

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Maxine Brown-Roberts, Case Manager
JLS
Jennifer Steingasser, Deputy Director Development Review & Historic Preservation

DATE: July 13, 2020

SUBJECT: Hearing Report ZC 09-03F – Modification of Significance for ZC Order 09-03, 09-03A to 09-03E, for Skyland Town Center

I. APPLICATION AND RECOMMENDATION

Skyland Holdings LLC (“applicant”) requests a Modification of Significance to ZC Case 09-03, 00-03A to 09-03E to:

- Modify the number of Blocks within the PUD from 5 to 4;
- Modify the uses approved for the PUD site;
- Modify the Consolidated PUD to Stage 1 PUD on Block 4; and
- Modify ZC Order 09-03, Condition 17.

The PUD modifications will result in Block 1 and Block 3 proceeding as consolidated stages and Block 4 proceeding as a stage one. Block 2 is under construction. At its April 27, 2020 public meeting, the Zoning Commission set down the proposed modifications for a public hearing. The Office of Planning (“OP”) recommends **approval** of the proposed Modification of Significance and First Stage PUD for Block 4.

OP recognizes that the redevelopment of Skyland has gone through many modifications to try and bring the redevelopment to fruition. Although lacking some of the original elements of a town center with additional density, parking that is not visible from adjacent streets, and having buildings fronting on the adjacent streets, the proposed modifications represent a great opportunity for the location of a new grocery store, a medical office building, a coffee shop, and other retail uses while allowing for the parking lot to be easily adapted to accommodate future development. The applicant has provided additional landscaping and buffering along Alabama Avenue, relocated the retail storage within the building and screening of the supermarket loading. The applicant has addressed many of the issues identified by OP and the Zoning Commission at set down such as the proposed Arts Walk, the views of solar panels from Naylor Road and setback of the buildings and parking from the adjacent Hillcrest residences.

The development would continue to be not inconsistent with the Comprehensive Plan, Future Land Use Map, that recommends moderate density commercial for the majority of the property and the Generalized Policy Map recommendation for a multi-neighborhood center for the property. The development is also consistent with many of the policies for the Far Northeast and Northwest Area.

At or prior to the public hearing, the applicant should address the following issues:

- **Flexibility from the Signage Standards:** The applicant requests flexibility from the signage standards. However, no dimensions or standards for signage has been provided. The applicant should provide the signage standards to be used throughout the development.
- **Energy Efficiency:** Address DOEE comments regarding improving energy efficiency.
- **Reduced Number of Total Units:** The original PUD was approved for 450-500 residential units. Block B, which is currently under development would have 263 residential units. The proposed Block 4 would be developed with 157 for a total of 420 units. The applicant should explain why the reduction in dwelling units.
- **TDM Conditions:** Address any TDM conditions recommended by the District Department of Transportation.

II. APPLICANT’S RESPONSES TO SET DOWN COMMENTS

The following table summarizes the Zoning Commission and OP comments at set down, the applicant’s responses and OP comments in response to the applicant’s responses.

Set down Comments (ZC/OP)	Applicant’s Responses	OP Comments
Relocate retail loading and retail waste collection area within the buildings they serve and provide screening details.	The loading and trash collection for the retail and coffee shop would be integrated into the retail building. (Exhibit 22C1, G13 and Exhibit 22C3, page A113). The Loading Management Plan will be addressed in the DDOT Report.	OP has no objections to the proposed changes and defers to DDOT on the operations of the loading and trash storage area.
Provide detailed landscape plans including the heights of trees and planting along Alabama Avenue	Landscape plans detailing tree plantings and their heights at maturity are provided at Exhibit 22C3, pages A120b-120f and Exhibit 22C4, L01.	The plans show various types of planting to buffer and screen the parking lot and the drive-through. The plans indicate trees would be planted at a minimum height of 14-feet and should extent to 30-35 feet in 12-15 years. However, a key for plant types on the Site Plans was provided but not the plant sizes. This information should be provided for the Commission.
Provide views of the drive-through and parking lot from Alabama Avenue.	The parking lot layout has been revised and the drive-thru queuing lane has been pulled back to conform to the required setback from the property line. Updated views of the parking lot and drive-thru queuing lane as seen from Alabama Avenue are provided at Exhibit 22C1, pages G16, Exhibit 22C2, A107	The revised plans show extensive landscape screening and address OP concerns.

	and A108, Exhibit 22C3, pages A120-A120f.	
Provide details of the plaza next to Block 3 including materials and additional views from Alabama Avenue.	Exhibit 22C3, pages A120 and Exhibit 22C4, page L02 include an updated plan, information on materials, including DDOT standard concrete, a brick wall, and additional landscaping, and views of the entry plaza.	The revised plans show landscape screening and hardscape design features which address the concerns.
Provide comparisons of the approved and proposed development showing the relationship between the project and the adjacent residential development.	The revised design reduces the building height by over 15 feet. Thee surface parking, loading or parking garages would not be visible from the residential community, and maintains the significant tree preservation area adjacent to the property. Site sections are shown in Exhibit 22C2, pages A105 through A105f	The requested information provided shows the design should be less impactful than the approved plans.
Increasing the LEED Silver Certification	The development will retain the LEED-Silver certification.	The proposal maintains the LEED Silver certification approved under the original PUD. DOEE has made additional suggestions as to how the project could be more energy efficient and should be considered by the applicant.
Work with DDOT permitting to reconfigure the sidewalk along Naylor Road to meet DDOT standards.	The sidewalk and public space treatment along Naylor Road have been revised to conform to DDOT standards. The applicant will continue to coordinate with DDOT regarding review of the treatment of all public space areas. (Exhibit 22C2, page L04)	OP has no objections to the proposed changes and defers to DDOT on the sidewalk configurations.
Provide additional information on the treatment on the ground floor of the garage in Block 1.	The shadow box in front of the parking garage would include an art installation or other materials to provide a more dynamic and interesting streetscape appearance along Naylor Road. (Exhibit 22C4, pages A217 and A219)	OP is supportive of the shadow boxes and the partnership to maintain and showcase artist from the community.
Provide additional images showing how the solar panels atop the parking garage and parked cars would be viewed from Naylor Road.	Perspectives and additional detail views from Naylor Road are provided on pages Exhibit 22C3, pages A217-A218, Exhibit 22C4, pages A-216 and A219.	The perspectives provided address this issue with detail provided in Exhibit 22C4, page A-216

Provide more detailed information about the type of building materials and more refined architectural plans of the buildings.	The applicant provided additional information about the type of building materials and architectural Plans (Exhibit 22C3, pages A111-A119, A127, A208-A216)	OP is supportive of the material choices.
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II. BACKGROUND

Z.C. Order No. 09-03 approved a Consolidated PUD and Map Amendment to the C-3-A (MU-7) zone which created a Town Center featuring a Main Street with mixed-use retail and residential buildings, accompanying parking facilities, and townhouses on five different Blocks. The PUD has had subsequent modifications. The OP Set down Report outlines the sequence of approved modifications and approvals at Exhibit 11.

