

MEMORANDUM

TO:	District of Columbia Zoning Commission		
FROM:	JLS Jennifer Steingasser, Deputy Director Development Review and Historic Preservation		
DATE:	July 17, 2015		
SUBJECT:	Setdown Report for ZC #15-14, DC Water – Consolidated Planned Unit Development with Related Map Amendment from the CG/W-2 to CG/CR		

I. SUMMARY RECOMMENDATION

The Office of Planning (OP) recommends that the application by DC Water be set down for public hearing, including:

- Consolidated Planned Unit Development (PUD) with related Map Amendment to construct a new office building in the area identified as a portion of Lot 805 in Square 744S and a portion of Lot 801 in Square 744S; and
- Related map Amendment from CG/W-2 to CG/CR

The proposal is not inconsistent with the Comprehensive Plan.

OP informed the applicant that the following should be provided prior to the public hearing:

- 1. Additional architectural detail and perspectives of the building and its context including a view looking east from O Street showing the encapsulation of the pumping station by the new building
- 2. A detailed discussion with illustrations showing how the roof plan meets Code
- 3. Additional analysis regarding the requested parking relief and TDM program
- 4. Bicycle parking and repair accommodations located within the building
- 5. Additional consideration of public access to the site to allow for continued waterfront access while maintaining a secure site
- 6. A revised fencing plan with no chain link fencing
- 7. A refined amenities package commensurate with the requested flexibility (see page 7)

II. APPLICATION-IN-BRIEF

Location: East of 1st Street, S.E., west of Canal Street, S.E., south of N Place, S.E., and north of the

Anacostia River

Ward and ANC: Ward 6, ANC 6D

Applicant: DC Water

PUD-Related Zoning: CG/CR



Property Size: 119,875 SF

Proposal: Redevelopment of the site with construction of a 167,180 SF office building that will surround the existing 20,000 SF pumping station. The applicants request flexibility from the public space, parking, and roof setback, enclosure, and height requirements.

III. SITE AND AREA DESCRIPTION



Vicinity Map (provided by applicant)

The entire PUD is shown in the red outline. The surrounding properties are slated for future development, the historic DC Water main pumping station building, the river, and parks.

The 119,875 SF square feet site is flat and partially improved with surface parking and the O Street pumping station, which is a 20,000 SF two story brick building operated by DC Water.

The subject property is surrounded by a variety of uses and a number of large-scale developments that are under construction or soon to be developed. The Zoning Commission has approved PUDs that are adjacent to or in the vicinity of the subject property at the north and west sides. These developments include a future movie theater, parking garage, apartment buildings with a maximum height of 110-130 feet adjacent to the site (ZC #13-05), two residential buildings, a hotel and an office building with a

height of 95-130 feet down river to the west (ZC #04-14B), and a residential, hotel and office building with a maximum height of 130 feet to the northwest at M Street (ZC 12-05).

IV. PROJECT DESCRIPTION

The proposed office building would be sited on the riverfront and would be constructed around the existing O Street pumping station building. The office building would be the headquarters for DC Water, which would relocate approximately 350 employees from their current offices at the Blue Plains location. The historic Tingey Street pumping station is adjacent to this site and both pumping stations would remain in operation during and after construction.

The proposed office building would be approximately 167,180 SF with a floor area ratio of 1.39. The applicants propose that the building would have a maximum height of 100 feet and 21 surface parking spaces.

In response to OP's request for information, the applicant provided additional sheets to OP after the application was filed and the applicant will file the additional sheets as part of their prehearing submission if the case is set down. The supplemental plans, labeled "Supplement to June 1, 2015 submission" are specifically referenced below and can be found in Attachment 2.

The applicant is proposing to encapsulate O St pumping station with the new building. The visible exteriors of the pumping station will have stained brick.

The proposed new building will have:

- a variety of cladding materials including concrete and metal panels and glass walls with sun shades and rain screens (Sheets A.200, A.310 & A.312 in Attachment 2)
 - south façade: glass and aluminum curtain wall with tinted glass to reduce solar gain as determined by an energy model
 - north façade: variegated green rainscreen panel system with punched windows
 - o building skin extends above the roof for guardrail and rainscreen
- windows into the pumping station within the lobby along the north wall for visitor viewing
- showers for employee use

The proposed roof plan shows a mechanical penthouse, stairs, trellis, vegetated roof, and an angled penthouse screen (see detail in Sheets A.107, A.108, A.109 & A.110 in Attachment 2)

The building is designed to be LEED platinum and is expected to be one of the most sustainable office buildings in the region with sustainability features to include:

- o low impact development planters and native plantings to reduce runoff
- building skin that will prevent glare and unwanted solar radiation; tinted glass on south façade to reduce solar gain as determined by an energy model
- innovative heating and cooling system utilizing residual heat from sewage as source of heat recovery
- variegated green rainscreen panel system
- \circ vegetated roof
- rainwater collection in cistern for graywater use

The applicant proposes the following site improvements (Sheets L.031, L.03 & L.12 in Attachment 2):

- landscaping along the river (see Cover Sheet in Attachment 2 for revised rendering to reflect existing sea wall and proposed landscaping)
- 21 surface parking spaces 15 along closed Canal Street and 6 in the autocourt
- o 21 bicycle racks (Sheets L.05I, L.06, L.12 & L.15 in Attachment 2)
- a loading yard on the west side off 1 ¹/₂ Street with zoning-compliant loading docks for the office and pumping station
- three different materials proposed for fencing around the site: primarily chain link with one section of "Clean Rivers" open metal fencing at the northeast entrance and one section of ornamental metal fencing at the southwest side entrance; loading dock screen wall with rainscreen cladding (see Sheet L.15 in Attachment 2)
- two secure entrances: one at the northeast side at Canal Street and N Place and one on the west side at 1 ¹/₂ Street
- o a concrete paver plaza and autocourt at east side of building (Sheet L.16 in Attachment 2)
- a wooden boardwalk outside south façade along river
- o a metal grating observation platform to allow for venting of tidal gates

The project proposes exciting waterfront architecture, site planning and landscaping, however most of the site, including the riverfront esplanade, are not accessible to the public due to DC Water's security needs (Exhibit 3F). OP has expressed concern about the lack of public access to the waterfront and recommends that the applicant consider altering the plan to allow limited and secure public access.

The applicant provided OP with additional plans as shown in Attachment 2 to assist in the review of the project, and OP is now requesting additional plans. OP is asking the applicant to provide renderings and perspectives to show how exactly the existing pumping station will be encapsulated and what that will look like as viewed from the west and north. OP also requests illustrations of the roof showing how it meets Code.

The proposed building will be distinctive and visible but the proposal shows the site surrounded almost entirely with chain link fencing. OP recommends that the applicant revise the plan to show "Clean Rivers" open metal fencing or some other continual fencing that is appropriate for this project. The fencing around this building should also be consistent with the fencing around the historic pumping station site.

OP recommends that the applicant provide interior bike parking and maintenance within the building.

V. COMPREHENSIVE PLAN

The application is consistent with major policies from various elements of the Comprehensive Plan, including the Land Use, Transportation, Environmental Protection, Economic Development, Urban Design, Infrastructure, and Lower Anacostia Waterfront / Near Southwest Area Elements. Due to the required security at the site, the applicant is unable to provide public access to the waterfront and the proposal may be inconsistent with the policies related to the waterfront. For a complete analysis of the project against relevant planning policies, please refer to Attachment 1.

VI. ZONING

The site is currently zoned CG/W-2 and it is located within the Capitol Gateway zoning overlay district. The applicant proposes to rezone the subject property to the CG/CR zone. The W-2 (Waterfront) zone allows office use as a matter of right and a building height of 60 feet and 2.0 FAR non-residential.

The CR district also allows office use as a matter of right. The CR zone allows a maximum 90 foot height and 3.0 non-residential FAR. PUDs in the CR zone can allow buildings up to 110' tall and 8.0 FAR total, of which no more than 4.0 can be non-residential.

The CR District requires that at least 10% of the lot area located immediately adjacent to the main entrance to the principal building must serve as transitional space between the street or pedestrian right-of-way and the building.

An office building in the CR district is required to provide one parking space for each additional 1,800 square feet of gross floor area in excess of 2,000 square feet. Additionally, an office building with 50,000 to 200,000 SF of gross floor area is required to provide two loading berths at 30 feet deep, two loading platforms at 100 SF, and one service/delivery space at 20 feet deep.

	Density maximum (non-residential)	Height maximum	
Existing CG/W-2 zone	2.0 FAR	60 feet	
Proposed CG/CR zone	3.0 FAR; 4.0 FAR with PUD	90 feet; 110 feet with PUD	
Proposed PUD	FAR 1.39	100 feet	
-			

