

**MEMORANDUM**

**TO:** District of Columbia Zoning Commission  
**FROM:** Jennifer Steingasser, <sup>JS</sup>Deputy Director  
**DATE:** April 14, 2011  
**SUBJECT:** **Setdown Report** for ZC #11-03, Southwest Waterfront  
1<sup>st</sup> Stage Planned Unit Development and Related Map Amendment

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**I. SUMMARY RECOMMENDATION**

Hoffman-Struever Waterfront, LLC, has petitioned the Zoning Commission to setdown their request for a Stage 1 Planned Unit Development (PUD) and related map amendments to construct a mixed-use project on several squares west of Maine Avenue, SW, and on piers over the Washington Channel. As a result of the design of the PUD, three areas of zoning flexibility would also be required. The proposal, consisting primarily of large-scale mixed use buildings, as well as a small number of rowhouses and other smaller buildings, is not inconsistent with the Comprehensive Plan, including the Development Plan and AWI Vision for the Southwest Waterfront. The Office of Planning (OP), therefore, recommends that the PUD and related map amendment application be set down for public hearing. OP further recommends that the Commission set down, in the alternative, W-1 zoning for Parcel 10 and the Waterfront Park, and R-5-B zoning for Parcel 11.

**II. APPLICATION-IN-BRIEF**

**Location:** The area bounded by Maine Avenue to the east and the fish market to the north, south to approximately N Street, as well as adjacent areas of the Washington Channel. Ward 6, ANC 6D.

**Applicant:** Hoffman-Struever Waterfront, LLC

**Current Zoning:** W-1 and Unzoned

**Property Size:** 26.6 acres (1,158,506 square feet) (Land area plus area of proposed piers)

**Proposal:** A PUD-related map amendment to C-3-C on the landside and W-1 on the waterside. Construct a development consisting of 11 mixed use buildings, several smaller structures and pavilions, public and private piers and marinas, as well as parks and plazas. The maximum proposed height is 130 feet. The maximum proposed FAR would be 3.19 on the landside and 0.68 on the waterside.

ZONING COMMISSION  
District of Columbia

**Relief and Zoning:** In conjunction with the PUD, the applicant is seeking the following relief and flexibility:

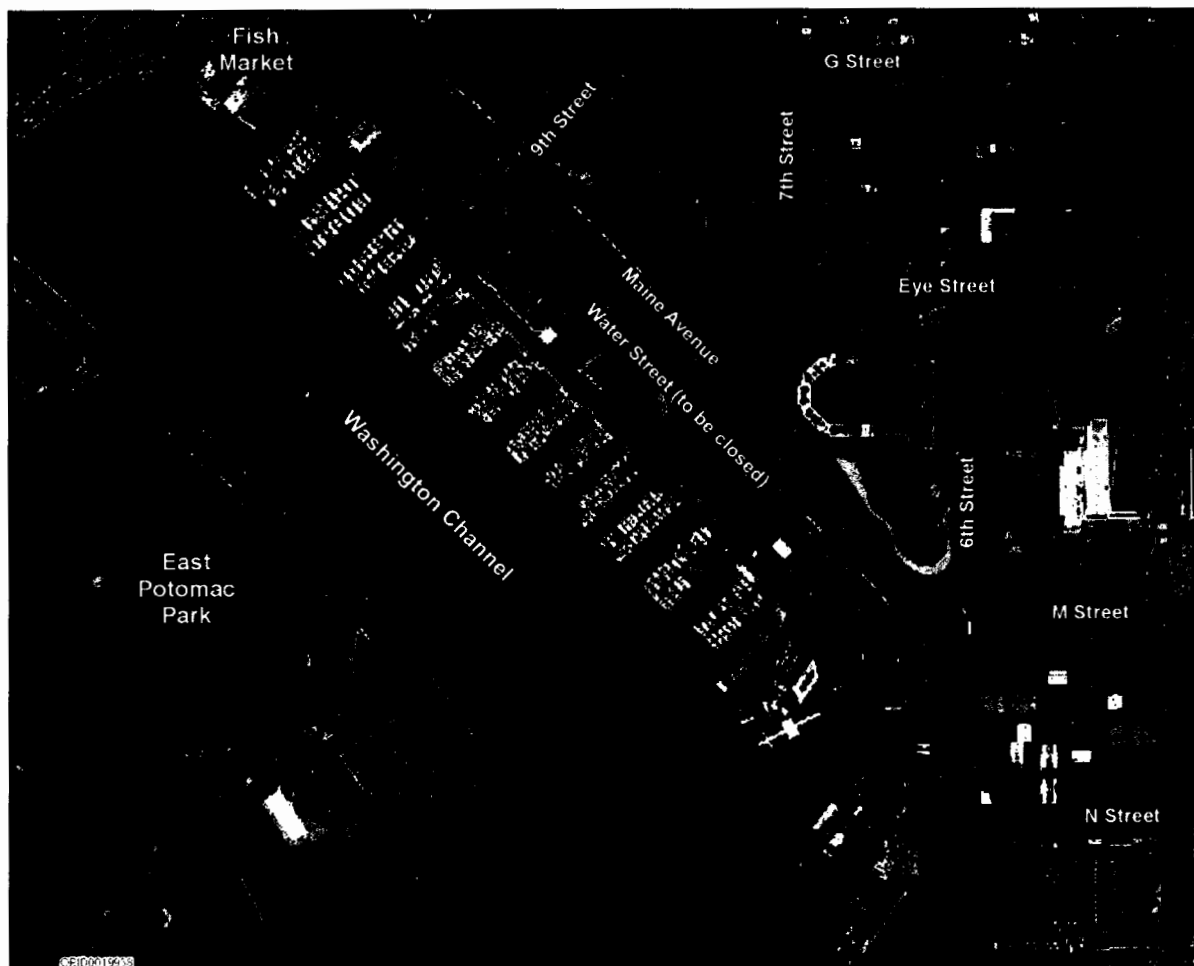
1. PUD-related map amendment
2. Variance from Stage 1 PUD period of validity (§ 2407.10)
3. Variance from loading requirements (§ 2201)

