



MEMORANDUM

TO: District of Columbia Zoning Commission

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

DATE: January 17, 2014

SUBJECT: **Set down** Report - ZC #13-14 (McMillan)
First Stage and Consolidated PUD and Related Map Amendment

I. SUMMARY AND RECOMMENDATION

Vision McMillan Partners, LLC and District of Columbia (co-applicants) propose a mixed use development on the property known as the “McMillan Reservoir” at 2501 First Street, NW (Square 3128, Lot 800). To accommodate the development, the applicant has requested:

- A First Stage Planned Unit Development (PUD);
- A Consolidated PUD for a portion of the site; and
- A related map amendment to rezone the property from Unzoned¹ to the Mixed Use (Commercial Residential (CR)) and C-3-C zone districts.

As part of the development, the applicant proposes groups of townhouses with eight to ten units and requested that each group be considered a single building. The applicant should amend the application to request special exception review under § 2517.

The redevelopment proposal for this historic site would be of significant benefit to the District and the surrounding neighborhood. The single site would include a variety of uses, including residential; retail including a grocery store; office and in particular medical offices; a community center; and a vast amount of open space. As a historic site, the proposed development would incorporate, complement, preserve and/or repurpose the many historic elements which exist on the site.

The proposal would not be inconsistent with the Comprehensive Plan Future Land Use and Policy maps, and would further many important Citywide Elements, and specifically those recommended for the McMillan Reservoir property.

The Office of Planning (OP) therefore recommends that the proposed map amendment, First Stage PUD and Consolidated PUD be **set down for public hearing**. Prior to a public hearing, the applicant should provide the following information:

¹ The official Office of Zoning Map shows the site as being in the R-5-B district. However, the Office of Zoning has confirmed that there is no record of the property being rezoned since the transfer of the property from the Federal government and therefore the map is in error.

- Request for Special Exception Review and analysis of § 2517 and any flexibility needed;
- Detailed analysis of all zoning relief requested;
- Updated site-wide zoning tabulations to be consistent with the tabulations for each of the buildings;
- Details and locations of affordable units on the floor plans;
- Details of the loading requirements to be provided for each building; and
- Details on the phasing of the consolidated portion of the proposal.

II. SITE DESCRIPTION

The McMillan Reservoir and Sand Filtration complex is comprised of two parcels. The 68 acre reservoir site is located in the southwestern quadrant of the intersection of First Street, NW and Michigan Avenue, NW and remains in federal ownership and operated by the U.S. Army Corps of Engineers. The portion of the complex subject to the proposed application is located at 2501 First Street, NW (Square 3128, Lot 800) and is bounded on the west by First Street, NW; on the north by Michigan Avenue, NW; on the east by North Capitol Street, NW; and on the south by

Channing Street.

The rectangular shaped property has a land area of approximately 24.69 acres (1,075,356 square feet). The site is generally flat, but the south end rises up to 16 feet above Channing Street. The northern end of the site is approximately 10 feet lower than Michigan Avenue. The flat portion of the site has 2,100 manholes to below-grade, groin-vaulted concrete cells that were filled with sand to filter water.

Above grade, the site is organized into thirds by two east-west service courts that contain distinctive cylindrical concrete sand storage bins, brick regulator buildings capped by red tile roofs, and concrete sand washing structures.

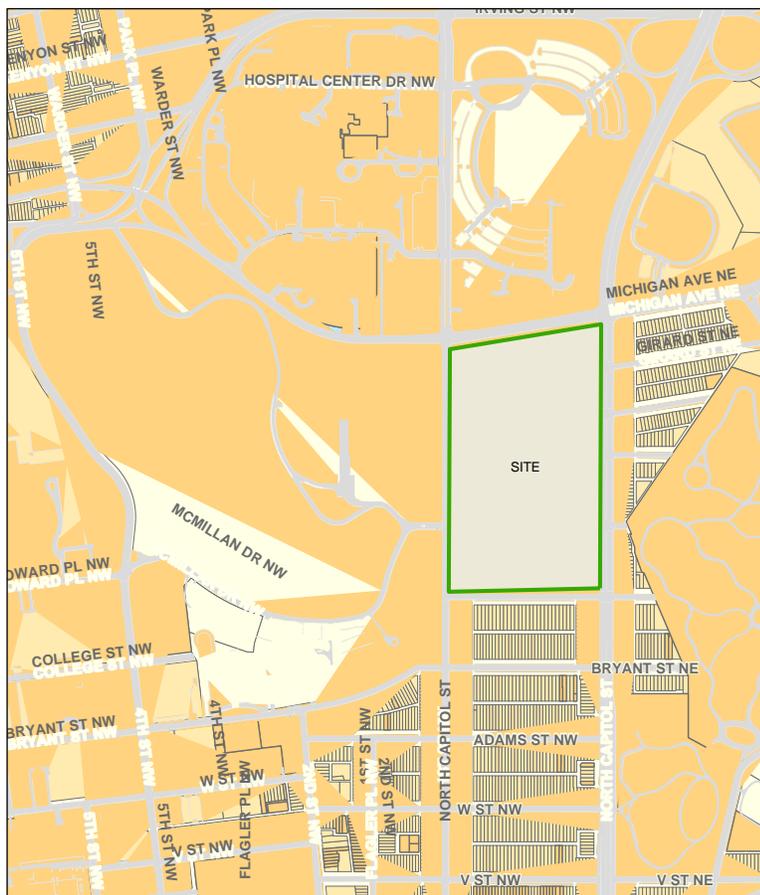


Figure 1 - Site Location

III. SURROUNDING AREA

The site is surrounded by a mixture of uses. To the north, across Michigan Avenue are institutional uses: the Veterans Affairs Hospital, Washington Hospital Center and Children's

Hospital which range in heights of between 90 and 130 feet. To the east, across North Capitol Street is the Stronghold neighborhood while the south, across Channing Street, is the Bloomingdale neighborhood. Both neighborhoods are developed with two and three story rowhouses. To the west, across First Street, is the McMillan Reservoir and Sand Filtration complex.



