

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: *JL for* Jennifer Steingasser, Deputy Director

DATE: July 14, 2017

SUBJECT: **Setdown Report** for ZC #11-03J, Wharf Parcels 6 through 10
First Stage PUD Modification and Second Stage PUD Application

I. SUMMARY RECOMMENDATION

Hoffman-Struever Waterfront, LLC, has submitted an application for a first stage PUD Modification and a second stage Planned Unit Development (PUD) to construct the remainder of the southwest waterfront PUD development. The current application includes four major mixed use buildings, three smaller buildings, and associated docks and open spaces. The proposed first stage modification is not inconsistent with the Comprehensive Plan, and with that change the proposed second stage application is not inconsistent with the first stage PUD approval, the Comprehensive Plan, or the Zoning Regulations. Furthermore, the Office of Planning (OP) strongly supports the overall site plan and building design, and believes that the modern architectural aesthetic is very appropriate for the site. OP, therefore, recommends that the application be set down for public hearing. A summary of OP's comments and requests for additional information can be found in Section IV of this report.

II. BACKGROUND





The Zoning Commission approved a first stage PUD for the entire Wharf project on October 17, 2011. That approval established the PUD-related zoning for the property, the site plan, the general use mix, the general massing of buildings, the maximum heights for buildings, the maximum FAR for the entire development, and the general benefits and amenities package. Because the first stage PUD was approved prior to the adoption of ZR-16, the 1958 zoning regulations still govern the buildings and uses on the site.




A second stage PUD approval is necessary to establish the final design. The Zoning Regulations describe a second stage PUD as a detailed review of a project site plan, transportation management and mitigation, final building and landscape materials, and conformance with the first stage PUD. (Subtitle X § 302.2(b)) The initial second stage PUD for the Wharf, #11-03A, which also included a number of buildings and open spaces, was set down by the Commission on April 9, 2012, and the Commission elected to hold separate hearings for each major building.

III. APPLICATION-IN-BRIEF

Location	Maine Avenue, SW, between 7 th and 6 th Streets Square 473, Lots 89, 878, 881, and 921 (Land) Square 473, Lots 887 and 888 (Water)	Ward 6, ANC 6D
Property Size	Entire Wharf – 991,113 sf land (22.8 ac.) + 1,753,189 sf water (40.2 ac.) Area of this application – 322,738 sf land (7.4 ac.) + 666,683 sf water (15.3 ac.)	
Applicant	Hoffman-Struever Waterfront, LLC, dba Hoffman-Madison Waterfront	
PUD-Related Zoning (for this application site)	W-1 (Parcel 10 and water) C-3-C (remainder)	
Existing Uses	Surface parking, construction offices and staging; No residential uses presently or in the past.	
Comprehensive Plan Generalized Policy Map	Land Use Change Area	
Comprehensive Plan Future Land Use	Parcels 6-9 – Mixed Use High Density Commercial and High Density Residential Parcel 10 – Mixed Use Low Density Commercial and Parks, Rec. and Open Space	

Proposed Use of Property

	Parcels 6 and 7	Parcel 8	Parcel 9	Parcel 10
	Office	Res. and Hotel	Residential	Office
				
Height (ft)	130	130	130	60
Stories	10	12	12	4
Office (sf)	505,619	0	0	60,143
Residential (sf)	0	265,788	211,882	0
Retail / Service (sf)	33,668	26,316	16,080	16,171
Hotel (sf)	0	78,755	0	0
Total (sf)	539,287	370,859	227,962	76,314
Residential Units	0	235	82	0
Hotel Rooms	0	116	0	0
Penthouse Ht. (ft)	20	20	20	18
PH Private Space (sf)	0	10,260	6,865	10,714
PH Communal Space (sf)	18,028	5,860	0	0

	Water Bld. 1	Water Bld. 2	Water Bld. 3
	Retail / Service	Retail / Service	Service
			
Height (ft)	34	34	38
Stories	2	2	2
Office (sf)	0	0	0
Residential (sf)	0	0	0
Retail / Service (sf)	11,886	16,150	5,175
Total (sf)	11,886	16,150	5,175
Penthouse Height (ft)	15	Not Provided	0
PH Private Space (sf)	0	0	0
PH Communal Space (sf)	Not Provided	0	0

Proposed Use of Property, Continued

- 1,232,116 sf total building area
- 99,600 sf open space in the “Grove”, “Terrace” and “M Street Landing”
- 846 auto parking spaces in two underground garages
- 739 bicycle parking spaces – 610 long term and 129 short term

Requested Flexibility

1. § 411.4(c) – Parcel 8 – Penthouse bar, restaurant or lounge use;
2. § 411.9 – Parcel 9 – Multiple heights for habitable penthouse and mechanical penthouse;
3. § 411.10 – Parcel 9 – Non-vertical penthouse façade;
4. § 2101.1 – Loading – Reduce number of loading berths;
5. Non-zoning flexibility to:
 1. Vary location and design of interior components;
 2. Make refinements to exterior building details;
 3. Vary the exterior materials within the color ranges and material types proposed;
 4. Vary landscaping materials;
 5. “Vary the number and location of market-rate and workforce housing units within the redevelopment project provided the minimum amount of gross floor area required for market-rate and workforce housing under the Z.C. Order No. 11-03 is provided within the redevelopment project;” (Exhibit 2, p. 45)
 6. “Vary the number and location of affordable units, provided that:
 - i. the minimum amount of gross floor area required under Z.C. Order No. 11-03 is provided;
 - ii. the affordable units will not be over-concentrated on any given floor of a building;
 - iii. the proportion of affordable studio, efficiency, and one-bedroom units to all affordable units throughout the redevelopment project will not

	<p>exceed the proportion of market-rate studio, efficiency, and one-bedroom units to all market-rate units throughout the redevelopment project;" (ibid.)</p> <ol style="list-style-type: none"> 7. Vary number of hotel rooms by \pm 15%; 8. Vary retail entrances, façades and signage; 9. Vary signage above the first floor, within the limits of the proposed signage zones; 10. Construct the Phase 2 PUD in multiple stages, including bifurcating Parcels 6 and 7; 11. Vary sequencing and timing of the construction of Wharf Marina.
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IV. SUMMARY OF OP COMMENTS

The following summarizes OP comments from this report. OP will continue to work with the applicant to adequately address these issues, and other issues raised by the Commission at setdown, prior to a public hearing.

