

REPORT TO THE ZONING COMMISSION

**CASE NO. 07-18
1000 F STREET, N.W.**

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- I. Introduction
- II. Nature of application: consolidated review of planned unit development
- III. Site location
 - A. 1000 F Street, N.W.
 - B. Southwest corner of the intersection of 10th and F Streets, N.W.
 - C. Bounded by 10 foot public alley on the west (expanded to 15 feet by easement over property on the west side of the alley)
- IV. Site description
 - A. Rectangular shaped property (Square 347, Lots 18, 19, 818, 819, 820 and 821)
 - B. Contains approximately 11,790 square feet of land area
 - C. Existing conditions:
 - 1. 2 story commercial buildings facing F Street
 - 2. 1 story building at 522 10th Street known as the Waffle Shop
 - 3. 2 story commercial building at 520 10th Street
- V. Description of the surrounding area
 - A. Part of Downtown, included in Pennsylvania Avenue National Historic Site
 - B. Remainder of the subject square:
 - 1. To the west: Lincoln Square (130 foot mixed use office and retail building extending from E to F Streets on the east side of 11th Street)

2008-01-24
CASE NO. 07-18
EXHIBIT NO. 35

2. To the south:
 - a. 3 story commercial building at 518 10th Street
 - b. Peterson House
 - c. 10 story office building
 - d. Low rise commercial buildings south to E Street
- C. To the north:
 1. F Street
 2. Former Woodward and Lothrop Department Store building, 130 feet, now devoted to mixed use office, retail and entertainment uses (approved as a planned unit development, ZC Case No. 00-33C, Order No. 940, April 16, 2001, effective May 11, 2001)
 3. Larger commercial area developed with office, retail and hotel uses
 4. Further to the north: site of old Convention Center, now used as a parking lot
- D. To the east:
 1. 10th Street
 2. Atlantic Building (120 foot office and retail building at 950 F Street, southeast corner of the intersection of 10th and F Streets)
 3. Ford's Theater on the east side of 10th Street between E and F Streets
 4. Carroll Square (110 foot office and retail building at 975 F Street, northeast corner of the intersection of 10th and F Streets)
 5. Larger commercial area developed with office, retail, hotel and residential uses
 6. Further to the east: National Museum of American Art/National Portrait Gallery and the Verizon Center
- E. To the south:
 1. 110 foot office building at 999 E Street (northeast corner of the intersection of 10th and E Streets)

2. 130 foot office building at 1001 Pennsylvania Avenue (block bounded by Pennsylvania Avenue and 10th, 11th and E Streets)
3. FBI Headquarters building in the block bounded by Pennsylvania Avenue and 9th, 10th and E Streets
4. Further to the south: the Federal Triangle and the Mall

F. To the west:

1. 130 foot office buildings at 555 12th Street (block bounded by 11th, 12th E and F Streets) and at 501 and 555 13th Street (block bounded by 12th, 13th E and F Streets)
2. Metro Center (larger commercial area developed with office and retail uses)

VI. Zoning:

A. Subject property: DD/C-4

1. C-4
 - a) General commercial district permitting almost all retail, service and office uses, as well as hotel, residential and institutional uses
 - b) Maximum height: 130 feet if on a street at least 110 feet wide, 110 feet otherwise
 - c) Maximum FAR: 10.0 if on a street at least 110 feet wide, 8.5 otherwise
 - d) Minimum required parking:
 - (1) Office: one space for each 1,800 square feet of gross floor area in excess of 2,000 square feet
 - (2) Retail: one space for each 3,000 square feet of gross floor area in excess of 30,000 square feet
 - e) PUD guidelines
 - (1) Height: 130 feet
 - (2) FAR: 10.5

- (3) Yards and courts: as otherwise provided, subject to the Zoning Commission's discretion to approve greater or lesser
- (4) Parking and loading: as otherwise provided, subject to the Zoning Commission's discretion to approve greater or lesser