ZC 09-03 Original Site Plan showing 5 blocks.



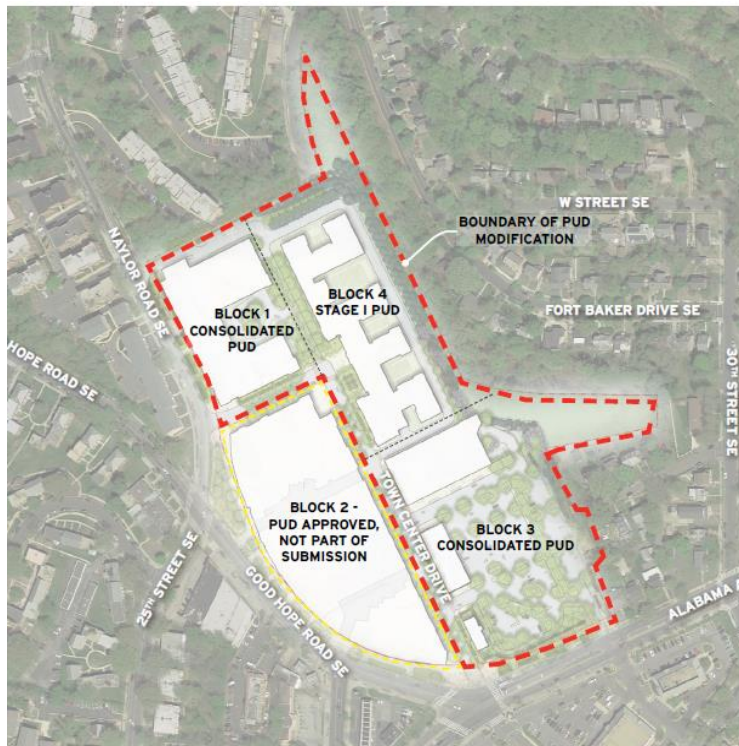
III. PROPOSAL

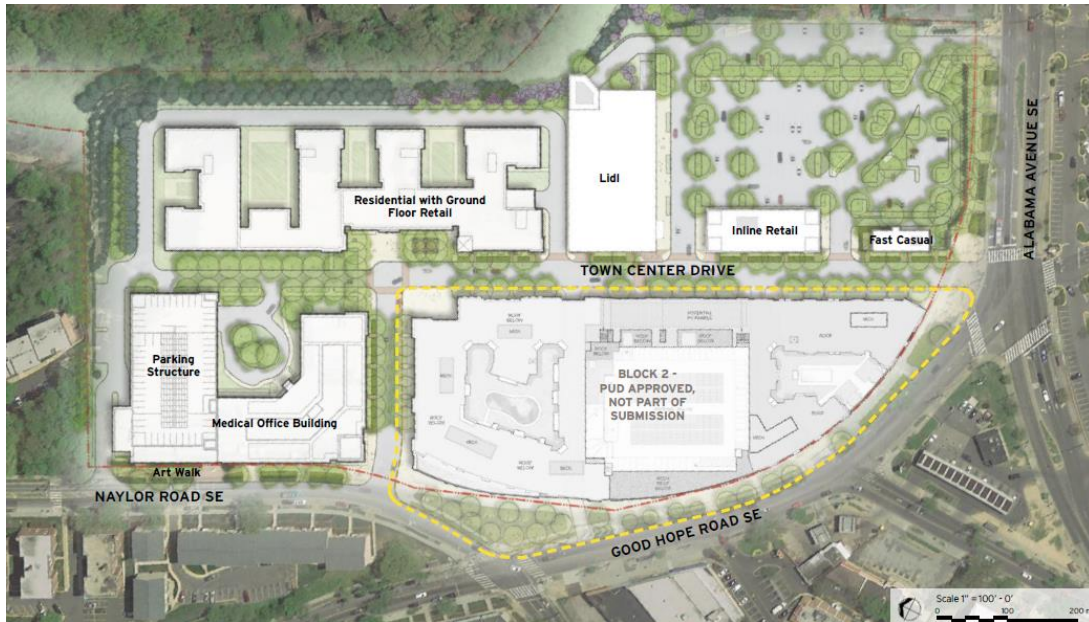
The Skyland Town Center development is currently under way with the construction of Block 2. With the loss of the major retail tenant and other PUD modifications in prior approved modifications, the applicant has tried to move ahead with the development of the remainder of the site. The applicant states that they have been able to gather interest for a supermarket, a medical center, a coffee shop and inline retail. To accommodate the proposed uses, the applicant has requested a Modification of Significance which would entail:

- Modifying the number of Blocks within the PUD from 5 to 4;
- Modifying the uses approved for the PUD site;
- Modifying the Consolidated PUD to Stage 1 PUD on Block 4; and
- Modifying ZC Order 09-03, Condition 17, a time extension to accommodate the new uses.

The applicant has redefined the boundaries of the blocks as shown on the maps below. Block 2 is currently under development as approved by ZC Order 09-03D and is not a part of this application. The proposed uses for the new blocks would be as follows:

- Block 1 -Medical Office building with a parking structure with about 465 spaces and a solar canopy;
- Block 3- Lidl Supermarket, In-line retail and a Fast-Casual coffee shop with a surface parking lot with 201 spaces; and
- Block 4 - Residential building (about 252 units) with ground floor retail.





V. Subtitle X § 704 - MODIFICATIONS OF SIGNIFICANCE

The applicant requests a Modification of Significance pursuant to Subtitle X § 704. Subtitle X § 704.3 states:

If the application is for the modification of a second-stage PUD, it shall meet the requirements for, and be processed as, a second-stage PUD application.

The original application was approved as a Consolidated PUD under ZR-58 and also meets the requirements of ZR-16. The request includes evaluating Block 4 as a First Stage PUD.

VI. MODIFICATION TO BLOCKS

The following is a description and analysis of the new blocks and uses proposed. The applicant has requested areas of flexibility which are also discussed.