The following relief and flexibility is required:

4. Variance from building lot control (§ 3202.3)
5. Flexibility for the mix of uses

### III. SITE AND AREA DESCRIPTION

The subject site is adjacent to and on the Washington Channel and its boundaries can be seen in the vicinity map below. The property is generally bounded on the north by the fish market, on the east by Maine Avenue, and on the west by the proposed extent of the piers of the new development. To the south the property extends approximately to N Street.



The property is currently developed with low-scale, large-format uses including restaurants, a hotel, a church and maritime-related uses. The uses are served by below-grade and surface parking and are generally accessed from Water Street, which is parallel to Maine Avenue. In between some of the uses are hardscape plazas. A number of piers extend into the Washington Channel to serve numerous smaller sailing vessels and a few larger boats.

Maine Avenue, which connects to M Street to the east and 12<sup>th</sup> Street to the north, provides the main vehicular access to the site. The site is also approached from the northeast by 7<sup>th</sup> and 9<sup>th</sup> Streets. The Waterfront metro station is two blocks east of the site at 4<sup>th</sup> and M Streets, and the L'Enfant Plaza metro is approximately six blocks to the north on 7<sup>th</sup> Street. The surrounding neighborhood is developed primarily with a mix of rowhouses and larger apartment and condo buildings. Adjacent uses across Maine Avenue also include office buildings, a church, a school and Arena Stage. Significant mixed use redevelopment is underway at the Waterfront metro, where eight office and residential buildings are being constructed or renovated. To the north of the subject site, the L'Enfant Promenade connects Banneker Overlook to the National Mall.

#### **IV. PROJECT DESCRIPTION**

The proposal consists of 11 mixed use buildings, 10 rowhouses on a pier, a number of smaller landside and waterside structures, four major plazas, one large park, the waterfront promenade or wharf, as well as public and private piers. To develop as proposed the application proposes a PUD-related map amendment to C-3-C for the landside portion of the project and W-1 for the waterside.

##### ***Height, Density and Uses***

The tallest portions of the nine northern buildings would reach 130 feet, built on broader bases of two to five stories. At the southern end of the site, the building on Parcel 11 would be 45 feet tall, the building on Parcel 10 is shown both as 70 feet tall (Sheet 2.8) and 67 feet tall (Sheet 5.6). The applicant should clarify the height of that structure. Pavilions and waterside buildings would be one or two stories, except for the rowhouses. The rowhouses are shown on Sheet 5.7 of the plan set as being 64 feet tall. That height would exceed what is permitted in the W-1 PUD zone, and the applicant told OP verbally that the rowhouses would indeed be limited to 60 feet, as described in other parts of the application. More detailed designs for all buildings would be brought forward as part of a future second-stage PUD, should this first-stage PUD be approved.

Landside uses would have a maximum potential FAR of 3.19, or 3,165,000 square feet. Waterside uses would have a maximum potential FAR of 0.68, or 114,000 square feet. The waterside FAR is based on a total pier area of 167,393 square feet. The application seeks flexibility to determine the exact mix of uses at a later time, rather than during the Stage 1 PUD as is typically done. Please refer to the table below for a breakdown of uses by Segment and by landside and waterside. All figures are in square feet except for FAR. The ground floors of most