OP Comment	Planning and / or Zoning Rationale
The application should be amended to include a request for a first stage PUD modification for the layout of the piers and docks.	A second stage PUD must be consistent with a first stage PUD. The approved first stage PUD included a large commercial pier and a different layout of docks. In the current proposal, there is no commercial pier, as well as a significantly larger Water Building 2.
As part of the requested flexibility for affordable and workforce housing, the application should define if the term "redevelopment project" refers to the entire Wharf, or only to this second stage PUD application.	The Commission and staff should understand exactly what scope of flexibility is being requested. Also, at the building permit stage, it will be necessary for DCRA to have clear definitions of all terms used within the flexibility language.
Regarding the requested flexibility, the applicant should provide additional rationale as to why the locations and number of affordable units could change from that shown in the Parcel 8 plans.	The Commission and staff should understand exactly what scope of flexibility is being requested, and what the potential outcomes could be if flexibility is used at the building permit stage.
The application should be revised to show a more even distribution of income levels on different floors of Parcel 8, and less of a concentration of the lower MFI levels on lower floors.	The Comprehensive Plan promotes equity in the distribution of affordable units, and the proposal seems to over-concentrate units with lower MFI levels on lower floors of the building.
Provide details of penthouse-generated IZ requirements, and how those requirements would be met.	It is important to understand the complete affordable housing impact of the new development, including the sizable IZ contribution generated by significant penthouse space throughout the project.

OP Comment	Planning and / or Zoning Rationale
<p>The applicant should narrow the scope of elements that could be varied as part of the requested exterior design flexibility.</p>	<p>OP is very supportive of the distinctive design direction, and the details of the architecture are a large part of what helps animate a building from the pedestrian’s perspective. If details are set as part of the PUD approval, they generally should not be removed or altered at the time of building permit without further review by the Commission.</p>
<p>Provide renderings and detail drawings as requested in the Project Description section of this report.</p>	<p>A full and complete set of drawings is necessary for staff and the Commission to fully understand the project, including views to the water from Maine Avenue, building façade details, and the relationship between the Parcel 10 building and the existing Parcel 11 building.</p>
<p>Provide renderings showing the impact of the water buildings on views toward the water from Maine Avenue and M Street, and examine ways to minimize those impacts – either through reductions in building size and / or slight adjustments to building location.</p>	<p>Providing views through the site was a major goal of the Southwest Waterfront Plan. Also, Water Building 2 is substantially larger than approved in the first stage PUD, and the impacts of the larger building must be understood.</p>
<p>Parcel 8 should incorporate many more balconies, especially on lower levels.</p>	<p>Balconies make units more livable, add eyes on the street and other public spaces, and add a level of activity to the public realm.</p>
<p>Relocate the Parcel 9 parking entrance to the rear of the building.</p>	<p>Relocating the entrance would improve the retail, pedestrian and park experience at the front of the building and in M Street Landing. Relocation would be in conformance with Plan policies which seek to enhance pedestrian and multi-modal movement. It would also help fulfill the applicant’s proffered benefit to “minimize vehicular impacts and enhance the pedestrian experience.” And finally, a rear parking entrance would be in conformance with the approved first stage PUD.</p>
<p>The applicant should provide more detail and rationale for any proposed phasing of the project. The plans should also include what the interim condition of the site would be should certain buildings not be constructed immediately.</p>	<p>The Commission must approve any phased development of a PUD, and it is important to understand how a site would be used in an interim fashion and what an interim condition could look like.</p>
<p>The applicant should clarify if they are paying for the Capital Bikeshare station at the M Street Landing or if DDOT is paying for it.</p>	<p>If the applicant is paying for the CaBi station it would represent a benefit of the project.</p>

OP Comment	Planning and / or Zoning Rationale
Provide an update on the connection to Banneker Overlook.	Exhibit 2E states that the proffer to construct the Banneker Overlook connection is complete. However, there is no connection at the overlook presently. This is a very important benefit item for the entire Wharf.
Commit to a higher LEED level for Parcels 8 and 9, commit to actual LEED certification, and provide the amount of green roof for the project. Provide a LEED score for each of the water buildings.	Environmental protection is an important goal of the Comprehensive Plan.
Provide at the public hearing material samples for all buildings and landscape elements.	Material samples aid the Commission in their understanding of how the buildings will look and feel.

V. SITE AND AREA DESCRIPTION

The Wharf project site is generally bounded on the northwest by the Maine Avenue Fish Market, on the northeast east by Maine Avenue, and on the southwest by the extent of the piers of the new development. To the south the Wharf extends approximately to N Street. The northern half of the Wharf site, from Maine Avenue and 7th Street north to the Fish Market, is currently under construction and the grand opening is scheduled for October 12, 2017. The Fish Market is not part of the PUD, although the applicant is currently undertaking improvements to that site. Parcel 11, at M and 6th Streets, is complete and includes a 57 foot, five story residential building and a church. South of Parcel 11, the Waterfront Park is complete and open to the public.

The portion of the Wharf subject to this application is generally south of 7th Street and north and west of Parcel 11. The land side currently houses construction offices in the former Channel Inn, and surface parking. The water side is currently home to the Gangplank Marina and the Cantina Marina Pier, which houses commercial uses.

As approved in 11-03A, the wharf itself would be a multi-modal transportation spine connecting the entire project and connecting to the fish market. It would be open to pedestrians, bicycles and limited auto traffic, although for special events the wharf can be closed to cars completely. The wharf would also provide room for formal outdoor seating for restaurants as well as informal outdoor space for visitors. Maine Avenue would have improved pedestrian and bicycle amenities and significant landscaping, as well as space for outdoor retail activities.