Block 1

In the original PUD, Block 1 was to be developed with a building height of up to 50 feet at the Main Street entry and 45 feet along Naylor Road. The new Block 1, at the corner of Naylor Road and Town Center Drive would be developed with a 131,344 square foot medical office building in four floors, at a height of up to 60 feet. The applicant states that the office building would provide a focal point for the community and a placemaking opportunity for the residents. The proposed height of the buildings would be within that allowed in the MU-7 zone.

Pedestrian entrance would be from the Naylor Road/Town Center Drive corner while vehicular entrance would be from a circular courtyard on the north side of the building. Connected to the office building would be a six-level parking structure with approximately 465 spaces, with the side façade facing Naylor Road.

The façade of the office building and the garage would be a combination of brick, concrete masonry glass and aluminum panels with an architectural style that blends elements of traditional and

contemporary styles and has a distinct bottom, middle and top brought together by a significant tower element at the intersection of Naylor and Town Center Drive with a secondary tower at Town Center Drive and the Town Center Plaza (Exhibit 22C3, pages A211, A214-A215). The building would have a green roof while the parking garage would have approximately 12,710 square foot solar canopy.

The garage would have a similar architectural style and materials as the office building. Along Naylor Road, the upper four levels of the garage would be set back approximately 24 feet from the front of the building on the first floor Exhibit 22C3, page A204. The setback allows that cars within the garage would not be visible from Naylor Road (Exhibit 22C3, pages A216, A217, A219). The ground level of the garage facing Naylor Road would be lined with utility rooms and although the façade pattern would be similar to the office building, openings would be blocked off with no views to the interior through the use of shadow boxes.

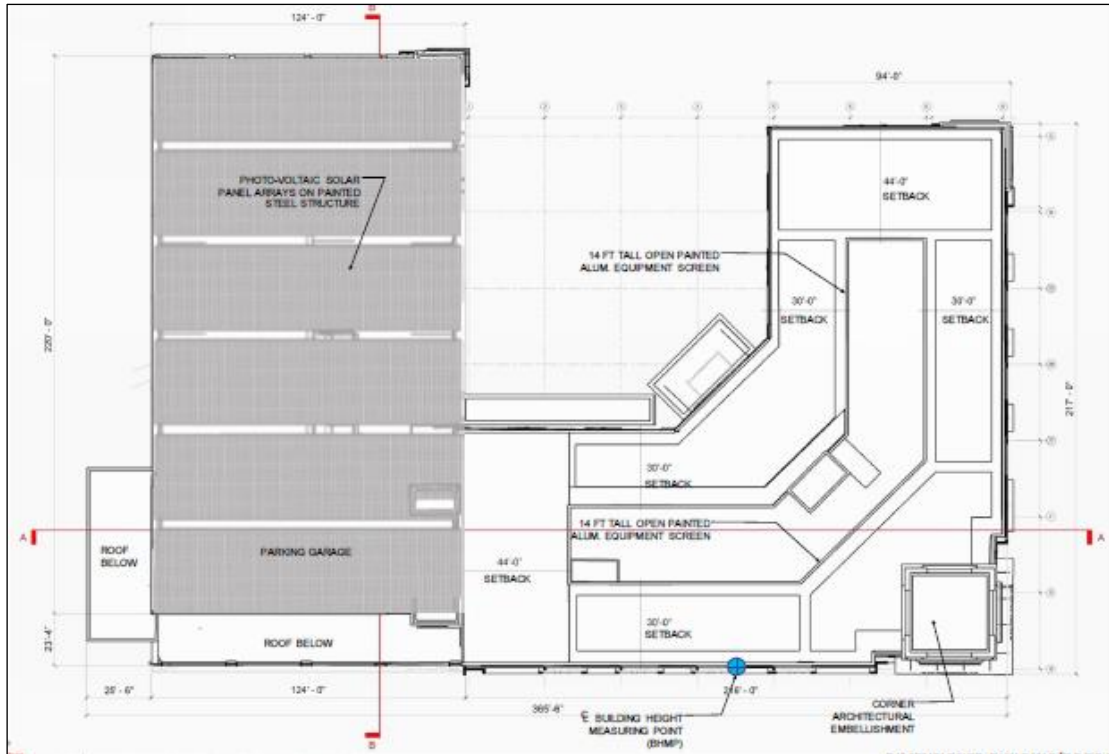
These shadow boxes create an opportunity to feature local artists, showcase community arts programs and events, and provide information to visitors to the Town Center, as well as an attractive feature along Naylor Road for pedestrians to enjoy. The Applicant has partnership with Building Bridges Across the River and the Town Hall Education Arts & Recreation Campus (THEARC) (Exhibit 22A) to curate and manage a rotating installation of artwork, community notices and information and create opportunities to feature the works of local artist. THEARC currently has partnership with Phillips Collection, the Washington School for Girls, and Bishop Walker School for Boys and other organization.

To complement the shadow boxes and further activate this portion of the Naylor Road the public space improvements would include a sidewalk with a paving pattern approved by DDOT, and landscaping around a bus stop and sitting areas to create an “Art Walk” to make this a special place for the Town Center as well as the community.

Roof Structure Setback - Flexibility Requested

Subtitle § 1502.1 requires that roof structures provide a 1:1 set back from the edge of the roof on which they are located. On the parking garage adjacent to the Medical Office Building, the applicant is proposing a solar canopy over the entire parking deck without the required setbacks. The solar panels would serve a dual purpose to collect renewable energy and serve as cover for parking spaces.

As seen on Exhibit 22C4, pages A-208 and A219, the proposal to cover the entire parking deck resembles a roof and is visually better than having the panels only along the edges. With the garage set back from Naylor Road the visibility of the solar array would be minimized and would appear as the roof above the garage. As viewed from Naylor Road and Town Center Drive the solar array would appear as the roof of the garage and would not be visually intrusive. OP is supportive of the proposal as the provision of a 1:1 setback would limit the area available for solar panels considerably.



Block 3

Block 3, at the corner of Alabama Avenue and Town Center Drive, was proposed to be developed with retail uses fronting on Alabama Avenue and Town Center Drive, along with residential use along the property enveloped around a surface parking lot which would not be visible for any streets. The proposal is to develop Block 3 with three buildings:

- A 28,954 square foot Lidl supermarket;
- A 9,792 square foot of in-line retail space; and
- A 2,483 square foot Starbucks coffee shop with a drive through.

