GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

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MEMORANDUM

TO: D.C. Board of Zoning Adjustment

FROM: Andrew Altman, Director

DATE: January 8, 2001

SUBJECT: Waiver of Rules for Late Submission of Office of Planning Report
BZA Application 16618

The attached Final Report on Application No. 16618, a request for variance and special exception relief by the Phillips Collection is being submitted less than 7 days prior to the Board of Zoning Adjustment's consideration of the application at the continuation of a public hearing. The Office of Planning (OP) requests that the Board waive its rules to receive the report into the record.

Attachment

aa/sc

BZA
Case No. 16618
Exhibit No. 143

Board of Zoning Adjustment
District of Columbia
CASE NO.16618
EXHIBIT NO.143

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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MEMORANDUM

TO: Board of Zoning Adjustment

FROM: Andrew Altman, Director

DATE: January 8, 2001

SUBJECT: BZA Application #16618 (The Phillips Collection)
1600 and 1618 21st St. NW
Square 66, Lots 74, 819, and 827

I. APPLICATION IN BRIEF

The Phillips Collection is an art museum in the Dupont Circle of northwest Washington. It wishes to enlarge its facilities by slightly expanding one of the Collection's current buildings, rehabilitating a carriage house that it already owns, and by purchasing and significantly altering/expanding an adjacent apartment. There would also be construction of underground facilities, which, although not part of the application, have significant bearing on the project.

Square 66, Lots 74 and 819 are zoned D/DD/SP-1. Lot 827 is zoned R-5-B. The museum expansion is allowed as a matter of right in both the special purpose and the residential zones.

Pursuant to 11 DCMR §3104.1, the Applicant has applied for variances from the following sections:

- §402.4, maximum floor area ratio;
- §403.2, maximum allowable lot occupancy;
- §2001.3 (a) – (c), enlargement to a non-conforming structure.

The applicant has also filed for Special Exceptions from the following sections;

- §411.11, location of roof structure (1:1 set-back from party wall);
- §2516.1, prohibition of two principal structures on a single lot.

II. OFFICE OF PLANNING RECOMMENDATION-IN-BRIEF

The Phillips is requesting approval to construct 7,859 square feet of space that it would not otherwise be able to build as a matter of right. This represents an increase in FAR from the 1.8 permitted for this zone, to a proposed 2.2 FAR.

However, to consider the total impact of the proposed project, it is necessary to be aware of both FAR-countable space, and below-grade space that does not count towards FAR. In terms of total square footage, the current Phillips properties (Mansion, Goh Annex, alley and carriage house) comprise 67, 676 square feet above and below ground. The Phillips' current proposal (incorporating all of the previous properties plus 1618 21st St. and below ground expansion) would provide for a total of 94,859 gsf. This 27,183 SF increase would represents a 40% increase in the total gross square footage for the Phillips. By building a matter of right above and below ground version of its current proposal, the Phillips would still wind up with an 87,000 square foot facility. The difference between what would be allowed above and below ground as matter of right versus what is proposed is 7,859 square feet --a 6%.difference in *total* square footage.

OP has felt strongly that, with a square footage difference of only 7,859, it is more important for the Phillips to proceed with this case so that mutually acceptable conditions could be negotiated, rather than proceeding under of a matter of right alternative and losing any possibility of mitigating the expansion's impact. Under the proposed conditions the Phillips would be bound to construct a parking garage, bind itself to various parking and loading agreements, restrict its hours of operation and limit its special events, etc. OP recommends this trade off to protect a fragile neighborhood. The can lessen the negative impacts of Phillips on the neighborhood for years to come.

OP's analysis indicates the applicant meets the tests for the requested variances and special exceptions. The Phillips Collection and the Office of Planning have agreed on conditions that should accompany any BZA approval of the application. OP feels that these conditions would enable the proposal to proceed without substantial detriment to the public good; in harmony with and without substantially impairing the intent, purpose and integrity of the zone plan; without tending to adversely affect the use of neighboring property in accordance with the zoning regulations; and would be in accordance with the governing elements of the comprehensive plan.

The Office of Planning recommends the Board of Zoning Adjustment approve the requested zoning relief, provided the recommended conditions are attached to the BZA order of approval.

III. SITE AND AREA DESCRIPTION *(See Attachments 1 and 2)*

Square 66 in northwest Washington is bounded by:

- South: Q Street and Massachusetts Avenue

- East: 21st Street
- North: R Street
- West: Florida Avenue.

An alley known as Hillyer Court bisects the center of the block on a path much like a "Z" with 90 degree angles, from Florida Avenue on the northwest to 21st Street on the southeast. The Phillips owns the full alley from 21st Street to the north side of the Goh Annex and the western side of the alley to the north side Carriage House. The closure easement requires public access over the closed area.

The parcels are located in the southeastern and south-central portion of Square 66. Principal frontage is on 21st Street. Secondary frontage is on Q Street. The Collection's original building (1600 21st Street at Q) is the former Duncan Phillips mansion (The Mansion). An annex to the museum is to the north of the Mansion. Built in the 1960's and expanded in the 1980's, the Goh Annex is the principal public entrance to the Collection. It faces 21st Street, and is connected to the Mansion by a 2nd and 3rd level enclosed walkway over the ease/west part of Hillyer Court nearest 21st Street. The carriage house that the applicant wishes to include as a second structure on a principal lot faces onto Hillyer Court, in the center of the Square. The apartment building the applicant intends to purchase and significantly alter is at 1618 21st Street, north of and contiguous with the Goh Annex. *(See attachments 3-8 for views of the different buildings and attachment 9 for a cross-section).*

Since 1931 the Phillips Collection has been an institutional use in an area that mixes a high percentage of residential buildings with embassies (Indian and Moroccan), a private club (Cosmos Club), several (grand-fathered) commercial art galleries, restaurants, shops, and a hotel. Taking the triangle formed by Massachusetts Avenue, Florida and Connecticut Avenues as the Phillips' neighborhood vicinity, institutional and commercial uses dominate Massachusetts and Connecticut Avenues, and 20th Street. Townhouse, or converted townhouse-type multifamily residential uses predominate along 21st Street, R Street, Hillyer Place, Q Street east of 21st Street, and Florida Avenue north of the Cosmos Club. There is, however, a restaurant at the northeast corner of R Street and Florida Avenue (Nora's Restaurant) as well as a dozen commercial art galleries along R Street and 21st Street. The northern entrance to the Dupont Circle Metro station is at the southeastern corner of 21st and Q Streets. *(See Attachment 1)*

IV. AREA ZONING AND HISTORIC DISTRICTS

The site and all of the surrounding area is within the Dupont Circle Historic District and overlay zone. The southern portion is within the Massachusetts Avenue Historic. The central portion is within the Diplomatic overlay zone.

The site itself is zone D/DC/R-5-B. The zoning to the south is D/DC/SP-1; to the east and north is D/DC/R-5-B; to the west is D/DC/R-5-B. *(See Attachment 10)*

V. PROJECT DESCRIPTION

The applicant wishes to expand the physical plant of the Phillips Collection. It is requesting a 1,593 SF (13.3%) lot coverage variance and a 7,859 SF FAR variance (22%). The overall proposal involves both above-ground and below-ground construction. The above-ground expansion would be done by:

- Adding 670 square feet to the front of the Goh Annex for use an entrance vestibule, coat check and ticket sales area
- Purchasing an apartment building at 1618 21st Street, NW; demolishing all but the first few feet of the building's façade, as permitted by a decision of the Historic Preservation Review Board, and expanding – through new construction – the building from 11,332 square feet to 15,940 square feet. This building would be used for:
    - A relocated (from "The Mansion") museum sales shop accessed from 21st Street;
    - Relocated and new museum educational and office space;
    - Possible studio and teaching space for an artist-in-residence
    - 878 square feet of gallery exhibition space;
    - A sculpture garden;
    - A relocated (from the Mansion) and expanded café that would seat approximately 50 people and could, through the movement of a "swing wall" that would allow at approximately 255 people to be seated in a combined café and gallery space for special events. (The existing café is 66 SF. The proposed café would be 1,410 SF).
- Renovation of the carriage house currently owned by the Phillips for use as a library and research center.
- Relocation of some employee parking and expansion of the current one loading dock to four loading docks, adjacent to the museum's kitchen space.

In addition, the applicant would develop considerable space underneath 11618 21st St., the alley, and the carriage house. This would be used for:

- A 27 –30 space parking garage *(See Attachments 11 and 12)*;
- A 255 seat auditorium.

A summary of the proposals that are countable toward lot coverage and FAR follows on the next page.

Element	**Goh Annex**	**Alley**	**Carriage House Lot**	**1618 21st Lot.**	**Total for D/DC/R-5-B Portion of A Consolidated Lot 74**
Lot Number	Sq. 66, Lot 74	Sq. 66, Lot 74	Sq. 66, Lot 819	Sq. 66, Lot 827	
Site Size (SF)	8,562.5	3,205.5*	2,062	6,125	19,955 SF
Allowable Building lot coverage and gsf footprint	D/DC/R-5-B 60% 5,137.5gsf	D/DC/R-5-B; 60%; 1,923.3	D/DC/R-5-B; 60% 1,237.2	D/DC/R-5-B; 60% 3,675	60% 11,973 SF
Actual Lot Coverage	6,164.15	0	2,062	3,010	56.3% 11,236.15 SF
Available Add'l.Lot Coverage (SF)	0 (-1,026.65)	1923.3	-824.8	665	737 SF
Proposed Additional Lot Coverage (SF)	670	0	0	1,660	2,330 SF
Proposed Total Lot Coverage (SF)	6,834.15		2,062	4,670	68% 13,566.15 SF
Lot Coverage Variance Requested					1,593 SF 13.3%
Allowable GSF @ 1.8 FAR	15,412.5	5,769.9	3,711.6	11,025	35,919 SF
Existing GSF	24,068	0	3,200	11,332	38,600 SF
Available GSF	0 (-8,656.5)	5,769.9	511.6	0 (-207)	0 (-2,681) SF
Proposed Additional GSF	670	0	0	4,608	5,278 SF
GSF After Proposal					43,878 SF
FAR Variance Requested					7,859 SF total 2.2 FAR (in a 1.8 FAR zone) (22% over matter of right FAR)

*Assumes closing of additional 12' x 49' portion of alley contiguous with Lot 827 and its inclusion in Lot 74.

The Phillips also has underground space currently. It plans significantly more underground construction. Although such space cannot be considered in zoning calculations, it must be taken into account in determining the impact of the proposal on the neighborhood.

There is currently 7,504 gsf of underground space, all of this beneath the Goh Annex. The proposed expansion would add 21,900 square feet of underground space, over half of which would be for parking. (Parking is not required by zoning regulations because of the various buildings' historic status).