Figure 2 - Aerial Showing Site and Surrounding Area

IV. HISTORIC PRESERVATION SUMMARY

McMillan Park Reservoir and Sand Filtration Plant, constructed between 1902 and 1905, was the city's first large-scale water filtration facility. It represents an integration of Beaux-Arts planning and architectural principles with advanced engineering and technology. The complex was conceived as part of the Senate Park Commission's monumental plan for Washington, in which the utilitarian complex was aesthetically integrated into the McMillan Plan's proposal for a ring of interconnected parks and open spaces that would extend across the city from Rock Creek Park to Fort Dupont.

The site was designed by Allen Hazen, Supervising Engineer, with construction overseen by A.M. Miller, the head of the U.S. Army Corps of Engineers. Frederick Law Olmsted, Jr. was responsible for the development of the McMillan Plan's landscape elements, including the proposed ring of open green spaces surrounding the city, of which the reservoir was a part. Several years after the reservoir and sand filtration site was constructed, Olmsted transformed the utilitarian filtration beds into spaces defined by allees of trees and the basin into a lake encircled by a winding drive and walking paths. In 1906, soon after completion, the site was named in honor of Senator James McMillan, the advocate of the Senate Park Commission's plan who died during its construction. The Sand Filtration portion of the property was conveyed to the District in 1987. The entire 92 acre site was listed as a landmark in the DC Inventory in 1991 and has been listed on the national Register as an historic district. Redevelopment of the site was envisioned by the City when it was transferred from federal ownership.

The proposed redevelopment of the site has undergone significant review by the Historic Preservation Office (HPO) and the Historic Preservation Review Board (HPRB) through a series of public hearings over several years. The reviews informed a Master Plan based on preservation and design principles on which the proposed PUD is based. On October 31, 2013, HPRB found the “revised concept designs to represent an architecturally coordinated and cohesive approach that specifically relates to the character of the McMillan Site.” Further, HPRB recommended that the project return for final review after approval by the Zoning Commission and the Mayor’s Agent.

V. PROPOSAL

Based on existing conditions, the site is divided into three sectors: North, Central and South, and are separated by two, east to west, service courts (referred to as the North Service Court and the South Service Court). The service courts with their historic elements would be incorporated into the development. The applicant has further divided the site into seven (7) development parcels. The Site Plan (Attachment 1) was developed, in large part, to respond to the guiding preservation

principles², connectivity with the surroundings, park location and design, and the treatments regarding the three sectors.

The parcels within each sector are as follows and are depicted on Figure 3:

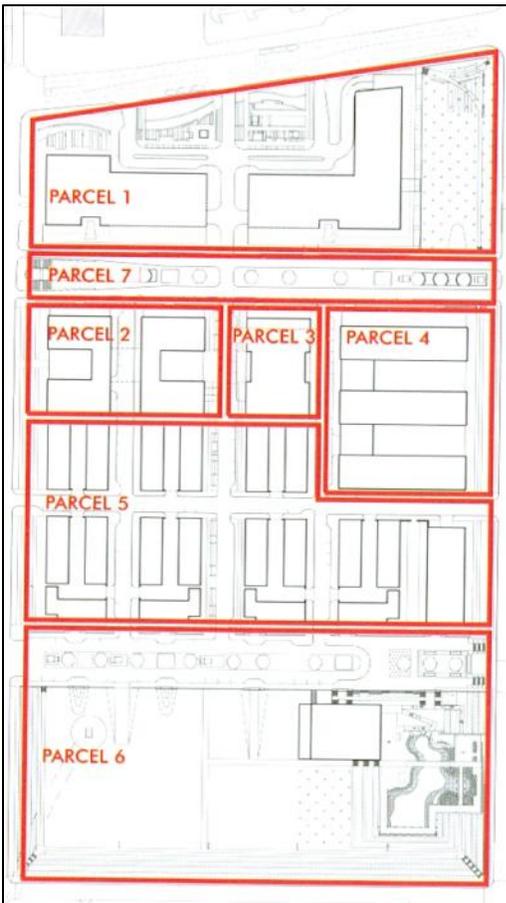


Figure 3

- Northern Sector - Parcel 1
- Central Sector - Parcels 2, 3, 4 5 and 7
- Southern Sector – Parcel 6

The Northern Sector, Parcel 1, would be developed with an 875,000 square foot medical office building with ground floor retail. The structure would have two towers joined together at the first floor³, and would have a maximum of 10-stories extending up to 130-feet at the corner of Michigan Avenue and First Street, tapering down to 115-feet on Half Street and 100-feet on the eastern portion of the building. The office building would be organized around a substantial amount of open space including a 23,374 square foot “Healing Garden” oriented to Michigan Avenue. On the eastern portion of the parcel, the building would be setback 150-feet from North Capitol Street for a park area of 41,141 square foot above the preserved Filtration Cell 14.

The Central Sector, Parcels 2, 3, 4, 5 and 7, would include a mid-rise buildings and a mix of uses. Parcel 7 is the North Service Court which would be converted to a retail street with east-

² As outlined by Historic Preservation

³ Considered to be a single building for zoning purposes.

west vehicular traffic. Parcel 2 would have a 334,950 square foot, mixed use building with ground floor retail and residences above, while Parcel 3 which would be a 173,000 square foot healthcare facility with retail on the ground floor. Parcel 4 would have a 308,150 square foot, mixed use building to accommodate a 52,920 square foot grocery store, facing North Capitol Street on the ground level and 280 apartments above. Parcel 5 would have 146, 3 and 4 story, row houses and provide a transition between the existing row house communities and the higher density buildings going north on the site.

