



Proposed Plat Diagram

BARRY FARM: Post Hearing Submission - September 5, 2014

1:200 0 25 75 175 325 525 N

005

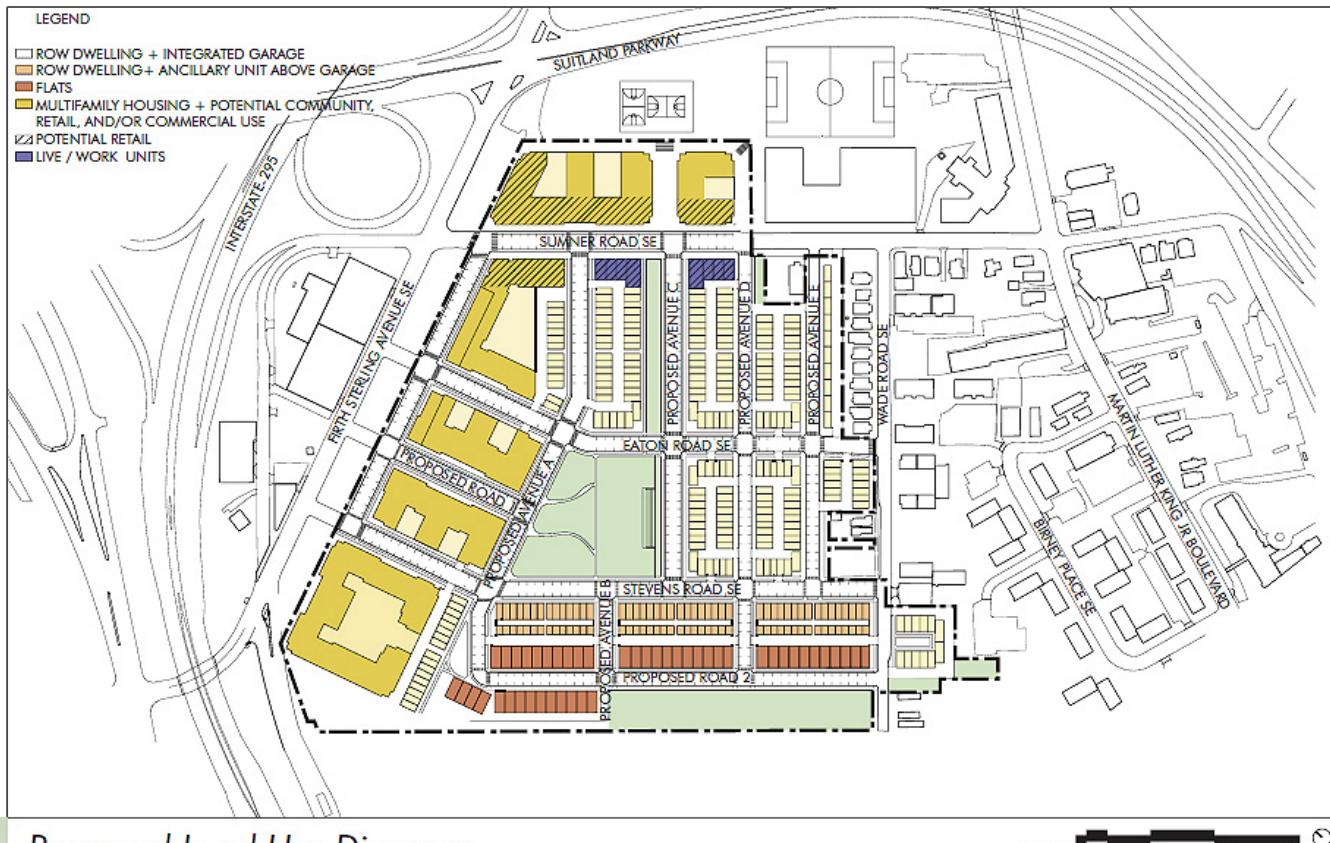
Figure 5: Proposed Plat Diagram (September 5, 2014)

(Source: DC Office of Zoning case file ZC 14-02)

Proposed uses on the site include:

- Approximately 1,400 residential units in a mix of apartment units, row dwellings, and flats. Approximately 344 of these units will be replacement public housing units (the development team has also agreed to develop another 100 replacement public housing units off-site and separate from the PUD);
- Approximately 55,500 square feet of gross floor area for retail/service uses;
- A substantial amount of open space, including a 2.4 acre central park;
- Approximately 1,067 parking spaces are also planned with the PUD, with additional on-street parking provided throughout the site; and
- New public infrastructure, including roads and utility upgrades.

