




MEMORANDUM

TO: District of Columbia Zoning Commission

FROM:  Jennifer Steingasser, Deputy Director Development Review and Historic Preservation

DATE: September 9, 2013

SUBJECT: **Final Report** for ZC #13-05, Forest City Washington (DC Water Sites) – First Stage and Second Stage Planned Unit Development with Related Map Amendment from the CG/W-2 to CG/CR and CG/W-1: bounded by N Place, SE, First St. SE, Diamond Teague Park, and DC Water's Main & O Street Pumping Stations (Sq. 744S, pt. of Lot 805; Sq. 744SS, pt. of Lot 801)

I. RECOMMENDATION

The Office of Planning (OP) recommends approval of Forest City Washington's application, including:

- **A First Stage PUD approval** to construct a mixed use development for the area identified as Parcels G1, G2 and G3 in the larger PUD site (Lot 805 in Square 744S and part of Lot 801 in Square 744 SS) at a maximum height of 130 ft., 40,000 sf retail (min.) and 300 parking spaces (Phase 2 and 3).
- **Consolidated PUD approval** for development of a 2,500 seat movie theatre on Parcel F1, (41,708.3 sf - excluding private streets and sidewalks) to be constructed in the first phase at:
 - 100 feet in height, 5.73 FAR, and 93% lot occupancy;
 - 331 parking spaces, including 48 spaces to be assigned as retail spaces for G1 and G2 parcels
 - 96,391 sf retail/arts related space; and
 - Flexibility from § 2201 – loading ; § 638 courts and § 633 open space requirements;

And a

- **Related Map Amendment** from CG/W-2 to CG/CR (Parcels F1, G1, G2) and CG/W-1(Parcel G3).

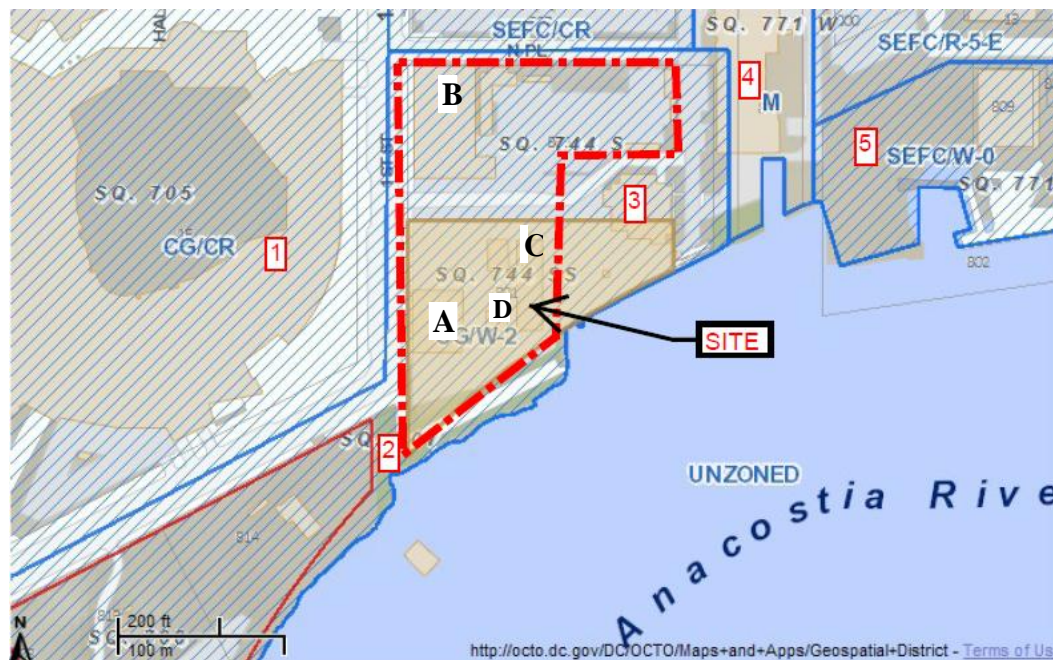
The proposal is not inconsistent with the goals and intent of the Comprehensive Plan, the Capitol Gateway Overlay or other requirements of the Zoning Regulations.

II. APPLICATION-IN-BRIEF

Location 1402 1st Street, SE (on the south, and D.C. Water's Main and O Street pumping stations on the east. PUD parcel bounded by N Place SE on the north, D.C. Water's Main Pumping Station on the east, D.C. Water's O Street Pumping Station on the south, and the proposed 1 1/2 Street on the west).

Ward/ANC	Ward 6/ANC 6D
Applicant	Forest City Washington
PUD-Related Zoning	CG/CR and CG/W-1 (the latter for parcel G3- the expanded Diamond Teague Park)
Property Size	235,131 sf
Proposal-in-brief	Redevelopment of the parcel into four new city blocks, with a sixteen screen movie theatre; two apartment buildings with ground floor retail; extension of the Diamond Teague Park; and reintroduction of the street grid through private streets (O Street SE and 1 1/2 Street SE). Second Stage PUD approval for the movie theatre with flexibility from the public space, parking and loading requirements is also requested with this application. First Stage approval of conceptual plans for the rest of the parcel, which would be developed subsequent to the movie theatre.

