

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING



Office of the Director

SUPPLEMENTAL REPORT

TO: District of Columbia Zoning Commission
FROM:  Ellen McCarthy, Director, Office of Planning
DATE: November 28, 2005

SUBJECT: Supplemental Report for Zoning Commission Case # 04-14/01-31TE/98-17F/95-16P
Florida Rock Property, 100 Potomac Ave. SE. (Ward 6, Sq. 707, 708, 708E, 708S)
Application for a Stage II Planned Unit Development and Map Amendment

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I. RECOMMENDED ACTION

OP recommends that the Zoning Commission defer action on Zoning Commission Case #04-14, Florida Rock Property Stage II PUD until April, 2006, pending completion of South Capitol Street and Ballpark Area master planning initiatives and incorporation of potential site plan alterations to the Florida Rock site which may result; and resolution of the applicant's amenity package.

II. BACKGROUND

At its July 12, 2005 meeting, the Zoning Commission set down for a public hearing Case # 04-14, Stage II review of redevelopment of the Florida Rock property (FRP) located on the south side of Potomac Avenue SE, between South Capitol and First Streets SE. The 5.8 acre waterfront site is currently occupied by Virginia Concrete, and there is no public access to its 800 linear feet of waterfront. The site slopes down from Potomac Avenue to the bulkhead along the river. The site is within the Anacostia Waterfront Initiative and the Near Southeast Target Area, and within the Buzzard Point / Near Southeast Development Opportunity Area.

The proposed project includes just over 1 million square feet of office, residential, hotel and retail development in three buildings connected by underground parking, all within Squares 707, 708, 708E, 708S. Square 664E, which was included in past versions of applications for this site, is no longer part of the application. Retail development will line the streets, and the waterfront is proposed to be landscaped as a promenade and bike trail, part of the Anacostia Riverwalk system.

A more comprehensive review of the application, the planning history for this site, and OP analysis is provided in the attached OP reports for setdown, dated July 2, 2004 and September 3, 2004.

III. CURRENT PROPOSAL

The overall form of development, as described in the Applicant's November 18, 2005 Supplemental to the Pre-Hearing statement (dated May 3, 2005), has not changed significantly from that which was proposed as part of the original application. Minor changes include:

[REDACTED]
[REDACTED]

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- Improvements to the location and functioning of loading and parking access from Potomac Avenue SW – OP is supporting of these changes in concept.
- Alternatives for the design of the west building, as it relates to various potential configurations of a new form of intersection at Potomac Avenue and South Capitol Street.
- The two changes noted above result in opportunities for some ground floor changes which may increase the amount and location of retail space.
- A correction to the FAR calculation, to increase the residential floor area by just over 14,000 square feet. The revised amount is still within that permitted under Stage 1 approval.
- Removal of a significant amenity item, the landscaping and maintenance of Reservation 247, as this site is now part of the Ballpark site. The applicant has committed to providing an open space amenity with a monetary amount equivalent to that proffered for Res. 247, but the submission does not describe an alternative for this amenity item. OP concurs that resolution of this issue is dependant on additional discussion and planning for the overall area.
- Additional resolution of the affordable housing component, which would consist of 9,600 square feet of residential area (equivalent to 15% of the bonus residential density), available as “workforce” housing at 80 – 120% AMI.

IV. OP ANALYSIS

OP remains supportive of the overall design intent for the site, and supportive of the densities and heights approved as part of Stage 1 review and as proposed in the current submission. However, as noted by the applicant, there are significant issues which are unresolved, but for which greater resolution is expected in the near future. These include resolution of the nature of improvements to the South Capitol Street corridor by DDOT; the nature of improvements and alterations to Potomac Avenue SE and First Street SE; the nature of public open space along this section of the Anacostia waterfront; and the nature of other development within the general area. These outstanding issues may impact the design of the project, as well as the nature and scope of the amenity package.

DDOT has advised OP that they have not had an opportunity to review the most recent plans in detail. Decisions regarding property acquisition for the South Capitol Street corridor are imminent, so additional detail and certainty will be available over the next few months.

With regards to ballpark and area development, a submission for review of the ballpark design by the DC Sports and Entertainment Commission (DCSEC) is also eminent, and a Commission hearing to consider the design is anticipated early in 2006. The form and character of the ballpark structure, the location of retail within that structure, and the design of surrounding plazas and landscaping may impact use allocation and site planning on the FRP site.

OP has also been advised by the Anacostia Waterfront Corporation (AWC) that a Request for Expressions of Interest (“RFEI”) for Ballpark-Related Development was issued on September 16, 2005. The evaluation committee is expected to make a final recommendation of one or more developer teams, who will be able to negotiate development rights for land assets the AWC may acquire in the Ballpark District, for presentation to the AWC president and AWC Board in

December. This is expected to initiate a 90-day master planning process for the ballpark district (i.e. March, 2006 completion).

In addition, AWC anticipates that the draft Ballpark District Development Strategy Summary (posted on the AWC website September 23rd, 2005) and a draft South Capitol Street Plan will also be presented to the AWC Board in December. Following community review, submission of a final plan for AWC board approval is anticipated at either the February or March Board Meeting.

For these reasons, OP feels that by mid April 2006, the information needed to more fully assess this proposal against important broader planning initiatives will be available, with opportunity for the applicant and OP to assess potential impacts and opportunities for the FRP site.

V. SUMMARY AND RECOMMENDATION

While OP remains supportive of the applicant's overall development program, including the proposed heights, densities, and use mix, the nature and extent of outstanding issues and planning initiatives which directly and indirectly impact development on this property are significant. In particular, decisions regarding the layout of South Capitol Street and how it will meet Potomac Avenue and the proposed new Frederick Douglass Bridge (and the resulting impacts on size and configuration of the FRP site as well as off-site grading); the nature of development on surrounding properties; and the nature of the applicant's amenity package remain outstanding. As such, OP recommends that the Commission either postpone this public hearing, or conduct a public hearing but not close it to allow an opportunity for discussion of a more refined and certain proposal in the spring of 2006. To date, the applicant has been responsive to the changing nature of this part of the District, and discussions between the applicant, OP, AWC, and DDOT are ongoing. However, to permit greater certainty through the completion of the necessary planning work currently underway, a delay to allow the Commission to review a more finalized and resolved proposal is recommended.

EM/jl

Attachments:

1. OP setdown report, dated July 2, 2004.
2. OP supplemental setdown report, dated September 3, 2004.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

ATTACHMENT
I



Office of the Director

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: *AS for* Andrew Altman, Director
Office of Planning

DATE: July 02, 2004

SUBJECT: Setdown Report for Zoning Commission Case # 04-14/01-31TE/98-17F/95-16P
Florida Rock Property, 100 Potomac Ave. SE. (Ward 6, Sq. 707, 708, 708E, 708S)
Application for a second Stage Planned Unit Development and Map Amendment

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I. RECOMMENDED ACTION

OP recommends that the Zoning Commission set down for a Public Hearing Zoning Commission Case #04-14, Florida Rock Property Stage II PUD.

II. EXECUTIVE SUMMARY

On behalf of the owners, Holland & Knight, LLP has submitted a Second-Stage Planned Unit Development Application and Map Amendment for the Florida Rock Property site at 100 Potomac Avenue SE. The site is within the Anacostia Waterfront Initiative and the Near Southeast Target Area, and within the Buzzard Point / Near Southeast Development Opportunity Area. Virginia Concrete currently occupies the site.

The proposed project includes just over 1 million square feet of office, residential, hotel and retail development in three buildings connected by underground parking, all within Squares 707, 708, 708E, 708S. Square 664E, which was included in past versions of applications for this site, is no longer part of the application. Retail development will line the streets, and the waterfront is proposed to be landscaped as a promenade and bike trail, part of the Anacostia Riverwalk system.

OP feels that the application conforms to the design guidelines adopted for the site, as well as with the Comprehensive Plan, Anacostia Waterfront Initiative, and Near Southeast Plan goals and objectives. It also conforms to the proposed C-3-C zoning in terms of both density and height. The applicant is proffering an appropriate community amenity package.

As such, OP feels that the project merits being set down for Public Hearing.

III. SITE – See Site Map, Attachment I and Photos, Attachment II

The 5.8 acre waterfront site includes Squares 707, 708, 708E, 708S. The site is located between Potomac Avenue SE and the Anacostia River, and between First Street SE and the Frederick Douglass Bridge right-of way. It is currently developed and in use by Virginia Concrete, a concrete mixing and batching operation. The site has over 800 linear feet of waterfront on the

Anacostia River, but there is currently no public access. The site slopes down from Potomac Avenue to the bulkhead along the river.

IV. CONTEXT – See Context Map, Attachment III

The Florida Rock site is largely surrounded by industrial uses, other than the Anacostia River to the south. The closest Metro station is Navy Yard, a short walk to the north on M Street SE.