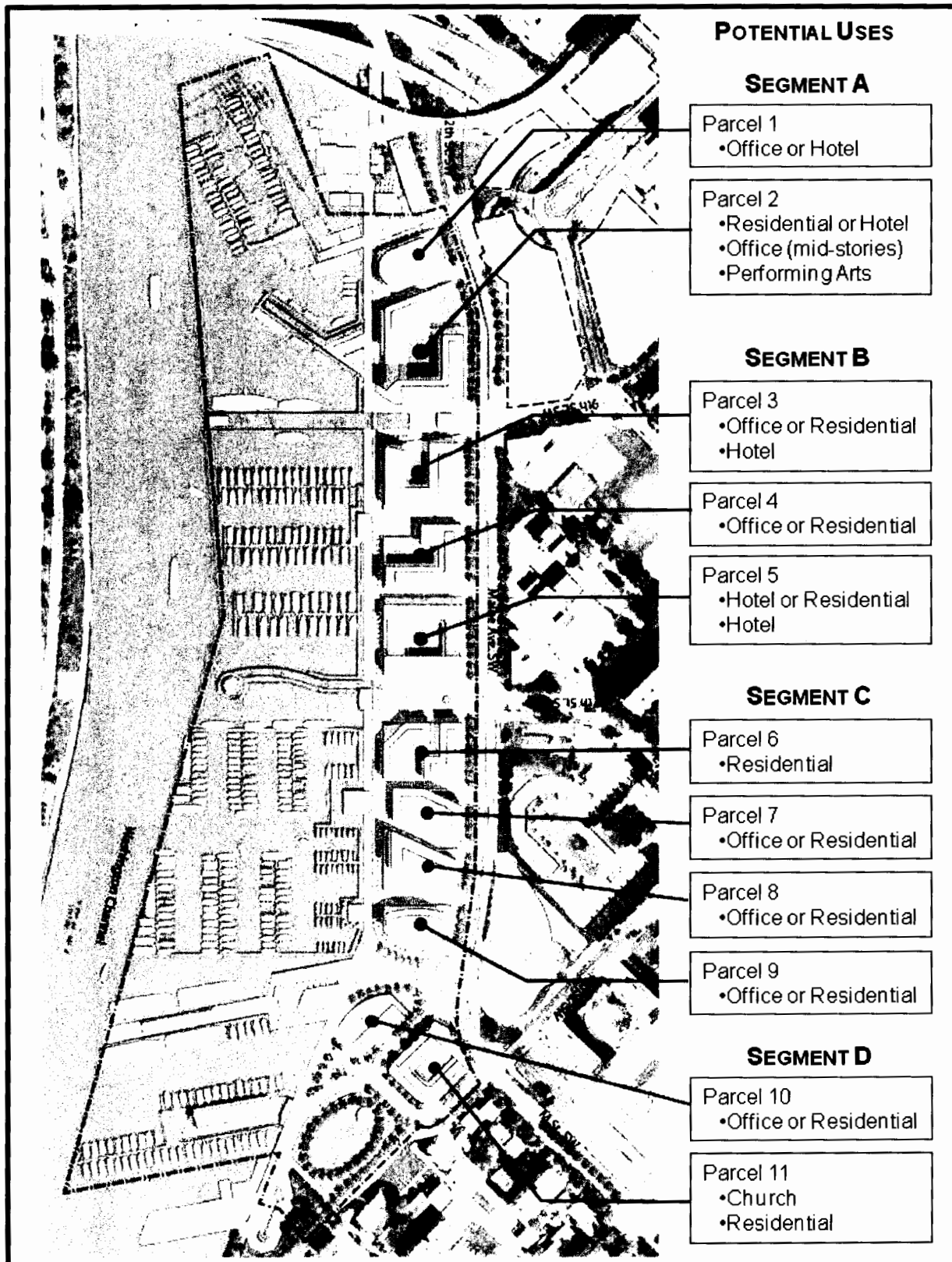
buildings would contain retail uses, and the application also describes potential uses in the upper levels of each building. OP has collated the information on upper story uses and presents it in the graphic on page 5. OP notes that while application data indicates that Segment C could have up to 120,000 square feet of hotel, Sheet 2.7 of the plans shows that residential or office are the only potential uses for each individual building. That discrepancy should be resolved prior to a public hearing.

LANDSIDE	Segment A		Segment B		Segment C		Segment D		Potential Max. Per Use
	Min	Max	Min	Max	Min	Max	Min	Max	
Retail	50,000	150,000	100,000	175,000	50,000	100,000	10,000	30,000	455,000
Residential	200,000	400,000	170,000	300,000	530,000	975,000	100,000	250,000	1,925,000
Office	200,000	325,000	175,000	300,000	0	450,000	0	50,000	1,125,000
Hotel	0	120,000	400,000	500,000	0	120,000	-	-	740,000
Cultural/ Perf. Arts	85,000	105,000	-	-	-	-	-	-	105,000
Civic (Church)	-	-	-	-	-	-	0	15,000	15,000
Potential Overall Segment Max.*	775,000		1,100,000		1,105,000		185,000		
Maximum Potential Landside Floor Area**									3,165,000
Total Land Area									991,113
Landside FAR									3.19

WATERSIDE	Segment A		Segment B		Segment C		Segment D		Potential Max. Per Use
	Min	Max	Min	Max	Min	Max	Min	Max	
Retail	-	-	-	-	12,000	24,000	-	-	24,000
Residential	-	-	-	-	-	-	0	50,000	50,000
Recreation	2,000	5,000	5,000	11,000	12,000	24,000	-	-	40,000
Potential Overall Segment Max.	5,000		11,000		48,000		50,000		
Maximum Potential Waterside Floor Area									114,000
Total Pier Area									167,393
Waterside FAR									0.68

\* The numbers in this row are not a sum of the numbers above, but rather the maximum total floor area permitted for all uses in that segment.

\*\* The Maximum Potential Landside Floor Area is not a sum of the numbers above, but rather a sum of the potential maximums per segment.



The application states that the Segments do not represent project phasing, but it does not elaborate on how construction would proceed on the site. In previous discussions with OP the applicant has indicated that the area between 7<sup>th</sup> and 9<sup>th</sup> Streets (equivalent to Segment B) would be the first phase of construction. Phasing information should be clarified in the application, including a general description of how, during construction, boats and piers will be relocated and utilities will remain functional for existing uses, especially to the live-aboard and work-aboard communities.

