



MEMORANDUM

TO: District of Columbia Zoning Commission
JLS
FROM: Jennifer Steingasser, Deputy Director
DATE: October 16, 2017
SUBJECT: **Public Hearing Report** for ZC #16-29, Howard Road
 First Stage Planned Unit Development and Related Map Amendment

I. SUMMARY RECOMMENDATION

Redbrick has submitted an application for a first stage PUD and related map amendment to construct a mixed-use development on Howard Road, SE, north of the Anacostia Metro Station. The application also seeks some flexibility for phasing, interim uses and the amount of parking, but does not request flexibility from specific zoning regulations. The proposal is not inconsistent with the Comprehensive Plan, and therefore, subject to the applicant addressing the issues outlined in this report, the Office of Planning (OP), can recommend approval of the application. OP's recommendation is also subject to the following condition:

- All private streets and alleys shall be useable by the public through permanent public access easements.

II. APPLICATION-IN-BRIEF

Location	Howard Road, SE, between South Capitol Street and the Anacostia Freeway / I-295. Ward 8, ANC 8A and 8C
Property Size	271,219 sf (6.23 acres)
Applicant	Poplar Point RBBR, LLC (Redbrick)
Current Zoning	MU-14 (Mixed Use - Waterfront)
Existing Use of Property	Vacant
Proposed Zoning	MU-9 (High Density Mixed Use)
Comprehensive Plan Policy Map	Land Use Change Area; Central Employment Area

Comprehensive Plan Future Land Use	High density residential, high density commercial and institutional uses		
Proposed Use of Property	<ul style="list-style-type: none"> - Three buildings with ground floor retail, each 130' tall plus occupiable penthouse space: <ol style="list-style-type: none"> 1. Single residential building composed of two towers 2. Single office building composed of two towers 3. Stand-alone office building 		
	Use	FAR	Floor Area (sf)
	Residential	2.60	683,040
	Office	6.24	1,637,030
	Retail	0.20	51,250
	Total	9.04	2,371,320
	Lot Area	271,219 sf	
	Lot Area minus private streets	262,267 sf	
	Lot Occupancy	208,173 sf (79.4%)	
	Residential Units (estimated)	683	
Requested Flexibility	<ol style="list-style-type: none"> 1. PUD-related map amendment from MU-14 to MU-9; 2. Vary the phasing anticipated for the project; 3. Vary interim uses at the property while the other phases of the project are being finalized; 4. Reduce the amount of parking if needed to match market demand. 		

III. SUMMARY OF OP AND COMMISSION COMMENTS

The following summarizes OP comments from the time of setdown and their current status, as well as one additional comment.

OP Comment From Setdown	Applicant Response	Resolved?
Provide retail on the ground floor of all buildings.	The location of retail has been revised to provide retail on both sides of the street.	No; OP recommends that the design incorporate additional retail, or other street-activating uses, along the entire base of buildings A and D, at the western end of the project.
Provide more detail on the interim uses of the site.	The applicant is considering using the site for construction staging for the South Capitol Street Corridor Project, which would reconstruct the Frederick Douglas Bridge and create traffic ovals	Yes

OP Comment From Setdown	Applicant Response	Resolved?
	on both sides of the Anacostia River. The storage, staging and parking uses would occupy the site from 2017 to 2021. Exhibit 13, p. 3.	
OP does not support the proposed flexibility to vary the locations of office and residential uses, or to bring residential parking above grade rather than below grade.	The applicant is no longer requesting these areas of flexibility.	Yes
While the listed amenities are sufficient for setdown, the applicant should examine deeper commitments prior to the public hearing.	The applicant has provided a number of valuable benefits, as listed in section XI of this report and in Exhibit 21. However, in order to balance the development gained through the PUD, the degree of benefit should be enhanced.	No; This could include a greater IZ percentage, deeper affordability, more 3BR IZ units, examination of archaeological resources on the site, and simply quantifying the details and timing of the proposed WMATA improvements.
Provide full roof and penthouse plans, including height and setbacks, as well as rear yard / court-in-lieu calculations.	The updated plans provide the requested information at Exhibit 21A, Sheets 30-32.	Yes
Show the meaningful connection between buildings D and E.	In Exhibit 13, it is stated that there would be a connection between buildings D and E on the first four floors. Since that time, however, the design has undergone significant revisions, and the current plans (Exhibit 21A) do not show connections.	No
Explain why Building D needs a separate parking entrance from Building E, and show where loading occurs for Building D.	Building D continues to have a parking entrance on Howard Road, but now also has a parking entrance on the new private street between D and E. It remains unclear why the separate parking entrance on Howard Road is needed, especially since a second entrance is now provided on the private street.	No
Additional OP Comment	Planning and/or Zoning Rationale	
The applicant should confirm whether the residential portion of the project would be rental or condo.	Because the IZ Regulations require different affordability levels for rental units and condo units, it is impossible to evaluate the applicant's proposed MFI distribution without knowing the tenure of the project.	

The following table summarizes the Commission’s comments from setdown and the applicant’s responses.