Much of the surrounding land is underutilized and underdeveloped. Significant redevelopment within the area is underway or anticipated, including the Southeast Federal Center Site, the WASA site, and USDOT Headquarters site, and the Arthur Capper Hope VI redevelopment site to the east and the north. Significant new development and the replacement of the Frederick Douglass Bridge are anticipated to the west. The site is part of the rapidly changing Near Southeast area, and is an integral component of the Anacostia River waterfront. Planning initiatives for the general area include:

1. Anacostia Waterfront Initiative

On March 22, 2002, twenty Federal and District agencies that own land or have jurisdiction along the Anacostia River signed the Anacostia Waterfront Initiative (AWI) Memorandum of Understanding (MOU). The MOU represents a commitment by all of the signatory agencies to create an active, cohesive, and well-planned Anacostia River waterfront. The vision of the AWI is of a clean and vibrant waterfront with parks, recreation uses, and places for people to meet, relax, encounter nature and experience the heritage of the waterfront. The AWI also seeks to revitalize surrounding neighborhoods, enhance and protect park areas, improve water quality and environment, and, where appropriate, increase access to the water and maritime activities along the waterfront. Mayor Williams officially released the Framework Plan for the AWI on December 3, 2003, with additional information available on the Office of Planning website at <http://planning.dc.gov>. Planning principles cited in the AWI are:

- (a) **Restore:** A Clean and Active River - The proposal, as submitted, includes initiatives to manage and filter, on site, storm water. Important new access along the edge of the river would be provided – with access comes increased interest and stewardship.
- (b) **Connect:** Eliminating Barriers and Gaining Access – The proposal includes vital access to the river via new internal streets, as well as a new waterfront promenade and riverwalk trail connecting the site to the SEFC site to the east.
- (c) **Play:** A Great Riverfront Park System - The proposal would provide the publicly accessible Riverwalk and Trail, as well as retail and entertainment overlooking and animating the waterfront. The amenity package also includes the landscaping of a small reserve area on the north side of Potomac Avenue.
- (d) **Celebrate:** Cultural Destinations of Distinct Character - The proposal includes destination retail along the water, and along major connection ways to the water. Its mix of uses includes hotel, and possibly entertainment space.

(e) **Live: Building Strong Waterfront Neighborhoods** - The proposal includes significant residential and hotel space along the edge of the Riverwalk, as well as office space along Potomac Avenue SE.

2. Near Southeast Target Area Plan

While the AWI established an overall vision for the Anacostia waterfront, it also includes identification and more detailed study of a number of “target areas”. The Near Southeast, the target areas that includes the subject site, is undergoing rapid transition with a number of separate potential or planned development projects. Building upon the issues arising from the Near Southeast Neighborhood and Waterfront Workshop of May 2000, a Plan for the Southeast has been drafted to help plan for and coordinate development within this area. Core recommendations of the Near Southeast Area Plan include:

- Provide for Continuous Open Space along the Southeast Waterfront, including a major park along the SEFC waterfront.
- Connect Existing and Future Neighborhoods and the District to Waterfront.
- Provide for Mixed-Use Development.
- Balance Uses along the M Street Corridor and New Jersey Avenue.
- Provide a Network of Open Spaces to connect communities and the river.
- Integrate Development Plans for sub-areas or specific proposals.

The Florida Rock proposal will further a number of these principles, by providing a mixed use development on the waterfront, which provides meaningful access to and along the edge of the river. In doing so, it contributes to the coordination of development plans along the waterfront. The proposal includes the creation of important riverwalk connections to the SEFC site waterfront park, as well as the creation of new physical and visual connections from the surrounding neighborhood to the waterfront.

3. South Capitol Street Gateway and Improvement Study

The District Department of Transportation and OP are currently coordinating separate South Capitol Street planning efforts. DDOT is competing a traffic and preliminary design study of the reconfigured transportation infrastructure resulting from the future construction of a new Fredrick Douglass Bridge. OP is currently completing a Small Area Plan for the corridor that will create a set of architectural and landscape design standards for new development. The goal of both efforts is the transformation of South Capitol Street into a grand and lively urban boulevard in the tradition of Pennsylvania Avenue and Connecticut Avenue, serving residents and visitors as a principal gateway to the U.S. Capitol, the Anacostia waterfront and the surrounding neighborhoods on both sides of the river.

The of the Florida Rock site design responds to its waterfront location, and to the potential reconfiguration of the access to the bridge with the possible creation of new open space where the access currently is (directly to the west of the Florida Rock site).

The Florida rock site is adjacent / close to a number of other significant developments projects and proposals, including:

1. WASA Pump Station Rehabilitation - Zoning Commission Case 04-07

WASA recently received Zoning Commission approval for largely technical upgrading of the two pump stations on the site, with a WASA commitment to provide a more comprehensive site development plan within 2 years. An important component of this approval is a WASA commitment to provide for the Anacostia Riverwalk along its riverfront, which permits a direct connection between the Florida Rock and SEFC sites.

2. Southeast Federal Center (SEFC) – Zoning Commission Case 03-06

The 44 acre SEFC site lies between M street SE and the Anacostia River, and between 1st Street SE and the Washington Navy Yard. Zoning Commission Case # 03-06 established a new SEFC Overlay and zoning for the SEFC lands to create a new mixed use neighborhood. The owner of land, the federal General Services Administration, has now selected a master developer for the site, Forest City Washington. The SEFC site will ultimately be developed with 1.8 million square feet of office; over 3 million square feet of residential; retail on major streets to serve both residents and visitors; and an important 5 acre minimum park space along the waterfront.

3. US Department of Transportation (DOT) Headquarters – Z.C. Case 03-05.

The new US DOT Headquarters is under construction at the center of the SEFC site, on M Street SE between New Jersey Avenue and 4th Street SE. Development will include approximately 1.5 million square feet of office space, to will bring an additional 7,500 federal employees to the neighborhood as well as some street retail and a large public plaza with retail space at the corner of New Jersey Avenue and Tingey Street.

4. Riverwalk Demonstration Trails

The District Department of Transportation (DDOT) has contracted with the Earth Conservation Corps, a non-profit youth service organization, to complete a design/build project of demonstration Anacostia Riverwalk Trails. State-of-the-art, low impact trail sections have been completed at the Matthew Henson Center in Buzzard Point, (directly to the east of the Florida rock site) and the Capitol Pump house, and are being constructed beneath the 11th Street Bridges.

V. BACKGROUND AND PLANNING HISTORY

First Stage PUD approval was issued pursuant to Order No. 850 in 1998. Second Stage approval was also given, in 1999 (order 910). A 2002 request to extend the approval was denied, due to concerns that the proposal no longer met evolving planning objectives for the area. However, in 2003, the Zoning Commission agreed to an extension of the First Stage approval and adopted a set of guidelines for development of a Second Stage application. Below is a short summary of past approvals of and changes to development applications for this site:

| Order / Application | Date | Type | Description |
|--------------------------------|-------------------------|-------------------------------------|---|
| Order 850; ZC Case 95-16P | 6/8/1998 | 1 st Stage PUD | Approved |
| Order 910, ZC Case 98-17F | 11/8/1999 | 2 nd Stage PUD | Approval for 1.5 million square feet of commercial development in two buildings ranging from 110 – 130 feet in height Square 664E to be developed with 1/4 million sq. ft. residential |
| Order 910-A ZC Case 01-31TE | 5/13/2002 | Extension request | Zoning Commission denied extension request |
| Order 910-B | 1/13/2003; 2/24/2003 | Reconsideration of extension denial | Zoning Commission voted to not extend Second Stage approval, but voted to extend First Stage approval for one year, subject to adopted set of design guidelines |

VI. PROPOSAL

The applicant is seeking Planned Unit Development (PUD) Second-Stage approval as well as rezoning to CG/C-3-C.

The applicant wishes to construct a mixed-use development of just over 1 million square feet in total area, including two office buildings on Potomac Avenue SE, and a hotel and a residential located closer to the waterfront along an extension of Half Street SE. Retail space would be located in the ground floor of all buildings, including along Potomac Avenue, Half Street, a pedestrian “alleé” connecting Potomac Avenue to the waterfront, and the wide riverwalk promenade. Site topography would be altered to allow all of the retail to be at one level, while the riverwalk promenade would incorporate the grade change in terraced levels. Underground parking for over 1,000 cars and loading facilities would be accessed from Potomac Avenue SE. Drop-off and delivery access to the hotel and residential units, as well as an additional access to underground parking, would be provided from the Half Street SE extension. Additional pedestrian access along the alleé and from the end of First Street SE would be provided.

The height of the four buildings would vary from 112 feet at the west end of the site to 92 feet at the east end. The roof of the office buildings is designed to be a “green” roof, and includes screening for the antennae area. Building design incorporates a number of setbacks, particularly along the elevation facing the river.

The site plan includes the riverfront promenade with segregated bike and pedestrian pathways, seating, and planting areas – some of which serve in the stormwater retention and infiltration program. “Green” building and site design are an important component. As part of the amenity package, the applicant is also proposing off-site landscaping, including a riverwalk connection to the SEFC land to the east (across the WASA site), and Reservation 247, controlled by the District, including the installation of additional bio-infiltration beds.

VII. COMPREHENSIVE PLAN – Refer Also To Attachment IV

The proposal would particularly further the following major themes of the Comprehensive Plan, as outlined and detailed in **Chapter 1 - General Provisions Element**:

- (a) *Stabilizing and improving the District's neighborhoods:* The proposed mixed-use development would also provide greater accessibility to a cleaner, more public waterfront than the current industrial zoning and development.
- (b) *Increasing the quantity and quality of employment opportunities in the District:* The AWI vision for this area is the transformation from a predominantly heavy industrial use to a more mixed-use form of development. The Florida Rock project would provide more varied employment opportunities in hotel, office and retail space.
- (d) *Preserving and promoting cultural and natural amenities:* The proposal includes greater access to and stewardship of the Anacostia waterfront. The development itself may incorporate a cultural component.
- (e) *Respecting and improving the physical character of the District:* The area is currently underutilized but has great potential due to its proximity to the waterfront.
- (h) *Reaffirming and strengthening the District's role as the economic hub of the National Capital Region;*
- (i) *Promoting enhanced public safety:* A broader range of more intensive uses, including greater access along and to the waterfront, will help to make this desirable area more inviting and safe for all residents of the District.

