



MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Anne Fothergill, Development Review Specialist
JLS
 Jennifer Steingasser, Deputy Director, Development Review and Historic Preservation

DATE: October 12, 2021

SUBJECT: **Hearing Report for Zoning Commission Case No. 08-34L**, Second-Stage Planned Unit Development Application for the Capitol Crossing Center Block

I. SUMMARY RECOMMENDATION

The Office of Planning recommends **approval** of the second stage Planned Unit Development for the Center Block of the Capitol Crossing project. The proposal is not inconsistent with the First-Stage PUD approval or the Comprehensive Plan.

II. APPLICATION IN BRIEF

Location: Square 566, Lots 861-862; Ward 6, ANC 6C

Applicant: Capitol Crossing III LLC and Capitol Crossing IV LLC

Current Zoning: C-4 (PUD-related map amendment)

Property Size: 254,670 square feet (overall project); 12,267 square feet (subject site)

Proposal: The Applicant proposes to construct a hotel tower and residential tower above a single podium with ground floor retail.

III. UPDATES SINCE SETDOWN

At the Zoning Commission meeting on June 10, 2021, the Commission set down this application for a public hearing. There are two updates to the application since that meeting:

1. The Applicant provided revised plans in Exhibits 22A1-22A10 reflecting changes to the main hotel entrance area including a loading and unloading layby lane and an entrance canopy.
2. The information the Commission requested on the PUD case history is provided below in Section IV.



IV. PUD BACKGROUND

The Zoning Commission approved Case No. 08-34 in 2011 for a first-stage PUD, a consolidated PUD, and a related map amendment to the C-4 zone for a three-block development site to be constructed above the Center Leg Freeway.

The following elements were approved as part of the Consolidated PUD: (1) construction of the entire platform and base infrastructure; (2) the mix of uses, the height and density of each block; (3) the North Block; (4) the construction of all below-grade parking, concourse, and service levels; and (5) the proposed landscaping and streetscape design for the Overall Project.

Subsequent Commission consideration of project components and overall PUD case history include:

- 1) Case No. 08-34A approved a second-stage PUD for development of the South Block;
- 2) Case No. 08-34B approved an extension of the timeframe for a portion of the consolidated PUD in ZC Order No. 08-34;
- 3) Case No. 08-34C approved a second-stage PUD for a portion of the Center Block;
- 4) Case No. 08-34D withdrawn
- 5) Case No. 08-34E approved modifications to the consolidated PUD for the North Block;
- 6) Case No. 08-34F approved minor modification to the plans approved in ZC Order 08-34A;
- 7) Case No. 08-34G approved minor modifications to the plans for the North Block approved in ZC Orders 08-34 and 08-34E;
- 8) Case No. 08-34H approved a second-stage PUD for a portion of the South Block;
- 9) Case No. 08-34I withdrawn
- 10) Case No. 08-34J withdrawn; and
- 11) Case No. 08-34K approved modifications to the first-stage PUD for the Center Block.

For the Center Block, the first-stage PUD approved a commercial building with office and ground floor retail and a residential building with ground floor retail as well as facilities for the Holy Rosary Church; the second-stage PUD for the church was approved in ZC Case No. 08-34C. In case No. 08-34K a Modification of Significance to add lodging and college/university educational uses to the permitted uses in the commercial building was approved.

V. SITE AND AREA DESCRIPTION

The general boundaries of the Capitol Crossing development are Massachusetts Avenue N.W. to the north, 2nd Street N.W. to the east, E Street N.W. to the south, and 3rd Street N.W. to the west. Three new blocks of development (the North, Center, and South Blocks of the PUD) would occupy land and the air rights above the sunken I-395 freeway. The Center Block, where the proposed buildings are located, is between 2nd Street NW to the east, 3rd Street NW to the west, G Street to the north, and the reconnected F Street to the south.

Land Use Diagram



LEGEND:

OCTO: Office of the Chief Technology Office

JHS: Jewish Historical Society

HOLY ROSARY: From left to right: Casa Italiana, Holy Rosary Church, Rectorly and Annex.

5 NUMBER OF STORIES

RESIDENTIAL

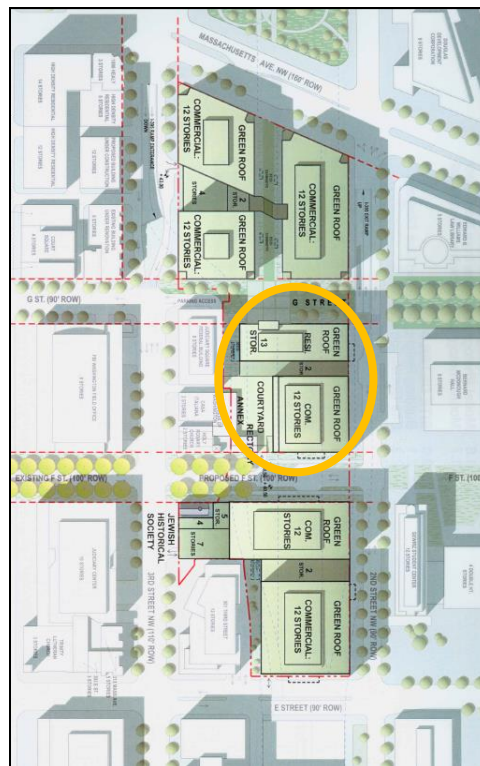
OFFICE

INSTITUTIONAL

HOSPITALITY



prior to Capitol Crossing PUD



North Block

Center Block

South Block

Approved site plan (proposed development in green) per Z.C. Order No. 08-34

VI. PROJECT DESCRIPTION

Relevant to this application, the Zoning Commission approved for the Center Block:

- 1) One 130 feet tall, 13 floors residential building with approximately 180,384 SF of GFA including 150 residential units and ground floor retail.
- 2) One 130 feet tall, 12 stories commercial building with approximately 297,311 SF of GFA devoted to office, educational, lodging, and ground floor retail uses.

The Second Stage PUD proposal is for two 130 feet tall, 12-story buildings above a shared podium with 20,567 SF of retail below. The podium would be white pre-cast concrete with painted aluminum and bronze accents, and the retail space would have glass and aluminum storefronts. The second floor would have residential and hotel amenity spaces; the terrace would be either green roof or hotel guest outdoor space. Proposed signage locations and examples are shown in Sheets 8-01, 8-02, and 8-03. Both buildings would use the below grade garage with 1146 parking spaces and 440 bicycle spaces that was approved and constructed for the whole development. Public space improvements for the overall development, including for the Center Block, were approved by the DDOT Public Space Committee in 2018.

A. Residential Building

The proposed residential building's lobby would be accessed from G Street. The residential building's façade would be pre-cast concrete with wood and metal accents. Almost half of the units would have a full (north side) or Juliet (south side) balcony.

