



MEMORANDUM

TO: District of Columbia Zoning Commission

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

DATE: April 21, 2014

**SUBJECT: OP Hearing Report 1- ZC #13-14 (McMillan)
First Stage and Consolidated PUD and Related Map Amendment
Master Plan and Parcels 6 and 7**

I. SUMMARY AND RECOMMENDATION

Vision McMillan Partners, LLC and District of Columbia (Co-Applicants) propose a mixed use development on the property known as the “McMillan Reservoir” at 2501 First Street, NW (Square 3128, Lot 800). To accommodate the development, the Applicant has divided the site into seven parcels, and has requested:

- A Stage 1 Planned Unit Development (PUD) for Parcels 2 and 3;
- A Consolidated PUD for parcels 1, 4, 5, and 7; and
- A related map amendment to rezone the property from Unzoned¹ to the Mixed Use (Commercial Residential (CR) (Parcels 2 through 6) and C-3-C (Parcels 1 and 7) zone districts.

At the January 17, 2014 public meeting, the Zoning Commission set down the proposal for a public hearing. Due to the depth and scope of the PUD, the Zoning Commission recommended that the proposal be reviewed in four separate public hearings, with different parcels and parts of the project forming the topic area for each hearing as follows:

Hearing #1	Site Master Plan (Parcels 1 through 7) and Consolidated PUD review of Open Space, Parks and Community Center (Parcels 6 and 7)
Hearing #2	Multifamily/Retail Building and Townhouses (Parcels 4 and 5)
Hearing #3	Healthcare Building (Parcel 1)
Hearing #4	Continuation hearing, as needed

The Office of Planning (OP) is pleased with depth of details provided subsequent to setdown and recommends **approval** of the requested First Stage PUD, Second Stage PUD for Parcels 6 and 7 and related map amendment with the condition that the Applicant fully address with the Department of Transportation (DDOT) issues such as Bikeshare and the dispersion of traffic through the site, and provide additional details regarding the nature of the healing garden sandwiched between Michigan Avenue and the transit hub.

¹ The official Office of Zoning Map shows the site as being in the R-5-B district. However, the Office of Zoning has confirmed that there is no record of the property being rezoned since the transfer of the property from the Federal government and therefore the map is in error.



OP will provide our analysis for the project within three hearing reports covering each of the topic areas. This report covers the Stage I Master Plan and Open Space, Parks and Community Center (Parcels 6 and 7). The plans have shown improvement since setdown, and OP is supportive of the overall massing, height and use mix.

The redevelopment proposal for this historic site would be of significant benefit to the District and the surrounding neighborhood. The single site would include a variety of uses, including residential; retail including a grocery store; office and in particular medical offices; a community center; and a vast amount of open space. As a historic site, the proposed development would incorporate, complement, preserve and/or repurpose the many historic elements which exist on the site.

The proposal would not be inconsistent with the Comprehensive Plan Future Land Use and Policy maps, and would further many important Citywide Elements, and specifically those recommended for the McMillan Reservoir property.

II. SITE DESCRIPTION

The McMillan Reservoir and Sand Filtration complex is comprised of two parcels. The 68 acre reservoir site is located in the southwestern quadrant of the intersection of First Street, NW and Michigan Avenue, NW and remains in federal ownership and operated by the U.S. Army Corps of Engineers. The portion of the complex subject to the proposed application is located at 2501 First Street, NW (Square 3128, Lot 800) and is bounded on the west by First Street, NW; on the north by Michigan Avenue, NW; on the east by North Capitol Street, NW; and on the south by Channing Street.

The rectangular shaped property has a land area of approximately 24.69 acres (1,075,356 square feet). The site is generally flat, but the south end rises up to 16 feet above Channing Street. The northern end of the site is approximately 10 feet lower than Michigan Avenue. The flat portion of the site has 2,100 manholes to below-grade, groin-vaulted concrete cells that were filled with sand to filter water.

Above grade, the site is organized into thirds by two east-west service courts that contain distinctive cylindrical concrete sand storage bins, brick regulator buildings capped by red tile roofs, and concrete sand washing structures.

The development of the site is a collaboration of Vision McMillan Partners, LLC and District of Columbia. The District will be responsible for the development and maintenance of the open space, park and community center, while Vision McMillan Partners, LLC would be responsible for the buildings. It is envisioned that the District would create a management entity (e.g. a business improvement district or its equivalent) to maintain, manage, operate, repair and replace the public infrastructure and public amenities at the sole cost and expense of such business improvement district or other management entity. Vision McMillan Partners, LLC and each tenant, subtenant, owner or other occupant of buildings would be required to contribute to such a business improvement district or other management entity pursuant to the terms and conditions contained in the Declaration of Covenants which are currently being drafted.

