

GOVERNMENT OF THE DISTRICT
OFFICE OF PLANNING

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2007 MAY 21 AM 11: 53

Office of the Director

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: *JLS for*
Harriet Tregoning, Director

DATE: May 21, 2007

SUBJECT: **Public Hearing Report for ZC 06-41**
Camden Development Square 653, 1325 South Capitol Street
Consolidated Planned Unit Development and Related Map Amendment

I. INTRODUCTION AND SUMMARY RECOMMENDATION

This application was originally filed as a Zoning Commission design review pursuant to the requirements of the Capital Gateway Overlay District. A public hearing was held on February 22, 2007. In conjunction with the design review, the applicant sought height and FAR variances to allow construction up to 110 feet and 6.55 FAR in the C-2-C district. The matter-of-right regulations in C-2-C allow a height of 90 feet and 6.0 FAR. At the April 9 Zoning Commission meeting, when the case was scheduled for final action, the Commission stated that they felt the application did not adequately satisfy the three-part test for variances and instead encouraged the applicant to pursue a PUD with a related map amendment to C-3-C. The C-3-C PUD regulations allow for the requested height and density. The Commission stated that as long as the material facts of the proposal remained the same that the PUD process could be expedited to occur without a setdown meeting and with a 30 day notice period rather than the standard 45 days.

Following this advice, the applicant applied for a PUD and related map amendment to C-3-C. The proposed height, density, layout and design all remain the same. The application also still includes the proposed affordable housing component. The building form is consistent with planning studies for South Capitol Street and with the intent of the Zoning Regulations, as expressed in the Capitol Gateway Overlay. Also, the application will help the District achieve Comprehensive Plan goals for the provision of affordable housing. The Office of Planning recommends that the Commission approve the PUD and related map amendment.

This report will summarize OP's prior analysis of the required zoning relief and the criteria of the CG overlay. The report will provide a full analysis of the application against the new Comprehensive Plan and against the general PUD criteria outlined in 11 DCMR, Chapter 24.

ZONING COMMISSION
District of Columbia

CASE NO. 06-41
ZONING COMMISSION
District of Columbia

EXHIBIT NO. 50
CASE NO. 06-41
EXHIBIT NO. 50

II. APPLICATION-IN-BRIEF

Location: 1325 South Capitol Street
Square 653, Lot 111
Ward 6, ANC 6D

Applicant: Camden Development

Current Zoning: C-2-C / CG (Community Business Center / Capitol Gateway Overlay)

Proposed Zoning: C-3-C / CG (Major Business and Employment Center / Capitol Gateway)

Proposed Development: A 110' apartment building with some potential ground floor retail

Relief and Zoning: Pursuant to 11 DCMR Chapter 24, the applicant seeks the following relief:

1. PUD-related map amendment from C-2-C to C-3-C
2. Variance from South Capitol Street setback (§1605.2)
3. Variance from South Capitol Street streetwall (§1605.3)
4. Variance from court requirements (§776)
5. Special exception from rear yard requirements (§774)
6. Special exception from rooftop structure requirements (§777)

III. SITE AND AREA DESCRIPTION

The subject property is located on the west side of South Capitol Street at the corner of O Street, across South Capitol from the baseball stadium. The property is 249 feet from north to south, 174 feet from east to west and relatively flat. There is no alley access. The former use on the site was an auto repair and storage facility. Across O Street to the south is an established rowhouse neighborhood. Newer rowhouses are located west of the site, as is the historic William Syphax School. To the north of the subject site are properties mostly in industrial use. In front of the site South Capitol Street is currently divided between locally serving lanes and lanes forming the beginning of the Frederick Douglas Bridge. The reconstruction of South Capitol and the lowering of the Frederick Douglas Memorial Bridge by DDOT will result in O Street being an at-grade, signalized intersection.

The subject site is zoned C-2-C, as are all the properties on the eastern half of Square 653, and the Commission took final action on April 9, 2007 to extend the CG Overlay west of South Capitol to encompass all C-2-C zoned properties. OP reviewed the application using the CG criteria. Properties on the western half of the square are zoned R-4, and properties to the south of O Street are zoned R-5-D. Please refer to the Vicinity Map in Attachment 1.

IV. PROJECT DESCRIPTION AND OP ANALYSIS

The applicant is proposing to construct an 11 story, 110 foot tall apartment building. The 268,628 square foot project may include about 3,000 square feet of retail on the ground level.