2. Downtown Development (DD) Overlay

- a) Applies to new buildings and alterations or additions to existing buildings involving more than 100 percent of assessed value of building in any twelve month period
- b) Height is maximum permitted under the Act of 1910 (120 feet)
- c) Downtown Shopping District subarea (§1703)
 - (1) All of leasable space on ground floor but not less than 0.5 FAR must be devoted to retail and arts uses (§1703.3(a))
 - (2) At least 50% of the preferred uses on the ground floor must be arts uses from §1711 (§1703.3(d))
 - (3) Bonuses provided for special uses, including department stores and anchor stores (§1703.4)
 - (4) Maximum FAR is 10.5 using bonuses (§1703.6)
- d) Historic Preservation subarea (§1704)
 - (1) Limited to on-site FAR of 6.0 (§1707.4)
 - (2) Existing building of more than 6.0 FAR may be used for any permitted use (§1707.7)
- e) Special provisions applicable to PUDs (§1700.7)
 - (1) To be used for superior projects
 - (2) Cannot reduce requirements for preferred uses

B. Broader area:

1. DD/C-4

2. DD/C-5(PAD) further to the south
3. DD/C-3-C further to the north

C. History

1. Site was zoned C-4 in 1958
2. Included in SHOP Overlay District in March, 1989
3. Included in Downtown Development District in January, 1991

VII. Description of the proposed project

- A. Office building with ground floor retail space
- B. Height: maximum of 120 feet
- C. Floor area ratio: 8.30 (7.64 office and 0.66 retail) – total gross floor area of 97,872 square feet
- D. Parking: 61 total spaces in underground garage
 1. 23 complying spaces
 2. 38 vault spaces
- E. Comparison to matter-of-right and PUD standards for proposed zoning
 1. Uses: office and retail uses permitted as a matter-of-right
 2. Height:
 - a) Matter-of-right: 110 feet
 - b) PUD guideline: 130 feet (limited to 120 feet under Height Act of 1910)
 - c) Proposed: maximum of 120 feet
 3. FAR:
 - a) Matter-of-right: maximum of 6.0 (limited by §1707.4 of the DD Overlay)
 - b) PUD: maximum of 10.5

- c) Proposed: 8.30 (approximately 97,872 square feet of gross floor area)

VIII. Compliance with PUD evaluation standards of §2403

- A. Impact of project shall be favorable, capable of being mitigated or acceptable (§2403.3)
 - 1. Appropriate commercial infill development in an area characterized by high-rise, high-density commercial uses, some on same sites as preserved historic structures
 - 2. Additional height and density is consistent with existing height and density on other three corners of this intersection, in the subject square and in the immediate vicinity
 - 3. Additional height and density is appropriate given relationships to existing historic buildings, as determined by the Historic Preservation Review Board
 - 4. Traffic will have no unacceptable impact on levels of service at build-out, per report by O.R. George & Associates
- B. Project is not inconsistent with the Comprehensive Plan (§2403.4): see section IX, below
- C. Commission shall “judge, balance, and reconcile the relative value of project amenities and public benefits offered, the degree of development incentives requested and any potential adverse effects” (§2403.8)
- D. Public benefits and project amenities
 - 1. Historic preservation
 - a) Retention and rehabilitation of building at corner of 10th and F Streets
 - b) Dismantling, restoration and relocation of Waffle Shop to a new location in the Squares bounded by 6th, 7th, K and L Streets, N.W.
 - 2. Sustainable design features – minimum of 26 LEED points
 - 3. Expansion by easement (to a height of 16 feet) of the public alley bordering the site from effective width of 15 feet to 20 feet

4. Affordable housing: contribution of \$50,000 to the Housing Production Trust Fund
5. Uses of special value: continued coordination with Ford's Theatre to further enhance its presence in the vicinity
6. Urban design and architecture – design with appropriate setbacks not required by zoning respecting the structures to remain on the site and in the neighborhood
7. Car sharing space on first garage level
8. First Source employment opportunities and MOU with Department of Small and Local Business Development

balanced against

E. Development Incentives:

1. Increase in gross floor area of 27,132 square feet over the limitation of 6.0 FAR under the DD Overlay
2. 2,343 square feet less than permitted as a matter-of-right under C-4 @ 8.5 FAR
3. 25,923 square feet less than permitted in a PUD in C-4 (10.5 FAR)

F. Areas of flexibility from DD/C-4 or PUD standards:

1. Minimum area
 - a) Required: 15,000 square feet
 - b) Provided: 11,790 square feet
 - c) Relief provided for in §2401.2
 - (1) Commission may waive up to 50%
 - (2) Development is of exceptional merit and in best interests of city or country
 - d) Waiver requested is 21%