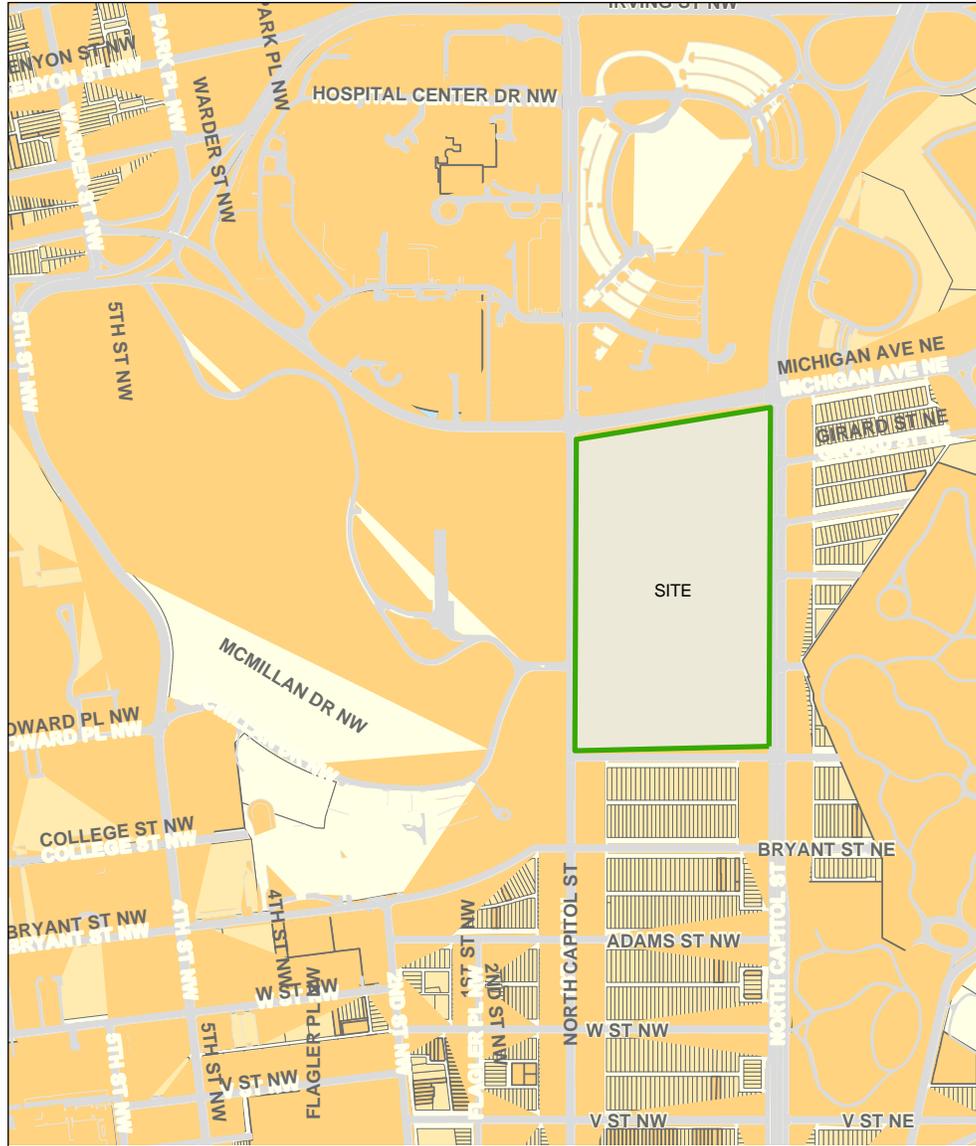


Figure 1 - Site Location

III. SURROUNDING AREA

The site is surrounded by a mixture of uses. To the north, across Michigan Avenue are institutional uses: the Veterans Affairs Hospital, Washington Hospital Center and Children’s Hospital which range in heights of between 90 and 130 feet. To the east, across North Capitol Street is the Stronghold neighborhood while the south, across Channing Street, is the Bloomingdale neighborhood. Both neighborhoods are developed with two and three story rowhouses. To the west, across First Street, is the McMillan Reservoir and Sand Filtration complex.



Figure 2 - Aerial Showing Site and Surrounding Area

IV. HISTORIC PRESERVATION SUMMARY

McMillan Park Reservoir and Sand Filtration Plant, constructed between 1902 and 1905, was the city's first large-scale water filtration facility. It represents an integration of Beaux-Arts planning and architectural principles with advanced engineering and technology. The complex was conceived as part of the Senate Park Commission's monumental plan for Washington, in which the utilitarian complex was aesthetically integrated into the McMillan Plan's proposal for a ring of interconnected parks and open spaces that would extend across the city from Rock Creek Park to Fort Dupont.

The site was designed by Allen Hazen, Supervising Engineer, with construction overseen by A.M. Miller, the head of the U.S. Army Corps of Engineers. Frederick Law Olmsted, Jr. was responsible for the development of the McMillan Plan's landscape elements, including the proposed ring of open green spaces surrounding the city, of which the reservoir was a part. Several years after the reservoir and sand filtration site was constructed, Olmsted transformed the utilitarian filtration beds into spaces defined by allees of trees and the basin into a lake encircled by a winding drive and walking paths. In 1906, soon after completion, the site was named in honor of Senator James McMillan, the advocate of the Senate Park Commission's plan who died during its construction. The Sand Filtration portion of the property was conveyed to the District in 1987. The entire 92 acre site was listed as a landmark in the DC Inventory in 1991 and has been listed on the national Register as an historic district. Redevelopment of the site was envisioned by the City when it was transferred from federal ownership.

The proposed redevelopment of the site has undergone extensive review by the Historic Preservation Office (HPO) and the Historic Preservation Review Board (HPRB) through a series of public hearings over several years. The reviews informed a Master Plan based on preservation and design principles on which the proposed PUD is based. On October 31, 2013, HPRB found the "*revised concept designs to represent an architecturally coordinated and cohesive approach that specifically relates to the character of the McMillan Site.*" Further, HPRB recommended that the project return for final review after approval by the Zoning Commission and the Mayor's Agent.

V. PROPOSAL

The existing conditions have the site divided by two, east to west service courts (referred to as the North Service Court and the South Service Court), resulting in three sectors: North, Central and South development areas. The service courts with their historic elements would be incorporated into the development. The Applicant has further divided the site into seven (7) development parcels. As stated in Section IV of this report, the historic preservation reviews informed a Master Plan for the development of the site based on preservation and design principles. The Site Plan (Attachment 1) in large part, respond to the guiding preservation principles², connectivity with the surroundings, park location and design, and the treatments regarding the three sectors.

The parcels within each sector are as follows and are depicted on Figure 3:

- Northern Sector - Parcel 1
- Central Sector - Parcels 2, 3, 4, 5 and 7
- Southern Sector – Parcel 6

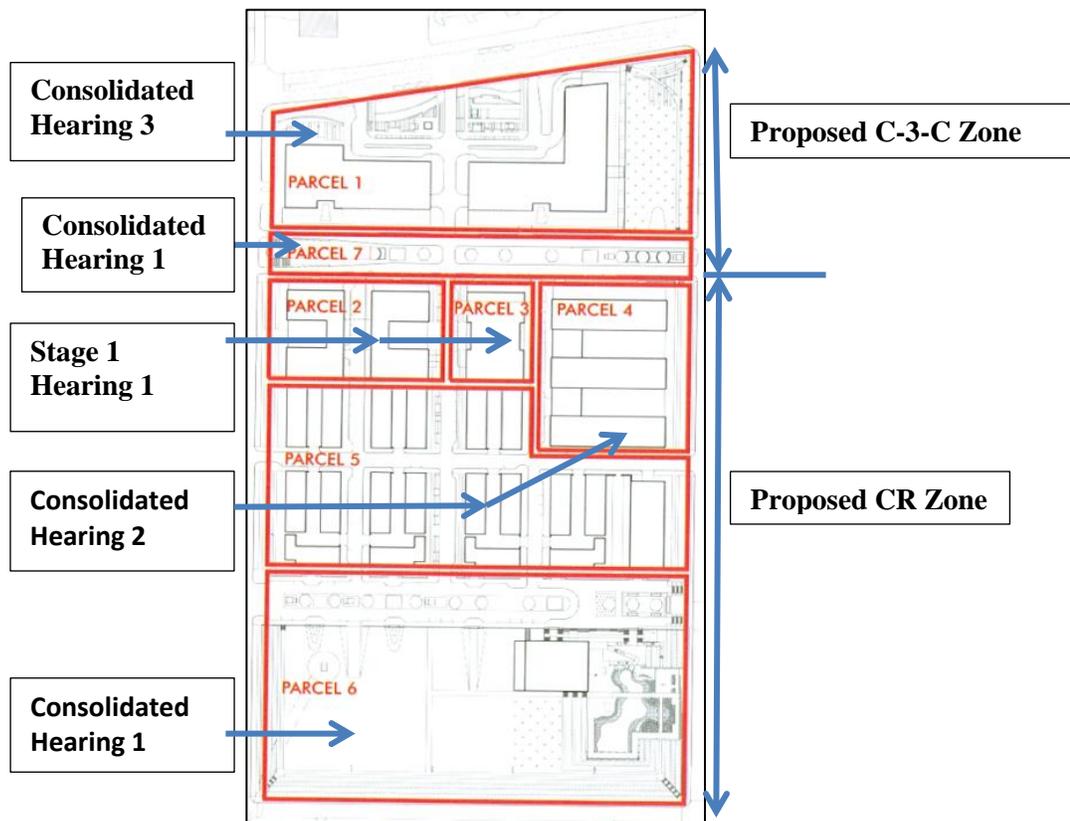


Figure 3

The Northern Sector, Parcel 1, would be developed with an 875,000 square foot medical office building with ground floor retail. The structure would have two towers joined together at the first floor³, and would have a maximum of 10-stories extending up to 130-feet at the corner of Michigan Avenue and First Street, tapering down to 115-feet on Half Street and 102-feet on the eastern portion of the building.