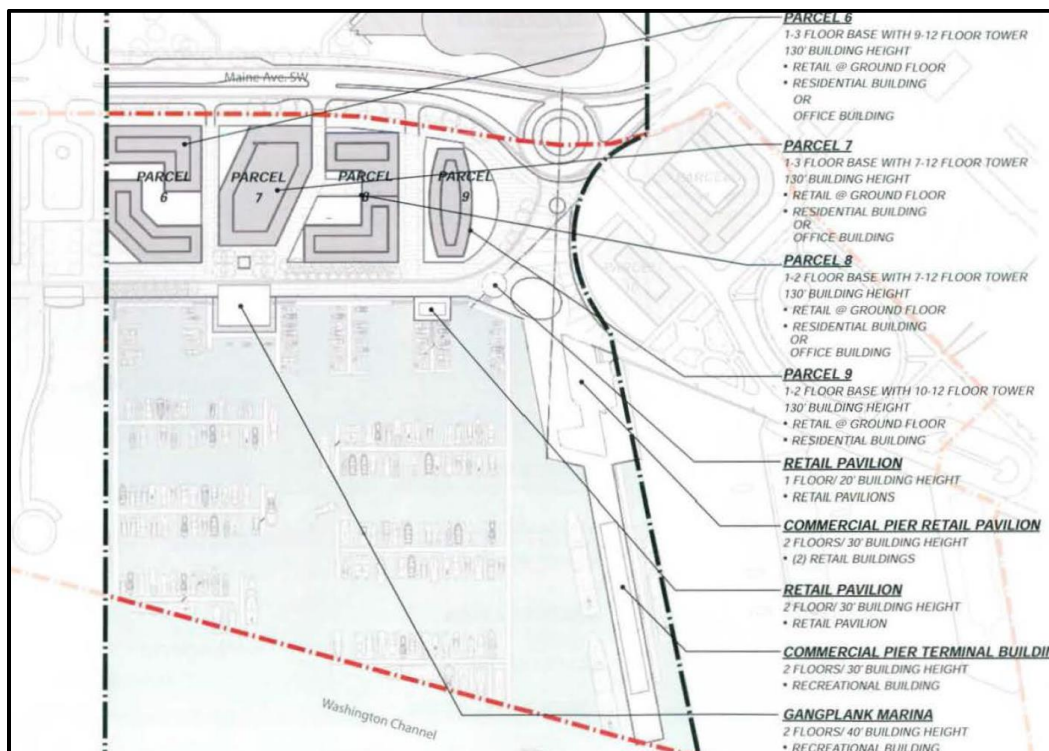
VI. PROJECT DESCRIPTION

First Stage PUD Modification

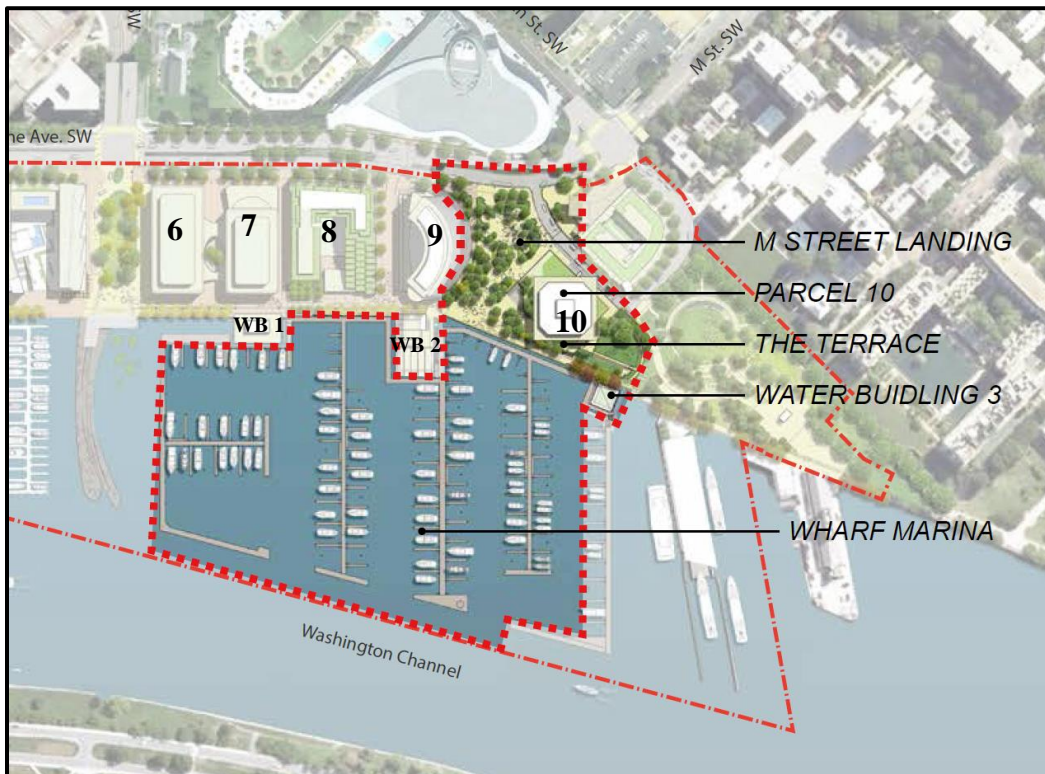
The approved first stage PUD permitted either office or residential uses on Parcel 8. The applicant requests a modification to the first stage PUD in order to include hotel uses on that site.

Hotel uses should help bring additional tourists away from the Mall and into a DC neighborhood, which is an economic development policy objective of the Comprehensive Plan. The hotel users should also help create additional daytime foot traffic over and above residential uses alone, were the building to be entirely residential. The additional use would be consistent with the overall objectives of the approved first stage PUD, to create an active waterfront neighborhood.