In addition to the parcels and buildings that are being considered in the Phillips' application, the Collection also has its original building, the Phillips Mansion, which contains 21,572 gsf. No expansion – above or below ground – is planned for The Mansion.

A full comparison of existing Phillips Collection buildings shows:

- Existing Above Ground: 48,840 gsf
- Existing Total Above and Below Ground: 56,344 gsf

After purchase of the apartment building and the proposed expansion the total space devoted to the Phillips Collection buildings would be:

- Proposed Above Ground: 65,470 gsf
- Proposed Total Above and Below Ground: 92,628 gsf

The Phillips' total proposed expansion, including both the space considered and not considered by the zoning regulations, is 36, 285 gsf – a 64% increase. However, because so much of the proposed expansion would be underground, the requested zoning relief would allow only a 6% increase in total above and below ground space over what would be permitted as a matter of right.

These comparisons do not include surface alley space that the Phillips currently owns or for which it may request a closing, because easements preclude building on the alley surface.

V. RELATIONSHIP OF THE APPLICATION TO THE COMPREHENSIVE PLAN

The proposed expansion, while not inconsistent with the Comprehensive Plan, does not promote all the Plan's goals and objectives uniformly.

The Sections of the Comprehensive Plan to which the proposed development contributes include:

§102.3 Many city neighborhoods also include integral commercial and institutional uses that contribute to their character...These uses too must be protected, stabilized, and improved.

§105.1 ...The District has grown in national reputation as a cultural center. The District must continue to support a healthy arts and cultural community through its land use, economic development, and programmatic policies and actions.

§200.8 The District places a high priority on expanding its role as a leading center for national and international tourism and international business.

§710.1 The areas of strong architectural character objectives are to protect areas of strong architectural character and to provide that the architecture of any new development in these areas be complementary to the existing architectural character

Section 8: Preservation and Historic Features Element (The Historic Preservation Review Board has already approved the plans with respect to the specific site. See below for Dupont neighborhood context).

§1334.2 Washington, D.C. is becoming one of the great arts and cultural/educational centers of the world.

§1334.2 Many of these cultural and educational resources are located in or adjacent to Ward 2. Although these resources are available to all residents of the city and region, Ward 2 residents have a special advantage because of their proximity to these resources.

Sec. 1336. 1 (d) Encourage existing and new arts and cultural facilities and activities in the Dupont Circle...area.

There are several sections of the Comprehensive Plan to which the proposed development does not make as much of a positive contribution. The impacts on these sections are addressed by the conditions OP recommends the BZA attach to its possible approval of the application. These sections of the Comprehensive Plan include:

The District of Columbia Generalized Land Use Map designates the block in which the Phillips is located as suitable for moderate density residential uses.

§102.2 The District elements of the Plan propose that the residential character of neighborhoods be maintained and improved. Many city neighborhoods are historic or possess social, economic and physical qualities that make them unique and desirable places in which to live. These qualities can also lead to development and redevelopment pressures that threaten the very qualities that make the neighborhoods desirable. These pressures and potential adverse impacts must be controlled to ensure that the character of our neighborhoods is preserved and enhanced.

§300.2 (c)Protect existing housing stock from demolitions and conversion to non-housing uses...

§711.2 The areas of stable character objectives are to maintain those areas of the District that have a positive physical image and to provide that new development and renovation within or adjacent to these areas is complementary in scale and character

Each historic district shall have a zoning overlay if necessary to protect and enhance its distinctive characteristics of housing type, density, height and uses...

§1131.2 The policies established for the Dupont Circle special treatment area [within which the Phillips Collection is located*] are as follows:*

> *(b) Ensure a general compatibility in the scale of new buildings with older low-scale buildings by restricting the maximum permitted height and floor area ration of the new buildings to that of the underlying zone;*
>
> *(c) Preclude demolitions or partial demolitions that would lead to an increase in height and floor area ration inappropriate to the area;*
>
> *(d) Enhance the residential character of the area by maintaining existing residential uses and controlling the scale, location, and density of commercial and residential development*

§1305.1 (j) An important element causing housing problems [in Ward 2, within which the Phillips Collection is located] has been the demolition and conversion of housing to provide commercial and institutional buildings...To improve the housing stock and to prevent further loss of housing, adjustments shall be made to existing zoning regulations...

§1325.3 Commercial development in Dupont Circle has had a major impact on adjacent area residents where loss of the housing stock is a critical issue

§1327.1 (a) The District government should do the following:
(1) Maintain and enhance older established residential neighborhoods and areas, including ...Dupont Circle;

Sec. 1363.1 The general pattern of development in Dupont Circle is established. Commercial and residential renovation and infill development will continue, guided by the constraints of the Dupont Circle Historic District and the Dupont Circle Overlay District...The major pressure is the continuing erosion of residential use by office use and the displacement of local services by retail uses that attract a broader market. Restaurant and entertainment uses in the Connecticut Avenue areas are having an increasing impact on residential areas in terms of evening parking.

In summary, the Comprehensive Plan has identified the following issues and policies that are relevant to the Phillips' proposed expansion and its Dupont Circle neighborhood context

- Arts and cultural uses in the Dupont Circle area contribute to Washington's national and international reputation as a cultural center.
- These uses should continue and even be encouraged to expand.
- The residents of the Dupont Circle area, and the character of the neighborhood benefit from these cultural attractions.
- The Dupont Circle neighborhood contains a delicate mix of housing, retail, commercial, institutional and cultural uses.

- The plan wishes to encourage the retention and appropriate enhancement of all of these uses
- It is important to retain Dupont Circle's historic character, scale and architectural distinction.
- The quantity of the housing stock is threatened by the expansion of non-housing uses.
- The conversion of housing into other uses should be discouraged.
- Non-housing growth and the popularity of the Connecticut Avenue area is leading to conflicts with evening residential parking needs.

The proposed Phillips expansion, be it for gallery space, arts education space, or scholarly research space clearly promotes the cultural objectives of the comprehensive plan.

The loss of housing engendered by the proposed Phillips' expansion is an important planning issue. It is a very important issue to the District and the Phillips neighbors, and one which the Phillips has acknowledged in one of the restrictive conditions it has agreed to accept as a condition of zoning relief. Museums are allowed as matter of right uses in all R-4 and R-5 districts. Several opponents of the Phillips expansion have suggested strongly that this policy may be in need of reconsideration. However, the current zoning regulations are clear: the Phillips is entitled to purchase and expand into 1618 21st Street.

The legality of the proposed expansion into a residential zone *per se* is not an issue for the Board of Zoning Adjustment in this case. OP is, in effect limited more to an evaluation of the impact the proposed expansion might have on additional housing loss, and on the quality of the existing residential neighborhood. That is why so many of OP's recommendations (developed in conjunction with the Department of Public Works, some of the Phillips neighbors, and the Phillips itself) concentrate on reducing adverse impacts of Phillips-related construction, loading, and parking on the residential neighborhood. We have also secured the Phillips willingness to accept as a condition of BZA approval of zoning relief, a prohibition on its expansion into residential areas for 15 years, unless the zoning regulations change to make such expansion conditional uses rather than matter of right uses.

While the conditions we recommend attempt to mitigate the impact of the proposed expansion on the adjacent residential neighborhood, OP recognizes the elements of the Comprehensive Plan that emphasize the objectives of the District, Ward 2 and Dupont Circle to further develop cultural facilities. Within this context, OP finds the Phillips proposal to be generally consistent with the Comprehensive Plan.

VI. REQUESTED ZONING RELIEF

Pursuant to Sections 3103.2 and 3104.1 of the zoning regulations, the applicant is requesting variances from:

- The maximum allowable lot occupancy established by Section 403.2
- The maximum allowable floor area permitted by Section 402.4.

The applicant is requesting a special exception to:

- Allow location of a roof structure at the less than 1:1 setback required by Section 411.11.

Additionally, the applicant has filed a protective application seeking a variance to:

- Allow enlargements/additions to a nonconforming structure devoted to a conforming use pursuant to Sections 2001.3 (a) – (c).

The applicant also seeks a special exception to:

- Allow two principal structures on a single record lot, pursuant to Section 2516.1.

A. Requested Variances

- 11 DCMR Sec. 403.2 – Lot Occupancy Variance

No structure, including its accessory building, shall occupy its lot in excess of the percentage of lot occupancy set forth in the following table:

Zoning District and Structure	*Percentage of Lot Occupancy*
R-5-B	*60%*

The applicant requests a lot occupancy of 68%.

- 11 DCMR Sec. 402.4 – FAR Variance

Except as provided in other provisions of this chapter and in Sec. 411, the maximum permitted floor area ration in a Residence district shall be as set forth in the following table:

Zoning District	*Floor Area Ratio (F.A.R.)*
R-5-B	*1.8*

In proposing an additional 7,859square feet over the allowed 37,919, the applicant is requesting an FAR of 2.2.

- 11 DCMR Sec. 2001.3 (a)-(c) -- Enlargement of A Non-Conforming Structure for a Conforming Use

Enlargements or additions may be made to the structure; Provided, that the following requirements shall be met:

(a) The structure shall conform to percentage of lot occupancy requirements, and;
(b) The addition or enlargement itself shall conform to use and structure requirements, and
(c) The addition or enlargement itself shall not increase or extend any existing, nonconforming aspect of the structure, and shall not create any new nonconformity of structure and addition combined.

B. Authority to Grant Variances

11 DCMR, Sec. 3103.2 cites the D.C. code provision that authorizes the BZA to grant the requested variances *"where, by reason of*

- *exceptional narrowness, shallowness or shape of a specific piece of property at the time of the original adoption or the regulations, or by reason of*
- *exceptional topographical conditions or other extraordinary or exceptional situation or condition of a specific piece of property,*

the strict application of any regulation … would result in

- *peculiar and exceptional practical difficulties to or*
- *exceptional and undue hardship upon the owner of the property…;*

Provided, that the relief can be granted

- *without substantial detriment to the public good and*
- *without substantially impairing the intent, purpose, and integrity of the zone plan as embodied in the Zoning regulations and Map".* (bullets added)

C. Does the Application Meet the Variance Tests?

1. With respect to *extraordinary or exceptional situations or conditions* of the specific piece of property:

   Applicant's Arguments

   The applicant notes:

   - The Phillips Collection, as a house museum, must remain on its site;
   - 3 continuous lots will be consolidated to constitute a single record lot
   - the 2-story carriage house occupies 100% of its separate lot
   - the existing historic House cannot be enlarged
   - the alley closing covenant precludes expansion in the rear
   - adverse soil conditions limit subsurface expansion options
   - the physical condition of the 1618 structure precludes matter-of-right use of the property for use by the general public
   - important historic district design controls govern the property:
     - step-back of roof line reduces available FAR within the existing envelope
     - existing window lines preclude the addition of a new floor.