² As outlined by Historic Preservation

³ Considered to be a single building for zoning purposes.

The office building would be organized around a substantial amount of open space including a 23,374 square foot “Healing Garden” oriented to Michigan Avenue. On the eastern portion of the parcel, the building would be setback 150-feet from North Capitol Street for a park area of 41,141 square foot above the preserved Filtration Cell 14.

The Central Sector, Parcels 2, 3, 4, 5 and 7, would include a mid-rise buildings and a mix of uses. Parcel 7 is the North Service Court which would be converted to a retail street with east-west vehicular traffic. Parcel 2 would have a 334,950 square foot, mixed use building with ground floor retail and residences above, while Parcel 3 which would be a 173,000 square foot healthcare facility with retail on the ground floor. Parcel 4 would have a 308,150 square foot, mixed use building to accommodate a 52,920 square foot grocery store, facing North Capitol Street on the ground level and 280 apartments above. Parcel 5 would have 146, 3- and 4-story, row houses and provide a transition between the existing row house communities and the higher density buildings going north on the site.

The Southern Sector, Parcel 6, would contain the Southern Service Court, a 6.2 acre park, a community center, and would accommodate a construction and staging area on the western portion of the Parcel for the D.C. Water Long Term Control Project to improve stormwater management for the area. The Southern Service Court would provide vehicular access/egress from First Street and east-west pedestrian access, as well as on-street parking for the 17,000 square foot community center. The community center would include an indoor pool, playgrounds, an amphitheater, a pond and a “walking museum” while the adjacent park will provide bicycle parking and direct access to the elevated Olmsted Walk.

Table I summarizes the uses and square footage of the proposed development within each parcel.

Parcel #/ land area	Residential GFA/ Units	Office GFA	Retail GFA	Community Center/	Parking
1 (214,555 sf)	-	860,000	15,000	-	1677
2 (66,989 sf)	311,700	-	23,250	-	313
3 (33,311 sf)	-	170,000	3,000	-	194
4 (95,984 sf)	255,230	-	52,920	-	339
5 (251,281 sf)	350,000	-	-	-	324
6 (328,059 sf)	-	-	-	17,500	9
7 (85,177 sf)	-	-	-	-	0
TOTAL	916,930 gfa	1,030,000 gfa	94,170 gfa	17,500 gfa	2,856 spaces

The Applicant has submitted a Master Plan that outlines the overall development program. This application requests First Stage PUD review for Parcels 2 and 3, and consolidated review for the remainder of the site (Parcels 1, 4, 5, 6, and 7).

First Stage PUD

The Stage 1 portion of the PUD would encompass **Parcels 2 and 3**. Parcel 2 would be developed with 285 residential units and 23,250 square feet of ground floor retail use. Parcel 3 would have 170,000 square feet healthcare facility with 3, 000 square feet of ground floor retail uses. All related infrastructure around these parcels would be provided in the consolidated portion of the development.

Consolidated PUD

The consolidated PUD would encompass **Parcels 1, 4, 5, 6 and 7**. Parcels 1, 4, and 5 will be addressed in subsequent OP Hearing Reports consistent with the scheduled of hearings established by the Commission.

VI. DESCRIPTION AND OP ANALYSIS FOR PUBLIC HEARING 1

This OP report will address the Stage 1 Master Plan; the proposed uses on Parcels 6 and 7, Open Space, Parks and Community Center, including the Olmsted Walk, Pedestrian and Vehicular Circulation, all subjects of the first Public Hearing.

Master Plan

The Master Plan recognizes the historic nature of the McMillan site which presents challenges and unique opportunities for redevelopment. The Plan calls for the preservation of a majority of the structures both underground and above ground and/or adapted for incorporation and reuse in the proposed development. The Master Plan seeks to balance the development with preservation and public amenities across the site. To accomplish this, the Applicant has established a set of design guidelines that provides strategies and direction for preservation, architecture, landscape and urban design to achieve a unified development. Based on these principles, five objectives to guide the development of the site were created and are manifested in the PUD:

- Objective 1 - Preserve the site as a distinct landmark, creating a cohesive environment;
- Objective 2 – Preserve and celebrate the historic significance of the site;
- Objective 3 – Preserve restore and adapt the site’s characteristic historic resources. Retail sufficient historic integrity of the landmark to convey its significance to the history of public works, water purification, and landscape architecture.
- Objective 4 – Create a cohesive and accessible urban community that connects to the surrounding neighborhoods; and
- Objective 5 – Design landscape and architecture that reinforces McMillan’s unique sense of place and complements historic resources.

Olmsted Walk and Pedestrian Circulation

Significant characteristics of this project are the amount of open space, including parks, pedestrian walkways, and the integration of the historic elements into the new mixed use development that would serve the new residents and workers and the neighboring communities. Pedestrian access would be provided from various points on all four sides of the property as well as through interior and exterior sidewalks, walkways and paths to encourage activity along the streets. These many pedestrian ways for circulation would create opportunities for and encourage a walkable community, and greater accessibility from surrounding neighborhoods.

Running nearly parallel to the sidewalks, the historic Olmsted Walk would be reintroduced and would create a separate hawthorn-lined perimeter walkway encircling the perimeter of the site. The Olmsted Walk would follow the natural grade of the site in most cases and would be at a higher elevation than the public sidewalk. The Olmsted Walk would be accessed at various locations. On the southern portion of the site three sets of corner stairs would be restored along with accessible ramps for pedestrian access.

Vehicular Circulation

The development would introduce six new, private streets for internal circulation and provide connections to the surrounding uses and neighborhoods. Three, east-west access points would be introduced; the North and South Service Courts would be repurposed and a new Evarts Street introduced through the Central Section of the site close to the residential and commercial uses. While the North Service Court and Evert Street would provide vehicular access/egress from both First Street and North Capitol Street, the South Service Court would only provide access/egress from First Street and pedestrian access only from North Capitol Street.

A new Half Street through the middle of the site would run between the South Service Court and Michigan Avenue while Quarter Street and Three Quarter Street would run between the North and South Service Courts.

A driveway in front of the medical office building would allow drop-off and pick-up in front of the building and in the future is envisioned to be a transit hub. DDOT continues to review this proposal for any impacts on traffic along Michigan Avenue.

Parks and Open Space

Through the preservation of many of the historic elements, a substantial amount of open/park space, over 10 acres, would be provided. The most significant open space area would be on Parcel 6. In addition to the community center with its recreation facilities both inside and outside of the building, the western portion of the parcel would include a reconstructed elevated plinth with views to the reservoir and the surrounding area. The storm water management pond on the eastern portion of the site would highlight the associated history of the site. Parcel 6 would also accommodate the DC Water storm water management project to address flooding problems being experienced in the adjacent community.

Parcel 1 would also include significant open space including a "healing garden" along Michigan Avenue, which is envisioned to be a relaxing, serene space for patients, visitors and employees of the building. The healing garden would be between the transit hub and Michigan Avenue both having a substantial amount of traffic. The applicant should further address how the healing garden would be a serene, reflective area even with the area being below the grade of Michigan Avenue. The preservation of the underground Cell 14 on the eastern portion of the parcel would provide a large open space above ground, possibly for passive recreation, as well as providing clear views of the historic elements in the Northern Service Corridor. In the interim, the site would be used for D.C. Water's Long Term Control Project until 2022.