Although not requested, OP believes a first stage PUD modification is also required for the layout of the piers, docks and water buildings that are included in this application. The approved first stage PUD showed a large “Commercial Pier” in the location of the current Pier 3 (the Cantina Marina Pier), which would be a rehabilitation of the existing pier or an in-kind replacement, along with an expansion. Please refer to Sheet 2.8 of Exhibit 26A in case 11-03, as well as the image below. The Commercial Pier would have had a 2-story retail pavilion. As currently proposed, the water side would have no commercial pier, but would instead have docks comprising the Wharf Marina. The cruise boat operations formerly slated for the Commercial Pier have been moved to Pier 4, and many of the retail functions seem to have moved to Water Building 2, which has increased considerably in size.



Approved 1st Stage PUD – Pier and Dock Layout



Proposed Pier and Dock Layout

Second Stage PUD

Overall OP very strongly supports the architectural direction proposed for each of the buildings and feels that the modern aesthetic from a range of design firms is appropriate, both for the prominent waterfront location, and given the modernist history of Southwest's 20th Century architecture. OP also supports the design direction for the open spaces within the site. Following is a brief summary of the primary features of the application, including some requests for additional information.

Parcels 6 and 7

Parcels 6 and 7 would be office buildings with ground floor retail. The buildings would be clad largely in glass and feature curved corners, operable windows into enclosed "winter gardens", and a withdrawn second floor dividing the base of the building from the primary mass above. The parcels would be connected at the second floor by a feature the applicant calls the "Oculus". Please refer to Exhibit 2C4, Sheet 1.4 for a rendering of the Oculus, which would be open in the middle, allowing light to reach the landscaped courtyard at grade. A vehicle drop-off area would approach the courtyard from Maine Avenue, but the majority of the ground plane would be dedicated to pedestrians, and office lobbies and retail would surround the courtyard. Sheet 2.2 of the Overall Elements (Exhibit 2C1) shows that pedestrians would have sole access to most of that area, including the private cross street that would run parallel to Maine Avenue at the first floor level. The applicant should provide ground-level renderings looking between the parcels,

and on the outer sides of the parcels, from Maine Avenue, so that views to the water can be assessed. The plans should also be supplemented with detail drawings such as a wall section in order to show items such as the depth of any window mullions and the depth of the band courses which seem to separate the floors of the building. A wall section would help clarify the differences between renderings, some of which seem to show mullions outboard of the glazing (Sheet 1.6, for example), while others seem to show completely smooth glass banding.

The application indicates that some of the project may be phased in over time, including Parcels 6 and 7. The applicant should provide more detail and rationale for any proposed phasing of the project, and the plans should also include what the interim condition of the site would be should certain buildings not be constructed immediately.

Parcel 8

Parcel 8 would contain an apartment building and a hotel. The overall building would have a U shape, though the northern and southern wings would step out toward the water and significantly back from the water, respectively, as the floors ascend. The staircase design allows the apartments facing the water to have a series of terraces. Balconies are also present for many of the units on the east and south facades of the building, however, there are no balconies facing the central courtyard and only two, at the corner of Maine Avenue, that face toward Parcel 7. The design should incorporate many more balconies, especially on lower levels, where the applicant has proposed a high number of affordable units. (For further discussion of affordable and workforce units, please refer to Section IX of this report, Public Benefits and Amenities.)

OP strongly supports the overall design direction for this building. However, the renderings of the building are very dark, and prevent a full understanding of the appearance of the building. Please see sheets 1.6 through 1.9 of Exhibit 2C10 and 1.40 through 1.43 of Exhibit 2C12. Brighter, more clear renderings should be provided. One feature that can be discerned on the renderings is the projection on the Maine Avenue side above the 5th floor. While the upper building face would project approximately 10 to 12 feet beyond floors 1 through 5, the entire building would be set back about 20 feet from Maine Avenue, and therefore the upper stories would not intrude into the public right-of-way.

As with Parcels 6 and 7, the applicant should provide ground-level renderings looking between Parcel 8 and adjacent parcels, down the mews streets, from Maine Avenue, so that all views to the water can be fully assessed. The plans should also be supplemented with detail drawings such as wall sections showing design details such as the depth of the window mullions and the depth of any slab projections, especially at the lower floors facing Maine Avenue, which appear rather monolithic.

The ground floor of Parcel 8 would have a significant amount of retail that should activate the surrounding mews streets and the wharf. The hotel and residential lobbies would both help to activate Water Street, the mews street parallel to Maine Avenue and the Wharf. A carve-out in the footprint of Parcel 8 would frame the Grove, a landscaped and terraced area with both café

and informal seating. For a rendering of the Grove, refer to Sheet 4.13 of Exhibit 2C17.

Parcel 9

Parcel 9 would be a condo building with 82 units, and a ground floor with a significant amount of retail facing Maine Avenue, M Street Landing, the wharf and the mews street adjacent to Parcel 8. The residential lobby would also face M Street Landing. Loading functions would be at the rear of the ground floor, with access from the mews. Unusually, parking access is proposed to be from the front of the building, which breaks up the otherwise continuous façade of retail uses and the lobby entrance. This is inconsistent with the approved first stage PUD, which showed that vehicular access to Parcel 9 would be from the rear (ZC #11-03, Exhibit 26A, p. 3.7). The parking entrance should be relocated to the rear of the building to improve the retail, pedestrian and park experience at the front of the building and in M Street Landing. That change would be in conformance with Plan policies which seek to enhance pedestrian and multi-modal movement.

As with other parcels, renderings should be provided that show all ground level views from Maine Avenue out toward the water.

M Street Landing would be directly in front of Parcel 9 and would form a view terminus for the M Street corridor. The public park would have informal seating areas surrounding a spray fountain that incorporates large boulder-like forms. A stepped seating area would be incorporated into the Parcel 10 building and overlook a portion of the park, providing seating and observing space. The plans should include more detail about the type of paver proposed for the main ground surface in M Street Landing. The park would be visually framed by Parcel 9, Parcel 10, the church on Parcel 11 and its reflective glass, as well as Arena Stage across Maine Avenue.