The Southern Sector, Parcel 6, would contain the Southern Service Court, a 6.2 acre park, a community center, and would accommodate a construction and staging area on the western portion of the Parcel for the D.C. Water Long Term Control Project to improve stormwater management for the area. The Southern Service Court would provide vehicular access/egress from First Street and east-west pedestrian access, as well as on-street parking for the 17,000 square foot community center. The community center would include an indoor pool, playgrounds, an amphitheatre, a pond and a “walking museum” while the adjacent park will provide bicycle parking and direct access to the elevated Olmsted Walk.

The following table is a summary of the uses and square footage of the proposed development within each parcel.

Parcel #/ land area	Residential GFA/ Units	Office GFA	Retail GFA	Community Center/	Parking
1 (214,555 sf)	-	860,000	15,000	-	1677
2 (66,989 sf)	311,700	-	23,250	-	313
3 (33,311 sf)	-	170,000	3,000	-	194
4 (95,984 sf)	255,230	-	52,920	-	339
5 (251,281 sf)	350,000	-	-	-	324
6 (328,059 sf)	-	-	-	17,500	9
7 (85,177 sf)	-	-	-	-	0
TOTAL	916,930 gfa	1,030,000 gfa	124,170 gfa	17,500 gfa	2,856 spaces

The applicant has submitted a Master Plan that outlines the overall development program. This application requests First Stage PUD review for Parcels 2 and 3, and consolidated review for the remainder of the site (Parcels 1, 4, 5, 6, and 7).

First Stage PUD, Parcels 2 and 3

The First Stage PUD would include a 173,000 square feet of healthcare facility with ground floor retail on Parcel 2 and a 334,950 square foot residential building with ground floor retail on Parcel 3. All related infrastructure around these parcels would be provided in the consolidated portion of the development.

Consolidated PUD, Parcels 1, 4, 5 and 6

In addition to the proposed uses outlined above, the consolidated PUD would include the following:

Preservation of the North and South Service Courts

The project would preserve the North and South Service Courts with their sand filtration structures including storage bins, regulator houses, a sand washer plus filter portals and service court walls. Two

underground filter beds, Cell 14 on the eastern portion of Parcel 1 and Cell 28 on the South Service Court would be retained and preserved for adaptive reuse in the future.

Setbacks, the Olmsted Walk and Pedestrian Circulation

The proposal envisions maintaining a distinctive edge condition through setbacks around all edges of the site to provide views of the rehabilitated historic elements. Pedestrian access would be provided from various points on all four sides of the property as well as through interior and exterior sidewalks, walkways and paths to encourage activity along the streets, and active and passive pedestrian circulation to create a walkable community. The topography of the site would be altered slightly to accommodate these pedestrian ways. The historic Olmsted Walk would be reintroduced and would create a separate hawthorn-lined perimeter walkway encircling the perimeter of the site. The Olmsted Walk would be at a higher elevation than the public sidewalk and three sets of corner stairs would be restored along with accessible ramps for pedestrian access.

Parks and Open Space

Through the preservation of many of the historic elements a substantial amount of open space, approximately 444,056 square feet of park space would be provided. The most significant open space area would be on Parcel 6. In addition to the community center with its attendant recreation facilities both inside and outside of the building, the western portion of the parcel would include a reconstructed elevated plinth with views to the reservoir and the surrounding area. The storm water management pond on the eastern portion of the site would highlight the associated water history of the site and the entry to the community center. Parcel 6 would also accommodate DC Water storm water management project to address flooding problems being experienced in the adjacent community.

Parcel 1 would include significant open space including a "healing garden" along Michigan Avenue, which is envisioned to be a relaxing, serene space for patients, visitors and employees of the building. The preservation of the underground Cell 14 on the eastern portion of the parcel would provide a large open space above grounds, possibly for passive recreation, as well as providing clear views of the historic elements in the Northern Service Corridor.

Vehicular Circulation

The development would introduce several new, private streets for internal circulation and as a connection to the surrounding uses and neighborhood. Three, east-west access points would be introduced; the North and South Service Courts would be repurposed and a new Evarts Street introduced through the Central Section of the site close to the residential and commercial uses. While the North Service Court and Evart Street would provide vehicular access/egress from both First Street and North Capitol Street, the South Service Court would only provide access/egress from First Street and pedestrian access only from North Capitol Street.

