

**TO:** District of Columbia Zoning Commission

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

**DATE:** March 25, 2019

**SUBJECT:** ZC 06-10 D Final Report for Updated 2<sup>nd</sup> Stage Application for an Approved

Consolidated and Preliminary Planned Unit Development and Map Amendment for proposed "Art Place and Shops at Fort Totten"; Modification of Approved First Stage

Order, as it Pertains to Building B of Second Stage

#### I. SUMMARY RECOMMENDATION

The Office of Planning (OP) recommends the Zoning Commission approve the 2<sup>nd</sup> Stage PUD, as revised through March 15, 2019, which includes requests to Modify Order 06-10, inclusive of modifications previously approved in Orders 06-10 A and 06-10C and to modify the Second Stage PUD application for Building B.

This recommendation is subject to the provision of the following information.

- Clarification of overall lot occupancy and FAR with and without public streets and alleys, distinguishing between those that would remain open and those proposed for closure;
- Clarification of proposed square footages and FARs of particular uses, noting the size of particular uses both with and without space that does not count towards FAR;
- Clarification of whether the applicant is committing to LEED Gold Certification for Building B;
- Submission of additional illustrations of the relationship between Building A and the proposed Building B, particularly a ground level view from the to-be-closed 4<sup>th</sup> Street to Building A;
- Submission of larger-scale drawings of façade details;
- Submission of diagrams showing the distribution of residential unit types throughout the east and west wings of Building B;
- The addition of balconies to residential elements;
- List amenities focused on project residents;
- Clarification of where the proffered dog run will be relocated after it is eliminated by the future realignment of Kennedy Street;
- Clarification of whether additional retail leases have been signed for Building A;
- Additional detail about wayfinding elements for pedestrians and emergency vehicles;
- Clarify amount of solar panels to be provided.

Because the overall PUD was approved prior to the effective date of IZ, OP further recommends that the modifications to the original order include the following clarification with respect to when IZ may apply to future phases of the PUD:



• For future phases of the PUD any residential space that exceeds the total residential space approved in the original Order 06-10, as modified, shall be subject to the IZ requirements in place at the time of the particular 2<sup>nd</sup> Stage approval.

OP has also strongly encouraged the applicant to consider the provision of more family-sized residential units and additional affordable housing in Building B.

#### II. SUMMARY OF APPLICATION AND CHANGES SINCE SETDOWN

The modified Phase B would continue to be bounded by South Dakota Avenue, the recently constructed extension of Ingraham Street, a realigned Kennedy Street, and an alley between the applicant's property and the Ft. Totten Apartments to the west. It would still contain significant retail space including a grocery store and a children's museum, both somewhat reduced in size from the previous iteration. In addition, it would introduce significant new residential, cultural and entertainment uses at a Metro-adjacent location with great potential.

The proposal has changed and evolved since setdown. The proposed Building B would, in portions, be 20 feet taller than what was approved at Stage 1 and 5 feet taller than was set down for this case. It would also be 0.43 FAR denser than its Stage 1 approval, which is 0.21 FAR greater than was set down for this case. The applicant has not requested a change for the overall FAR of all four stages of the PUD. The changes are an improvement from the setdown but the application requires refinements, and additional information if the PUD is to realize its potential to become an uptown urban center of significance to the neighborhood, the District and the region.

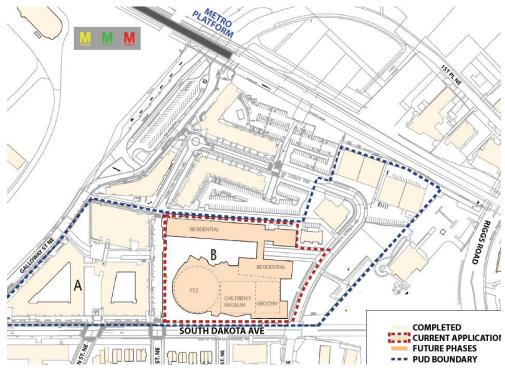


Figure 1. Currently Proposed Building B Site Plan (in center)

The summary below is current through the applicant's supplemental filing of March 15, 2019. Square footages are based on figures supplied by the applicant and are intended to include only FAR-countable space unless otherwise noted.