### **Parking and Loading**

Most of the vehicular parking would be located underground and would be accessed from the news streets. Six garages would serve the entire development, and most of them would span two or more above-ground parcels. For example, Garage 4 would be underneath Parcels 6, 7 and 8. Please refer to Sheet 5.2 of the plan set. Sheet 2.2 of the plan set indicates that there would be a minimum of 1,900 parking spaces and that there could be a maximum of 3,050. Because the application requests flexibility to determine during a future application the exact mix of uses, OP will evaluate compliance with parking requirements at that time. The application also indicates that loading relief would be necessary. The table on Sheet 5.1 shows that most parcels would have two 30' loading berths, one loading platform and one or two delivery spaces. Parcel 2 would have three 55' loading berths to serve the proposed music venue. As with parking, OP will evaluate any necessary loading relief during a future application when the use mix is further defined.

Sheet 2.2 of the plan set shows that 132 bicycle parking spaces would be provided on the landside of the development and 20 spaces on the waterside. The current regulations require a number of bike spaces as a percentage of automobile parking on site. While the automobile parking requirement cannot be determined at this time, OP encourages the applicant to provide significantly more parking than the 132 proffered. The location of and proposed mix of uses on the subject site could combine to make a very significant destination for bicyclists, and residents of the several potential apartment buildings would also need many bicycle parking spaces.

## **V. COMPREHENSIVE PLAN POLICIES**

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
- (5) Much of the growth that is forecast during the next 20 years is expected to occur on large sites that are currently isolated from the rest of the city. Rather than letting these sites develop as gated or self-contained communities, they should become part of the city's

urban fabric through the continuation of street patterns, open space corridors and compatible development patterns where they meet existing neighborhoods... 217.5

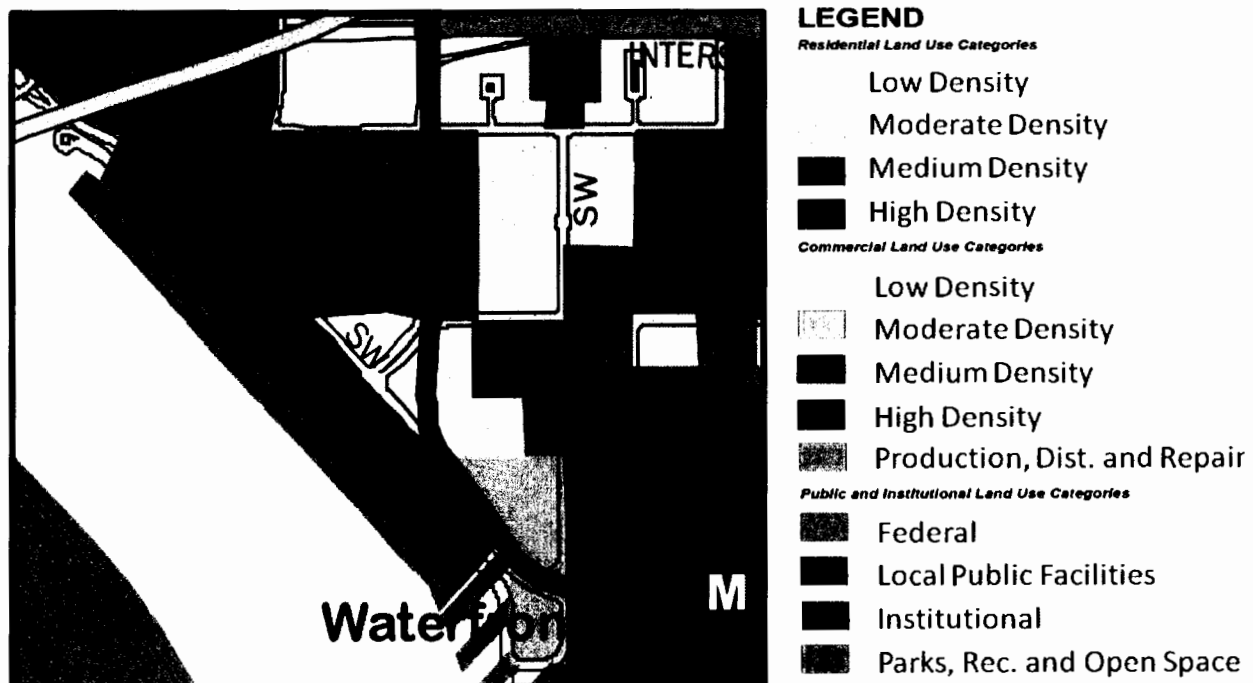
- (6) Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community 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
- (24) Despite the recent economic resurgence in the city, the District has yet to reach its full economic potential. Expanding the economy means increasing shopping and services for many District neighborhoods, bringing tourists beyond the National Mall and into the city's business districts, and creating more opportunities for local entrepreneurs and small businesses. The District's economic development expenditures should help support local businesses and provide economic benefits to the community. 219.9
- (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
- (30) Residents are connected by places of "common ground," such as Union Station and Eastern Market. Such public gathering places should be protected, and should be created in all parts of the city as development and change occurs. 220.6

The application is also consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Transportation; Economic Development; Parks, Recreation and Open Space; Urban Design; and Lower Anacostia Waterfront / Near Southwest

Area Elements. Please refer to Attachment 1 for a complete analysis of those elements of the Plan.