ZC Comment From Setdown	Applicant Response
Concerned about the degree of flexibility requested, as noted in the OP report.	The applicant no longer requests the flexibility regarding the location of uses and placing parking above grade.
Recommend removing the “top hat” treatment at the buildings, as well as the wall extensions that extend straight up from the main building wall.	The architectural embellishments have been removed from the design.
Concern about projections on Howard Road; AND support the balconies and bays on Howard Road.	The design has been revised so that more balconies are recessed, rather than expressed.
Provide more renderings of Howard Road, and toward the river and open spaces.	The application package seems to have the same renderings as at the time of setdown.
There is value in trying to break up the façades, but the applicant should consider indentations, rather than just projections.	At the base of the buildings there do not appear to be new indentations in the façades. The one plaza area that had been between buildings D and E is now proposed to be a private service street. The upper stories of the residential buildings would step back from the main façade.
Question the need for a private street to Poplar Point, and the nature of the building connection. If you’re going to do it, build a connection between buildings that is more substantive.	The bridges between buildings B and C, and buildings D and E have been made more substantive.
Retail on the ground floor of all buildings.	The location of retail has been revised to provide retail on both sides of the street, but not for the entire street frontage.

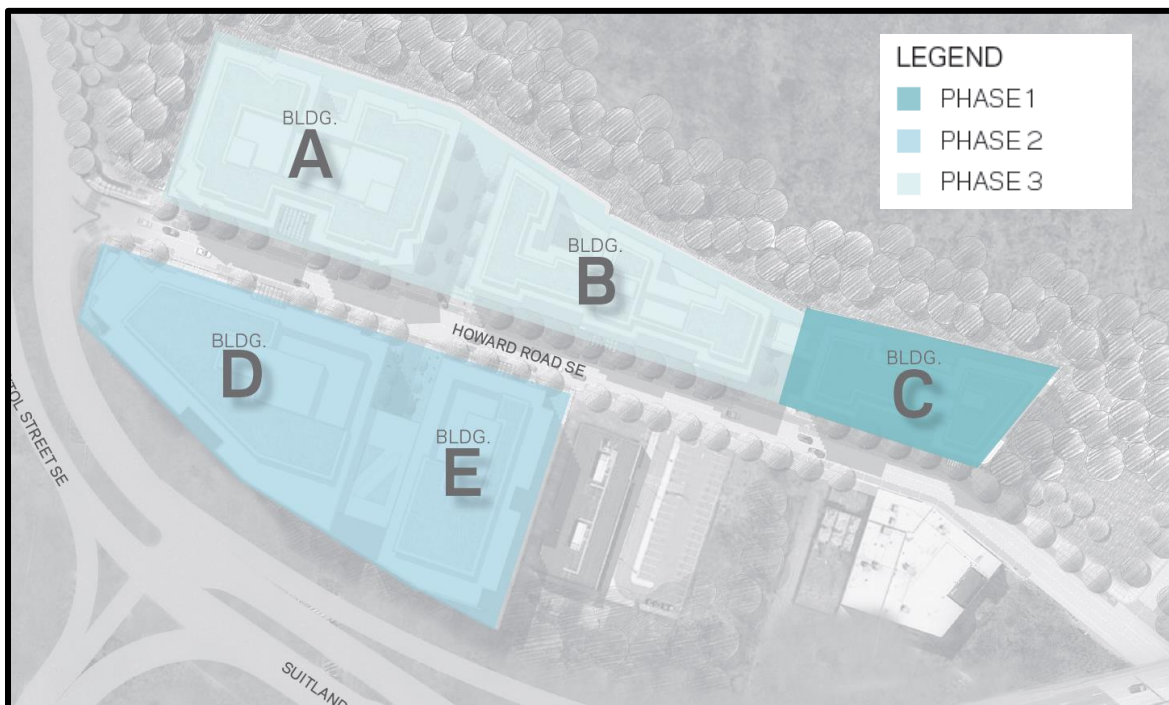
IV. SITE AND AREA DESCRIPTION

The site is located on either side of Howard Road, SE, between South Capitol Street and the Anacostia Freeway / I-295. The property is near the Anacostia metro station, and the closest metro entrance and the metro parking garage are about 550 feet from the site. The southern metro entrance and the bus bays are about a quarter mile from the site, south along Howard Road. The entire site is about 900 feet long from east to west. The relatively flat property was formerly the site of commercial and residential uses, but is now vacant. Also located on this portion of Howard Road is the Cedar Tree Academy – a charter school – and a DC government health facility. The subject site and the adjacent lots are zoned MU-14 (medium to high density waterfront mixed use).

Poplar Point is adjacent to this site to the north. It is presently controlled by the Federal government, but is planned to be transferred to District control at some point in the future. It is anticipated that Poplar Point would have a significant amount of open space along with mixed use development. In some of their plans, the applicant has envisioned some building footprints and massing that could potentially occur on that site. Although the District has had some planning exercises related to Poplar Point in the past, no plan has been completed for that site, and significant additional planning work would be required before an actual use mix, building sites, heights and densities could be attributed to the areas adjacent to the subject site. The applicant, however, has incorporated into their site plan two points of potential access to future development on Poplar Point through private streets, and OP strongly supports the efforts to create connectivity to future projects through a nascent street grid.