There would be 166 apartments with 178,627 SF of GFA. The residential units would be studios (22%), one bedroom (55%), and two bedroom (24%) units.

As part of the approval for ZC 08-34, the residential building must include 50 units minimum of affordable housing. These units will be for households earning up to 80% AMI and paying no more than 30% of their income towards housing.

There would be 7,120 SF of amenity space in the penthouse and there would be a rooftop pool deck.

The residential building would have rooftop solar panels and green roofs and would be certified LEED Gold, which is consistent with the first stage PUD approval.

B. Commercial Building

The main entrance to the hotel would be on the south side off F Street and there would be an entrance from G Street at the north side of the residential building. The façade of the hotel would be bronze with aluminum windows and canted panels of textured glass.

The revised plans in Exhibits 22A1-22A10 show a layby lane in front of the hotel on the north side of F Street for guest loading and unloading. There would be an 8-foot parking lane and a 3-foot layby. Also

shown in the revised plans is a canopy over the main entrance to the hotel adjacent to the layby on F Street.

The 234,837 SF building would have 221 hotel rooms. The hotel would have an 8,945 SF bar/restaurant in the penthouse, which requires a Special Exception.

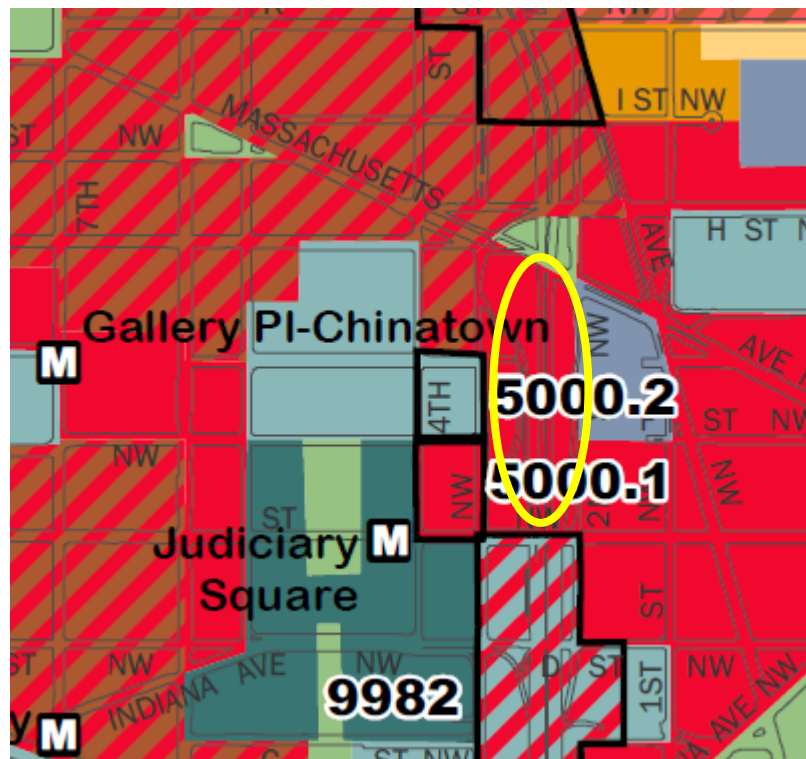
The commercial building would be LEED Platinum with a green roof and would be “solar ready”, which is consistent with the original PUD Order.

VII. COMPREHENSIVE PLAN

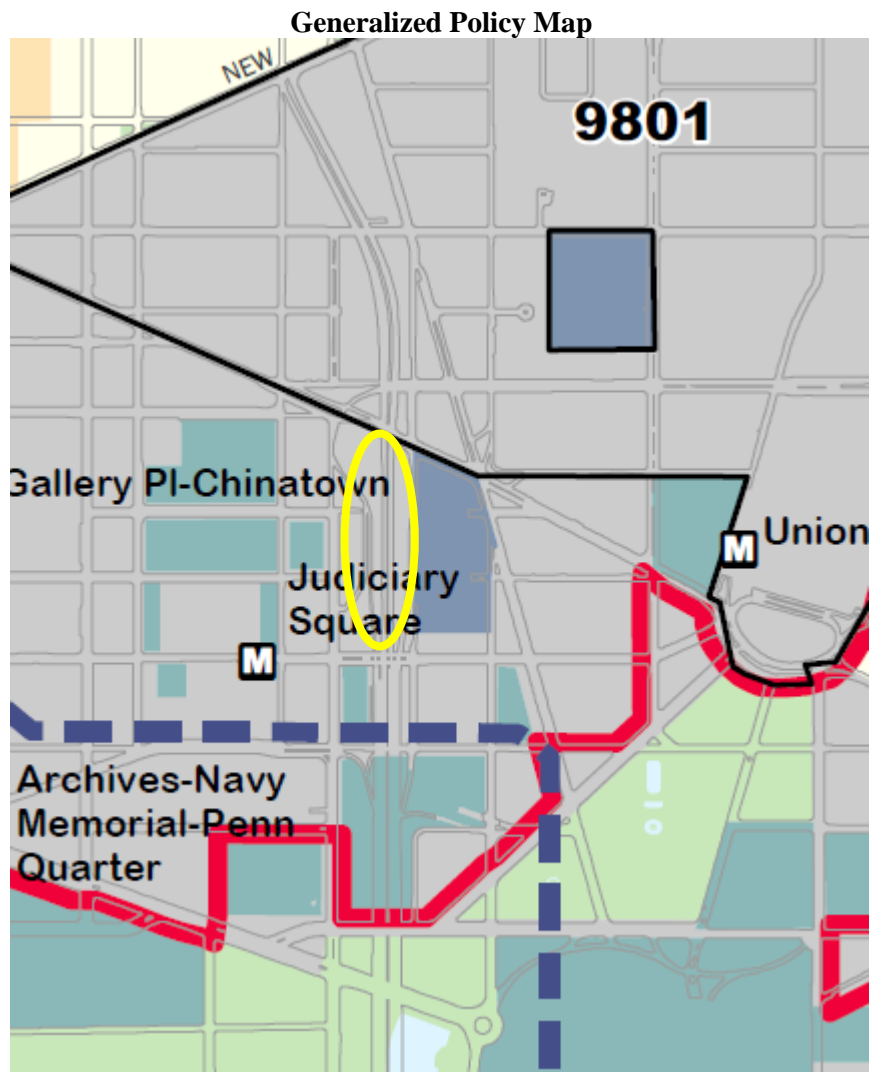
A. COMPREHENSIVE PLAN MAPS

The recently approved Future Land Use Map shows the property as High-Density Commercial and the Generalized Policy Map designates the site within Central Washington Area.