The site plan for Block 3 with the 214-space surface parking lot fronting on Alabama Avenue along with the drive-through queuing lane, is not consistent with similar large developments across the District. However, OP understands the requirements imposed by the retailers and urges the applicant to allow for this site to accommodate a building in the future by laying service lines in a manner that would allow for the redevelopment of the parking lot in the future.

The buildings would have a maximum height of thirty feet (30 ft.). Consistent with the suburban-style layout, the buildings would be pulled back from Alabama Avenue to accommodate the parking lot, which would be visible from Alabama Avenue, to serve all three uses. The architecture of the supermarket is the typical Lidl brand, with flat walls and no articulation, and uses a combination of dark and light-colored brick and glass. The Town Center Drive façade would be mainly glass and would allow direct views into the supermarket. The “service areas” along the parking lot façade would be screened by a 13-foot high, brick wall and a gate.

The in-line retail building would be a traditional storefront brick and glass building while the coffee shop would be the typical Starbucks brand building of dark brown brick, wood siding and glass

As encouraged by OP and the Zoning Commission at set down, the applicant has increased the landscaping along Alabama Avenue to minimize the views of the parking lot from Alabama Avenue using groundcover, shrubs, flowering plants and trees (Exhibit 224, pages L01 and L02). The larger trees when planted would have a minimum height of 14-feet and are expected grow to 30-35-feet in 12 to 15 years (Exhibit 22C3, pages A120b-120f).

The proposed drive through to serve the coffee shop now meets the setback requirements and its visibility from Alabama Avenue has been reduced through landscaping. The shared loading and waste collection area has been relocated from the center of the parking lot to an enclosed space within the retail building

Parking Flexibility Requested

The applicant requests flexibility from Subtitle C § 710.2(b)(2) which restricts surface parking spaces in a building's "front yard." The proposed surface parking in Block 3 would be the front yard of the supermarket. The applicant states that the location of the parking lot is a requirement of the grocery deal. Although OP would prefer to have a parking lot that is not visible from the adjacent streets the lot meets the landscaping requirements for a parking lot and additional landscaping would be provided along Alabama Avenue to minimize its visual impact.

Loading Flexibility Requested

Flexibility has been requested from the loading requirements for the grocery store to provide one, 55-foot berth and one, 200-foot platform instead of the required two, 30-foot berths; two, 100-foot platform; and one, 20-foot service /delivery space. OP supports the granting of the flexibility to enable the accommodation of larger 55-foot trucks as well as the smaller 30-foot trucks which would service the supermarket. This would allow the larger trucks to be accommodated within the loading area instead of on parking spaces within the adjacent parking lot or along Town Center Drive which could impede traffic if the requirement was met.

Flexibility is also requested to not provide a loading dock for the retail building which require one, 30-foot berth and one, 100-foot platform. The applicant has revised the plans to provide a dedicated storage area within the retail building which would also store waste from the coffee shop. The storage area would be enclosed by a roll-up door. A space would also be provided outside of the traffic area to accommodate pick-up. OP supports the requested flexibility.

Block 4 Stage 1

Block 4 is to be developed with a 252-unit residential building and 7.140 square feet of retail uses and partially below grade parking. The proposed building would front on a plaza which would be part of a community gathering area at the intersection of the two portions of Town Center Drive. The building would be broken up by private landscaped amenity terraces for the residents.

	Proposal
Building Height (ft.)	48.33 ft.
GFA (sq. ft.)	Residential 243,090 sq. ft.
	Retail 62,000 sq.ft.
	Retail 7,140 sq.ft.
	Parking 62,000 sq.ft.
	Total 312,230 sq.ft.
Residential Units	252
Parking Spaces	157

The applicant has requested that Block 4 be considered as a First Stage PUD showing its general development parameters with further details provided at the Second Stage review.

Screening

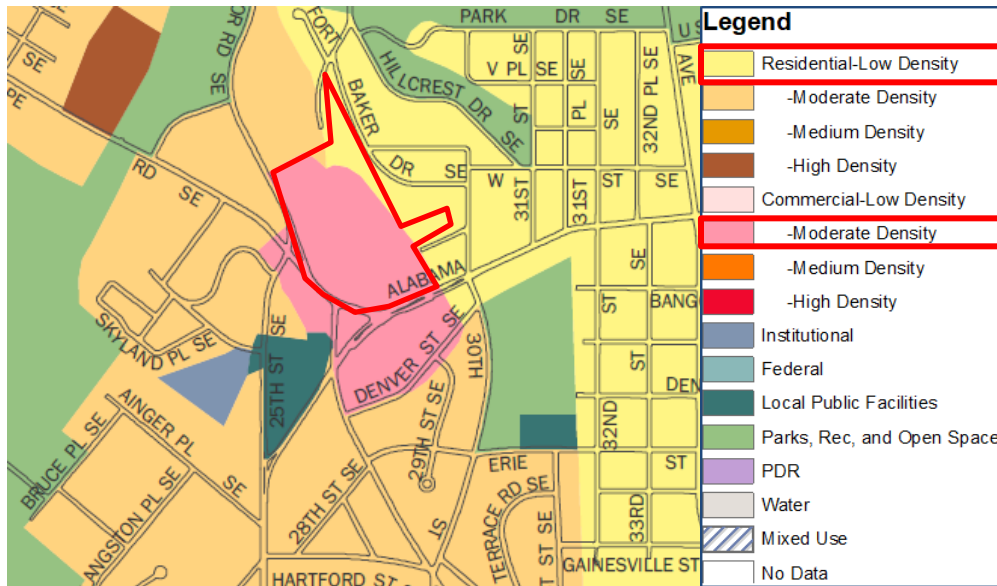
As part of former approvals, screening the development, especially parking garages or parking lots from the Hillcrest, single family residences to the northeast of the property, was a very important aspect of the development. The property is separated from the residences by a ravine and sits at a slightly higher elevation than the residences. In former approvals, screening was provided by a combination of green screens, retaining walls and landscaping. In this proposal, the parking garage for the medical building would be further away from the residences. Retaining walls would still be used but would be shorter with a more gradual slope. The surface parking lot adjacent to the ravine, which was formerly proposed on new Block 4, would be replaced with a residential building and open space. On Block 3, the supermarket loading area and the parking lot would be separated by a wall and additional landscaping. Comparisons of the approved screening and that proposed in this development are at Exhibit 22C2, pages A105b to A105f and Exhibit 22C3, page A120g.