Parcel 6

Parcel 6 is on the southern portion of the property and contains the Southern Service Court, a 6.2 acre park, a community center, noted above. The western portion of Parcel 6 is accommodating the construction and staging area for the D.C. Water's Long Term Control Project until 2016. This project would improve and alleviate a stormwater management problem in the adjacent neighborhoods. After 2016, when no longer in use as a staging area, this portion of the site would be redeveloped as a park.

The 17,500 square foot community center would be two stories in height. The interior concept plan shows multiple facilities including a pool and a multipurpose fitness room on the ground floor, and a multipurpose community room, kitchen, gallery and an outdoor terrace on the upper floor. The structure of the building would be of lightweight metal with a trellised shading system; high performance metal glazing system; and steel columns and would allow natural light to penetrate into the building. The building would have a green roof and the Applicant has provided a LEED ND scorecard at the platinum level for this building.

The Southern Service Court consist of existing regulator houses, sand bins, sand washers, walls and ramps which will be preserved and incorporated into the development. The Master Plan encourages their reuse in the future. At the entrance from North Capitol Street would be a water themed art installation integrated into a drain/basin feature to highlight the theme of the site. The Service Court would provide vehicular access/egress from First Street and east-west pedestrian access between North Capitol Street and First Street. On-street parking for 21 vehicles and a potential Capital BikeShare station to serve the community center and park would be within the service court.

Other features on Parcel 6 include a pond and plaza area overlooked by amphitheater steps. The remaining open space areas consists of a lawn area, preserved cells whose covers would incorporate artwork, and the introduction of a bosque of trees for shade.

Parcel 7

Parcel 7 is the North Court whose sand filtration structures including storage bins, regulator houses, a sand washer plus filter portals and service court walls would be preserved and integrated into the development. The North Service Court would be the main gateway into the development, providing a new connection between North Capitol Street and First Street. It is envisioned to be a very active street as it is the main retail frontage for the development. Capital Bikeshare station, bicycle racks and water features would be integrated into this street.

VII. PHASING

The development is projected to take place in two Phases. Phase 1 is projected to begin in 2015 and end in 2018. Development would begin with the infrastructure installation followed by the delivery of the rowhouses beginning in late 2016. The public amenities, healthcare and the mixed uses/multifamily units are scheduled for delivery beginning in mid-2017. The beginning of Phase 2 (Parcels 2 and 3) is unknown at this time and will require Second Stage PUD review. The Applicant submitted the phasing plan at Exhibit D of the February 18, 2014 submission.

VIII. PROPOSED ZONING

The Office of Zoning has clarified that the property is currently unzoned, although the Zoning Map shows the site as being in the R-5-B zone. In conjunction with the PUD, the Applicant is seeking to zone the property to the C-3-C (Parcels 1 and 7) and C-R (Parcels 2 through 6) zones. OP is supportive of these zone districts to accommodate the proposed development.

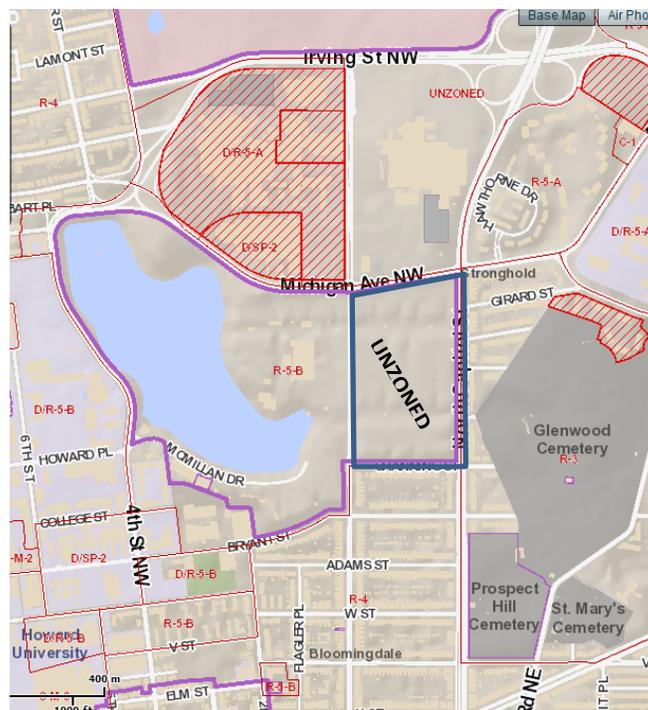


Figure 4 - Existing Zoning

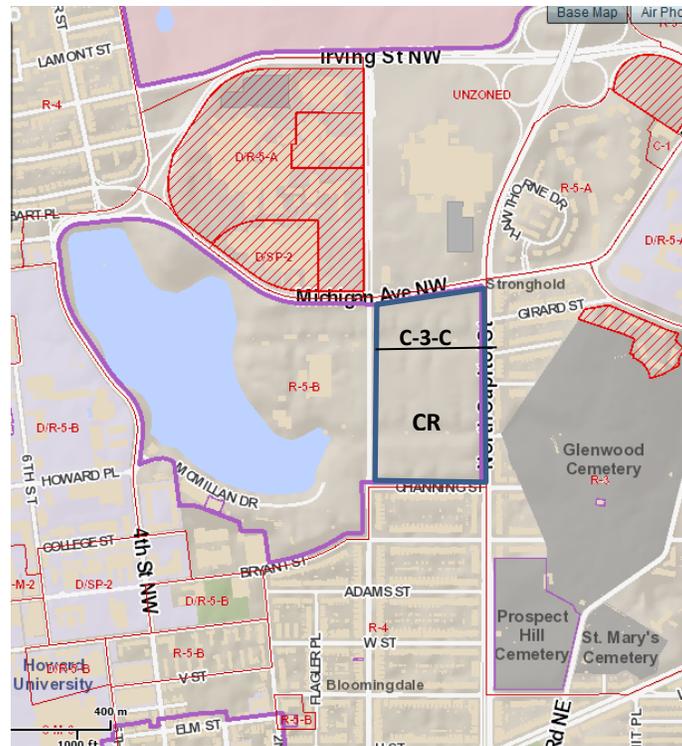


Figure 5 - Proposed Zoning

The proposed CR district (Parcels 2 through 6) would cover most of the site. The purpose of the CR district is to “encourage a diversity of compatible land uses that may include a mixture of residential, office, retail, recreational, light industrial, and other miscellaneous uses.” The proposed development would include many of these uses and would be consistent with objectives for the CR zone including the following:

- 600.3 (a) Help create major new residential and mixed use areas in planned locations at appropriate densities, heights, and mixtures of uses;
- (b) Encourage the preservation and rehabilitation of structures of historic or architectural merit in the District of Columbia;
- (c) Encourage areas devoted primarily to pedestrians by separating pedestrian and vehicular circulation patterns and by requiring off-street parking spaces in accordance with this objective and with the objectives of specific area plans;
- (d) Encourage flexibility in architectural design and building bulk; provided, that the designs and building bulk shall be compatible and harmonious with adjoining development over the CR District as a whole;
- (e) Make recreation areas more accessible to the CR District's residents and visitors; and
- (f) In a variety of ways, create environments conducive to a higher quality of life and environment for residents, businesses, employees, and institutions in the District of Columbia as specified in District plans and policies.