III. SITE AND AREA DESCRIPTION



Zoning Map

The 235,131 square foot subject site is flat and currently occupied and used by DC Water as a maintenance facility for their vehicles. As shown within the dashed outline, it is bordered on the north by N Place, Canal Street to the east, First Street to the west and the boardwalk along the Anacostia River at the south. The parcels are currently developed with a welding shop (circa 1928) (building A); a fleet maintenance building (building B); a prefab and carpenter’s shop (building C) and a paint shop (building D). A temporary trailer on the site would be removed, and buildings identified as A, C and D would be demolished. The fleet maintenance building would be partially retained and would form the base of the residential building proposed on parcel G1.

DC Water’s stations are located to the east and south east of the subject parcel and are not included in the main PUD site. The surrounding properties are occupied by the 1) Nationals Ball Park (2) Diamond Teague Park (3) O Street Pump Station (4) Main Pump Station and (5) The Yards Park. The Florida Rock PUD, to the far southwest of the site would include a 95-foot tall mixed-use building with additional park improvements.

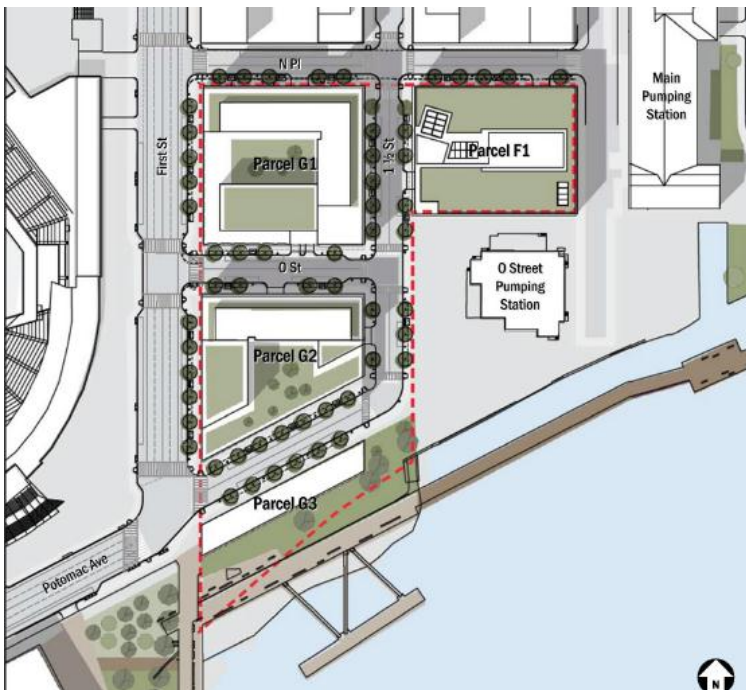
IV. BACKGROUND

At its public meeting on April 29, 2013, the Commission requested additional information from the applicant, including:

- Provision of an expanded traffic study
- Loading indicating truck maneuvering details
- Additional details on affordable housing over matter-of-right
- Additional details of the conceptual designs of parcels to be developed in Stage I
- Parking numbers and screening of the structure
- Sustainability – materials reuse on the site
- Project phasing

The applicant responded with a revised submission dated **June 28, 2013 and August 30, 2013**. The highlights of the plan revisions include mainly, design refinements and improvements particularly to the F1 building. Landscape plans and additional traffic information requested by DDOT are also included in the latest submission. These items are subsequently discussed in relevant sections of this report.

V. PROJECT DESCRIPTION

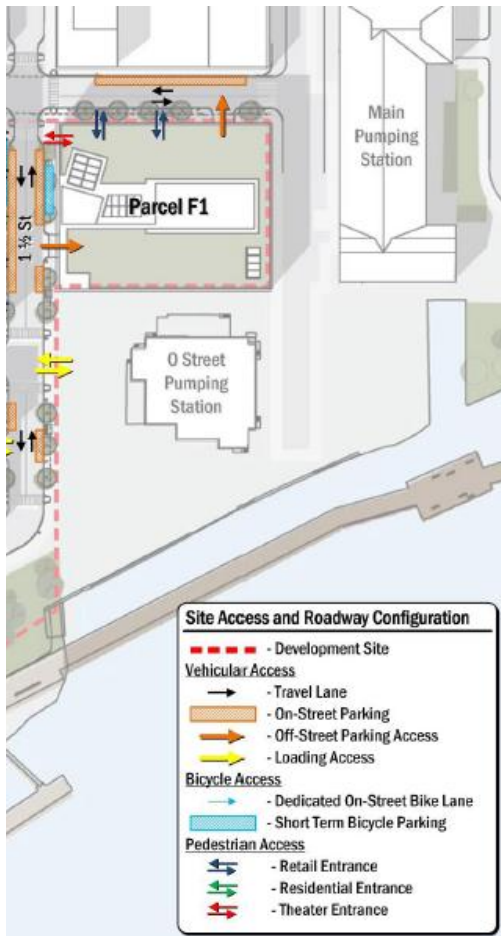


Proposed Site Plan

The PUD will be located on a single lot of record, but the property would be parceled out as four city blocks, comprised as parcels F1, G1, G2 and G3, separated by a new O Street SE and a new 1 ½ Street SE, which would connect with N Place, First Street and Potomac Avenue. Overall, parcel F1 would contain the movie theatre; parcels G1 and G2 would be developed with two residential towers above a mix of retail, entertainment and arts related uses on the ground floor of the buildings. Parcel G3 will contain a retail pavilion as part of the Diamond Teague Park’s expansion. The maximum height of the residential buildings would be 130 feet based on the street right-of-way width of 1st Street SE, as determined by the Height Act. Development would be phased, including Stage II development of parcel F1, with a request for Stage I PUD approval for the remaining parcels.