Parcel 10

Parcel 10 would be a four story office building with ground floor retail, and it would be the visual terminus at the southern end of the wharf. Portions of the building mass alternate between protruding and retreating, which echoes some other buildings at the Wharf at a smaller scale. The third and fourth floors of the building would protrude over the curb of Water Street, which is a private street. The applicant should provide a rendering looking down Water Street from Main Avenue to understand the relationship and distance between the proposed building on Parcel 10 and the existing condo building on Parcel 11. Parking and loading access for Parcel 10 would be from Water Street, which is necessary since the building would be surrounded by parks or promenades on all other sides. Similar to Parcels 6, 7 and 8, the drawings should be supplemented to include drawings clearly showing the details of the building's façades.

The Terrace would be a mostly passive park space directly south of Parcel 10. It would be simpatico with the very attractive existing park across Water Street and would appear to use much of the same design language.

Water Buildings

OP generally supports the designs of the water buildings, which reflect their function and maritime setting. The materials seem to draw inspiration from the wharf, the bulkhead, docks and piers, and the forms are sometimes reminiscent of other buildings throughout the project. The applicant should provide a LEED score for each of the water buildings.

However, the applicant should ensure that each building's exact siting and size minimize or augment views through the site to the waterfront, rather than block views. For example, Water Building 2 appears to be significantly larger than as approved in the first stage PUD, which would have a greater impact on viewsheds. Ground level renderings from Maine Avenue should be provided for all openings between buildings, including a rendering of the view down the M Street corridor towards Water Building 2.

VII. COMPREHENSIVE PLAN

The Commission found during its review of the first stage PUD that the Wharf project is not inconsistent with the Comprehensive Plan. OP finds that the proposed first stage PUD modification to allow a hotel use on Parcel 8 is also not inconsistent with the Comprehensive Plan, specifically policies which encourage vibrant waterfront neighborhoods, active uses on streets such as Maine Avenue, and creating destinations for visitors away from the National Mall. A first stage PUD modification also appears to be required for the layout of the piers, docks and water buildings that are included in this application. Generally, the proposed layout would contribute to the overall vitality of the neighborhood, provide space for live-aboard boats, and provide retail spaces that can take advantage of the waterfront setting. These features would help to achieve Comprehensive Plan objectives of active streets and active waterfront neighborhoods. The modification would also be consistent with the goals of the first stage PUD, which sought to create a vibrant mixed use community along with a very active, functioning waterfront. OP also finds that the current second stage PUD application is generally consistent with the first stage as approved and does not detract from project's correlation with the tenets of the Plan.

The proposal would further a number of the Plan's Guiding Principles and major policies from Plan elements such as the Land Use; Economic Development; Urban Design; and Lower Anacostia Waterfront / Near Southwest Area Elements, provided that viewsheds to the river are maximized. The design is largely consistent with the policies of the Transportation Element, but could be made more fully compliant with policies supporting pedestrian safety and reduction of curb cuts with the relocation of the vehicle elevators at the front of Parcel 9. The application is also not inconsistent with the Plan's Generalized Policy Map or the Future Land Use Map. The proposal is also consistent with the Development Plan & Anacostia Waterfront Initiative Vision for the Southwest Waterfront (the SWW Plan). For a complete listing of relevant policies, and excerpts from the Comprehensive Plan's land use maps, please refer to Attachment 1.

VIII. ZONING AND REQUESTED FLEXIBILITY

In the first stage PUD, the Commission approved PUD-related zoning of C-3-C for most of the land side of the project, including Parcels 6 through 9. Parcel 10 retained its W-1 zone, and the water side of the project, from the bulkhead line to the pierhead line, was also zoned W-1. The current proposal is consistent with the approved zoning and, with the proposed modification to allow hotel use on Parcel 8, would be consistent with the uses approved in the first stage PUD.

The current second stage application requests flexibility from the specific 1958 zoning regulations listed below:

1. § 411.4(c) – Parcel 8 – Penthouse bar, restaurant or lounge use;
2. § 411.9 – Parcel 9 – Multiple heights for habitable penthouse and mechanical penthouse;
3. § 411.10 – Parcel 9 – Non-vertical penthouse façade;
4. § 2101.1 – Loading – Reduce number of loading berths;

OP will provide analyses of the requested zoning flexibility prior to a public hearing. Non-zoning flexibility is requested as follows:

1. Vary location and design of interior components;
2. Make refinements to exterior building details;
3. Vary the exterior materials within the color ranges and material types proposed;
4. Vary landscaping materials;
5. “Vary the number and location of market-rate and workforce housing units within the redevelopment project provided the minimum amount of gross floor area required for market-rate and workforce housing under the Z.C. Order No. 11-03 is provided within the redevelopment project;” (Exhibit 2, p. 45)
6. “Vary the number and location of affordable units, provided that:
 - (i) the minimum amount of gross floor area required under Z.C. Order No. 11-03 is provided;
 - (ii) the affordable units will not be over-concentrated on any given floor of a building;
 - (iii) the proportion of affordable studio, efficiency, and one-bedroom units to all affordable units throughout the redevelopment project will not exceed the proportion of market-rate studio, efficiency, and one-bedroom units to all market-rate units throughout the redevelopment project;” (ibid.)

7. Vary number of hotel rooms by $\pm 15\%$;
8. Vary retail entrances, façades and signage;
9. Vary signage above the first floor, within the limits of the proposed signage zones;
10. Construct the Phase 2 PUD in multiple stages, including bifurcating Parcels 6 and 7;
11. Vary sequencing and timing of the construction of Wharf Marina.

Initial comments on the non-zoning flexibility are:

- Regarding the requested flexibility in affordable and workforce housing units (items 5 and 6), the application should define if the term “redevelopment project” refers to the entire Wharf, or only to this second stage PUD application;
- Also regarding housing, the applicant should provide additional rationale as to why the locations and number of affordable units could change;
- The applicant should narrow the scope of elements that could be varied as part of the exterior design flexibility (item 2), including materials (items 2, 3 and 4). Details or materials established as part of the PUD approval should not be significantly altered at the time of building permit without further review by the Commission;
- The applicant should provide more detail and rationale for any proposed phasing of the project.