VII. PLANNING CONTEXT

A. COMPREHENSIVE PLAN MAPS

As described in the Council approved Framework Element, *Guidelines for Using the Generalized Policy Map and the Future Land Use Map* (10A DCMR Section 228) the maps are intended to provide generalized guidance for development and conservation decisions and are considered in concert with other development policies. OP continues to determine that, on balance, the proposal is not inconsistent with the Comprehensive Plan as a whole, including the maps and the policy statements as demonstrated below.

The Future Land Use Map (FLUM) indicates that the site is appropriate for moderate density commercial with small areas of the site also designated as moderate-density residential and low-density residential.



Moderate-density commercial uses are described as:

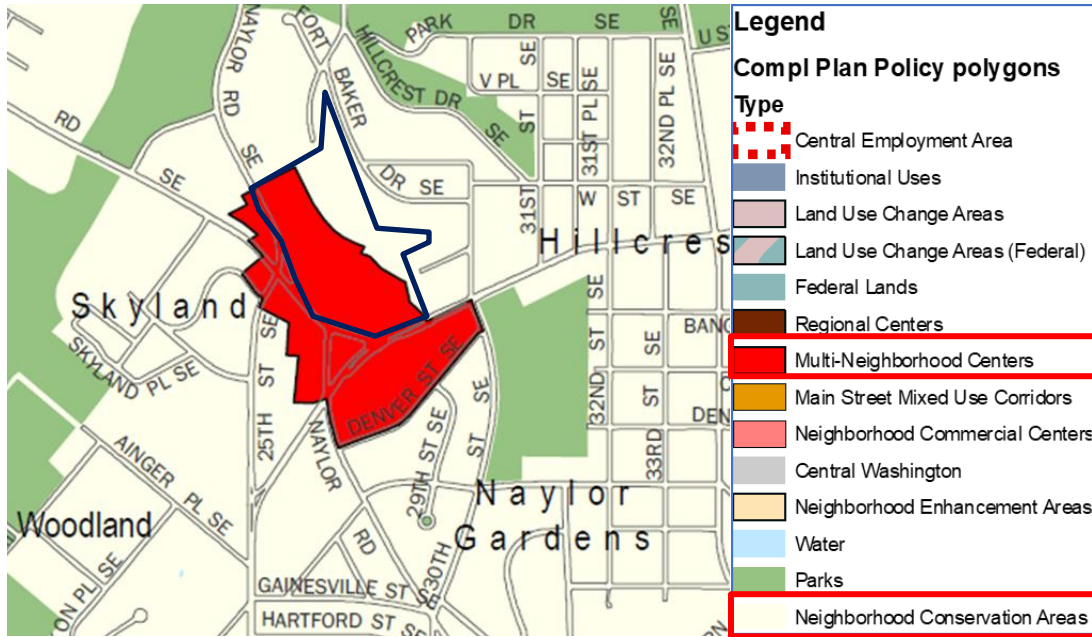
“This designation is used to define shopping and service areas that are somewhat greater in scale and intensity than the Low-Density Commercial areas. Retail, office, and service businesses are the predominant uses. Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts uses that draw from a broader market area. Buildings are larger and/or taller than those in Low-Density Commercial areas. Density ranges between a FAR of 2.5 to 4.0, with greater density possible when complying with Inclusionary Zoning or when approved through a Planned Unit Development. The MU-5 and MU-7 Zone Districts are representative of the Zone districts consistent with the Moderate Density Commercial categories, and other zones also apply.” 227.11

Low density residential uses are described as:

“This designation is used to define neighborhoods generally, but not exclusively, suited for single family detached and semi-detached housing units with front, back and side yards. The R-1 and R-2 Zone Districts are consistent with the Low Density Residential category, and other zones may also apply.” 227.5

The MU-7 (formerly C-3-A)/PUD zoning would be retained across the site. In the original Order, it was established that the PUD-related zoning and the proposed development are not inconsistent with the moderate density commercial designation. The proposed office building would be four stories, but the other buildings would range from one (retail) to five (parking structure) stories. The mix of retail, office and service uses would serve residents of the surrounding neighborhood as well as from a wider area. The areas designated on the Map for low density would be retained as open space and would act as a buffer between the single-family detached homes to the northeast of the site.

The Generalized Land Use Map designates a majority of the property as a Multi-Neighborhood Center with the remainder as a Neighborhood Conservation Areas.



Multi-Neighborhood Centers are described as:

Multi-Neighborhood Centers contain many of the same activities as Neighborhood Commercial Centers, but in greater depth and variety. The area served by a Multi-Neighborhood Center is typically one to three miles. These centers are generally found at major intersections and along key transit routes. These centers might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses. These centers also may include residential and office space for small businesses, although their primary function remains retail trade. 225.17

Examples of Multi-Neighborhood Centers include Hechinger Mall, Columbia Heights, Brentwood and Skyland Shopping Centers. Mixed-use infill development at these centers should be encouraged to provide new retail and service uses, and additional housing and job opportunities. Infrastructure improvements to allow safe access to all transportation modes to these centers are also important for increasing equitable access. 223.18 (emphasis added).

Neighborhood Conservation Areas are described as:

Neighborhood Conservation areas have little vacant or underutilized land. They are generally residential in character. Maintenance of existing land uses and community character is anticipated over the next 20 years. Where change occurs, it will typically be modest in scale and will consist primarily of infill housing, public facilities, and institutional uses. Major changes in density over current (2017) conditions are not expected but some new development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by Comprehensive Plan Policies and the Future Land Use Map are expected to be retained with the mix of industrial, office, and retail uses they have historically provided. 225.4

The majority of the subject property is designated a Multi-Neighborhood Center and the proposal continues to meet this designation as it would provide new retail, service and housing on the site as well as transit improvements both on the site and its periphery.

The proposal continues to not be inconsistent with the Citywide Elements of the Comprehensive Plan as outlined on ZC Order 09-03 (pages 12-19). In addition to the residential, grocery store and other retail uses, the proposed medical office building, not anticipated in the original PUD approval, would meet or further specific goals of the Comprehensive Plan related to medical services.

B. COMPREHENSIVE PLAN ELEMENTS

Economic Development Element

Policy ED-2.1.6: Local-Serving Office Space

Encourage the development of small local-serving offices within neighborhood commercial districts throughout the city to provide relatively affordable locations for small businesses and local services (such as real estate and insurance offices, accountants, consultants, and medical offices). 707.11

The proposed medical office building would bring in various medical services that are not currently available in this part of the City.