Stage II PUD (Phase 1 – Movie Theatre)

Development of this parcel is proposed as a 2-story (with mezzanine), 16-screen movie theatre above a 4-story parking structure and approximately 2,000 sf of ground floor retail, which would wrap around the corner at 1 ½ Street and N Place SE. The 100-foot tall structure would occupy 93% of the lot area at FAR 5.73. The theatre would be clad primarily with “articulated metal panels” atop a two-story base of illuminated metal panels. The entrance and circulation areas on the upper levels would be highlighted by a glass wall façade providing visibility from the street corner at N Place and 1 1/2 Street. Illuminated panels would also be installed for a portion of the north elevation on N Place above what is intended to be art-related uses at the ground level (Appendix B, Sheets A4- A7, June 28, 2013 Submission). The applicant has presented 2 alternatives for exterior materials based on comments made by the ANC 6D’s Development Committee (*Exhibit B and C, August 29, 2013*).



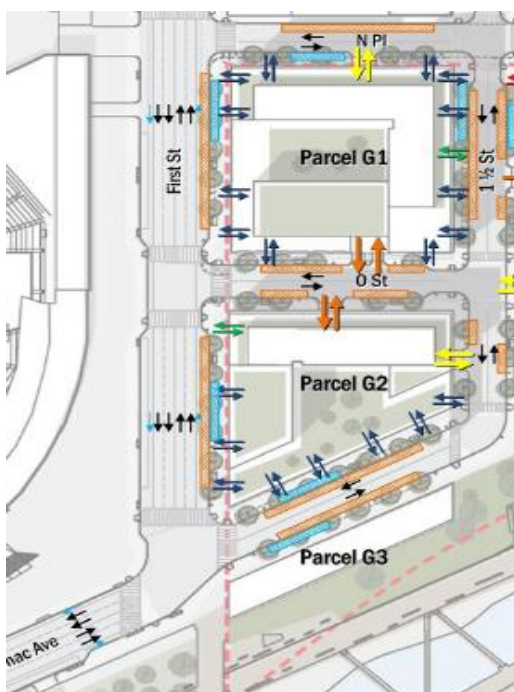
N Place is currently a two-lane dead end street at the Main Pumping Station without sidewalks or streetscape. Improvements to N Place in this phase would include sidewalks and new private internal streets – O Street and 1 1/2 Street. These would connect with First Street and N Place and 16-foot wide sidewalks would continue along N Place and 1 1/2 Street within the PUD site. Pedestrian access to the building would be through the retail, residential and theatre entrances, as shown in the applicant’s site access plan (*Traffic Impact Study, June 12, 2013, p. 26 -reproduced*).

The 4-level above grade parking structure would be accessed off a curb cut on 1 1/2 Street, with an exit via a curb cut at N Place. The applicant has provided 331 parking spaces, in excess of the 250 required under the regulations, in order to accommodate the desired retail parking for the future retail uses for the remainder of the PUD site. The shared parking is in anticipation that the majority of trips would be combined with retail, entertainment and movie attendances.

Access to loading for this structure is proposed from an existing curb cut to the O Street Pumping Station. The applicant has requested flexibility to permit loading from this property outside of the PUD site.

The applicant anticipates taking the approved stage 2 PUD approval to permit review in the fall of 2013 and construction completion by spring 2016.

Stage I PUD (Phase 2 & 3 – Parcels G1, G2 & G3)



Parcels G1 and G 2

Both parcels would be developed primarily with the residential component of this PUD. As a first stage proposal, a portion of the residential tower on G1 appears to float above the ground floor of the existing fleet maintenance building (*B-3, Aug., 29, 2013*). The latter building’s interior would be removed and the façade preserved. The building’s massing has been provided with some schematic diagrams depicting the second level above-grade parking. Examples are also provided of the potential type of screening above the required ground level retail of the Capitol Gateway Overlay along First Street. As the Stage I review is for siting and overall massing only, the design and final building sculpting will be reviewed through a future Stage I PUD application.

Vehicular parking for the residential towers would be accessed primarily from O Street. 300 parking spaces would be provided for the 600 residential units, for a ratio of 0.5 spaces per unit, along with 225 bicycle parking spaces for residential use. Parking would be located both above and below grade. Loading is projected off N Place for G1 and off 1 1/2 St for G2. The proposed loading for these parcels would satisfy the current zoning requirements.

Parcel G3

The proposed park for parcel G3 would complement the proposed park features of the Florida Rock development to the west, the Diamond Teague Park at its south and the Yards Park to the west. Plans suggest that interim improvements may be made to expand the park and sidewalk along Potomac Avenue.