- e) Project meets requirement for waiver: design and scale allow for rehabilitation of historic façade at the corner and rebuilding of Waffle Shop at another location, neither of which would happen without the PUD
2. FAR
- a) Maximum permitted under DD/C-4 (§1707.4): 6.0
 - b) Provided: 8.3
 - c) Flexibility requested: 2.3 FAR (27,132 square feet of gross floor area)
3. Courts
- a) Required: minimum width of court of 3 inches per foot of height but not less than 12 feet
 - b) Provided: multiple courts at multiple levels, some not meeting the required width for the height
4. Parking
- a) Required: 49 spaces, reduced by 25% to 37 spaces because of proximity to Metro)
 - b) Provided: 23 complying spaces plus 38 spaces partially in the vault
 - c) Flexibility requested: 14 spaces
5. Loading
- a) Required: 1 berth @ 30 feet deep and 1 service/delivery loading spaces @ 20 feet deep
 - b) Provided: 1 berth @ 30 feet deep
 - c) Flexibility requested: 1 service/delivery loading space @ 20 feet deep
6. Roof structure relief
- a) Required: setback 1:1 from exterior walls

- b) Provided: no setback adjacent to the public alley to the west and the side lot line wall on the south

IX. Consistency with the Comprehensive Plan - The District Elements - The Comprehensive Plan Amendment Act of 2006 (D.C. Law 16-300, March 8, 2007)

A. Framework element – guiding principles

1. Managing growth and change

- a) "Change in the District is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, and homelessness." (§2.3, ¶217.1)
- b) "Diversity also means maintaining and enhancing the District's mix of housing types. Housing should be developed for households of different sizes, including growing families as well as singles and couples." (§2.3, ¶217.3)
- c) "The District needs both residential and non-residential growth to survive. Non-residential growth benefits residents by creating jobs and opportunities for less affluent households to increase their income." (§2.3, ¶217.4)
- d) "Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community context. Adequate infrastructure capacity should be ensured as growth occurs." (§2.3, ¶217.6)
- e) "Growth in the District benefits not only District residents, but the region as well. By accommodating a larger number of jobs and residents, we can create the critical mass needed to support new services, sustain public transit, and improve regional environmental quality." (§2.3, ¶217.7)

2. Increasing access to education and employment

"An economically strong and viable District of Columbia is essential to the economic health and well being of the region. Thus, a broad spectrum of private and public growth (with an appropriate level of supporting infrastructure) should be encouraged. The District's economic development strategies must capitalize on the city's location at the center of the region's transportation and communication systems." (§2.3, ¶219.2)

B. Framework element – the Land Use Maps

1. The Generalized Policy Map purpose "is to categorize how different parts of the District may change between 2005 and 2025" (§2.4, ¶223)

2. Includes subject property in Central Washington area

3. The Future Land Use Map – includes property in high density commercial category, described as follows:

"This designation is used to define the central employment district of the city and other major office employment centers on the downtown perimeter. It is characterized by office and mixed office/retail buildings greater than eight stories in height, although many lower scale buildings (including historic buildings) are interspersed." (§2.4.2, ¶224.14)

4. Maps are intended to provide generalized guides for development and conservation decisions (§2.4.2, ¶224.24)

- a) Future Land Use Map does not follow parcel boundaries and its categories do not specify allowable uses or dimensional standards
- b) By definition Map is to be interpreted broadly
- c) Future Land Use Map is generalized depiction of intended uses in the 20 year horizon
- d) Densities within any given area are across-the-board; individual buildings may be higher or lower
- e) Density bonuses through PUDs may result in heights that exceed typical ranges
- f) Zoning is guided by the Future Land Use Map, interpreted in conjunction with the text of the Plan, including citywide elements, area elements and approved small area plans

C. Land Use element

1. Overall goal:

"Ensure the efficient use of land resources to meet long-term neighborhood, city-wide, and regional needs: to help foster other District goals, to protect the health, safety, and welfare of District residents and businesses; to sustain, restore, or improve the character and stability of neighborhoods in all parts of the city; and to effectively balance the competing demands for land to support the many activities that take place within District boundaries." (§302.1)