IX. PURPOSE AND EVALUATION STANDARDS OF A PUD

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).

The applicant is requesting a first stage PUD modification and a second stage PUD. In order to approve the project, the Commission must find that it would not be inconsistent with the Comprehensive Plan, would not result in unacceptable impacts on the area or on city services, and includes public benefits and project amenities that balance the flexibility requested and any potential adverse effects of the development (§§ 304.3 and 304.4). OP will provide at the time of the public hearing an analysis of the project’s conformance with these standards, including its impact on city services, as informed by comments from referral agencies.

X. 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).

The first stage PUD included a number of benefits, including urban design, affordable housing, workforce housing, the creation of a project association, First Source Employment and CBE agreements, funding for a workforce intermediary program, coordinating apprenticeships with the construction contractors, setting aside space for local or unique retailers, and environmental design. As part of the first stage PUD, the Commission required that the applicant prepare a benefits implementation chart with each subsequent second stage PUD. That chart is shown at Exhibit 2E of the written statement. Benefits are also briefly described beginning on page 38 of the written statement. The benefits proffered with the current application are consistent with the first stage approval, and some are described briefly below. While some of the overall benefits of the Wharf are not specific to Parcels 6 – 10 (the cultural facility, for example), the benefits listed for ZC #11-03 would still apply to this Stage 2 PUD application. The benefits continue to be commensurate with the amount of flexibility gained through the PUD and are sufficient for setdown.

1. Urban Design, Architecture, Site Planning, Landscaping and Open Space

This second stage PUD would continue to implement this item with high quality, innovative architecture that goes beyond the designs seen on most buildings in the District. The project would also create a number of public open spaces, most notably the M Street Landing.

2. Bicycle Parking and Infrastructure

The present application would continue to provide a high number of bicycle parking spaces in the parking garages and on the surface. Also, a Capital Bikeshare station would be located at M Street Landing. The applicant should clarify if they are paying for the station or if DDOT is paying for it.

3. Public Infrastructure

This second stage PUD would complete the infrastructure work on the site, including replacing the bulkhead along the water, construction of the new marina, construction of internal streets, improvements to Maine Avenue and completion of the cycle track.

Exhibit 2E states that the connection to Banneker Overlook, at the north end of the Wharf, was “Completed in Phase 1”. However, there is no connection at the overlook presently. The applicant should provide an update on this item and how it is considered complete.

Exhibit 2E also states that in this phase of development “Parking entrance and garage access points will be located so as to preserve the pedestrian focused nature of the Wharf, Maine Avenue, and the primary public places.” The design of Parcel 9, however, contemplates a parking entrance at the front of the building. The applicant should explain how that design is compatible with the proffer to “minimize vehicular impacts and enhance the pedestrian experience.”

4. Affordable and Workforce Housing

The Wharf project will provide significant levels of income-restricted housing. Affordable housing is being provided on various parcels within the Wharf, consistent with the first stage PUD approval. The project will provide a total of 160,000 square feet of affordable housing on Parcels 1 through 10, plus IZ housing at Parcel 11. In addition, an estimated 140,000 square feet of workforce housing could be provided throughout the project. Parcel 8 would provide housing at 30%, 60%, 100% and 120% of the MFI. The distribution of units is shown on Sheets 3.2 and 3.3 of the “Overall Plan Elements” volume of the plans. The application should be revised to show a more even distribution of income levels on different floors of the building, and less of a concentration of the lower MFI levels on lower floors.

In addition to the above requirement, additional affordable housing may be required for the penthouse spaces. Although not a project benefit, the applicant should provide details regarding meeting the penthouse IZ requirements.

5. Environmental Design

The first stage PUD established that the entire Wharf development would achieve LEED Gold Neighborhood Development (ND) standards. Parcels 6 and 7 would achieve a LEED Gold level, Parcel 8 would be Silver, Parcel 9 would be Silver and Parcel 10 would be Gold. The applicant should commit to a higher LEED level for Parcels 8 and 9, and commit to actual certification for all buildings. Additionally, the amount of green roof on the project should be provided.

6. CBE and First Source Employment Agreements and Related Actions

As noted in the first stage PUD, the applicant has entered into a CBE agreement with the Department of Small and Local Business Development (DSLBD), which requires 35% participation by CBE firms in the project development costs. The applicant already employs CBE firms for project management and construction activities. In addition, apprenticeship openings at firms employed at the project site are required to hire a percentage of employees from Wards 7 and 8. OP has requested that the applicant update the Commission on the effectiveness and success of these efforts prior to or at the public hearing.

The applicant also committed to reserve 20% of the retail space in the SWW project for unique or local retailers, although the application does not describe where that space would be located in this phase of development.

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 Energy and the Environment (DOEE);
- Department of Transportation (DDOT);
- Department of Employment Services (DOES);
- Department of Housing and Community Development (DHCD);
- 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);
- DC Water.

XII. ATTACHMENT

1. Comprehensive Plan Policies
 - A. Plan Policies
 - B. Land Use Maps
 - C. Development Plan & AWI Vision for the Southwest Waterfront

Attachment 1 Comprehensive Plan Policies and Maps

A. PLAN POLICIES

The application is not inconsistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Economic Development; and Lower Anacostia Waterfront / Near Southwest Area Elements. The design is largely consistent with the policies of the Transportation Element, but could be made more fully compliant with policies supporting pedestrian safety and reduction of curb cuts with the relocation of the vehicle elevators at the front of Parcel 9. The proposal would also further many Urban Design policies by providing exciting design and meaningful public access to the water, although additional attention to minimizing impacts on river viewsheds by the waterside retail buildings is needed.

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.

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.