# A. Changes to the site plan and building massing since setdown

Table 1.	Application as Setdown	Application as Revised
Item		March 15, 2019
Site Size and	• 210,280 SF	• 222,541 SF
Configuration	• Retained 2 existing Riggs Plaza	• Retains 1 existing Riggs Plaza
	apartment buildings	apartment buildings
<b>Building Plan</b>	One building with two wings connected	Same
	by enclosed pedestrian bridge	
<b>Building Massing</b>	East Wing: FEZ drum in south with	East wing: essentially same
	rectangular sections to north	
	West Wing: Single tower atop retail	<u>West wing</u> : Two towers with lower
	base	center to increase light to 4 <sup>th</sup> St.
Maximum Height	Varying heights up to 75 feet and 7	Varying heights up to 80 feet and 8
	stories	stories
FAR	2.34	2.54 – 2.55
GSF	491,000	566,404
<b>Total GSF, including</b>	965,123	965,234
non-FAR space		
Lot Occupancy	77%	This figure seems to include the area of 4 <sup>th</sup> Street to-be-closed in the site area on which the FAR calculation is based. The definition of FAR states:  For the purpose of calculating FAR, lot area shall not include private rights-of-way that serve as the equivalent of a private street for the site, but shall include private rights-of-way that provide access to service, loading, or automobile parking areas  The area of 4 <sup>th</sup> Street should be not
	ath G. NTC C. T.	be included as lot area.
Street Closing	4 <sup>th</sup> St. NE from Ingraham to Kennedy	Same
New South Dakota	One	None
Avenue Curb Cuts		

Table 1.	Application as Setdown	Application as Revised				
Item		March 15, 2019				
<b>Parking Spaces</b>	765	923				
Loading	Loading for grocery, retail, museum and FEZ accessed through Kennedy Street and northern portion of 4 <sup>th</sup> street. Loading access for residential will be through the adjacent public alley.	4 loading berths and 2 service/delivery spaces, commercial loading accessed via 4 <sup>th</sup> Street, residential loading accessed via public alley				
Zoning Relief	Rear yard	None				

# **B.** Modification of Uses Since Setdown:

Table 2.	Application as Setdown	Application as Revised			
Item Allocation of	East Wing: ~30 artist units	March 15, 2019 East Wing: 90 units			
Residential Units	West wing: 210 to 250 units	West wing: ~180 units			
Affordable Housing	Total ~268 30 units for artists in East Wing	Total ~ 270  30 units for artists subsidized to 80% MFI for 20 years. Would not be concentrated in East wing.			
Non-Residential Uses and SF	152,165 SF total, including Family Entertainment Zone, Food Court, Theater, Event Space, grocer, theater, 50,574 SF general retail and food court  Plus, addition non-FAR countable space	<ul> <li>260,235 SF FAR total, including:</li> <li>8,411 grocery store,</li> <li>79,522 cultural uses,</li> <li>64,448 SF general retail, including food court,</li> <li>78,073 Meow Wolf interactive entertainment zone, and black-box theater and event space</li> </ul>			
		Plus additional non-FAR countable space.			
Selected Uses' Sizes (FAR-space included in above total)	Grocery: 23,000 SF including non-FAR countable space	Grocery: 24,389 SF including non-FAR countable space			
	• Children's Museum: ~ 25,000	• Children's Museum: 29,871			
<b>Publicly Accessible</b>	Block B includes extensive plaza	All spaces remain in revised plan			
Outdoor Space	areas, café spaces and pedestrian	and the design has been refined			
	focused activity. These areas are	with the addition of water features,			
	identified as: the HUB Plaza, Art	more planted elements, greater			
	Place Plaza, Central Plaza, and	legibility of spaces near entrance of			