V. PROJECT DESCRIPTION

The applicant proposes three buildings comprised of five towers – three office (“Buildings” A, D and E) and two residential (“Buildings” B and C). Please refer to the excerpted site plan and ground floor plan, below. For convenience of comparison, the ground floor plan at the time of setdown is included. All buildings would be 130 feet tall and the total project would have an FAR of 9.04, based on the total lot area minus the area of private streets. Buildings B and C would have a meaningful connection above-grade, rendering them a single building for zoning purposes. The applicant has stated that buildings D and E would be a single building, but as of this writing the plans do not show a meaningful connection between those structures.



Site Plan – Excerpted From Exhibit 21A



Current Ground Floor Plan – Excerpted From Exhibit 21A



Prior Ground Floor Plan – Excerpted From Exhibit 21

The applicant proposes to reconstruct Howard Road, underground utilities, plant street trees, install bike racks, and create a two-way separated cycle track on the north side of the street. In addition, the buildings on both sides of the street would be set back from the property line to allow for wider sidewalks. The applicant has also discussed improvements to the northern Anacostia metro entrance, and has provided initial concept plans for the potential improvements. Please refer to Exhibit 21B.

Changes Since Setdown

Site Plan

The applicant has revised the site plan to incorporate a private service street between the lower levels of buildings D and E. The new street would align with the private street on the other side of Howard Road and would provide access to parking and loading for both D and E. In the original plan, loading for those buildings was combined below grade. The new service street would take the place of the plaza that had been contemplated previously. Please refer to the site plans below. It is unclear why building D, which now would have a parking entrance from the service street, would still need the parking ramp directly from Howard Road. Removal of that ramp would improve the pedestrian experience and overall streetscape. OP would also like to ensure that all new private streets and alleys be accessible to the public, and not closed off for use by only tenants. Therefore, OP recommends that a public access easement be a condition of the approval.

Architecture

Since the time of setdown the applicant has removed horizontal architectural embellishments from the roof level of the buildings, which would have increased their apparent height. The design also now incorporates step backs at the upper levels of the residential buildings. This application is for only a First Stage PUD, and therefore the details of the design would be evaluated during a later Second Stage application.

The bridges between buildings B and C and between D and E have been significantly revised. B and C had been connected by a simple pedestrian bridge at the second floor, but now are joined by a six level arm that begins at the 4th floor and includes residential units. D and E would be similarly connected with a bridge over the private service street. Please refer to the sections shown at Exhibit 21A, p. 32.

Retail

The current design increases the amount of ground floor retail and redistributes it such that buildings A and E now have ground floor retail. The current layout would be superior because it would create two-sided retail on both sides of Howard Road. The original proposal showed retail in building D extending out to South Capitol Street. OP recommends that the design incorporate additional retail, or other street-activating uses, at the western end of the development.

Inclusionary Zoning (IZ)

IZ would be required and provided as shown in the table below. For additional housing data, please refer to the table at Exhibit 21A, page 34. The applicant should confirm whether the tenure of the project would be rental or condo.

	Requirement	Proposed
“Net” residential floor area	n/a	512,280 sf
Set-aside	8% of residential floor area (40,982 sf)	10% of residential floor area (51,228 sf)
MFI Rental Condo Proposed	60% 80%	5% at 50% and 5% at 80% No tenure type specified
3BR Units	No requirement	2,561 sf (2 units*)

* Estimated by OP

OP appreciates the additional IZ floor area proffered by the applicant. Many recent PUDs have proffered 12% IZ floor area, and OP encourages this applicant to examine a larger commitment. Similarly, the applicant should examine whether there is the possibility that more affordable three-bedroom units could be provided. OP estimates that the 2,561 square feet dedicated to IZ three-bedroom units would result in two units.

Regarding the depth of affordability, the applicant’s proffer of half of the units at 50% MFI and half at 80% MFI would be a significant amenity should the residential be all condo. If it is a rental project, however, the average MFI of 65% would be higher than what the Regulations require, and OP would not recommend approval of the proposed affordability levels.

OP recommends that should the project be rental, the applicant proffer all of the affordable units (including IZ units) at 50% MFI.

VI. COMPREHENSIVE PLAN POLICIES

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

- (1) Change in the District of Columbia is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, and homelessness. § 217.1
- (4) The District needs both residential and non-residential growth to survive. Nonresidential growth benefits residents by creating jobs and opportunities for less affluent households to increase their income. § 217.4

- (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. Since the District is landlocked, its large sites must be viewed as extraordinarily valuable assets. Not all should be used right away—some should be “banked” for the future. § 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
- (17) An economically strong and viable District of Columbia is essential to the economic health and well-being of the region. Thus, a broad spectrum of private and public growth (with an appropriate level of supporting infrastructure) should be encouraged. The District's economic development strategies must capitalize on the city's location at the center of the region's transportation and communication systems. § 219.2
- (21) Land development policies should be focused to create job opportunities for District residents. This means that sufficient land should be planned and zoned for new job centers in areas with high unemployment and under-employment. A mix of employment opportunities to meet the needs of residents with varied job skills should be provided. § 219.6