## VI. COMPREHENSIVE PLAN LAND USE MAPS

The Comprehensive Plan's Generalized Policy Map describes the subject site as a Land Use Change Area. Land Use Change Areas are anticipated to become "high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods (Comprehensive Plan, § 223.12). The Future Land Use Map (FLUM) indicates that most of the site is appropriate for high density residential and commercial mixed use. The FLUM also indicates that the waterfront itself should include recreational uses, and that the portion of the property south of M Street would be more appropriate for low to moderate density commercial and recreational uses. Because the FLUM makes the distinction in densities between the majority of the site and the area south of M Street, OP recommends that the Commission set down, in the alternative, W-1 zoning for Parcel 10 and the Waterfront Park, and R-5-B zoning for Parcel 11. Please refer to the excerpt from the FLUM, below.



## VII. DEVELOPMENT PLAN & AWI VISION FOR THE SOUTHWEST WATERFRONT

The Development Plan & Anacostia Waterfront Initiative Vision for the Southwest Waterfront (SWW Plan) is a small area plan adopted by the city council in 2003. Like any small area plan, it works together with and supplements the Comprehensive Plan. In most instances the SWW Plan gives more detailed direction and guidance than the Comprehensive Plan.



The SWW Plan has a number of guiding principles that form the basis of the Plan's policies. The guiding principles include ideas such as improving access to the waterfront – including the provision of a wide promenade, improving access to the water itself, enhancing connections to the existing neighborhood, and creating new public places and a neighborhood setting (SWW Plan, p. 2-1). More detailed recommendations include varied building heights, concentrating commercial uses near the north of the property, and having a strong mix of uses including a significant affordable housing component. The development proposed with this PUD would not be inconsistent with these broad themes.

### ***Development Parcels***

The Plan envisions six development parcels along the waterfront with saleable or leaseable space surrounding above-grade parking decks (p. 4-17). The proposed PUD would improve on that design by placing most parking underground, and by creating 11 landside parcels, resulting in smaller block sizes and superior pedestrian, bicycle and vehicular mobility. Parcels would have alleys or “mews streets” in between them that could be used for parking garage, loading, bike or pedestrian access. Most of the mews streets would also have retail frontages, thereby creating additional pedestrian activity. This development pattern would also contribute to the ground level views through the project. Please see below for more information on views.

### ***Development FAR***

The SWW Plan lays out a proposed development program with specific floor areas for residential, retail, hotel, cultural and parking uses (p. 4-15). The Comprehensive Plan states that these numbers should be viewed as illustrative (Comprehensive Plan, § 1911.4, as amended), but maintains that a medium density of development is appropriate on this site to allow for appropriate transitions to adjacent development (ibid, Policy AW-2.1.1, as amended). The proposed PUD is generally consistent with these aspects of the small area plan as modified by the Comprehensive Plan. The proposed landside FAR of 3.19 is well within the medium range, and the development would be well balanced between a range of uses. The buildings proposed for the southern end of the site would be the shortest, providing a transition to the rowhouses along M and 6<sup>th</sup> Streets. OP recommends, however, that the design examine ways to strengthen the transition by considering lower building heights for Parcel 10. OP also requests that the applicant provide an east-west cross section showing the relationship between Parcel 10, Parcel 11 and Tiber Island.

### ***Ground Level Views***

Similarly, the SWW Plan describes proposed building heights and stepdowns for each development parcel. The Plan states that buildings should consist of varying heights with a lower, broader base and taller tower elements (SWW Plan, p. 4-16). The intent of the varied heights is to preserve views from nearby residential developments and echo the built pattern of the existing Southwest neighborhood. The Plan talks about both ground level views and upper

level views (p. 4-19). At the ground level, the proposed PUD would be superior to the development scheme described in the Plan, because additional streets would divide the site and the buildings. Plazas at M, 7<sup>th</sup> and 9<sup>th</sup> Streets and at the fish market, as well as the mews streets, would carry major views toward the water. The Plan notes, however, that many lower level views from surrounding areas are blocked by trees.

### ***Upper Level Views***

Upper level views may be preserved by the proposed development to the same degree as shown in the SWW Plan. In the Plan, page 4-17 states that most development on the site should have a broad base of generally four to six stories, with tower elements that could extend up anywhere from 7 to 12 stories, with half of all buildings reaching the maximum height.

Although not detailed in the Plan, a height of 12 stories would generally be equivalent to 130 feet. In the proposed development, most buildings have a broad base and slightly more narrow tower elements. Most tower elements are proposed to reach 130 feet. Some of the proposed towers are parallel to Maine Avenue and the waterfront, whereas in the SWW Plan upper-level views are shown as generally perpendicular to Maine Avenue. Please refer to pages 1.5 and 5.3 through 5.6 of the plan set for graphics illustrating the buildings' proposed massing. Small block sizes and divisions between buildings for streets would help upper level views in addition to ground level views.

In order to fully evaluate the views to and through the project OP has asked the applicant to produce a number of view studies, a building-height diagram and orthogonal massing diagrams similar to those produced for the SWW Plan. OP is particularly supportive of the orientation of buildings generally perpendicular to Maine Avenue and the Washington Channel on Parcels 7, 8 and 9, and encourages the applicant to further investigate this design approach for other parcels, such as Parcels 3 through 6. OP will provide a complete analysis of the views at the time of the public hearing.

OP encourages a positive visual relationship between Banneker Overlook and the proposed development, as well as an inviting, pedestrian-oriented transition from the foot of Banneker Overlook, across Maine Avenue, and into Market Square (the fish market plaza). In order to assess these relationships the applicant should provide a cross section showing the relationship of the proposed music venue and existing Banneker Overlook, more detail on the dimensions and functionality of Market Square, and more detail on the massing of the building on Parcel 1. Possible solutions to improving the visual relationship could include slightly shifting Parcels 1 and 2 to the south or molding Parcel 1 to open up the viewshed.