- No other property in Square 66 has this combination of physical conditions and practical use/development constraints.

OP Discussion

The Office of Planning agrees that a principal mark of the Phillips Collection's distinction is its physical association with the original Duncan Phillips residence. At each stage of its previous expansions the Phillips has striven to retain a residential scale to the exhibition rooms, to connect the new rooms to the Mansion, and to integrate the visitor's impression of the collection into a seamless experience. This has been done even with awkward level changes between buildings and with a bridge over the Hillyer Court alley to connect the Mansion and the Goh Annex. (This bridge was constructed prior to designation of the Phillips Mansion as an individual landmark and prior to the designation of the overall Dupont Circle historic district. It is very unlikely that permission could be secured for such a bridge again).

OP staff has examined most parts of the Phillips' plant and some parts of the proposed expansion area. There is no land left for the Mansion to expand on its current site. It would be highly problematical for this landmark building to add an additional floor, both structurally, and in terms of Historic Preservation Review Board (HPRB) approval. The Goh Annex already exceeds its permitted lot occupancy and FAR. The alley access easements and adjacent properties preclude lateral expansion of the Annex to the either side. Vertical expansion has already been undertaken and it is unlikely that the HPRB would give approval for the addition of two floors to the existing 5 (including the mansard-screened penthouse). The available space in the front of the building, and in the back above any loading docks and parking, is less than 15 feet in either direction. The carriage house across the alley behind the Goh Annex also exceeds its permitted lot occupancy and FAR. It cannot expand horizontally due to alley easement restrictions and adjacent properties. Vertical expansion would be technically difficult, would require HPRB approval, and would require construction of a multi-story bridge across the alley if integration with the principal Phillips' buildings were to be achieved.

OP accepts the findings of the applicant's soils engineer that underground expansion possibilities are limited by the exceptionally hard subsurface rock and the possibility that more extensive excavation than is proposed could endanger the original Mansion.

1618 21st Street, the proposed expansion space, was originally constructed as two separate townhouses and combined into one apartment building in the middle part of the last century. It would require extensive rebuilding to be made code-accessible to the general public. The setback requirements imposed by the HPRB to preserve site lines have already limited possibilities for vertical expansion.

No other properties in the square have these specific sets of conditions. The existing properties and the property the Phillips proposes to purchase do seem to meet the test of exceptional or extraordinary circumstances.

2. With respect to the *"practical difficulties" that would be "unnecessarily burdensome"* to the Phillips should the application for FAR and lot coverage variances not be approved:

Applicant's Arguments

The Applicant's arguments fall into essentially five categories:

- Mission and Accreditation
- Better facilities and facilities Management
- Improved Financial Viability
- Patron Convenience
- Benefits to Neighborhood

OP Discussion

i) Mission and Accreditation

The Phillips has always had an educational component to its "house museum" quality, including the Duncan Phillips lecture series and publications by museum staff and associated scholars. More recently the Phillips has targeted art education teachers for continuing education. As these teachers have become more familiar with the Phillips, they, in turn, have brought more of their students on trips to the museum. The Phillips does not currently have dedicated education space. Consequently, the educational outreach program has had to be accommodated within existing gallery space, thus disrupting both the viewing experience for visitors to the Collection and sometimes requiring circuitous reroutings of movement from the Mansion to the Annex when the only space large enough for lectures – the Music Room in the Mansion – is occupied.

Construction of education space at 1618 would reduce the practical difficulties the Phillips is now burdened by because of the configuration of its property.

The pressure on the education experience has increased in recent years due to both technological changes and to changed policies by the organization that accredits the Phillips – the American Association of Museums (AAM). Where once Duncan Phillips or one of his artist friends could lecture to a few visitors with illustrations, a few slides, and examination of works in the Collection, contemporary education standards demand a more sophisticated multi-media experience that is better able to illustrate works outside the collection, and in a more controlled presentation environment. The Phillips has no auditorium space for lectures, colloquia or multi-media presentations relating to its current exhibitions. Nor does the Phillips have any space for seminars or discussions. These types of spaces are expected by the AAM when it accredits museums.

In addition, the Phillips wishes to return to the practice of its founder of occasionally having an "artist-in-residence". Again, there is no space for such a program in the current facilities.

The applicant has stated that it cannot accommodate these necessary programs without the additional lot coverage and FAR requested. OP is not able to determine the exact amount of space required by the Phillips for its educational programs. However, OP is convinced that without expansion on or adjacent to its present site, the Phillips will not be able to perform an adequate educational function.

ii) Better Professional Facilities and Facilities Management

OP has visited these spaces several times. Management offices are currently crammed into rooms and hallways in the Mansion and the Goh Annex that were formerly intended as exhibition space or as professional support space for programs such as conservation.

The proposed expansion would allow the freeing-up of hallways to meet fire codes, the vacating of space on the upper and basement floors of the Mansion that could be used for future gallery space, and the moving of the coat-check and ticketing functions in the Goh Annex out of rooms that were built for showing paintings. It would allow conservation and short-term storage to consolidate and expand facilities on one level, rather than being split between the top floors and basement of the Mansion and the Goh Annex, with connections being possible only by elevator and a handicapped ramp in the bridge over the alley.

Scholarly research would be enhanced by the rehabilitation of the carriage house and its conversion into an archives and library. Because the Department of Consumer and Regulatory Affairs has, so far, not interpreted the carriage house/library as an accessory use to the museum after lots are consolidated, the applicant would be unable to renovate this non-conforming structure for a conforming use without BZA approval.

iii) Improved Financial Viability

In a January 1, 2000 year-end *Washington Post* review of the Washington arts scene, the author noted that "museums were wallowing in the Golden Age of a different art: the art of raising money". The article reports that Phillips director Jay Gates has increased the museum's endowment from $8 million to $18 million since mid-1998 and doubled membership to 10,500. In order to raise money for the planned "study center where scholars, critics and artists would do long-term research on how modern art can be taught" the *Post* also notes that Mr. Gates has also resorted to such "less traditional fundraising gambits" as exhibiting some of the collection's works in a Las Vegas casino hotel in hopes of raising $1 million from admissions fees. When a major painting can cost several million dollars and insurance on traveling exhibits can run into six figures, and both real and perceived pressures dictate programmatic expansion, there is clearly a limit on how much of the budget for an institution such as the Phillips can be supported by regular admission fees.

Corporate grants and "patron-level" memberships now supply a substantial portion of most museums' revenues. Major league givers expect major league treatment. To compete with comparable museums, a museum such as the Phillips is forced to stage special receptions, fundraising dinners and special events for its sponsors. To fail to do so would eventually put the Phillips into a lesser league of museums and attract lesser quality staff. Such an outcome would be a practical difficulty for the Phillips, and counter to the Comprehensive Plan's emphasis on strengthening Washington's reputation as a world-class cultural center.

The dinners and receptions require space that the Phillips does not currently have. The Music Room seats approximately 100 people. This is the only room where such dinners can be held with reasonable assurances that art works will not be damaged. The proposed facilities would accommodate approximately 250 in one space at dinner. The dinners could be seamlessly augmented with a reception in the Music Room and a lecture or awards ceremony in the auditorium. The Phillips would thus be able to function for fund-raising purposes much like the Corcoran, the National Museum of Women in the Arts, and the Walters Galley in Baltimore.

iv) Patron Convenience

The proposed addition to the first floor front of the Goh Annex would allow the improvement of the ticketing and coat-check process. The relocation and increase from 12 to 50 seats for the café would allow patrons to comfortably spend more time exploring the collection, or attending educational functions. The approximately 27 self-park spaces in the garage could be valet parked for approximately 35 patrons during evening functions. The museum bookstore and shop would be larger.

v) Benefits to the Neighborhood

The proposed expansion, in and of itself and without conditions, would remove up to 35 cars from neighborhood parking spaces, depending on the time of day and event.

The construction of the garage and the moving of the kitchen and café into 1618 21st Street would also enable the dedication of three loading bays and one "swing" loading bay behind the Goh Annex. (The fourth bay would result from moving any remaining employees' parking into the garage after 5:00). This would significantly decrease the incidents of catering and other delivery trucks double parking on 21st St., parking on adjacent streets, or interfering with the movement of residential and institutional traffic in the Hillyer Court Alley.

Without the relief sought, it is unlikely that this benefit would be realized. The Phillips has indicated it would probably forego garage construction, shift some of the functions now proposed for the above-ground expansion to 1618 21st Street into the planned garage

level, and not have room for additional loading docks. It would also still build the underground auditorium and undertake relocation and some expansion of the café.

There are several other benefits, as well as some negative impacts, that could accrue to the neighborhood with approval of the application. These are discussed in the section that immediately follows.

However, it is probable that the practical difficulties in achieving the desired expansion space without the FAR and lot occupancy variances would inhibit the applicant from being able to provide these mitigation measures.

The Office of Planning feels that the applicant would be unnecessarily burdened by practical difficulties in meeting its mission and its programs without some FAR and lot coverage relief. However, the Board may wish to ask the applicant to demonstrate in more detail how it arrived at the particular square footage and lot coverage numbers for which it is requesting relief.

3. Can The Relief Be Granted Without Substantial Detriment to the Public Good and Without Substantially Impairing the Intent, Purpose and Integrity of the Zone Plan as Embodied in the Zoning Regulations and Map?

In attending public meetings and private negotiating sessions over the last six months, the Office of Planning has come to understand that the Phillips has generated some ill will in the neighborhood through past and recent practices. The neighbors who have expressed opinions do not trust the Phillips to follow through on good management/good neighborhood pledges. The neighbors have also made clear that problems with parking, double parking, blocked streets and alleys, idling busses and trucks, and inappropriate catering practices already exist. Some neighbors have acknowledged that not all of these problems are due to the Phillips. There are private clubs, embassies, commercial art galleries, hotels and the Connecticut Avenue commercial area nearby. However, the neighbors who have participated in the discussion about the Phillips seem to have become more than saturated with the adverse spinoffs of the mixed use neighborhood in which they live.

The zoning relief requested is not large as projects of national and possibly international significance go: a 1,593 square foot increase in lot coverage and a 7,859 square foot increase in FAR . It is *how* the space will be used, the potential impacts associated with the use of that space, and the potential for success in mitigating those impacts that are important in this case.

The portion of the Phillips site for which relief is being requested is in a residential zone. As the law is currently written, the Phillips is legally entitled to expand within that residential zone as a matter of right. If zoning relief were not granted the Phillips could undertake a less matter of right expansion plan that may actually harm the neighborhood more.

It could, for instance, choose to move some of the education and administrative functions that would have gone into the square footage for which relief is requested into the underground space now proposed for the parking garage. That would mean more cars on neighborhood streets.

Without the relief and the recommended attached conditions, the Phillips would not be required to have any valet parking off of residential streets(although it would clearly do some – most likely for only the smaller, more "elite" events).