A 15,000 sf (max.) pavilion design and orientation would be refined working with the Historic Preservation Office as indicated by the applicant, prior to the submission of a Stage II application. The pavilion is intended to accommodate uses to support the Diamond Teague Park and is currently planned to be constructed as the final phase of the PUD. Potential uses may include service, retail, arts or recreational uses that may be more appropriate as the market in this neighborhood continues to mature.

Private Streets

The private right-of-ways proposed within the PUD boundaries would vary in width between 70 feet (O Street and 1 1/2 St) and 80 feet (Potomac Avenue) The historic Potomac Avenue right of way measures 160 feet. The D.C. State Historic Preservation Office (SHPO) requested that the alignment of the onsite Potomac Avenue be based on the historic centerline for Potomac Avenue.

Construction of the private streets would also be phased with the development of the site, as shown in the applicant’s traffic study (*Site Phasing Pg. 29, August 29, 2013*). In summary:

- The N Place roadbed and sidewalk would be reconfigured. Sidewalk improvements would be made adjacent to the movie theatre and temporary sidewalks would be placed along the remaining portions of N Place;
- Potomac Avenue, O Street and the remainder of 1 1/2 Street, with sidewalks adjacent to the residential towers of G1 and G2 would be constructed in Phase 2. Temporary sidewalks would be constructed on the opposite side of the street; and
- Construction of the final sidewalk during construction of the pavilion on the G 3 parcel during Phase 3.

The parcels would be developed as a Stage I PUD accordingly:

PUD STAGE/Parcels (sf)	Proposal	GFA	FAR (max)	Height	Parking Spaces
Stage I PUD - PHASES 2,3					
G1 (58,745.4 sf)	Mixed-use residential/retail	409,765 sf	8.0	130ft.	175
G2 (51,812.8 sf)	Mixed-use residential/retail	302,276 sf	7.50	130ft.	125
G3 (38,482.7 sf)	Retail /arts/cultural	5,000-15,000sf	0.48	30ft.	0
Private Streets (41,401sf)			N/A		
TIMELINE Construction starts dependent on relocation of DC Water facilities and market conditions.	Phase 2 G1 or G2 or both –application to be filed for 2 nd Stage approval no later than 2 yrs after issuance of c/o for the F1 parcel. If developed separately, application for 2 nd stage approval of the remaining residential building to be filed no later than 2 yrs after c/o issued for the first residential building. Phase 3 G3 – 2 nd Stage approval for park improvement to be proposed with construction of either G1 or G2 building				

OP supports the overall site design for the entire PUD parcel, and expects additional design details for Parcels G1, G2 and G3 prior to a Stage II PUD review. Additional flexibility for future phases of development, if required, would be evaluated as part of the Stage II reviews.

VI. COMPREHENSIVE PLAN

The application is consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Transportation; Housing; Economic Development; Parks, Recreation and Open Space; and Lower Anacostia Waterfront / Near Southwest Area Elements. For a complete analysis of the project against relevant planning policies, please refer to Attachment 1.

VII. ZONING

In the first stage PUD, the Commission is being asked to approve in concept the layout of the site, including the private streets with a PUD-related map-amendment from the CG/W-2 to CG/CR for Parcels F1, G1 and G2 and CG/W-1 for Parcel G-3's proposed park expansion. The second stage application for the cinema proposal for the F-1 parcel requests flexibility from the specific zoning regulations listed below. (As provided by the applicant- Sheet S-11, August 29, 2013)

Standard	CG/W-2	CG/CR	CG/CR PUD	F-1 Parcel	Proposed Entire PUD Site
Area (sf.)			235,131.2 (sf)	41,780.3¹	235,131.2 sf (includes streets) 164,694.3 sf (ex. streets and sidewalks)
Height (ft.)	70 ft.	90 ft.	<i>Ltd by Ht. Act</i>	100ft. <i>Canal St = 80 ft.</i>	130 ft. <i>1st St SE =110 ft.</i>
Lot Occupancy %	100% nr. 75% res			93%	75% max.
FAR residential/non res.	5.0	7.0 with IZ	8.0	5.73	(5.87) 4.11/1.76 (Excluding private streets and sidewalks)
Private Streets (sf) (Parcel Area)	-	-	-		41,401.0 sf
GFA (sf) residential/non residential				239,255sf	677,041/289,255
Number of units /IZ required	-	-	-	-	600/48
COURTS § 638					
Open Court Width	2.5"/ft. of ht.,; not<6': (20.83ft)	2.5"/ft. of ht.,; not<6': (20.83ft.)	20.83	16.25 ft. 1 ft.	N/A until Stage II review of other parcels
Closed Court	2.5"/ft ht, min. 250sf (867.78sf)	2.5"/ft ht; not< 12 ft with area 2x's the sq. of req. court width (867.78sf)	867.78sf	1 ft. 228.5sf	
PARKING § 2100					
Parking (spaces) residential	200	200	200	-	300
Parking (spaces) nonres. in xs of 3,000 sf	48	48	48	331	331
Bike (spaces) 5% req. retail	16	16	16	52	282
LOADING § 2201					
Berth residential (ft. deep)	1@ 55	1@ 55	1@ 55	Flexibility requested	2@ 55
Berth retail	1@30	1@ 30	1@ 30		1@55; 4@30
Platform residential (sf)	1@ 200	1@ 200	1@ 200	-	2@200
platform retail	1@100	1 @100	1@100	1@ 200 Provided	4@100
Delivery space residential (ft. deep)	1 @ 20	1@ 20	1@ 20	-	2@20
Delivery space retail		1@20	1@20	1/20 Provided	3@ 20
Required Public Space § 633					
An area equivalent to 10% of total lot area, adjacent to main entrance	-	10%	same	8.8% Flex.requested	N/A until Stage II review of other parcels