## **VIII. ZONING**

The site is currently zoned W-1 on the landside, and is unzoned on the waterside. The total site area of 1,158,506 square feet (inclusive of proposed pier areas), is large enough to request a PUD. The proposal requires a PUD-related map amendment and relief from the specific zoning

regulations listed below. A summary of each area of relief is given and OP will provide a complete analysis of the requested relief at the time of the public hearing.

**1. PUD-Related Map Amendment**

The height, density and uses permitted by the C-3-C PUD and W-1 PUD regulations are requested to construct the project as proposed. A PUD in the C-3-C zone can have a maximum height of 130 feet and a maximum FAR of 8.0. A PUD in the W-1 zone can have a maximum height of 60 feet and a maximum FAR of 3.0. The landside, the portion of the project that is proposed for C-3-C zoning, would have a maximum height of 130 feet and an FAR of 3.19. On the waterside, the proposed W-1 zoned area would have a maximum height of 60 feet and an FAR of 0.68. The development parameters would fall within the PUD guidelines of the respective zones. As noted above, OP recommends alternative zoning, W-1 and R-5-B, for the southern end of the site.

**2. Variance From Stage 1 PUD Period of Validity (§ 2407.10)**

The application requests that the period of validity of the Stage 1 PUD approval be valid for three years, instead of one year, as stated in § 2407.10. No rationale for the variance is provided in the application. OP understands that a project of this scale and complexity may require additional time for project design and community input, but requests that the applicant include a rationale for the variance with any future submissions.

**3. Variance From Loading Requirements (§ 2201)**

The application requests a variance from loading requirements for the project, and lays out the number of loading facilities proposed for each development parcel. Please refer to p. 27 of the written statement and Sheet 5.1 of the plan set. While in general OP does not object to relief from loading, provided an applicant justifies the reduction in size or number of facilities, OP feels that this type of relief would be better examined during a Stage 2 PUD, when the use mix is more defined.

**4. Variance From Building Lot Control (§ 3202.3)**

Several building are proposed for construction over the water. It is unclear at this time whether record lots can be created over the water, and pursuant to § 3202.3 a record lot is necessary to obtain a building permit. OP, therefore, is recommending that the applicant seek approval for a variance to that section that would allow building permits to be issued without the presence of a record lot. In 2004 a blanket exception was written into that section for certain structures in the W-0 zone, but no allowances were made for the W-1 zone.

## **5. Flexibility For the Mix of Uses**

A Stage 1 PUD would normally determine the use mix on a site. This application proposes that for each Segment of the project each use be allowed a range of floor area. For example, in Segment A, retail uses would have a minimum floor area of 50,000 square feet and a maximum of 150,000 square feet. However, each Segment would have an overall cap on the total floor area for all uses. The application does not state when the exact use mix would be known. Please refer to the table in Section IV of this report for a breakdown of uses by Segment and by landside and waterside.

## **IX. PURPOSE AND EVALUATION STANDARDS OF A PUD**

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 first stage 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 comments to be supplied by referral agencies, OP will provide at the time of the public hearing an analysis of the project’s impact on city services.

## **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 application proposes a PUD-related map amendment to C-3-C for landside areas with a maximum building height of 130 feet and a maximum potential FAR of 3.19. On the waterside the proposed PUD-related map amendment is to W-1, with a maximum stated building height of 60 feet and an overall FAR of 0.68, based on the total area of the piers.

On the landside, the applicant would gain 85 feet in height, 0.69 FAR, and a greater allowance for lot occupancy. On the waterside, all development parameters are a result of the PUD, as the water is currently unzoned. The applicant, therefore, would gain 60 feet in height and 0.68 FAR, as well as the array of uses proposed. Please refer to the table below for a comparison of current zoning parameters and proposed development characteristics.

LANDSIDE			
	Existing Zoning (W-1)	Proposed Zoning (C-3-C PUD)	Proposed Development
Height	45'	130'	130'
FAR	2.5 – residential 1.0 – non-residential 2.5 – Total (2,477,783 sf)	8.0 – residential 8.0 – non-residential 8.0 – Total	[Mix of residential and non-residential] 3.19 – Total (3,165,000 sf)
Lot Occupancy	80%	100%	100% – for individual lots 55% – overall
WATERSIDE			
	Existing Zoning (Unzoned)	Proposed Zoning (W-1 PUD)	Proposed Development
Height	None	60'	60'
FAR	None	3.0 – residential 1.0 – non-residential 3.0 – Total (502,179 sf)	0.30 – residential 0.38 – non-residential 0.68 – Total (114,000 sf)
Lot Occupancy	None	80%	Not provided but assumed conforming.*

\*The figure provided on Sheet 2.2 of the plan set for overall waterside lot occupancy, 68%, is not correct. The actual overall lot occupancy figure is lower – so it will be conforming – and will be provided by the applicant prior to the public hearing. It is assumed that individual lots on the waterside will be configured such that lot occupancy will be conforming. Any necessary relief can be examined as part of a Stage 2 PUD.

The application lists several benefits, some of which can be considered amenity items. OP notes that many of these items were required by the Land Disposition Agreement (LDA) made between the District and the applicant. The LDA spelled out in detail all the requirements of both parties prior to and after the land would be transferred to the applicant in a 99 year lease. Because the LDA assumed that the delivery mechanism for the amenities would be a PUD, OP is willing to consider as amenities some of the listed items, even though they are already required by the LDA.