## MASTER PLAN



006

### Proposed Land Use Diagram

BARRY FARM: Post Hearing Submission - September 5, 2014

1:200 0 25 75 175 325 525 N

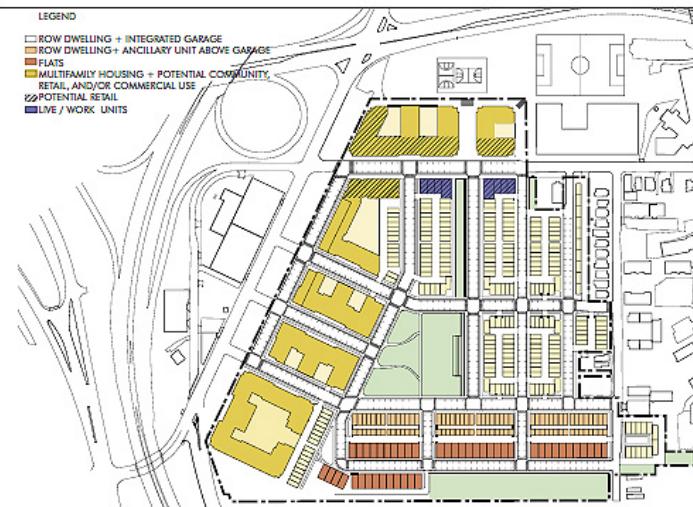
Figure 6: Proposed Land Use Diagram (September 5, 2014)

(Source: DC Office of Zoning case file ZC 14-02)

As noted above, the development team's proposed First Stage PUD will set the overall plan for the development, including site layout, building massing and density, and other development components. Detailed site and building design would be provided and reviewed by the Zoning Commission and referred to NCPC for review in subsequent Second Stage PUD applications.

However, the Development team has provided visuals of building typologies for the proposed rowhouses and flats, the proposed multi-family / mixed-use structures, and proposed live/work units. These are provided below.

MASTER PLAN



LEGEND

- ROW DWELLING + INTEGRATED GARAGE
- ROW DWELLING + ANCILLARY UNIT ABOVE GARAGE
- FLAT
- MULTIFAMILY HOUSING + POTENTIAL COMMUNITY RETAIL AND/OR COMMERCIAL USE
- POTENTIAL RETAIL
- LIVE / WORK UNITS

**Row Dwelling with alley accessible integrated garage**



**Garages with Ancillary Unit above**



**Four story, 2 unit Flats**



**Row Dwelling with alley accessible integrated garage**

**Garages with Ancillary Unit above**

008

### Building Typology Precedent Images - Row Dwellings & Flats

BARRY FARM:Post Hearing Submission - September 5, 2014

Figure 7: Building Typology Precedent Images – Row dwellings and Flats (September 5, 2014)

(Source: DC Office of Zoning case file ZC 14-02)

Perkins Eastman



*Building Typology Precedent Images - Multi-Family*

BARRY FARM: Post Hearing Submission - September 5, 2014



009

Figure 8: Building Typology Precedent Images – Multi-family (September 5, 2014)

(Source: DC Office of Zoning case file ZC 14-02)

MASTER PLAN



010

**Building Typology Precedent Images - Live/Work Units**

BARRY FARM-Post Hearing Submission - September 5, 2014

*Figure 9: Building Typology Precedent Images – Live / Work Units (September 5, 2014)*

(Source: DC Office of Zoning case file ZC 14-02)

## II. PROJECT ANALYSIS/CONFORMANCE

### Analysis

The proposed First Stage PUD and related map amendment for zoning case ZC 14-02 supports a number of federal policies within the Comprehensive Plan for the National Capital. In particular, due to its proximity to both Joint Base Anacostia-Bolling (JBAB) and the St Elizabeths west campus, redevelopment of the PUD site supports a number of policies within the Federal Workplace: Location, Impact, and Community Element of the Federal Elements of the Comprehensive Plan. The Workplace Element contains a number of policies related to the development of federal workplaces with communities.