Future Land Use Map



High Density Commercial defines the central employment district, other major office centers, and other commercial areas with the greatest scale and intensity of use in the District. Residential is also a permitted use in all commercial categories and typically required to maximize density in the low, moderate and medium density commercial land use categories.



The Commission found during its review of the First-Stage PUD that the Capitol Crossing project is not inconsistent with the Comprehensive Plan maps and policies and OP finds that the Second-Stage PUD application is consistent with the approval in the original Order and the Comprehensive Plan.

B. COMPREHENSIVE PLAN WRITTEN ELEMENTS

1. Equity

Equity is a broad and encompassing goal of the entire District government. As explained in the Framework Element of the Comprehensive Plan,

[t]he District seeks to create and support an equitable and inclusive city. Like resilience, equity is both an outcome and a process. Equity exists where all people share equal rights, access, choice, opportunities, and outcomes, regardless of characteristics such as race, class, or gender. Equity is achieved by targeted actions and investments to meet

residents where they are, to create equitable opportunities. Equity is not the same as equality. 213.6

Equity refers to fairness and justice and is distinguished from equality. Equity means recognizing that we do not all start from the same place and will experience barriers and access to opportunities differently. Public policy should acknowledge and recognize those differences and adjust reduce and eliminate inequity. For example, due to the history of racism, discriminatory practices and the legacy of systemic racism, Black residents of the District, on average, experience considerably less household wealth, face negative health outcomes, and incur more challenges to accessing opportunity than white residents.

The Comprehensive Plan update further recognizes that advancing equity requires a multifaceted policy approach. While the Comprehensive Plan update addresses equity in narrower terms, such as “equitable development,” it recognizes that many areas of policy must be brought to bear on the challenge:

Equitable development is a participatory approach for meeting the needs of underserved communities through policies, programs and/or practices that reduce and ultimately eliminate disparities while fostering places that are healthy and vibrant. Equitable development holistically considers land-use, transportation, housing, environmental, and cultural conditions, and creates access to education, services, health care, technology, workforce development, and employment opportunities. As the District grows and changes, it must do so in a way that encourages choice, not displacement, and builds the capacity of vulnerable, marginalized, and low-income communities to fully and substantively participate in decision-making processes and share in the benefits of the growth, while not unduly bearing its negative impacts. 213.7

As mentioned above the Implementation Element calls for “*the Zoning Commission to evaluate all actions through a racial equity lens as part of its Comprehensive Plan consistency analysis. 2501.8*”

The direction to consider equity “as part of its Comprehensive Plan consistency analysis” indicates that the equity analysis is intended to be based on the policies of the Comprehensive Plan and part of the Commission’s consideration of whether a proposed zoning action is “not inconsistent” with the Comprehensive Plan, rather than a separate determination about a zoning action’s equitable impact.

The scope of evaluation of “all actions through a racial equity lens” will vary depending on the type of zoning action before the Commission and what aspects of the outcome the Zoning Commission can control. A Planned Unit Development (PUD) provides a detailed description of the final project in terms of size, bulk, and design of the structure; the number of units and bedroom size if applicable; the uses within the structure; and the benefits provided from the PUD, including, for example, affordable housing, possible work force development, or job opportunities. An equity analysis would look at how the elements of the PUD work together relative to Comprehensive Plan policies, including equity.

Equity is conveyed throughout the Comprehensive Plan, particularly in the context of zoning, where certain priorities stand out. These include affordable housing, displacement, and access to opportunity. One of the key ways the Comprehensive Plan seeks to address equity is by supporting additional housing development. The Comprehensive Plan recognizes that without increased housing, the imbalance between supply and demand will drive up housing prices in a way that creates challenges for many residents, particularly low-income residents. The Comprehensive Plan further recognizes the

importance of inclusionary zoning requirements in providing affordable housing opportunities for households of varying income levels.

This second stage PUD would further the development of the Center Block of Capitol Crossing and would result in a mixed-use development that provides market rate residential, affordable housing, lodging, and ground floor commercial development. The residential component of the Center Block would provide approximately 166 units with 50 units minimum of affordable housing. These affordable housing units will be for households earning up to 80% AMI and paying no more than 30% of their income towards housing.

The proposed buildings will achieve LEED Gold and LEED Platinum certification with renewable energy, rainwater and groundwater collection, solar installations, vegetative roofs, and landscaping, providing healthier buildings for those who live, stay and work in them. The overall Capitol Crossing development will link neighborhoods in the District that historically have been separated by a vast freeway canyon and provide improved connectivity, streetscapes and open spaces through a sustainable urban infill development.

Overall, when evaluated through a racial equity lens, the proposed second stage PUD would provide housing, affordable housing, economic opportunities, urban connectivity, and environmental benefits for District residents. In addition to the 50 affordable units, at the macro level, the production of more housing decreases the upward pressure on overall housing prices.

2. Citywide Elements

Specifically, the second stage PUD proposal for the Center Block would further a number of the Comprehensive Plan's policies including:

Land Use Element

The Land Use Goal is: Ensure the efficient use of land resources to meet long-term neighborhood, District-wide, and regional needs to help foster other District goals; to protect the health, safety, and welfare of District residents, institutions, and businesses; to address past and current inequalities disproportionately impacting communities of color; to sustain, restore, or improve the character, affordability, and equity of neighborhoods in all parts of the District; to provide for additional housing and employment opportunities; and to effectively balance the competing demands for land to support a growing population and the many activities that take place within Washington, DC's boundaries. (§ 302.1)

Policy LU-1.2.1: Sustaining a Strong District Center

Washington as a thriving business, government, retail, financial, hospitality, cultural, and residential center. Promote continued reinvestment in central District buildings, infrastructure, and public spaces; continued preservation and restoration of historic resources; and continued efforts to create safe, attractive, and pedestrian-friendly environments, while minimizing displacement of residents and community-focused businesses.

Policy LU-1.2.2: CEA

Continue the joint federal/District designation of a CEA within Washington, DC. The CEA shall include existing core federal facilities, such as the U.S. Capitol Building, the White House, and the Supreme Court, as well as most of the legislative, judicial, and executive administrative headquarters of the U.S. government. Additionally, the CEA shall include the greatest concentration of the District's private office development, and higher-density mixed land uses, including commercial/retail, hotel, residential, and entertainment uses. Given federally imposed height limits, the scarcity of vacant land in the core of the District, and the importance of protecting historic resources, the CEA may include additional land necessary to support economic growth and federal expansion. The CEA may be used to guide the District's economic development initiatives and may be incorporated in its planning and building standards (e.g., parking requirements) to reinforce urban character. The CEA is also important because it is part of the point system used by the General Services Administration (GSA) to establish federal leases. The boundaries of the CEA are shown in Map 3.4. 305.7