The maximum height is reached along South Capitol Street and O Street, but the building steps down toward the west to 70 feet. The design provides the required 15 foot rear yard on the western side of the site.

OP encouraged the proposed height along South Capitol Street for three reasons: 1) to help that boulevard reach its potential as a major, monumental urban street; 2) to push the density of the project away from the adjacent rowhouses; and 3) to allow the project to meet IZ requirements with the provision of bonus density. The applicant is proposing that 11,250 square feet of the project be dedicated to below-market-rate housing. This amount represents 50% of the density the applicant is gaining through the PUD process and 4.6% of the matter-of-right floor area. While the proffered amount of affordable housing does not rise to the level that would be required once IZ is effective (8% of the matter-of-right floor area), it is much greater than would typically have been realized with a PUD in the past (15% of the additional density). With the added height and density the project is able to incorporate affordable units. Without the requested flexibility, no affordable units would be provided and the project would be inferior to the current proposal. The Office of Planning does not view this application as setting a precedent, in terms of the amount of affordable housing provided, or in terms of amending the zoning map to provide additional height and density to accommodate inclusionary units. The circumstances of this case, including the timing of new overlays impacting the property, will not be recreated in the future. All property owners in the area should now be aware of their requirements when developing a property in the CG Overlay and with IZ prerequisites.

Building Design and Architecture

The main entrance to the building will be on South Capitol Street. The ground floor will have a lobby, leasing offices, service areas, some residential units and community rooms along South Capitol Street. The building will have two elevator cores, although only the northern core accesses the roof level. At roof level the applicant is proposing a pool and roof deck as well as associated restrooms, mechanical equipment and kitchen facilities. The majority of rooftop space will be occupied by heat pumps for each unit. Access to loading and parking will be from O Street. The applicant is providing the required loading spaces and 261 underground parking spaces for the 276 residential units, or a ratio of 0.95 spaces per unit.

The design proposes a façade with a significant amount of glass and masonry. Finer grained masonry units will be used on the South Capitol and O Street façades and more coarse, split face units will be on the western façade. Some metal panels are used near the windows. The ground level along South Capitol Street is very transparent with a significant amount of glass. The windows will allow views into and out of the community rooms, lobby and offices. Retail at the southern corner of the building, which has a two story height, will help activate the streetscape. The applicant has met with DDOT to coordinate the design of the public space and the 30 foot wide sidewalk will meet DDOT standards. Recessed balconies are provided on the second floor and on the third through tenth floors balconies will extend 3'5" into the required 15 foot setback. In the renderings, the balcony railings appear very transparent. The Office of Planning is supportive of that balcony design as it will ease the feeling of intrusion into the setback. The front façade also includes an architectural embellishment directly above the main entrance. The feature rises to a height of 124 feet, or 14 feet above the main roof. OP feels that the architecture

and overall design of the building is appropriate for the neighborhood. The baseball stadium and its surroundings are developing with a modern architectural vernacular and this building is consistent with that trend.

The submitted materials indicate that some measures will be taken to reduce the building's impact on the environment. The garage will include bicycle storage and the building is relatively close to transit service. The applicant will also use water efficient landscaping and will increase the amount of stormwater infiltration on the site. The site will also be remediated as the current soil is likely polluted. The applicant also cites the reduction in heat island effect and the re-use of an infill site as environmental benefits. Although some landscaping will be provided on the roof and around the building, the design does not incorporate an actual green roof. The roof plan shows that most roof space will be occupied by air conditioning units for individual apartments.

V. COMPREHENSIVE PLAN

The proposal would further the following Guiding Principles of the Comprehensive Plan, as outlined and detailed in Chapter 2, the Framework Element:

- (1) Change in the District of Columbia 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. 217.1
- (3) 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. 217.3
- (6) 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. 217.6
- (7) 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. 217.7
- (10) The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing both are essential to avoid a deepening of racial and economic divides in the city. Affordable renter- and owner-occupied housing production and preservation is central to the idea of growing more inclusively. 218.3