The C-3-C zone is proposed for the northern portion of the site (Parcels 1 and 7). Generally, the C-3-C district is designed for major business and employment centers that are supplementary to the Central Business District and provide substantial amounts of employment, housing, and mixed uses. C-3-C districts permit medium-high density development, including office, retail, housing, and mixed-use development. The C-3-C zone is appropriate for this parcel as it allows the Applicant to respond to the adjacency of the hospitals across Michigan Avenue at an appropriate massing and density, and to provide the medical office building. The flexibility to provide for the 130-foot height would also allow

the ability to step the buildings down towards the lower height community and to provide an abundance of open space across the site.

Table 2 is a comparison of the CR and CR/PUD standards and the development proposal for Parcels 2 to 6.

	CR	CR PUD	Proposal	Flexibility
Area	N/A	15,000 sq. ft.	860,801 sf.	No
Height	90 ft.	110 ft.	Ranges from 26 ft. to 110 ft.	No
FAR	6.0 (3.0 for non-resid'l)	8.0 (4.0 for non-resid'l)	1.37 for entire 1.06 (916,930 sq. ft.) resd'l 0.31 (266,6700 sf.) non-resd'l 0.59 (507,950 sf) Stage 1 0.78 (675,550 sf) Consolidated	No
Lot Occupancy	100% 75% for residential	100% 75% for residential	Overall – 30% (Varies by Parcel)	No
Rear Yard	For Residential at or below grade: 3 in./ft. of height or 12 ft. whichever is greater. For Residential above grade: 3 in./ft. of height or 12 ft. whichever is greater.	For Residential at or below grade: 3 in./ft. of height or 12 ft. whichever is greater. For Residential above grade: 3 in./ft. of height or 12 ft. whichever is greater.	Varies throughout	Yes (Parcel 5)
Side Yard	If provided, must be a min. of 3 in./ft. of height or 8ft, whichever is greater	If provided, must be a min. of 2 in./ft. of height or 8 feet, whichever is greater	Varies throughout	No
Parking	Varies per Parcel	Varies per parcel	Total Required = 1, 437 Total Proposed = 2,730	No
Loading	Varies per Parcel	Varies per Parcel	Varies throughout	Yes (Parcel 4)
Roof Structure				Yes (Parcel 4)

Table 3 is a comparison of the C-3-C, C-3-C/PUD standards and the development proposal for the project.

	C-3-C	C-3-C PUD	Proposal	Flexibility
Area	N/A	15,000 sq. ft.	214,555 sq. ft.	No
Height	90 ft.	130 ft.	130 ft., stepping down to 102 ft.	No
FAR	6.5	8.0	4.08 for entire site (4.01 for office uses) (0.07 for retail use)	No

	C-3-C	C-3-C PUD	Proposal	Flexibility
Lot Occupancy	100%	100%	54%	No
Rear Yard	2.5 in./ft. of height or 12 feet, whichever is greater	2.5 in./ft. of height or 12 feet, whichever is greater	27.08. ft.	No
Side Yard	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater	None	No
Parking	<u>Retail:</u> In excess of 3,000 sf., 1 per 750 sf. of gfa and cellar area = 16 spaces <u>Medical Office:</u> In excess of 2,000 sf., 1 per 900 sf. of gfa and cellar area = 954 spaces Total = 970	<u>Retail:</u> In excess of 3,000 sf., 1 per 750 sf. of gfa and cellar area. = 16 spaces <u>Medical Office:</u> In excess of 2,000 sf., 1 per 900 sf. of gfa and cellar area = 954 spaces Total = 970	Total Proposed = 1,900	No
Loading	<u>Retail:</u> None required <u>Office:</u> 3- 30 ft. deep loading berths; 3- 100 sf. Loading platforms; 1- 20 ft. service/delivery space	<u>Retail:</u> None required <u>Office:</u> 3- 30 ft. deep loading berths; 3- 100 sf. loading platforms; 1- 20 ft. service/delivery space	<u>Total Proposed:</u> 4- 30 ft. deep loading berths; 4- 100 sf. loading platforms; 4- 20 ft. service/delivery space	No

Table 4 is a comparison of the CR and CR/PUD standards and the community center on Parcel 6.

	CR	CR PUD	Proposal
Area	328,059 sq. ft. (7.53 acs.)	328,059 sq. ft. (7.53 acs.)	328,059 sq. ft. (7.53 acs.)
Height	90 ft. Existing historic structures	110 ft. Existing historic structures	26 ft. Existing historic structures
FAR	4.0 non-residential	4.0	0.05
Lot Occupancy	75%	75%	4%
Rear Yard	N/A	N/A	215 ft.
Side Yard	If provided, must be a min. of 3 in./ft. of height or 8ft, whichever is greater	If provided, must be a min. of 3 in./ft. of height or 8ft, whichever is greater	118 ft.
Parking	1 space per 2,000 sq. ft. = 9	1 space per 2,000 sq. ft. = 9	21 spaces to be provided on the private street.
Loading	N/A (less than 3,000 sq. ft.)	N/A (less than 3,000 sq. ft.)	N/A (less than 3,000 sq. ft.) Dedicated on street loading space.

IX. FLEXIBILITY

The Applicant has requested flexibility from the zoning requirements as part of the PUD.

Roof Structure

The Applicant has requested flexibility from the roof structure setback requirements on the building on Parcel 4. This flexibility request will be discussed on OP Hearing Report 2.

Inclusionary Zoning

The Applicant seeks flexibility to provide an alternative to the Inclusionary Zoning (IZ) requirements in the multifamily building (Parcel 4) and instead provide affordable units for low income seniors which under § 2603.3(f) would be exempted from the IZ requirements.

Rear Yards

The proposal indicates that the rowhouses within Parcel 5 would be constructed in groups of 8 to 10 with each group considered a single building. The Applicant is requesting flexibility from the requirements of § 2517.3 regarding rear yard setbacks. This flexibility will be discussed further in OP Hearing Report 2.

Loading

The Applicant has requested flexibility from the loading requirements on Parcels 4 and Parcel 1. The flexibility requested would allow the Applicant to provide an appropriate number of berths to better serve these mixed use buildings and would also allow for shared loading. The flexibility will be discussed in OP Hearing Reports 2 and 3.

X. 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 enhance and preserve the historic nature of the site the Applicant is requesting that the proposal be reviewed as a 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 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.

XI. PUBLIC BENEFITS AND AMENITIES

The goal of a PUD is to permit flexibility of development provided a project is determined to provide 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 following areas are amenities and public benefits of the development.

Housing and Affordable Housing

The proposed development would include home ownership and rental opportunities within rowhouses and multifamily units. In addition, as requested by the community, the Applicant would earmark a portion of the units specifically for seniors, 55 years and older.

Within the multifamily buildings, (Parcels 2 and 4) a total of 20% of the gross floor area would be dedicated for persons with incomes of up to 80% of AMI. However, on Parcel 4, the Applicant has requested the flexibility to provide as an alternative, a senior affordable component, 84 units for persons 55 years and older earning 50% to 60% of AMI.

Within the rowhouse development (Parcel 5), the Applicant would provide 10% of the gross residential floor area for persons with incomes of up to 80% of AMI. This equates to 18 or 12% of the 146 rowhouse units.