Policy LU-1.2.3: Appropriate Uses in the CEA

Ensure that land within the CEA is used in a manner which reflects the area's national importance, its historic and cultural significance, and its role as the center of the metropolitan region. Federal siting guidelines and District zoning regulations should promote the use of this area with high-value land uses that enhance its image as the seat of the national government and the center of Washington, DC and that make the most efficient possible use of its transportation facilities. An improved balance in the mix of uses will help to achieve Washington, DC's aspiration for an even larger living downtown. 305.8

Policy LU-1.2.4: Urban Mixed-Use Neighborhoods

Encourage new mixed-use neighborhoods combining high-density residential, office, retail, cultural, and open space uses in the following areas:

- *Mount Vernon Triangle;*
- *NoMa;*
- *Downtown East and Pennsylvania Avenue;*
- *Buzzard Point/National Park/Audi Field;*
- *Near Southeast/Navy Yard;*
- *Capitol Crossing (neighborhood between Capitol Hill and Gallery Place);*
- *Union Station air rights; and*
- *Near Southwest/Wharf/L'Enfant Plaza Metro Area.*

The location of these areas is shown in the Central Washington, and Lower Anacostia Waterfront/Near Southwest Area Elements. Land use regulations and design standards for these areas should require that they are developed as attractive pedestrian-oriented neighborhoods, with high-quality architecture and public spaces. Housing, especially affordable and deeply affordable housing, is particularly encouraged and must be a vital component of the future land use mix. As areas continue to redevelop, community engagement and actions shall be undertaken to retain existing residents, particularly communities of color and vulnerable populations, and enable them to share in the benefits of area redevelopment while addressing adverse short- and long-term impacts. 305.11

Policy LU-1.2.7: Reconnecting the District Through Air Rights

Support the development of air rights over rail tracks, major corridors, and highways. In several parts of central Washington, DC there is the potential to build over existing railway tracks, major corridors,

and highways. These undeveloped air rights are the result of the interjection of massive transportation infrastructure after the establishment and development of the original District. The tracks, major corridors, and highways have created gaps in the historic urban fabric that have left large areas of the center District divided and difficult to traverse. With substantial investment, these sites represent opportunities for development of housing, retail, and commercial buildings, as well as for the reconnection of neighborhoods and the street grid. While maximizing opportunities to provide housing and various amenities, future development should equitably address the potentially adverse impacts of locating housing uses next to active transportation corridors. 305.14

Policy LU-1.4.2: Development Around Metrorail Stations

In developments above and around Metrorail stations emphasize land uses and building forms that minimize the need for automobile use and maximize transit ridership while reflecting the design capacity of each station and respecting the character and needs of the surrounding areas. 307.10

Policy LU-1.4.3: Housing Around Metrorail Stations

Build housing adjacent to Metrorail stations that serves a mix of incomes and household types, including families, older adults, and persons with disabilities, and prioritize affordable and deeply affordable housing production. Leverage the lowered transportation costs offered by proximity to transit to increase affordability for moderate and low-income households. 307.11

Policy LU-1.4.5: Design to Encourage Transit Use

Require architectural and site-planning improvements around Metrorail stations that support pedestrian and bicycle access to the stations and enhance the safety, comfort, and convenience of passengers walking to the station or transferring to and from local buses. These improvements should include sidewalks, bicycle lanes, lighting, signage, landscaping, and security measures. Discourage the development of station areas with conventional suburban building forms, such as shopping centers surrounded by surface parking lots or low-density housing. 307.13

Policy LU-1.5.1: Infill Development

Encourage infill development on vacant land within Washington, DC, particularly in areas where there are vacant lots that create gaps in the urban fabric and detract from the character of a commercial or residential street. Such development should reflect high-quality design, complement the established character of the area and should not create sharp changes in the physical development pattern. 308.6

The proposed PUD is for a mixed use development in close proximity to Metrorail, which would bring new residents, hotel guests, and new businesses to this site.

Transportation Element

The overarching goal for transportation in the District is: Create a safe, sustainable, equitable, efficient, and multimodal transportation system that meets the access and mobility needs of District residents, the regional workforce, and visitors; supports local and regional economic prosperity; and enhances the quality of life for District residents. 401.1

Policy T-1.1.4: Transit-Oriented Development

Support transit-oriented development by investing in pedestrian-oriented transportation improvements at or around transit stations, major bus corridors, and transfer points. Encourage development projects to build or upgrade the pedestrian and bicycle infrastructure leading to the nearest transit stop to create last-mile connections. Pedestrian movements and safety should be prioritized around transit stations. 403.10

Policy T-2.4.1: Pedestrian Network

Develop, maintain, and improve pedestrian facilities. Improve the District's sidewalk system to form a safe and accessible network that links residents across Washington, DC. 411.5

Policy T-3.1.1: TDM Programs

Provide, support, and promote programs and strategies aimed at reducing the number of car trips and miles driven (for work and non-work purposes), to increase the efficiency of the transportation system. 415.10

The proposed building would be located near Metrorail and bus lines for transit-oriented development. The building's garage would provide long-term bicycle parking. The Applicant proposes sidewalk and streetscape improvements which would assist pedestrians' mobility and safety.

Housing Element

The overarching goal for housing is to provide a safe, decent, healthy, and affordable housing supply for current and future residents in all of Washington, DC's neighborhoods by maintaining and developing housing for all incomes and household types. The overall goal for the District of Columbia is that a minimum of one third of all housing produced should be affordable to lower-income households. The short-term goal is to produce 36,000 residential units, 12,000 of which are affordable, between 2019 and 2025. 501.1

Policy H-1.1.1: Private Sector Support, *Encourage or require the private sector to provide both new market rate and affordable housing to meet the needs of present and future District residents at locations consistent with District land use policies and objectives. 503.3*

Policy H-1.1.3: Balanced Growth, *Strongly encourage the development of new housing, including affordable housing, on surplus, vacant, and underused land in all parts of Washington, DC. Ensure that a sufficient supply of land is planned and zoned to enable the District to meet its long-term housing needs, including the need for low- and moderate-density single-family homes, as well as the need for higher-density housing. 503.5*

Policy H-1.1.4: Mixed Use Development

Promote moderate to high-density, mixed-use development that includes affordable housing on commercially zoned land, particularly in neighborhood commercial centers, along Main Street mixed-use corridors and high-capacity surface transit corridors, and around Metrorail stations. 503.6

Policy H-1.1.5: Housing Quality

Require the design of affordable and accessible housing to meet or exceed the high-quality architectural standards achieved by market-rate housing. Such housing should be built with high-quality materials and systems that minimize long-term operation, repair, and capital replacement costs. Regardless of its affordability level, new or renovated housing should be indistinguishable from market rate housing in its exterior appearance, should be generally compatible with the design character of the surrounding neighborhood, and should address the need for open space and recreational amenities. 503.7

