



**D.C. UNITED™ STADIUM**

APPLICATION FOR REVIEW AND APPROVAL  
OF A CONSOLIDATED PLANNED UNIT DEVELOPMENT

January 19, 2016

## DEVELOPMENT TEAM

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## TABLE OF CONTENTS

TABLE OF CONTENTS .....	IV
EXHIBITS.....	V
PREFACE .....	VI
I. INTRODUCTION.....	1
A. Summary of Requested Action .....	1
B. The Applicant.....	2
C. The Architects .....	2
II. THE PROPOSED STADIUM .....	4
A. Site Location and Surrounding Area.....	4
B. Project Description.....	6
C. Development Parameters under the Zoning Regulations.....	12
D. Flexibility under the PUD Guidelines .....	12
III. PLANNING ANALYSIS .....	14
A. Land Use Impact .....	14
B. Environmental Impact .....	15
1. Water Demand .....	15
2. Sanitary Sewer Demand.....	16
3. Stormwater Management .....	16
4. Solid Waste Services.....	16
5. Electrical Service .....	16
6. Energy Consumption .....	16
7. Erosion Control.....	17
C. Facilities Impact .....	17
1. Transportation and Parking.....	17
2. Public Schools.....	18
IV. PUD EVALUATION STANDARDS .....	18
A. Public Benefits and Project Amenities.....	19
1. Urban Design, Architecture, and Landscaping .....	19
2. Site Planning, and Efficient and Economical Land Utilization .....	21
3. Effective and Safe Vehicular and Pedestrian Access & Transportation Management Measures.....	22
4. Employment and Training Opportunities.....	23
5. Environmental Benefits.....	24
6. Uses of Special Value .....	24
B. Public Benefits of the Project.....	26
V. COMPLIANCE WITH THE COMPREHENSIVE PLAN .....	27
A. Citywide Elements .....	27
1. Maps.....	27
2. Land Use Element.....	29
3. Transportation Element.....	30
4. Economic Development Element.....	31
5. Parks, Recreation, & Open Space and Urban Design Elements .....	31
6. Arts and Culture Element.....	32
B. Area Elements .....	32
C. Buzzard Point Vision Framework .....	33
VI. CONCLUSION .....	34

## EXHIBITS

<b>Description</b>	<b>Exhibit</b>
Architectural Drawings, Elevations, Renderings, Sections, Streetscape Designs, Landscaping, Civil, Photos of Property and Surrounding Area, Site Plans, Maps, and Other Plans	A
Zoning Map with Property Highlighted	B
Excerpts of Comprehensive Plan Future Land Use Map and Generalized Policy Map	C
Certificate of Compliance with Chapter 24	D
Certificate of Notice and Notice of Intent to File	E
Application Form and Agent Authorizations	F
Property Owner List	G
Surveyor's Plat	H

## **PREFACE**

This statement is submitted by DC Stadium, LLC in support of an application for the consolidated review and approval of a Planned Unit Development before the District of Columbia Zoning Commission.

The applicant is requesting approval of this PUD in order to construct a new stadium for the D.C. United soccer team in the Buzzard Point neighborhood of southwest Washington. The stadium will contain approximately 19,000 seats and will attain a maximum height of approximately 98.06 feet.

Submitted in support of this application are a completed PUD application form, a notice of intent to file a PUD (with property owner list and certification of mailing), architectural drawings, and a map depicting the zoning districts for the property and the surrounding area. As set forth below, this statement and the attached documents meet the filing requirements for a PUD application under Chapter 24 of the District of Columbia Zoning Regulations.

## I. INTRODUCTION

### A. *Summary of Requested Action*

DC Stadium, LLC (the “**Applicant**”) hereby submits an application to the Zoning Commission of the District of Columbia (“**Commission**”) for consolidated review and approval of a Planned Unit Development (“**PUD**”). The Applicant is pursuing the PUD process for approval of the use for the subject property, the additional building height, and the reduction in required parking afforded through the process. The Applicant is not seeking additional density or a Zoning Map amendment.

The Applicant is seeking approval of this PUD in order to create a new and distinguished 19,000-seat stadium and ancillary facilities for the D.C. United professional soccer team (the “**Project**” or the “**Stadium**”), as shown on the plans attached hereto as Exhibit A (the “**Plans**”). The Stadium will provide a new and modern facility for playing and watching professional soccer games as well as hosting other events throughout the year. The Stadium will be much more suitable for players and fans, in terms of size, amenities, and design, than the team’s present home at Robert F. Kennedy Stadium. The Stadium will be transformative for the Buzzard Point neighborhood by replacing many underutilized industrial sites with an active and modern professional sport venue close to another professional sport venue – Nationals Stadium.

