GOVERNMENT
OF
THE DISTRICT OF COLUMBIA

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BOARD OF ZONING ADJUSTMENT

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PUBLIC MEETING

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Wednesday

October 9th, 2019

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The Regular Public Hearing convened in the Jerrily R. Kress Memorial Hearing Room, Room 220 South, 441 4th Street, N.W., Washington, D.C., 20001, pursuant to notice at 9:45 a.m., Frederick Hill, Chairperson, presiding.

BOARD OF ZONING ADJUSTMENT MEMBERS PRESENT:

FREDERICK L. HILL, Chairperson CARLTON HART, Board Member (NCPC) LORNA JOHN, Board Member

ZONING COMMISSION MEMBERS PRESENT:

PETER MAY, Commissioner
PETER SHAPIRO, Commissioner

OFFICE OF ZONING STAFF PRESENT:

CLIFFORD MOY, Secretary

The transcript constitutes the minutes from the Public Meeting held on October 9th, 2019.

## P-R-O-C-E-E-D-I-N-G-S

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(9:44 a.m.)

CHAIRPERSON HILL: All right. Good morning everybody. The hearing will please come to order. We're located in the Jerrily R. Kress Memorial Hearing Room at 441 Fourth Street NW, at the 10/9 public meeting. My name is Fred Hill, Joining me today is Carlton Hart, Vice Chair, Chairperson. Lorna John, Board Member. And representing the Commission will be Peter Shapiro and Peter May today. of today's hearing are located to you and located on the wall behind the door. Please be advised that this proceeding is being recorded by a court reporter and is also webcast live. Accordingly, we must ask you to refrain from any disruptive noises or action in the hearing room.

When presenting information to the Board please turn on and speak into the microphone, first stating your name and home address. When you're finished speaking, please turn your microphone off so that your microphone is no longer picking up sound or background noise.

All persons planning to testify either in favor or opposition must have raised their hand and been sworn in by the secretary. Also, each witness must fill out two witness cards. These cards are located on the table near the door and on the witness table. Upon coming forward to speak to the Board, please give both cards to the reporter sitting at

the table to my right.

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If we should file written testimony or additional supporting documents today, please submit one original and 12 copies to the secretary for distribution. If you do not have the requisite number of copies, you can reproduce copies on an office printer in the Office of Zoning located across the hall. Please remember to collate your set of copies.

There are procedures for special exceptions and variances. As well as appeals are also located as you walk in through the door. The record shows we close at the conclusion of each case except for any material specifically requested by the Board. The Board and the staff will specify at the end of the hearing what is expected and the date when the persons must submit the evidence to the Office of Zoning. After the record is closed no other information shall be accepted by the Board.

The Board's agenda includes cases set for decision.

After the Board adjourns, the Office of Zoning, in consultation with myself, will determine whether a full or summary order may be issued.

A full order is required when the decision it contains is adverse to a party, including an affected ANC. A full order may also be needed if the Board's decision differs from the Office of Planning's recommendation. Although the Board favors the use of summary orders whenever possible, an

applicant may not request the Board to issue such an order.

The District of Columbia Administrative Procedures Act requires that the public hearing on each case be held in the open before the public pursuant to Section 405(B) and 406 of that Act.

Board consistent with its rules may, and procedures and the Act, enter into a closed meeting on a case for purposes of seeking legal counsel on a case, pursuant to D.C. Official Code Section 2-575(B)(4). And/or deliberating to D.C. Official pursuant Code Section case But only after providing the necessary public notice of when the case of emergency closed meeting after taking roll call vote.

The decision with the boarding cases must be based conclusively on the public record to avoid any appearance to the contrary. The Board requests that persons present not engage the members of the Board in conversation. Please turn off all beepers and cell phones at this time so as not to disrupt these proceedings.