Policy H-1.2.3: Affordable and Mixed Income Housing

Focus investment strategies and affordable housing programs to distribute mixed-income housing more equitably across the entire District by developing goals and tools for affordable housing and establishing a minimum percent affordable by Planning Area to create housing options in high-cost areas, avoid further concentrations of affordable housing, and meet fair housing requirements. 504.10

Policy H-1.2.7: Density Bonuses for Affordable Housing

Provide zoning incentives, such as through the PUD process, to developers proposing to build affordable housing substantially beyond any underlying requirement. Exceeding targets for affordable housing can refer to exceeding the quantity or depth of affordability otherwise required. The affordable housing proffered shall be considered a high priority public benefit for the purposes of granting density bonuses, especially when the proposal expands the inclusiveness of high-cost areas by adding affordable housing. When density bonuses are granted, flexibility in development standards should be considered to minimize impacts on contributing features and the design character of the neighborhood. 504.15

The proposal is for new residential units on a site that currently has no housing, which is consistent with citywide planning goals to expand the housing supply. This new housing would provide mixed-income housing in a desirable and accessible location. The Mayor has established a goal of creating 36,000 units of housing and 12,000 units of affordable housing by 2035 and by providing new housing and a significant amount of affordable housing this second stage PUD would respond to that critical goal.

Environmental Protection Element

The overarching goal for the Environmental Protection Element is to protect, restore, and enhance the natural and human-made environment in Washington, DC, taking steps to improve environmental quality and resilience, adapt to and mitigate climate change, prevent and reduce pollution, improve human health, increase access to clean and renewable energy, conserve the values and functions of Washington, DC's natural resources and ecosystems, and educate the public on ways to secure a sustainable future. 601.1

Policy E-2.1.2: Tree Requirements in New Development

Use planning, zoning, and building regulations to promote tree retention and planting, as well as the removal and replacement of dying trees when new development occurs. Tree planting and landscaping required as a condition of permit approval should include provisions for ongoing maintenance. 605.6

Policy E-2.1.3: Sustainable Landscaping Practices

Encourage the use of sustainable landscaping practices to beautify the District, enhance streets and public spaces, reduce stormwater runoff, and create a stronger sense of character and identity. District

government, private developers, and community institutions should coordinate to significantly increase the use of these practices, including planting and maintaining mostly native trees and other plants on District-owned land outside the rights-of-way in schools, parks, and housing authority lands. 605.7

Policy E-3.2.6: Alternative Sustainable and Innovative Energy Sources

Support the development and application of renewable energy technologies, such as active, passive, and photovoltaic solar energy; fuel cells; and other sustainable sources such as shared solar facilities in neighborhoods and low- or zero-carbon thermal sources, such as geothermal energy or wastewater heat exchange. Such technology should be used to reduce GHGs and imported energy, provide opportunities for economic and community development, and benefit environmental quality. A key goal is the continued availability and access to unobstructed, direct sunlight for distributed-energy generators and passive solar homes relying on the sun as a primary energy source. 612.8

Policy E-3.2.7: Energy-Efficient Building and Site Planning

Include provisions for energy efficiency and for the use of alternative energy sources in the District's planning, zoning, and building standards. Encourage new development to exceed minimum code requirements and contribute to energy efficiency and clean energy goals. 612.9

Policy E-4.1.2: Using Landscaping and Green Roofs to Reduce Runoff

Promote an increase in tree planting and vegetated spaces to reduce stormwater runoff and mitigate the urban heat island, including the expanded use of green roofs in new construction and adaptive reuse, and the application of tree and landscaping standards for parking lots and other large paved surfaces. 615.4

Policy E-4.2.1: Support for Green Building

Broaden the requirements for the use of green building methods in new construction and rehabilitation projects to include all building typologies and develop green building standards for minimum performance or continued improvement of energy use through improved operation and maintenance activities. 616.3

The Applicant has committed to achieve LEED Gold and Platinum certifications and the overall project includes renewable energy, rainwater and groundwater collection, solar installations, vegetative roofs, and landscaping.

Economic Development Element

The overarching goal for economic development in the District is to drive inclusive economic expansion and resilience by growing the economy and reducing employment disparities across race, geography, and educational attainment status. 701.1

Policy ED-2.2.2: Downtown Shopping

Strengthen Downtown Washington, DC as a regional experiential retail destination in order to capitalize on its status as a transit hub and its historic role as the crossroads and central marketplace for the Washington, DC metropolitan area. Downtown should be tenanted and promoted as a regional experiential retail destination of choice, with multiple traditional and nontraditional retail anchors, a

variety of consumer goods retailers, specialty shops, retailers unique to the Washington, DC region, and a wide variety of restaurants and entertainment venues. 708.7

Policy ED-2.3.1: Growing the Hospitality Industry

Develop an increasingly robust tourism and convention industry, which is underpinned by a broad base of arts, entertainment, restaurant, lodging, cultural and government services. Strive to increase the total number of visitors to the District, the number of visitors staying in the District, and longer visitor stays in the District. Promote the District not only as the preferred base for exploring Washington, DC's attractions, but also the preferred overnight base for visiting regional attractions. 709.5

Policy ED-2.3.4: Lodging and Accommodation

Support the development of a diverse range of hotel types, serving travelers with varying needs, tastes, and budgets. New hotels should be encouraged both within Central Washington and in outlying commercial areas of the District, particularly in areas that are underserved by hotels. 709.8

The proposed mixed-use development will provide new retail options to the neighborhood as well as employment in the retail and hotel uses and increase the number of hotel rooms offered downtown.

Urban Design Element

The overarching goal for urban design in the District is to enhance the beauty, equity, and livability of Washington, DC by reinforcing its historic design legacy and the identity of its neighborhoods and centers, harmoniously integrating new construction with existing buildings and the natural environment, and improving the vitality, appearance, and function of streets and public spaces. 901.1

Policy UD-2.1.1: Streetscapes That Prioritize the Human Experience

Commercial streetscapes should be designed to be comfortable, safe, and interesting to pedestrians. At a minimum, commercial corridor sidewalks should be designed with clear, direct, accessible walking paths that accommodate a range of pedestrian users and facilitate a sense of connection to adjacent uses. Where width allows, corridors should have a generous presence of shade trees and café seating areas, as well as bicycle facilities. In areas with large pedestrian volumes, streetscapes should provide seating, drinking fountains, publicly accessible restrooms, and other infrastructure that supports increased frequency and duration of walking. 908.3

Policy UD-2.1.2: Neighborhood Streetscapes

Neighborhood streetscapes should be designed to visually reflect the character and level of intensity of the adjacent land uses. For instance, narrow sidewalks may be appropriate for narrow streets with low-scale buildings, while sidewalks with more trees and vegetation may be appropriate for large-scale development. Pedestrian-oriented lighting should be designed to enhance walkability for all users, as well as visually reflect the character of neighborhood. 908.4