Table 2.	Application as Setdown	Application as Revised
Item		March 15, 2019
	Kennedy Plaza, the to-be-closed 4 <sup>th</sup>	FEZ, and the addition of a dog run
	Street - which becomes a Flexible	at Kennedy Street and So. Dakota
	Pedestrian Zone, and the public	Avenue. The dog run is temporary,
	streetscapes along South Dakota	until Kennedy Street is re-aligned
	Avenue, Ingraham Street, and	in the next phase of the PUD.
	Kennedy Street. A dog-run is	
	provided at the corner of 4 <sup>th</sup> Street and	
	Kennedy Street.	

# III. EVALUATION OF APPLICANT REPONSES TO CONCERNS PREVIOUSLY EXPRESSED BY THE ZONING COMMISSION OR OP AT SETDOWN OR SUBSEQUENTLY

In the following table remaining OP concerns, and items where additional information or clarification is needed, are noted *in italics*.

Table 3	Previous Concerns, Applicant Responses and OP Comments								
Additional Needed Information	Comments in Italics indicate addition Summary of Applicant's Response	OP Comments							
Describe program for and possible impact of Family Entertainment Zone	Primary tenant is Meow Wolf interactive entertainment venue. The program would appeal to a variety of age groups and will attract individuals, families, school groups and evening entertainment-goers. There will be a need for significant dropoff and loading of groups. Impacts are assessed in CTR.	DDOT has worked with the applicant to accommodate and mitigate impact of the proposed regional draw and will provide a separate report.							
Provide design details for façade materials, retail frontages, the alleyfacing façade of the western building, the trivision screens and GRFC panels.	Materials are specified in Exhibit22A11, Sheets 64 – 76, as are retail frontages. The alley-facing façade is shown on Exhibit 22A11 Sheet 62. In particular, the "HUB" circular element in the eastern wing will be clad in reflective rectangular aluminum tubes lit from below and within to minimize	The architectural design is significantly more detailed than at setdown and more appropriate to its Ft. Totten context. The proposed publicly accessible spaces are much improved.  However, the scale of the drawings is not large enough to ascertain details. The sense							

Table 3	Previous Concerns, Applicant Responses and OP Comments							
	Comments in Italics indicate additi	onal applicant follow-up is needed						
Additional Needed Information	Summary of Applicant's Response	OP Comments						
	distractions to drivers on South Dakota Avenue.  The tri-vision panels are rectangular prisms that rotate at programmed intervals and contain lighting intended to minimize distractions to South Dakota Avenue. The base of the "HUB" incorporates stone piers and wood, to "evoke the history of the ramparts of historic Fort Totten".	of all facades and the retail frontages are better conveyed in the renderings in Exhibit s22A6, 22A7, Sheets 33-40, but these are illustrations, not adequately detailed architectural plans.						
Consider proffering additional affordable housing	The applicant states there will be subsidies for 30 units of artist housing and notes that the between Blocks A and B, the applicant-subsidized [non-IZ units for seniors and artists] will comprise 24% of the project to that point.	The provision of additional housing now, rather than in later phases, is positive. While the unspecified amount and term of the subsidy for artist housing is also of benefit, the provision of affordable housing within the IZ framework is preferable.						
Provide clarification of the depth and length of the subsidy for the artist live/work space		The applicant has informed OP clarified that "up to" 30 units means 30 units would be provided for a term of 20 years, at 80% MFI.  The applicant will need to put this clarification into the record.						
* Provide details on requested zoning relief	The applicant had been, but is no longer, requesting rear yard relief.							
A breakdown, by count, of residential unit types and clarifications of	~ 50 studio apartments, 106-110 one-bedroom units, 106 - 110 two-bedroom units	The frontloading into Building B of residential units that had been approved for 1st Stage						