First, the Workplace Element supports the provision of goods and services near federal installations. The Element states that the federal government should “Provide a variety of services for employees or have these services available within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial services (including ATMs), day-care centers, and health and fitness centers,” and “Where these services cannot be accommodated within a federal workplace, preference should be given to locations where these services are within walking distance from the facility.” In addition, the Workplace Elements states that the federal government should “Support local agency efforts to use economic development incentives and the provision of quality infrastructure to capture new commercial activities that can provide goods and services for federal workplaces.” The proposed approximate 55,500 square feet of gross floor area for retail/service uses at the PUD site improves the availability of goods and services for federal workers at nearby federal installations such as JBAB and St. Elizabeths.

Second, the Workplace Element supports the development of a variety of housing near federal installations. The Element states that the federal government should:

- Ensure, in the relocation of federal employees, similar or improved availability of public transportation, employee services, and affordable housing for the employees and their families within a convenient commuting distance.
- Consider locating federal workplaces near a variety of housing options to benefit employees. Priority should be given to locations that are easily accessible for employees to walk, bike, or take public transportation to commute between home and work.
- Support local agency efforts to create new housing options where federal workplaces are located or are planned to be located or expanded.
- Promote housing initiatives for a variety of housing options close to public transit or federal facilities. These initiatives should provide housing that makes the commute of the federal employees more convenient.

The proposed PUD’s provision of approximately 1,400 residential units in a mix of apartment units, row dwellings, and flats at a mix of sizes and at various price points will provide an opportunity for federal employees and contractors, at both JBAB and the St Elizabeths West campus, to live in a community located conveniently near their workplace.

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The proposed PUD also supports policies found within the Transportation Element of the Federal Elements of the Comprehensive Plan. The new street grid and sidewalks will improve the transportation connection between both JBAB and the St Elizabeths West campus and the Anacostia Metrorail station, and may encourage additional walking or biking by commuting federal employees. This supports the policy within the Transportation Element that states that the federal government should “Encourage ridesharing, biking, walking, and other non-single-occupant vehicle modes of transportation for federal commuters.” In addition, the Transportation Element also states that the federal government should “Support transit-oriented development at Metrorail stations,” such as that proposed with the PUD.

The proposed PUD also does not appear inconsistent with policies contained in other Federal Elements of the Comprehensive Plan, including protection of the view from the St Elizabeths West campus towards the L’Enfant City, as described below.

In December of 2008, the Commission approved the Final Master Plan to redevelop St. Elizabeths West Campus, allowing the General Services Administration (GSA) to meet the operational housing needs for collocation of critical elements of DHS headquarters and five component agencies (see NCPC file number MP211). The total development would relocate approximately 14,000 Department of Homeland Security employees in the National Capital Region to the site, and create a secure federal campus with approximately 4.5 million gross square feet of office/support space. During the development of the Final Master Plan, NCPC staff worked with GSA and other stakeholders to ensure that the program to redevelop the St Elizabeths West campus conformed to many Preservation and Historic Features policies within the Federal Elements of the Comprehensive Plan. In particular, NCPC staff worked with GSA to ensure the Final Master Plan conformed to the policies that state that the federal government should: “Protect the settings of historic properties, including views to and from the sites where significant, as integral parts of the historic character of the property;” and “Protect views outward from the L’Enfant City and views inward from vantage points along the rim of the topographic bowl from inappropriate intrusions. Open space should be preserved to allow for public use and enjoyment of these views. (Examples include the west campus of St. Elizabeths Hospital and other parts of the Anacostia ridge, the Arlington ridge, and the escarpment north of Florida Avenue, NW.)”

The development team notes through communication with staff that it did consider views from the St. Elizabeths West campus and found that the proposed development would not have any impact on views and vistas given the substantial grade change between the campus and the PUD site. Likewise, staff reviewed the First Stage PUD plans together with typographical maps and has determined that from the First Stage PUD documentation it does not appear that the proposed 65-foot building heights allowed and planned within the proposed C-2-A District at the PUD site will negatively affect the views inward towards the L’Enfant City from vantage points within the St. Elizabeths West campus. Staff will, however, review the Second Stage PUD applications for the site to reconfirm our finding of no negative impact on the historic views between St. Elizabeths west campus and central Washington when the proposed actions to approve the applications are referred to NCPC for comment by the Zoning Commission.