Table 5 below summarized the affordable units provided within the development:

Parcel	Unit Type	Total Number of Units	IZ Units/Percentage of total	AMI
Parcel 2	Multifamily	~ 250	~ 25/10%	80%
Parcel 4	Multifamily (with option for (Senior Housing)	278	85/30% (allotted for Seniors)	50% to 60%-
Parcel 5	Townhouse	146	18/12%	80%
TOTAL	-	674	128/18%	-

The locations of the affordable units on Parcels 4 and 5 have been identified. On Parcel 5, they would be scattered throughout the development and not adjacent to each other. On Parcel 5, they would all be in the southern wing of the building. Due to the funding structure for the development of the senior housing, they would not be subject to the requirements of the IZ spacing requirements. The details of the affordable units on Parcel 2 will be discussed further at the Second Stage review.

Retail

The proposal would provide approximately 98,170 gross square feet of ground floor retail space across the site within the two healthcare buildings (Parcels 1 and 3) and the multifamily buildings (Parcels 2 and 4) all fronting on either side of the North Service Corridor. This includes a 52,920 square foot grocery store on Parcel 4 to serve this area of the City.

Connectivity

The development would have a total of six new street; two, east to west streets between North Capitol Street and First Street and a third between the community center and First Street; and three new north-south streets with the central Half Street running between Michigan Avenue and the South Service Corridor and two streets between the North and South Service Courts. The Applicant states that these new rights-of-way would provide adequate internal connections as well as connections to the adjacent community and would distribute traffic through various access points, thereby lessening the impact on any one access point. However, DDOT has requested that the Applicant make changes to their Transportation Plan to more adequately distribute the traffic through the site. All internal streets would be private and privately maintained but open to public traffic and pedestrians at all times. The developer would also control on-street parking.

The transportation features would include a multimodal system to accommodate vehicles and encourages the use of public transit, bicycle and foot travel. The Applicant envisions that the site could be a future “transit hub” and accommodate the Circulator Bus or Streetcar. The proposal would include space for three new Capital Bikeshare stations, multiple short bike parking locations, shuttle buses and long term parking. The Applicant has committed to providing a private shuttle service to serve site-generated transit demand if the Circulator Bus or streetcar service is not provided by the completion of Phase I of the development. These facilities would serve the site as well as the adjacent institutional and residential uses.

The Applicant has outlined transportation demand management strategies (TDM) to help reduce the reliance on car ownership and automobile use and measures would include:

- Office and grocery employers providing employees with SmartBenefits;
- TDM Coordinator to implement, monitor, and be the point of Contact with DDOT;
- Bicycle parking and shower accommodations;
- On-street spaces reserved for car sharing services;
- Working with nearby institutions to promote transit and explore the concept of a shuttle service;
- Electronic messaging boards to display transit information;
- Market rate pricing for on-site parking spaces (except where prohibited by tenant agreements); and
- Unbundling of parking spaces on the multifamily.

Future facilities to be provided by full build-out would include the relocation of existing bus stops, the installation of four new traffic signals, the addition of turning lanes, the integration of future transit services, and an on-site transit hub on Parcel 1 to facilitate local bus and van trips. At this time of this report, the highlighted TDM measures and the future facilities are all recommendations and the Applicant is working with DDOT on which would be acceptable and a determination as to which of the suggestions would be implemented.

Local Business Opportunities and First Source Agreements

The Applicant states that a significant number of new employment opportunities would be generated from the redevelopment of the site and that they are working on a Certified Business Enterprises (CBE) agreement with the District of Columbia Local Business Opportunity Commission. The time of this report, the Applicant stated that they have executed a First Source Employment Agreement with Department of Employment Services (DOES). The Applicant has been advised to submit the signed agreements to the record prior to the public hearing.

Green Elements

The developer proposes to include a various environmentally sensitive elements including alternative energy sources, 11,000 square feet of green roofs, bioretention facilities and permeable pavers to reduce stormwater runoff, and green engineering. The Applicant would seek LEED for New Construction (NC) certification for the overall development. Additionally, each project would be LEED Silver or Green Communities compliant and the checklists for each have been provided. The overall development would have a Green Area Ratio (GAR) of 0.254 and would be achieved through a combination of landscaped areas; bioretention facilities; permeable paving; water features, and plants above 2 feet high at maturity (Master Plan, April 11, 2014, pages 38-44).

Uses of Special Value

The redevelopment of the site would make productive use of a large, centrally located historic site and add residential, commercial, civic and recreational uses. Many of the historic elements that have been deteriorating would be stabilized and preserved and where possible would be reused. In addition to the medical office building, a grocery store and other retail uses would be on the site. The development would provide additional residences and employment opportunities in the community and provide many new services. A community center, active and passive recreational opportunities and open space would be provided. The development has would also accommodate the opportunity to address the stormwater management and flooding problems in the area.

Benefits and amenities evaluation is based on an assessment of the development potential gained through the PUD process. In this instance, the map amendment from unzoned to C-R/C-3-C/ PUD would allow the site to be developed at a density and height that allows the highest building to be located on the northwestern portion of the site and taper down to heights that are compatible with the adjacent residential uses. Further, it allows for the preservation of a significant amount of open space and a variety of uses on the site.

Table 6 below is summary and OP’s categorization of the proposed items.

Applicant’s Amenities/Benefits	Required	Mitigation	Public Benefit	Project Amenity
New Housing			X	X
Affordable housing	X		X	X
Open and Green Space			X	X
Health Care Opportunities			X	X
Grocery store			X	X
Park			X	X
Historic Preservation	X		X	X
Community Center			X	X
Space for/and or Capital Bike Share Station		X	X	X
Bicycle Spaces	X	X	X	X
TDM Leaders		X		X
Employment and Training Opportunities	X		X	X

XII. COMPREHENSIVE PLAN

The Future Land Use Map designates the site for mix of uses: medium density residential, moderate density commercial and Parks, Recreation and Open Space.

