

Docket Item #14-C
DEVELOPMENT SPECIAL USE PERMIT #2004-0015
Beasley Square (Harambee)

Planning Commission Meeting
December 7, 2004

ISSUE: Consideration of a request for a development special use permit, with site plan and modifications, for the construction of a residential building for senior citizens.

APPLICANT: Harambee Community and Economic Development Corporation
by Jonathan Rak, Attorney

LOCATION: 1323 Duke Street

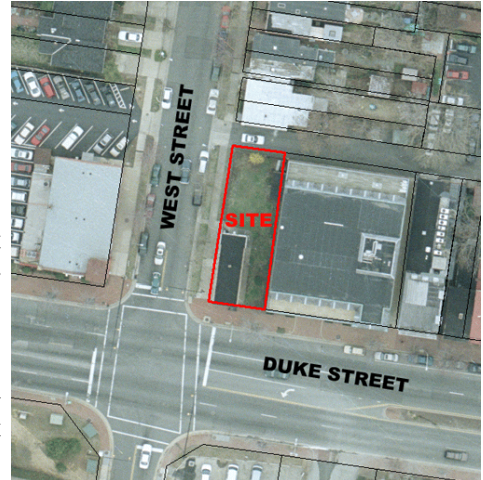
ZONE: CD\Commercial Downtown

SITE GRAPHIC
AVAILABLE IN THE PLANNING AND ZONING OFFICE

I. EXECUTIVE SUMMARY

A. Overview:

The applicant is requesting approval of a development special use permit, with a site plan, to provide senior housing and to increase floor area from 1.00 to 1.36 within the CRMU-L zone. The applicant is proposing to renovate 1,210 sq. ft. of the existing building and to construct a 3,950 sq. ft. addition to provide 8 one-bedroom senior affordable dwellings. The 3,500 sq. ft. site is located at the northeast corner of Duke and West Streets. The proposal will also require approval of a Master Plan amendment and a rezoning as discussed in the accompanying staff report (MPA 2004-0001 and REZ 2004-0002). This proposal is a challenging case as it requires a balancing of City goals and community expectations that include:

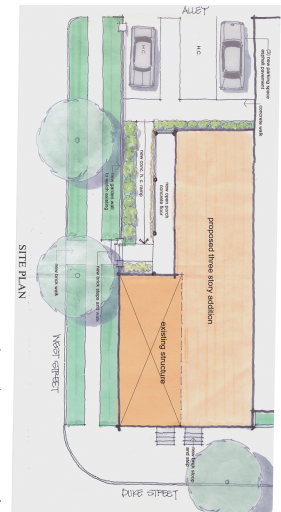


Site Aerial

- affordable housing;
- archeology- history of the site;
- building design and massing;
- historic preservation;
- open space; and
- parking.

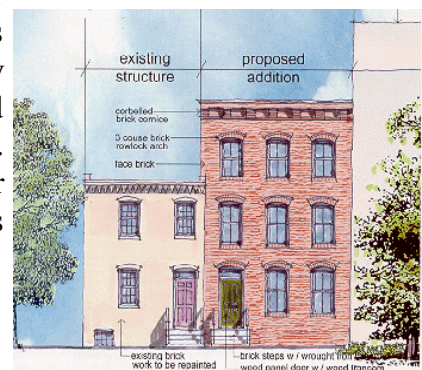
Affordable Housing:

The applicant, Harambee Community and Economic Development Corporation, a non-profit group created to provide affordable housing, is proposing 8 on-site senior affordable units. The qualifications will be a minimum age of 62 and a maximum income of 60% of the Washington, D.C., metropolitan area median income.



Site Plan

The City Council, in its Strategic Plan, established a goal that Alexandria be a caring community that is diverse and affordable with the objective of increasing the number of affordable housing units and making it possible for fixed income seniors to remain in the City. Rising housing prices and rents over the past several years threaten both the City’s diversity and its affordability. This is especially true for the City’s low and moderate income senior residents, who are often on fixed incomes. This proposal provides 8 much needed one-bedroom senior affordable units in a location that is readily accessible to bus services and amenities, including a grocery store.



Duke St. Elevation

Archaeology / Site History

One of the concerns raised by the adjoining residents is the significance of the site and the association of this block with African-American history and the Civil War. Prior to the Civil War, the southeast corner of the block was used as a slave pen and slave auction. While the subject property is approximately 40 ft. from the site where the slave pen was known to have existed, the slave pen was separated from the subject property by an alley and there is no evidence that the slave auction operated on this site.

During the Civil War, from approximately 1863 to 1865, the former slave pens became a jail and freedmen's quarters. The remainder of the block was the site of a 600-bed hospital which treated African American soldiers and civilians, as well as American Indian soldiers. A portion of one of the tents for the hospital is believed to have been located on this site.

Building Design and Massing

The applicant proposes to retain the existing 1890's two-story townhouse, while constructing a three-story building addition between the existing townhouse and the adjoining 50 ft. tall office building to the east. The height of the proposed addition is similar to that found in this area of the district while at the same time providing a transition from the smaller scale two-story existing residence to the four-story office building to the east. The scale of the proposed building provides a gradual transition in scale between the existing townhouse on the site and the adjoining office building to the east and the residential townhouses to the north. The height, scale and design of the proposed building are typical of townhouses within the neighborhood, the historic district and the adjoining residential townhouses.

Historic Preservation:

The building which presently exists on the site was constructed after the Civil War, in approximately 1890. The applicant had initially submitted a proposal for this site that involved demolishing the building. The City and many of the adjoining residents did not support demolition of the existing building and the request to demolish the building was denied by the Old and Historic District BAR. The applicant now proposes to retain the existing building and construct an addition to its east and north. Some demolition will be necessary for the construction of the addition, including removal of the non-historic porch at the rear. Staff is also recommending that the applicant remove the existing non-historic doors and windows within the existing building and replace with doors and windows that are consistent with the period of the building's original construction.

Open Space

The proposal consists of an open space area between the building addition and West Street, which comprises 18.6% of the lot area. The applicant is requesting approval of an open space reduction to provide less than the 40% open space required in the CRMU/L zone. Staff is recommending that one on-site parking space be eliminated, bringing the open space total to 23%. Additionally, the applicant is proposing a covered porch which will be open to West Street, although it is not counted toward the open space requirement. Open space for other residential properties within the block range from no open space to approximately 50%, and approximately two-thirds of the properties on the block provide less than 40% open space.

Parking

Senior housing is required to provide 1 parking space per 4 dwelling units, which requires 2 parking spaces for the proposal. The applicant is proposing 3 on-site spaces, 2 of which will be handicap spaces. In order to ensure that residents of the development do not need to park on the street, the applicant has also committed to providing 5 off-site parking spaces on the adjoining Shiloh Baptist Church parking lot. The current amount of church parking is regulated by a special use permit, therefore, staff is recommending that the 5 additional parking spaces be provided within the existing parking lots, which can be accommodated by reconfiguring the existing lots. Staff is also recommending that residents of the building be prohibited from receiving residential parking permits.