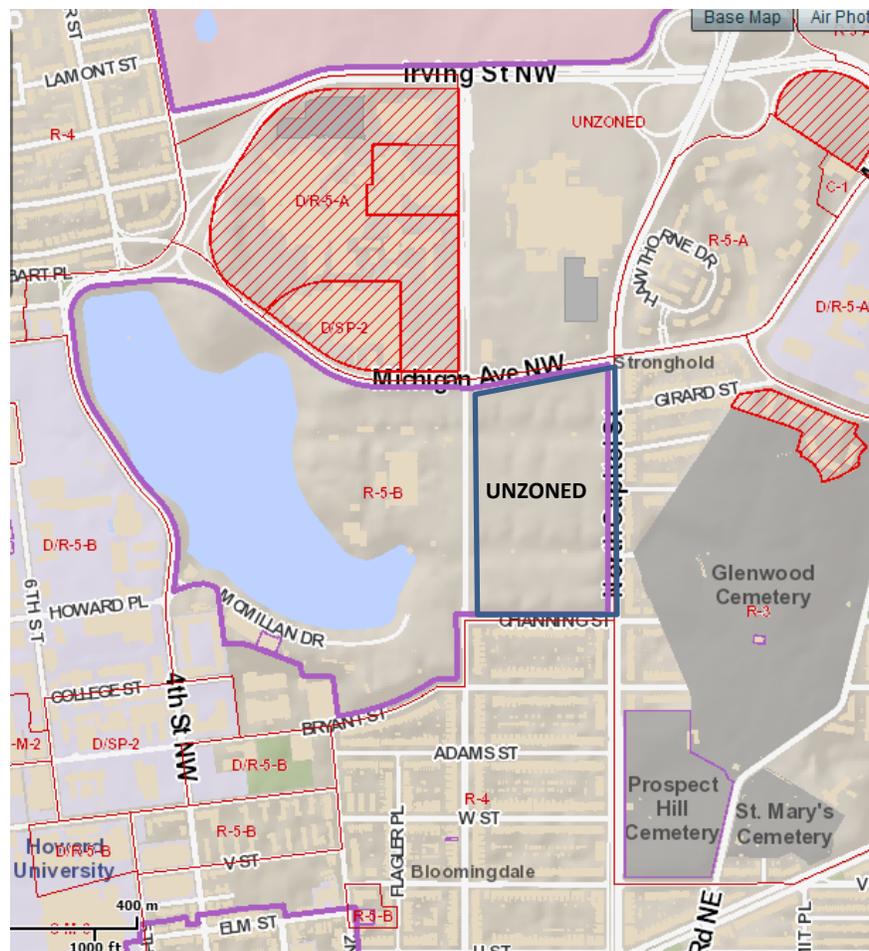
A new Half Street through the middle of the site would run between the South Service Court and Michigan Avenue while Quarter Street and Three Quarter Street would run between the North and South Service Courts. A driveway in front of the medical office building would allow drop-off and pick-up in front of the building. Some concerns have been expressed about this driveway and it will be further analyzed by DDOT.

VI. PHASING

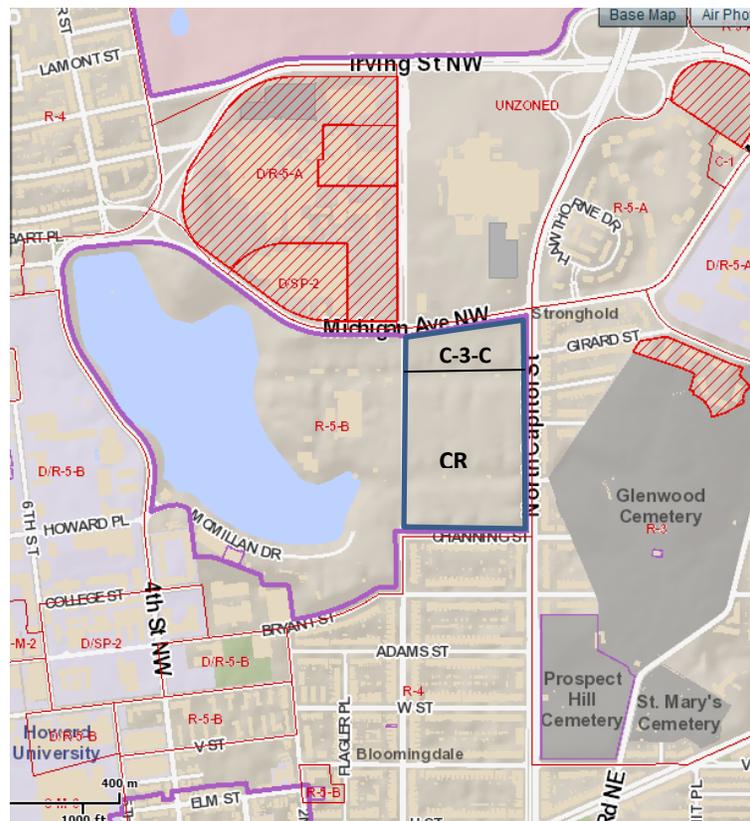
Parcels 2 and 3, the proposed First Stage portion of the development would be developed subsequent to the consolidated portion of the development. However, the applicant has given no details on the phasing of the consolidated portion of the development.

VII. PROPOSED ZONING

The Office of Zoning has clarified that the property is currently unzoned, although the Zoning Map shows the site as being in the R-5-B zone. In conjunction with the PUD, the applicant is seeking to zone the property to the CR and C-3-C zones. OP is supportive of these zone districts to accommodate the proposed development.



Existing Zoning



Proposed Zoning

The proposed CR district would cover most of the site. The purpose of the CR district is to “encourage a diversity of compatible land uses that may include a mixture of residential, office, retail, recreational, light industrial, and other miscellaneous uses.” The proposed development would include many of these uses and would be consistent with objectives for the CR zone including the following:

- 600.3 (a) Help create major new residential and mixed use areas in planned locations at appropriate densities, heights, and mixtures of uses;
- (b) Encourage the preservation and rehabilitation of structures of historic or architectural merit in the District of Columbia;
- (c) Encourage areas devoted primarily to pedestrians by separating pedestrian and vehicular circulation patterns and by requiring off-street parking spaces in accordance with this objective and with the objectives of specific area plans;
- (d) Encourage flexibility in architectural design and building bulk; provided, that the designs and building bulk shall be compatible and harmonious with adjoining development over the CR District as a whole;
- (e) Make recreation areas more accessible to the CR District's residents and visitors; and
- (f) In a variety of ways, create environments conducive to a higher quality of life and environment for residents, businesses, employees, and institutions in the District of Columbia as specified in District plans and policies.