Policy LU-1.2.5: Public Benefit Uses on Large Sites

Given the significant leverage the District has in redeveloping properties which it owns, include appropriate public benefit uses on such sites if and when they are reused. Examples of such uses are affordable housing, new parks and open spaces, health care and civic facilities, public educational facilities, and other public facilities.

Policy LU-1.2.6: New Neighborhoods and the Urban Fabric

On those large sites that are redeveloped as new neighborhoods (such as Reservation 13), integrate new development into the fabric of the city to the greatest extent feasible. Incorporate extensions of the city street grid, public access and circulation improvements, new public open spaces, and building intensities and massing that complement adjacent developed areas. Such sites

should not be developed as self-contained communities, isolated or gated from their surroundings.

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.

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 Eastern Market Metrorail Station 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.

Transportation Element

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.

Policy T-1.2.1: Boulevard Improvements

Continue to work across District agencies to beautify and stabilize selected boulevards by implementing coordinated transportation, economic development, and urban design improvements.

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 streets, 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.

Policy T-2.3.2: Bicycle Network

Provide and maintain a safe, direct, and comprehensive bicycle network connecting neighborhoods, employment locations, public facilities, transit stations, parks and other key destinations. Eliminate system gaps to provide continuous bicycle facilities. Increase dedicated bike-use infrastructure, such as bike-sharing programs like Capital Bikeshare, and identify bike boulevards or bike-only rights of way.

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.

Economic Development Element

Policy ED-2.3.2: Visitor Attractions

Provide new and enhanced visitor attractions and entertainment venues in the District, particularly attractions that complement the traditional museums and monuments and draw more international visitors and young adults to the city. New attractions should create a clear identity for the District as the region’s major entertainment center.

Policy ED-2.3.3: Amenities Beyond the Mall

Promote the development of cultural amenities beyond the Mall in an effort to more fully capitalize on the economic benefits of tourism.

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 city, particularly in areas which presently lack quality accommodation.

Urban Design Element

Policy UD-1.1.1: National Image

Strengthen and enhance the physical image, character and outstanding physical qualities of the District, its neighborhoods, and its open spaces, in a manner that reflects its role as the national capital.

Policy UD-1.3.1: DC as a Waterfront City

Strengthen Washington's civic identity as a waterfront city by promoting investment along the Anacostia River, creating new water-related parks, improving public access to and along the shoreline, and improving the physical and visual connections between the waterfront and adjacent neighborhoods.

Policy UD-1.3.2: Waterfront Public Space and Access

Develop public gathering spaces along the waterfronts, including promenades, viewpoints, boating and swimming facilities, and parks. Such space should be designed to promote continuous public access along the rivers, and to take full advantage of site topography and waterfront views. Design treatments should vary from "hardscape" plazas in urban settings to softer, more passive open spaces that are more natural in character.

Policy UD-1.3.5: River Views

Protect and enhance river views in the design of buildings, bridges, and pedestrian walkways on or near waterfront sites. The scale, density and building form along the city's waterfronts should define the character of these areas as human-scale, pedestrian-oriented neighborhoods and should protect views from important sites...

Policy UD-1.3.6: "Activating" Waterfront Spaces

Encourage design approaches, densities, and mixes of land uses that enliven waterfront sites. Architectural and public space design should be conducive to pedestrian activity, provide a sense of safety, create visual interest, and draw people to the water.

Lower Anacostia Waterfront / Near Southwest Area Element

Policy AW-1.1.2: New Waterfront Neighborhoods

Create new mixed use neighborhoods on vacant or underutilized waterfront lands, particularly on large contiguous publicly-owned waterfront sites. Within the Lower Anacostia Waterfront/Near Southwest Planning Area, new neighborhoods should be developed at the Southwest Waterfront, Buzzard Point, Poplar Point, Southeast Federal Center and Carrollsburg areas. These neighborhoods should be linked to new neighborhoods upriver at Reservation 13, and Kenilworth-Parkside. A substantial amount of new housing and commercial space should be developed in these areas, reaching households of all incomes, types, sizes, and needs.

Policy AW-1.1.3: Waterfront Area Commercial Development

Encourage commercial development in the Waterfront Area in a manner that is consistent with the Future Land Use Map. Such development should bring more

retail services and choices to the Anacostia Waterfront as well as space for government and private sector activities, such as offices and hotels. Commercial development should be focused along key corridors, particularly along Maine Avenue and M Street Southeast, along South Capitol Street; and near the Waterfront/SEU and Navy Yard metrorail stations. Maritime activities such as cruise ship operations should be maintained and supported as the waterfront redevelops.

Policy AW-1.1.4: Waterfront Development Amenities

Leverage new development in the Waterfront Planning area to create amenities and benefits that serve existing and new residents. These amenities should include parks, job training and educational opportunities, new community services, and transportation and infrastructure improvements.

Policy AW-1.1.6: Pedestrian Orientation of Waterfront Uses

Provide a high level of pedestrian amenities along the shoreline, including informational and interpretive signs, benches and street furniture, and public art.

Policy AW-1.1.7: Multi-modal Waterfront Streets

Design streets along the waterfront to be truly multi-modal, meeting the needs of pedestrians, bicyclists, and transit users as well as motor vehicles. Safe pedestrian crossings, including overpasses and underpasses, should be provided to improve waterfront access.

Policy AW-1.1.9: Strengthening the M Street and Maine Avenue Corridors

Strengthen the connection between Central Washington and the Anacostia Waterfront by rebuilding Maine Avenue and M Street SE as graciously landscaped urban boulevards. These streets should be designed with generous pedestrian amenities, public transit improvements, landscaping, and ground floor uses that create a vibrant street environment.

Policy AW-2.1.1: Mixed Use Development

Support the redevelopment of the Southwest Waterfront with medium to high-density housing, commercial and cultural uses, and improved open space and parking. The Future Land Use Map shows high density development and it is expected that the project will capitalize on height opportunities to provide public spaces and, where appropriate, a mix of medium development density in order to transition to the surrounding neighborhoods. The development should be designed to make the most of the waterfront location, preserving views and enhancing access to and along the shoreline.