Policy UD-2.1.3: Complete Streetscape Design

Co-locate multiple forms of transportation amenities such as bus shelters and bikeshare stations to better integrate them into a complete streetscape design. Design access for delivery trucks, valets, and

rideshare services within the street and not at the expense of the pedestrian sidewalk or bike lanes. 908.5

Policy UD-2.1.5: Intersection Placemaking

Incorporate urban design strategies as part of pedestrian and cyclist safety improvements at key neighborhood intersections. As appropriate, incorporate placemaking improvements such as installation of curb bump outs, raised crosswalks, artistic crosswalk markings, special paving, and other means of placemaking-oriented traffic calming. 908.7

Policy UD-2.2.5: Infill Development

New construction, infill development, redevelopment, and renovations to existing buildings should respond to and complement the defining visual and spatial qualities of the surrounding neighborhood, particularly regarding building roof lines, setbacks, and landscaping. Avoid overpowering contrasts of scale and height as infill development occurs. 909.10

Policy UD-3.2.5: Safe and Active Public Spaces and Streets

The design of the built environment should encourage public activity throughout the day and help minimize the potential for criminal activity. Design measures include active building frontages (such as windows, balconies, and frequently spaced entrances) adequate lighting that avoids glare and shadow, maintaining clear lines of sight and visual access, and avoiding dead-end streets. Where feasible consider closing streets to vehicular traffic to enhance pedestrian and cycling uses of streets. 914.7

Policy UD-4.2.4: Creating Engaging Facades

Design new buildings to respond to the surrounding neighborhood fabric by modulating façade rhythms and using complementary materials, textures, and color, as well as well-designed lighting. Varying design tactics may be used to engage a building with its surroundings. In contexts with smaller lot sizes and multiple closely spaced building entrances, breaking up a building façade in the vertical direction is encouraged, along with strongly defined and differentiated bases, centers, and tops of buildings. In areas lacking a strong building-form pattern, the use of complementary or reinterpreted materials and colors could strengthen architectural identity see Figure 9.19 for recommended façade design strategies). 918.6

Public space improvements for the overall PUD, including for the Center Block, were approved by the DDOT Public Space Committee in 2018 and the Applicant has proposed very minor changes to those plans. The Applicant has consulted with the OP Design Division on the proposed projections into public space, the Second Street building façade, and the proposed changes to the hotel entrance. Overall, the Center Block proposal would provide attractive building design and materials and connectivity and activation of the streetscape for an improved pedestrian experience.

3. Central Washington Area Element

Policy CW-1.1.1: Promoting Mixed-Use Development

Expand the mix of land uses in Central Washington to attract a broader variety of activities and sustain the area as the hub of the metropolitan area. Central Washington should be strengthened as a dynamic employment center, a high-quality regional retail center, an internationally renowned cultural center, a

world-class visitor and convention destination, a vibrant urban neighborhood, and the focus of the regional transportation network. New office and retail space, hotels, arts and entertainment uses, housing, and open space should be encouraged through strategic incentives and preservation so that the area remains attractive, exciting, and economically productive. 1608.2

Policy CW-1.1.4: New Housing Development in Central Washington

Continue to encourage the development of new high-density housing in Central Washington, particularly in NoMa and east Mount Vernon Square, including Mount Vernon Triangle, Northwest One, and the L'Enfant Plaza/Near Southwest areas. Ground floor retail space and similar uses should be strongly encouraged within these areas to create street life and provide neighborhood services for residents. A strong downtown residential community can create pedestrian traffic, meet local housing needs, support local businesses in the evenings and on weekends, and increase neighborhood safety and security. 1608.5

Policy CW-1.1.23: Architectural Excellence

Promote excellence in the design of downtown buildings and landscapes. Particular attention should be focused on ground floor levels, with greater architectural details used to improve visual image. 1608.24

Policy CW-2.5.5: Enhancing the Identity of Downtown East

Strengthen Downtown East as a geographically distinct mixed-use area of hotel, commercial, retail, and residential development, taking advantage of its strategic location as a crossroads community between Capitol Hill, downtown, and Union Station. New buildings and redevelopment sites should incorporate well-designed architecture and provide high-quality streetscape improvements that provide amenity spaces for the public to reduce the canyon-like feel that many large-scale developments impose on the sidewalk. Sites such as the Labor Department building and the Federal City Shelter should be designed to enhance the beauty of the neighborhood and provide spaces for an active street life to flourish. Branding and marketing strategies, particularly around new or renovated public parks, should be pursued to give the area a stronger identity and sense of place. 1615.10

The project would bring a mixed use development to Central Washington with lodging, commercial, and residential uses in buildings with architectural excellence, provide pedestrian connections to other parts of downtown and restore the street right-of-way along F Street with the overall air rights development providing greater downtown connectivity.

VIII. FLEXIBILITY REQUESTED

Zoning Commission Order No. 08-34 approved a PUD-related map amendment to the C-4 zone for the entire Capitol Crossing project and parking and loading were approved for the project as a whole.

In the Original Order and ZC Order 08-34E, the Commission granted the design flexibility listed below (note: (f) is not listed since the ramp system has been fully constructed). The Applicant requests that the Commission grant the same design flexibility for the Residential and Hotel Buildings.

- a. To vary the location and design of all interior components, including partitions, structural slabs, doors, hallways, columns, stairways, atria and mechanical rooms, provided that the variations do not change the exterior configuration of the building;

- b. To make refinements to the garage configuration, including layout, parking spaces and other elements, so long as the total number of parking spaces provided meets the number of spaces required by Z.C. Order No. 08-34 (i.e., 1,146 spaces in the below-grade, consolidated parking area);
- c. To vary the final selection of the exterior materials within the color ranges and material types as proposed, based on availability at the time of construction without reducing the quality of materials;
- d. To vary the location, attributes and general design of the public spaces and streetscapes incorporated in the project to comply with the requirements of and the approval by the District Department of Transportation Public Space Division.
- e. To locate retail entrances in accordance with the needs of the retail tenants and to vary the façades in accordance with the specifications for the Kit of Parts identified in Condition Nos. A.11 and A.12 [of Z.C. Order No. 08-34E] and to locate retail or service uses where “retail” is identified and to locate retail, service or office uses where “retail/office” is identified;
- g. To make minor refinements to exterior materials, details and dimensions, including belt courses, sills, bases, cornices, railings, roof, skylight, architectural embellishments and trim, window mullions and spacing, or any other changes to comply with the District of Columbia Building Code or that are necessary to obtain a final building permit or any other applicable approvals.