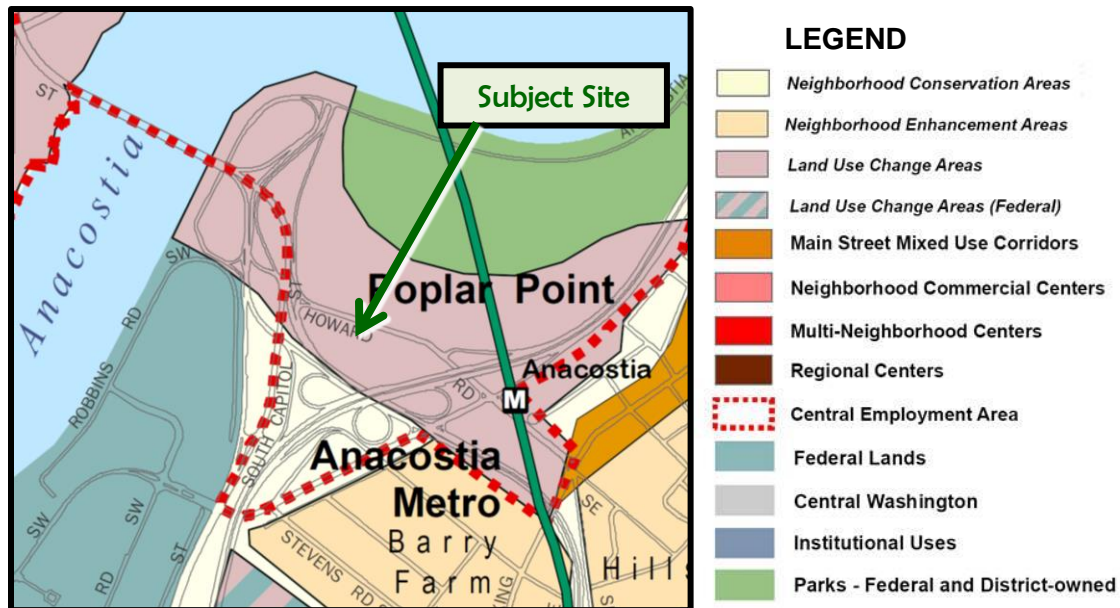
The application is also consistent with major policies from the Land Use, Transportation, Housing, Economic Development, Urban Design and the Lower Anacostia Waterfront / Near Southwest elements. Please refer to Attachment 1 for the relevant policies.

VII. COMPREHENSIVE PLAN LAND USE MAPS

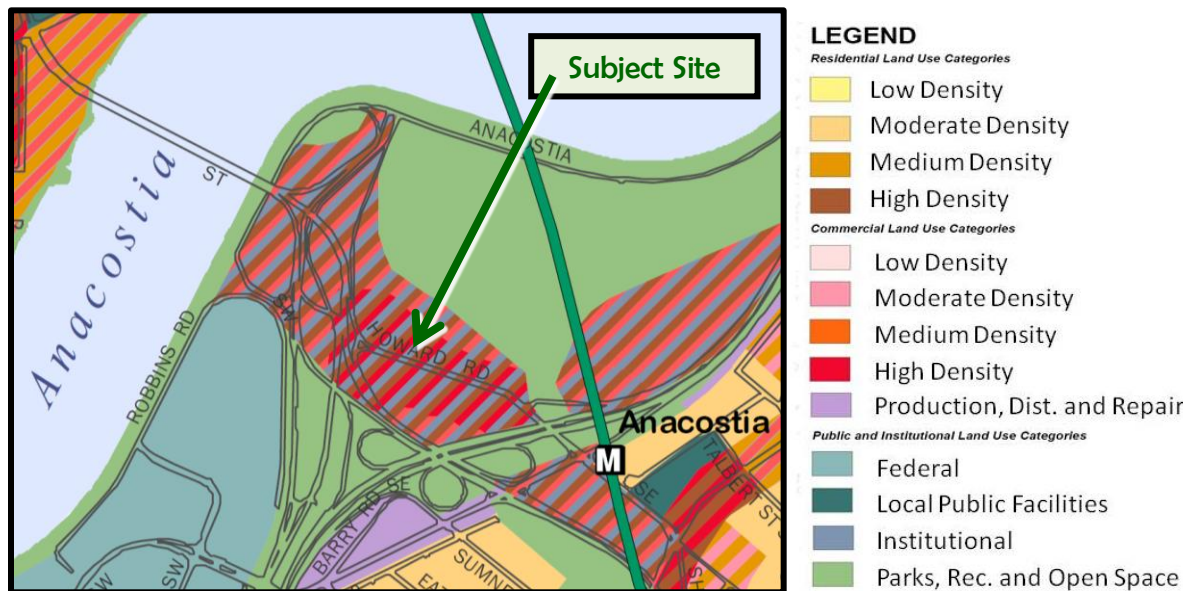
The Comprehensive Plan's Generalized Policy Map describes the subject site as a Land Use Change Area. Land Use Change Areas are anticipated to become “high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods (Comprehensive Plan, § 223.12). In Land Use Change Areas the expected mix of uses is shown on the Future Land Use Map. The Policy Map also shows that the subject site is within the Central Employment Area, which is defined as:

...the business and retail heart of the District and the metropolitan area. It has the widest variety of commercial uses, including but not limited to major government and corporate

offices; retail, cultural, and entertainment uses; and hotels, restaurants, and other hospitality uses. The Central Employment Area draws patrons, workers, and visitors from across the region. The Comprehensive Plan's Land Use and Economic Development Elements, and the Central Washington Area Element and Anacostia Waterfront Element provide additional guidance, policies and actions related to the Central Employment Area. (Comprehensive Plan § 223.21)



The Future Land Use Map (FLUM) indicates that the site is appropriate for high density residential, high density commercial and institutional uses. The definitions of these use categories, as described in the Comprehensive Plan, can be found in Attachment 2. The proposed height of 130', the proposed FAR of 9.04, and the proposed mix of uses are not inconsistent with these designations.