Without the relief, discussions would end about restricting larger busses and trucks on 21st Street.

Without relief, there would still be an underground 255 seat auditorium and a larger café and sit-down dinner area. There would not, however, be limits on how their use was managed.

The Office of Planning has concluded that it is only by having the legal process of the BZA's granting zoning relief and being able to attach conditions to that relief that it may be possible to reduce negative impacts on the public good and minimize the impacts on the intent of the residential component of the zone plan.

D. Requested Special Exceptions

- 11DCMR, Section 411.11, Location of Roof Structure

11 DCMR Sec. 400.7 (b) requires housing for mechanical equipment, a stairway or elevator penthouse in a residential district to be "set back from all exterior walls a distance at least equal to its height above the roof upon which it is located". Both programmatically and by law, the applicant is required to provide elevator access to all levels of 1618 21st Street. The applicant's design locates the elevator and stairs on the north side of the structure, abutting the party wall. It is, however, set back from 21st Street at a greater than 1:1 ratio. This design has been approved by the Historic Preservation Review Board.

- *11 DCMR, Section 2516.1, Exceptions to Building Lot Control (Res. Dists.)*

- Because the zoning administrator has indicated there may be some difficulty in considering the carriage house the applicant proposes to convert into a library as an accessory structure to the Collection, the applicant is asking the BZA to grant the structure legitimacy through the provisions of this section. Section 2516.1 states that

  If approved by the Board of Zoning Adjustment in accordance with the conditions set forth in Section 3104 of this title, two (2) or more principal buildings or structures may be erected on a single subdivided lot, subject to the provisions of this section.

E. Authority to Grant Special Exceptions

Section 3104.1 states that

Pursuant to authority contained in the Zoning Act, the Board is authorized to grant special exceptions...where, in the judgment of the Board, those special exceptions will be in harmony with the general purpose and intent of the Zoning Regulations and Zoning Maps and will not tend to affect adversely the use of neighboring property in accordance with the Zoning Regulations and Zoning Maps...

F. Do the Requests Meet the Special Exceptions Tests?

The special exception requested for roof structure is a commonly sought relief. The 1:1 setback requirement is essentially an esthetic requirement that minimizes the impact of often-unsightly roof structures on the view from nearby streets. In this instance the building is part of a long row of older attached townhouse-type buildings. Chimneys, vents, etc. are frequently found at the party wall line. This is the case with the proposed roof structure that would allow elevator access to the top floor of 1618 21st Street. It abuts the adjacent building.

The roof structure's design has already been approved by the HPRB. OP does not feel that it would impair either the use of the neighboring property not be our of harmony with the zoning regulations or maps.

The preventive request to allow two principal structures on the same record lot is less typical than the roof structure request. However, in this instance, where the structure already exists, where neither its footprint nor FAR would change, where its appearance would be returned to one more sympathetic to its original, and where its scholarly use would be of relatively low physical impact, OP has no problems with considering the carriage house as either as principal structure on the same lot as another, or as an accessory use on that lot. To avoid potential difficulties to the applicant over a situation that would not have any adverse impacts, OP recommends the BZA approve the request.

VII. COMMUNITY COMMENTS

The Applicant presented draft plans to ANC 2-B, community groups and neighbors approximately 1½ years ago. There was little discussion in the neighborhood for the first year. In fact, ANC 2-B voted to support the project.

However, in the Fall of 2000 considerable opposition began to build. Several residential neighbors organized and are now parties in opposition in the case. Institutional neighbors also examined the proposal more closely. Two became parties. One (the adjacent African Mission) joined the neighbors in opposition. One (the Cosmos Club) completed an agreement with the Phillips that satisfied its needs. The opponents asked the ANC and the Dupont Circle Community Association (DCCA) to revisit the application. Subsequently, the full ANC 2-B reversed its earlier position and voted not to support the application. DCCA's Board also voted to oppose the application on behalf of the entire organization.

It would be fair to say that almost all of the neighborhood opinion that has been expressed has been against the application. While the ANC's position left open the door to continued discussion, negotiations and possible reconsideration of its opposition, the discussion between the applicant and the neighbors has not come close to producing agreement. Consequently, all neighborhood groups and virtually all of the vocal neighbors remain in opposition.

The African Mission has expressed concern about the impact of the proposed addition on the sunlight that would reach the Mission's rear garden and the rear of the house.

Otherwise, most neighborhood concerns have focused not on the specifics of the Phillips' requested lot coverage or FAR. Nor has the neighborhood expressed other than sporadic concern about the expansion of space for the Phillips' education, scholarly or exhibition purposes.

Rather, the neighborhoood is more concerned about

- traffic, parking, catering loading/unloading and construction impacts.

In particular the neighborhood is most concerned that

- the combined impact of a new 255 seat auditorium, a larger café, an architectural design that allows the Phillips to accommodate 2 ½ as many people at sit-down dinners as it does now, a larger area devoted to gift shops, and a financial program that increasing relies on attracting corporate donations and membership will turn the Phillips into a major traffic-inducing, parking-compromising evening destination point for non art-related uses.

OP Discussion

Much of OP's response to the neighbor's concerns is implicit in the early discussion of whether the requested relief could be granted without doing violence to the zoning regulations or the well-being of the neighborhood. OP finds the neighborhood's concerns to be very valid. That is why the conditions we recommend the BZA attach to its approval focus on measures that would mitigate the neighborhood's concerns. We have incorporated much of the neighborhood's analysis and many of the recommendations in the conditions we are recommending to the BZA. OP feels that adoption of these conditions would make for a much better outcome, should the BZA approve the request for relief.

We regret, however, that the ANC, the neighbors, and/or the DCCA could not reach an agreement with the Phillips. Despite the efforts of the ANC's single member district representative and despite many conversations among the parties, agreement could not be reached. Had a formal covenant been executed with the Phillips, the conditions OP is recommending to the BZA would have had stronger enforcement mechanisms.

With respect to the impact of the proposed rear additions to 1618 21st St. on the African Mission to the north, OP notes that the Phillips architect testified that he had conducted a sunlight and

shadow study using models and that the impact on the African Mission would be minimal. OP has not reviewed this study and suggests that the BZA may want to review it before making a decision on the case. *(See also Attachment 13).*

VIII. OTHER AGENCY COMMENTS

OP requested comments from the Department of Public Works (DPW) and from the Fire Department. The applicant, the opponents and OP have met several times with DPW to evaluate the traffic study of the applicant's consultant, to assess the overall traffic and parking impact of the project, to discuss possible ways to reduce negative impacts, or whether the roadway and parking infrastructure simple could not support the project.

DPW's comments are attached. *(Attachment 14).* They form the basis for many of OP's recommendations concerning bus loading, metering, and valet parking zones. *(See Attachment 15)* In essence, DPW feels that the proposed expansion can be accomplished with acceptable impact with the following conditions:

- construction of the parking garage and additional loading berths,
- the relocation of some parking meters and loading zones,
- valet parking contracts for adequate off-street parking
- the designation of a bus unloading/loading zone on Massachusetts Avenue, and
- the restriction of large bus and truck traffic on 21st Street.

The conditions recommended by OP and agreed to by the Phillips would meet DPW's concerns.

OP did not receive a response from the Fire Department.

IX. OP SUMMARY RECOMMENDATION

The Office of Planning Recommends the BZA approve all of the requested zoning relief, with the conditions contained in the table that follows. Because these points were not finally agreed to by OP and the applicant until a few days ago, OP will draft language putting the points into the language of formal conditions subsequent to its testimony.

Recommended Conditions for BZA Approval

Issue	Action	Status
Unloading of busses	➢ Standard-sized Bus drop-off zone, NS 2100 blk. Mass Ave. in Metrobus stop area @ FL Ave.,	➢ Agreed to by Phillips with DPW and OP ➢ Agreed to by DPW
	➢ Mini-Bus (6 gross ton weight or smaller) drop-off zone for elderly and disabled at entrance to Goh Annex, on 21st Street	Agreed to by Phillips and DPW
	➢ Relocation of two parking meters from front of Goh Annex to existing loading zone in front of Phillips Mansion	DPW agrees to relocation, but notes there may be room for only one space in front of Mansion
	➢ Signed restrictions on busses and trucks over 6 GTW/ 24' on 21st Street between Florida Ave and Massachusetts Ave	Agreed to by Phillips DPW amenable May require review by ANC.
	Larger trucks (i.e., delivery trucks for Phillips' special exhibitions or neighborhood moving vans) would require special permits to use above portion of 21st St). Phillips permits would be posted on web site	Ibid.
Idling of busses	Phillips shall attempt to reserve one permanent off-street space large enough to accommodate standard bus. Phillips shall advise bus operators of availability of space	Agreed to by Phillips. Private negotiations already underway
Numbers and Types of Numbers of Large Special Events, Receptions, Dinners	➢ With the exception of Sunday afternoon music recitals, Thursday evening	➢ Agreed to by Phillips

	late art viewing hours, and weekday daytime auditorium events, the Phillips shall hold no more than 70 special events per year. (A special event is attended by 70 or more people and is defined as a reception, opening event, meal, lecture or film screening other than a daytime auditorium event or music room event that is not over by 5:30 p.m.)	
	➢ Of the 70 events, one may be a sit-down meal for more than 255 people. No other sit-down meal events shall be held for more than 255 people. Of the 70 events, as many as 70 may be for non sit-down-meal events (i.e., 70 receptions permitted); as many as many 25 events may be for catered sit-down meals for up to 255 people; as many as 50 events may be for catered sit-down meals for up to 150 people.	Agreed to by Phillips
	➢ A calendar of special events shall be posted on a Phillips web site accessible to the public. If the events are held by invitation, the number of projected attendees shall also be included in the web listing.	Agreed to by Phillips
	➢ The Phillips shall restrict auditorium events to museum-related education activities, or activities directly in support of its various programs	Agreed to by Phillips