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Zoning Map

Portion of Lot 805 in Square 744S Portion of Lot 801 in Square 744SS



zoning map provided by the applicant

Flexibility

- **a. Ground Level Public Space Requirement in the CR District**: Regulations require that 10% of the lot area adjacent to the primary entrance remain publicly accessible as transitional space between the street and the building. The applicant seeks flexibility from the requirement due to security constraints for this building. The entrance area and the building will not be open to the public and the two entrances will have secure checkpoints.
- b. **Parking:** Flexibility is requested to allow the applicants to provide 21 parking spaces (including 7 ADA spaces) instead of the 69 required.
- c. Roof: The applicant requests flexibility for the proposed roof plan:
 - 1. Structure: There is more than one structure on the roof
 - 2. Setback: The two roof structures are not set back at 1:1 distance from the surrounding walls
 - 3. Height: The roof on the west side will have two heights due to elevator overrun

The applicant also requests additional flexibility to allow them to:

- 1. Vary location and design of interior components but not change the exterior configuration of the building
- 2. Vary the number, location and arrangement of parking (vehicular and bicycle) spaces
- 3. Vary sustainable design features within LEED platinum rating standards
- 4. Vary final selection of exterior materials and details

OP does not support additional flexibility regarding vehicular parking since they are already requesting relief from the required number of spaces.

VII. PURPOSE AND EVALUATION STANDARDS OF A PUD

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. The PUD process is "designed to encourage high quality developments that provide public benefits." Through the flexibility of the PUD process, a development that provides project amenities to the surrounding neighborhood can be achieved.

The PUD standards state that the "impact of the project on the surrounding area and upon the operations of city services and facilities shall not 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" (§2403.3).

The proposed development will be constructed on an under-utilized site along the waterfront. The influx of office workers will assist in the revitalization of this area and the unique architecture will be distinctive along the waterfront. The development will support a municipal utility the impact of the project on city services will be positive. OP will request comments from other District agencies prior to the public hearing.

VIII. PUBLIC BENEFITS AND AMENITIES

Sections 2403.5 - 2403.13 of the Zoning Regulations discuss the definition and evaluation of public benefits and amenities. In its review of a PUD application, §2403.8 states that "the Commission shall

judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case." Sections 2403.9 and 2403.10 state that a project must be acceptable in all the listed proffer categories, and must be superior in many. To assist in the evaluation, the applicant is required to describe amenities and benefits, and to "show how the public benefits offered are superior in quality and quantity to typical development of the type proposed..." (§2403.12).

Benefit package evaluation is partially based on an assessment of the additional development gained through the application process. The proposed project gains additional height through the PUD request and OP is supportive of the additional height of this site, which will be in keeping with other recently-approved buildings and will provide a distinctive architecturally significant building along the waterfront.

The consolidated PUD includes a number of benefits including:

- 1. Urban design, architecture, landscaping –a distinctive and visible building with significant landscaping in a waterfront setting
- 2. Site planning and efficient land utilization redevelopment of an underutilized industrial site, incorporation of the pumping station, viewsheds of the waterfront
- 3. Connections to transit the location of the building has good access to transit and the applicants are proposing to provide employee bicycle parking
- 4. Historic preservation the applicant has been encouraged to highlight and feature the historic pumping station as a public benefit
- 5. Environmental Benefits –LEED Platinum rating goal, storm water runoff controls, innovative heat recovery system, preservation of open space along waterfront; in keeping with the District's sustainability goals.
- 6. Other public benefits the addition of 350 office workers will benefit the area's commercial businesses

The Office of Planning feels that the information regarding benefits is sufficient for setdown. OP will continue to work with the applicant to refine any benefits that may be proffered prior to the public hearing. Some suggestions include:

- Interpretive signage to be developed in conjunction with the Office of Planning's Historic Preservation staff to highlight the historic pumping station. Signage could include historic photographs of the building and an explanation of the pumping process occurring within the building. Signage should be located at the front of the building along Tingey Street after current construction in that location is completed.
- Cleaning and/or partial restoration of the historic pumping station's exterior
- Public access to the subject site to allow continued waterfront access understanding that it would be limited access due to security constraints (to be consistent with the Comprehensive Plan)
- Other based on ANC and other community input

IX. AGENCY REFERRALS

If this application is set down for a public hearing, the Office of Planning will facilitate an interagency meeting with the following government agencies for review and comment:

- Department of the Environment (DDOE);
- Department of Transportation (DDOT);
- Department of Employment Services (DOES);
- Department of Public Works (DPW); and
- Fire and Emergency Medical Services Department (FEMS).

X. COMMUNITY COMMENTS

The site is located in ANC 6D. DC Water attended the June 8, 2015 ANC meeting. At the time of the deadline of this report, OP had not received any comments from the ANC or the community.

XI. SUMMARY OF OP COMMENTS

The proposed Consolidated PUD is not inconsistent with the Comprehensive Plan and OP recommends the application be set down for public hearing.