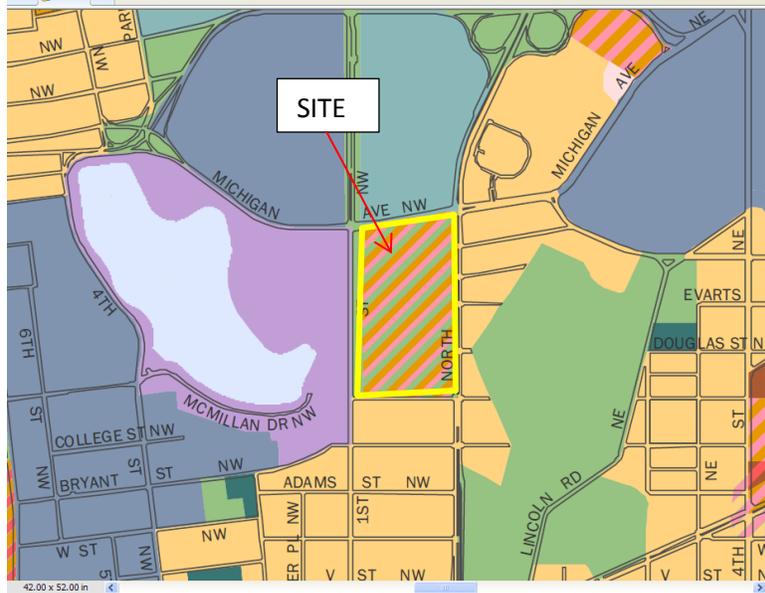


Figure 6 - Future Land Use Map

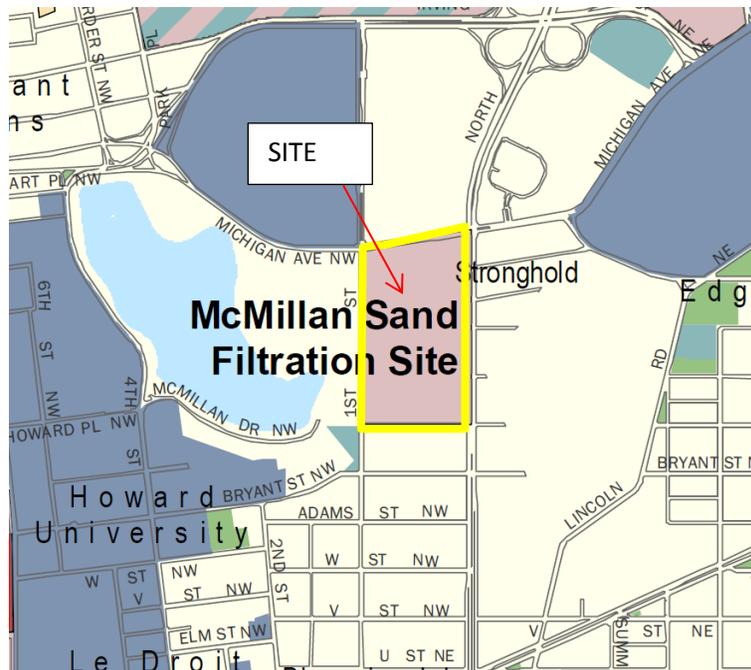


Figure 7 - Generalized Policy Map

The Generalized Policy Map identifies the site as a Land Use Change Area intended to “to encourage and facilitate new development and promote the adaptive reuse of existing structures. Many of these areas have the capacity to become mixed-use communities containing housing, retail shops, services, workplaces, parks and civic facilities. The Comprehensive Plan’s Area Elements provide additional policies to guide development and redevelopment within the Land Use Change Areas, including the desired mix of uses in each area.” 223.11

“As Land Use Change Areas are redeveloped, the District aspires to create high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods. Programs to avoid and mitigate any undesirable impacts of development of the Land Use Change Areas upon adjacent neighborhoods should be required as necessary.” 223.12

The proposal is not inconsistent with the Comprehensive Plan Future Land Use and Generalized Policy maps. The proposed development also meets or furthers many of the elements and policies of the Comprehensive Plan as outlined below.

Land Use

LU-1.2.1: Reuse of Large Publicly-Owned Sites Recognize the potential for large, government-owned properties to supply needed community services, create local housing and employment opportunities, remove barriers between neighborhoods, provide large and significant new parks, enhance waterfront access, and improve and stabilize the city’s neighborhoods. 305.5

The proposed development includes single-family and multifamily units; rental and home ownership units; and housing specifically for seniors, 55 years or older as well as affordable units at up to 80% of AMI. The office and retail uses would provide employment opportunities. The development would preserve over 12 acres of park and open space with a combination of active and passive recreation areas.

LU-1.2.2: Mix of Uses on Large Sites Ensure that the mix of new uses on large redeveloped sites is compatible with adjacent uses and provides benefits to surrounding neighborhoods and to the city as a whole. The particular mix of uses on any given site should be generally indicated on the Comprehensive Plan Future Land Use Map and more fully described in the Comprehensive Plan Area Elements. Zoning on such sites should be compatible with adjacent uses. 305.7

The proposal is consistent with the recommendation of the Comprehensive Plan Maps for a mix of residential commercial, open space and recreational uses. The more intense uses have been placed closer to the adjacent institutional uses and taper down in height and intensity adjacent to the residential uses. The mix of uses allowed under that proposed zoning would be compatible to the adjacent residential and institutional uses.

LU-1.2.5: Public Benefit Uses on Large Sites Given the significant leverage the District has in redeveloping properties which it owns, include appropriate public benefit uses on such sites if and when they are reused. Examples of such uses are affordable housing, new parks and open spaces, health care and civic facilities, public educational facilities, and other public facilities. 305.10

The proposal would include benefits such as new housing, affordable housing, new parks and open spaces, health care and community center, the preservation of historic elements and the reintroduction of the historic Olmsted Walk.

LU-1.2.6: New Neighborhoods and the Urban Fabric On those large sites that are redeveloped as new neighborhoods (such as Reservation 13), integrate new development into the fabric of the city to the greatest extent feasible. Incorporate extensions of the city street grid, public access and circulation improvements, new public open spaces, and building intensities and massing that complement adjacent developed areas. Such sites should not be developed as self-contained communities, isolated or gated from their surroundings. 305.11

The development would be connected to the street grid through the introduction of two new east-west roads connecting North Capitol Street and First Street and a new north-south access from Michigan Avenue. Pedestrian and bicycle ways provide connections internally and externally along the streets. The open spaces and community center would be open and fully accessible to residents of the development as well as from the surrounding neighborhood.

***LU-1.2.7: Protecting Existing Assets on Large Sites** Identify and protect existing assets such as historic buildings, historic site plan elements, important vistas, and major landscape elements as large sites are redeveloped. 305.12*

As outlined in the Master Plan and approved by HPRB, many of the historic elements on the site would be preserved, restored, reused and integrated into the development where possible. The historic character of the site also dictated the architecture of the buildings and buildings carefully sited to preserve important vistas. Additionally, the historic Olmsted Walk along the perimeter of the site would be reintroduced.

***LU-1.2.B Encouraging Livability of Former Federal Lands** When land is identified to shift from federal to private or local use, develop planning and zoning approaches that provide for, as appropriate, the reconstruction of historic rights-of-way and reservations, integration of the sites into the adjoining neighborhoods, and the enhancement of special characteristics or opportunities of the sites. Encourage cultural, residential, and retail to ensure mixed-use neighborhoods, even if designated as high-density commercial on the District of Columbia Comprehensive Plan Future Land Use Map; coordinate with the National Capital Planning Commission, as appropriate. 305.15*

The McMillan site is a large, historic, former federal land that would be redeveloped with a mix of uses including public benefits such as open space and a community center all integrated with the historic elements. The site and uses would connect to the surrounding neighborhood through new and existing streets and pedestrian ways.

Housing

***H-1.1.7: New Neighborhoods** Accommodate a significant share of the District's projected housing demand in "new neighborhoods" developed on large sites formerly used for government functions. In addition to housing, these neighborhoods must include well-planned retail, public schools, attractive parks, open space and recreation, as well as needed supportive services. The new neighborhoods should include a variety of housing types, serving a variety of income levels. 503.8*

***H-1.2.4: Housing Affordability on Publicly Owned Sites** Require that a substantial percentage of the housing units built on publicly owned sites, including sites being transferred from federal to District jurisdiction, are reserved for low and moderate income households. 504.11*

The proposed development would have approximately 674 housing units complemented by over one million square feet of space to accommodate medical uses; an approximately 53,000 square feet grocery store; approximately 41,000 square feet of retail uses; a 17,000 square feet community center with a 25 meter pool; and over 12 acres of park and open space.

The development would include a mix of housing types and affordability and would include market and affordable units; rental and home ownership units; and single family as well as multifamily buildings. Units specifically dedicated for seniors, 55 years and older is also a feature of the development.