- (13) Enhanced public safety is one of the District's highest priorities and is vital to the health of our neighborhoods.... 218.6
- (27) Washington's wide avenues are a lasting legacy of the 1791 L'Enfant Plan and are still one of the city's most distinctive features. The "great streets" of the city should be reinforced as an element of Washington's design through transportation, streetscape, and economic development programs. 220.3
- (29) The District continues to grow in reputation as an international cultural center. To sustain this growth, it must continue to support a healthy arts and cultural community through its land use, housing, and economic development policies. The power of the arts to express the identity of each community while connecting neighborhoods and residents must be recognized. 220.5
- (35) Planning decisions should improve the health of District residents by reducing exposure to hazardous materials, improving the quality of surface and groundwater, and encouraging land use patterns and land uses that reduce air pollution and facilitate pedestrian and bicycle travel. 221.4

The application is also consistent with major policies from various elements of the Comprehensive Plan. The Land Use Element envisions the South Capitol Street corridor and the near southeast as a major mixed use, walkable neighborhood within central Washington (§304.3, Policies LU-1.1.1 and LU-1.1.5). That Element also encourages development near Metro stations and infill development. The Transportation Element supports transit-oriented development and encourages urban design improvements to the city's major boulevards such as South Capitol Street (Policies T-1.1.4 and T-1.2.1). The proposed development concentrates housing within walking distance of Metro and will enhance an underutilized industrial site. The Housing Element speaks to the increasing cost of housing in the District and the need for new developments to provide affordable housing. This development will provide 11,250 square feet of housing at below-market rates. Major boulevards, especially those that are gateways into the city, are called out by the Urban Design Element as locations to focus improvements to aesthetics and visual character (Policies UD-1.4.1 and UD-1.4.2). The proposed project will not only enhance the appearance of the subject site, it will also improve the aesthetics of a major entry to downtown Washington and the view corridor to and from the Capitol. The Anacostia Waterfront Area Element calls for the development of South Capitol Street as "a great urban boulevard and 'walking' street, befitting its role as a gateway to the U.S. Capitol and a major Anacostia River crossing" (Policy AW-2.2.1). It also states that high density residential uses are appropriate near the ballpark and in the South Capitol Street corridor. The proposed development would further those policies.

VI. COMPREHENSIVE PLAN LAND USE MAPS

The Generalized Policy Map shows the subject site as part of a Land Use Change Area. Land Use Change Areas are those areas anticipated to undergo redevelopment to a land use different from what exists today. Many of these areas should become mixed use communities. The

proposed change in use from industrial to mostly residential is appropriate and consistent with the Policy Map designation.

The Future Land Use Map recommends the subject site for Medium Density Residential and Moderate Density Commercial development. Medium Density Residential is defined by the plan as mid-rise buildings between 4-7 stories (§224.8). In Moderate Density Commercial areas, retail, office, and service businesses are the predominant uses and buildings in these areas normally do not exceed five stories in height (§224.12). Given the evolving context of the neighborhood and associated construction, the proposed development is not inconsistent with these designations. The Office of Planning is supportive of the redevelopment of the site for primarily residential uses and the scale of the project is consistent with planning studies suggesting that larger scale buildings along South Capitol Street are appropriate in order to help create a monumental boulevard.

VII. ZONING

The subject site is currently zoned C-2-C / CG (Community Business Center / Capitol Gateway Overlay). The C-2-C district is designed for commercial and residential uses with higher density than other C-2 districts. The C-2-C zone is typically located in or near the Central Employment Area. The Capitol Gateway Overlay is intended to encourage a mix of uses while creating a pedestrian-friendly environment. More specifically, it seeks to reshape South Capitol Street as a grand civic boulevard.

Item	Section	C-2-C (MOR)	C-3-C PUD	Proposed	Relief
Site Area	2401.1	n/a	15,000 sf	41,019 sf	Conforming
Building Height	770	90'	130'	110'	Conforming
FAR	771	6.0 (max - 246,114 sf) 6.0 (res. max) 2.0 (comm. max)	8.0 (max - all uses)	6.55 (268,628 total sf) 6.48 (265,998 res. sf) 0.06 (2,998 retail sf) 0.01 (1,612 other sf)	Conforming
Lot Occupancy	772	80% (residential) 100% (comm.)	100% (all uses)	66.07%	Conforming
Rear Yard	774	15'	22.9'	15'	Required
Side Yard	775	none required	(no change)	none proposed	Conforming
Courts	776	width of 36'8" (4 in / ft. of height at 110')	(no change)	31'7"	Requested
M Street Setback	1605.2	15' setback from property line	(no change)	3' 5" balcony projections into setback	Required
M Street Streetwall	1605.2	60% of building face at setback line	(no change)	59.43% of building face at setback line	Required

The applicant's proposal requires a map amendment and relief from the specific zoning regulations listed below. OP has analyzed the PUD-related map amendment and rear yard relief below. For a complete analysis of the other required variances and special exceptions please

refer to the OP report dated February 12, 2007. The Office of Planning supports the requested relief.