B. Community Concerns:

Some of the neighboring residents have expressed support for the proposal, while other adjoining residents are strongly opposed to the proposed development. Residents who support the proposal have raised the positive attributes of the proposal such as affordable housing, building design and retention of the existing townhouse as part of the development. Opponents contend that the development will have an adverse impact on the neighborhood, and have raised concerns regarding parking, loss of open space, density, the loss of historic resources and African-American history of the site.

C. Conclusion:

As with each development case, this one requires a delicate balance of ensuring compatibility with the character of the existing neighborhood and mitigation of any impacts, while also ensuring that the development provides a clear public benefit for the City. The significant public benefit of the proposal is the provision of much needed senior affordable housing for residents of the City. In addition, the applicant has revised the building design and materials to be compatible with buildings in the historic district. The quality of the building reflects the high quality expected by the City as part of the special use permit process.

Parking

Parking can be addressed by providing the spaces required by the Zoning Ordinance and additional spaces on the adjoining church parking lot.

Open Space

A concern has been the quality of the open space and whether it contributes to the public realm. Although the applicant is requesting an open space reduction from the 40% required to the 18.6% proposed, the open space that is proposed is generally consistent with the approximately 20% that is provided on the rest of the block. To further augment the open space, staff is recommending that 1 of the proposed 3 on-site parking spaces be converted to open space and an additional parking space be provided in the adjoining parking lot. Staff is also recommending additional landscaping, plantings and brick sidewalks to enhance the overall quality of the open space.

Archaeology

The other issue that has been raised is the possibility of purchasing this site for open space to memorialize the space and the significance of the African-American history associated with the site. Staff has recommended a condition that the necessary archeology be conducted on the site and an interpretive sign be incorporated as part of the open space to commemorate, describe and document the background of this site.

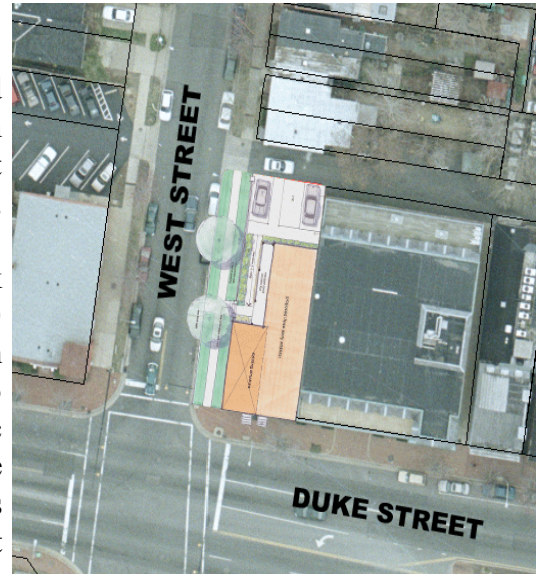
Summary

In balance, staff recommends approval of the proposal and believes that the application has provided a building of appropriate scale and design for the historic district and much needed senior affordable housing for City residents. The staff recommendations for additional open space, provision of landscaping and the requirement for the necessary archeological investigations and interpretative signs will further mitigate some of the concerns expressed by concerned neighbors.

II. BACKGROUND

A. Site Description:

The property is located at the northeast corner of Duke and West Streets in Old Town. The site has 35 ft. of frontage on Duke Street and 100 ft. of frontage on West Street, with a lot area of 3,500 sq. ft. The site is improved with a 1,450 sq. ft., two-story building and a 290 sq. ft., two-story outbuilding. The existing building is comprised of the original brick structure, circa 1890, a brick addition, constructed 10 to 20 years after the original building, and a sleeping porch which was constructed in 1931 and enclosed in 1994. The two brick portions of the building are considered to be historic and collectively contain 1,210 sq. ft. of floor area, while the sleeping porch is not considered to be historic and contains 240 sq. ft. of floor area. The existing building is located at the southwest corner of the site, leaving an 18 ft. wide side yard between that building and the building on the adjoining property. Surrounding uses include townhouses, offices, and a church. The adjoining building to the east is generally four stories and extends along the entire east property line.



Aerial with Site Plan

B. Proposal:

The applicant is proposing to retain the brick portion (1,210 sq. ft.) of the existing building and demolish the sleeping porch addition and the outbuilding. A three-story, 3,950 sq. ft. addition would then be constructed on the east side of the building. The existing and proposed addition would contain 8 one-bedroom units. Each of the apartments would be designated for low-income elderly and would be restricted to no more than two occupants, and at least one of the occupants would be required to be 62 years of age or older. Applications for residency would be processed through the City's Housing office.

The units would be accessed by a central elevator, stairway, and lobby which would be constructed as part of the addition. A porch with decorative columns will extend the entire length of this north section of the new addition. Adjacent to the porch will be an accessibility ramp from the parking area at the rear of the site to the building entrance. The main entrance to the building will be along this elevation which will have new brick steps and walk. At the rear of the site, three parking spaces are proposed which will be accessed from the existing alley. Along the West Street elevation the existing brick wall and iron fence are proposed to be reconstructed to provide screening for the parking lot. New landscaping will be planted on the site, and the existing street trees will be retained.

C. Process:

In 2003, the applicant proposed to demolish the existing building and construct a four-story, 12 unit building on the site. Supporting the staff recommendation, the BAR denied the demolition request, citing the importance of the existing building and stating that any development on the site should retain the existing building. Since the denial, the applicant has reduced the number of dwelling units being requested from 12 to 8 and has worked with the City to create a design which incorporates and retains the existing building.

The approval process for a development such as this one would typically involve three steps – initial review by the BAR of the concept and the necessary demolition, then review by the Planning Commission and City Council, and then a final review of the detailed design by the BAR. However, due to the proposed Master Plan amendment and rezoning, review by the Planning Commission and City Council is the first step in the approval process. Although the proposal has not yet been reviewed by the BAR, staff supports the proposed design and will recommend approval before the Board of Architectural Review.

III. ZONING AND LAND USE APPROVALS:

The applicant is requesting approval of a development special use permit, with a site plan, for a home for the elderly. In a separate docket item, the applicant seeks a Master Plan amendment and a rezoning for the property. (See MPA #2004-001 and REZ#2004-002)

A. Zoning:

The property is presently designated in the Old Town Small Area Plan and zoned as CD Commercial Downtown. In order to be able to construct more than five dwelling units on the property, the Small Area Plan and zoning for the property must be changed to CRMU/L Commercial Residential Mixed Use (Low).