The Comprehensive Plan also includes a number of specific sections of relevance to this application, including ones related to Economic Development, Housing, Environmental Protection, Transportation, Urban Design and Land Use, especially ones related to new development along the Anacostia waterfront. In addition, the proposal would further a number of goals and objectives for Ward 2, which the site was within prior to the 2002 Ward distribution, and Ward 6. An outline of these sections of relevance is provided in Attachment IV.

VIII. COMPREHENSIVE PLAN GENERALIZED LAND USE MAP

The Comprehensive Plan Generalized Land Use Map shows the site as “mixed use” high density residential / medium-high density commercial / production and technical employment development. The proposal, which would provide a complete mix of residential, office, retail, and hotel uses, is not considered to be inconsistent with this designation.

The site is also within the Buzzard Point / Near Southeast Development Opportunity Area. As noted in the Comprehensive Plan §1118.3, “*Development opportunity areas are areas that offer opportunities to accommodate new growth and development. Development opportunity areas may be designated for housing, commercial development, employment centers, or for a mixture of uses*” The Plan goes on to state, in §1337.3 “*The Buzzard Point/Near Southeast area ... has the potential for becoming a prime waterfront site and southern gateway into the city.*” OP feels that the Florida Rock site proposal, located directly on the edge of the Anacostia River

adjacent to the Frederick Douglass Bridge – the gateway to the downtown area from pints south - directly and significantly contributes towards the realization of this greater potential for the area.

IX. SNAP – CLUSTER 27

The SNAP planning process identified goals for individual neighborhood clusters, and documented the tracking of issues to ensure that they are addressed through to completion. The SEFC is part of Cluster 27. Cluster workshop participants were asked to identify priorities for additional action planning:

| Cluster 27 Priorities: | Florida Rock Proposal: |
|--|---|
| Affordable Housing | The proposal would provide considerable new housing in the area, and the applicant has committed to provide affordable units as part of the PUD. |
| Community Building and Human Development | The proposal would provide new workers and residents to the area, as well as new retail space. |
| Open Space, Recreation, and Environment | The proposal would provide important new access to and along the river. As part of the amenity package, the applicant has also committed to the provision of a small park, and the Riverwalk connection between the FRP and SEFC sites. Finally, the application includes a comprehensive storm water management program. |
| Neighborhood Economic Development | The proposal would remove an industrial use, but would provide new office, hotel and retail employment. |
| Public Safety and Security | The new development with substantial residential and office components, would increase the population of people utilizing the area, which should increase perceptions of safety and security. |

X. ZONING ANALYSIS – refer also to Project Profile, Attachment V

Capital Gateway (CG) Overlay District: A planning process for the Buzzard Point area, which includes the Florida Rock site, culminated on April 19, 2002 with the adoption of new zoning, including W-2 (medium density mixed residential / commercial) zoning along the waterfront. In addition, the CG Overlay District established waterfront setback requirements, bonus density and height regulations, M Street design standards, and combined lot and PUD development requirements.

| Standard | CG/W-2 | CG/C-3-C PUD | PUD Stage I Order 850 | Order 910-B | Proposed |
|-------------------|-------------|--------------|-----------------------|--------------|--------------|
| Height: | 70 ft. max. | 130 ft. max. | 109 – 130 ft. | 90 – 110 ft. | 92 – 112 ft. |
| Floor Area Ratio: | 5.0 max. | 8.0 max. | 6.0 max. | 4.4 max. | 4.28 |
| Commercial FAR | 2.0 max. | 8.0 max. | 6.0 max. | 2.47 max. | 2.53 |
| Residential FAR | 5.0 max. | 8.0 max. | 6.0 max. | 1.74 min. | 1.74 |
| Lot Occupancy: | 75% | 100% | 58% | n/a | 58% |

The Florida Rock site falls within the CG/W-2 area. As part of the 1999 PUD approval, C-3-C zoning for the site was established. However, that approval has since expired, and the current application includes a request to amend the zoning to CG/C-3-C. The Project Profile (Attachment V) analyzes the application against both the CG/W-2 and C-3-C regulations.

The application would meet C-3-C PUD height and density requirements. However, the proposal is at a height and density greater than that permitted under CG/W-2, although within the total density permitted under the CG/W-2 provisions, with Zoning Commission approval. The applicant has also noted that zoning regulation flexibility from open and closed court regulations¹ and from loading dock requirements² appear to be required.

Zoning Commission Order 910-B, which provided for the extension of the First Stage PUD approval, was approved for a one-year period in 2003 and incorporated a set of design guidelines and parameters. Although many of the provisions of the Order are somewhat subjective, as is always the case with the design guidelines, OP feels that the proposal would generally conform to these standards and design guidelines. A preliminary review of the application against each of these guidelines is included in this report as Attachment VI.

As noted in the chart above, Order 910-B also established specific maximum density, maximum commercial density, minimum residential density, and maximum building height provisions. The application, as proposed, is within the overall FAR limit established, and provides the required amount and type of residential density. The proposal slightly exceeds the commercial FAR restriction, to increase the amount of ground floor level retail to serve residents and visitors to the site, and to maximize street animation. OP supports this minor variation.

The proposed buildings would also be slightly taller than the height established in the guidelines, by 2 feet, to better accommodate a higher ground floor retail height of 14 feet, as recommended by the applicant's retail consultant. OP further notes that, as part of Zoning Commission Case 04-02, the Commission is considering the establishment of a minimum retail height of 14' throughout the CG Overlay District. OP has no concerns with this minor height adjustment.

XI. PURPOSE OF A PLANNED UNIT DEVELOPMENT

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. The PUD process is *“designed to encourage high quality developments that provide public benefits.”* Through the flexibility of the PUD process, a development that provides amenity to the surrounding neighborhood can be achieved.

Pursuant to Section 2402.2, the applicant is currently requesting Stage II approval. Stage I, approved in 1998 and most recently extended in 2003, involved *“a general review of the site’s suitability for use as a PUD; the appropriateness, character, scale, mixture of uses, and design of the uses proposed; and the compatibility of the proposed development with city-wide, ward,*

¹ Most of the courts appear to fully conform to width and area requirements, but the applicant has identified three small non-conforming closed court areas and one non-conforming open court area.

² Although the development provides all of the required loading berths, the one required for the residential building is proposed to be as part of a combined loading area, under the West Office Building and Hotel, with a direct Service connection provided via a service elevator, shared with the hotel, connecting to a dedicated service corridor that connects to the secure Residential parking area which provides access to the Residential building's service elevator. A Service Delivery van berth is provided at the ground floor of the Residential Building.

and area plans of the District of Columbia, and the other goals of the PUD process". The current Stage II PUD process is intended to provide "a detailed site plan review to determine compliance with the intent and purposes of the PUD process, the first stage approval, and (the zoning regulations.

XII. STANDARDS FOR PLANNED UNIT DEVELOPMENT

At over 250,000 sq.ft in area, the subject site meets the minimum 15,000 square foot area requirements of Section 2401.1 (c) to request a PUD.

The PUD standards state that the "*impact of the project on the surrounding area and upon the operations of city services and facilities shall not 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.*" (§2403.3)

Based on the information provided, OP believes that the project will have an overall positive impact on the neighborhood and the District. A more comprehensive analysis of the proposal against specific PUD standards and requirements will be provided prior to a Public Hearing.

XIII. PUBLIC BENEFITS AND AMENITIES

Section 2403.5 through 2403.13 discusses the definition and evaluation of public benefits and amenities. In its review of a PUD application, §2403.8 of the Zoning Regulations states that "*the Commission shall judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case*". To assist in the evaluation, the applicant is required to describe amenities and benefits, and to "*show how the public benefits offered are superior in quality and quantity to typical development of the type proposed...*" (§2403.12).

Amenity package evaluation is based on an assessment of the additional development gained through the application process. In this case, the applicant is requesting additional height and density, when compared to the base W-2 regulations. W-2 permits a density of 4.0; the applicant is proposing an FAR of 4.28, equivalent to 90,326 square feet (about 8% of total square footage). However, the application is, overall, within the density limit imposed by Order 910-B.

In summary, the applicant's amenity package, with preliminary OP comments, includes:

- 1. Urban Design, Architecture, and Landscaping** – The applicant states that the project provides benefit to the neighborhood by serving as a catalyst for additional redevelopment in the area and along the waterfront, and providing linkages from the community to and along the water's edge. OP agrees that the development will be of benefit to the immediate community and the District.
- 2. Landscaping** – Significant areas of landscaping include the Waterfront promenade, pedestrian connection ways to the waterfront, and the District owned Reservation 247 and land at the foot of First Street SE. This includes the design and installation of the landscaping, and the maintenance of the off-site landscaped areas for a period of five

years. OP feels that the development of the waterfront promenade and the off-site landscaping constitute significant public amenities.

3. **Environmental Features** – The applicant has agreed to develop the project to achieve LEED (Leadership in Energy and Environmental Design) certification. Design features will include water conservation; natural storm water runoff reduction, infiltration, and treatment; and energy and resource conservation and environmentally friendly building design and management through the construction and operation phases of the development. OP feels that this will provide long-term community and resident/worker benefit in terms of reduced load on municipal systems and improved quality and health of both outdoor and indoor spaces. OP anticipates that the project will add to a growing number of “green” developments, and serve as a model and standard for other developments.
4. **Affordable Housing** - The applicant has proposed the reservation of 9,600 square feet of residential area (8 units) for workforce housing, available to families making 80% of Median Family Income within the district, for a period of 20 years. This represents about 5% of the total residential area.