PUD-Related Map Amendment

1. PUD-related map amendment from C-2-C to C-3-C

Variance Relief

2. Variance from South Capitol Street setback (§1605.2)
3. Variance from South Capitol Street streetwall (§1605.3)
4. Variance from court requirements (§776)

Special Exception Relief

5. Special exception from rear yard requirements (§774)
6. Special exception from rooftop structure requirements (§777)

1. PUD-related map amendment from C-2-C to C-3-C

The applicant requests a PUD-related map amendment from C-2-C to C-3-C in order to accommodate the proposed 110 foot height and 6.55 FAR. While the Comprehensive Plan Future Land Use Map designates the site for Medium Density Residential and Moderate Density Commercial development, other planning studies for the area have suggested taller buildings and greater densities in order to help the transformation of South Capitol Street from an industrial-lined freeway to a walkable, active urban boulevard with scenic views of the Capitol and the Anacostia River. The baseball stadium – while vastly different in scale from the subject proposal – has been developed at a height of 110 feet, so a building of the same height across the street would be appropriate. The design of the building, however, steps down from 110 feet on the east to 70 feet facing the existing rowhouses to the west. Furthermore, the extra development potential made available with the map amendment allows the applicant to provide affordable dwelling units which otherwise would not be included in the project. The Office of Planning supports the proposed PUD-related map amendment.

5. Special exception from rear yard requirements (§774)

Now that the applicant is proposing a zoning map amendment to C-3-C, the rear yard requirement has changed. In the C-2-C district, the requirement is 15 feet, no matter the height of the building; This design provides for that distance. In the C-3-C district, however, the rear yard must be 2.5 inches in depth per foot of height of the building. For a 110' building, the requirement is 22.9 feet or 22' 11". Section 774.2 allows for special exception relief for the rear yard if certain criteria are met, including the provision of light and air to this property and adjacent properties, the protection of privacy for this and adjacent properties and the provision of off-street parking and loading. This application meets those criteria through the design of the building. The height of the structure steps down to the west, thereby minimizing impacts to light and air on adjacent rowhouses. No windows on this building will unduly affect the privacy of nearby properties. Finally, the applicant is providing off-street parking above the level required

and is meeting the loading requirements. The Office of Planning has no objection to granting relief from the rear yard requirements.

VIII. CRITERIA OF THE CAPITOL GATEWAY OVERLAY

The Capitol Gateway Overlay District lists a number of objectives for the overlay and provides specific criteria for proposed developments. The application will further the objectives of the overlay. The building will help recreate South Capitol Street as a monumental civic boulevard but will not block views of either the Capitol building or of the Anacostia River. The proposal will support an active street-life and encourage transit usage. The additional residential population will support the retail planned for areas near the ballpark. For a complete analysis of the CG criteria, please refer to the OP report dated February 12, 2007.

IX. 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.

The application exceeds the minimum site area requirements of Section 2401.1(c) to request a PUD. The applicant is requesting a consolidated PUD and a related map amendment. 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. The project’s impact on city services will not be unacceptable.

The project will take advantage of the District’s investments in Metro and the baseball stadium, increase public safety in the area, re-use an underutilized industrial site, improve the public space adjacent to the property and improve the overall streetscape of South Capitol Street. The District of Columbia Water and Sewer Authority (WASA) noted that some of the infrastructure in the vicinity may need to be upgraded because of its extreme age. WASA also stated that the applicant should incorporate a storm water detention structure to minimize runoff from the site. OP agrees, but would more so recommend a low impact design to reduce the amount of off-site storm water drainage. This is typically reviewed at the building permit stage. An email from the Department of Parks and Recreation encouraged the provision of outdoor recreation space. The applicant is providing almost 17,000 square feet of outdoor green and recreation space at ground level and on the roof. Please see Attachments 3 and 4 for the agency comments.