B. Required Special Use Permit and Zoning Modification Approvals:

The applicant is requesting special use permit approval to increase the allowable floor area ratio (FAR) from 1.00 to 1.36 and to establish a home for the elderly on the site. The applicant is also requesting modifications to reduce the required open space from 40% to 18.6% and to decrease the required drive aisle width of the alley from 22 feet to 14 feet (the width of the existing alley).

C. Development Permitted with the Existing CD Zoning:

The list of requests that are associated with this proposal include a Master Plan amendment, a rezoning, two SUPs, and modifications. The project itself is in keeping with what would be permitted under the current zoning. If the proposed use was commercial, or commercial with up to three accessory apartments, this proposal would be allowed in the CD zone without any SUPs or modifications. The building could actually be larger than that which is proposed – current zoning would allow a commercial use with an FAR of 1.50, no open space, and no parking. With an SUP,

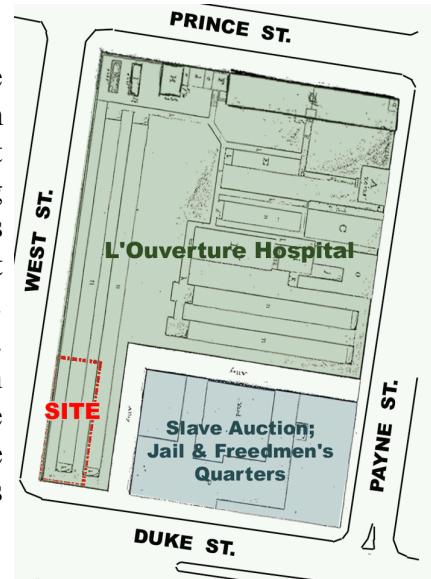
the CD District would allow a commercial building with an FAR of up to 2.50, again with no open space or parking.

Under the CD District, the applicant would have two alternatives for establishing a residential use. One option would be to request an SUP for increased density and to utilize the 20% affordable housing bonus. This option would yield up to 5 dwelling units and up to a 1.80 FAR, but would require on-site parking and either 40% open space or an open space modification. Alternatively, the applicant could establish a commercial use on the ground floor, with accessory apartments above. This option would yield up to 4 dwelling units, would require that one parking space be provided either on-site or off-site for each dwelling unit, and have no open space requirement. An FAR of up to 1.50 would be permitted, and an FAR of up to 2.50 would be allowed with an SUP. The Master Plan amendment and rezoning are therefore necessary solely because of the number of dwelling units being proposed, not because of the mass or scale of the development.

BEASLEY SQUARE			
Property Address:	1323 Duke Street		
Total Site Area:	3,500 sq. ft.		
Existing Zone:	CD Commercial Downtown		
Proposed Zone:	CRMU/L Commercial Residential Mixed-Use (Low)		
Current Use:	Office Building		
Proposed Use:	Home for the Elderly		
	Permitted/Required		
	<u>CD Zone</u>	<u>CRMU/L Zone</u>	<u>Proposed</u>
FAR	1.25	1.0 to 1.5 w/ SUP	1.36
# of Units	2 - 4 w/ SUP	N/A	8
Open Space	40%	40%	18.6%*
Height	50'	50'	33'
Parking	2	2	8
* Modification requested			

IV. STAFF ANALYSIS:

The applicant is requesting an increase in dwelling units above the present zoning. Some neighbors have been very vocal in expressing concerns about the impact of the proposed development on the neighborhood. However, the scale and mass of the building are compatible with surrounding buildings, the open space that is provided is consistent with the provision of open space throughout the block, and the parking needs of the development are being met. The historic building at the corner of the site is being preserved. Archaeological study of the site will occur in conjunction with development, and the history of the site will be documented in the form of a booklet and an historic marker. The impacts of the additional units on open space and parking can be addressed as discussed in more detail below.



L'Ouverture Hospital

A. Archaeology / Site History:

The site is located at the southwest corner of a block which is bounded by Duke, West, Prince, and Payne Streets. This block has an historical association with African-Americans – freedmen, slaves, and Civil War soldiers. Prior to the Civil War, the southeast corner of the block was the site of a slave pen and slave auction. During the Civil War, the former slave pens became a jail and freedmen's quarters, while the remainder of the block was the site of L'Ouverture Hospital. This 600-bed hospital, one of 30 hospitals in Alexandria during the Civil War, treated African-American soldiers and civilians, as well as American Indian soldiers. The hospital complex included a mix of permanent buildings and tents, with plank walkways joining the various structures. Additionally, "contraband barracks" housing for African-American refugees, was located to the east, across Payne Street. After the conclusion of the war, the Bureau of Refugees, Freedmen and Abandoned Lands (Freedmen's Bureau) continued to use L'Ouverture as a hospital from October 1865 until 1867.

The subject property was the site for a portion of one of L'Ouverture's ward tents. This tent was about 12 ft. wide and 300 ft. long, and extended to within 50 or 60 ft. of Prince Street. The tent was composed of a raised wooden platform, upon which a tent was erected with vertical wooden frames supporting the sides. A wooden roof framework supported sheets of canvas which served as additional roofs over the tents. The tent housed about 80 beds, 40 to a side with a narrow aisle in between.

There is some sentiment in the community that the site should not be further developed so that any adverse impact on any archaeological resources on the site can be avoided. However, unless an archaeological study is undertaken, the archaeological resources that the site could yield will never be known. Additionally, this site represents only 5% of the area of the original hospital. If construction on this site is to be prohibited in the interest of protecting archaeological resources, then consistency would dictate that further construction be prohibited on the entire block.

A suggestion has also been made that the subject property be made into a museum. The property represents about 5% of the original hospital site and 2 to 3% of the larger complex of hospital, barracks, and jail. There are no physical remains from the Civil War era that are visible on the site. One-sixth to one-fifth of the hospital site is largely undisturbed at the center of the block, and three antebellum buildings will still exist on the block – 217 and 219 South Payne Street, which served as the L’Ouverture Hospital headquarters during the Civil War, and 1315 Duke Street, which served as an office building for the slave auction prior to the Civil War and was part of the jail complex during the war.

The site has the potential to yield archaeological resources which could provide information about the African-Americans who escaped from slavery and sought haven in the Union-occupied town of Alexandria. Staff recommends an archaeological study of the site be conducted, and that construction on the site be monitored by an archaeologist. Additionally, the placement of an historic marker on the property will be required, and the applicant will be required to prepare a booklet explaining the history of the site. The booklet will be made available to the public through the Office of Historic Alexandria and will be provided to all future residents of the property.