	➢ Phillips will advertise availability of its facilities only in its membership related publications and web site and will write letters to those listing Phillips as a possible venue for rent asking that listing be removed	Agreed to by Phillips
Special Events Traffic, Parking, and Congestion	➢ The Phillips shall construct an underground garage for no fewer than 27 vehicles.	➢ Agreed to by Phillips.
	➢ Aside from possible spaces for catering and delivery vehicles, all spaces after 5:30 p.m. shall be reserved for museum visitors on evenings when there are special events.	➢ Agreed to by Phillips
	➢ The Phillips shall make every effort to make arrangements for joint use of the Cosmos Club parking lot for Phillips special events, whenever such use does not conflict with Cosmos Club events	Agreed to by Phillips
	➢ The Phillips shall maintain a contract with an established valet parking service for all special events with 70 or more people. The contract shall show evidence that the parking service has secured written agreements guaranteeing adequate off-street parking for Phillips events. Valet parking charges shall be at the Phillips' discretion	Agreed to by Phillips
	➢ The contract shall also stipulate that the service will not use on-street	Discussed with, but not yet agreed to by Phillips. Thus far Phillips is willing to

	parking..	agree to a valet contract stipulating that the valet service shall not use residential on-street parking. I.E.., street parking on arterials such as FL MA, and CT Aves. could be used by valet service, but use of spaces on on R Street, Q St., 21st, St., Hillyer Ct., etc – whether unmetered or metered – would be prohibited by the contract used
	➢ Valet drop-off/ pick-up area shall be in the loading zone in front of the Goh Annex and the area of up to two "bagged" parking meters in front of the Mansion (with the permission of DPW	Agreed to by Phillips and DPW
	➢ Invitations to special events shall include parking and drop-off instructions, and shall encourage attendees to arrive by other than private vehicle	Agreed to by Phillips
	➢ All evening events other than the Duncan Phillips annual dinner, shall be scheduled to end by 10:00 p.m. and guests shall be cleared by 10:30 p.m.	Agreed to by Phillips
	➢ No separate and simultaneous events shall be held in any combination of the auditorium, music room and auditorium other than Sunday concerts	Agreed to by Phillips
Catering Truck Concerns	➢ The Phillips shall reserve one dock for truck	➢ Agreed to by Phillips

	loading at all times and shall maintain at least 3 catering spaces at least 3 hours before a scheduled event and for all of the morning following a catered special event. A fourth space shall be made available after 5:00 p.m. on such days.	
	➢ Catering will be required to load and unload in rear or in garage. Alley-level load-out shall be completed before 10:30 pm or after 7:00 a.m. the following day	Agreed to by Phillips
	➢ Catering contracts shall specify that trucks shall enter via the Florida Avenue entrance to Hillyer Court	Agreed to by Phillips
	➢ Catering contracts shall specify that trucks shall be no longer than 24'	Agreed to by Phillips and specified in Phillips covenant with Cosmos Club
	➢ Catering trucks may not access the Phillips via 21st Street, or park or idle on 21st Street, Hillyer Place or Q Street.	Agreed to by Phillips
Alley and 21st Street Congestion Concerns	➢ The Phillips shall place and monitor closed-circuit cameras in Hillyer Court alley and on 21st Street	➢ Agreed to by Phillips
	➢ The Phillips shall have the responsibility to ensure monitoring and resolution of any Phillips-related illegal parking or truck or auto related traffic blockage	Agreed to by Phillips
Possible "Institutional Creep" and Residential	➢ Although expansion of museums into residential	Agreed to by Phillips

Displacement	zone R-4 and R-5 is a matter-of-right, the Phillips agrees that as a condition of variance and special exception approval for 15 years from the date of BZA approval the Phillips will not expand into any building,, other than 1618 21st St., that was occupied residentially in whole or in part for up to one year prior to date of a future Phillips building permit application for such a desired expansion. This agreement would become moot should regulations be adopted that would require BZA approval of such expansions into residential zones..	
General Neighborhood Relations	➢ Phillips shall designate a permanent neighborhood liaison position	➢ Agreed to by Phillips
Gift Shop and Café Impact on Neighborhood	➢ The Phillips will have not more than one permanent, museum-related gift shop and one secondary gift shop oriented to special exhibitions ➢ The principal entrance to the permanent and the secondary gift shop shall be from inside the museum. ➢ The café shall be set-up to seat no more than 50 people, except for special events covered above. ➢ The café's shall not operate as a "for-pay" facility outside of regular daytime museum hours. ➢ .The principal entrance	➢ Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips

	to the café shall be from inside the museum ➢ Other than the posting of hours on the same signs as the posting of museum hours, neither the museum shops nor the café shall be advertised by signage visible outside the museum	Not discussed with Phillips
Construction Impacts	➢ 30 days prior to start of construction Phillips will add construction schedule/activities category to its website, and update daily, if necessary ➢ Beginning 30 days prior to construction, Phillips will send monthly flyers to 1600 and 1700 blocks of 21st St, 2000 and 2100 blocks of Q and R Streets, and Mass Avenue about construction activities ➢ Phillips will inform contractors that construction supply arrivals are not permitted before 7:00 am or after 6:00 pm ➢ As part of contracts, Phillips will require construction firms to provide Metro passes, car-pool or van-pool options for all workers on job for more than 1 week ➢ All construction-related activity shall be limited to the Phillips property, unless otherwise permitted by the appropriate public agencies or private property owners ➢ Every effort shall be made to minimize closure of Hillyer Court during the	➢ Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips Agreed to by Phillips

	construction period	
Enforcement of Conditions	➢ Without a covenant with the ANC or other neighborhood group, enforcement will, admittedly, be practically and legally difficult for all but DPW-related parking and traffic matters. The ANC, DCCA and other groups and individuals would have copies of the the BZA ruling and any conditions. They, and to some extent DPW, would be responsible for monitoring. ➢ DPW would be responsible for normal parking and traffic enforcement. ➢ Should the Phillips not abide by these agreements, the ANC, or other groups or individuals could organize opposition to the renewal of the Phillips beer and wine license, which must be renewed every two years	➢ OP has made the Phillips aware that, if appropriate, OP would lend support to other parties' efforts to fight liquor license renewal if agreements had been demonstrated to have been substantially violated and the Phillips appeared not to have abided by the BZA's conditions of approving zoning relief.