15% of density gained through the PUD is normally used as a starting point in calculating anticipated affordable housing. 15% of total density gained (when compared to the base W-2 zone) is 13,550 square feet (1.25% of total site development). However, this includes the density of the commercial and hotel portions of the development. Additional density for just the residential building cannot be determined because the individual buildings do not sit on separate lots.

In this case, a more appropriate way to calculate the affordable housing component would be to use the additional residential building height gained through the PUD. CG/W-2 permits a height of 70' for a residential building (with Zoning Commission approval), whereas the residential building is proposed to be 102 feet in height. OP estimates that this additional height translates into 3 stories of development, or approximately 60,000 square feet of residential development. 15% of this number is 9,000 square feet (4.6% of total residential development). The applicant has proposed 9,600 sq.ft. (5% of residential development), so OP supports this amount.

5. **Pedestrian / Bicycle Pathway** – The applicant will provide a 12' wide pedestrian / bicycle pathway over WASA lands, connecting the FRP site and the SEFC site to the east, and will work with WASA and other District agencies on the logistics of this item. The applicant has agreed to maintain the pathway for 5 years following installation. OP feels that this amenity, when combined with future WASA planning for the provision of public green space along the waterfront, will be of great benefit to the community.
6. **Water Taxi Dock** – The applicant is proposing to provide a dock for a future water taxi service. OP feels that such a service would be of benefit to residents, workers and visitors to the area and could, when established, help to reduce traffic congestion and parking demands.

7. **First Source Employment Opportunities** – The applicant has entered into a First Source Employment Agreement with the Department of Employment Services (DOES). OP supports this initiative as an amenity to the District.
8. **Local, Small or Disadvantaged Business Opportunities** – The applicant has committed a goal of Local, Small or Disadvantaged Business Enterprises participation in the development costs of the project. OP supports this initiative as an amenity to the District.

OP's initial analysis of the amenity package is that it is appropriate, and would be of benefit to people living and working in the new development, to waterfront visitors, to the surrounding neighborhood, and to the District as a whole.

XIV. AGENCY REFERRALS

This application will be referred to the following District agencies for review and comment:

- 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); and
- DC Public Schools (DCPS);
- DC Water and Sewer Agency (WASA).

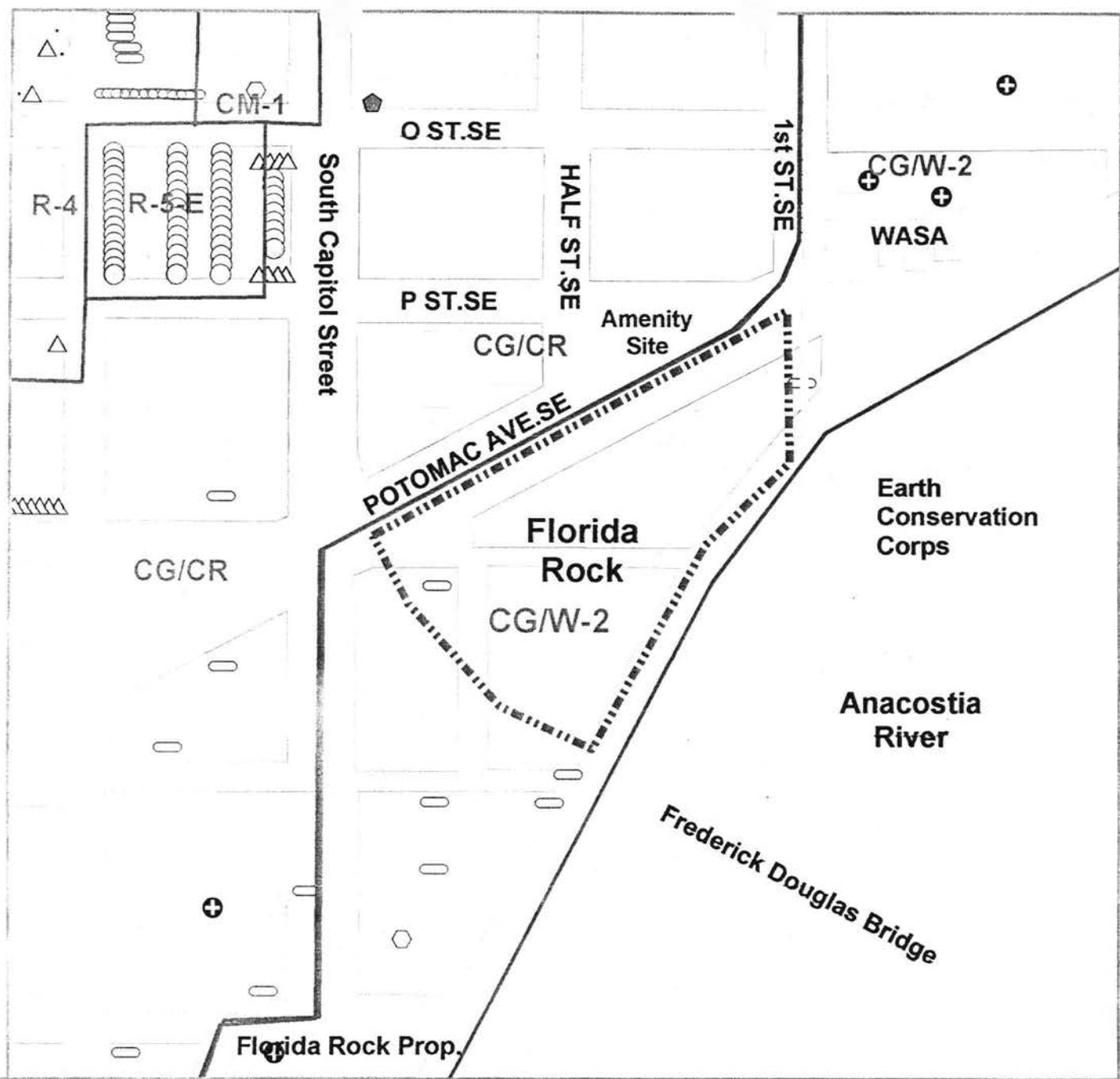
XV. RECOMMENDATION

The Office of Planning feels that this application merits being set down for public hearing, as being generally consistent with the goals and objectives for the area as outlined in the Comprehensive Plan and the Anacostia Waterfront Initiative; with the Mayor's goal of increasing the District's population by 100,000 residents; and with the overall intent of the Stage I PUD approval, as outlined in Zoning Commission Order 850 and updated in Order 910-B.

AA/jl

ATTACHMENTS:

1. Site Plan
2. Context Photos
3. Context Plan
4. Comprehensive Plan Relevant Sections
5. Project Profile
6. Compliance with Order 910-B, Design Guidelines



Legend

- Rowhouse
- Single-Family Semi-Detached
- △ Multi-family
- ◆ Store
- Office
- ⊕ Special Purpose
- Vacant
- Property Squares
- SITE
- Zoning Boundaries

ZONING COMMISSION CASE # 04-14 FLORIDA ROCK PROPERTY - SITE PLAN

★ ★ ★ Government of the
District of Columbia
Anthony A. Williams, Mayor

Office of Planning ~ June, 2004

This map was created for planning purposes from a variety of sources. It is neither a survey nor a legal document. Information provided by other agencies should be verified with them where appropriate.



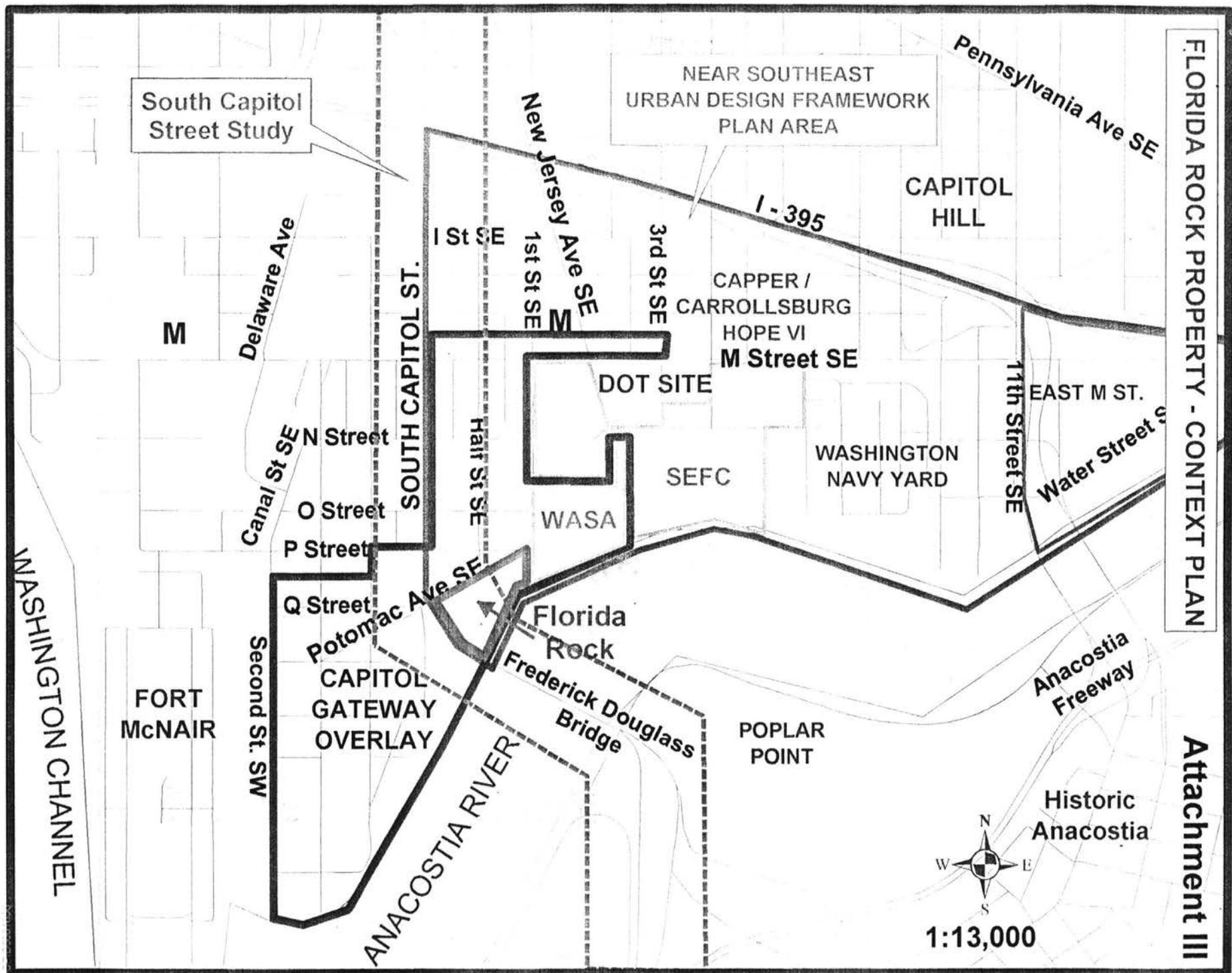
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ATTACHMENT I