Preliminary matters are those whether -- relate to whether a case will or should be heard today, such as request for a postponement, continuance or withdrawal or whether proper and adequate notice of the hearing has been given. If you're not prepared to go forward with the case today or if you believe that the Board should not proceed, now is the

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time to raise such a matter. Mr. Secretary, do you have any preliminary matters for us?

MR. MOY: Good morning, Mr. Chairman, members of the Board. I don't have any announcements for any of the case applications on today's docket. However, I'd like to take the opportunity though to reference two case applications on future dates, for the record.

We have a scheduled continued hearing on the application that's scheduled for October 16th, which would be next week, that is 20092 of James J. Hogan Jr. The applicant has withdrawn his application.

Also case -- application number 20046 of District Properties.com, Inc. that has been rescheduled for December the 4th, 2019, has also been withdrawn by the applicant. Other preliminary matters, Mr. Chairman, I would suggest that the Board address those when I call the case.

CHAIRPERSON HILL: Okay. Great. Thank you, Mr. Moy. Good morning everybody. If you plan on testifying today, if you wouldn't mind standing and taking the oath administered by the secretary to my left.

MR. MOY: Good morning. Do you solemnly swear or affirm that the testimony you're about to present in this proceeding is the truth, whole truth and nothing but the truth? Ladies and gentlemen, you may consider yourselves under oath.

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CHAIRPERSON HILL: Okay. So just so everybody knows, we're basically going to follow the agenda today. I think we are going to switch one decision case around. We're going to do application 9572 after 20061. And then that'll be the only shift. Other than that, we're going to go with our meeting cases.

And Mr. Moy, I'm actually not on the first meeting case so I'm going to turn it over to Mr. Hart and you can call it whenever you like.

Thank you, Mr. Chairman. So this would be MR. MOY: okay. Case application number 20061 of MDP 1353 Caption and advertised for area variance Wisconsin, LLC. from the floor, area ratio requirements, subtitle G, Section 402.2. This would renovate an existing commercial retail space and convert the existing residential units into office This is at 1353 through 1355 Wisconsin space, MU-4 zone. Avenue Northwest, Square 1243, Lot 812.

VICE CHAIRPERSON HART: Thank you Mr. Moy. Is the Board ready to deliberate?

MEMBER JOHN: Yes.

VICE CHAIRPERSON HART: Okay. So I can start with some thoughts and then I'll -- I'd like to hear from my board members along this as well.

This was a fairly difficult case and I'll state that the -- what we were really looking at was how do the factors

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that are in -- that are in this area affecting this -- in this building, affecting this specific property. So one of the things that we understood throughout this hearing was that the factors that the applicant raised are, they're fairly common.

And they, you know, are said to have specifically affected this property that would then allow the Board to grant the area relief, the area variance, for floor ratio at, you know, this site. The applicant first had the burden of proving that there is a practical difficulty with the site. And they note a few things.

One of them is that this is a historic building and then this has a historic context. There is a need to provide two building cores if they are using both the residential and office. There is a, if noted, an inability to provide a skylight because of the location of rooftop mechanicals as well as existing conditions on the roof. The narrowness of the two rowhouses.

They also note the small footprint, the lack of tenants for years to rent the existing apartments. And they noted that all this led to the inevitable fact that the building could only be used for, you know, as their -- the use that they're proposing.

And the community is fully supportive of the variance.

We've got letters from residents and others from -- the city

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council also weighed in on this. However, the Office of Planning report as well as their supplemental report, recommends denial of the area variance since they understand that the factors are raised by the applicant but they are noting that they are not unique to the building. And they believe that there are alternatives that the owner could pursue.

The owner actually did -- the applicant did provide us with a few alternatives to show that they were not really as viable as the -- what they were looking to pursue. And so OP was saying because they thought that the factors that the applicant raised were not unique to the building, they thought they did not meet the practical difficulty prong. They just thought that they were just factors that you'd have to -- that they design issues that they had to deal with.

And they also note that the zoning does allow the mix of uses. And, of course, MU zone -- MU-4 zone. But it wasn't really allowed to use the entire, I guess, third floor for commercial space or non-residential space. So kind of where do I come down on this application?