The Project will contain seating, the field, concessions, team offices, a team retail store, a media center, and other accessory stadium functions. The Project will contain a FAR of approximately 0.8, or approximately 331,155 gross square feet, and it will have a maximum height of approximately 98.06 feet. In addition to the new stadium that the Project will bring to this site, the Project will offer many public benefits and project amenities. The Applicant proposes amenities such as a new venue for the District’s only professional soccer team, high quality architecture, many sustainable and “green” design features, promotion of regular activity

in the neighborhood, many programs for the surrounding community, employment commitments, and significant improvements to the area immediately surrounding the Stadium.

### ***B. The Applicant***

DC Stadium, LLC is the development agent for the D.C. United. D.C. United is an American professional soccer club based in Washington, D.C. The club competes in the Eastern Conference of Major League Soccer, the top level of professional American soccer. The franchise is one of the ten charter clubs of MLS, having competed in the league since its inception in 1996. D.C. United is one of the most successful teams in United States soccer history, winners of 13 domestic and international trophies.

### ***C. The Architects***

Since inception in 1983, Populous has grown into the world's leading design firm dedicated exclusively to creating environments that draw people and communities together for unforgettable experiences. In the world's top cities and on more than 130 university campuses, Populous has designed more than 2,000 projects worth \$30 billion. Their designs for places like Yankee Stadium, the London Olympic Games, Phoenix Convention Center, and Baylor University's McLane Stadium have created emotional connections between people and the civic sports and entertainment places and events they love. The top communities entrust Populous to help build their brands through design.

Populous' unrivaled knowledge - both visionary and technical - is unveiled through comprehensive planning and design services with experiential design at the core. Their focus includes not just the individual buildings that define a community, such as sports architecture, conference and exhibition center architecture or aviation design, but also the urban fabric that weaves these buildings together. They offer architecture, landscape architecture, interior design,

environmental graphics and wayfinding, event planning and overlay, master planning, urban planning, and sustainable design consulting from offices on four continents, with primary locations in San Francisco, Denver, Kansas City, Boston, London, and Brisbane. They have been recognized 200 times over with global design awards, including three national American Institute of Architects awards. They also have been listed three times as one of Fast Company Magazine's most innovative companies.

At Marshall Moya Design, they create extraordinary places, experiences, and environments. Located in Washington, D.C., their multifaceted design studio produces award-winning projects in the commercial, institutional, civic, cultural, educational and residential markets of the nation's capital and beyond. We provide architectural design services for developers, institutional organizations, government agencies, non-profit groups, commercial ventures, and private residential clients. They are an innovative and collaborative group of architects, designers, communicators, and strategists, enhancing the spaces where people gather to work, learn, live, and share. Whether designing a built environment or a brand, we carefully craft the story, identity, and setting with an unparalleled aesthetic. They are multicultural, multidimensional and passionate about advancing communities and social causes through architecture and design.

Michael Marshall originally founded the firm in 1989 as Michael Marshall Architecture, and in 2010 he formed a partnership with Paola Moya to establish what is now known as Marshall Moya Design. Their firm has received awards from The American Institute of Architects (National and DC Chapters), The National Organization of Minority Architects, The Washington Business Journal, International Design Awards, and others. Our media appearances



include CNN Español, World Architecture News, and World Interior Design Network as well as The Washington Post, NPR, The Washington Business Journal, and more.

## **II. THE PROPOSED STADIUM**

### ***A. Site Location and Surrounding Area***

The PUD site is located in the southwest quadrant of the District of Columbia near the Anacostia River and several blocks to the southwest of Nationals Stadium. The subject site includes the following properties: Square 603S, Lot 800; Square 605, Lots 7 & 802; Square 607, Lot 13; Square 661, part of Lots 804 & 805; and Square 665, Lot 25 (together, the “**Property**”). The Property also will include portions of R Street, S Street, 1<sup>st</sup> Street, and Potomac Avenue that were closed pursuant to D.C. law. In general, the Property is bounded by R Street and Potomac Avenue to the north; T Street to the south; portions of existing lots to the east; and 2<sup>nd</sup> Street to the west. The Property includes a large swath of land that includes publicly-owned property in four squares and segments of closed streets. In total, the Property contains approximately 380,508 square feet of land area.