FLORIDA ROCK PROPERTY - CONTEXT PLAN

Attachment III



Comprehensive Plan

Comprehensive Plan sections that are of relevance this proposal include:

Chapter 2 Economic Development Element

§206 Economic Development Outside The Central Employment Area

§206.1 The economic development outside the Central Employment Area objective is to create and expand economic activity and employment centers in target areas outside the Central Employment Area.

Chapter 3 Housing Element

§302.1 The general objectives for housing are to stimulate production of new and rehabilitated housing to meet all levels of need and demand and to provide incentives for the types of housing needed at desired locations.

§302.2 The policies established in support of the general objectives for housing are as follows:

(a) Encourage the private sector to provide new housing to meet the needs of present and future District residents at locations consistent with District land-use policies and objectives ...

Chapter 4 Environmental Protection Element

§402 Improving Water Quality

§402.1 The objectives of improving water quality are to improve the quality of water in the rivers and streams of the District to meet public health and water quality standards, and to maintain physical, chemical, and biological integrity of these watercourses for multiple uses, including recreation.

§405 Protecting The Quality Of The Land Areas

§405.2 The policies established in support of the protecting the quality of the land areas objective are as follows:

(f) Ensure public access to waterfront areas and protect and enhance their aesthetic and recreational qualities;

Chapter 5 Transportation Element

§502 Transportation: General

§502.2 The policies established in support of the general transportation objectives are as follows:

(a) Support land use arrangements that simplify and economize transportation services, including mixed-use zones that permit the co-development of residential and nonresidential uses to promote higher density residential development at strategic locations, particularly near appropriate Metrorail stations;

§507 Waterfront Transportation

§507.2 The policies established in support of the waterfront transportation objectives are as follows:

(b) Promote the construction of a continuous pathway along both the Potomac and Anacostia Rivers to provide walking, bicycling, and scenic vistas, and use many areas of parkland which are currently underused for recreational purposes.

Chapter 7 Urban Design Element

§700 Declaration Of Major (Urban Design) Policies

§700.2 The District must afford more attention to the future design and development of its waterfronts. The Potomac and Anacostia Rivers offer tremendous amenities which are unrealized and underutilized.

§706 Waterfront Design Areas Policies

§706.1 The waterfront design areas objectives are to do the following:

(c) Create and enhance relationships between the rivers and District residents, develop urban waterfronts and water-related recreation in appropriate locations, and establish attractive pedestrian connections from neighborhoods to activities along the waterfronts; and

(d) Promote residential and commercial development at appropriate waterfront locations.

§706.2 The policies established in support of the waterfront design areas objectives are as follows:

(a) Promote water-oriented public space uses at the water's edge such as promenades, view points, steps into the water, swimming and boating facilities, public art, or other water-related amenities;

(b) Require that waterfront design areas complement and enhance urban development;

(c) Require that waterfront design areas respond to the unique waterfront qualities of the respective site conditions;

(d) Require that site planning in these areas establish, and be sensitive to, the close interrelationship between buildings, parks and open spaces, and the rivers;

(e) Orient buildings, open spaces, and prominent views within each of these areas toward the water. These areas generally should not be separated from the shorelines by major roadways;

§712 Areas In Need Of New And Improved Character

§712.2 The policies established in support of the areas in need of new and improved character objective are as follows:

(e) Establish a new physical identity in areas having a strong negative image and where the surrounding areas lack character;

(f) Use extensive landscaping in areas without character to present a more positive image; and

(g) Utilize large-scale development or capital improvement projects as opportunities for establishing a positive image or redirection in deteriorated areas.

Chapter 11 Land Use Element

§1100 Declaration Of Major Policies

§1100.4 *The District's current industrial-zoned land is a diminishing resource that must perform two (2) key functions:*

- (a) First, it must continue to provide essential jobs and services for District residents, with the understanding that every effort will be made to mitigate or eliminate adverse impacts on surrounding communities; and*
- (b) Second, acknowledging the limited employment opportunities offered by many of the District's industrial land users, production and technical employment centers must be established:*
 - (1) Office support services, including those serving the federal government, communications, printing and publishing, wholesaling, transportation services, food services, and tourism support services will be promoted in these centers;*

§1100.6 *The District's waterfronts and shorelines are great natural assets which may be conserved and protected but which also represent exciting opportunities for the District's future development. The Land Use Element calls for the preparation of waterfront and shoreline plans to tap this recreational, cultural, housing, and commercial potential.*

§1100.7 *Among the specialized planning mechanisms to guide the future physical development of the District are the following:*

- (b) Development opportunity areas are areas designated to accommodate the District's major growth and development needs;*

The site is in Ward 6. Prior to realignment of the Wards in 2002, however, it was within Ward 2, and many Ward 2 policies and objectives have direct relevance to this case, particularly ones related to development along the waterfront and within the Buzzard Point/Near Southeast Development Opportunity Area:

Chapter 13: Ward 2 Plan

§1304 Ward 2 Objectives For Housing

§1304.1 *(a) Stimulate production of new and rehabilitated housing to meet all levels of need and demand and to provide incentives for the types of housing needed at desired locations;*

§1308 Ward 2 Actions In Support Of Environmental Protection Objectives:

§1308.1 *(a) Combat pollution of the Potomac and Anacostia rivers by:*

- (4) Cleaning up industrial areas of the Anacostia West Bank ...;*
- (7) Requiring that public space in new waterfront development be maintained along shorelines;*

§1311 Ward 2 Actions In Support Of Transportation Objectives

§1311.1 *(e) Increase pedestrian movement and safety and improve the pedestrian environment by doing the following:*

- (2) Developing adequate pedestrian walkways in areas of future development, including North Capitol Street, and Buzzard Point/Near Southeast;*
- (g) Encourage innovative transportation by water;*

§1317 Ward 2 Actions In Support Of The Urban Design Objective

§1317.1 (b) *Enhance the overall design character of Ward 2, and the special character of the different areas and neighborhoods of Ward 2, including those undergoing major redevelopment as follows:*

(2) *The city should include urban design guidelines as part of the planning program for Development Opportunity Areas and for other areas that will undergo major development in the future (Mount Vernon Square North, West End, and South Capitol Street/Buzzard Point);*

(d) *Emphasize superior design of new development and open space along Ward 2 waterfront areas as follows:*

(1) *The city, working with the National Park Service, shall ensure that Ward 2 waterfront areas, including ... Buzzard Point and along the Anacostia River, provide public access and use;*

(2) *Economic development incentives shall be used by the city to promote quality developments along waterfronts, with open space, parks for recreation and cultural programs, and street-level retail activity during the day and night;*

§1327 Ward 2 Actions In Support Of Residential Land Use Objectives

§1327.1 (c) *The District government should do the following:*

(5) *Develop a major new residential community as part of a mixed-use development in the Buzzard Point/Near Southeast area;*

§1329 Ward 2 Objectives For Office Development

§1329.1 (a) *To encourage development of office buildings in appropriate locations in Ward 2, especially in the Central Employment Area and in Development Opportunity Areas;*

§1333 Ward 2 Actions In Support Of The Hotel Development Objective

§1333.1 (a) *The District government should do the following:*

(3) *Encourage new hotels to locate in the Development Opportunity Areas;*

§1337 Ward 2 Development Opportunity Areas

§1337.3 *The Buzzard Point/Near Southeast area now contains deteriorated public housing, light industry, marginal small businesses, a military installation, federal buildings, and vacant sites, but has the potential for becoming a prime waterfront site and southern gateway into the city.*

§1348 Ward 2 Actions In Support Of The Waterfront Development Objective

§1348.1 (e) *Develop a major mixed-use community along the Buzzard Point waterfront, providing waterfront access and connections from adjacent areas, to the extent security concerns will permit;*