1. *Urban Design, Architecture, Site Planning, Landscaping and Open Space* – The application cites the project itself as a “benefit to the area and the city as a whole” (Written Statement, p. 34). Certainly the creation of the wharf, open spaces, plazas and other public gathering areas will provide a boon to the District and the neighborhood, and the creation of a mixed use waterfront neighborhood in close proximity to the National Mall has the potential to achieve tourism and economic development goals. The urban design will be evaluated throughout the Stage 1 PUD process, but the quality of the

architecture, landscaping, and details of the open spaces cannot be fully evaluated until a Stage 2 PUD is submitted.

2. *Housing and Affordable Housing* – The creation of housing and affordable housing is claimed as a benefit of the project. The project would include housing for various income tiers, including less than 30% AMI, less than 60% AMI, between 100% and 120% AMI, and market rate. At least 160,000 square feet will be dedicated to low and moderate income housing (30% and 60% AMI, respectively). The applicant should describe how the affordable units will be distributed throughout the development and how much floor area would be dedicated to each income tier. Overall the applicant estimates that the project would include about 1,200 residential units (*ibid.*, p. ii). The project would also maintain the existing live-aboard community of about 100 units.
3. *Transportation Features* – The project would be designed to accommodate a streetcar along the wharf and along Maine Avenue, and water taxi service would also be possible at the project's piers. The application cites these features as amenities, along with the location of loading and service functions. The applicant has also stated verbally that they would reconstruct Maine Avenue. Reconstruction of that street would be a very significant amenity. The Office of Planning would also consider the proposed reservation of 15 feet of private property for an expanded Maine Avenue sidewalk an amenity item. Please refer to Sheet 4.8 for the proposed cross section of Maine Avenue.
4. *Environmental Features* – The application commits to several different LEED certifications at the neighborhood and building scales. A Gold certification would be achieved under the LEED for Neighborhood Development program. This would be considered an amenity as it is not required by zoning or other District Law. The proffered Silver certification for individual buildings, though increasingly common, may be considered an amenity as it goes beyond the requirements of the Green Building Act.
5. *First Source Employment Agreement* – The applicant has already executed a First Source Employment Agreement with the Department of Employment Services (DOES).
6. *Workforce Intermediary Program (WIP)* – According to page 39 of the written statement, "the applicant has already funded \$250,000 in a workforce intermediary program," an entity that would serve as a clearinghouse to list jobs, identify potential job candidates and connect residents with job training opportunities. The WIP would be established in conjunction with DOES. In addition to the WIP, the application states that efforts are being made to link residents with training opportunities and apprenticeships. More information about this additional effort would be required for it to be considered an amenity.
7. *Certified Business Enterprises (CBE) Agreement* – The applicant has already executed a CBE agreement with the Department of Small and Local Business Development.

8. *Local Business Opportunities* – Twenty percent of the retail space would be set aside for local businesses, and rents for these spaces will be reduced to below market rates. It is unclear whether this commitment would be in perpetuity, how it would be monitored, and where the affordable retail would be located.
9. *Preservation of Capital Yacht Club* – The application states that rebuilding of the Capital Yacht Club would be an amenity of the PUD. A new Capitol Yacht Club and piers would be constructed south of their present location near the fish market.
10. *Improvements to the Fish Market* – The applicant will improve infrastructure, hardscape and landscaping at the fish market. The so-called “fish cleaning building” will be renovated or replaced and new outdoor seating will be provided.
11. *Stairs to Banneker Overlook* – Stairs from Maine Avenue up to Banneker Overlook would help link the waterfront and the National Mall. The application also cites pedestrian connections across Maine Avenue as part of the amenity. More detail on pedestrian improvements would be needed to fully evaluate the amenity.
12. *Parking for Adjacent Uses* – The application states that parking provided for the fish market and public marinas should be considered amenities. The fish market is an off-site use and fish-market parking provided on the subject site could be considered an amenity.
13. *New Business Improvement District* – The applicant will fund the creation of a new BID to maintain the public areas of the site “including the parks, open spaces and public marinas” (Written Statement, pg. 42). The applicant has stated that the BID could potentially fund and maintain a portion of the streetcar line serving the area.

The Office of Planning feels that the proposed benefits and amenities are sufficient for setdown and requests that the applicant further define the scope of all benefits. OP will continue to work with the applicant on the amenity package and will provide a complete analysis at the time of the public hearing.

## **XI. AGENCY REFERRALS**

If this application is set down for a public hearing, the Office of Planning will refer it to the following government agencies for review and comment:

- Department of the Environment (DDOE);
- Department of Transportation (DDOT);
- Department of Housing and Community Development (DHCD);
- Department of Employment Services (DOES);
- Department of Parks and Recreation (DPR);
- Department of Public Works (DPW);
- DC Public Schools (DCPS);

- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD);
- Washington Metropolitan Area Transit Authority (WMATA); and
- DC Water.

## **XII. COMMUNITY COMMENTS**

The site is located in ANC 6D. OP has met with the chair of the ANC, representatives of the Tiber Island Co-op and representatives of the live-aboard and work-aboard communities. OP will continue to solicit input from the community and encourages the applicant to continue their outreach efforts to the neighborhood.