And that's been the difficult part of this. Do I believe that they have shown enough -- provided enough information for us to be able to agree and say that they have enough factors that are a confluence of factors that lead to this -- to the -- to us granting this variance? And I've

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struggled with it, to be honest.

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And part of it is because I think that there has been a difficulty in -- that the building has remained vacant or at least semi-vacant for quite a period of time. And that the residential uses have not been used. There are fairly small units that they had shown in the -- in one of the alternatives that they'd sent before us.

They -- there is a historic aspect of this that is the historic nature of the building, the wall that is in the -- that goes down the middle, does break the building down into two, you know, spaces. And it makes it difficult to be able to reuse that. Because of the existing layout of the building, they were looking to maintain some of the floor -- the stairwell that that also broke up the building in a way that it made in difficult to reuse in many different ways.

So I think that they are definitely design challenges. And it's the confluence of factors. I can be -- I think I can be persuaded that they are a confluence of factors that have led to this variance. But I am not 100 percent there yet.

And I'd like to hear from my other board members to see how they are -- where they are on this as well. So I'm -- I know that it's not that helpful, but it does -- I can be persuaded that this is something that is -- something we should pursue. I just need to understand where each of you

are.

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MEMBER JOHN: I'll go next. So I might repeat some of the things that you said, but I would just like to try to go through my notes.

So the applicant proposes to renovate two existing small buildings by connecting them internally to create a single building. The ground floor and part of the second floor are currently used for retail. There are six residential units on the second floor, on the second and third floors. And a part of the third floor remains vacant.

The applicant proposes to replace the residential units with office space on the second and third floors that would be potentially attractive to a single tenant. And in this case the applicant hopes to attract an office tenant because of the -- because there would be more space. Retail uses would remain on the first floor. The property is located in the MU-4 zone at 1353 and 1355 Wisconsin Avenue Northwest.

Under Subtitle G, Section 402, an existing building on a lot of 10,000 square feet or less may have a maximum density of 2.0 floor area ratio from foreign, nonresidential uses, provided that the non-residential uses are located on the ground floor and the floor directly above it. And this is the current configuration of the two buildings.

Because no residential space is proposed, the

applicant seeks an area variance to move the non-residential use to the third floor. An area variance is less restrictive then a use variance. However, the applicant must still prove that there's an extraordinary or exceptional situation or condition that creates a practical difficulty in complying with the regulation.

In meeting that exceptional, conditional -- condition prong of the three part variance test, the applicants may show that the exceptional condition is created by a confluence of factors. On page 4 of Exhibit 54 and other submissions to the record and in testimony, the applicant identified several factors. And I'll just go through them for the record.

Architectural, the architectural pairing of the buildings. The historic HPRB requirements to maintain much of the existing interior fabric. The small floor plates, limited windows, the inability to locate skylights at the rear. Having to maintain two cores. The adverse impacts on the first floor retail. And the impact on rental viability and the continuing vacancy and state of disrepair.

My difficulty with this proof is that these conditions are generic to Georgetown and other areas of the district. In particular, the small floor plate is something that we see throughout the city. And in those situations it is perfectly possible to provide residential space on an upper floor

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consistent with the regulation. And the same is true for the remaining factors. There are situations where there's a small floor plate and the property has been in disrepair.

So what I'm trying to show is that although there are a number of factors that affect the property, they -- I -- the application has not shown that they affect this property in a way that is different from other similarly configured properties with small floor plates.

In this case, the applicant seeks to combine the two structures and use the property for a specific purpose which is to have larger office space that would be attractive to an office tenant. And the applicant's desire to use property for a specific purpose is not an exceptional condition under the Gill Martin and Palmer line of cases.

Because in my opinion, there is no exceptional condition affecting this property, based on the existing case law. The applicant has not met the first prong of the variance test which is mandatory. And in order to look at the other prongs of the variance test, the exceptional condition is like a gateway. And so there is no need to address the second or the third prong.