The C-3-C zone is proposed for the northern portion of the site. Generally, the C-3 district is designed for major business and employment centers that are supplementary to the Central Business District and should provide substantial amounts of employment, housing, and mixed

uses. C-3-C districts permit medium-high density development, including office, retail, housing, and mixed-use development.

The following table is a comparison of the CR and CR/PUD standards and the development proposal for the project.

	CR	CR PUD	Proposal
Area	N/A	15,000 sq. ft.	860,801 sf.
Height	90 ft	110 ft.	Ranges from 26 ft. to 110 ft.
FAR	6.0 (3.0 for non-resid'l)	8.0 (4.0 for non-resid'l)	1.37 for entire 1.06 (916,930 sq. ft.) res'l 0.31 (266,6700 sf.) non-res'l 0.59 (507,950 sf) Stage 1 0.78 (675,550 sf) Consolidated
Lot Occupancy	100% 75% for residential	100% 75% for residential	Overall – 30% (Varies by Parcel)
Rear Yard	For Residential at or below grade: 3 in./ft. of height or 12 ft. whichever is greater. For Residential above grade: 3 in./ft. of height or 12 ft. whichever is greater.	For Residential at or below grade: 3 in./ft. of height or 12 ft. whichever is greater. For Residential above grade: 3 in./ft. of height or 12 ft. whichever is greater.	Varies throughout
Side Yard	If provided, must be a min. of 3 in./ft. of height or 8ft, whichever is greater	If provided, must be a min. of 2 in./ft. of height or 8 feet, whichever is greater	Varies throughout
Parking	Varies per Parcel	Varies per parcel	Total Required = 1, 437 Total Proposed = 2,730
Loading	Varies per Parcel	Varies per Parcel	The application identifies the number of loading berths to be provided but not the sizes of the berths and associated platforms and service delivery spaces.

Further analysis of the zoning data on a parcel by parcel basis will be provided prior to the public hearing.

The following table is a comparison of the C-3-C, C-3-C/PUD standards and the development proposal for the project.

	C-3-C	C-3-C PUD	Proposal
Area	N/A	15,000 sq. ft.	214,555 sq. ft.
Height	90 ft.	130 ft.	130 ft.
FAR	6.5	8.0	4.08 for entire site (4.01 for office uses) (0.07 for retail use)
Lot Occupancy	100%	100%	54%
Rear Yard	2.5 in./ft. of height or 12 feet, whichever is greater	2.5 in./ft. of height or 12 feet, whichever is greater	27.08. ft
Side Yard	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater	If provided, must be a min. of 2 in./ft. of height or 6 feet, whichever is greater	None
Parking	<u>Retail:</u> In excess of 3,000 sf., 1 per 750 sf. of gfa and cellar area = 16 spaces <u>Medical Office:</u> In excess of 2,000 sf., 1 per 900 sf. of gfa and cellar area = 954 spaces Total = 970	<u>Retail:</u> In excess of 3,000 sf., 1 per 750 sf. of gfa and cellar area. = 16 spaces <u>Medical Office:</u> In excess of 2,000 sf., 1 per 900 s.f of gfa and cellar area = 954 spaces Total = 970	Total Proposed = 1,900
Loading	<u>Retail:</u> None required <u>Office:</u> 3- 30 ft. deep loading berths; 3- 100 sf. Loading platforms; 1- 20 ft. service/delivery space	<u>Retail:</u> None required <u>Office:</u> 3- 30 ft. deep loading berths; 3- 100 sf. loading platforms; 1- 20 ft. service/delivery space	<u>Total Proposed:</u> 4- 30 ft. deep loading berths; 4- 100 sf. loading platforms; 4- 20 ft. service/delivery space

VIII. FLEXIBILITY

The applicant has requested flexibility from the zoning requirements as part of the PUD. The applicant will need to supply additional information prior to the public hearing.

Roof Structure

The applicant has requested flexibility from the roof structure height and setback requirements, but has not provided details on the plans as to exactly where the flexibility would be required.

Inclusionary Zoning

The applicant seeks flexibility to provide an alternative to the Inclusionary Zoning (IZ) requirements in the multifamily building (Parcel 4) and instead provide affordable units for low income seniors. The applicant should provide information as to what would be the criteria to provide the alternate senior housing over the IZ units.

Special Exception Review

The proposal indicates that the rowhouses within Parcel 5 would be constructed in groups of 8 to 10 with each group considered a single building. The applicant states that they would be seeking flexibility from rear yard setbacks and lot dimensions. The applicant should amend the application to request special exception review and address the provisions of § 2517 and indicate on the plans exactly where flexibility is required.

IX. PUD EVALUATION STANDARDS

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. Section 2400.1 states that a PUD is “designed to encourage high quality developments that provide public benefits.” In order to maximize the use of the site consistent with the zoning regulations and to enhance and preserve the historic nature of the site the applicant is requesting that the proposal be reviewed as a PUD. This would allow the utilization of the flexibility stated in Section 2400.2.

The overall goal is to permit flexibility of development and other incentives, such as increased building height and density; provided, that the project offers a commendable number of quality public benefits and that it protects and advances the public health, safety, welfare, and convenience.”

Section 2403 further outlines the standards under which the application is evaluated.

2403.3 The impact of the project on the surrounding area and the operation of city services and facilities shall not be found to be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project.

X. PUBLIC BENEFITS AND AMENITIES

The goal of a PUD is to permit flexibility of development provided a project is determined to provide superior public benefits, provided the PUD process is not used to circumvent the intent and purposes of the Zoning Regulations, or results in an action inconsistent with the Comprehensive Plan.

Public amenities are defined in Section 2407.3 as including “one type of public benefit, specifically a functional or aesthetic feature of the proposed development that adds to the attractiveness, convenience or comfort of the project for occupants and immediate neighbors”.