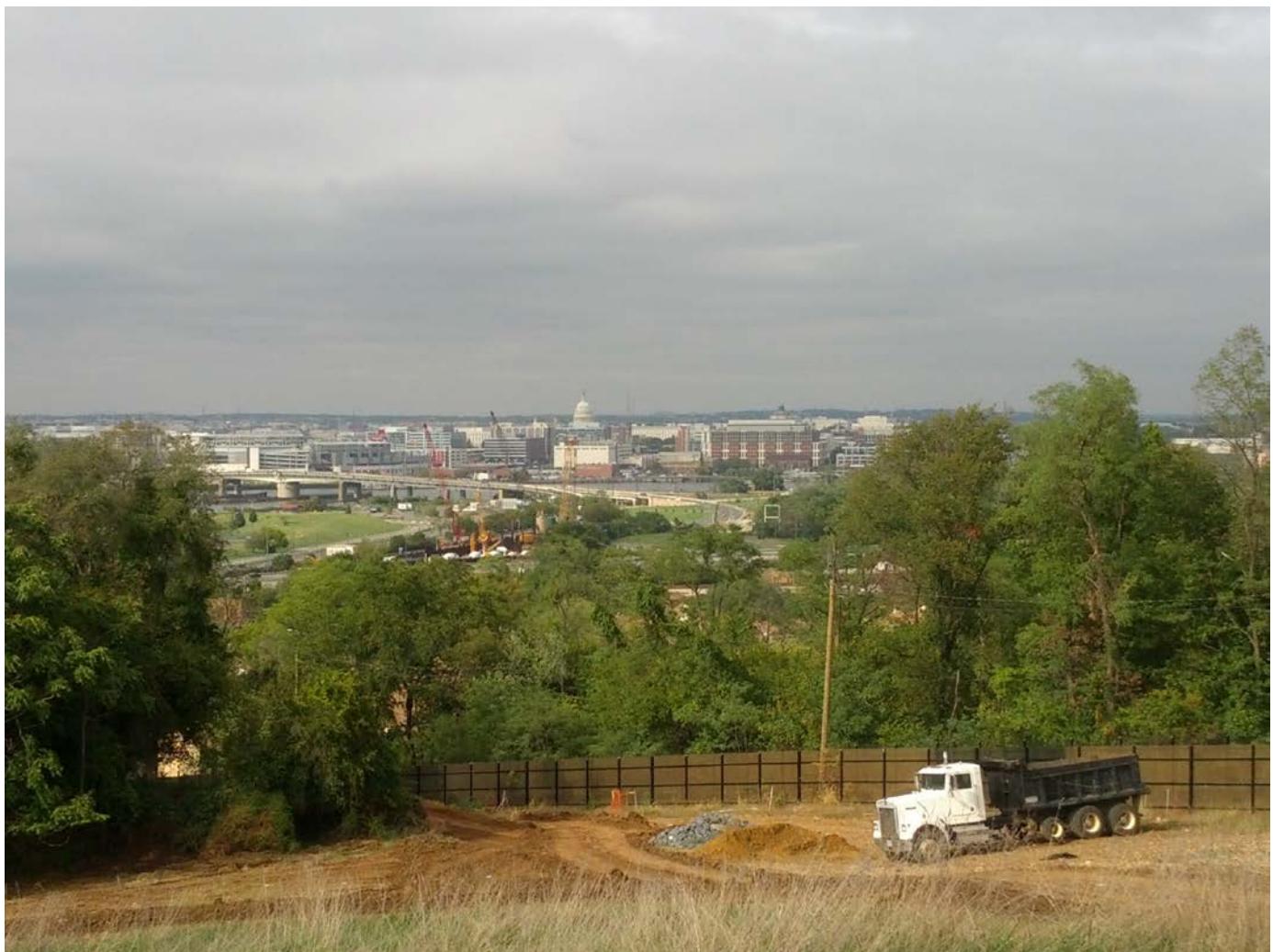


Figure 10: View from the "Point" on the St. Elizabeths West campus towards the U.S. Capitol (date unknown)

The above photograph shows the view looking north from the "Point" on the St. Elizabeths West campus towards the L'Enfant City and the U.S. Capitol. The fence separates the campus from the PUD site. The trees beyond the fence will remain, and are located within identified green space in the site plan for the proposed PUD. As the topography drops lower beyond the fence, the trees, with seasonal leaves, will screen much of the proposed development from this view. However,

(Source: NCPC)

In consideration of the above, staff recommends that the Commission find that the First Stage PUD and related map amendment for various lots in Squares 5862, 5865, 5866, and 5867 is not inconsistent with the Comprehensive Plan for the National Capital.