X. PUBLIC BENEFITS AND AMENITIES

Sections 2403.5 – 2403.13 of the Zoning Regulations discuss the definition and evaluation of public benefits and amenities. In its review of a PUD application, §2403.8 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.” Sections 2403.9 and 2403.10 state that a project must be acceptable in all the listed proffer categories, and must be superior in many. 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 partially based on an assessment of the additional development gained through the application process. In this case, the applicant proposes a total height and density of 110 feet and 6.55 FAR. These attributes exceed the C-2-C matter-of-right limits by 20 feet and 0.55 FAR (22,514 square feet). In order to achieve those levels of development, the applicant is requesting a PUD-related map amendment to C-3-C. The development, however, will be well below the C-3-C PUD maximums of 130 feet and 8.0 FAR for height and density.

The application includes features which can be counted as amenity items:

1. *Affordable housing* – The project will provide 11,250 square feet of affordable housing. This represents 50% of the density the applicant is gaining through the PUD process, much more than has been provided on PUDs in the past when 15% of the additional density was typically dedicated to affordable housing. The apartments, affordable to households having incomes up to 80% of the AMI, will be distributed throughout the first five floors of the building.
2. *Environmental features* – The design includes environmental features meant to reduce the environmental impact of construction and operation of the building. The garage will include bicycle storage and the building is relatively close to transit service. The applicant will also use water efficient landscaping and will increase the amount of stormwater infiltration on the site. The site will also be remediated as the current soil is likely polluted. The applicant also cites the reduction in heat island effect and the re-use of an infill site as environmental benefits.
3. *Parking for the community* – Within six months of the building reaching 94% occupancy, the applicant will make surplus parking available to members of the community at market rate. In addition, current residents of 2, 4, 6 and 8 O Street, S.W. will be able to lease a parking space at 50% of market rate for a period of twenty years.
4. *Decorative fence* – The applicant will coordinate with adjacent property owners to provide a fence identical to the one on the applicant's property from the applicant's property north to N Street. Construction of the fence will be at the applicant's expense.

The amenities listed by the applicant are commensurate with the amount of relief requested for this application. OP feels that the amenity package could be enhanced with the inclusion of the typical proffers to enter into a First Source Agreement with the Department of Employment

Services and to reach an agreement with the Office of Local Business Development to use Local, Small and Disadvantaged Business Enterprises.

The applicant has also offered preferential tenancy to existing residents of ANC 6D when reviewing rental applications. OP has no objection to this, provided it is deemed legal by the Office of the Attorney General. OP, however, does not feel this item rises to the level of an amenity. The program would be very difficult or impossible to enforce and the program will not be designed until 18 months after the Zoning Commission order for this application.

XI. COMMUNITY COMMENTS

At their February 12, 2007 public meeting, ANC 6D voted unanimously to support the project. At that time, the project was advertised as a design review. The applicant again presented the project to the ANC on May 14 and again received a unanimous vote to support the project. The Office of Planning has received no negative or positive comments on the project from the community.