The applicant has listed a number of areas which they feel contribute towards their amenity package: OP will provide additional analysis of the proposed benefits, amenities and mitigation measures prior to the public hearing.

Housing and Affordable Housing

The proposed development would include a variety of housing types including home ownership opportunities. Within the rowhouse development the applicant proposes that 10% of the residential floor area would be dedicated for persons with incomes of up to 80% of AMI. Within the multifamily buildings 20% of the gross floor area would be dedicated for persons with

incomes of up to 80% of AMI. The applicant has requested the flexibility to provide as an alternative, a senior affordable component for persons 55 years and older earning 50% to 60% of AMI in the multifamily buildings. However, the level of AMI and the location of affordable units were not specified. The applicant should provide more details on the affordable program and the alternative requested for senior housing and details on the location of all affordable units.

Retail

The proposal would provide retail opportunities on the ground floor of buildings which front on either side of the North Service Corridor. The inclusion of a grocery store would be an asset to the new and existing residents and those who work in the area.

Transportation

The development would have many access points into the site as well as connections to the adjacent community to accommodate both vehicular and pedestrian movements. The applicant states that the site would feature a multimodal transportation system to accommodate vehicles and encourages the use of public transit, bicycle and foot travel. It is envisioned that the site could be a “transit hub” and accommodate the Circulator Bus or Streetcar and provide Capital Bikeshare stations, bike storage, shuttle buses and long term parking. These facilities would serve the site as well as the adjacent institutional and residential uses. If the application is set down, OP will continue to work with DDOT and the applicant to assess the details of these proposed facilities as well as any transportation demand management strategies (TDM) to reduce the reliance on car ownership and automobile use.

Local Business Opportunities and First Source Agreements

The applicant states that a significant number of new employment opportunities would be generated from the redevelopment of the site. The applicant states that entering into a Certified Business Enterprises (CBE) agreement with the District of Columbia Local Business Opportunity Commission, and executing a First Source Employment Agreement with Department of Employment Services (DOES) is a priority. The applicant should provide evidence of this being provided prior to final action if the application is set down.

Green Elements

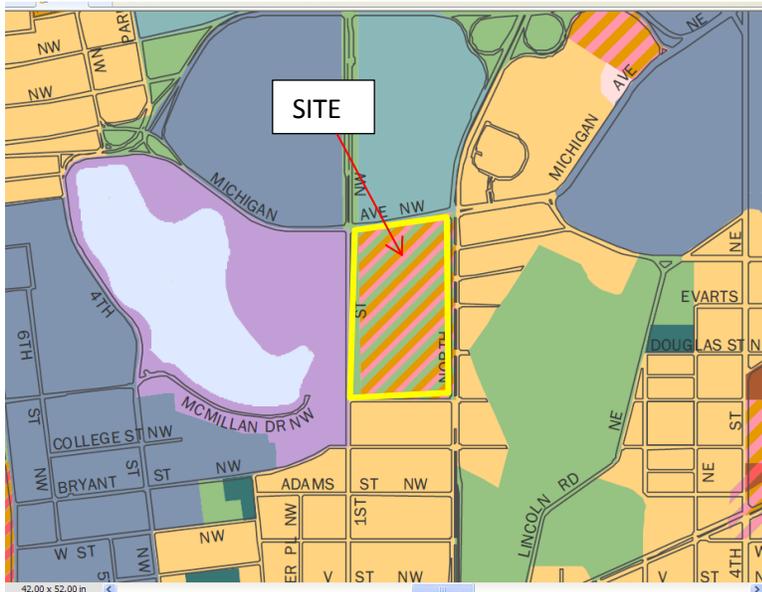
The developer proposes to include a number of environmentally sensitive elements including alternative energy sources, methods to reduce stormwater runoff, and green engineering. The applicant states that they will seek LEED for New Construction (NC) certification for the overall development. Additionally, each project would be LEED Silver or Green Communities compliant and the checklists have been provided. The applicant should calculate and provide the Green Area Ratio (GAR) for the site.

Uses of Special Value

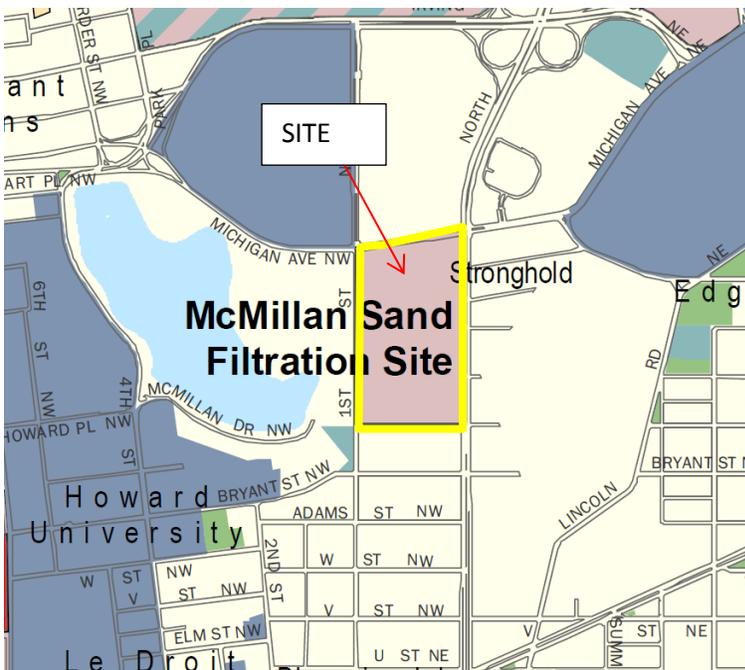
The redevelopment of the site would make productive use of a large, centrally located historic site. The development would result in residential, commercial, civic and recreational uses. In addition to the medical office building, a grocery store and retail will be located on the site. Many of the historic elements that have been deteriorating would be preserved and reused. The development would provide additional residences and employment opportunities in the community and provide many new services. A community center, active and passive recreational opportunities and open space would be provided. The development would also offer the opportunity to address the stormwater management and flooding problems in the area.