(f) *Prepare a coordinated plan for the entire waterfront area from the Southwest Fish Market through Fort McNair and Buzzard Point, connecting the waterfront areas to the east in Ward 6; and*

The proposal also furthers a number of Ward 6 objectives:

Chapter 17: Ward 6 Plan

§1701 Ward 6 Objectives For Economic Development

§1701.1 (a) *To encourage a range of commercial services and facilities for Ward 6 residents through appropriate development of commercial areas when needed and to upgrade commercial areas ... South Capitol from the Capitol to Buzzard's Point;*
(b) *To stimulate economic activity and employment opportunities and growth consistent with the respective needs of the various neighborhoods in Ward 6.*

§1705 Ward 6 Objectives For Housing

§1705.1 (b) *To stimulate production in Ward 6 of new and rehabilitated housing ... to provide housing opportunities to accommodate and allow for residential growth and stability according to area needs ...*

§1709 Ward 6 Objectives For Environmental Protection

§1709.1 (a) *To improve the quality of water in the District's rivers and streams to meet public health and water quality standards and to maintain the physical, chemical and biological integrity of these watercourses for multiple uses, including recreation;*

§1721 Ward 6 Objectives For Urban Design

§1721.1 (b) *To ensure that new development that occurs in Ward 6 complements and translates land uses into compatible, physical settings and preserves and enhances the outstanding qualities of the natural park areas;*

§1733 Ward 6 Objectives For Land Use

§1733.1 (a) *To maintain the general level of the existing Ward 6 residential uses, densities and heights, and to improve the physical condition of Ward 6 through the provision of functional, efficient and attractive residential, commercial and open space areas;*
(b) *To minimize conflicts between the various land uses in Ward 6 and to promote healthy residential environments through selective renewal, rehabilitation and neighborhood revitalization programs; and*
(c) *To locate the more intensive and active land uses in areas of Ward 6 that, by virtue of existing and planned infrastructures, can accommodate and support those types of uses and to monitor development and redevelopment adjacent to designated historic districts to ensure compatibility.*

| Design Guidelines - Case No.: 01-31TE/98-17F | | PUD Stage II Plans - No. 04-14 |
|---|--|------------------------------------|
| 1. Site Plan Organization | | |
| a. The site plan for the PUD Site shall be modified to reflect the proposed development of a minimum of three (3) independent buildings, creating a minimum of two (2) publicly accessible, primarily pedestrian oriented passages through the PUD Site for access from Potomac Avenue to the Anacostia River waterfront (the "Waterfront"). | Complies – 4 buildings shown | Complies with 3 or 4 access points |
| 2. Site Perimeter Setback and Build-to Requirements | | |
| a. Potomac Avenue, SE – Buildings fronting along Potomac Avenue, SE shall be designed to face on the Potomac Avenue, SE right-of-way line with no setback from that right-of-way, except for façade articulation and fenestration, and breaks for pedestrian accesses to the Waterfront. | Complies – multiple loading / parking accesses from Potomac of some concern, but there are no acceptable alternatives. | |
| b. First Street, SE – no building, fronting on what would be a theoretical extension of the right of way of First Street, SE through the PUD Site to the Waterfront, shall extend into area of the PUD Site covered by this theoretical extension of the First Street, SE, right of way. | Complies | |
| c. Anacostia River – To provide space for a broad esplanade for the full length of the PUD Site along the Waterfront, buildings would be set back at least seventy-five feet (75') from the exterior face of the Anacostia River bulkhead along the PUD Site. This setback line shall be perpendicular to the Anacostia River bulkhead. | Complies - 75' setback minimum | |
| The design of the facades of buildings fronting on the Waterfront would be further modulated behind this setback line to achieve a variety of setback dimensions for the buildings fronting on the Waterfront. | Complies – building design provides modulation in setbacks, materials, and overall form | |
| d. Frederick Douglass Bridge – All buildings on the PUD Site shall be set back from eastern edge of the structure of the Frederick Douglass Bridge. Buildings may not be located closer to the structure of the Bridge than the eastern boundary of the established right of way fixed in the official records of the District of Columbia, within which the Bridge structure is located. Actual building site locations fronting on the Bridge would be coordinated with and could be adjusted based upon the findings of the DC DOT Corridor Study for the South Capitol Street and Bridge relocation being undertaken as of the date of these Design Guidelines ("DC DOT Corridor Study"). | Appears to comply. OP further notes that a review of the Frederick Douglass Bridge replacement is underway, and could result in the bridge structure moving further to the west, away from the site. | |
| 3. Mid-block Points of Public Access to the Waterfront | | |
| a. Half Street, SE - The development plan for the PUD Site shall include the theoretical extension of Half Street, SE to the Waterfront as a pedestrian-focused, open-to-the sky, publicly accessible passageway, with a width of no less than sixty (60') at any point along the passageway; a limited number of motorized vehicles may be permitted to use the passageway to permit vehicular access to the proposed residential development, including a possible hotel, fronting on the Waterfront. | Complies Width appears to comply | |
| b. Additional Access Through the PUD Site – The development plan for the PUD Site shall include a minimum of one additional pedestrian-oriented, open-to-the sky, publicly accessible passageway, with a width of no less than forty (40') at any point along the passageway; the passageway shall be located east of the Half Street, SE, and west of First Street, SE, with this passageway having the intended purpose of providing an additional pedestrian oriented passageway from Potomac Avenue, SE to the Waterfront. | Complies - 40' access from Half Street to waterfront. Also enclosed lobby through retail building could provide pedestrian / visual access | |

| Standard | CG/W-2 | CG/C-3-C | CG/C-3-C PUD | PUD Stage I | Proposed ¹ |
|--------------------------------------|---|--|------------------|--------------------------|----------------------------------|
| Lot Area: | 253,500 sq.ft. | 253,500 sq.ft. | 253,500 sq.ft. | 253,500 sq.ft. | 253,500 sq.ft. |
| Uses: | medium density mixed use | High bulk major business and employment | | Residential / commercial | Residential/ office/retail/hotel |
| Number of Buildings: | n/a | n/a | n/a | 2 min. | 3 |
| Height: | 70 ft. max. | 90 ft. max | 130 ft. max. | 109 – 130 ft. | 92 - 112 ft ² . |
| Floor Area Ratio: | 5.0 max. | 6.5 max. | 8.0 max. | 6.0 max. | 4.28 |
| Square Feet: | 1,267,500sq.ft. | 1,647,750 sq.ft. | 2,020,800 sq.ft. | 1,647,750 sq.ft. | 1,084,464 sq.ft. ³ |
| Max. Commercial: | 507,000 sq.ft. | 1,647,750 sq.ft. | 2,020,800 sq.ft. | 1,647,750 sq.ft. | 642,394 sq.ft. |
| Lot Occupancy: | 75%; | 100% max. | | 58% | 58% |
| Square Feet: | 190,125 sq.ft. | 253,500 sq.ft. | | | 147,030 sq.ft. |
| Recreation Space: total area: | n/a | 10% = 19,337 sq.ft. min. | | not specified | 19,641 sq.ft. |
| outdoors: | n/a | 50% min. of rec. space = 9,689 sq.ft. | | not specified | 13,691 sq.ft (70%) |
| Rear yard (res. bldg): | 3" / ft. of ht. (25.5 ft.) min. | 2.5" / ft. of ht. min. (19.2 – 23.2 ft.) min. | | not specified | 75' |
| Side yard: | 8' min. if provided | 2" / ft. of ht. min. if provided (15.34 – 18.7 ft.) | | not specified | conforming ⁴ |
| Waterfront Setback: | 75 ft. min. | not required | | n/a | 75 ft. min. |
| Open court width: | 4" / ft. of ht. (36.7 ft.) | 3" / ft. of ht. min. (27.5 ft.) | | not specified | |
| Closed court width: | | 4" / ft. of ht. min. (36.7 ft.) | | not specified | Non-conforming ⁵ |
| Court area: | | 2 x width ² | | not specified | |
| Roof Structures: | | | | | |
| setback: | | 18.5' min. | | not specified | |
| height: | | 18.5' max. | | not specified | |
| number of: | | 1 / building- | | not specified | |
| Parking: | | | | | |
| Residential: | 1 / 3 d.u. = 53 | 1 / 4 d.u. = 40 min. | | | 211 ⁶ |
| Commercial: | 1 / 1,800 sq.ft. in excess of 2,000 sq.ft. = 342 min. | | | | 639 |
| Retail: | 1 / 750 sq.ft. in excess of 2,000 sq.ft. = 44 min. | | | 1 / 1,000 sq.ft. | 44 |
| Hotel: | 1/2 rooms + meeting area. = 143 | 1 / 4 rooms + 1/300 sq.ft of largest meeting area. = 87 min. | | | 153 |
| Total: | 582 min. | 513 min. | | 1,495 | 1,047 |
| Bicycle Parking: | 5% # retail/office spaces required = 19 min. | | | not specified | 20 (5.1%) |
| Loading Berths (analyzed for C-3-C): | hotel/assembly- 1 @ 50' + 1 @ 30' deep + 1 @ 20' = 3 office – 3 @ 30' + 1 @ 20' / building = 8 residential: - 1 @ 55' + 1 @ 20' = 2' = Total of 13 min. | | | not specified | 13 total ⁷ |

¹ Information supplied by applicant.