VIII. ANACOSTIA WATERFRONT INITIATIVE

The subject site is within the Anacostia Waterfront Initiative (AWI) area. The vision of the AWI is of a clean and vibrant waterfront with a variety of parks, recreation opportunities, and places for people to meet, relax, encounter nature and experience the heritage of the waterfront. The AWI also seeks to revitalize surrounding neighborhoods, enhance and protect park areas, improve water quality and environment, and, where appropriate, increase access to the water and maritime activities along the waterfront. The subject site is included within two of the areas called out for improvement in the plan – the Poplar Point target area and the South Capitol Street Corridor target area. The proposed development is not inconsistent with the AWI’s planning guidance for these areas, including the following:

- Howard Road is to be an “enhanced gateway” to the existing neighborhood, as well as to the parkland at Poplar Point (pp. 114-115);
- Howard Road should contain a “vibrant mix of uses” (p. 115);
- The South Capitol Street area “is a long-term growth and employment corridor that can support a mixture of uses, including new residential and office development” (p. 120);
- Higher density development near South Capitol Street should be clustered near metro stations (p. 121);
- Streetscape design should include wide sidewalks and other facilities to encourage pedestrian, bicycle and transit access (p. 121).

IX. ZONING PARAMETERS AND FLEXIBILITY

To construct as proposed, the application requests no flexibility from zoning standards other than the PUD-related map amendment from the MU-14 to the MU-9 zone. The basic parameters of the proposal are shown in the table below. Following the table is a list of the applicant’s other requested areas of flexibility, as stated on page 3 of Exhibit 21.

Item	MOR - MU-14 (formerly W-3)	PUD - MU-9 (formerly C-3-C)	Proposed	Gains Through PUD (Proposed minus MOR)
Site Area			271,219 sf 262,267 sf w/o private streets	
FAR	7.2 (w/ IZ) 1,952,777 sf	9.36 2,538,610 sf	9.04 2,371,320 sf	1.84 FAR 418,543 sf 21.4% gain
	5.0 max non-res 1,356,095 sf	8.71 max non-res 2,362,317 sf	6.44 max non-res. 1,688,280 sf	1.44 max non-res. 332,185 sf 24.5% gain

Floor Area			683,040 sf res. (2.60 FAR) 1,637,030 sf office (6.24 FAR) <u>51,250 sf retail (0.20 FAR)</u> 2,371,320 sf total	
Height	100' (w/ IZ)	130'	130'	30' 30% gain
Penthouse Height	20' 1 story + mezz. 2 nd story for mech.	20' 1 story + mezz. 2 nd story for mech.	1 story penthouse - 12' on office blds. - 14' on res. blds. - 20' mechanical	
Lot Occupancy	80% (w/ IZ)	No maximum	79.4% 208,173 sf	-0.6% 0.75% decrease
Rear Yard	12'	2.5" / ft. of height, 12' min.; OR court-in-lieu	Courts-in-lieu provided	
GAR	0.3	0.2	0.21	-0.09 30% decrease

Applicant's Requested Flexibility

(1) PUD-Related map amendment from MU-14 to MU-9;

The PUD-related map amendment would be required to achieve the height and density sought with the application.

(2) Vary the phasing anticipated for the Project, as the proposed phasing may need to be revised to meet market demands;

OP does not object to flexibility in the phasing of the project.

(3) Vary interim uses at the Property while the other phases of the Project are being finalized;

OP does not object to interim uses on the site, which can help activate the property – either prior to construction, or during initial construction on some parcels. To date the applicant has identified one existing interim use – and urban farm / apiary – and one potential interim use – use of the property for storage, staging and parking for the South Capitol Street Corridor Project (Exhibit 21, p. 3).

(4) Adjust parking “downwards” if needed to meet market demand.

The applicant requests flexibility to reduce the amount of parking provided. Based on the use mix, 560 parking spaces would be required, and the applicant is currently proposing 921 spaces. Refer to Exhibit 17A, page 38. While OP generally does not object to fewer parking spaces,

especially close to a metro, the applicant has not specified what the minimum number of spaces could be, and OP defers to DDOT on whether there should be a minimum to accommodate the anticipated automobile demand.

X. 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 application exceeds the minimum site area requirements of § 301 to request a PUD. The applicant is requesting a first-stage PUD and related map amendment. In order to approve the project, the Commission must find that the PUD:

- 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).