XI. COMPREHENSIVE PLAN

The Future Land Use Map designates the site for mix of uses: moderate density residential, moderate density commercial and Parks, Recreation and Open Space.



Future Land Use Map



Generalized Policy Map

The Generalized Policy Map identifies the site as a Land Use Change Area intended “to encourage and facilitate new development and promote the adaptive reuse of existing structures. Many of these areas have the capacity to become mixed-use communities containing housing, retail shops, services, workplaces, parks and civic facilities. The Comprehensive Plan’s Area

Elements provide additional policies to guide development and redevelopment within the Land Use Change Areas, including the desired mix of uses in each area.” 223.11

“As Land Use Change Areas are redeveloped, the District aspires to create high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods. Programs to avoid and mitigate any undesirable impacts of development of the Land Use Change Areas upon adjacent neighborhoods should be required as necessary.” 223.12

The proposal is not inconsistent with the Comprehensive Plan Future Land Use and Generalized Policy maps. The proposed development also meets or furthers many of the policies of the Comprehensive Plan as outlined below.

LU-1.2.1: Reuse of Large Publicly-Owned Sites *Recognize the potential for large, government-owned properties to supply needed community services, create local housing and employment opportunities, remove barriers between neighborhoods, provide large and significant new parks, enhance waterfront access, and improve and stabilize the city’s neighborhoods. 305.5*

LU-1.2.2: Mix of Uses on Large Sites *Ensure that the mix of new uses on large redeveloped sites is compatible with adjacent uses and provides benefits to surrounding neighborhoods and to the city as a whole. The particular mix of uses on any given site should be generally indicated on the Comprehensive Plan Future Land Use Map and more fully described in the Comprehensive Plan Area Elements. Zoning on such sites should be compatible with adjacent uses. 305.7*

LU-1.2.5: Public Benefit Uses on Large Sites *Given the significant leverage the District has in redeveloping properties which it owns, include appropriate public benefit uses on such sites if and when they are reused. Examples of such uses are affordable housing, new parks and open spaces, health care and civic facilities, public educational facilities, and other public facilities. 305.10*

LU-1.2.5: Public Benefit Uses on Large Sites *Given the significant leverage the District has in redeveloping properties which it owns, include appropriate public benefit uses on such sites if and when they are reused. Examples of such uses are affordable housing, new parks and open spaces, health care and civic facilities, public educational facilities, and other public facilities. 305.10*

LU-1.2.6: New Neighborhoods and the Urban Fabric *On those large sites that are redeveloped as new neighborhoods (such as Reservation 13), integrate new development into the fabric of the city to the greatest extent feasible. Incorporate extensions of the city street grid, public access and circulation improvements, new public open spaces, and building intensities and massing that complement adjacent developed areas. Such sites should not be developed as self-contained communities, isolated or gated from their surroundings. 305.11*

LU-1.2.7: Protecting Existing Assets on Large Sites *Identify and protect existing assets such as historic buildings, historic site plan elements, important vistas, and major landscape elements as large sites are redeveloped. 305.12*

LU-1.2.B Encouraging Livability of Former Federal Lands When land is identified to shift from federal to private or local use, develop planning and zoning approaches that provide for, as appropriate, the reconstruction of historic rights-of-way and reservations, integration of the sites into the adjoining neighborhoods, and the enhancement of special characteristics or opportunities of the sites. Encourage cultural, residential, and retail to ensure mixed-use neighborhoods, even if designated as high-density commercial on the District of Columbia Comprehensive Plan Future Land Use Map; coordinate with the National Capital Planning Commission, as appropriate. 305.15

The McMillan site is a large, historic, former federal land that would be redeveloped with a mix of uses including public benefits such as open space and a community center all integrated with the historic elements. The site and uses would connect to the surrounding neighborhood through new and existing streets and pedestrian ways.

Housing

H-1.1.7: New Neighborhoods Accommodate a significant share of the District's projected housing demand in "new neighborhoods" developed on large sites formerly used for government functions. In addition to housing, these neighborhoods must include well-planned retail, public schools, attractive parks, open space and recreation, as well as needed supportive services. The new neighborhoods should include a variety of housing types, serving a variety of income levels. 503.8

H-1.2.4: Housing Affordability on Publicly Owned Sites Require that a substantial percentage of the housing units built on publicly owned sites, including sites being transferred from federal to District jurisdiction, are reserved for low and moderate income households. 504.11

The development would have a mix of housing types and affordability.

Parks, Recreation and Open Space

PROS-1.3.1: Balancing Competing Needs Manage the District's parklands to protect and enhance their open space character while also accommodating a range of recreational activities. Park activities and facilities should be designed in a way that makes the best possible use of each space while minimizing conflicts between different recreational uses. 806.3

PROS-1.3.6: Compatibility with Adjacent Development Design and manage park activities and facilities including recreation centers in a way that is compatible with nearby residential and commercial uses. 806.8

PROS-1.4.3: Parks on Large Sites Include new neighborhood and/or community parks on large sites that are redeveloped for housing and other uses that generate a demand for recreational services. The potential for such parks to enhance the connectivity of parks and open spaces throughout the city should be an important planning and design consideration, particularly where multiple large adjacent sites are being redeveloped. 807.6

PROS-3.3.1: North-Central Open Space Network Protect and enhance the historic open space network extending from McMillan Reservoir to Fort Totten. As future land use changes in this area take place, an integrated system of permanent open spaces and improved parks should be maintained or created. 814.5

The proposed development would provide a significant amount of open space, parks and a community center along with areas for both passive and active recreation. The restoration of the Olmsted Walk would be a significant asset to the development and the community.