2. Policies and Actions

- a) Policy LU-1.1.1: Sustaining a Strong City Center: Provide for the continued vitality of Central Washington as a thriving business, government, retail, financial, hospitality, cultural, and residential center. Promote continued reinvestment in central city buildings, infrastructure, and public spaces; continued preservation and restoration of historic resources; and continued efforts to create safe, attractive, and pedestrian-friendly environments. (§304.6)
- b) Policy LU-1.1.4: Appropriate Uses in the CEA: Ensure that land within the Central Employment Area is used in a manner which reflects the area's national importance, its historic and cultural significance, and its role as the center of the metropolitan region. Federal siting guidelines and District zoning regulations should promote the use of this area with high-value land uses that enhance its image as the seat of the national government and the center of the District of Columbia, and that make the most efficient possible use of its transportation facilities. (§304.9)
- c) Policy LU-1.1.6: Central Employment Area Historic Resources: Preserve the scale and character of the Central Employment Area's historic resources, including the streets, vistas, and public spaces of the L'Enfant and McMillan Plans as well as individual historic structures and sites. Future development must be sensitive to the area's historic character and should enhance important reminders of the city's past. (§304.11)
- d) Policy LU-2.1.4: Rehabilitation Before Demolition: In redeveloping areas characterized by vacant, abandoned, and underutilized older buildings, generally encourage rehabilitation and adaptive reuse of existing buildings rather than demolition. (§309.9)

D. Economic Development element

1. Overall goal

"Strengthen the District's economy by sustaining its core industries, attracting new and diverse industries, accommodating future job growth, fostering the success of small businesses, revitalizing neighborhood commercial centers, improving resident job skills, and helping a greater number of District residents find and keep jobs in the Washington regional economy." (§701.1)

2. Policy ED-2.1.1: Office Growth: Plan for an office sector that will continue to accommodate growth in government, government contractors, legal services, international business, trade associations, and other service-sector office industries. The primary location for this growth should be in Central Washington and in the emerging office centers along South Capitol Street and the Anacostia Waterfront. (§707.5)

3. Policy ED-2.1.5: Infill and Renovation: Support the continued growth of the office sector through infill and renovation within established commercial districts to more efficiently use available space while providing additional opportunities for new space. (§707.9)

E. Urban Design element

1. Overall goal:

"Enhance the beauty and livability of the city by protecting its historic design legacy, reinforcing the identity of its neighborhoods, harmoniously integrating new construction with existing buildings and the natural environment, and improving the vitality, appearance, and security of streets and public spaces." (§901.1)

2. Policy UD-2.1.2: Downtown Street and Block Pattern: Maintain a fine-grained pattern of Downtown blocks, streets, and alleys, with intersections and frontages that encourage pedestrian movement and reduce the potential for immense variations in scale and "fortress-like" office buildings. (§909.8)

3. Policy UD-2.1.4: Architectural Excellence: Promote excellence in the design of Downtown buildings and landscapes. Particular attention should be focused on ground floor (street) levels, with greater architectural details used to improve visual image. (§909.10)

4. Policy UD-3.1.1: Improving Streetscape Design: Improve the appearance and identity of the District's streets through the design of street lights, paved surfaces, landscaped areas, bus shelters, street "furniture", and adjacent building façades. (§913.7)
5. Policy UD-3.1.7: Improving the Street Environment: Create attractive and interesting commercial streetscapes by promoting ground level retail and desirable street activities, making walking more comfortable and convenient, ensuring that sidewalks are wide enough to accommodate pedestrian traffic, minimizing curb cuts and driveways, and avoiding windowless facades and gaps in the street wall. (§913.14)

F. Historic Preservation element

1. Overall goal:
 - a) "Preserve and enhance the unique cultural heritage, beauty, and identity of the District of Columbia by respecting the historic physical form of the city and the enduring value of its historic structures and places, recognizing their importance to the citizens of the District and the nation, and sharing mutual responsibilities for their protection and stewardship" (§1001.1)
2. Policy HP-2.4.1: Rehabilitation of Historic Structures: Promote appropriate preservation of historic buildings through an effective design review process. Apply design guidelines without stifling creativity, and strive for an appropriate balance between restoration and adaptation suitable from the particular historic environment. (§1011.4)
3. Policy HP-2.4.2: Adaptation of Historic Properties for Current Use: Maintain historic properties in their original use to the greatest extent possible. If this is no longer feasible, encourage appropriate adaptive uses consistent with the character of the property. (§1011.5)
4. Policy 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. (§1011.6)

5. Policy HP-3.2.1: Preservation and Community Development: Promote historic preservation as a tool for economic and community development. (§1017.3)