Prior to the public hearing, OP has asked the applicants to provide more information or consideration of the following:

- 1. Additional architectural detail and perspectives of the building and its context including a view looking east from O Street showing the encapsulation of the pumping station by the new building
- 2. A detailed discussion with illustrations showing how the roof plan meets Code
- 3. Additional analysis regarding the requested parking relief and TDM program
- 4. Additional bicycle parking and repair accommodations within the building
- 5. Additional consideration of public access to the site to allow for continued waterfront access while maintaining a secure site (to be consistent with Comprehensive Plan guidance)
- 6. A revised fencing plan showing no chain link fencing on the site
- 7. A refined amenities package commensurate with the requested flexibility (see page 7)

XII. ATTACHMENT

- 1. Comprehensive Plan Analysis
 - A. Guiding Principles
 - B. Plan Policies
 - C. Land Use Maps
- 2. Supplemental plans provided by the applicant

JS/af

Attachment 1 Comprehensive Plan Analysis

A. PLAN POLICIES

The application is also consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Transportation; Environmental Protection, Economic Development; Parks, Recreation and Open Space; and Lower Anacostia Waterfront / Near Southwest Area Elements.

Chapter 3 Land Use Element

Policy LU-1.13: Central Employment Area

The CEA shall have include the greatest concentration of the city's provate office development, and higher density mixed land uses, including commercial/retail, hotel, residential, and entertainment uses. 304.8

Policy LU-1.1.5: Urban Mixed Use Neighborhoods

Encourage new central city mixed use neighborhoods combining high-denisty residential, office, retail, cultural, and open spaces in Near Southeast/Navy Yard. Land use regulations and design standards for these areas should ensure that they are developed as attractive pedestrian-oriented neighborhoods, with high-quality architecture and public spaces. 304.11

Policy 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. 305.6

Policy 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

Policy LU-1.2.8: Large Sites and the Waterfront

Use the redevelopment of large sites to achieve related urban design, open space, environmental, and economic development objectives along the Anacostia Waterfront. Large waterfront sites should be used for water-focused recreation, housing, commercial, and cultural development, with activities that are accessible to both sides of the river. Large sites should further be used to enhance the physical and environmental quality of the river. 305.13

Due to the required security at the site, the applicant is unable to provide public access to the waterfront and the proposal may be inconsistent with this policy.

Policy LU-1.3.2: Development Around Metrorail Stations

Concentrate redevelopment efforts on those Metrorail station areas which offer the greatest opportunities for infill development and growth, particularly stations in areas with weak market demand, or with large amounts of vacant or poorly utilized land in the vicinity of the station entrance. Ensure that development above and around such stations emphasizes land uses and building forms which minimize the necessity of

automobile use and maximize transit ridership while reflecting the design capacity of each station and respecting the character and needs of the surrounding areas. 306.11

Chapter 4 Transportation Element

Policy T-1.1.4: Transit-Oriented Development

Support transit-oriented development by investing in pedestrian-oriented transportation improvements at or around transit stations, major bus corridors, and transfer points. 403.10

Action T-2.3.A: Bicycle Facilities

Wherever feasible, require large new commercial and residential buildings to be designed with features such as secure bicycle parking and lockers, bike racks, shower facilities, and other amenities that accommodate bicycle users. 409.11

Chapter 6 Environmental Protection Element

Policy E-1.1.3: Landscaping

Encourage the use of landscaping to beautify the city, enhance streets and public spaces, reduce stormwater runoff, and create a stronger sense of character and identity. 603.7

Policy E-2.2.2: Energy Efficiency

Promote the efficient use of energy, additional use of renewable energy, and a reduction of unnecessary energy expenses. The overarching objective should be to achieve reductions in per capita energy consumption by DC residents and employees. 610.3

Policy E-3.1.2: Using Landscaping and Green Roofs to Reduce Runoff

Promote an increase in tree planting and landscaping to reduce stormwater runoff, including the expanded use of green roofs in new construction and adaptive reuse, and the application of tree and landscaping standards for parking lots and other large paved surfaces. 613.3

Policy E-3.2.1: Support for Green Building

Encourage the use of green building methods in new construction and rehabilitation projects, and develop green building methods for operation and maintenance activities. 614.2

Chapter 7 Economic Development Element

Policy ED-2.1.1: Office Growth

Plan for an office sector that will continue to accommodate growth in government, government contractors, legal services, international business, trade associations, and other service-sector office industries. The primary location for this growth should be in Central Washington and in the emerging office centers along South Capitol Street and the Anacostia Waterfront. 707.6

Chapter 9 Urban Design Element

Policy UD-1.3.1: DC as a Waterfront City

Strengthen Washington's civic identity as a waterfront city by promoting investment along the Anacostia River, creating new water-related parks, improving public access to and along the shoreline, and improving the physical connections between waterfront and adjacent neighborhoods. 905.5 *Due to the required security at the site, the applicant is unable to provide public access to the waterfront*

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and the proposal may be inconsistent with this policy.