Existing Building

B. Building History:

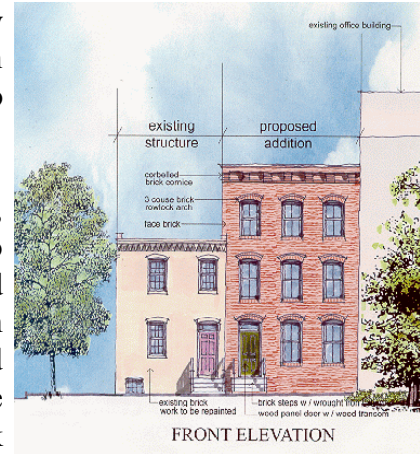
The building which presently exists on the site was constructed well after the Civil War, in or about 1890. The applicant had initially submitted a proposal for this site that involved demolishing the building, but the request to demolish the building was denied by the Old and Historic District BAR. The BAR determined that the building is historically significant, as it represents the type of vernacular residential building form that was present in this section of the historic district prior to the major rebuilding programs that took place in the 1970s and 1980s. The building still retains a great deal of architectural integrity and is little changed in outward appearance from its original construction over 100 years ago. It displays a high level of brick workmanship and clearly reflects the work of an expert and highly skilled mason. Along Duke Street the brickwork includes an elaborate corbeled brick cornice and arched brick window lintels, and the icicle-style corbeled cornice is unique within the historic district.

The applicant proposes to retain the existing building and construct an addition to its east. Some demolition will be necessary for the construction of the addition, including removal of the non-historic sleeping porch at the rear and removal of portions of the east wall in order to join the building with the addition. Staff is recommending that the applicant replace the existing non-historic door and windows with a door and windows that are consistent with the period of the building’s original construction. Any changes to the existing building, as well as any new construction on the site, will be subject to review by the Old and Historic District BAR.

C. Building Design and Massing:

The applicant is incorporating the existing century-old two-story townhouse into a new building that is to be built in the space between the existing townhouse and the 50-foot tall office building to the east. The design of the new construction as a three-story infill townhouse fills the space with a compatible building that creates a transition from the historic two story building to the west, and the taller building to the east.

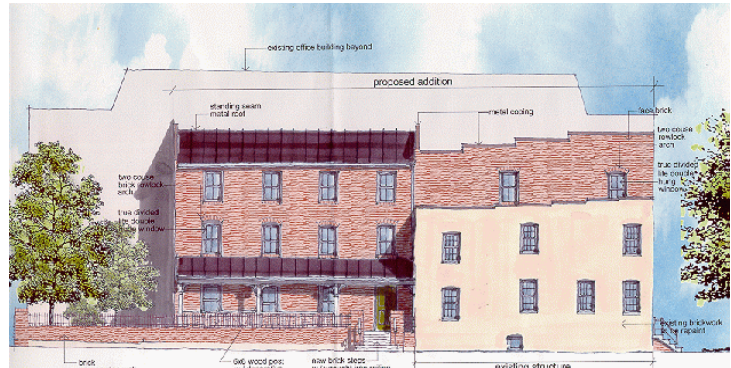
The proposed addition idiane.g.sullivan@census.gov, Brenda.Washington@sba.govs well thought out in responding to the urban design context of the immediately adjacent buildings and the surrounding portions of the historic district. The addition utilizes a townhouse form that is familiar in the historic district and provides a separate entrance into the project, further integrating the design in the townhouse idiom of the historic district. The brick material, with wood windows and doors, echoes the traditional building materials of the historic district. The overall design form of the addition is Italianate Revival, which is the design vocabulary of many of the residences in this section of the historic district.



Duke St. Elevation

Duke Street Elevation

There is an architectural precedent that supports the construction of a new addition to the east of the existing building. Most corner buildings in the historic districts were intended to have an abutting building constructed at some later date. Although there are additional examples where the abutting building has never been built, the fact that this building lacks fenestration and cornices on the side supports the original intent that another building would be added. The building at 1323 Duke Street appears to have been constructed with the anticipation that it would eventually have a neighbor on its east side.



West Street Elevation

There are no projections, such as bays or wings, no architectural embellishments, no doorways into the yard, or first floor windows. Thus, by building a new structure adjacent to the existing structure, there is virtually no loss of historic fabric, detail or workmanship.

West Street Elevation

The rear section of the proposed townhouse uses a flounder form that is found at the rear of numerous buildings in the historic district. The flounder roof form reduces the perceived height of the new building when viewed from South West Street, and provides a logical transition from the proposed three-story portion of the building on Duke Street to the two-story townhouses on South

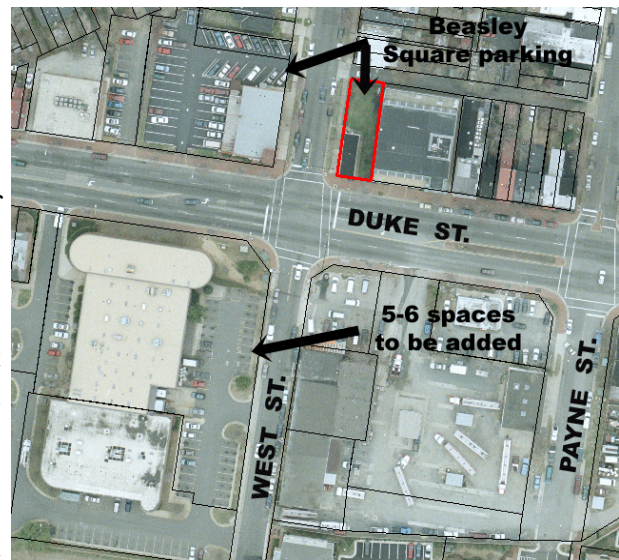
West Street. The proposed addition helps modulate the effect of the 50 ft. blank wall giving the historic building a more appropriate context.

Building Transition

One of the key elements of the design is the transition in massing that is provided by the addition. At present, the existing, 22 ft. tall, 1,450 sq. ft. building (including the sleeping porch) is dwarfed by the 45 ft. tall, 27,500 sq. ft. office building to its east. The applicant is proposing to construct a 33 ft. tall addition which would provide a height transition for the existing building and provide a context that makes more sense visually. The addition helps to screen much of the massive blank brick wall that presently looms over the site.

D. Parking:

Homes for the elderly are required to provide 1 parking space per 4 dwelling units. Based upon the 1 space per 4 unit requirement, 2 parking spaces are required for the development. The applicant is proposing 3 on-site spaces, 2 of which will be handicap spaces. In order to ensure that residents of the development do not need to park on the adjoining public street, the applicant has also committed to providing 5 off-site parking spaces on the adjoining Shiloh Baptist Church parking lot. At present, Shiloh's properties on both the north and the south sides of Duke Street are governed by a special use permit for a parking reduction. Therefore, staff is recommending that the five spaces for Beasley Square residents be provided in the church's parking lot on the north side of Duke Street, and that an equal number of new parking spaces be created on the south side of Duke Street to replace those that are conveyed to Beasley Square. The additional spaces can be created by restriping and reconfiguring the existing parking lot.