As noted above, the application is not inconsistent with the Comprehensive Plan. Because no agency comments have been received, OP cannot fully evaluate the project’s impact on city services, but does not anticipate any impacts that could not be addressed or mitigated, and would therefore not be unacceptable. Finally, as discussed below, the proposed benefits and amenities are generally commensurate with the degree of flexibility gained through the PUD, but OP recommends some enhancements in order to fully balance the degree of flexibility gained through the PUD.

XI. PUBLIC BENEFITS AND AMENITIES

Subtitle X § 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).

Amenity package evaluation, therefore, is partially based on an assessment of the additional development gained through the application process. In this case, the application proposes a PUD-related map amendment from MU-14 to MU-9, which would allow mixed use development to a high height and density.

	Existing Zoning MU-14	Proposed Zoning MU-9 (PUD)	Proposed Development	Gains Through PUD
Height	100'	130'	130'	30'
FAR	7.2 1,952,777 sf	9.36 2,538,610 sf	9.04 2,371,320 sf	1.84 418,543 sf

The following is a summary of the application’s benefits, as listed in Exhibit 21. As stated in the setdown report, OP continues to recommend some enhancements to the benefits in order to fully balance the degree of development flexibility gained through the PUD.

Item	Applicant’s Benefit or Amenity	OP Comments, If Necessary
A.	“Streetscape Improvements and Connectivity” (X § 305.5(c))	Connectivity – A Benefit: OP views the connectivity to future development at Poplar Point as a benefit of the project. Open Space – Not an amenity: The applicant’s discussion about open space, however, (Exhibit 21, p. 5) should not be given weight as an amenity, as there are no open spaces within the project useable for parks, seating or similar uses.
B.	“Additional Ground Floor Retail”	The retail may be a benefit of the project, but should not be given much weight, as almost any development would prefer to have the active streetscape that retail conveys, rather than a blank streetwall.
C.	“WMATA Improvements” (X § 305.5(p))	The proposed improvements to the Anacostia metro station north entrance would be a very valuable amenity to the neighborhood. The applicant should quantify the details and timing of the improvements.
D.	“Transportation Improvements” (X § 305.5(l) and (o))	Amenity items: OP considers the undergrounding of utilities, the provision of additional setbacks from the property line, and the separated cycle track to be amenity items. Mitigation: Other items such as a new traffic

		signal or ongoing traffic monitoring are simply mitigation for the project's impacts.
E.	"Transit-Based Housing and Affordable Housing" (X § 305.5(f) and (g))	The applicant proposes to include some three bedroom units, which would be a benefit of the project. OP encourages the applicant to provide more three bedroom units, as housing for families is a priority for the city. The provision of 10% IZ units would also be a benefit of the project, but OP encourages the applicant to examine a broader commitment, more in line with other recent PUDs, and consider all rental units at 50% MFI
F.	"Workforce Development" (X § 305.5(h))	The applicant has proposed a valuable amenity regarding internships and training for Ward 8 residents. Please refer to Exhibit 21, p. 7. The applicant should explore ways to make the general contractor apprenticeship program more robust.
G.	"LEED Gold Certification" (X § 305.5(k))	LEED Gold would be an amenity of the project. Details such as the amount of green roof or solar power generation would be determined at the time of a Second Stage PUD.

XII. AGENCY COMMENTS

OP referred the application to the following government agencies for review and comment, and also held an interagency meeting to provide the agencies with an additional opportunity to ask questions of the applicant and provide initial feedback. As of this writing OP has only received comments from the Historic Preservation Office, as well as some verbal feedback from the Department of Energy and the Environment (DOEE), although OP expects DOEE to file comments under separate cover.

- Department of Energy and the Environment (DOEE);
- Department of Transportation (DDOT);
- Department of Housing and Community Development (DHCD);
- Department of Employment Services (DOES);
- Department of Parks and Recreation (DPR);
- Department of Public Works (DPW);
- DC Public Schools (DCPS);
- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD);
- DC Water;
- WMATA.

In discussions with Development Review staff, staff from OP's Historic Preservation Office (HPO) indicated that these lots have archaeological potential, given their location on the historic Poplar Point, and recommend that the applicant conduct an initial archaeological study of the property. HPO provided additional historical background about the site:

“The parcel is on the shores of the original Poplar Point that jutted out into the river, and was an attractive setting for both prehistoric and historic residents for thousands of years. In the post-Civil War era, this area was part of the historic Barry Farm community, where house lots were sold to formerly enslaved African Americans and veterans of the US Colored Troops. Once the property is redeveloped to modern standards all traces of these former inhabitants, historic and prehistoric, will be lost.”

In conversations with OP, DOEE emphasized that the development pattern on Poplar Point was not yet determined, and that the design of this site may need to be adjusted to better reflect grading, building placement or open space preservation on the adjacent site. OP would support a degree of flexibility for the design of the northern side of the site, should future plans for Poplar Point make that warranted, to be more fully addressed and refined through future Stage 2 applications. For example, OP would support allowing the grade of the alley at the rear of Buildings 1, 2 and 3 to be lowered to match the adjacent grade, rather than having it raised with the use of a retaining wall.