Community Services and Facilities Element

Policy CSF-2.1.1: Primary and Emergency Care

Ensure that high quality, affordable primary health centers are available and accessible to all District residents. Emergency medical facilities should be geographically distributed so that all residents have safe, convenient access to such services. New or rehabilitated health care facilities should be developed in medically underserved and/or high poverty neighborhoods, and in areas with high populations of senior citizens, the physically disabled, the homeless, and others with unmet health care needs. 1106.12

Policy CSF-2.1.2: Public-Private Partnerships

Develop public-private partnerships to build and operate a strong, cohesive network of community health centers in areas with few providers or health programs. 1106.13

Policy CSF-2.1.6: Health Care Planning

Improve the coordination of health care facility planning with planning for other community services and facilities, and with broader land use and transportation planning efforts in the city. Coordinate city population and demographic forecasts with health care providers to ensure that their plans are responsive to anticipated growth and socio-economic changes. 1106.17

The redevelopment of Skyland is being undertaken by a public/private partnership and would provide a range of retail and residential uses, and the medical building would complement these uses as well as provide needed medical services space in an underserved area.

The proposed development is within the Far Northeast and Southeast area and continues to meet and furthers many of the policies for the Far Northeast-Southeast Area Element as outlined below.

Far Northeast-Southeast Area Element

FNS-1.1 Guiding Growth and Neighborhood Conservation

Policy FNS-1.1.2: Development of New Housing

Encourage new housing for area residents on vacant lots and around Metro stations within the community, and on underutilized commercial sites along the area's major avenues. Strongly encourage the rehabilitation and renovation of existing housing in Far Northeast and Southeast, taking steps to ensure that the housing remains affordable for current and future residents.

The original PUD was approved for 450-500 residential units. Block B, which is currently under development would have 263 residential units. The proposed Block 4 would be developed with 157 units for a total of 420 units in the PUD. The applicant should address the discrepancy in the number of units. Overall, the development would provide residences with a mix of unit sizes, at a mix of incomes and affordability.

Policy FNS-1.1.3: Directing Growth

Concentrate employment growth in Far Northeast and Southeast, including office and retail development, around the Deanwood, Minnesota Avenue and Benning Road Metrorail station areas, at the Skyland Shopping Center, and along the Nannie Helen Burroughs Avenue, Minnesota Avenue, Benning Road, and Pennsylvania Avenue SE "Great Streets" corridors. Provide improved pedestrian, bus, and automobile access to these areas, and improve their visual and urban design qualities. These areas should be safe, inviting, pedestrian-oriented places.

The overall development would provide a mix of retail, medical and service employment opportunities. A number of transportation improvements were planned and have been completed in association with the development of Skyland, including the construction of Town Center Drive, pedestrian and other striping on pavement along Naylor Road, replacement of traffic control equipment, and intersection improvements. The proposed would continue the access and circulation improvements both for vehicles and pedestrians.

Policy FNS-1.1.4: Retail Development

Support the revitalization of the neighborhood commercial areas listed in Policy FNS-1.1.3 with new businesses and activities that provide needed retail services to the adjacent neighborhoods and that are compatible with surrounding land uses.

Retail uses would be provided on a portion of Block 4 to continue the street level retail along Town Center Drive. The overall development would have a variety of retail uses and a medical office building to serve the surrounding residents and to provide services needed in Ward 7.

Action FNS-1.1.A: Façade Improvements

Encourage urban design and façade improvements in the established commercial districts along Naylor Road, Minnesota Avenue, Benning Road, Branch Avenue, Alabama Avenue,

Nannie Helen Burroughs Avenue, Division Avenue, and Pennsylvania Avenue SE. These improvements should respect and enhance historic structures and landmarks in these areas.

The proposed development has a town center design with retail uses that would front onto the adjacent streets. The architectural design and façade of the buildings have a variety of architectural combining traditional and contemporary design but incorporated many elements of the buildings surrounding the site. The applicant has provided detailed elevation drawings abuilding except for the residential building which will be addressed at Stage 2.

Policy FNS-1.2.7: Health Care Facilities

Provide additional facilities to meet the mental and physical health needs of Far Northeast and Southeast residents, including primary care facilities, youth development centers, family counseling, drug abuse and alcohol treatment facilities. Such facilities are vital to reduce crime and promote positive youth development. Specific plans for new social service and health facilities should be developed through needs assessments, agency master plans, strategic plans, and the city’s public facility planning process. All plans should be prepared in collaboration with the community, with input from local ANCs and civic associations, residents and businesses, and local community development corporations and non-profit service providers. § 1709.7

Although the proposed medical center was not proposed in the original PUD, it is allowed in the MU-7 zone and would not be inconsistent with the Comprehensive Plan. The proposed medical center would provide services to address many of the medical needs of residents in the community and Ward 7. Both the Skyland Task Force and ANC-7B are in support of the proposed medical center.

FNS-2.7 Skyland

Skyland Shopping Center occupies 16 acres at the intersection of Naylor Road, Good Hope Road, and Alabama Road SE. When it was initially developed in the 1940s, the 170,000 square foot complex of free-standing retail buildings was one of the first auto-oriented shopping centers in Washington. Along with the adjacent 95,000 square foot Good Hope Marketplace, it is the principal commercial center serving the southern part of Far Northeast and Southeast. Plans to renovate and modernize Skyland have been evolving for many years. The center has not adapted to changing trends in retailing, and is not fully meeting the needs of the more than 80,000 residents who live in its primary market area. Its redevelopment as a “Town Center” with more than 275,000 square feet of leasable space is being pursued by the National Capital Revitalization Commission. 1717.1

Reinvestment in Skyland is an important part of the District’s efforts to provide better shopping options for neighborhoods east of the Anacostia River, reduce the loss of retail dollars to the suburbs, and make the East of the River area more attractive to existing and future residents. To be most effective, planned improvements should be part of a broader strategy to enhance the Alabama/Good Hope area as a focal point for surrounding neighborhoods such as Hillcrest and Fairlawn, and to upgrade the Naylor Road corridor as a gateway to Far Northeast and Southeast and Historic Anacostia. 1717.2

Policy FNS-2.7.1: Skyland Revitalization

Revitalize Skyland Shopping Center as an essential, dynamic community scale retail center. Together with the Good Hope Marketplace, these two centers should function as the primary

business district for adjacent neighborhoods, providing a diverse array of quality goods and services for area residents. 1717.3

The redevelopment of Skyland has been underway for several years. The revised proposal would continue to have elements of a town center with a mix of residential and commercial uses. The introduction of the medical office building, the supermarket and coffee shop would be complementary to the residential and retail uses and would also be reflective of the changing needs of the community.