Policy UD-1.3.3: Excellence in Waterfront Design Require a high standard of design for all waterfront projects, with an emphasis of shoreline access, integration of historic features and structures, an orientation toward the water, and the creation of new water-oriented public amenities. 905.7

Policy UD-1.3.6: "Activating" Waterfront Spaces

Encourage design approaches, densities, and mixes of land uses that enliven waterfront site. Architectural and public space design should be conducive to pedestrian activity, provide a sense of safety, create visual interest, and draw people to the water. 905.11

Chapter 13 Infrastructure Element

Policy IN-1.1.1: Adequate Water Supply

Ensure a safe, adequate water supply to serve current and future District of Columbia needs by working with other regional jurisdictions, the Army Corps of Engineers and WASA. 1303.4

There are additional policies related to water infrastructure, water pressure, wastewater collection, wastewater treatment facilities, sludge disposal, stormwater management and all are connected to DC Water's proposed new office building to allow for efficient and effective water production and management for the city.

Chapter 19 Lower Anacostia Waterfront / Near Southwest Area Element

Policy AW-1.1.3: Waterfront Area Commercial Development

Encourage commercial development in the Waterfront Area in a manner that is consistent with the Future Land Use Map. Such development should bring more retail services and choices to the Anacostia Waterfront as well as space for government and private sector activities, such as offices and hotels. Commercial development should be focused along key corridors, particularly along Maine Avenue and M Street Southeast, along South Capitol Street; and near the Waterfront/SEU and Navy Yard metrorail stations. Maritime activities such as cruise ship operations should be maintained and supported as the waterfront develops. 1908.4

B. LAND USE MAPS



The Generalized Policy Map designates the subject property as a Land Use Change Area. Land Use Change Areas are those areas anticipated to undergo redevelopment to a land use different from what exists today. Many of these areas could become mixed use communities with "high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods" (Comprehensive Plan, § 223.12). The proposed zoning and redevelopment of the subject property is consistent with the policies of Land Use Change Area.



The Future Land Use Map indicates that the site is appropriate for mixed medium density residential and medium density commercial use and open space along the riverfront. Recent PUD approval for similar type development in the vicinity concluded that the proposed CR district was not inconsistent with the Comprehensive Plan. The proposed development of the subject property continues to reflect the density anticipated by the FLUM. The planned development is consistent with these designations and the Office of Planning supports the proposed office use on the site at the scale proposed by the applicant.

Attachment 2

Additional plans provided by the applicant



dco DC Water Headquarters

PUD APPLICATION & ZONING MAP AMENDMENT SQUARE 744 SS, PART OF LOT 801, SQUARE 744 SS, PART OF LOT 805

JUNE 24, 2015 SUPPLEMENT TO JUNE 1, 2015 SUBMISSION

DESIGN BUILD TEAM CONTRACTOR SKANSKA

ARCHITECT/MEP ENGINEER SMITHGROUP JJR

LANDSCAPE ARCHITECT OEHME, VAN SWEDEN

STRUCTURAL ENGINEER SK&A CONSULTING ENGINEERS

CIVIL ENGINEER WILES MENSCH CORPORATION

TRAFFIC & TRANSPORTATION GOROVE / SLADE ASSOCIATES

LAND USE COUNSEL HOLLAND & KNIGHT, LLP

Ovs + **Skanska** + Smithgroupjjr



PUD SUBMISSION | 06.24.2015

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Ovs + SKANSKA + SMITHGROUPJJR

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OVS + SKANSKA + SMITHGROUPJJR

5' 10'



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SECTION: EAST A-A'



PLAZA & AUTOCOURT ILLUSTRATIVE

OVS + SKANSKA + SMITHGROUPJJR



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A.108





A.110

OVS SKANSKA SMITHGROUPJJR

TOP OF PH

SHADE STRUCTURE



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PANEL / METAL PANEL



B CONCRETE

PANEL / METAL PANEL









MATERIALS

Ovs + skanska + Smithgroupjjr

dco DC Water Headquarters

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A.200





CONCRETE PAVER



ADA COMPLIANT METAL RUNNEL

ALUMINUM GRATING



GRANITE CURB



MATERIAL PALETTE: EAST

Ovs + SKANSKA + SMITHGROUPJJR



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OVS + SKANSKA + SMITHGROUPJJR



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A.312