¹ Excluding sidewalks and private streets

Flexibility

- a. **Ground Level Public Space Requirement in the CR District:** Regulations require that 10% of the lot area adjacent to the primary entrance remain publicly accessible as transitional space between the street and the building. The applicant has provided 8.8% of that required area. Due to the theatre design, including the ground floor retail area and the need for the number of above grade parking spaces, the building could not be set back further to provide additional area. The 1 1/2 Street right-of-way internal to the PUD site is a private street and in combination with the design of a transparent and open lobby area for the theatre, the area would effectively meet the intent to provide transitional space between the street and the building. OP does not object to this flexibility.
- b. **Open and Closed Courts:** A proposed open court at 16.25 feet –wide would not meet the required 20.83 feet of the Zoning Regulations. OP does not object to this flexibility since the intent is to provide for light and air and there is an effective separation of over 70 feet between the subject parcel and the G1 parcel’s future residential development.

A 1-foot wide open court is shown along the eastern façade and a similar sized closed court along the southern façade also not meeting the area requirement is shown. The one-foot setbacks creating these court areas are intended to provide some articulation to a long ground level retaining wall critical for shoring up the site, as it is partially in the flood plain. OP does not object to flexibility from this requirement.

- c. **Parking and Loading:** Flexibility is requested to:
 - Locate approximately 48 retail spaces for the remainder of the PUD site to the theatre’s parking structure (§ 2405.6);
 - Vary the parking location setback of 20 feet from the property line that abut public streets, including for the 2nd through 4th level of the theatre’s parking garage and the Stage I PUD (§2116.12);
 - Permit the loading areas to project over the property line into DC Water’s property (§ 2203.3);

The applicant is requesting the flexibility to manage its commercial parking on one site as it anticipates many of the visitors to the PUD site would patronize the retail and entertainment offerings available. Therefore, with adequate signage to the parking structure for moviegoers and retail users, (excluding ballpark attendees) it would encourage users to “park once” in a single location. The shared parking arrangement would be an efficient parking management strategy to reduce traffic circulation and potential congestion in the area. Therefore, OP does not object to the flexibility of shared retail parking on the F1 parcel.

Zoning Regulations require that parking be set back 20 feet from the property line that abut public streets (§ 663). The proposal would not satisfy this requirement for the structure along the N Place elevation. Due to the parking needs of the theatre, the design included the additional floor area for parking. The design would also provide effective decorative screening for the structure to prevent visibility from public space as shown (A-42). OP is satisfied that retail is wrapped along N Place at grade level to enliven the street and does not object to the requested flexibility to utilize the area above the retail portion of the site, which would otherwise be unoccupied.

The applicant originally proposed to provide a loading platform and a partial loading berth on the east side of the theatre, with access from Canal Street. However, DC Water objected to this scenario based on the fragility of its aged infrastructure in shallow ground. After further discussion with DC Water, agreement has been reached to place the loading area along the south facing façade, with access from an existing curb cut to DC Water’s O Street Pump Station. Based on site and design constraints, a 12 x 55-foot loading berth is not entirely contained within the property, and a 12x 30-foot trash berth, is located entirely on the abutting DC Water’s parcel (*Exhibit B- A-18*). Since this a mutual agreement between DC Water and the applicant, and it would eliminate the need for additional curb cuts in the pedestrian right-of ways, OP has

no objection to the requested flexibility to locate the loading spaces as proposed. OP suggests that the applicant provide written documentation prior to final action to verify this agreement.

VIII. 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.

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.*”

§§ 2403.9 and 2403.10 states that a project must be acceptable in all the listed proffer categories and superior in many. 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)

The amenity package evaluation is partially based on an assessment of the additional development gained through the application process. The entire PUD site would be developed at 5.87 FAR (private streets not included) where a maximum of 5.0 FAR would be permitted as a matter-of-right. However, additional height is being gained through the Stage I and Stage II PUD request. OP is very supportive of the additional height of this site, which allows for significantly improved open spaces and much greater public views and access to and along the waterfront than a conforming development would be able to provide within the height limits of the underlying CG/W-2 zone.