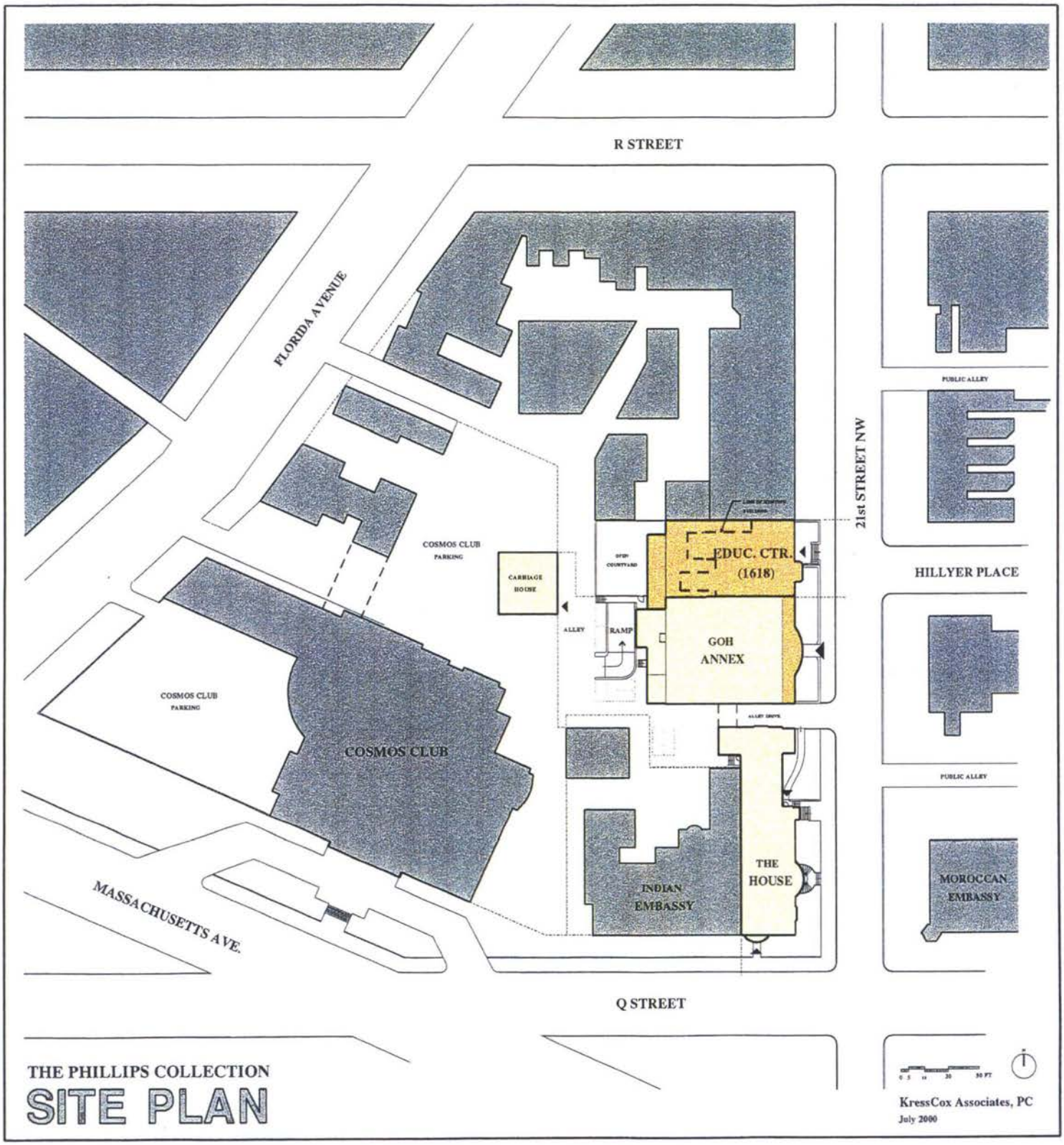
01.06.2001

aa/slc

Attachment 1

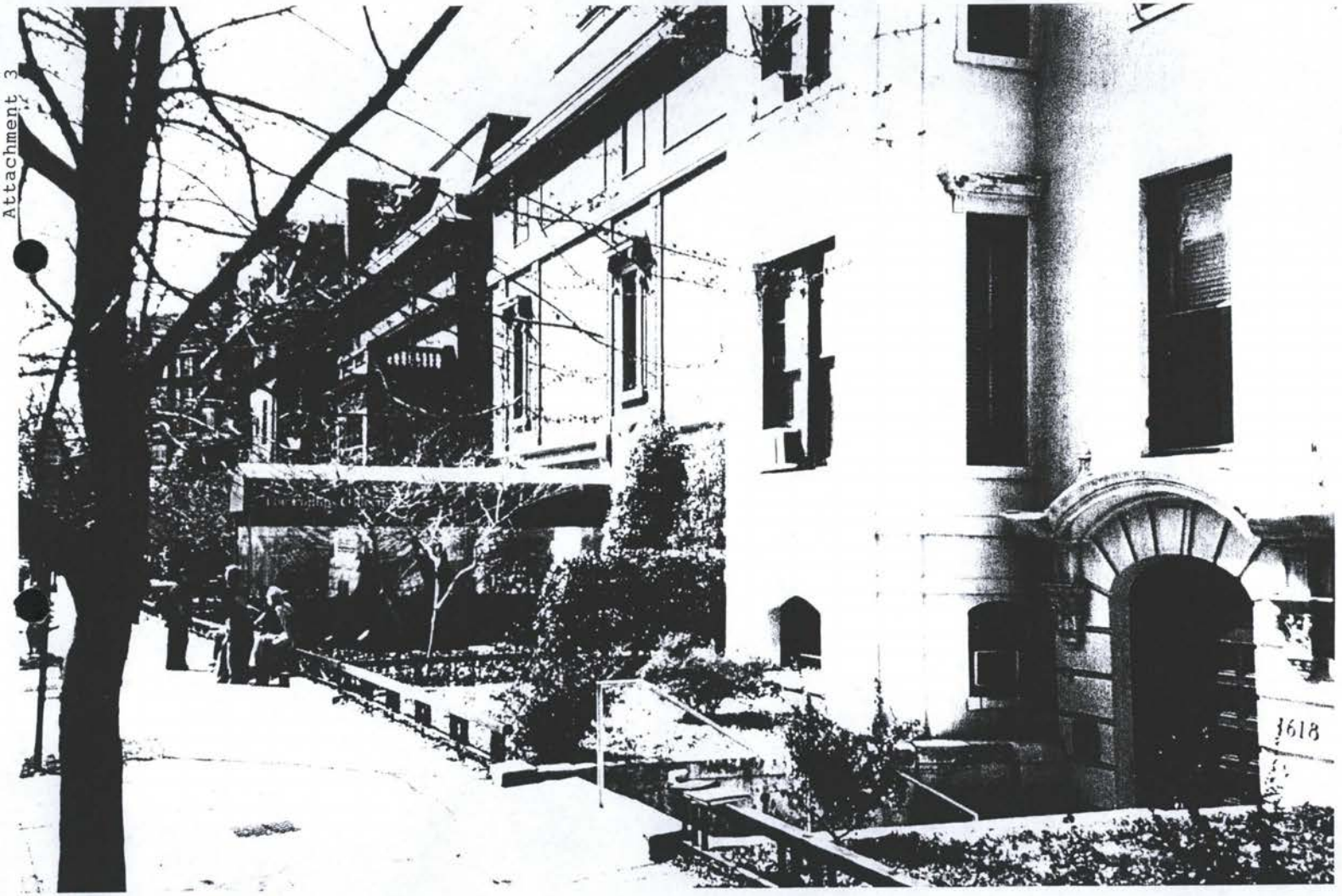


Attachment 2



The Phillips Coll. GOH Annex 1618 21st

Attachment 3



Attachment 4

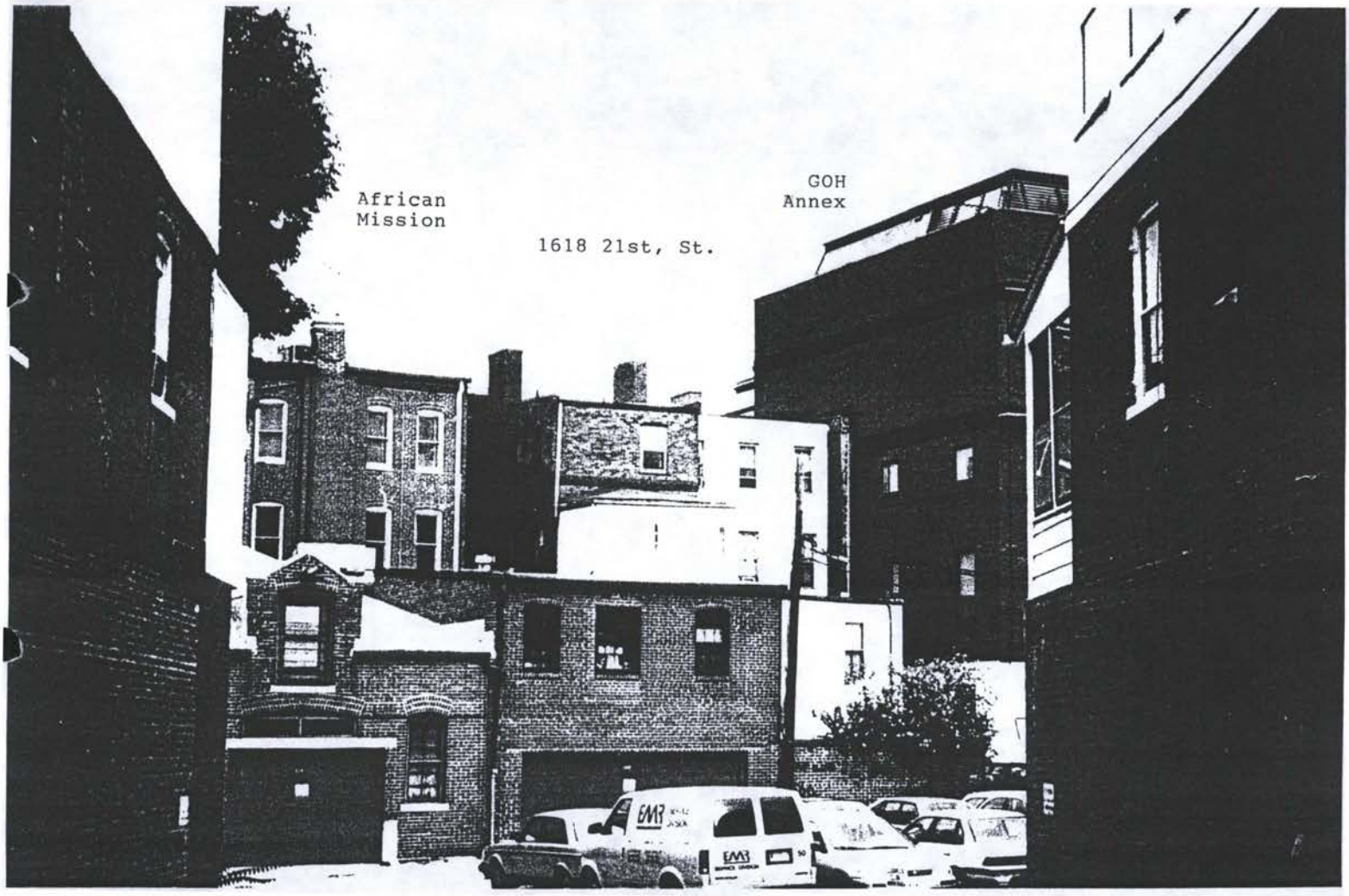
Attachment 5



GDH ANNEX ENTRY

Attachment 6

Attachment 7

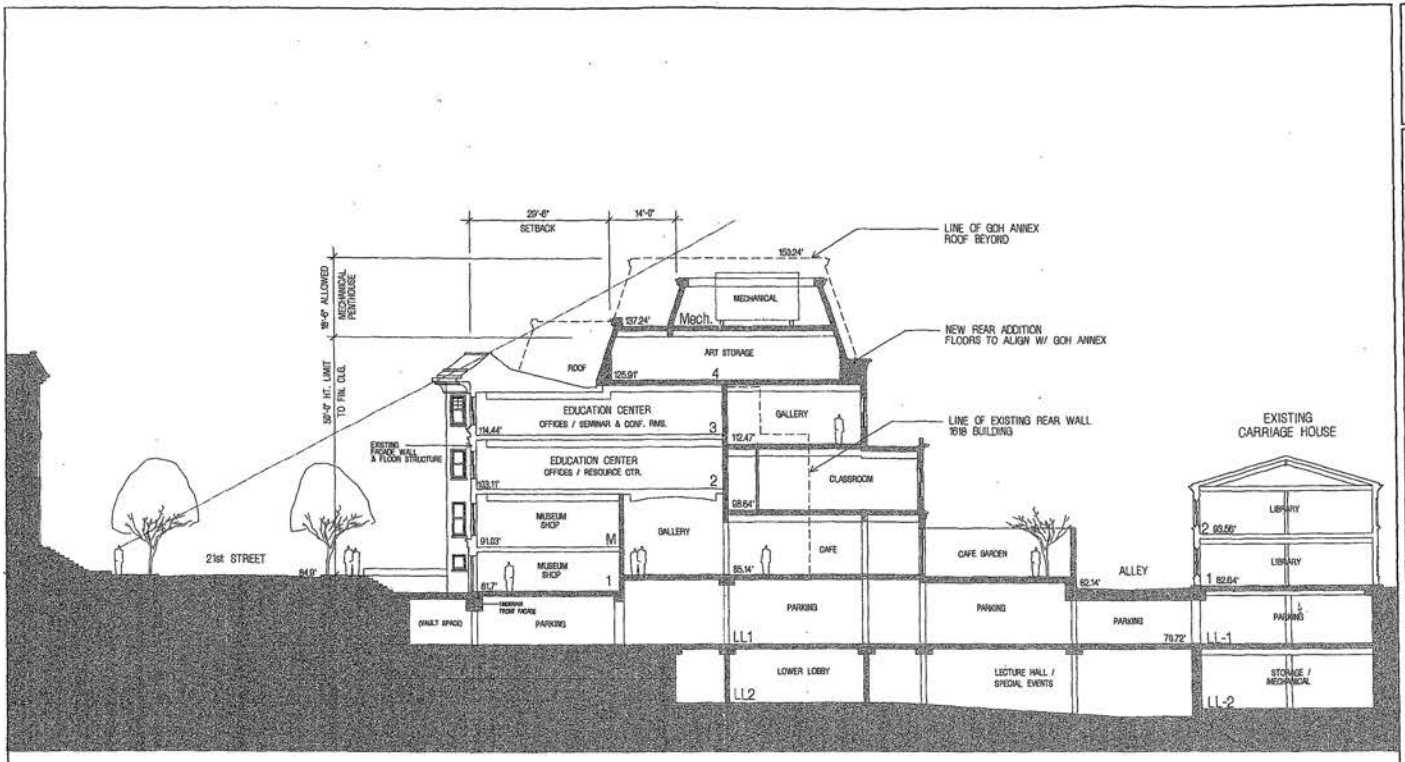


Hillyer Court

Attachment 8



Attachment 9



SECTION - THRU NEW EDUCATION CENTER

0 5 10 20 35 FT.