² Height of buildings measured from the level of the curb on Potomac Avenue opposite the middle of the front of each building to the highest point of the roof. Because there is no curb opposite the middle of the front of the residential building, the height of the curb is the average of the two curbs flanking the driveway.

³ 642,300 sq.ft. commercial, which includes 36,000 sq.ft. net usable retail; 193,770 sq.ft. residential (160 units); 248,300 sq.ft. hotel (235 rooms).

⁴ EOB= 20' provided; (15.34' req'd); Res.= 20' (east side) and 30' (west side) provided; (17' req'd); WOB/Hotel = 30' provided; (18.67' req'd)

⁵ Most courts are conforming, but the applicant has also identified three non-conforming closed courts and one non-conforming open court.

⁶ An additional 40 non-conforming stacked spaces are provided for dedicated residential use.

⁷ Although the proposal provides the required number of loading berths, the one for the residential building is proposed to be located in the combined loading facility that is located under the West Office Building and Hotel, with a direct underground connection. A Service Delivery van berth is provided at the ground floor of the Residential Building.

| Design Guidelines - Case No.: 01-31TE/98-17F | PUD Stage II Plans - No. 04-14 |
|--|---|
| 4. Building Height, Bulk Restrictions and Design Objectives | |
| a. General – Height of buildings on the PUD Site shall create a varied silhouette of building heights, as seen from across the Anacostia River. With that in mind, any building(s) located in the area of the PUD Site west of the theoretical extension of Half Street, SE (as described in Item 3.2 above), the height of building may not exceed 110'; for the area east of the theoretical extension of Half Street, SE and west of the additional access through the PUD Site (as described in Item 3.b. above), the height of building may not exceed 100', provided that OP and FRP may explore an increase in the height of any building proposed to be located in this area if the same would increase the amount of non-transient residential housing in the PUD; for the area east of the additional pedestrian passageway described above and First Street, SE, the height of building may not exceed 90'. | Complies. OP supports a minor increase to allow increased retail space floor-to-ceiling height. However, height differentiation within the maximums permitted is somewhat limited. |
| b. Potomac Avenue, SE – The building(s) fronting on Potomac Avenue, SE shall rise to allowable heights with no setback in the massing. Building facades shall be developed so as to create a street-wall condition, which engages the historic L'Enfant grid, provided that façade articulation, fenestration and possible setbacks of the building facades at upper elevations of the buildings shall be permitted. | Complies |
| c. First Street, SE – At a minimum the buildings fronting on First Street, SE (including the theoretical extension thereof) shall setback a minimum of 10' above the height of 65'. | Complies |
| Primary building material may be glass. | Primary building materials include brick and glass, with the amount of glass increasing on the waterfront (south) elevation, with some concrete, metal and stone detailing. |
| d. Anacostia River Waterfront - The buildings fronting on the Waterfront shall be articulated with varying setbacks of different widths and dimensions at various elevations along the Waterfront facing façades to avoid a monolithic appearance for the buildings along the Waterfront, the intent being to create a multifaceted and interesting project appearance along the Anacostia River, coordinated with the design of various vistas, views, passageways and open spaces on the PUD Site to be developed with any application for modification of the PUD as approved. | Some massing and building material articulation along waterfront, as well as differentiation of building form to preserve water. Potential monolithic appearance lessened by building form and materials. |
| e. Frederick Douglass Bridge Façade – The façade of buildings fronting the Frederick Douglass Bridge and its right of way will reflect this area as a major gateway to the monumental core of Washington, D.C. at the foot of South Capitol Street; façade development will also be evaluated within the recommendations of the DC DOT Corridor Study. | Appears to generally conform, with possibility of increased building articulation assuming bridge moves. |
| f. Façade Materials of PUD buildings- Building materials shall be primarily masonry and glass in character. | Complies |
| Variation in materials colors shall distinguish the buildings on the PUD Site from one another so as to create an ensemble of buildings rather than the appearance of a single large structure. | Generally complies through use of materials and building form. |

| Design Guidelines - Case No.: 01-31TE/98-17F | PUD Stage II Plans - No. 04-14 |
|---|--|
| 5. Development Program Requirements | |
| a. General – The intention of the development program is to create a mixed-use, waterfront environment of residential, office and commercial uses. | Complies – hotel, residential and office with ground floor retail and possible cultural |
| b. The ground levels of all buildings shall maximize uses, which open to and are intended to activate the adjacent streets and planned open spaces. | Generally complies although exact form of retail cannot be determined at this stage. |
| A minimum of 50% of the net useable area of the aggregate of all ground levels in the PUD shall be designated to retail, cultural or community uses, which uses it is believed will serve to promote and encourage visitation of the Waterfront. | Complies. |
| All ground level areas shall be designed to allow a 12' floor-to-ceiling height and shall be designed so as to anticipate future changes in program use. | Complies – request to increase to 14', requires minor height variation. |
| Ground level areas fronting on the Waterfront should be designed to give the appearance from the Esplanade that those ground level spaces are multi-storied, spacious and open. | Appears to generally comply |
| Understanding that there is an elevation change in the PUD Site from Potomac Avenue, SE down to the Anacostia River, net useable areas of the various ground levels of the buildings shall be deemed to be those areas of the ground levels that directly front on Potomac Avenue, SE, First Street, SE, the passageway and passageway described in Item 3 above, and the Waterfront, and which would be reasonably accessible from those areas and useable for the purposes described above; the term "useable area" shall specifically exclude areas on those levels designated or used for building entrances and lobbies and related facilities, elevator banks, staircases and corridors related thereto, mechanical, electrical and fire control rooms, parking garage entrances and other related facilities, off street loading facilities and other related facilities, and service corridors related to any of the above. | Complies – applicant intends to level the site to provide grade level access to all retail and all buildings, resulting in terraces within the waterfront setback area, stepping down to the river's edge. |
| c. Those portions of the ground levels fronting on the Frederick Douglass Bridge in buildings will be evaluated in light of the recommendations of the DC DOT Corridor Study to determine if a more animated ground level area in that location would be appropriate to ensure that these areas can appropriately address possible pedestrian presence in those locations. | DDOT South Capitol Corridor Study continuing |
| d. All legally required, on-site parking shall be located below grade; other parking provided may be located above grade, but shall be located so as not to impede pedestrian uses of the open spaces, vistas and views on the PUD Site, or prevent the dedication of ground level spaces to preferred uses as specified in paragraph b. above. | Complies. Limited on-grade parking (other than on public streets) |
| e. The remaining development program above ground levels shall include commercial and residential uses (including potential hotel uses) with a maximum allowable commercial development potential of 625,000 gsf; and a minimum residential development of 440,000 square feet of gross floor area of hotel and residential uses, provided that no less than 160 units of residential, non-transient housing, based upon an average gross floor area of 1,200 square feet per unit, would be provided for. | Complies to the intent of the regulations: Office = 602,896 sq.ft. Retail = 39,498 sq.ft. <u>Total Comm'l = 642,394 sq.ft.</u> Residential = 193,770 sq.ft. Hotel = 248,300 sq.ft. <u>Total Res'l = 442,070 sq.ft.</u> |
| f. The maximum permitted building area on the PUD Site shall be 1,115,400 gsf for a total of 4.4 FAR. | Complies – total of 1,084,464 sq.ft. (4.28 FAR) |

| Design Guidelines - Case No.: 01-31TE/98-17F | PUD Stage II Plans - No. 04-14 |
|--|---|
| 6. Project Amenities of PUD | |
| a. General – The general approach to the PUD Amenities shall consist of public space improvements in and about the vicinity of the PUD Site, including areas to the north and east of the PUD Site. | Complies – amenity package includes provision of on and off site open space |
| b. Public Access to the Waterfront – Access through the PUD Site to the Waterfront, including plaza connections from Potomac Avenue, SE, shall be maintained as privately-owned, publicly accessible, and appropriately landscaped open spaces. | Complies – full waterfront access, with a minimum of 4 access points from Potomac Avenue |
| c. Anacostia Esplanade and Riverwalk – The PUD shall provide for continuous publicly accessible, esplanade of no less than seventy-five feet (75') in width, on the PUD Site, including designated walkways and bicycle lanes. | Complies – minimum width of 75', in places much wider. |
| In addition to development of the esplanade on the PUD Site, FRP would design and develop a riverwalk/pathway of no less than 12 feet in width stretching eastward from the PUD Site to the site known as the Southeast Federal Center ("SEFC"), over sites owned by the District of Columbia and the DC Water and Sewer Authority. The riverwalk/pathway would be intended to afford a pedestrian and bicycle connection between the esplanade on the PUD Site and the proposed SEFC riverside facilities. Waterfront redevelopment is not contemplated as being part of this amenity. FRP would maintain the riverwalk/pathway for a period of no less than 5 years after its development. | Applicant has included a commitment to provide this amenity. In a separate application for the WASA land (04-07), WASA is required to provide for the Riverwalk, and prepare a site plan within 2 years. |
| d. Parks and Plazas – In addition to the esplanade and open spaces on the PUD Site and the riverwalk/pathway described above, FRP shall design and develop public open spaces at two locations adjacent to the PUD Site as urban parks. The first space would be the triangle park reservation to the north of the FRP site on Potomac Avenue (Reservation "247"), containing approximately 16,000 square feet of land area more or less; | Applicant's amenity package includes this park area. |
| the second would be an area at the terminus of First Street, SE immediately adjacent to the PUD Site and fronting on the ECC pumphouse FRP would agree to maintain each of these public spaces for a period of no less than 5 years after its development. | Applicant's amenity package includes this park area. |
| e. Sustainable Design – All buildings on the PUD Site shall be designed to achieve USGBC LEED certification, including state-of-the-art best practices for all open spaces and amenity areas. | Applicant's amenity package includes a commitment to achieve LEED certification. |

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING



Office of the Director

SUPPLEMENTARY SETDOWN REPORT

TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director
Office of Planning

DATE: September 03, 2004

SUBJECT: Supplementary Setdown Report for Case # 04-14/01-31TE/98-17F/95-16P
Florida Rock Property, 100 Potomac Ave. SE. (Ward 6, Sq. 707, 708, 708E, 708S)
Application for a second Stage Planned Unit Development and Map Amendment

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I. RECOMMENDED ACTION

OP recommends that the Zoning Commission set down for a Public Hearing Zoning Commission Case #04-14, Florida Rock Property Stage II PUD.