Parks, Recreation and Open Space

PROS-1.3.1: Balancing Competing Needs Manage the District's parklands to protect and enhance their open space character while also accommodating a range of recreational activities. Park activities and facilities should be designed in a way that makes the best possible use of each space while minimizing conflicts between different recreational uses. 806.3

Most of the park space would be on the southernmost portion of the site would consist of a variety of passive and active uses including; a community center and plaza; a pond; an open grass area above preserved cells; lawn; a small bosque area; an amphitheater; a spray fountain; and portions of the Olmsted Walk. On the northern eastern portion of the site, the plinth above preserved cell structures and manholes would be a grassed open space area. The various uses would be positioned so as not to be in conflict with each other

PROS-1.3.6: Compatibility with Adjacent Development Design and manage park activities and facilities including recreation centers in a way that is compatible with nearby residential and commercial uses. 806.8

The design of the community center would be compatible to the historic character of the site and the other proposed buildings and uses. Because of the location of the community center and park, it should not be in conflict with the residential and commercial uses on the site. The management of the community center is unknown at this time.

PROS-1.4.3: Parks on Large Sites Include new neighborhood and/or community parks on large sites that are redeveloped for housing and other uses that generate a demand for recreational services. The potential for such parks to enhance the connectivity of parks and open spaces throughout the city should be an important planning and design consideration, particularly where multiple large adjacent sites are being redeveloped. 807.6

The proposal includes a new community park with open space and the possibility for many recreational services. This public park and community center would be an important amenity in this area as there are currently no other facility of its type in this portion of the City.

PROS-3.3.1: North-Central Open Space Network Protect and enhance the historic open space network extending from McMillan Reservoir to Fort Totten. As future land use changes in this area take place, an integrated system of permanent open spaces and improved parks should be maintained or created. 814.5

The proposed park and open space on the property would enhance the site and would contribute significantly to an integrated system of permanent open spaces and improved park.

The proposed development would provide a significant amount of open space, parks and a community center along with areas for both passive and active recreation. The restoration of the Olmsted Walk would be a significant asset to the development and the community.

Urban Design

UD-2.2.8: Large Site Development Ensure that new developments on parcels that are larger than the prevailing neighborhood lot size are carefully integrated with adjacent sites. Structures on such parcels should be broken into smaller, more varied forms, particularly where the prevailing street frontage is characterized by small, older buildings with varying facades. 910.16

The character of the area surrounding the site consists of 2- and 3-story rowhouses on the east and south; large institutional uses on the north; and the McMillan Reservoir on the west site. The largest parcel and the most intense development would be on the northern portion of the site adjacent to the intense institutional uses. The development on the site tapers down towards the residential use along North Capitol Street and the park is adjacent to the residential uses to the south.

UD-2.3.5: Incorporating Existing Assets in Large Site Design Incorporate existing assets such as historic buildings, significant natural landscapes, and panoramic vistas in the design of redeveloped large sites. For sites that were originally planned as integrated complexes of multiple buildings, historic groupings of structures should be conserved where possible. 911.8

Most of the historic structures, significant natural landscapes, and panoramic vistas would be preserved and integrated into the new development. A Master Plan has been developed for the site which included design guidelines to provide direction on building appearance and streetscape, signage and utilities, parking design, landscaping, buffering, protection of historic resources, integration of the development with surrounding neighborhood, and design principles that promote environmental sustainability. The proposed project has been reviewed by HPRB and received approval of many of these characteristics.

Historic Preservation

HP-2.4.3: Compatible Development

*Preserve the important historic features of the District while permitting compatible new infill development. Within historic districts, preserve the established form of development as evidenced by lot coverage limitations, yard requirements open space, and other standards that contribute to the character and attractiveness of those areas. Ensure that new construction, repair, maintenance, and improvements are in scale with and respect historic context through sensitive siting and design and the appropriate use of materials and architectural detail.*1011.8

The HPRB has concluded that the proposed development would preserve the historic character of the site and new buildings are at a scale that respects the historic elements through design and siting.

Mid City Area Element

The property is within the Mid-City Area Element and the relevant Policy referenced in the Comprehensive Plan is as follows:

MC-2.6.1: Open Space on McMillan Reservoir Sand Filtration Site Require that reuse plans for the McMillan Reservoir Sand Filtration site dedicate a substantial contiguous portion of the site for recreation and open space. The open space should provide for both active and passive recreational uses, and should adhere to high standards of landscape design, accessibility, and security. Consistent with the 1901 McMillan Plan, connectivity to nearby open spaces such as the Armed Forces Retirement Home, should be achieved through site design. 2016.5

The proposed open space on the site would include areas for passive and active recreational uses including a community center. The proposed open space “healing gardens” at the northern portion of the site is designed to provide connectivity to the medical complexes across Michigan Avenue and the Armed Forces Retirement Home property.

***MC-2.6.2: Historic Preservation at McMillan Reservoir** Restore key above-ground elements of the site in a manner that is compatible with the original plan, and explore the adaptive reuse of some of the underground “cells” as part of the historic record of the site. The cultural significance of this site, and its importance to the history of the District of Columbia must be recognized as it is reused. Consideration should be given to monuments, memorials, and museums as part of the site design. 2016.6*

The HPRB and HPO review addressed the cultural significance of the site which includes the preservation of the underground cells as well as the above ground structures with proposals for adaptive reuse. The Applicant would be working with Cultural DC to promote public art that are compatible to the sites historic character and a gallery within the community center.

***MC-2.6.3: Mitigating Reuse Impacts** Ensure that any development on the site is designed to reduce parking, traffic, and noise impacts on the community; be architecturally compatible with the surrounding community; and improve transportation options to the site and surrounding neighborhood. Any change in use on the site should increase connectivity between Northwest and Northeast neighborhoods as well as the hospital complex to the north. 2016.7*

The HPRB and HPO review addressed the preservation of the important historic facets of the site as well as its compatibility and connectivity to surrounding uses. The development includes the introduction of streets to connect to existing streets. The provision of pedestrian ways, bicycle facilities for storage and pathways, relocated transit stops, TDM measures, and additional signalized intersection would minimize the impact the adjacent communities.

***MC-2.6.5: Scale and Mix of New Uses** Recognize that development on portions of the McMillan Sand Filtration site may be necessary to stabilize the site and provide the desired open space and amenities. Where development takes place, it should consist of moderate- to medium-density housing, retail, and other compatible uses. Any development on the site should maintain viewsheds and vistas and be situated in a way that minimizes impacts on historic resources and adjacent development. 2016.9*

The Applicant has requested CR and C-3-C zones on the property that would allow the requested range of residential and other uses. The Site Plan shows the preservation of much open space areas to give visibility to the historic resources.

XIII. AGENCY COMMENTS

Referrals were sent to a number of agencies with no response. DDOT would submit its report under separate cover.

XIV. COMMUNITY COMMENTS

The property is within the area governed by ANC-5E. As part of the review the Applicant has had numerous meeting with and made presentations to the ANC and other community groups. ANC-5E indicated to OP that they would request additional time for further consultation and a recommendation.

XIIV. SUMMARY OF ZONING COMMISSION FOR ADDITIONAL INFORMATION

The Commission provided with Applicant with a list of issues to be addressed at the setdown meeting. The Applicant provided written responses in Exhibit B of the April 11, 2014 submission. In general, the applicant has provided more renderings of the buildings and the interior of the project; has provided more articulation on the multifamily/retail building frontage along Evarts Street; has provided lighting and phasing plans; and has addressed affordable housing. OP continues to have a concern with the effectiveness of the “healing garden” at its present location between the transit hub and Michigan Avenue.

JLS/mbr

ATTACHMENT:

Attachment1 – Site Plan

ATTACHMENT I – Site Plan



MASTER PLAN