The first stage PUD includes a number of benefits for the entire project, including:

Urban Design and Site Planning-

The proposal represents the redevelopment of an underutilized industrial site to accommodate a mixed used development of retail, service, entertainment and arts related uses in an activated waterfront setting. Reopening of several streets, as private streets, including the historic Potomac Avenue, would help create a vibrant arts district and walkable streetscape of public open space and provision of at least 40,000 square feet of retail in the Phase 2 and 3 development consistent with the purposes and intent of the Capitol Gateway Overlay (§ 1600.2 (e) (i)). Approximately 2,000 sf of ground level retail/arts use space would be dedicated in the first phase. The overall design proposes:

- a. improved pedestrian access and vehicular circulation to the waterfront;
- b. provision of a view shed along 1 1/2 Street to the riverfront ;
- c. increased bio-filtration with removal of extensive surface parking; and
- d. Additional public gathering areas;
- e. Historic preservation through retention of façade of existing structure (fleet maintenance building)

The project itself is a benefit to the area and city as a whole. The cinema and its amenities would provide increased recreational opportunities for neighborhood residents and will help boost the economic prospects for the District. The landscaped and public space features will be privately owned but open to the general public as a public benefit to the District. The overall urban design for Phases 2 and 3 is addressed as a First-Stage PUD process, but the quality of the architecture, landscaping, and details of the open spaces of that portion of the site cannot be fully evaluated until a Second-Stage PUD is submitted for each Phase, as proposed by the applicant.

The enhancement to the mixed use waterfront neighborhood in close proximity to future development proposed along the waterfront, including to the east and west of the site would ensure the waterfront’s development comparable to other world-class waterfront districts.

Transportation and Parking

The site is within a multi-transit accessible neighborhood. Parking would be provided in excess of the zoning requirements for both the consolidated PUD for the movie theatre and the Stage I PUD for the rest of the site. While OP remains tentative about the excess, including for the theatre, the applicant has explained that it is specifically required for the theatre's operation. The applicant has agreed however, to revisit the parking numbers proposed for the Stage I development, and make necessary adjustments to reflect the neighborhood's development during the projected timeline. In the meantime, the applicant agreed to implement a Transportation Demand Management (TDM) plan following DDOT's guidelines and would include in part:

- Unbundling all parking costs from the cost of lease or purchase of residential units, with public parking costs set at no less than the charges of the lowest fee garage located within a ¼ mile;
- Provision of a transportation kiosk in residential lobbies; website links to commuterconnections.com and goDCgo.com on developer/property management websites;
- Provision of on-site business center;
- Provision of 2 car share spaces on either or both of parcels G1 and G2;
- Identification of a TDM leader for planning construction and operation, and provide DDOT/Zoning Enforcement with annual TDM leader contact updates; and
- Two years after the entire project is 90% occupied, the applicant will conduct a performance monitoring study of site trip generation, to be compared with the projected trip generation contained in their August 23, 2013 Transportation Impact Study.

Bicycle parking would be provided within the buildings throughout the development well in excess of the required. In addition, the applicant would work with DDOT to determine the feasibility of a Capital Bikeshare station for the site, since up to 40 docking stations thus far are within walking distance of the site. If needed, one would be provided. The site is easily accessible to multi-use trails and bike routes (*Traffic Study, Updated August 23, 2013, pg. 12*).

The Commission requested that the area of the traffic study be expanded well beyond the immediate boundaries of the PUD site and to consider the traffic impact on ballpark game days. The applicant has responded to that request and submitted a revised study dated August 23, 2013. DDOT has reviewed this study and will provide its comments under separate cover.

Additional details were also requested regarding the screening for the above grade structure proposed as part of the theatre's plan. The metal mesh panels proposed are shown on elevation detail (A-30, A-31), and in combination with the green wall system (A-32) provide visual appeal to what could otherwise be inconsistent with the design standards anticipated for the Capitol Riverfront's development.

Housing and Affordable Housing

The creation of housing and affordable housing is a benefit of the project. The 600-unit residential towers of G1 and G2 would include market rate housing, as well as 48 affordable housing units for residents at 80% AMI. This is well above the twenty-two (22) units that could have been required as a matter-of-right. The mix would be provided upon filing of the Stage II PUD. The provision of new housing and affordable housing at a desirable location on the waterfront represents a public benefit.

Sustainability Elements, Landscaping and Streetscape Design

The development proposal would reform a low density industrial site into a mixed use vibrant development in proximity to an emergent urban park system, including the Yards Park and the Capitol Riverfront as a whole. The proposal feature several sustainable elements in its landscaping and streetscape design.

The movie theatre would be LEED certified based on the applicant's checklist (*Appendix B - A-41*). The overall PUD site would provide extensive green roofs on all buildings, tree and landscape plantings, bio-filtration in the expanded park and landscape buffers along the river's edge. The approximately 30,833 sf green roof of the theater is impressive and it would improve the site's permeability while managing stormwater runoff. The proposal for a compact, mixed-use medium density development on an urban infill site is favorable and in keeping with the District's sustainability goals. OP would request that the applicant provide a green area ratio score for the F-1 Parcel prior to final action.

Benefits and amenities evaluation are based on an assessment of the additional development gained:

Applicant's Amenities/Benefits	Required	Mitigation	Public Benefit	Project Amenity	Proffer
Contextual Arch/Urban Design	X		X		
Special Value Uses: Diamond Teague Park extension	X		X	X	X
New Housing on a former industrial site			X	X	X
48 affordable units and 22 units above matter-of-right	X		X	X	X
More bicycle spaces than required		X	X	X	
Remediation of a former industrial site		X	X	X	
Capital BikeShare Station			X		
Car share space	X	X	X	X	
Environmental Benefits, including LEED-silver, including green roof features	X (some elements may be required)	X	X	X	X
Reconnection of urban Street grid and extension of historic Potomac Avenue	X		X	X	X
Pedestrian amenities where none existed	X		X	X	X
Additional connection to the riverfront	X		X	X	X
Historic Preservation in portion of Stage I PUD			X	X	X

IX. AGENCY REFERRALS

The District Department of Transportation has worked closely with the applicant in the refinement of the initial traffic study and expanded the area as requested by the Commission. DDOT would file its report under separate cover.