I also give great weight to OP's analysis and recommendation. And I would note that the ANC strongly supports the application through its written submissions and oral testimony. The Board is required to give great weight

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issues and concerns of the ANC, but only legally issues and concerns. Αt Exhibit 45, the ANC discussed essentially the same factors described by in Exhibit 54. Ι hope I got those exhibits correctly.

But also doesn't show how this property is uniquely affected by those factors which are, as I said before, are generic to other properties. However, I want to say I appreciate the applicant's and ANC's testimony and recognize that this project has to -- has the potential to rejuvenate that block through the provision of more desirable office also appreciate the Т letters of support space. including community members, the Georgetown Business Association and the Citizen's Association of Georgetown.

However, this is a difficult test and difficult case. And in looking at that first prong of the variance test, I was not able to see, through the applicant's presentations, how each of those generic factors affects this property in a very unique way and that is the standard that we have to apply.

VICE CHAIRPERSON HART: Thank you. Mr. Shapiro?

COMMISSIONER SHAPIRO: Thank you, Mr. Chair. Yeah, I'm in a similar quandary with the two of you. I don't disagree with the analysis that either of you have brought forward and I think one additional piece that I would suggest

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is that there's a -- the confluence of factors which is what, how they're, the applicant, is suggesting that they address the extraordinary condition, it kind of, it's a -- the confluence of factors addressed two prongs of the test and it's hard for me to tease those two out.

So as I'm looking through them, I'm really struggling to have a clear picture in my mind of which one -- which of these factors are related to the extraordinary, exceptional condition which the situation and and is practical That being said -- and then, you know, both of difficulty. you have listed specifically the confluence of factors that would address the -- depending on how we defined it, either the extraordinary condition or the practical difficulty.

But I'm also swayed by the -- and giving great weight to where the ANC is. And recognizing the need for the development of the block. And this -- the uniqueness of this property, to help move that along. I can't say that this is black and white for me at all. But I would err on the side of approving this, even if I -- even if there's -- it's a bit murky.

And again, I don't disagree, Board Member John, with your analysis. I -- it -- point by point what you laid out is exactly what I'm struggling with as well. It's just that I feel like there's enough evidence for me to err on the side of approving this.

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VICE CHAIRPERSON HART: Okay. So that's Ι appreciate your comments on this. I think that hearing from both of you and, of course, hearing kind of where I am with this, I think we may actually need another board member in Only because -- even though we haven't taken a vote, this. it seems like the vote is not going to be unanimous. it's not unanimous, we need -- out of the five members that are on the -- that are -- that make up the Board, we need at least three of them for -- in either direction, to be able to, you know, to be able to decide the case.

COMMISSIONER SHAPIRO: I think that's an accurate read of the situation.

VICE CHAIRPERSON HART: So currently we have either, at most two, in one direction. And that would mean that we don't have a sufficient number -- a number of votes to be able to approve it or not approve it at this time. It seems as though that's where we are. Mr. Moy, do we need to actually take the vote and then --

MR. MOY: No, no. I -- no you do not. That's the option of the Board.

And while I have the microphone, sir, the next two hearing dates is the 16th and the 23rd. I'm assuming that you would want to give the board member time to review the record. But then on the third week, which is October the 30th, that's when Mr. Shapiro's back with the Board.