Table 3	Previous Concerns, Applicant Responses and OP Comments						
	Comments in Italics indicate additi	onal applicant follow-up is needed					
Additional Needed Information	Summary of Applicant's Response	OP Comments					
projected residential totals for entire completed PUD		PUD Building C is and positive.  The applicant should consider providing some three-bedroom units oriented towards families.					
* Provide spaces and facilities geared to the interaction of project residents.	A dog run has been added on the south side of Kennedy Street.	Dog run is a temporary use and is slated to be removed in a future phase when Kennedy Street is realigned. No other community-building facilities have been identified that are targeted primarily to residents of the PUD.					
Traffic generation, transportation demand management, pedestrian circulation and loading details.	An extensive CTR has been submitted (Exhibits 20A1, 20A2). Circulation diagrams are provided in Exhibit 22 A4, 22A5, Sheets 12-16).	The information will be reviewed by DDOT					
* Examine ways to activate elevations of the grocery store particularly the Kennedy Street side. Provide detail on how this street elevation will work once the Kennedy Street has been realigned.	Additional plantings have been included at the corner of Kennedy and South Dakota. The paving of the temporary drop-off court for the event space has been improved.	The treatment has improved, but the applicant still needs to show what this area will look like after Kennedy Street is realigned.					
* Provide information about potential occupancy and timing for future retail tenants for Building A	The applicant has signed a lease with a grocery store.	Information is not reflected in the case file.					

Table 3	Previous Concerns, Applicant Responses and OP Comments								
	Comments in Italics indicate additional applicant follow-up is needed								
Additional Needed Information	Summary of Applicant's Response	OP Comments							
* Clarify requested post-approval design flexibility	Any request will be consistent with standard language in recent PUD approvals.	OAG and OP will review draft final order to ensure language reflects recent Commission orders.							
Clarify green roof Design and GAR	The design would qualify for LEED Gold (Exhibit 22A25, Sheets C15, C 16. 86,931 SF of Green Roof would be provided. The GAR would be 0.3.	It is not clear if the applicant is committing to LEED Gold certification.							
Analyze impact of proposed height on view from Fort Totten.	The applicant has analyzed both a 90' and an 80' tall building and concludes that the impact would be negligible.	The analysis is satisfactory.							

#### IV. ADDITIONAL OP ANALYSIS

#### A. Planning Context

#### Comprehensive Plan

The Zoning Commission, as part of the approval of the original Consolidated and 1<sup>ST</sup> Stage PUD, determined that the overall development would not be inconsistent with the Comprehensive Plan in effect at the time. While the Comprehensive Plan was modified in 2012, there have been no changes that should negatively affect the Commission's prior determination. The Generalized Future Land Use Map designates the site as appropriate for moderate density residential / moderate density commercial, with which the proposed 2.55 FAR would not be inconsistent. The Generalized Policy Map identifies the site as a Housing Opportunity Area. The addition of a residential component to Phase B would be consistent with this.

#### Nearby Development

Since approval of the Stage 1 PUD the intersection of South Dakota Avenue, NE and Riggs Road, NE has been reconfigured, and there has been considerable new mixed-use development constructed adjacent to that intersection. Pedestrian connections to the Fort Totten Metro station have also been improved as part of the construction of Building A of the Consolidated PUD 06-10. The Commission was aware of these then-future road changes and planned developments during earlier hearings for this PUD, apart from a Walmart Store that has been constructed on the north side of

Riggs Road. The inclusion of a large grocery component in that store has influenced the applicant's request to reduce the size of the grocery store in Phase B.

# **B.** Zoning Analysis

The applicant has provided tables of development data comparing the Approved PUD and the PUD with as-built Building A, as-proposed Building B, and the approved future 1<sup>st</sup> Stage Buildings C and D (Exhibit 22A, Sheets 17 and 18). The applicant is not requesting any additional zoning flexibility beyond that already approved in previous Orders. D (Exhibit 22A, Sheets 17 and 18). The applicant is not requesting any additional zoning flexibility beyond that already approved in previous

#### C. Design

The applicant has worked closely with OP throughout the application process. The changes to the proposed design since the pre-hearing report have significantly improved massing of building elements, proposed facades, the landscape architecture and the design of public spaces and publicly-accessible private outdoor spaces.