XIII. ATTACHMENTS

1. Comprehensive Plan Policies
2. Definitions of Future Land Use Map Categories

JS/mrj

Attachment 1 Comprehensive Plan Policies

Land Use Element

Policy LU-1.1.3: Central Employment Area

Continue the joint federal/District designation of a “Central Employment Area” (CEA) within the District of Columbia. The CEA shall include existing “core” federal facilities such as the US Capitol Building, the White House, and the Supreme Court, and most of the legislative, judicial, and executive administrative headquarters of the United States Government. Additionally, the CEA shall include the greatest concentration of the city’s private office development, and higher density mixed land uses, including commercial/retail, hotel, residential, and entertainment uses. Given federally-imposed height limits, the scarcity of vacant land in the core of the city, and the importance of protecting historic resources, the CEA may include additional land necessary to support economic growth and federal expansion. The CEA may be used to guide the District’s economic development initiatives, and may be incorporated in its planning and building standards (for example, parking requirements) to reinforce urban character. The CEA is also important because it is part of the “point system” used by the General Services Administration to establish federal leases. The boundaries of the CEA are shown in Figure 3.2. 304.8

Policy LU-1.1.4: Appropriate Uses in the CEA

Ensure that land within the Central Employment Area is used in a manner which reflects the area’s national importance, its historic and cultural significance, and its role as the center of the metropolitan region. Federal siting guidelines and District zoning regulations should promote the use of this area with high-value land uses that enhance its image as the seat of the national government and the center of the District of Columbia, and that make the most efficient possible use of its transportation facilities. 304.9

Section 306.4

...certain principles should be applied in the management of land around all of the District’s neighborhood stations. These include:

- A preference for mixed residential and commercial uses rather than single purpose uses, particularly a preference for housing above ground floor retail uses;
- A preference for diverse housing types, including both market-rate and affordable units and housing for seniors and others with mobility impairments;
- A priority on attractive, pedestrian-friendly design and a de-emphasis on auto-oriented uses and surface parking;
- Provision of well-designed, well-programmed, and well-maintained public open spaces;
- A "stepping down" of densities with distance away from each station, protecting lower density uses in the vicinity;
- Convenient and comfortable connections to the bus system, thereby expanding access to the stations and increasing Metro's ability to serve all parts of the city; and
- A high level of pedestrian and bicycle connectivity between the stations and the neighborhoods around them. 306.4

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

Policy LU-1.3.4: Design To Encourage Transit Use

Require architectural and site planning improvements around Metrorail stations that support pedestrian and bicycle access to the stations and enhance the safety, comfort and convenience of passengers walking to the station or transferring to and from local buses. These improvements should include lighting, signage, landscaping, and security measures. Discourage the development of station areas with conventional suburban building forms, such as shopping centers surrounded by surface parking lots. 306.13

Policy LU-1.3.6: Parking Near Metro Stations

Encourage the creative management of parking around transit stations, ensuring that automobile needs are balanced with transit, pedestrian, and bicycle travel needs. New parking should generally be set behind or underneath buildings and geared toward short-term users rather than all day commuters. 306.15

Transportation Element

Policy T-2.2.2: Connecting District Neighborhoods

Improve connections between District neighborhoods through upgraded transit, auto, pedestrian and bike connections, and by removing or minimizing existing physical barriers such as railroads and highways. However, no freeway or highway removal shall be undertaken prior to the completion of an adequate and feasible alternative traffic plan that has been approved by the District government. 408.6

Action T-2.2.B: Pedestrian Connections

Work in concert with WMATA to undertake pedestrian capacity and connection improvements at selected Metrorail transit stations, streetcar stations, and bus and stops and at major transfer facilities to enhance pedestrian flow, efficiency, and operations. 408.11

Policy T-2.3.1: Better Integration of Bicycle and Pedestrian Planning

Integrate bicycle and pedestrian planning and safety considerations more fully into the planning and design of District roads, transit facilities, public buildings, and parks. 409.8

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. 409.9

Policy T-2.3.3: Bicycle Safety

Increase bicycle safety through traffic calming measures, provision of public bicycle parking, enforcement of regulations requiring private bicycle parking, and improving bicycle access where barriers to bicycle travel now exist. 409.10

Action T-2.3.A: Bicycle Facilities

Wherever feasible, require large new commercial and residential buildings to be designed with features such as secure bicycle parking and lockers, bike racks, shower facilities, and other amenities that accommodate bicycle users. 409.11

Action T-2.3.B: Bicycle Master Plan

Implement the recommendations of the Bicycle Master Plan to:

- a. Improve and expand the bike route system and provide functional and distinctive signs for the system;
- b. Provide additional bike facilities on roadways;
- c. Complete ongoing trail development and improvement projects to close gaps in the system;
- d. Improve bridge access for bicyclists;
- e. Provide bicycle parking in public space and encourage bicycle parking in private space;
- f. Update the District laws, regulations and policy documents to address bicycle accommodation;
- g. Review District projects to accommodate bicycles;
- h. Educate motorists and bicyclists about safe operating behavior;
- i. Enforce traffic laws related to bicycling;
- j. Establish a Youth Bicycle and Pedestrian Safety Education Program;
- k. Distribute the District Bicycle Map to a wide audience; and
- l. Set standards for safe bicycle operation, especially where bikes and pedestrians share the same space. 409.12