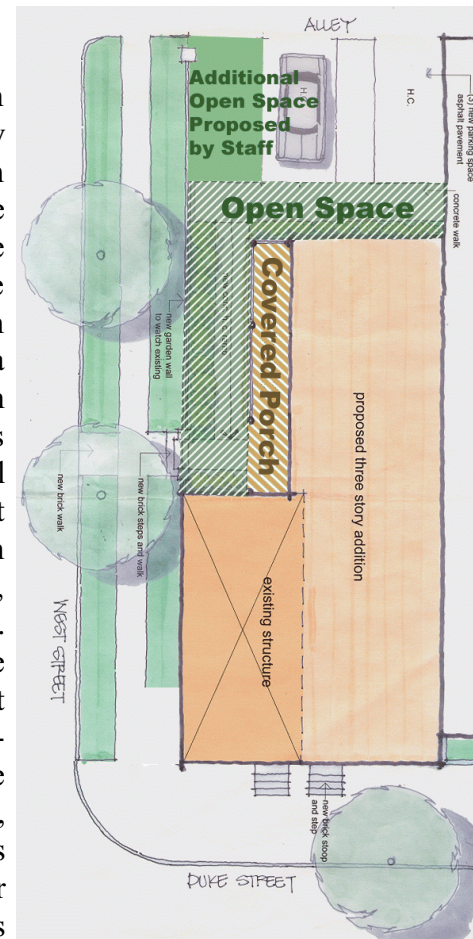
Parking

These 5 spaces will be specifically designated for Beasley Square residents and will be available to those residents at all times, including during church services. Staff is recommending that one of the three proposed on-site parking spaces be located on the adjoining church parking lot to increase the amount of open space as discussed in more detail below (increasing the number of off-site parking spaces to 6). Staff is also recommending that residents of the building be prohibited from receiving residential parking permits.

The applicant is requesting a modification to allow the required drive aisle width to be reduced from 22 ft. to 14 ft. This modification is necessary for the existing alley to serve as the drive aisle for the proposed parking. This aisle width is consistent with the width of the drive aisle for other parking that is accessed via this alley, as well as most other alley-loaded parking in Old Town.

E. Open Space:

It has always been the City's objective to achieve the maximum amount of ground-level open space. In the case of Beasley Square, however, this objective had to be balanced with competing objectives of affordable housing and parking. The applicant is proposing 18.6% ground level open space. The applicant is also proposing a covered porch, although it cannot be counted toward the open space requirement. Residential uses in the CRMU/L zone are required to provide 40% open space, a portion of which may be provided as non-ground level open space. The applicant is requesting a modification for this requirement. Although 40% open space is required for residential developments throughout Old Town, the standard is not reflective of the historic building pattern that makes Old Town so unique. Of the 38 properties that occupy the subject block, only one-third (13) actually provide 40% or more open space. Furthermore, all 13 of the properties which meet the open space requirement provide all of their open space in the rear yard, out of view from any public street. One-quarter (9) of the lots on the block preserve a lower percentage of their site as open space than is proposed by the applicant, including 7 lots which do not provide any land at all that meets the City's definition of open space. Additionally, no other property on the block preserves a higher percentage of its site as open space that is visible to the street than that which is proposed by the applicant.



Open Space Plan

Staff supports the open space modifications to allow some lots to have less than the required amount of open space because the open space that is provided is fully functional ground-level open space and not simply remnant space within the development. However, staff is recommending that one of the three parking spaces be eliminated and converted to open space and landscaping. This would provide additional green area and opportunity for landscaping for the residents, surrounding neighbors, and the City at the corner of the site. The parking space would not be eliminated but would rather be located to the adjoining surface parking lot. Staff is also recommending that the existing street trees be retained and additional trees be provided to enhance the quality of the open space adjacent to the public street. With the elimination of the parking space, and if the area of the side porch is included, the proposal would provide 27.8% open space. While staff is not recommending that the proposed porch technically be counted as open space it will serve as an amenity for the building's residents.

F. Transit:

The site is well served by public transit, with bus stops for Dash 8 & Metrobus 29K,N located both a block east and a block west of the property. Dash 8 serves Old Town, Landmark Mall, and both the King Street and Van Dorn Metros. Dash 8 runs from 5:30 a.m. to 12:30 p.m. on weekdays, with 29 buses running westbound at 15-minute to one-hour intervals, and 31 buses running eastbound at 10-minute to one-hour intervals. On Saturdays, Dash 8 runs from 6:50 a.m. to 11:40 p.m., with 18 buses running westbound and 18 buses running eastbound, each at one hour intervals. On Sundays, Dash 8 runs from 7:20 a.m. to 11:10 p.m., with 17 buses running westbound and 16 buses running eastbound, each at one hour intervals.

Metrobus 29K,N serves Old Town, King Street Metro, Northern Virginia Community College, and George Mason University. The bus runs from 5:50 a.m. to 11:10 p.m. on weekdays, with 22 buses running eastbound and 22 buses running westbound, both at half-hour to one-hour intervals. On Saturdays, Metrobus 29K,N runs from 6:10 a.m. to 10:10 p.m., with 15 buses running westbound and 15 buses running eastbound, each at one hour intervals. Metrobus 29K,N does not offer service on Sundays.

G. Affordable Housing:

All eight of the proposed apartments on the site will be affordable dwelling units. Although the proposed approval language has been written to allow Harambee the flexibility to rent to households whose incomes fall within Low Income Housing Tax Credit (LIHTC) income limits and who therefore may be able to afford the Beasley Square rents without a voucher, Harambee intends to rent the apartments to households with Section 8 Housing Choice Vouchers. The proposed rent for the Beasley Square units is \$889 per month, which is affordable, at 30% of income, to a household with an income of \$35,560. The current maximum incomes in the LIHTC program are \$36,540 for a one-person household and \$41,760 for a two person household.

It is expected that Harambee will request financing from the Housing Opportunities Fund (HOF) for the development of the project, and any such financing will require action by the Affordable Housing Action Committee and the City Council. Any HOF funding which is provided will be intended to provide gap financing, and the primary funding for the project will need to come from other sources.

To date, Harambee has received two \$25,000 awards from the HOF; one for a feasibility study and one for pre-development expenses. If the project is approved, then the \$50,000 awarded to date will become part of any larger City loan on the project, but if the project is not able to go forward, then that money will become a grant.

V. Compliance with City Vision

On the whole, the development fits well with most aspects of the Vision. The key principles relative to this project are the following:

Diverse

The creation of affordable housing units will help to make residency in the neighborhood achievable for people who for reasons of income level would otherwise be excluded. The age restriction, as well as the condition that at least one resident of each dwelling either live or work in Alexandria, helps to ensure that people who currently call Alexandria their home can do so throughout their lifetimes.

Historic

The proposed development retains the circa 1890 building, and archaeological research will be conducted on the site in conjunction with construction. The site's history will be documented with an historic marker. However, neighbors have expressed the belief that to properly honor the site's history, no further development should take place.