The outdoor spaces have been identified as: the HUB Plaza, Art Place Plaza, Central Plaza, and Kennedy Plaza, the to-be-closed 4<sup>th</sup> Street - which becomes a flexible zone for pedestrians and limited vehicles, and the public streetscapes along South Dakota Avenue, Ingraham Street, and Kennedy Street. The design has been refined with the addition of water features, more planted elements, greater legibility of spaces near the entrance of the Family Entertainment Zone (FEZ), and the addition of a dog run at Kennedy Street and So. Dakota Avenue. The dog run is temporary, until Kennedy Street is re-aligned in the next phase of the PUD.

The applicant has clearly focused on the Family Entertainment Zone and other cultural elements. OP encourages the applicant to give similar attention to how the development will function for residents and encourages the applicant to consider the provision of balconies, additional residential amenities, and units with a greater number of bedrooms.

#### D. PUD Benefits, Amenities and Proffers

In Exhibit 2, pages 22 - 26 the applicant notes and discusses the Stage 2 PUD's public benefits and proffers. OP's evaluation of specific benefits is embedded within this OP report. The chart below is based on a table provided by the applicant to OP on March 22, 2019.

TABLE 3: ITEM	Reference	MITIGATI ON	PUBLIC	PROJECT AMENITY	REQUIRE D	PROFFER	DISCUSSION
Urban Design, Architecture, Landscaping	Exhibits 11 & 22						

TABLE 3: ITEM	Reference	MITIGATI ON	PUBLIC BENEFIT	PROJECT AMENITY	REQUIRE D	PROFFER	DISCUSSION
Open Space, Streetscape, Site Planning							
Transit-oriented site plan with pedestrianized street, variety of publicly-accessible outdoor spaces, waterfeatures, kinetic art, economical land utilization.	"	-	X	х	-	X	Some is inherent in project. Some is superior to what would be needed for a successful project. Generous amount and design of public space. Many individual elements are creative but overall design may lack coherence, especially when considered with completed Building A.
Family Entertainment Zone Architecture, particularly circular "HUB" element and trivision panels	"	-	X	X		x	Design is striking but non- contextual.
Promotion of the Arts							
Children's Museum, Artist Work Space, Subsidized Artist Housing, Black-Box Theater, Event Space, Meow Wolf		-	X	х	-	X	
Environment and Sustainability							
Specific items not specified in most recent list sent to OP	Order 06-10, Condi- tions 17 - 19	x	x		x	?	Clarify if pursuing Building B as LEED Gold certified or only as part of overall PUD certification through USGBC LEED Neighborhood Development ratings.  Clarify amount of solar panels, if any. Consider car-charging stations.
Housing							

TABLE 3: ITEM	Reference	MITIGATI ON	PUBLIC	PROJECT AMENITY	REQUIRE D	PROFFER	DISCUSSION
Delivery of Housing in	Order 06-10, Condi- tion #8	-	x	-	-	-	Building B had no residential uses in approved Stage 1. Shifting units from future Building C to Building B is of benefit and consistent with District objectives
Affordable Housing	Exhibit 11	-	X	X	-	x.	The Stage 1 PUD was approved prior to IZ's effective date. 171 units of now-occupied affordable housing for seniors was proffered for Building A. 30 units of non-IZ housing were proffered for Building C at unspecified affordability levels and for an unspecified duration. Advancing these 30 units to Building B at 80% MFI for 20 years is a public benefit and focusing them on artists is a proffer. OP recommends the duration of the affordability be for the life of the project. OP strongly encourages the applicant to consider proffering additional affordable housing as IZ units, and at a lower MFI.
Transit Improvements							
Capital Bikeshare Station	Exhibit 20	X	X	X	X	-	Required by DDOT
Employment and Training Opportunities							

TABLE 3: ITEM	Reference	MITIGATI ON	PUBLIC BENEFIT	PROJECT AMENITY	REQUIRE D	PROFFER	DISCUSSION
	Order 06-10, Finding of Fact #40(e)	-	X	-	-	?	Is noted in Order 06-10, Finding of Fact #40(e)  Given the size of uses in the project, OP encourages the applicant to consider neighborhood-based employment training for jobs that will be created on the site.  OP also encourage the applicant to work with the community on securing neighborhood-oriented retail lessees.