XII. RECOMMENDATION

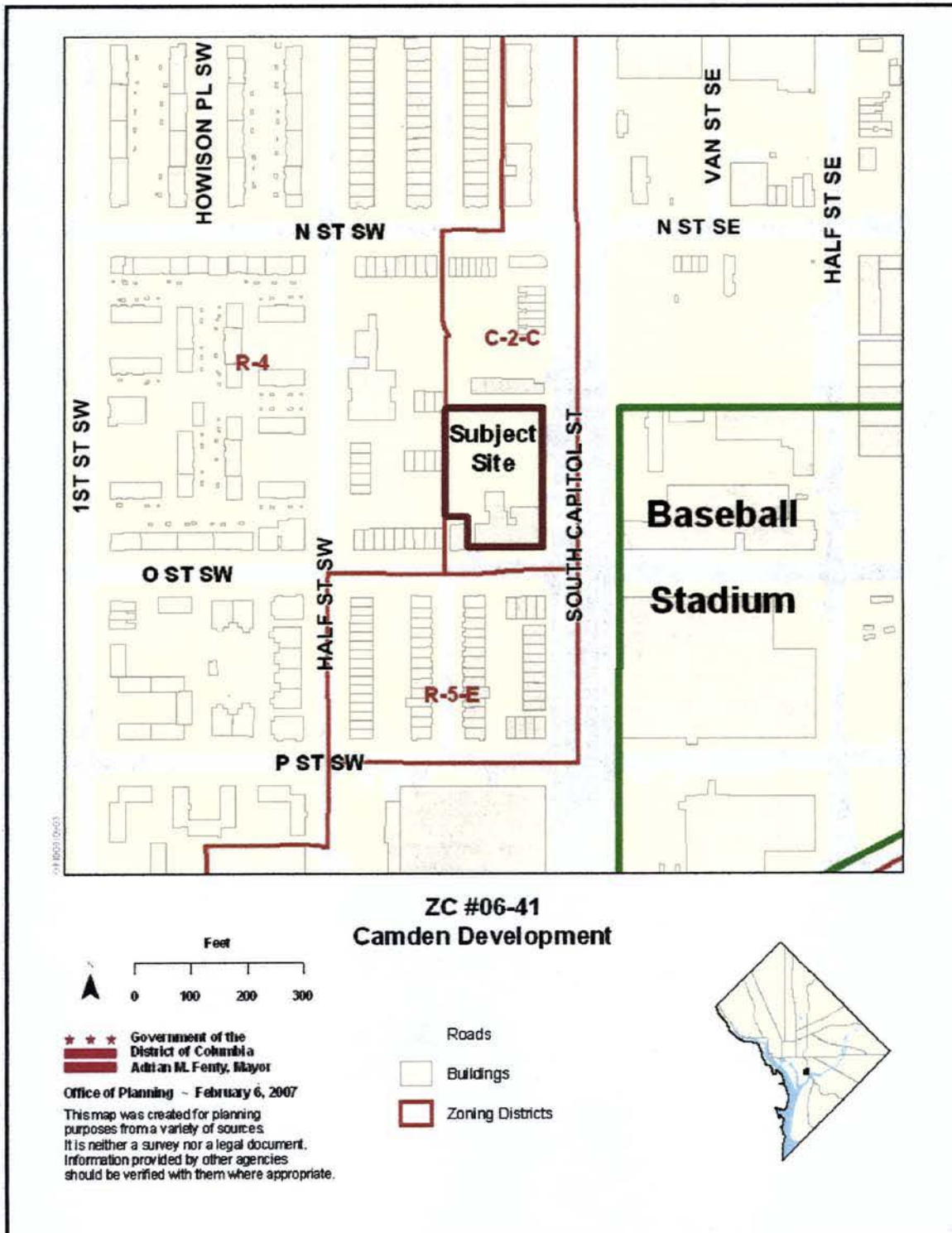
The Office of Planning recommends approval of the PUD and related map amendment. The application is not inconsistent with the Comprehensive Plan and the impact on city services is not unacceptable. Furthermore, the application furthers the objectives of the Capital Gateway Overlay by helping to recreate South Capitol Street as a monumental civic boulevard with an active pedestrian streetscape.