VIII. PUD EVALUATION STANDARDS AND PUBLIC BENEFITS AND AMENITIES

Public Benefits and Amenities:

Chapter X Section 305.2 states that “*public benefits are superior features of a proposed PUD that benefit the surrounding neighborhood or the public in general to a significantly greater extent than would likely result from development of the site under the matter-of-right provisions of this title.*” Subtitle X § 305.5 provides a summary of categories for PUD benefits and amenities. In this case, the applicant is modifying an existing PUD. The modifications would result in a decrease in the overall FAR but would generally maintain the public benefits and maintain the level of public amenities that were offered in the original PUD.

a) Superior urban design and architecture

ZC Order 09-03 approved an urban town center design with a main street developed with ground floor retail along the Main Street (Town Center Drive), Naylor and Alabama Avenues with structured, shared parking. The proposed modifications would result in a more suburban type development with a surface parking lot and no retail fronting directly onto Alabama Avenue. The architectural design and façade of the medical office buildings would be a mixture of traditional and contemporary style while the supermarket and coffee shop would have the typical architecture used by the brand. The applicant has provided detailed drawings for each of the buildings except for the residential which will be reviewed at the Second Stage review.

b) Superior landscaping, or creation or preservation of open spaces

The development would have extensive landscaping consisting of grasses and groundcover, shrubs, and trees. The landscaping as shown on Exhibit 22C4, pages L01 to L04, would be used to define spaces; provide buffering; provide shelter and cooling; and would work in conjunction with street furniture to enhance the development. On Block 3, along the Alabama Avenue frontage, the landscaping will be enhanced along with a widened sidewalk and open space to buffer and limit views into the surface parking lot and coffee shop drive through.

c) Site planning and efficient and economical land utilization

The massing, height, and density of the proposed buildings sited would be located away from the residential uses to the northeast of the property. OP continues to not have a preference for the suburban layout which is not as dense as was envisioned for the site in the original PUD. However, OP understands the constraints and supports the proposed uses and recommends that the parking lot maintains the option as a development pad at a later date. The removal of a trash storage and loading areas from within the parking lot makes for a more economical land utilization and improved site plan.

d) Housing and Affordable Housing

The applicant states that, consistent with ZC Order 09-03, twenty percent (20%) of the units would be reserved for households at 80% of MFI and ten percent (10%) for households earning up to 120% MFI across the entire project. The IZ requirement is consistent with the disposition agreement which governs the property. This requirement will be maintained on Block 4. According Department of Housing and Community Development (DHCD) who have reviewed the project, the number of units generated would be greater than would be provided under ZR-16 requirements and will provide a report for the residential building at the Second Stage review.

e) Employment and training opportunities;

The applicant states that they have met and exceeded the requirement of ZC Order 09-03 by providing and training persons through their Workforce Center.

The applicant requests an amendment to ZC Order 09-03, Condition 2(g), to provide job training programs for Wards 7 and 8 residents at a cost of \$75,000. The applicant is also a requesting modification to ZC Order 09-03, Conditions 2(c) and (h) to redirect the required \$300,000 for a Contractor Loan Fund and \$75,000 for homeownership classes to the job training program. The applicant states that the Contractor Loan Fund has been otherwise funded and there will not be any homeownership units in the development.

f) Environmental and sustainable benefits

Under the original PUD, the development was to be constructed at LEED Silver standards. Block 1 is to be constructed to LEED Silver standards with the parking garage designed to Green Business Certification for the parking garage, a Parksmart certification. The office building would have a green roof while the garage would a 12,710 square foot solar canopy over the cars. The proposal has been reviewed by the Department of the Environment (DOEE) in its report at Exhibit 21. DOEE encourages that a higher level of energy efficiency be achieved in order to meet the goals of the Sustainable DC and Clean Energy DC. The report outlines measures which could be taken to improve energy efficiency in the project. DOEE identified wetlands on the property as outlined in the report. However, these areas are proposed to be retained as open space. DOEE also requested the applicant provide GAR calculations and these are provided at Exhibit 13A, with a GAR score of 0.258 where 0.25 is the minimum.

g) Transportation infrastructure beyond that needed to mitigate any potential adverse impacts;

The applicant states that they have completed required transportation improvements including the construction of Town Center Drive, replacement of traffic control fixtures, and the improved pedestrian striping. The modified project would still be required to provide a new signalized intersection at Naylor Road and Town Center Drive; pavement restriping on Naylor Road; intersection improvements in the general property vicinity, and the creation of high-visibility pedestrian crosswalks at intersections adjacent to the property. This issue will be addressed further by the Department of Transportation for the public hearing.

h) Uses of special value to the neighborhood or the District of Columbia as a whole

ZC Order 09-03, Conditions 2(a) through (h) outlines a list of financial or in-kind service contributions that would serve the neighborhood, Wards 7 and 8 and the District as a whole. At Exhibit 22B the applicant states the benefits and indicates those which have been fulfilled some of

the conditions and have committed to fulfilling the others or have requested modifications as discussed above.

In general, OP finds that the benefits approved under ZC Order 09-03 with the requested modifications are sufficient benefits and maintain the level of public amenities that were offered in the original PUD.

VIII. MODIFICATIONS TO ZC Order 09-03, Condition 17

The applicant has requested a Modification of ZC Order 09-03, Condition 17. Condition 17 states:

The PUD shall be valid for a period of three years from the effective date of this Order. Within such time, an application must be filed for a building permit for the construction of a building on Block 1, 2, 3, or 4 as specified in 11 DCMR § 2409.1, and construction must start within four years of the effective date of this Order to remain valid. Applications for building permits for all remaining portions of the project must be filed no later than 10 years after the effective date of this Order and construction must start no later than 11 years after the effective date of this Order.

OP supports the amendment as, due to the delay in attracting a “big box retailer” to act as an anchor for the approved PUD development, the applicant is unable to meet the approved timeline. With the proposed modifications to change the mix of uses on the site, the applicant has requested a new timeline for the development to progress.

Condition 17 be amended to read as follows:

1. *A building permit for the construction of the buildings on Block 3 shall be filed within one year of the Zoning Commission’s approval of the Modification Project and construction will start within two years Zoning Commission’s approval of the Modification Project;*
2. *A building permit for the construction of the building on Block 1 shall be filed within two years of the Zoning Commission’s approval of the Modification Project and construction will start within three years Zoning Commission’s approval of the Modification Project; and*
3. *A second-stage PUD application for the development of the mixed-use building on Block 4 shall be filed with the Zoning Commission within five years of the Zoning Commission’s approval of the Modification Project.*

The proposed modification to Condition 17 along with the other requested modifications in this submission would allow the project to move forward in a timely manner.