## E. Balance of Zoning Flexibility and Public Benefits.

For all the likely beneficial impacts of the project, its potentially profound impact on the surrounding neighborhood may also have some less favorable side effects. The creation of a major cultural and entertainment center in a low and moderate density neighborhood could increase the neighborhood's attractiveness as a place to live, potentially leading to pressures on existing residents.

To balance this, OP has strongly encouraged the applicant to <u>increase its commitment to providing long-term affordable housing in the project</u>. It applies the project's proffering a First Source agreement and suggests the applicant <u>implement policies and procedures to promote hiring and training of neighborhood residents</u> for jobs that will be created on the site, and to encourage leasing to neighborhood-serving retail establishments.

#### V. OTHER AGENCY COMMENTS

The application was referred to the following District agencies for review and comment:

- Department of Transportation (DDOT)
- Department of Energy and the Environment (DOEE)
- Department of Consumer and Regulatory Affairs (DCRA);
- Department of Employment Services (DOES);
- Department of Health (DOH);
- Department of Housing and Community Development (DHCD);
- Department of Parks and Recreation (DPR);

- Department of Public Works (DPW);
- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD);
- DC Public Schools (DCPS);
- DC Water and Sewer Authority (DC Water)
- DC Public Libraries (DCPL).

DDOT has recommended several changes, with which the applicant has agreed. The most notable are the elimination of the curb cut and garage entry previously proposed on South Dakota Avenue, and agreement on loading and parking arrangements on South Dakota Avenue. The changes are either reflected in the applicant's pre-hearing and supplemental filings or will be addressed at the hearing.

DDOT will be filing a separate report, which will incorporate comments from several DDOT divisions.

DOEE has worked closely with the applicant on sustainability and stormwater plans. DOEE's input is reflected in the most recent applicant filing. At the time OP completed this report DOEE was not planning to file a separate report.

DCPL has no objection to the project and expects that coordination between the applicant DDOT and DCPL will ensure that access during and after construction is maintained to the Lamond-Riggs Neighborhood library, the renovation of which may involve construction overlapping the applicant's. DCPL will not be filing a separate report.

#### DHCD has stated:

- Clarity is needed on the subsidy and terms for the artist housing and any application that may be filed for related funding;
- Clarity is needed for the relocation plans for the remaining Riggs Plaza Apartment residents;
- IZ should apply to the residential units that would be relocated from Stage 1 Building C to Stage 2 Building B; and
- The change in use from the approved Stage 1 warrants the proffering of additional IZ units.

At the time OP completed this report DHCD was not planning to file a separate report.

#### MPD commented that:

- The narrowness of the intersection of Ingraham Street with the public alley may pose difficult turning movements for emergency vehicles;
- The applicant will need to provide a plan for how emergency personnel/services will have access to a closed 4<sup>th</sup> Street;
- Street signs will need to be installed at 4<sup>th</sup> and Ingraham Streets and 4<sup>th</sup> and Kennedy Streets to provide locations for emergency vehicles.

MPD will not be filing a separate report.

### VI. COMMUNITY COMMENTS

The applicant has met with ANC 4B, the ANC 5A08 SMD, and the Lamond Riggs Citizens Association and has notified property owners within 200 feet.

The Lamond-Riggs Citizens Association has filed a request for party status in support of the project (Exhibit 23).

Neither ANC 5A, nor the adjacent ANC 4B had submitted statements to the case file as of March 20, 2019.