Beautiful

The applicant is proposing an attractive building which will help create an appropriate context for the existing historic building at the corner of the site. The applicant is proposing landscaping enhancements for the site and will also be providing landscaping in the adjoining right-of-way.

Unique Neighborhoods

The proposal seeks to establish affordable housing in one of Alexandria's truly unique neighborhoods. The proposed building addition fits in well with the character of the surrounding neighborhood. Residents of the development will be able to take advantage of the neighborhood's pedestrian-friendly environment and easy access to transit. However, some neighbors have expressed concerns that the proposed development will place to great a burden on the neighborhood.

VI. Community Meetings

Staff and the applicant have met with the community and with concerned citizens on numerous occasions regarding this project. Meetings have been held with the Upper King Street Neighborhood and the Old Town Civic Association and adjoining residents beginning in March.

Residents who support the project have cited the positive attributes of the proposal such as affordable housing, building design and retention of the existing townhouse as part of the development. The opposition, however, is vocal and submitted a petition objecting to the project on November 22 and signed by 191 residents. The opponents of the project have stated that they support affordable housing, but object to the number of units that is proposed and the potential impacts of the development. Comments which have been made by opponents have included the following:

- Too many units are proposed. No more than 2 or 3 units should be created.
- The development should be limited to the current building, with no addition or only a small addition.
- No open space modification should be approved.
- At least one on-site parking space should be established per unit.
- Site improvements should be kept to a minimum, as they may adversely impact archaeological resources.
- A more appropriate use for this site would be as a pocket park or museum.

STAFF: Eileen Fogarty, Director, Department of Planning and Zoning;
Jeffrey Farner, Chief, Development;
David Sundland, Urban Planner.

VII. STAFF RECOMMENDATION:

Staff recommends **approval** subject to compliance with all applicable codes and ordinances and the following conditions:

Building

1. The final architectural elevations shall be consistent with the level of quality and detail provided in the preliminary architectural elevations dated November 10, 2004. In addition, the applicant shall provide the following refinements to the satisfaction of the Director of P&Z prior to resubmission of the plans to Board of Architectural Review for approval.
 - a. With the exception of the architectural detailing and the screening for the mechanical equipment, and porch the materials of the entire building addition shall be entirely brick.
 - b. The windows and doors for the existing townhouse shall be revised to be consistent with the architectural style of the townhouse. The existing mortar shall be replaced where needed and the existing building shall be painted. These improvements shall be completed prior to the issuance of a certificate of occupancy permit for the proposed addition. (P&Z)
2. The building shall incorporate the use of green building technology and sustainable techniques such as low emission paints, recycled materials and high efficiency mechanical equipment. (T&ES) (P&Z)

Site Plan

3. One of the proposed on-site parking spaces shall be removed and replaced with open space to the satisfaction of the Director of P&Z. The applicant shall provide 6 parking spaces on the immediately adjoining Shiloh Baptist Church parking lot. The spaces shall be reserved for the exclusive and permanent use of the residents of the proposed facility and shall include all applicable signage indicating that the spaces are reserved spaces. Through reconfiguration of the lots and restriping the applicant shall provide 6 additional parking spaces so that the proposed spaces for the senior housing does not displace any existing parking spaces required for use by the church. (P&Z)
4. Residents of the proposed building shall be prohibited from acquiring on-street residential parking permits. (P&Z) (T&ES)
5. The applicant shall provide off-street parking for all construction workers without charge. For the construction workers who use Metro, DASH, or another form of mass transit to the site, the applicant shall subsidize a minimum of 50% of the fees for mass transit. Compliance with this condition shall be based on a plan, which shall be submitted to the Departments of P&Z and T&ES prior to the issuance of the Building Permit or the Excavation/Sheeting and Shoring Permit. This plan shall set forth the location of the parking to be provided at various stages of construction, how many spaces will be provided, how

many construction workers will be assigned to the work site, and mechanisms which will be used to encourage the use of mass transit. The plan shall also provide for the location on the construction site at which information will be posted regarding Metro and bus schedules and routes. If the plan is found to be violated during the course of construction, a correction notice will be issued to the developer. If the violation is not corrected within ten (10) days, a “stop work order” will be issued, with construction halted until the violation has been corrected. (P&Z) (T&ES)

6. The applicant shall provide a site lighting plan to the satisfaction of the Director of T&ES in consultation with the Chief of Police. The plan shall show the existing and proposed street lights and site lights. Indicate the type of fixture, and show mounting height, and strength of fixture in Lumens or Watts. Provide manufacturer’s specifications for the fixtures. Provide lighting calculations to verify that lighting meets city standards and are located to prevent excessive spillover lighting and glare from adjacent properties. The applicant shall provide street light detail. The proposed light poles and lighting shall be decorative pedestrian scale lighting. (T&ES) (P&Z)
7. All public sidewalks adjoining the site and all private sidewalks proposed for the site shall be brick. (P&Z)
8. Applicant shall install two ADA ramps on the corner of Duke Street and West Street. Applicant shall install two ADA ramps on both sides of the alley at the rear of the property, to the satisfaction of the Director of T&ES. (T&ES)
9. Provide all pedestrian and traffic signage to the satisfaction of the Director of T&ES. Applicant shall provide the capital cost to install PRISMA DAPS accessible pedestrian signals for all crosswalks at intersection of West and Duke Streets. (T&ES)

Landscaping

10. A final landscape plan shall be provided with the final site plan to the satisfaction of the Directors of P&Z and RP&CA. The plan shall include the right-of-way adjacent to the site. The plan shall include the level of landscaping depicted on the preliminary landscape plan and at a minimum shall also provide:
 - a. Plantings (shrubs, groundcover, perennials, etc.) shall be provided within the landscape areas in the West Street right-of-way, between the public sidewalk and the property. Landscaping in these areas will be maintained by the property owner or residents.
 - b. Indicate the surface treatment that will be used in the planting beds (groundcover, grass, mulch, or other).
 - c. The shrubs are listed as having 30" spacing but are depicted with 48" spacing. Reduce the spacing to 30" and increase the number of shrubs provided accordingly.
 - d. The one parking space proposed to be removed shall be replaced with grass and landscaping.
 - e. Reduce the limits of disturbance to minimize the impacts on existing trees.