## **XIII. ATTACHMENTS**

1. Comprehensive Plan Policies

JS/mrj



## **Attachment 1 Comprehensive Plan Policies**

### ***Land Use Element***

The Land Use Element calls for the reuse of large, publicly owned sites, and says that their redevelopment should improve their neighborhoods, provide improved waterfront access, where applicable, and provide new parks (Policy LU-1.2.1). Policy LU-1.2.2 says that the mix of uses on such sites should be compatible with existing uses and provide benefits to the immediate and larger communities. In conformance with Policy LU-1.2.6, the proposed design seeks to integrate into the existing urban fabric to the greatest extent possible. The Land Use Element also encourages infill development and development near metro stations (Policies LU-1.3.1 and LU-1.3.2).

### ***Transportation Element***

The Transportation Element supports transit-oriented development and discourages auto-oriented uses (Policies T-1.1.4 and T-1.2.3). The proposed development would concentrate housing within walking distance of Metro and bus service, provide a walkable and bikeable environment, and make provisions for future streetcar service. This element also seeks to improve major boulevards through “transportation, economic development, and urban design improvements” (Policy T-1.2.1). The proposed design would also improve the pedestrian network and pedestrian safety, as called for in Policies T-2.4.1 and T-2.4.2.

### ***Economic Development Element***

Development of the subject site would help achieve the several Economic Development Element policies. A mix of uses along the waterfront would help draw visitors away from the Mall, and the waterfront itself would be an attraction for tourists. New restaurants would also capture tourist dollars. A variety of hotels within the project would provide price ranges for different travelers, and would provide more hotel rooms in the District and near major attractions. Please refer to Policies ED-2.3.1 through ED-2.3.4.

### ***Parks, Recreation and Open Space Element***

The Parks, Recreation and Open Space Element calls for the creation of parks on large sites (Policy PROS-1.4.3), and seeks to improve connections between the waterfront and nearby neighborhoods (Policy PROS-3.2.3). The development would achieve those goals.

### ***Urban Design Element***

Policy UD-1.1.1 calls for the District to enhance its “image, character and outstanding physical qualities...in a manner that reflects its role as the national capital.” The proposed development

would improve the southwest waterfront to a state that it could not only be an amenity for residents but would also improve the city's image in the eyes of visitors to the District. The Urban Design Element also calls for the general improvement of waterfront areas, including improving access and strengthening the civic identity as a waterfront city (Policies UD-1.3.1 and UD-1.3.2). Policy UD-1.3.5 also states that views toward the rivers should be protected and enhanced. The proposed development would provide many ground level views, and has the potential to provide many upper-story views toward the Washington Channel. To further examine the views provided, OP has requested that the applicant prepare view studies from several vantage points, as well as provide additional graphics showing the building massing. This element also speaks to reinforcing major boulevards, such as Maine Avenue, and to creating successful developments on large sites and integrating them into existing neighborhoods. Both of these objectives can be achieved by the proposed development.

#### ***Lower Anacostia Waterfront / Near Southwest Area Element***

The Lower Anacostia Waterfront / Near Southwest Area Element encourages the creation of new waterfront neighborhoods on large, contiguous, publically owned sites, including the Southwest Waterfront (Policy AW-1.1.2). Policy AW-1.1.3 states that development should be "consistent with the Future Land Use Map", provide space for offices and hotels, and focus development along corridors such as Maine Avenue. The policy also says that the operation of maritime vessels should be maintained and supported as the waterfront redevelops. The proposed mix of uses would meet that policy and the placement of buildings along Maine Avenue would reinforce that important corridor. The proposal to incorporate many new and rehabilitated piers and docking berths will support the ongoing use of the waterfront for sailing vessels.

New developments in this area should provide amenities, such as parks and transportation and infrastructure improvements (Policy AW-1.1.4), and should provide significant pedestrian and multi-modal access along the shoreline (Policies AW-1.1.6 and .7). The design of the proposed wharf supports that policy direction. Policy AW-1.1.9 seeks the improvement of Maine Avenue as a "graciously landscaped urban [boulevard]...designed with generous pedestrian amenities, public transit improvements, landscaping, and ground floor uses that create a vibrant street environment." The proposed design, which would reserve 15 feet of the subject site to, in effect, widen the right-of-way, envisions an improved Maine Avenue with continuous parallel parking, streetcar access and improved pedestrian and bike facilities. Policy AW-1.2.2 encourages the siting of new civic gathering places and cultural attractions within the policy area. The proposal includes a number of plazas that could be sites for public gatherings, and one of the proposed uses is a music hall, a major new cultural attraction.

The proposed PUD also follows the more specific guidance of Southwest Waterfront policies. The development would likely preserve views, though the Office of Planning has requested that the applicant develop view studies from several different vantage points. The project would also improve open spaces and "capitalize on height opportunities at a medium development density", including housing, commercial and cultural uses (Policy AW-2.1.1). The design also contemplates numerous public plazas, a major promenade, and public piers extending into the

water (Policy AW-2.1.2), as well as major improvements to the pedestrian environment through widened sidewalks and trails, the elimination of Water Street, and removal of large surface parking lots. The proposed redesign of Maine Avenue should also increase the safety of pedestrians crossing that street (Policy AW-2.1.4). In summary, the proposal is consistent with the policies of the Lower Anacostia Waterfront / Near Southwest element of the Comprehensive Plan.