JLS/slc

Stephen Cochran, – project manager

Appendices

PUD Background Approved and Future Site Plans

#### PUD BACKGROUND

In Order 06-10, effective January 15, 2010 the Zoning Commission approved the Morris and Gwendolyn Cafritz Foundation's plans for the construction of a 2,018, 880 gross square foot (GSF), 3.08 FAR development on 16.67 acres of land between the Ft. Totten Metro station and South Dakota Avenue, just south of Riggs Road, N.E. The site received a related map amendment to what was then the C-2-B zone and roof structure relief for the Consolidated Planned Unit Development PUD. Four new three to eight story buildings with approximately 929 one-to-three-bedroom units were to replace the approximately 233 units in 15 walk-up apartment buildings that had been on the site.

In Order 06-10A, effective January 19, 2012, the Commission approved a minor modification for the consolidated and preliminary PUD that permitted the 59,000 GSF grocery to be shifted from Building A in the Consolidated PUD to Building B in the 1<sup>st</sup> Stage PUD. Consolidated PUD Building A has now been constructed as a mixed-use building on a 214,209 square foot site bounded by South Dakota Avenue, Galloway Street, an alley separating the Applicant's property from the apartments to the west, and by an extended Ingraham Street. It has 100,000 SF of retail space (only half of which is FAR - countable) above a podium with approximately 187,000 square feet of FAR-countable parking. Atop the podium are three structures containing 529 residential units, communal functions for recreation and day care and some above-ground parking.

The Second Stage PUD Building B, which is the subject of this application, was given 1<sup>st</sup> Stage approval to be located northeast of Building A on an approximately 5-acre site bounded by South Dakota Avenue, a relocated Kennedy Street, NE, an extension of Ingraham Street that has occurred and a public alley to the west. It was approved to be a 456,000 square foot non-residential building of three stories, not more than 60-feet high, and with not more than 76% lot occupancy. It was to contain 144,000 square feet of anchor and supporting retail space, the 59,000 square foot grocery space that was originally approved for Building A, a 47,000 square- foot children's museum, and approximately 1,100 parking spaces.

#### APPROVED AND FUTURE SITE PLANS

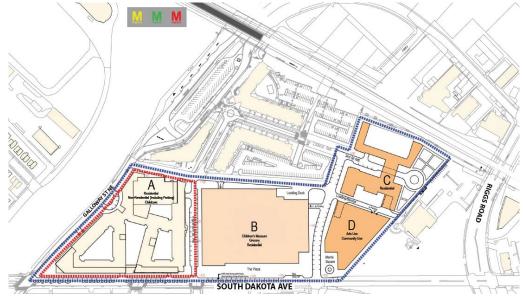


Figure 2. **Previously Approved Site Plan** with Constructed Consolidated PUD Building A to Left and Approved 1<sup>st</sup> Stage PUD Building B in Center

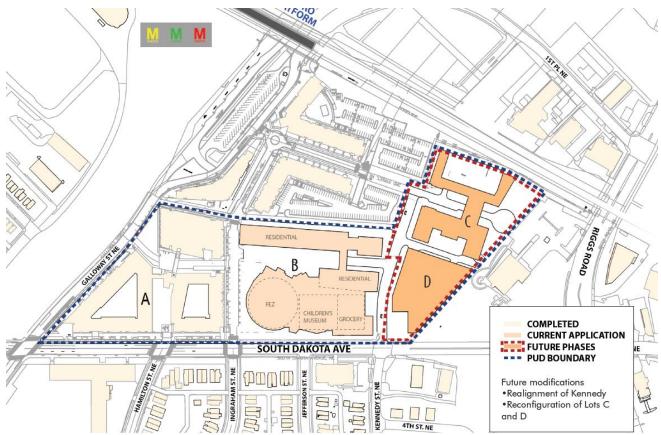


Figure 3. Future Overall PUD Site Plan After Approval of 2<sup>nd</sup> Stage Building Phase B and With Approved Stage 1 Future