- f. Provide tree protection for the street trees along West Street.
- g. The applicant will replace existing street trees along the subject property's street frontages if determined necessary by the City Arborist. (P&Z) (RP&CA)

Archaeology

- 11. All archaeological work will be carried out in accordance with the *City of Alexandria Archaeological Standards* and is subject to the approval of the City Archaeologist. (Archaeology)
- 12. To ensure that significant information is not lost as a result of the current development project, the applicant shall hire an archaeological consultant to monitor demolition activities and to conduct test excavations for an Archaeological Evaluation prior to any other ground disturbing and construction activities. Contact Alexandria Archaeology (703-838-4399) to obtain a scope of work for this investigation and a list of approved consultants. If significant resources are discovered, the consultant must complete a Resource Management Plan, as outlined in the *City of Alexandria Archaeological Standards*. Preservation measures presented in the Resource Management Plan, as approved by the City Archaeologist, will be implemented. (Archaeology)
- 13. All archaeological preservation measures shall be completed prior to ground-disturbing activities (such as coring, grading, filling, vegetation removal, undergrounding utilities, pile driving, landscaping and other excavations as defined in Section 2-151 of the Zoning Ordinance). To confirm, call Alexandria Archaeology at (703) 838-4399. (Archaeology)
- 14. Call Alexandria Archaeology immediately (703-838-4399) if any buried structural remains (wall foundations, wells, privies, cisterns, etc.) or concentrations of artifacts are discovered during development. Work must cease in the area of the discovery until a City archaeologist comes to the site and records the finds. (Archaeology)
- 15. The General Notes of the Preliminary and Final Site Plans must include the statements in the above two conditions so that on-site contractors are aware of the requirements. Additional statements to be included on the Final Site Plan will be determined in consultation with Alexandria Archaeology. (Archaeology)
- 16. Certificates of Occupancy will not be issued for this property until the final archaeological report has been received and approved by the City Archaeologist. (Archaeology)
- 17. The developer will erect a historic marker on the property according to specifications provided by Alexandria Archaeology. The marker will highlight the historical and archaeological significance of the property. (Archaeology)
- 18. The developer will produce a booklet for the public on the history and archaeology of the property, according to specifications provided by Alexandria Archaeology. This booklet will be provided to all future residents of the development. (Archaeology)

Affordable Housing

19. The developer shall provide 8 units at a rent level not to exceed the maximum rents under the Low Income Housing Tax Credit (LIHTC) program, taking into account utility allowances, for as long as it owns the property, but in no event less than 20 years. (Housing)
20. The developer shall rent the affordable units only to households with at least one member who is age 62 or older who lives or works in the City of Alexandria. Income eligibility is limited to households whose incomes do not exceed 60% of the Washington D.C. metropolitan area median income, as calculated for purposes of the Low Income Housing Tax Credit program, or to households with Section 8 Housing Choice Vouchers (who may, in some instances, have incomes above LIHTC levels). The developer shall recertify the incomes of any households that do not have Section 8 Housing Choice Vouchers on an annual basis. (Voucher holders are subject to annual recertification by the local housing authority that administers the vouchers.) (Housing)
21. Applicants receiving Section 8 Housing Choice Voucher assistance shall not be denied admission on the basis of receiving Section 8. Section 8 payments shall be treated as income for the purpose of determining minimum income eligibility. (Housing)

General:

22. A temporary construction trailer shall be permitted and be subject to the approval of the Director of P&Z. The trailer shall be removed prior to the issuance of a certificate of occupancy permit for the building. (P&Z)
23. T&ES is concerned about the limits of excavation relative to the property line. Any structural elements that extend into the right-of-way, including footings, foundations, etc., must be approved by the Director of T&ES. (T&ES)
24. Any inconsistencies between the various drawings submitted by the applicant shall be reconciled to the satisfaction of the Directors of P&Z and T&ES. (P&Z)
25. The applicant shall identify a person who will serve as liaison to the community throughout the duration of construction. The name and telephone number of this individual shall be provided in writing to residents, property managers and business owners whose property abuts the site, and to the Directors of P&Z and T&ES. (P&Z)
26. A temporary informational sign shall be installed on the site prior to approval of the first final site plan for the project and shall be displayed until construction is complete or replaced with a marketing sign incorporating the required information: the sign shall notify the public of the nature of the upcoming project and shall provide a phone number for public questions regarding the project. (P&Z)

27. Before commencing any clearing or grading of the site, the applicant shall hold a meeting with all adjoining property owners to review the hauling routes, location of construction worker parking, plan for temporary pedestrian and vehicular circulation, and hours and overall schedule for construction. The Departments of P&Z and T&ES shall be notified of the date of the meeting before the permit is issued. Copies of plans showing the hauling route, construction worker parking and temporary pedestrian and vehicular circulation shall be posted in the construction trailer and given to each subcontractor before they commence work on the project. (P&Z)
28. The applicant shall submit a final location survey for the building prior to issuance of a certificate of occupancy permit. (P&Z)
29. Provide turning movements for vehicles both exiting and entering the proposed parking spaces. (T&ES)
30. Prior to the release of the final site plan, provide a Traffic Control Plan for construction detailing proposed controls to traffic movement, lane closures, construction entrances, haul routes, and storage and staging. (T&ES)
31. All Traffic Control Device design plans, Work Zone Traffic Control plans, and Traffic Studies shall be sealed by a professional engineer, registered in the Commonwealth of Virginia. (T&ES)
32. The developer agrees to deliver all solid waste, as defined by the Code of the City of Alexandria, to a refuse disposal facility designated by the Director of T&ES. The developer further agrees to stipulate in any future lease or property sales agreement that all tenants and/or property owners shall also comply with this requirement. (T&ES)
33. Provide the location of storage for solid waste and recycling containers on plans. The sketch provided during preliminary review shows one solid waste container. Staff feels that this will be inadequate to serve the site. Applicant shall provide a minimum of six (6) solid waste containers on site, with appropriate screening, or shall contract with private solid waste collection service to provide pick-up on a daily basis. (T&ES)
34. Provide details of the enclosure that screens the solid waste and recycling containers entirely from view. (T&ES)
35. No major construction staging will be allowed from Duke Street. Applicant to meet with T&ES to discuss construction staging activities prior to release of any permits for ground disturbing activities. (T&ES)
36. Any structural elements that extend into right of way, including footings, foundations, etc., must be approved by the Director of T&ES. (T&ES)
37. Show all existing and proposed easements, both public and private. (T&ES)

38. Show all utility structures, including transformers, on the final development plan. All utility structures (except fire hydrants) shall be clustered where possible and located so as not to be visible from a public right-of-way or property. When such a location is not feasible, such structures shall be located behind the front building line and screened to the satisfaction of the Director of P&Z. (P&Z)
39. Replace existing curb and gutter, sidewalks, and handicap ramps that are in disrepair or broken. (T&ES)
40. During the construction phase of this development, the site developer, its contractor, certified land disturber, or owner's other agents shall implement a waste and refuse control program. This program shall control wastes such as discarded building materials, concrete truck washout, chemicals, litter or trash, trash generated by construction workers or mobile food vendor businesses serving them and sanitary waste at the construction site and prevent its off site migration that may cause adverse impacts to the neighboring properties or the environment to the satisfaction of Directors of Transportation and Environmental Services and Code Enforcement. All wastes shall be disposed off site properly in accordance with all applicable federal, state and local laws. (T&ES)
41. The applicant is to contact the Crime Prevention Unit of the Alexandria Police Department at 703-838-4520 regarding locking hardware and alarms for the building. This is to be completed prior to the commencement of construction. (Police)
42. A security survey is to be completed for the construction trailers as soon as they are placed on site. (Police)