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1	VICE CHAIRPERSON HART: I mean, I would because we
2	have such a this is a lot of detail that goes into this,
3	I would like for Mr. Shapiro to be back here. And I want to
4	give the person, whosever coming on the to read in, time
5	to be able to review it. And then, you know, I think we
б	could set it for a decision for you said the 30th?
7	MR. MOY: Yes, sir.
8	VICE CHAIRPERSON HART: I think we should set it for
9	that. What's the docket look like for I mean, this is a
10	decision case so it shouldn't be that
11	MR. MOY: Yes, there's no meeting session on the 30th.
12	We have three case applications and one appeal.
13	VICE CHAIRPERSON HART: Then that's fine. We can add
14	this to that meeting. But I appreciate your everyone's
15	thoughts on this. But I'm sorry for the applicant that we
16	haven't decided this, but I think we need to have a little
17	bit more conversation with another member to be able to
18	actually get to the bottom of this and move forward, so.
19	Okay. Thank you all. So I guess we can move to the
20	next case which and thank you Mr. Shapiro. I'm I don't
21	think Mr. May's coming out here yet. He's got another
22	(Off mic comments.)
23	VICE CHAIRPERSON HART: So I think we're on 19527,
24	excuse me, 19572, SIM Development.

CHAIRPERSON HILL: Mr. Moy, I don't know if you want

call it or what you want to --

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MR. MOY: Okay. So that would be case application LLC. 19572 of SIM, S-I-M, Development, application has been amended for special exception under 703.2 Subtitle С, Section from the minimum parking requirements, Subtitle C, Section 701.5 to add two stories containing 16 units to an existing two story, nine unit mixed use building, MU-4 zone, at premises 1960 15th Street Southeast, Square 5766, Lot 845. Participating on this vote, Mr. Chairman, is yourself, Chairman Hill, Vice Chair Hart and Zoning Commissioner Anthony Hood.

CHAIRPERSON HILL: All right. Well, Mr. Moy, unfortunately I think we're going to inefficient today. So we don't have a quorum for this yet because Chairman Hood was interested, I guess, in being on this for the deliberation. Like, when does he come back? When is he with us again?

MR. MOY: Mr. Hood returns to the Bard on November 13th, sir.

CHAIRPERSON HILL: Okay. Let's do this for November 13th. I guess can we -- yeah, okay. Let's do November 13th. And then, Ms. John, if you wouldn't mind also reading in, just so we have a quorum, if necessary.

CHAIRPERSON HILL: All right. Mr. Moy, you can call our last decision case. Have you got Mr. Peter May back or Commissioner Peter May back with us?

MR. MOY: Yes, sir. So this would be application number 20062 of Mid-City Builders. Request for a special exceptions under the penthouse requirements, Subtitle C, Section 1500.4 and Subtitle C, Section 1504 from the penthouse setback requirements of Subtitle C, Section 1502.2(C)(1)(a).

This would construct a new three story flat with a cellar level, roof deck and a roof top access penthouse, RF-1 zone. This is at 802 10th Street Northeast, Square 933, Lot 47. And participating on this vote is Chairman Hill, Vice Chair Hart, Ms. John and Zoning Commissioner Peter May.

CHAIRPERSON HILL: Okay. Great. As I recall, we heard this, we set it for decision. We asked for some additional documents in terms of angles to the rooftop and what they were trying to do with the penthouse. And is the Board ready to deliberate? Would anyone like to start?

COMMISSIONER MAY: I would.

CHAIRPERSON HILL: Sure.

COMMISSIONER MAY: So I appreciate the fact that the applicant submitted the additional information that was requested. I don't think it was the most illustrative version that we could have seen. The -- I mean there's a section drawing that shows the sight line from across the street, but -- and there's a view from down the street that's a little tiny image in the upper left corner. And I mean

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this is the view that I'm concerned about. And I'm, you know, I would have liked to have seen an even closer from across the street.

And this is exactly what I would not want to see. And I think it's what the zoning commission was trying to avoid have -- avoid happening where you add a story and then add another -- add a penthouse on top of that. So it's unfortunate that we do not have anything from the ANC that was responsive, or that they didn't respond at all.

And I appreciate that fact that the applicant tried to get it on the ANC agenda, but I still, you know, even absent their advice or their recommendation, I am not inclined to approve this relief. I don't think that it's necessary.

There are many projects that are being built with hatches, stair hatches. And, you know, I can understand why some people might not want that, but I think that's what, you know, that would be a preferable way of doing it. And I would rather it just be handled that way and then it could have been a matter of right project, so.