Sections 410.3 and 410.4

Improvements to pedestrian facilities can enhance the quality of the walking and public transit environments, and foster greater use of both modes. Improvements should focus on reductions in the number and severity of pedestrian-vehicle conflict points, clarified pedestrian routing, widened sidewalks, and improved aesthetic features such as landscaping. 410.3

Encouraging walking will bring many benefits to the District. It will provide convenient and affordable transportation options, reduce vehicular-travel and related pollution, and improve the health and fitness of District residents. 410.4

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

Housing Element

H-1.1 Expanding Housing Supply

Expanding the housing supply is a key part of the District's vision to create successful neighborhoods. Along with improved transportation and shopping, better neighborhood schools and parks, preservation of historic resources, and improved design and identity, the production of housing is essential to the future of our neighborhoods. It is also a key to improving the city's fiscal health. The District will work to facilitate housing construction and rehabilitation through its planning, building, and housing programs, recognizing and responding to the needs of all segments of the community. The first step toward meeting this goal is to ensure that an adequate supply of appropriately zoned land is available to meet expected housing needs. 503.1

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

Policy H-1.1.4: Mixed Use Development

Promote mixed use development, including housing, on commercially zoned land, particularly in neighborhood commercial centers, along Main Street mixed use corridors, and around appropriate Metrorail stations. 503.5

Economic Development Element

Policy ED-1.1.1: Core Industries

Continue to support and grow the District's core industries, particularly the federal government, professional and technical services, membership associations, education, hospitality, health care, and administrative support services. 703.9

Policy ED-1.1.5: Use of Large Sites

Plan strategically for the District's remaining large development sites to ensure that their economic development potential is fully realized. These sites should be viewed as assets that can be used to revitalize neighborhoods and diversify the District economy over the long term. Sites with Metrorail access, planned light rail access, and highway access should be viewed as opportunities for new jobs and not exclusively as housing sites. 703.13

Policy ED-2.1.1: Office Growth

Plan for an office sector that will continue to accommodate growth in government, government contractors, legal services, international business, trade associations, and other service-sector office industries. The primary location for this growth should be in Central Washington and in the emerging office centers along South Capitol Street and the Anacostia Waterfront. 707.6

Policy ED-2.1.3: Signature Office Buildings

Emphasize opportunities for build-to-suit/signature office buildings in order to accommodate high-end tenants and users and corporate headquarters. Consider sites in secondary office centers such as NoMA and the Near Southeast for this type of development. 707.8

Urban Design Element

Policy UD-1.3.8: East of the River Gateways

Improve the visual and urban design qualities of the gateways into East-of-the-River neighborhoods from the Anacostia River crossings, with landscape and transportation improvements along Howard Road, Martin Luther King Jr Avenue, Pennsylvania Avenue, Randle Circle (Minnesota and Massachusetts), Benning Road, and Kenilworth Avenue. 905.14

Action UD-1.3.A: Anacostia Waterfront Initiative

Continue to implement the Framework Plan for the Anacostia River, restoring Washington's identity as a waterfront city and bridging the historic divide between the east and west sides of the river. 905.15

Policy UD-1.4.4: Multi-Modal Avenue/Boulevard Design

Discourage the use of the city's major avenues and boulevards as "auto-only" roadways. Instead, encourage their use as multi-modal corridors, supporting transit lanes, bicycle lanes, and wide sidewalks, as well as conventional vehicle lanes. 906.10

Policy UD-3.1.7: Improving the Street Environment

Create attractive and interesting commercial streetscapes by promoting ground level retail and desirable street activities, making walking more comfortable and convenient, ensuring that

sidewalks are wide enough to accommodate pedestrian traffic, minimizing curb cuts and driveways, and avoiding windowless facades and gaps in the street wall. 913.14

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, Poplar Point, 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. 1908.3

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. 1908.4

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. 1908.8

Policy AW-2.4.8: Access Improvements to Poplar Point

Improve access to Poplar Point by redesigning the road system on the site's perimeter, rebuilding the Frederick Douglass (South Capitol) bridge, converting the Anacostia Metrorail station to a multi-modal terminal, adding provisions for pedestrians and bicycles along Howard Road, W Street SE, and Good Hope Road, and providing water taxi service on the Anacostia River. 1914.14

Attachment 2

Definitions of Future Land Use Map Categories

High Density Residential – This designation is used to define neighborhoods and corridors where high-rise (8 stories or more) apartment buildings are the predominant use. Pockets of less dense housing may exist within these areas. The corresponding Zone districts are generally R-5-D and R-5-E, although other zones may apply. (Comprehensive Plan § 225.6)

High Density Commercial – This designation is used to define the central employment district of the city and other major office employment centers on the downtown perimeter. It is characterized by office and mixed office/retail buildings greater than eight stories in height, although many lower scale buildings (including historic buildings) are interspersed. The corresponding Zone districts are generally C-2-C, C-3-C, C-4, and C-5, although other districts may apply. (Comprehensive Plan § 225.11)

Institutional – This designation includes land and facilities occupied and used by colleges and universities, large private schools, hospitals, religious organizations, and similar institutions. Smaller institutional uses such as churches are generally not mapped, unless they are located on sites that are several acres in size. Zoning designations vary depending on surrounding uses. (Comprehensive Plan § 225.16)