To date, no comments from other agencies including the District Department of the Environment (DDOE) has been provided. DC Water provided initial comments to OP regarding the previously proposed location of the loading spaces. However, no additional comments have been provided to OP, subsequent to the plan's revision including the proposed new location of the loading areas to be accessed from the curb cut to the O Street Pump Station.

X. COMMUNITY COMMENTS

The site is located in ANC 6D. The ANC's report would be filed separately. OP has not received comments from any community organizations or individuals to date.

XI. CONCLUSION

OP supports the overall Stage I design for parcels F1, G1, G2, and G3. The development will contribute positively to pedestrian activity and the overall vitality and mix of uses of the Yards Park and Capitol Riverfront neighborhood. The proposal is in conformance with the Stage I PUD for the entire parcel and Stage II consolidated PUD for development of Parcel F1 and is not inconsistent with the Comprehensive Plan. Therefore, OP recommends approval of the application. Prior to final action, OP requests that the applicant provide written agreement between DC Water and developer regarding loading access.

XII. ATTACHMENT

1. Comprehensive Plan Analysis
 - A. Guiding Principles
 - B. Plan Policies
 - C. Land Use Maps

JS/kt

Attachment 1 Comprehensive Plan Analysis

A. GUIDING PRINCIPLES

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
- (26) Transportation facilities, including streets, bridges, transit, sidewalks, and paths, provide access to land and they provide mobility for residents and others. Investments in the transportation network must be balanced to serve local access needs for pedestrians, bicyclists, transit users, autos and delivery trucks as well as the needs of residents and others to move around and through the city. 220.2

B. PLAN POLICIES

The application is also consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Transportation; Housing; Economic Development; Parks, Recreation and Open Space; and Lower Anacostia Waterfront / Near Southwest Area Elements. The design could more adequately meet the Environmental Protection element policies that encourage tree conservation and protection.

Chapter 3 Land Use Element

Policy LU-1.2.1: Reuse of Large Publicly-Owned Sites

Recognize the potential for large, government-owned properties to supply needed community services, create local housing and employment opportunities, remove barriers between neighborhoods, provide large and significant new parks, enhance waterfront access, and improve and stabilize the city's neighborhoods. 305.6

Policy LU-1.2.2: Mix of Uses on Large Sites

Ensure that the mix of new uses on large redeveloped sites is compatible with adjacent uses and provides benefits to surrounding neighborhoods and to the city as a whole. The particular mix of uses on any given site should be generally indicated on the Comprehensive Plan Future Land Use Map and more fully described in the Comprehensive Plan Area Elements. Zoning on such sites should be compatible with adjacent uses. 305.7

§ 306.8 To avoid adverse effects on low and moderate density neighborhoods, most transit-oriented development should be accommodated on commercially zoned land. Possible rezoning of such land in a manner that is consistent with the Future Land Use Map and related corridor plans should be considered.

Policy LU-1.3.1: Station Areas as Neighborhood Centers

Encourage the development of Metro stations as anchors for economic and civic development in locations that currently lack adequate neighborhood shopping opportunities and employment. The establishment and growth of mixed use centers at Metrorail stations should be supported as a way to reduce automobile congestion, improve air quality, increase jobs, provide a range of retail goods and services, reduce reliance on the automobile, enhance neighborhood stability, create a stronger sense of place, provide civic gathering places, and capitalize on the development and public transportation opportunities which the stations provide. This policy should not be interpreted to outweigh other land use policies which call for neighborhood conservation. Each Metro station area is unique and must be treated as such in planning and development decisions. The Future Land Use Map expresses the desired intensity and mix of uses around each station, and the Area Elements (and in some cases Small Area Plans) provide more detailed direction for each station area. 306.10

Policy LU-1.3.2: Development Around Metrorail Stations

Concentrate redevelopment efforts on those Metrorail station areas which offer the greatest opportunities for infill development and growth, particularly stations in areas with weak market demand, or with large amounts of vacant or poorly utilized land in the vicinity of the station entrance. Ensure that development above and around such stations emphasizes land uses and building forms which minimize the necessity of automobile use and maximize transit ridership while reflecting the design capacity of each station and respecting the character and needs of the surrounding areas. 306.11

Chapter 4 Transportation Element

§ 403.1 ...Coordinating transportation and land use decisions is critical to making the best use of infrastructure and finite land resources... The balance between housing and jobs plays a clear role in travel patterns. In general, the demands on our transportation system are reduced when homes are located close to places of employment and shopping. People spend less time traveling and overall quality of life may be improved. The transportation system as a whole benefits when more compact residential and employment areas are situated along major transit routes. Travel times are reduced and there is better use of public transportation investments.