Environmental:

43. Plan must demonstrate to the satisfaction of the Director of T&ES that adequate stormwater outfall is available to the site or else developer is to design and build any on or off site improvements to discharge to an adequate outfall. As per letter of August 11, 2004, additional information is needed regarding stormwater. (T&ES)
44. If combined uncontrolled and controlled stormwater outfall is proposed, the peak flow requirements of Article XIII of AZO shall be met. (T&ES)
45. The applicant is advised that all stormwater designs that require analysis of pressure hydraulic systems and/or inclusion and design of flow control structures must be sealed by a professional engineer, registered in the Commonwealth of Virginia. If applicable, the Director of T&ES may require resubmission of all plans that do not meet this standard. (T&ES)
46. Provide proposed elevations (contours and spot shots) in sufficient details on grading plan to clearly show the drainage patterns. (T&ES)

47. A "Certified Land Disturber" must be named on the Erosion & Sedimentation Control sheets prior to commencement of activity in accordance with the Virginia Department of Conservation and Recreation guidelines.(T&ES)
48. The City's stormwater management regulations in terms of water quality are two-fold: phosphorus removal requirements and water quality volume default. Compliance with the phosphorus requirements does not relieve the applicant from the water quality default requirement. The water quality volume from the site's proposed impervious area must be treated in a Best Management Practices (BMP) stormwater facility. Any deviation from this requirement must be addressed through a formal exception letter to the City as discussed in Memorandum to Industry #2002-0001. (T&ES)

Special use permits and modifications requested by the applicant and recommended by staff:

1. SUP for a home for the elderly.
2. SUP to increase the allowable floor area from 1.00 to 1.36.
3. Modification to reduce the required open space from 40% to 18.6%.
4. Modification to reduce the minimum drive aisle width from 22 ft. to 14 ft.

Special use permits requested by the applicant and NOT recommended by staff:

None.

Staff Note: In accordance with section 11-506(c) of the zoning ordinance, construction or operation shall be commenced and diligently and substantially pursued within 18 months of the date of granting of a special use permit by City Council or the special use permit shall become void.

ADDITIONAL CITY DEPARTMENT CODE COMMENTS

Legend: C - code requirement R - recommendation S - suggestion F - finding

Code Enforcement

- C-1 All exterior walls within 3 feet from an interior property line shall have a fire resistance rating of 1 hour, from both sides, with no openings permitted within the wall. As alternative, a 2 hour fire wall may be provided. This condition is also applicable to porches with roofs and skylights within setback distance. **Shown as Note on Sheet 4. Condition met.**
- C-2 Prior to the issuance of a demolition permit or land disturbance permit, a rodent abatement plan shall be submitted to Code Enforcement that will outline the steps that will taken to prevent the spread of rodents from the construction site to the surrounding community and sewers. Condition met, shown as Rodent Abatement Note on Sheet 4.
- C-3 Roof drainage systems must be installed so as neither to impact upon, nor cause erosion/damage to adjacent property. Condition met, Roof Drain Note shown on Sheet 4.
- C-4 A soils report must be submitted with the building permit application. **Acknowledged by applicant, condition met.**
- C-5 New construction must comply with the current edition of the Uniform Statewide Building Code (USBC). Condition met, shown as note 12 on Sheet 1.
- C-6 Alterations to the existing structure must comply with the current edition of the Uniform Statewide Building Code (USBC). **Acknowledged by applicant. Condition met.**
- C-7 Construction permits are required for this project. Plans shall accompany the permit application that fully detail the construction as well as layouts and schematics of the mechanical, electrical, and plumbing systems. **Acknowledged by applicant. Condition met.**
- C-8 Permission from adjacent property owners is required if access to the adjacent properties is required to complete the proposed construction. Otherwise, a plan shall be submitted to demonstrate the construction techniques utilized to keep construction solely on the referenced property. **Acknowledged by applicant. Condition met.**
- C-9 A wall location plat prepared by a land surveyor is required to be submitted to this office prior to requesting any framing inspection. **Acknowledged by applicant. Condition met.**

- C-10 Required exits, parking, and facilities shall be accessible for persons with disabilities. Show curb access to sidewalk from handicap parking area. Show slope of handicap ramp on plans. **Applicant acknowledges curb will be flush with parking area pavement. Ramp is shown on A-2 leading from parking area to front porch. Show slope of ramp on plans.**
- C-11 Prior to submission of the Final Site Plan, the developer shall provide a fire flow analysis by a certified licensed fire protection engineer to assure adequate water supply for the structure being considered.
- C-12 A separate tap is required for the building fire service connection. Show size of fire line on plans. **Main size shown on plans. Condition met.**
- C-13 A Certificate of occupancy shall be obtained prior to any occupancy of the building or portion thereof, in accordance with USBC 119.0. **Acknowledged by applicant. Condition met.**

Transportation and Environmental Services (T&ES)

- C- 1 An appropriate performance bond for the public improvements must be posted prior to release of the plan.
- C- 2 All downspouts must be connected to a storm sewer by continuous underground pipe.
- C- 3 The sewer tap fee must be paid prior to release of the plan.
- C- 4 All drainage facilities must be designed to the satisfaction of T&ES. Drainage divide maps and computations must be provided for approval.
- C- 5 All utilities serving this site to be placed underground.
- C- 6 Provide site lighting plan to meet minimum city standards.
- C- 7 The applicant shall comply with the City of Alexandria's Noise Control Code, Title 11, Chapter 5, which sets the maximum permissible noise level as measured at the property line.
- C- 8 The applicant must comply with the Article XIII of the City's zoning ordinance, which includes requirements for stormwater pollutant load reductions, treatment of the water quality volume default, and stormwater quantity management.
- C- 9 The applicant must comply with the City of Alexandria, Erosion and Sediment Control Code, Section 5, Chapter 4. This includes naming a Responsible Land Disturber on the Erosion and Sediment Control sheets prior to engaging in land disturbing activities in accordance with Virginia Erosion and Sediment Control Law.

Archaeology

- F-1 This property was part of the L'Overture Hospital and Contraband Barracks complex during the Civil War. The lot contained some of the ward tents for the hospital complex. The site is extremely significant since it has the potential to yield archaeological resources which could provide information about the African Americans who escaped from slavery and sought haven in the Union-occupied town of Alexandria. Demolition of existing structures, ground disturbance, or construction activities could destroy these potential resources if proper archaeological methodology is not incorporated.

**REPORT ATTACHMENTS
AVAILABLE IN THE PLANNING AND ZONING OFFICE**