The Applicant also requests the following additional design flexibility for the proposed residential and hotel buildings:

- a. Podium: Flexibility for the use of the terrace above the two-story podium between the Residential and Hotel Buildings to be green roof or usable outdoor terrace space.
- b. Exterior Courtyards and Rooftop: To vary the configuration, layout, and design of the exterior courtyards and rooftops, including the amenities provided, so long as the courtyards and rooftops continue to function in a similar manner proposed and the overall design intent, general locations for landscaping and hardscaping, and quality of materials are maintained;
- c. Retail Square Footage: To increase or decrease the amount of ground floor retail in the Residential and Hotel Buildings, so long as a minimum of 62,687 square feet of retail GFA is provided across the Overall PUD Site;
- d. Retail Uses: To vary the types of uses designated as retail use to include the following use categories: Retail; Services, General; Services, Financial; Eating and Drinking Establishments; Medical Care; and Arts, Design, and Creation; and

- e. Number of Residential Units and Hotel Rooms: To provide a range in the approved number of residential dwelling units and hotel rooms of plus or minus ten percent (10%).

Additionally, the Applicant has requested approval of a phasing plan in order to provide flexibility in construction timing. The Applicant proposes to construct the podium and the Residential Building first, followed by the Hotel Building above the podium with the following timing:

Approval of the podium and Residential Building shall be valid for a period of two years from the effective date of the Order. Within that time, the applicant shall file a building permit application(s) for the podium and the Residential Building. The Applicant shall begin construction of the podium and Residential Building within three years of the effective date of the Order. Approval of the Hotel Building shall be valid for a period of two years following issuance of the first Certificate of Occupancy for the podium or Residential Building. Within that time, the Applicant shall file a building permit application for the Hotel Building. The Applicant shall begin construction of the Hotel Building within three years following issuance of the first Certificate of Occupancy for the podium or Residential Building.

For this second-stage PUD application, the two proposed buildings would meet all development standards but the hotel would require a special exception from Subtitle C 1500.3 (c) in order to have a restaurant, bar, or nightclub use in the penthouse pursuant to Subtitle X Section 901.2:

1500.3 (c) A nightclub, bar, cocktail lounge, or restaurant use shall only be permitted as a special exception if approved by the Board of Zoning Adjustment under Subtitle X, Chapter 9;

Subtitle X 901.2

- (a) Will be in harmony with the general purpose and intent of the Zoning Regulations and Zoning Maps;*
- (b) Will not tend to affect adversely, the use of neighboring property in accordance with the Zoning Regulations and Zoning Maps*

The proposed penthouse commercial use would be in keeping with the zoning regulations which allow for this type of use. The bar/restaurant use would be within the hotel in the south building, and to the south and west of that building are office and institutional uses. The Center Block residential building would be to the north of this proposed use but the outdoor space of this use would be on the west and south sides of the hotel building at the residential building's pool level. As such, the proposed habitable penthouse space with a restaurant/bar use should not adversely affect the use of neighboring properties.

IX. PUD EVALUATION STANDARDS

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Subtitle X, Chapter 3. The PUD process is intended to:

“provide for higher quality development through flexibility in building controls, including building height and density, provided that a PUD:

- (a) *Results in a project superior to what would result from the matter-of-right standards;*
- (b) *Offers a commendable number or quality of meaningful public benefits; and*
- (c) *Protects and advances the public health, safety, welfare, and convenience, and is not inconsistent with the Comprehensive Plan” (§ 300.1).*

Subtitle X Section 304.4 states:

The Zoning Commission shall find that the proposed development:

- (a) *Is not inconsistent with the Comprehensive Plan and with other adopted public policies and active programs related to the subject site;*
- (b) *Does not result in unacceptable project impacts on the surrounding area or on the operation of city services and facilities but instead shall be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project; and*
- (c) *Includes specific public benefits and project amenities of the proposed development that are not inconsistent with the Comprehensive Plan or with other adopted public policies and active programs related to the subject site.*

Regarding second stage PUDs, the regulations state in Subtitle X Section 302.2:

The second-stage application is a detailed site plan review to determine transportation management and mitigation, final building and landscape materials and compliance with the intent and purposes of the first-stage approval, and this title.

Additionally, Subtitle X Section 309.2 states:

If the Zoning Commission finds the [second stage] application to be in accordance with the intent and purpose of the Zoning Regulations, the PUD process, and the first-stage approval, the Zoning Commission shall grant approval to the second-stage application, including any guidelines, conditions, and standards that are necessary to carry out the Zoning Commission's decision.

PUBLIC BENEFITS AND AMENITIES

Subtitle X Section 305 of the Zoning Regulations discuss the definition and evaluation of public benefits and amenities.

“Public benefits are superior features of a proposed PUD that benefit the surrounding neighborhood or the public in general to a significantly greater extent than would likely result from development of the site under the matter-of-right provisions of this title” (§ 305.2). “A project amenity is one (1) type of public benefit, specifically a functional or aesthetic feature of the proposed development that adds to the attractiveness, convenience, or comfort of the project for occupants and immediate neighbors” (§ 305.10).

Section 305.5 lists several potential categories of benefit proffers, and *“A project may qualify for approval by being particularly strong in only one (1) or a few of the categories in [that] section, but must be acceptable in all proffered categories and superior in many” (§ 305.12).* The Commission

“shall deny a PUD application if the proffered benefits do not justify the degree of development incentives requested (including any requested map amendment)” (§ 305.11).

As provided in Conditions 79(a) – (i) in Order No. 08-34, benefits and amenities for the overall project were proffered as part of the initial approval. The Applicant does not propose any changes to the previously approved benefits and amenities package. Benefits of the overall project include the construction of a platform over the highway and the reconnection of F and G streets, environmentally conscious design, new housing and affordable housing, historic preservation of the historic JHS synagogue, reconstruction of the Holy Rosary Church Annex and Rectory, space for technology incubators, the creation of new open spaces, transportation management measures, and employment and training opportunities, among others.

The subject proposal furthers earlier approvals including these highlighted below:

Urban design, architecture, landscaping and creation of open spaces:

The overall Capitol Crossing development will link neighborhoods in the District that historically have been separated by a vast freeway canyon and provide improved connections, streetscapes and open spaces. This second stage PUD proposal is for two new buildings with a height and massing that were previously approved and the proposed ground floor retail will activate the streetscape.

Site planning and efficient and economical land utilization:

The proposed buildings on a shared podium with wide sidewalks are consistent with the Stage One approval and would bring efficient site planning to an infill project.

Housing and affordable housing:

Consistent with the original Order, the proposed residential building will provide significant amounts of new housing and affordable housing units including two-bedroom units.

Employment and training opportunities:

The new retail and hotel uses will bring potential new jobs and training opportunities to downtown.

Environmental benefits:

The two proposed buildings would achieve LEED Gold and Platinum certification and incorporate sustainability features including water collection and reuse, green roofs, and solar panels.