G. Central Washington Area element

1. Policy CW-1.1.1: Promoting Mixed Use Development: Expand the mix of land uses in Central Washington to attract a broader variety of activities and sustain the area as the hub of the metropolitan area. Central Washington should be strengthened as a dynamic employment center, a high-quality regional retail center, an internationally-renowned cultural center, a world-class visitor and convention destination, a vibrant urban neighborhood, and the focus of the regional transportation network. New office and retail space, hotels, arts and entertainment uses, housing, and open space should be encouraged through strategic incentives so that the area remains attractive, exciting, and economically productive. (§1608.2)
2. Policy CW-1.1.2: Central Washington Office Growth: Retain Central Washington as the premier office location in the Greater Washington region. (§1608.3)
3. Policy CW-1.1.8: Promote Central Washington Retail: Develop and promote Central Washington as a regional retail destination. Particular emphasis should be placed on sustaining a concentrated regional shopping area at:
 - a) The F and G Street corridors between 7th and 15th Streets NW

....

The design of streets and facades in these areas should be conducive to pedestrian-oriented shopping, with wide sidewalks, window displays, well managed on-street vending activities, outdoor seating areas, and other shopper amenities. A mix of traditional large-format retail anchors and specialty shops should be encouraged. (§1608.9)
4. Policy CW-1.1.12: Reinforcing Central Washington's Characteristic Design Features: Reinforce the physical qualities that set Central Washington apart from all other major American city centers, including the L'Enfant framework of diagonal avenues and park reservations, relatively low building heights, the great open spaces of the National Mall and Tidal Basin, the large number of historic and/ or monumental buildings, and the blending of historic and contemporary architecture. (§1608.13)

5. Policy CW-1.2.2: Preservation of Central Washington's Historic Resources
6. Protect and enhance Central Washington's historic resources by continuing the current practices of:
 - a) preserving the area's historic buildings and districts
 - b) requiring that renovation and new construction is sensitive to the character of historic buildings and districts
 - c) applying design incentives and requirements to encourage preservation, adaptive reuse, and appropriate relationships between historic development and new construction
 - d) encouraging the adaptive reuse of historic and architecturally significant buildings
 - e) preserving the original L'Enfant Plan pattern of streets and alleys, especially alleys that provide for off-street loading, deliveries, and garage access (§1609.2)

Historic resources should be recognized as essential to Downtown's economic vitality and competitive edge, particularly for retail, tourist, and entertainment activities. (§1609.3)

7. Policy CW-2.1.1: Strengthening the Retail Core: Strengthen the traditional retail core along F and G Streets between 9th and 15th Street NW. Encourage the extension of the retail core eastward to 6th Street NW to create greater synergy between this area and Gallery Place. Large scale retail and entertainment uses should continue to be strongly encouraged as buildings in the Downtown Retail Core are adaptively reused, and as new infill development takes place. (§1611.6)
8. Policy CW-2.1.3: Creating a Critical Mass of Retail Choices: Improve Downtown's viability as a shopping destination by encouraging additional small retailers to locate around existing retail anchors, adding new major retail anchors, and requiring continuous ground floor retail space wherever appropriate. Encourage the greatest possible variety of goods, services, and pricing so that the Retail Core meets the needs of a diverse range of residents, employees, and visitors. (§1611.8)

9. Policy CW-2.1.4: Establishing a Unique Identity for Downtown Shopping: Enhance the identity of the Downtown Retail Core as a unique shopping area. Design attention should be focused on the lower levels of buildings, with at grade retail frontages and frequent street-level store entrances. Special features such as canopies, signs, and lighting should be used to create a vibrant shopping environment. Streetscape and landscape design, street lighting, and signage should contribute to the area's unique sense of place. (§1611.9)
10. Policy CW-2.1.5: Pedestrian Movement in the Retail Core: Emphasize and encourage pedestrian movement in the Downtown Retail Core, particularly along F, G, and H Streets NW. Future development in this area should create and support street-level activity. Interior or underground pedestrian arcades or passageways should be discouraged. (§1611.10)

X. Compatibility with the area

- A. Uses: permitted under existing zoning
- B. Adaptive reuse of existing structure
- C. Height and density similar and comparable to existing conditions in the area

XI. Conclusions

- A. Project is not inconsistent with the Comprehensive Plan
- B. Project is within the applicable height and bulk standards of the Zoning Regulations
- C. Project provides an appropriate balance between the development proposed, the flexibility requested and the benefits and amenities provided
- D. PUD allows the Zoning Commission to condition approval to what is specifically proposed, without allowing more density or uncontrolled development
- E. Project should be approved