Policy AW-2.1.2: New Public Spaces and Open Space

Create new public spaces and plazas at the Southwest waterfront, including an expanded public promenade at the water's edge. Public piers should extend from

each of the major terminating streets, providing views and public access to the water.

Policy AW-2.1.4: Maine Avenue

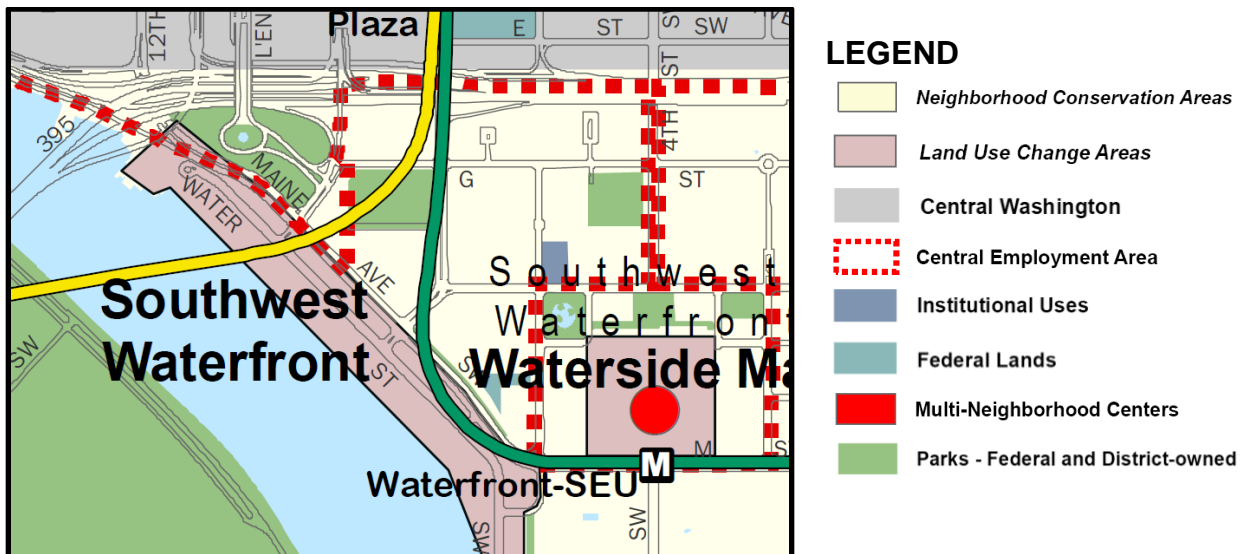
Transform Maine Avenue into a landscaped urban street that has direct access to waterfront uses, provides a pedestrian-friendly street environment, and accommodates multiple modes of travel (including bicycles).

Policy AW-2.1.5: Washington Channel Maritime Activities

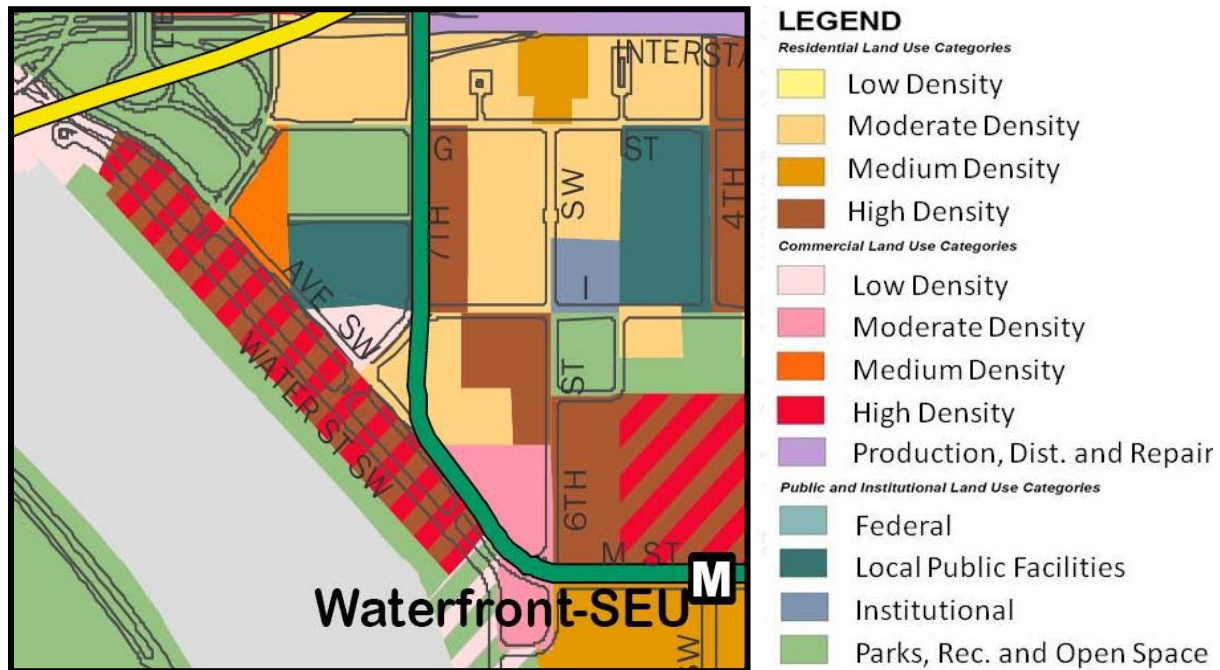
Reorganize the Washington Channel's maritime activities, including cruise ship berths and marinas, to provide more appropriate relationships to landside uses and provide opportunities for water taxis, ferries, and other forms of water transportation. In implementing this policy, cruise ship operations should be retained and supported, recognizing their economic benefits to the city and their recreational and cultural value for residents and tourists.

B. 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 area of Parcel 10 is planned for Low Density Commercial and Parks, Recreation and Open Space.



C. 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 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.