X. AGENCY REFFERALS

OP referred the application to the following District government agencies for review and comment:

- Department of the Environment (DDOE);
- Department of Transportation (DDOT);
- Department of Housing and Community Development (DHCD);
- Department of Public Works (DPW);
- Department of Parks and Recreation (DPR);
- DC Public Libraries (DCPL);

- DC Public Schools (DCPS);
- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD); and
- DC Water.

OP held an inter-agency meeting on August 25, 2021 and staff from DDOT, DOEE, DC Water, DHCD, and OP's Design Division were in attendance.

DOEE's comments on the application can be found in Appendix A. The Applicant provided a response to DOEE's comments in Exhibit 22.

DDOT filed a report in Exhibit 20 stating they had no objection to the Second Stage PUD and that the Applicant will need to pursue a public space permit for the proposed changes to the public realm.

XI. ANC COMMENTS

ANC 2C filed a report in support of the application in Exhibit 23.

XII. COMMUNITY COMMENTS

At the time of this report there were no comments from the community in the record.

JS/af

Appendix A

DOEE Development Review Comments

ZC 08-34L: Capitol Crossing Center Block

DOEE acknowledges the project's intent to certify the residential building at the LEED v2009 Gold level and to certify the hotel at the LEED v2009 Platinum level. Given that the buildings are registered under the LEED v2009 rating system, which is less stringent than the current LEED v4 rating system, DOEE encourages the project to pursue LEED Platinum on both buildings. DOEE also encourages the project to consider LEED for Neighborhood Development certification for the Capitol Crossing development, as a whole. The following recommendations are intended to encourage the project to incorporate design and construction strategies that will yield higher LEED scores and minimize the project's impact on the environment.

Many of these strategies can be financed with no upfront cost through [DC PACE](#). The [DC Green Bank](#) and the [DC Sustainable Energy Utility](#) (DCSEU) also offer innovative financial products and technical assistance to help projects gain access to capital. To learn about project-specific financing options, contact Crystal McDonald at cmcdonald1@dcseu.com.

Energy Performance

DOEE encourages the project to enhance the energy performance of the buildings. Maximizing energy efficiency at the time of construction will more cost effectively assist in meeting [Building Energy Performance Standards](#) (BEPS) in the future. The BEPS program was established in Title III of the Clean Energy DC Omnibus Act of 2018. The Act states that starting in 2021, owners of buildings over 50,000 square feet that are below a specific energy performance threshold will be required to improve their energy efficiency over the next 5 years. Projects below the performance threshold will be able to choose between a performance pathway, which requires that they document a 20% reduction in energy usage over the 5-year compliance period, or a prescriptive list of required energy efficiency measures. The next BEPS will be established in 2027 and again every six years, and the compliance threshold will increase each cycle. Therefore, existing buildings are encouraged to proactively improve their energy efficiency in order to remain compliant with BEPS in the future. New projects are encouraged to maximize energy efficiency during the initial design and construction in order to meet BEPS upon completion.

In line with the District's goal of carbon neutrality and the objectives of the Sustainable DC 2.0 and Clean Energy DC plans to reduce greenhouse gas emissions, DOEE encourages the project to consider eliminating the on-site combustion of fossil fuels. Incorporating efficient electric systems can reduce indoor air pollution and save on operating costs, especially when coupled with solar energy. All-electric buildings can also save on construction costs by avoiding the need to install gas piping.

Net-Zero Energy

Clean Energy DC, the District's detailed plan to reduce greenhouse gas emissions, calls for net-zero energy (NZE) building codes by 2026. DOEE encourages the project to explore net-zero energy construction/certification ahead of this planned code requirement. An NZE building is a highly energy-efficient building that generates enough on-site, or procures acceptable offsite, renewable energy to meet or exceed the annual energy consumption of its operations. NZE buildings can benefit both owners and tenants through significantly lower operating costs, improved occupant comfort and improved indoor air quality. Under the [2017 District of Columbia Energy Conservation Code](#), projects can use Appendix Z as an alternative compliance pathway, which

provides a working definition and guidance for NZE. If the team is interested in NZE construction, either on this project or future projects, DOEE can be of assistance. Please reach out to Connor Rattey (DOEE) at connor.rattey@dc.gov for more information.

Solar

Maximizing solar energy production will contribute to achieving the District's goal to increase the use of renewable energy to 100% by 2032. As a result of the requirement for 10% of the District's electricity supply to come from locally generated solar by 2041, there are many financial incentives to install solar. One way that the project can maximize solar energy production is to integrate solar photovoltaic arrays into green roofs. See the GAR and Stormwater Management section below for more details.

If unable to install solar at the time of construction, DOEE encourages the project to plan for solar-ready roofs. By minimizing penetrations and mechanical equipment footprints in prime locations, providing additional conduits where appropriate and including space in the electrical panel, future solar systems can be installed more cost effectively and with less disruption.

DOEE encourages the project to consider providing electric vehicle charging stations, or installing make-ready infrastructure so that charge points can be added at a later date. The [2017 DC Green Construction Code](#) provides some suggested thresholds for the provision of supply equipment and make-ready infrastructure.

Climate Resilience

In order to prepare for the impacts of climate change, including increased flooding and extreme heat, DOEE encourages the team to assess how climate change will affect the project and to incorporate resilient design strategies. As part of the [Climate Ready DC Plan](#), DOEE released [Resilient Design Guidelines](#) to assist project teams considering climate resilient design. Additional DOEE Climate Adaptation and Preparedness resources are available here: <https://doee.dc.gov/climateready>.

LEED offers [Resilient Design pilot credits](#) that guide project teams through identifying climate risks and mitigation strategies. USGBC offers [RELi 2.0](#), a dedicated rating system for resilient design and construction.

Green Area Ratio and Stormwater Management

DOEE applauds the project's green roof areas and the proposed solar photovoltaic array on the residential building, which is integrated into the green roof. DOEE encourages the project to maximize its solar energy generation by also integrating a solar photovoltaic array into the hotel's green roof. Integrating these systems enables the project team to maximize the benefits of solar energy while also maximizing the Green Area Ratio and stormwater retention volume. DOEE has issued guidance on how to successfully incorporate solar and green roof on pages 41 & 42 of the [2020 Stormwater Management Guidebook](#).

DOEE encourages the project to exceed the minimum stormwater retention requirements. Any additional retention onsite can earn the project Stormwater Retention Credits (SRCs) which can be sold through DOEE's Credit Trading Program. SRCs can be sold directly to DOEE through the SRC Price Lock Program (for projects located in the [MS4 Sewer System](#) only) or sold on the open market. For more information, please visit <https://doee.dc.gov/src> or email Matt Johnson at src.trading@dc.gov.

DOEE is prepared to meet with the project team to discuss stormwater opportunities on the project site. To set up a review meeting with the stormwater team at DOEE please contact Julienne Bautista at julienne.bautista@dc.gov.