VICE CHAIRPERSON HART: So yeah, we reviewed this case back in July. We did request some additional information as has been noted by both -- well, by Mr. May. And the applicant did provide their drawing. It was a little bit difficult to see that and we did have some questions about the impact of the stairwell. I had some questions about it,

whether or not they were meeting 15 -- Subtitle C, 1504(B).

And the -- it does seem as though the views from the north are partially obscured by some trees, except for where we, you know, they showed the break in the tree line. You could actually see over to the building, you were probably five or six houses up from the -- maybe even more, up north of the -- of where the property is.

I understand that the applicant has stated that this is their only option and the -- and that the Office of Planning is also supportive of the application. And so, again, where do I kind of come down on this? I think that I am leaning actually not to support the application. But in particular, because I think that they needed to meet two pieces of the -- of the zoning regs, 1504(B) and (C), that the -- B is that the design is the best they could do to not have it read as an extension of the building wall. And then C is it would be less intrusive than the roof -- this would be less intrusive than the roof hatch.

We didn't really receive any specific information showing a comparison of that or it was just kind of stated that it would be -- that this proposal is less expensive than what they were, then the roof hatch option. I mean I just think that that is something that we have asked for in the past of applicants and, you know, there are a variety of things that they could do for that.

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And unfortunately for those -- for the reasons that I've noted, I just could not support the application. I think that there's a way to make this more -- less visible -- visibly intrusive. And that's it.

CHAIRPERSON HILL: Okay. Well I mean, all right. I was, I suppose, uncertain as to how I was going vote. After hearing, I guess, the discussion that I'm having here from Commissioner May as well as that from Mr. Hart, I would also probably be voting in denial of this because I do think that there is another alternative in terms of the hatch. And also I do think that as you stated, Mr. Hart, that I didn't think B nor C were necessarily going to be, you know, covered.

And so, yeah, so following up with your decision, I will be voting in denial unless Ms. John, thank you, Ms. John
-- I'm just -- Ms. John is -- has a different opinion that she'd like to share with us.

MEMBER JOHN: So I looked at this case for a long time and reviewed the submissions. And especially the last set of submissions. And I do agree that there would some visibility of the penthouse, the rooftop access penthouse.

And I was sort of on the fence and I looked at OP's analysis and I thought that I could support the application based on what OP stated. But listening this morning to everyone, I think there is something to the fact that there could be a less intrusive solution. And the other thing I

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1	looked at was this building was sort of at the end of the
2	row, not in the middle as I thought and as I thought
3	initially. And so that would sort of mitigate, you know,
4	having to see the structure from certain angles.
5	So I think I will vote to deny the application only
6	because it is possible that the hatch would be a less
7	intrusive option.
8	CHAIRPERSON HILL: Okay. I'm going to make a motion
9	to deny application number 20062 as captioned and read by the
10	secretary and ask for a second.
11	COMMISSIONER MAY: Second.
12	CHAIRPERSON HILL: Motion made and seconded. All
13	those in favor say aye.
14	(Chorus of aye.)
15	CHAIRPERSON HILL: All those opposed? Motion passes,
16	Mr. Moy.
17	MR. MOY: Staff would record the vote as four to zero
18	to one. This is on the motion of Chairman Hill to deny the
19	application for the relief being requested, seconding the
20	motion, Vice Chair Hart. Also in support of the motion, Ms.
21	John and Zoning Commissioner Peter May. We have no other
22	board members and motion carried, sir.
23	(Whereupon, the above-entitled matter went off the
24	record at 10:22 a.m.)

## <u>C E R T I F I C A T E</u>

This is to certify that the foregoing transcript

In the matter of: Public Meeting

Before: DC BZA

Date: 10-09-19

Place: Washington, DC

was duly recorded and accurately transcribed under my direction; further, that said transcript is a true and accurate record of the proceedings.

Court Reporter

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