II. BACKGROUND

Zoning Commission Case # 04-14 is a Second-Stage Planned Unit Development Application and Map Amendment for the 5.8 acre site Florida Rock Property site located on the Anacostia River waterfront at 100 Potomac Avenue SE. The site is currently in use by Virginia Concrete, and there is no public access to the site's 800 linear feet of Anacostia River waterfront. Much of the surrounding land is underutilized, with generally low intensity industrial uses, although significant redevelopment in the area is underway or anticipated. The site is part of the rapidly changing Near Southeast area, and is an integral component of the Anacostia River waterfront.

First Stage PUD approval was issued pursuant to Order No. 850 in 1998; Second Stage approval was given in 1999 (Order No. 910). In 2003, an extension of the First Stage approval was granted, and a set of guidelines was adopted for development of a revised Second Stage PUD application.

The applicant is now seeking Second-Stage PUD approval and CG/C-3-C zoning, for the construction of a mixed-use development of just over 1 million square feet in area. Development will include two office buildings on Potomac Avenue SE; a hotel and a residential building located closer to the waterfront along an extension of Half Street SE; retail space located in the ground floor of all buildings; and a 75' minimum width riverwalk promenade with segregated bike and pedestrian pathways, seating, and planted areas.

At its July 12, 2004 meeting, the Zoning Commission considered setting down this application for a Public Meeting. Prior to doing so, the Commission requested additional information regarding:

- the proposed design and materials;
- how the proposed development would address the Frederick Douglas Bridge relocation;

- conformance of the proposal to the AWI Plan;
- design and aesthetics of the proposed bio-retention areas; and
- economic benefits to the District, in terms of tax generation and job creation.

Accordingly, the applicant submitted a Supplemental PUD Submission, dated August 26, 2004, to address these issues.

III. OP ADDITIONAL ANALYSIS

Detailed OP analysis of the proposal is provided in the OP report dated July 02, 2004, including a description of the site and its context; an outline of the planning and development review history for the site; conformance to the Comprehensive Plan, the Comprehensive Plan Generalized Land Use Map, the AWI Plan, and the Near Southeast Target Area Urban Design Framework Plan; and the proposed amenities and benefits proffered by the applicant as part of the application.

Additional analysis regarding the issues identified by the Commission at its July 12, 2004 meeting follows.

1. Building design and materials

OP feels that the applicant has provided this additional information. OP continues to feel that the overall design is generally appropriate for the site, as is the choice of materials. As is standard practice, OP will continue to work with the applicant to refine the design prior to a Public Hearing, and to address issues raised through the Commission review process.

2. Frederick Douglas Bridge Relocation / South Capitol Street Study

It is anticipated that the Frederick Douglas Bridge will be replaced and relocated further south and west of its present location, although an exact date, location and design are not finalized. Most of the land directly below the location of the existing bridge structure is owned by Florida Rock or is within existing street rights-of-way. Bridge relocation would also remove the physical separation of the subject site from other un- or under-developed land to the southwest. Only a small amount of this land is owned by Florida Rock, whereas most is owned by other private interests, principally Hess Oil and Steuart Petroleum, or is within existing street rights of way.

The applicant, in the August 26, 2004 submission, notes that this land under its control, when available, is anticipated to be landscaped as publicly accessible green space, in accordance with AWI and Near Southeast Target Area plans. The applicant also notes that the form of the proposed buildings will reference the anticipated form of the new bridge, although the proposed buildings would not be directly adjacent to the new bridge structure. West building façades are being designed to be able to visually and physically open up onto this green space.

OP is in the early stages of preparing a Small Area Plan for the South Capitol Street corridor / bridge realignment corridor, with the goal of transforming the street into a grand and lively urban boulevard serving as a principal gateway to the U.S. Capitol, the Anacostia waterfront and the surrounding neighborhoods. As part of this study, a number of preliminary options are being generated to facilitate further discussion for planning for the area. It is anticipated that opportunities for new green space, monument sites, and/or cultural destinations may be created in

the vicinity of the South Capitol Street / Potomac Avenue / relocated bridge intersection, somewhat to the west of the FRP site. The proposed FRP development provides for significant connecting green space and public access along the waterfront, as well as a form and type of development that would visually and physically connect with future South Capitol Street redevelopment and park design.

3. AWI Plan and Near Southeast Target Area Plan

As noted above, the AWI Plan and the Near Southeast Target Area Urban Design Framework Plan show mixed-use development of the privately owned Florida Rock site. As noted in the July 2, 2004 OP report, the proposed development is in keeping with the goals and objectives of the AWI Plan, in that it would provide new access to and along the river; provide publicly accessible green space along the river's edge; connect the existing neighborhood to the waterfront; and help spur additional area redevelopment. In addition, the innovative bio-retention program would contribute towards a cleaner river, though the on-site treatment of stormwater runoff and the positive example it would set. The Target Area Plan of Chapter 6 shows proposed development on the FRP site. Other, less site-specific chapters include more conceptual drawings that indicate that new green space and access to the waterfront are to be created in the area, which the FRP proposal provides.

The more detailed Near Southeast Plan notes the site as a Target Area for Development, and, on page 5-9, lists the key design issues:

- *Provision for a generously sized and landscaped riverfront public space and access:* The proposed development provides public access to and along the waterfront, and the amenity package includes the additional construction of the riverwalk along the WASA lands.
- *Inclusion of key view corridors and public access through the site:* The proposal provides access and view corridors through the site at Half and 1st Streets SE, as well as the retail alleé.
- *Creation of a mixed-use development including residential, hotel, office, and retail:* The proposal provides a mix of these uses at a density appropriate to the site.
- *Integration of the site plan with the future development of the WASA property, including the extension of Potomac Avenue east to the SEFC site:* The proposal provides for the upgrading of Potomac Avenue in front of the project to District standards; the landscaping of Reservation 247 on Potomac Avenue; and the construction of the Riverwalk and trail across the WASA lands to the SEFC site. Additional streetscape improvements are the purview of WASA (which occupies the land between the SEFC and FRP lands) and DDOT.

In summary, OP believes that development of this privately owned site as mixed-use development with significant new access to and along the waterfront furthers AWI and Near Southeast goals and objectives, certainly more so than the current concrete plant does.

4. Bio-retention areas

OP feels that the applicant's willingness to provide an inventive system for bio-filtration of stormwater runoff furthers environmental goals for the District and the AWI. This represents a

unique opportunity to establish in the District an integrated stormwater management and filtration system which includes green roofing to reduce runoff, reuse of runoff water for irrigation, and treatment of excess storm water runoff. Further, the system has been integrated into a comprehensive urban landscape plan to maximize aesthetic benefits. In proposing this, the applicant is indicating a willingness to further current stormwater management practice, in a way that would not sacrifice aesthetic landscape appeal.

Initial analysis of the information supplied by the applicant indicates that there would actually be two systems – one to treat on-site stormwater (run-off generated by the site itself) and a more complex system to treat off-site storm water generated in the general area. OP's only potential concern at this time relates to long-term maintenance of the larger biofiltration area proposed to be located on Reservation 247 to clean street stormwater runoff, in that the applicant has committed to maintain the site for a period of 5 years maximum. As noted in the description of these systems supplied by the landscape architect for the applicant, this system requires ongoing attention to ensure it functions properly and remains aesthetically acceptable. After 5 years, such maintenance would be the responsibility of the District. Although this maintenance, in the overall context of maintaining all parks in the District, would not appear to be onerous, OP will review the issue further with District Health, Parks and Recreation, and Transportation Departments. Should the biofiltration system prove to be unacceptable to the District, the applicant has offered to undertake a more conventional landscaping of the reservation instead.

5. Economic benefits to the District of the proposed development.

OP has not had an opportunity to review in detail the Economic Impact Analysis provided by the applicant as part of its Supplemental submission. This study would normally be expected as part of a Pre-Hearing statement, with District staff analysis provided in a pre-hearing report from OP. In general terms, the project will provide economic and employment benefits to the community, in addition to the other planning and site design related benefits. The amenity package proposed by the applicant is appropriate, given the level of relief from zoning regulations sought. The package includes an amount of affordable housing that is in line with normal expectations for PUD projects, as well as important environmental, landscaping, and waterfront access amenities that will be of benefit to workers and residents of the site, and to all District residents.

IV. RECOMMENDATION

The Office of Planning continues to feel that this application merits being set down for public hearing, as being generally consistent with the goals and objectives for the area as outlined in the Comprehensive Plan and the Anacostia Waterfront Initiative; with goals and objectives of the Mayor's Environmental Task Force; and with the overall intent of the Stage I PUD approval, as outlined in Zoning Commission Order 850 and updated in Order 910-B.

AA/jl