Policy T-1.1.5: Joint Development

Attract new riders to the transit system by fostering transit-supportive commercial and residential joint development projects on Washington Metropolitan Area Transit Authority (WMATA) owned or controlled land and on private properties adjacent to Metrorail stations. 403.11

Policy T-1.2.3: Discouraging Auto-Oriented Uses

Discourage certain uses, like “drive-through” businesses or stores with large surface parking lots, along key boulevards and pedestrian Places, and minimize the number of curb cuts in new developments. Curb cuts and multiple vehicle access points break-up the sidewalk, reduce pedestrian safety, and detract from pedestrian-oriented retail and residential areas. 404.8

Policy T-2.4.1: Pedestrian Network

Develop, maintain, and improve pedestrian facilities. Improve the city’s sidewalk system to form a network that links residents across the city. 410.5

Policy T-2.4.2: Pedestrian Safety

Improve safety and security at key pedestrian nodes throughout the city. Use a variety of techniques to improve pedestrian safety, including textured or clearly marked and raised pedestrian crossings, pedestrian-actuated signal push buttons, and pedestrian count-down signals. 410.6

Chapter 5 Housing Element

Policy H-1.1.3: Balanced Growth

Strongly encourage the development of new housing on surplus, vacant and underutilized land in all parts of the city. Ensure that a sufficient supply of land is planned and zoned to enable the city 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. 503.4

Chapter 6 Environmental Protection Element

Policy E-1.1.1: Street Tree Planting and Maintenance

Plant and maintain street trees in all parts of the city, particularly in areas where existing tree cover has been reduced over the last 30 years. Recognize the importance of trees in providing shade, reducing energy costs, improving air and water quality, providing urban habitat, absorbing noise, and creating economic and aesthetic value in the District’s neighborhoods. 603.4

Policy E-1.1.3: Landscaping

Encourage the use of landscaping to beautify the city, enhance streets and public spaces, reduce stormwater runoff, and create a stronger sense of character and identity. 603.7

Policy E-3.1.2: Using Landscaping and Green Roofs to Reduce Runoff

Promote an increase in tree planting and landscaping to reduce stormwater runoff, 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. 613.3

Policy E-3.2.1: Support for Green Building

Encourage the use of green building methods in new construction and rehabilitation projects, and develop green building methods for operation and maintenance activities. 614.2

Chapter 7 Economic Development Element

Policy ED-2.2.3: Neighborhood Shopping

Create additional shopping opportunities in Washington's neighborhood commercial districts to better meet the demand for basic goods and services. Reuse of vacant buildings in these districts should be encouraged, along with appropriately-scaled retail infill development on vacant and underutilized sites. Promote the creation of locally-owned, non-chain establishments because of their role in creating unique shopping experiences. 708.7

Policy ED-3.1.1: Neighborhood Commercial Vitality

Promote the vitality and diversity of Washington's neighborhood commercial areas by retaining existing businesses, attracting new businesses, and improving the mix of goods and services available to residents. 713.5

Chapter 8 Parks, Recreation and Open Space Element

Policy PROS-4.3.1: Open Space in the Downtown Landscape

Sustain a high quality network of downtown pocket parks, courtyards, arcades, plazas, and rooftop gardens that provide space for recreation, scenic beauty, and outdoor activities for workers, visitors, and residents. 818.3

Chapter 19 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 (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. The proposed mix of uses and introduction of the entertainment elements to the plan would meet that policy and the placement of buildings along Potomac Avenue's extension.

The proposed PUD also follows the more specific guidance of Southwest Waterfront policies. The development would preserve views, 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 major improvements to the pedestrian environment through widened sidewalks and the apparent extension of Potomac Avenue along the waterfront. The proposal to incorporate an extension of the Diamond Teague Park will support the ongoing use of the waterfront for recreational use. In summary, the proposal is consistent with the policies of the Lower Anacostia Waterfront / Near Southwest element of the Comprehensive Plan.

C. LAND USE MAPS



The Generalized Policy Map designates the Waterfront Station site as a Land Use Change Area and an Enhanced / New Multi-Neighborhood Center. Land Use Change Areas are those areas anticipated to undergo redevelopment to a land use different from what exists today. Many of these areas should become mixed use communities with “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). Multi-Neighborhood Centers are typically located at major intersections and along key transit routes. “These centers might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses” (Comprehensive Plan, § 223.17).



The Future Land Use Map indicates that the site is appropriate for mixed medium density residential and medium density commercial use, and open space along the riverfront. The PUD approval for similar type development of the site known as Florida Rock concluded that it was not inconsistent with the Comprehensive Plan. The proposed development of these contiguous parcels continues to reflect the density anticipated by the FLUM. The planned development is consistent with these designations and the Office of Planning supports a mix of uses on the site at the scale proposed by the applicant.

- LEGEND**
- Residential Land Use Categories**
 - Low Density
 - Moderate Density
 - Medium Density
 - High Density
 - Commercial Land Use Categories**
 - Low Density
 - Moderate Density
 - Medium Density
 - High Density
 - Production, Dist. and Repair**
 - Public and Institutional Land Use Categories**
 - Federal
 - Local Public Facilities
 - Institutional
 - Parks, Rec. and Open Space