IX. ZONING ANALYSIS

The site is zoned C-3-A (MU-7). With the requested modification, the development would generally remain within the allowable development standards of the MU-7 zone.

	Previous PUD Approval		Proposal	
FAR	1.75 total 0.97 commercial		1.63 total 0.89 commercial	
GFA	Residential	540,063 sq. ft	Residential	533,270 sq. ft
	Retail	341,671 sq. ft.	Retail	153,349 sq. ft.
	Office	None	Office	131,344 sq. ft.

	Parking TOTAL	367,704 sq. ft. 1,249,438 sq. ft.	Structured Parking TOTAL	351,354 sq. ft. 1,169,317 sq. ft.
Heights	Block 1 – 45-50 ft. Block 2 – 62 ft. Block 3v- 62 ft. Block 4 - 62 ft. Block 5 – 40 ft.		Block 1 – 60 ft. Block 2 – 62 ft. Block 3 – 30 ft. Block 4 50 ft. Block 5 -N/A	
	Previous PUD Approval		Proposal	
Parking	Residential Retail Office TOTAL	442 spaces 964 spaces N/A 1,406 spaces	Residential Retail Office TOTAL	442 spaces 964 spaces 465 spaces 1,276 spaces
Loading			Block 1 Block 2 Block 3 (Grocery) Proposed In-line retail Proposed Block 4	2, 30’ berths 1, 200’ platform 1, 20’ service/delivery 2, 30’ berths 2, 100’ platform 1, 20’ service /delivery 1, 55’ berth 1, 200’ platform 1, 30’ berth 1, 100’ platform loading from space behind the building 2, 30’ berths 2, 100’ platform 1, 20’ service /delivery

The applicant has requested the following areas of flexibility:

- Roof structure setbacks on the medical office building in Block 1;
- Surface Parking spaces in the front yard of the supermarket on Block 3; and
- Alternative to the loading requirements for the supermarket and the in-line retail,

These areas of flexibility are discussed in Section VI above.

Design Flexibility

The applicant has requested design flexibility the following areas:

- a. *To reduce the overall size of the building in Block 1 based on the market demand for Medical Office use at the time of construction, provided the revised massing does not require additional zoning relief;*
- b. *To vary the location and design of all interior components, including but not limited to partitions, structural slabs, doors, hallways, columns, signage, stairways, mechanical rooms, elevators, and toilet rooms, provided that the variations do not change the exterior configuration of the structures;*

This condition should be revised to indicate the shadow boxes on the medical building; garage shall not be eliminated and should be maintained.

- c. To vary the final selection of the exterior materials within the color ranges and material types as proposed, based on availability at the time of construction without reducing the quality of the materials;*
- d. To make minor refinements to exterior details, locations, and dimensions, including: window mullions and spandrels, window frames, doorways, glass types, belt courses, sills, bases, cornices, railings, balconies, canopies and trim, or any other changes to comply with Construction Codes or that are otherwise necessary to obtain a final building permit, such that the refinements do not substantially change the external configuration or appearance of the building;*
- e. To vary the number of residential units and the residential unit types by plus or minus 10%;*

This condition (e.) should be amended to state that number of residential units shall be finalized at the Second Stage PUD review for the residential building on Block 4.

- f. To reduce the number of parking spaces, provided that no additional relief is required;*
- g. To vary the streetscaping and landscaping materials on private property within the Project based on availability and suitability at the time of construction or otherwise in order to satisfy any permitting requirements of applicable regulatory bodies;*
- h. To vary the amount, location, and type of green roof, solar panels, and paver areas to meet stormwater requirements and sustainability goals or otherwise satisfy permitting requirements, so long as the Project achieves the minimum GAR requirement and does not reduce the total solar coverage area;*
- i. To vary the final design and layout of the mechanical penthouses to accommodate changes to comply with Construction Codes or address the structural, mechanical, or operational needs of the building uses or systems, so long as such changes do not substantially alter the exterior dimensions shown on the Plans and remain compliant with all applicable penthouse setback requirements;*
- j. To vary the final design of the outdoor amenity spaces to reflect their final programming, provided that the use of space, character, and quality of the features and plantings remain in substantial conformance with the concept design shown on the Plans;*
- k. To vary the font, message, logo, and color of the approved signage, provided that the maximum overall dimensions and signage materials are consistent with the signage on the Plans and are compliant with the DC signage regulations; and*

No dimensions or standards for signage has been provided. The applicant should provide the signage standards to be used throughout the development.

- l. To modify the streetscape design and areas in public space in response to DDOT and the public space permitting process.*

The applicant should confirm that this level of flexibility is consistent with wording considered and approved by the Zoning Commission for other recent PUDs and adjust if necessary.

X. AGENCY COMMENTS

OP circulated project information to District agencies and received the following comments from District agencies. Individual agencies may file additional comments directly to the record:

Department of the Environment (DOEE)

DOEE submitted a report at Exhibit 21 which recommends that the applicant seeks additional gains in energy efficiency to assist in meeting the goals of the Sustainable DC and Clean Energy DC plans. The applicant should consider improvements such as the use of an electric system instead of natural gas and increasing the use of solar and green roofs across the development.

XI. ANC COMMENTS

Skyland is within ANC-7B. At its June 18, 2020 meeting the ANC voted to support the proposal (Exhibit 23).

XII. COMMUNITY COMMENTS

The Skyland Community Task Force has worked with the applicant concerning the redevelopment of Skyland. At Exhibit 19 is a letter recommendation approval of the requested modification of Significance and Stage 1 PUD.

XIII. SUMMARY AND RECOMMENDATION

The redevelopment of the property would serve residents of the development, the surrounding area and the wider community East of the River with a service and retail uses such as the needed health center and supermarket. The project would be at a scale compatible with surrounding residential and commercial developments. With the modifications, the development would continue to be not inconsistent with the Comprehensive Plan, the Future Land Use Map recommendations for moderate density commercial for the majority of the property, and the Generalized Policy Map recommendation for a multi-neighborhood center for the property. The development is also consistent with many of the policies for the Far Northeast and Northwest Area. OP recommends approval of the proposed modifications and First Stage PUD for Block 4.