KressCox
ASSOCIATES, P.C.
ARCHITECTURE
PLANNING
INTERIOR DESIGN
2000 M STREET, NW
WASHINGTON, D.C. 20037
202 955 7070
FAX 955 7144

THE PHILLIPS COLLECTION
1600 21st Street, N.W. Washington, DC 20009

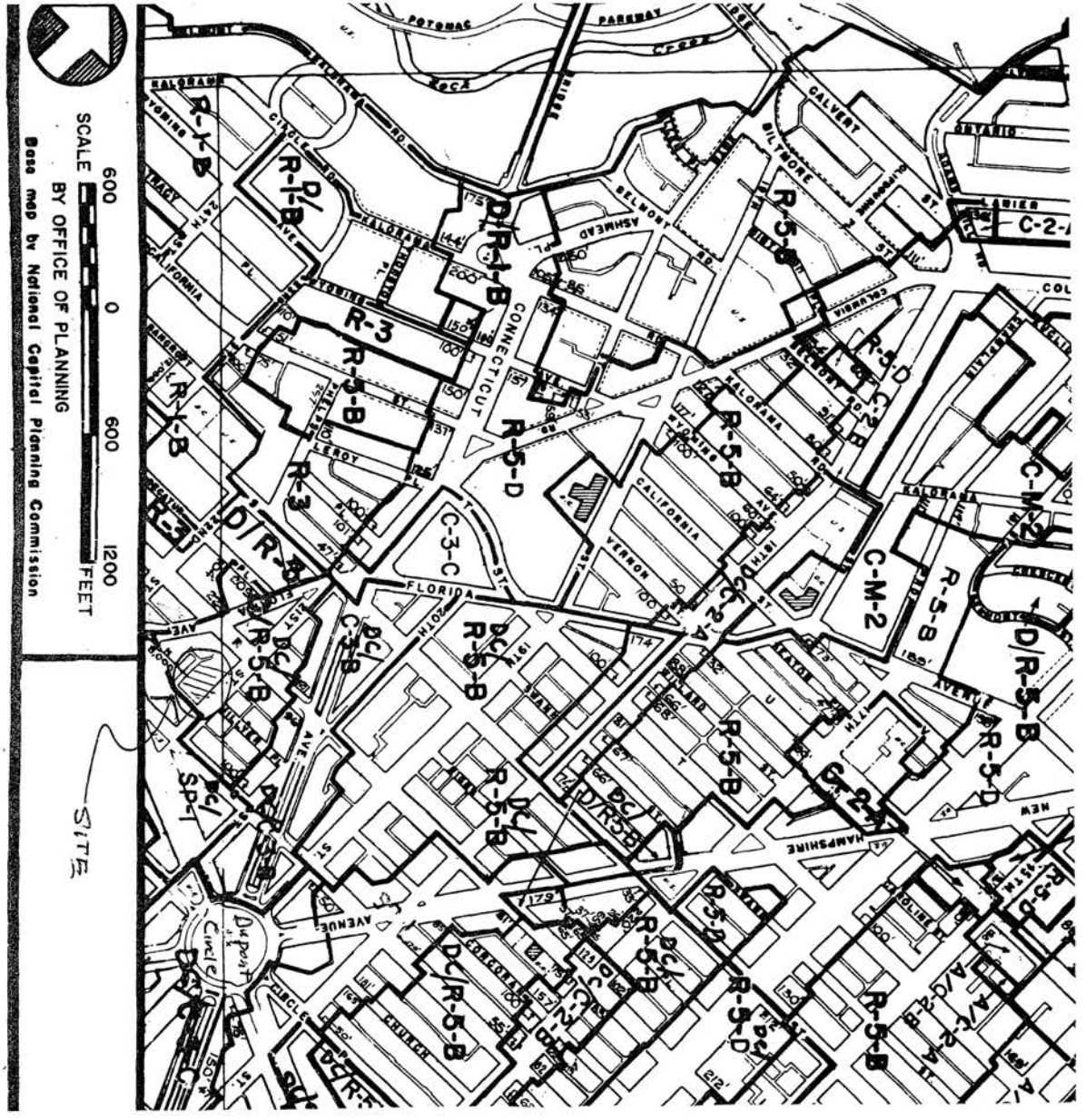
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drawing title:
SITE CROSS SECTION
EDUCATION CENTER

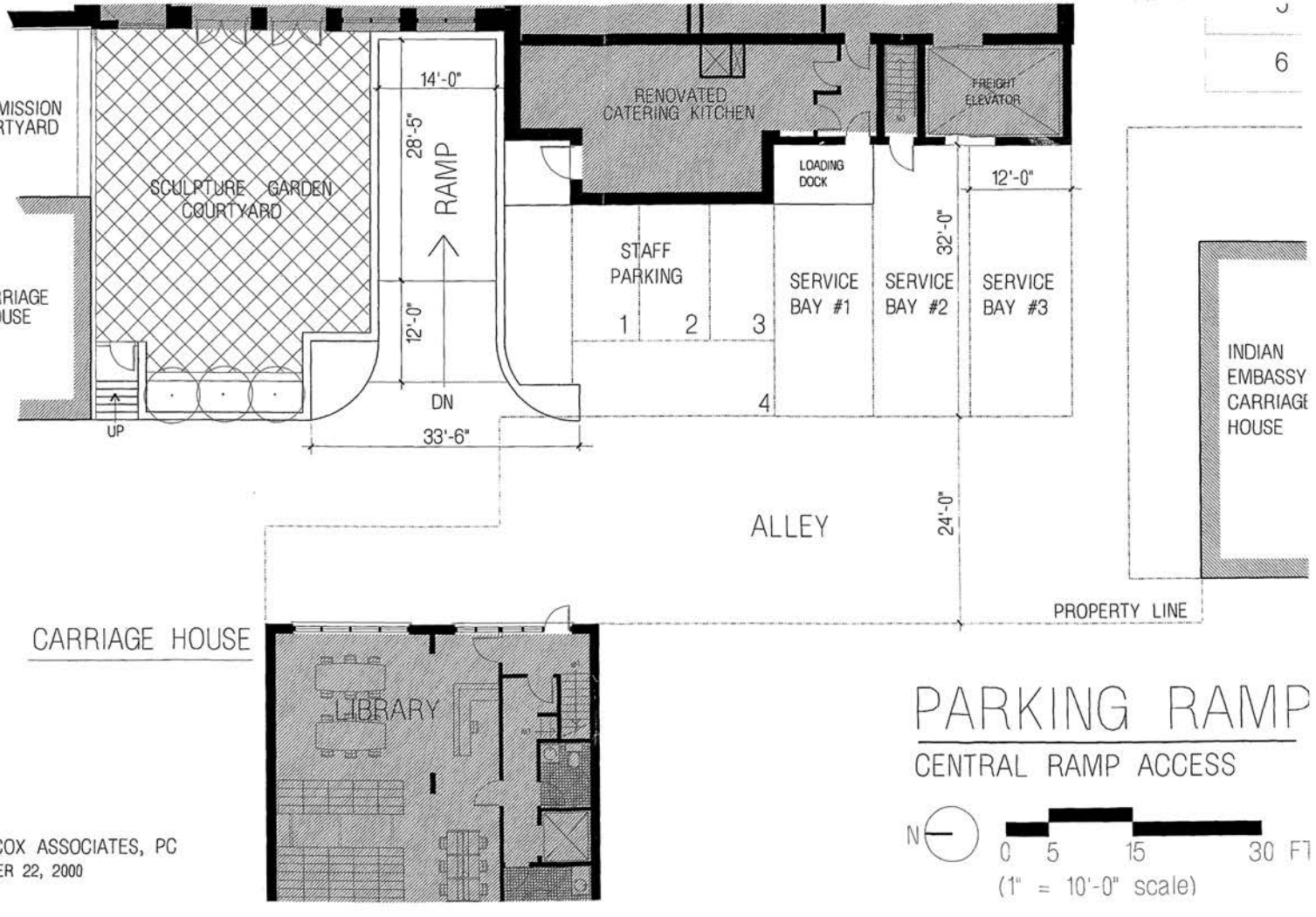
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drawn by:	EF
checked by:	DC / BS
project no. :	9809.00

A7.1

date: JULY 01, 1999


SCALE
600 0 600 1200
FEET
BY OFFICE OF PLANNING
Base map by National Capital Planning Commission
SITE
POTOMAC
PARKWAY
CALVERT
BILTMORE
CONNECTICUT
CALIFORNIA
FLORIDA
R-5-D
R-5-B
R-3
R-1-B
C-M-2
C-3-C
C-2-A
SP-1