XIII. ATTACHMENTS

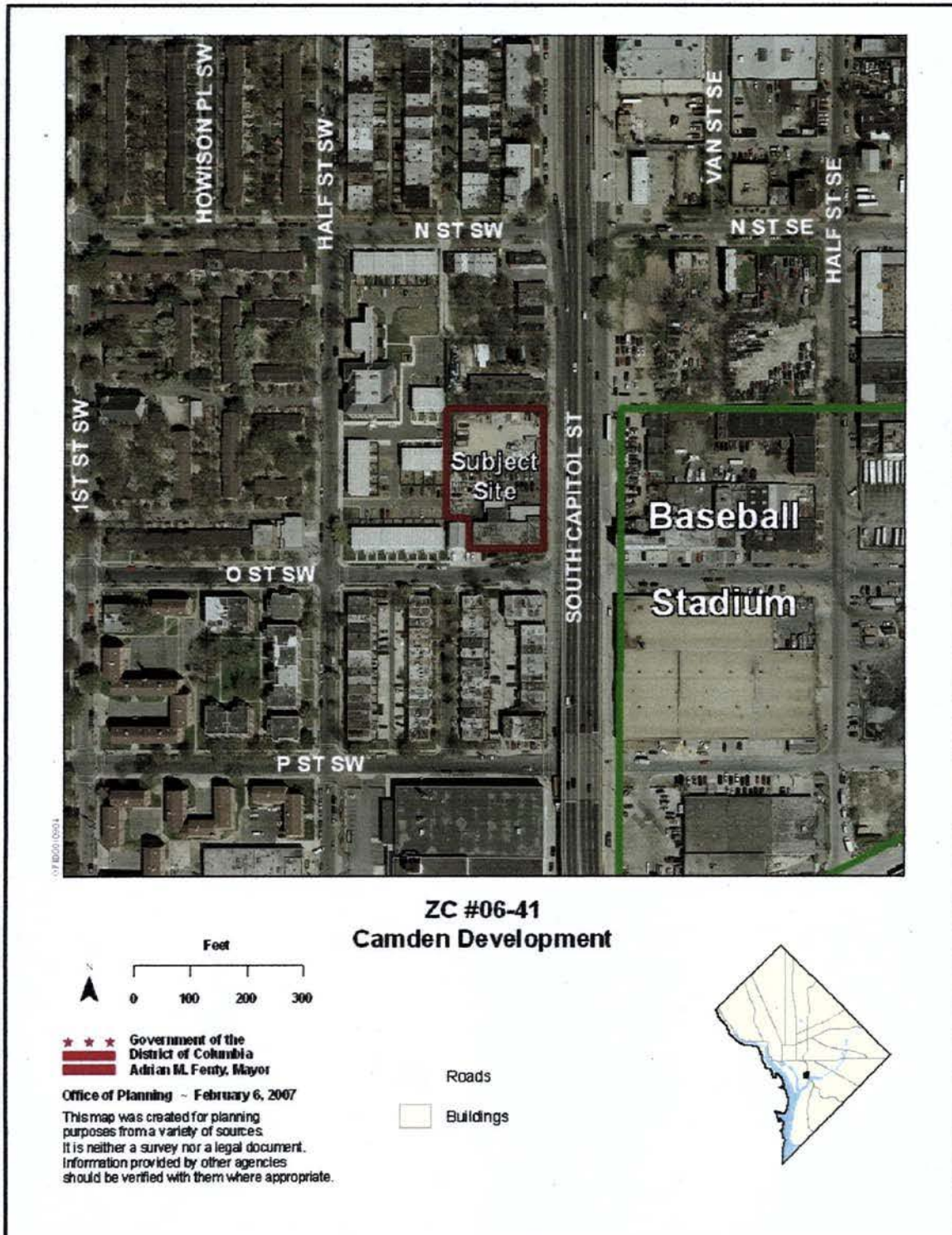
1. Vicinity Map
2. Aerial Photo
3. Email from the Department of Parks and Recreation
4. Memo from the DC Water and Sewer Authority

HT/mrj

ATTACHMENT 1 VICINITY MAP



ATTACHMENT 2
AERIAL PHOTO



Jesick, Matthew (OP)

From: Rounds, Jesse (DPR)
Sent: Tuesday, November 28, 2006 4:26 PM
To: Jesick, Matthew (OP)
Subject: RE: ZC #06-41 - 1325 South Capitol Street

Matthew,
My comments are below. I started them as a formal letter before I realized an email would suffice:

The Department of Parks and Recreation received ZC #06-41 - 1325 South Capitol Street on Thursday, November 16th. Based on a review of the proposal, staff provides the following comments.

The zoning proposal for 1325 South Capitol Street includes a significant amount of indoor recreational opportunities. These are important amenities in an area of the city with few public indoor recreational opportunities. Unfortunately this area also suffers from a lack of outdoor recreational opportunities as well. The proposed development does provide some outdoor amenities however the size and location of the proposed building precludes significant outdoor active recreation opportunities.

The parks in this area are already at capacity. With development expected to increase the number of residents in the area, these parks will likely become highly taxed. Outdoor recreational opportunities on-site would go a long way toward alleviating some of the strain on existing resources.

Jesse Rounds

December 21, 2006

TRANSMITTAL

TO: Matthew R. Jesick
Development Review Specialist
DC Office of Planning

FROM: Rizwan Elahi, Engineer III
Planning & Design Branch
DC Water and Sewer Authority

SUBJECT: Zoning Commission Case 06-41
1325 South Capitol Street SW

DCWASA reviewed the zoning application for this project as transmitted by the DC Office of Planning dated November 16 2006. DC WASA comments are as follows:

Water Requirements: The proposed development abuts an existing 8-inch water main in O Street, SW. This water main was built in 1912. Due to age of this water main, this water main would need to be replaced for an adequate water service for the proposed development.

Sewer Requirements: This property abuts a 12-inch sanitary sewer in O Street, SW. This is an old sewer and may need to be replaced.

Storm Sewer Requirements: This property abuts a 24-inch storm sewer in O Street, SW. This capacity of this storm sewer is adequate for the proposed development. The applicant's engineer must design a storm water detention structure to ensure the 15-year post condition storm water peak discharge is less than or equal to the pre-development conditions. DCWASA will review the project plans that the applicant submits for a public space permit.