Urban Design

UD-2.2.8: Large Site Development Ensure that new developments on parcels that are larger than the prevailing neighborhood lot size are carefully integrated with adjacent sites. Structures on such parcels should be broken into smaller, more varied forms, particularly where the prevailing street frontage is characterized by small, older buildings with varying facades. 910.16

UD-2.3.5: Incorporating Existing Assets in Large Site Design Incorporate existing assets such as historic buildings, significant natural landscapes, and panoramic vistas in the design of redeveloped large sites. For sites that were originally planned as integrated complexes of multiple buildings, historic groupings of structures should be conserved where possible. 911.8

Action UD-2.3.A: Design Guidelines for Large Sites: Develop design guidelines for large sites prior to their development. Such guidelines should address building appearance and streetscape, signage and utilities, parking design, landscaping, buffering, protection of historic resources, “blending” of development with surrounding neighborhoods, and design principles that promote environmental sustainability. 911.9

The proposed project has been reviewed by HPRB and received approval.

Historic Preservation

HP-2.4.3: Compatible Development

Preserve the important historic features of the District while permitting compatible new infill development. Within historic districts, preserve the established form of development as evidenced by lot coverage limitations, yard requirements open space, and other standards that contribute to the character and attractiveness of those areas. Ensure that new construction, repair, maintenance, and improvements are in scale with and respect historic context through sensitive siting and design and the appropriate use of materials and architectural detail. 1011.8

The HPRB has concluded that the proposed development would preserve the historic character of the site and new buildings are at a scale that respects the historic elements through design and siting.

Mid City Area Element

The property is within the Mid-City Area Element and the relevant Policy referenced in the Comprehensive Plan is as follows:

MC-2.6.1: Open Space on McMillan Reservoir Sand Filtration Site Require that reuse plans for the McMillan Reservoir Sand Filtration site dedicate a substantial contiguous portion of the site for recreation and open space. The open space should provide for both active and passive recreational uses, and should adhere to high standards of landscape design, accessibility, and security. Consistent with the 1901 McMillan Plan, connectivity to nearby open spaces such as the Armed Forces Retirement Home, should be achieved through site design. 2016.5

The proposed open space on the site would include areas for passive and active recreational uses including a community center. The proposed open space at the northern portion of the site is designed to provide connectivity to the medical complex across Michigan Avenue and development on the Armed Forces Retirement Home property.

MC-2.6.2: Historic Preservation at McMillan Reservoir Restore key above-ground elements of the site in a manner that is compatible with the original plan, and explore the adaptive reuse of some of the underground “cells” as part of the historic record of the site. The cultural significance of this site, and its importance to the history of the District of Columbia must be recognized as it is reused. Consideration should be given to monuments, memorials, and museums as part of the site design. 2016.6

The HPRB and HPO review addressed the cultural significance of the site which includes the preservation of the underground cells as well as the above ground structures with proposals for adaptive reuse.

MC-2.6.3: Mitigating Reuse Impacts Ensure that any development on the site is designed to reduce parking, traffic, and noise impacts on the community; be architecturally compatible with the surrounding community; and improve transportation options to the site and surrounding neighborhood. Any change in use on the site should increase connectivity between Northwest and Northeast neighborhoods as well as the hospital complex to the north. 2016.7

The HPRB and HPO review addressed the preservation of the important historic facets of the site as well as its compatibility and connectivity to surrounding uses. The PUD review would include the assessment of parking, traffic and noise impacts on the adjacent communities.

MC-2.6.4: Community Involvement in Reuse Planning Be responsive to community needs and concerns in reuse planning for the site. Amenities which are accessible to the community and which respond to neighborhood needs should be included. 2016.8

The applicant had significant community engagement during the HPRB review process and the applicant has indicated that this would continue. The proposal includes open space and recreational facilities that would be accessible to new and existing residents as well as visitors and workers to the site.

MC-2.6.5: Scale and Mix of New Uses Recognize that development on portions of the McMillan Sand Filtration site may be necessary to stabilize the site and provide the desired open space and amenities. Where development takes place, it should consist of moderate- to medium-density housing, retail, and other compatible uses. Any development on the site should maintain viewsheds and vistas and be situated in a way that minimizes impacts on historic resources and adjacent development. 2016.9

The applicant has requested CR and C-3-C zones on the property that would allow the requested range of residential and other uses. The Site Plan shows the preservation of much open space areas to give visibility to the historic resources.

XII. AGENCY REFERRALS AND COMMENTS

If this application is set down for a public hearing, it will be referred to the following District government agencies for review and comment:

- Department of Employment Services (DOES);
- DC Public Schools
- DC Water
- Department of Parks and Recreation (DPR)
- Department of Housing and Community Development (DHCD);
- Department of Public Works (DPW);
- District Department of Transportation (DDOT)
- Metropolitan Police Department (MPD); and
- Fire and Emergency Medical Services Department (FEMS).

XIII. COMMUNITY COMMENTS

The property is within the area governed by ANC-5E. As part of the HPRB review the applicant has had numerous meeting with and made presentations to the ANC and other community groups. The applicant has committed to continue working with the ANC and the community groups to address any outstanding issues and areas of concerns.

JLS/mbr

ATTACHMENT:

Attachment1 – Site Plan