Attachment 11



PARKING RAMP

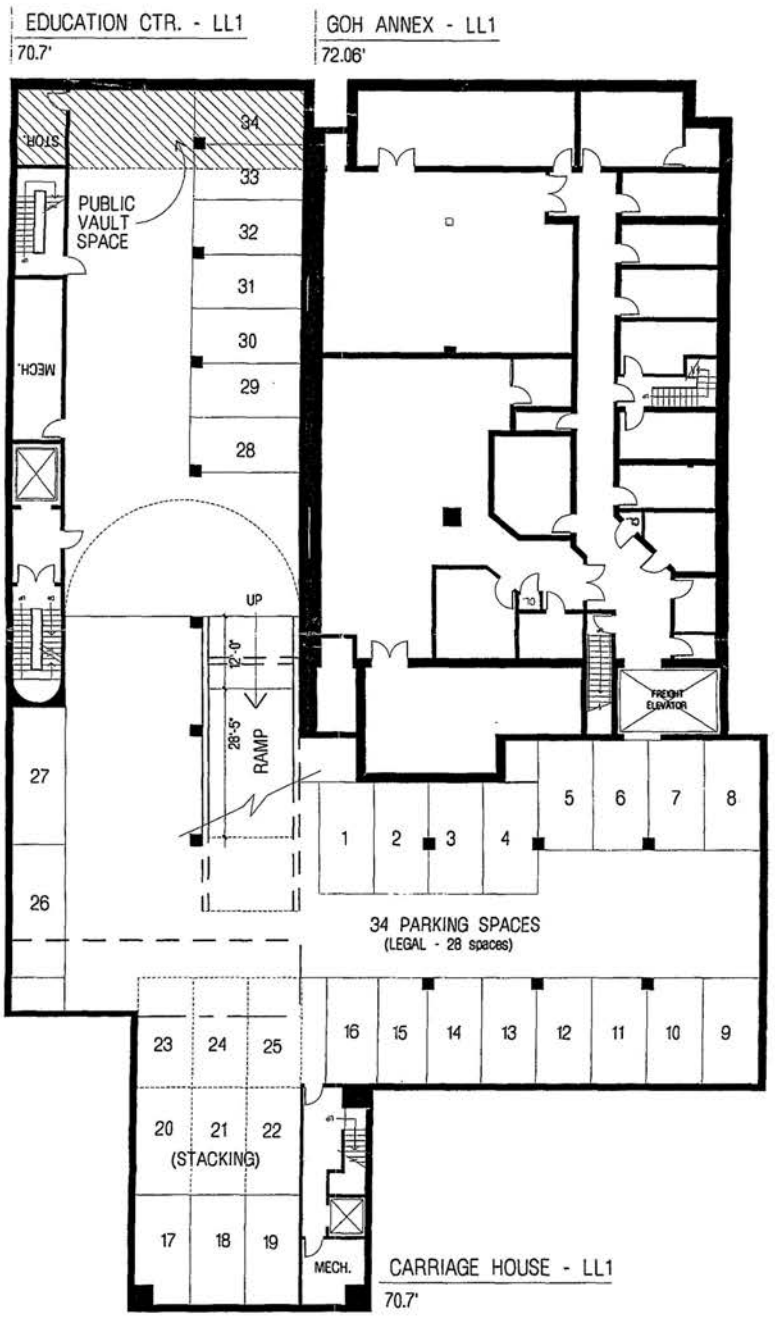
CENTRAL RAMP ACCESS

N

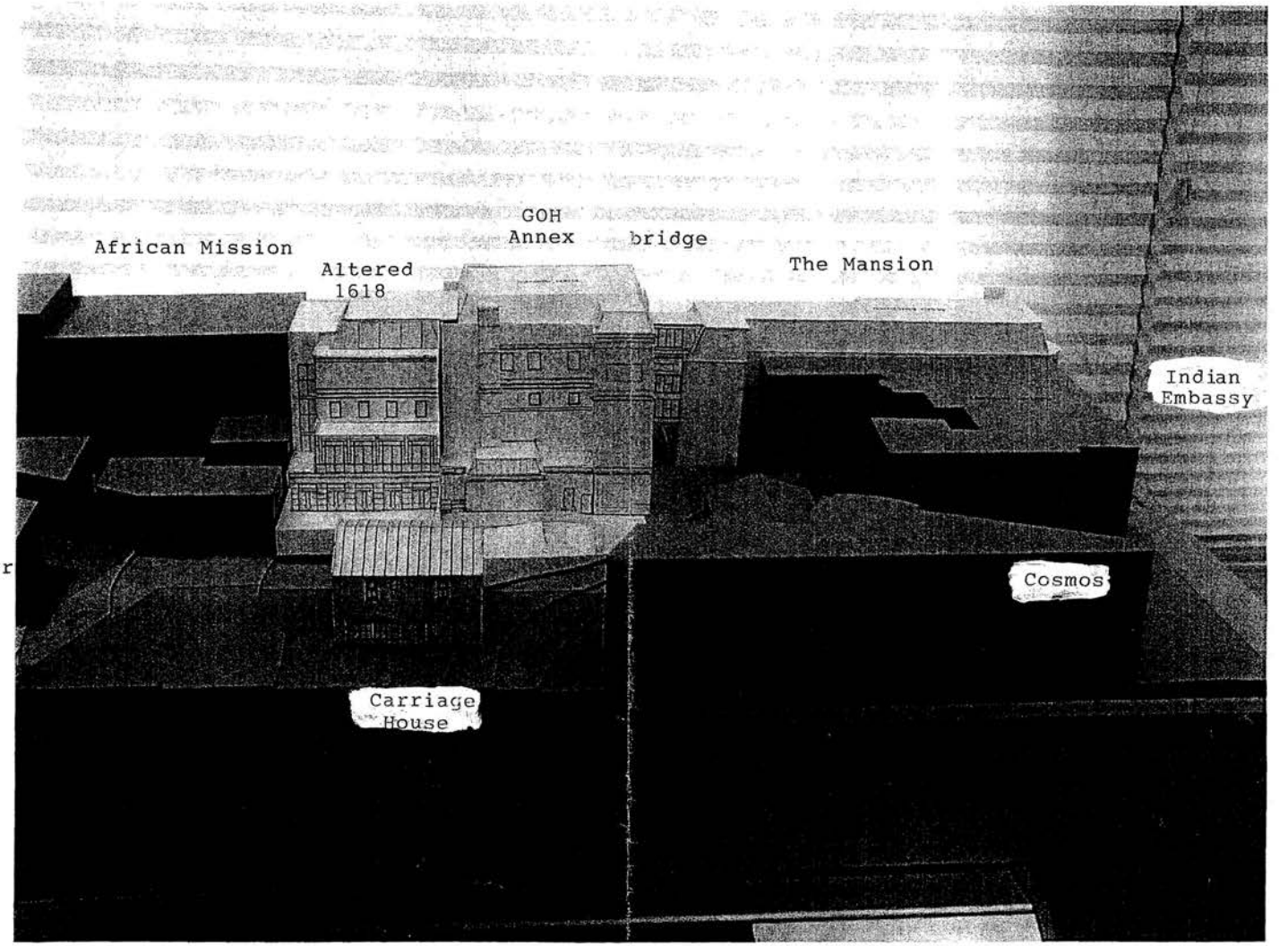
0 5 15 30 FT

(1" = 10'-0" scale)

KRESSCOX ASSOCIATES, PC
NOVEMBER 22, 2000


EDUCATION CTR. - LL1
70.7'
GOH ANNEX - LL1
72.06'
STOR.
PUBLIC VAULT SPACE
MECH.
34
33
32
31
30
29
28
27
26
UP
12'-0"
28'-5"
RAMP
FREIGHT ELEVATOR
1
2
3
4
5
6
7
8
34 PARKING SPACES
(LEGAL - 28 spaces)
16
15
14
13
12
11
10
9
23
24
25
20
21
22
(STACKING)
17
18
19
MECH.
CARRIAGE HOUSE - LL1
70.7'

Attachment 13



GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF PUBLIC WORKS
2000 - 14TH STREET, N.W.
7TH FLOOR
WASHINGTON, D.C. 20009

★ ★ ★

REPLY TO:
OFFICE OF INTERMODAL PLANNING

MEMORANDUM

TO: Andrew Altman, Director
Office of Planning

FROM: Kenneth G. Laden
Administrator

Rich Rybeck for Ken Laden

DATE: January 5, 2001

SUBJECT: BZA Application # 16618
Phillips Collection

The Phillips Collection, on 21st Street between Q and R Streets NW, proposes to purchase the adjacent property north of their existing site to expand and support their existing operations. The proposed facility would provide for the following improvements:

- Increase gallery space by 1, 600 square feet
- Increase the size of the café by approximately 950 square feet
- Increase the size of the gift shop by approximately 450 square feet
- Add a 255 seat auditorium
- Expand educational support facilities
- Add an underground parking garage which would provide a net increase of approximately 29 new parking spaces

The existing Phillips Collection art gallery is open Monday through Saturday, from 10 AM to 5 PM. On Thursday, the Phillips Collection is open until 8:30 PM. The Phillips Collection is open on Sunday from 12 noon to 5 PM. The Phillips Collection attracts approximately 170,000 visitors per year, with the average week day attendance being 400 persons, and the average weekend attendance being 780 visitors.

Other events sponsored by the Phillips Collection include Sunday Afternoon Concerts from September through May at 5 PM, Gallery Talks on the first and third Thursdays of each month at 12:30 PM, and Introductory Tours every Wednesday and Saturday at 2 PM. In addition, members of the Phillips Collection are periodically invited to special events, including exhibit openings. Members are also allowed to host special evening events at the Phillips Collection with permission of the director. From October 1999

through September 2000, approximately 60 special evening events were scheduled with approximately one-third having 70 attendees or less; one-third having between 70 to 150 attendees; and one-third having 150 attendees or more. The average attendance for special evening events is approximately 120 persons.

Approximately 70 to 80 full and part time employees work at the Phillips Collection on any given day. A transportation survey administered to employees (representing about half of the employees on the day surveyed) indicate that approximately 77 percent of the employees walk to work or ride mass transit on the average weekday, and 63 percent walk or take public transit on weekends. During weekdays 15 percent drove and parked on the street, while 3 percent parking in a commercial parking lot and 5 percent parked on site. During the weekends, 31 percent indicated that they parked in reserved staff parking, while 6 percent parked on the street.

A visitor transportation survey found that most weekday visitors (51 percent) arrived by mass transit, followed by 21 percent who walked and 14 percent drove and parked in a garage, while 6 percent parked at metered parking spaces. During weekends, 47% arrived by mass transit, while 22 percent walked, 13 percent arrived by school or tour bus, 9 percent parked on the street and 1 percent parked in a garage.

Finally, a survey of attendees at an evening special event found that 63 percent drove and used Phillips Collection valet parking, while 17 percent parked in a garage, 6 percent parked at metered spaces, and 11 percent walked or rode mass transit.

The Phillips Collection is located in a fairly congested downtown neighborhood just west of Dupont Circle. 21st Street has three lanes southbound with both curb lanes devoted to parking in most places. Thus, there is only one lane available for moving traffic. Various residential permit parking, metered parking and no parking requirements exist along the block between R Street and Q Street, where the Phillips Collection is located. Q Street, just south of the site is one way eastbound, and most of the curb parking on both sides of the street is reserved for diplomatic parking associated with the India Embassy. Massachusetts Avenue, just south of Q street is a major arterial with metered parking, but "no parking" restrictions apply during the evening rush hour on the north side of the street.

It would appear that the employees and routine visitors to the Phillips Collection do not present a significant burden on local traffic or parking requirements due to their relatively small numbers and significant use of mass transit and walking. Specific traffic related concerns of the Department focus on the following issues:

1. Group arrivals and departures by tour bus groups and school groups that sometimes block traffic on 21st Street, NW.
2. Evening events that attract large crowds and affect traffic congestion and parking.
3. Deliveries which occasionally block traffic in alleys or on adjacent streets.

The Department recommends several traffic mitigation measures to address traffic concerns which result from the current operations of the Phillips Collection, and which may increase as a result of the proposed expansion into the adjacent building.

1. Tour Groups

We recommend that tour buses and school buses be required to drop off and pick up their passengers at a Metrobus Stop on the north side of Massachusetts Avenue near its intersection with Q Street and Florida Avenue NW. Groups arriving by bus would be required to walk east on Q Street and then north on 21st Street to the gallery's entrance.

Small tour groups arriving by vans or mini-busses would be allowed to drop off and pick up their passengers near at the front entrance of the Goh Annex at a an area marked No Parking Entrance. We recommend that the existing No Parking Entrance curb section be extended south to a point near the alley entrance by removing two metered parking spaces. These two metered parking spaces should be relocated south of the alley entrance to a current no parking zone in front of the old Phillips mansion.

All tour buses, school buses, and mini-buses should be required to park at a remote site contracted for bus storage by the Phillips Collection, or utilize existing permitted bus storage sites in the city. Mini-buses and vans would not be allowed to remain in front of the Goh Annex entrance for more than 10 minutes to drop off or pick up passengers. Similarly, tour buses and school buses should not be allowed to remain at the Metrobus stop for longer than 10 minutes to pick up or drop off passengers.

2. Special Evening Events

We recommend that for evening special events, the Phillips Collection continue to provide valet parking at the expanded No Parking Entrance site in front of the Goh Annex. Valet parking shall be required, under its contract with the Phillips Collection to ensure that all vehicles are parked at off street facilities.

3. Truck Deliveries

All loading and unloading operations should occur in the proposed new loading docks and at no time should block the alley or street. At no time should deliveries be made on 21st Street.

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