The Property is in Single Member District 6D05 of ANC 6D in Ward 6. The neighborhood is generally considered Buzzard Point. The Property is currently contains various uses and improvements. The northwest corner of the Property is used mostly as a junkyard and is improved with a few one-story buildings for storage and loading. The southwest corner of the Property is used as a surface parking lot. The southeast portion of the Property is currently used and owned by Pepco for its utility-related functions. The northeast portion of the Property is used mostly as a surface parking lot, with a few small industrial and storage uses included.

The Property is owned by the District of Columbia, which acquired the land pursuant to the District of Columbia Soccer Stadium Development Act of 2014. The Property also includes

street segments that were closed pursuant to applicable law. The District of Columbia will long-term ground lease the Property to the Applicant, pursuant to a D.C. Council resolution.

The Applicant controls a parcel larger than that included in this application. The adjacent parcel to the northeast of the Property, also controlled by the Applicant pursuant to the Council resolution, will be developed in the future but is not part of this PUD application.

The surrounding area consists mostly of industrial, utility, institutional uses. To the north across R Street and Potomac Avenue, the uses are mostly warehouses, industrial uses, offices, and surface parking; this is also where a new Pepco substation is planned. To the west across 2<sup>nd</sup> Street is Fort McNair Army base. To the south across T Street is a surface parking lot. To the east across Half Street is a concrete manufacturing facility and a Pepco facility. Many of the surrounding parcels, particularly to the south, are also slated for redevelopment. The banks of the Anacostia River are approximately to the three blocks to the east and south. The Nationals Stadium is approximately three blocks to the northeast.

The Property contains a utility easement that Pepco owns, which considerably limits development options for the Property. As shown on page 1.12 of the Plans, the easement runs north-south along the east side of the Property, with a portion of it jutting eastward. The width of the easement varies from 68 feet to 83 feet. The easement prohibits any structure on or above the easement up to height of 18 feet. The terms of the easement require that Pepco have access to it at all times, so no part of the Stadium, up to a height of 18 feet, may be constructed on or above the easement.

The Property is included in the CR Zone District and the Capital Gateway (CG) Overlay District.

## ***B. Project Description***

The Project will be a new approximately 19,000-seat professional soccer stadium for the D.C. United soccer team. The Stadium will be a dynamic neighborhood destination that will be a civic and iconic building for the District of Columbia and the region. The Stadium will be transformative for the Buzzard Point neighborhood by ushering a wave of new development in an area that the District has targeted for such change. The construction of the Stadium also will be a catalyst for many new development projects in the Buzzard Point neighborhood, including new residential and office buildings. Because of its proximity to the Nationals Stadium, the D.C. United Stadium will contribute to the continued creation of an entertainment district near the Anacostia Riverfront.

The Stadium will consist of a seating bowl with two canopies surrounding an uncovered field. All of the Stadium's operations and auxiliary functions, such as offices and media rooms, will be behind or under the seating bowl in secondary structures. Covered suites will also be embedded in the seating bowl. Multiple concourses at two levels – lower and upper – will provide circulation around the Stadium once guests are inside the gates. Restrooms and concessions will be accessed from the concourses.

The main entrance to the Stadium will be at the northeast corner of the site. Because most spectators likely will walk along Potomac Avenue from the east, this entrance will be the largest with 18 gates, and it will be the most visually prominent down the Potomac Avenue view shed. In fact, the view from Potomac Avenue will be directly into the Stadium and the field since no structure will be in this line of site and the field will be near ground level. The ability to see onto the field from outside the Stadium will be one of its most unique and street-activating features virtually unknown in other professional sports stadia.

The main entrance will be at ground level and will be open only during game days and other events. The open plaza to the east of the entrance, which is also owned by the Applicant but not part of this application, will allow ample space for queuing and gathering for fans waiting to enter the Stadium. When the entrance is not open, it will be secured by a fence before the entry gates. Adjacent to the main entrance will be the premium guest entry, which will function in the same manner as the main entrance but for the premium ticket holders.

Just to the north of the main entrance will be the entry gates for Pepco access for the easement. The entry gates will remain closed unless Pepco needs access, but this entrance may not be obstructed per the terms of the easement.

Just to the south of the main entry gates will be one of the signature elements of the Stadium. A structure containing stairs and escalators will form a prominent corner for the Stadium as viewed down Potomac Avenue. The structure will be open to the outside and the plaza on its eastern side. A large platform at its first level, raised above the ground level, will provide a gathering space for spectators to look out upon the plaza and for performances to have a stage to which to perform toward the plaza. The sides of the structure will be covered in porous metal screens that will have varying levels of opacity that will change depending on the daytime to create an interesting visual experience.

To the south of the main entrance, along the east side of the Property, will be largest part of the Stadium. This area will accommodate the majority of the seating as well as many “back of house” functions below the seating bowl. The seating will extend from the field to the east about 108 feet. The outdoor seating will rise three levels, with the suites located above the first

(club) level of seating. The height of the Stadium to the uppermost level of seating will be 74 feet.

A canopy will extend from the eastern end of the Stadium back over the outdoor seats on the east side of the bowl. This canopy will be both an architectural feature and will cover fans from weather and will partially shade them during the earlier part of the day. The maximum height of the Stadium will be measured to the top of this canopy, which will have a height of approximately 98.06 feet.

Under the seating bowl on the east side of the Stadium will be many of the back-of-house functions. The easement area will be an unobstructed north-south passage under the seats. All loading for the Stadium will occur under the seating bowl as well. Trucks will enter the loading area from S Street, and they will pull entirely under the Stadium into a large loading area and truck yard for media trucks. Also, at the ground level below the seats near the main entrance will be the ticketing area, which guests will access from outside to the east. Further south below the seating bowl will be food service and support, stadium operations and support, and mechanical space. Just outside the Stadium to its east will be a north-south pedestrian walkway that will provide a direct passage for pedestrians walking along 1<sup>st</sup> Street without having to move one block east or west.

The easement that runs along the east side of the Property has heavily influenced the design of the Stadium. None of the structure under the seating bowl may be within the easement area. However, because of this easement condition, the Stadium has been “shifted” to the west as far as possible so that more of the seating on the east side can rise above the easement area without having to drastically increase the height of the seating as it moves further away from the

field. This creates the somewhat lopsided appearance of the Stadium with the greater height and amount of seating concentrated on the east side.

Along the north side of the Stadium will be the Team Store and more seating. The Team Store will be directly to the northwest of the main entrance fronting on R Street and will house the retail store selling D.C. United paraphernalia. The Team Store will be a one-story structure separated from the rest of the Stadium further north adjacent to the R Street sidewalk in order to create a prominent pedestrian-oriented retail presence and identity marker.

Inside the bowl, the seating on the north side will include outdoor seats and indoor suites. The northeast corner of the Stadium, facing south, will contain mainly suites with some outdoor seating below the suites. Just to the west of the suites, also facing south, will be outdoor seating rising to a height of approximately 79.5 feet. The seating bowl will continue curving around the corner of the Stadium to face east. The main scoreboard will rise above the north seating at the northern edge of the Stadium's structure and will have a height of approximately 89 feet. Below the northern seating bowl at the ground level will be club space for premium ticketholders, an east-west circulation concourse, and other back-of-house operations such as concessions and restrooms.

The west side of the Stadium will contain almost entirely outdoor seating. A secondary entrance will be located at the northwest corner of the Stadium. A secondary elevated plaza will welcome visitors before the entrance gates.

Because of the "shifted" orientation, the depth of the seating bowl along the west side will be less than other areas of the Stadium. The concourse level will contain suites, but outdoor seating will extend above the suites to the west property line. This seating will also be covered

by a canopy that will have a height of approximately 82.7 feet. The canopy will function primarily to shade spectators on the east side of the Stadium from the sun setting in the west. The ground (concourse) level area below the western seating bowl will contain back-of-house accessory spaces and a north-south circulation concourse.

Along the west side of the Stadium, a fence will separate the concourse from the public sidewalk along 2<sup>nd</sup> Street. The “mural fence” will be decorative to enhance the pedestrian experience along the sidewalk. The “mural fence” will be constructed of zinc metal panels that will be porous. The holes in the panels will form decorative patterns and images that will appear as a mural.

The south side of the Stadium will contain outdoor seating and team operation space. Another secondary entrance at the southwest corner will provide an additional entry gate for spectators. Also, the separate event staff/press/officials entry gate will be located at the southeast corner of the Stadium.

A two-story secondary structure will be at the south end of the Stadium below and south of the seating bowl. On the ground floor, this structure will contain a retail space at its southwest corner and leasable office space for its remainder. Inside the Stadium, the ground floor of the structure will contain concessions, restrooms, and stadium operations. The second floor of the structure will contain the offices for D.C. United. The underground space below the structure will contain the locker rooms for the players. The south side of the ground floor of the structure will also contain an entrance and lobby for the offices and the underground locker rooms. The seating bowl above will be uncovered and will rise to a height of approximately 75 feet.

Four sports lighting towers will rise above the bowl at the four corners of the Stadium. The height and placement of these towers is dictated by Major League Soccer requirements for placement and illumination. The design of the sports lighting will continue the contemporary metal frame of the Stadium, as if the towers were vertical extensions of the structure as one integrated structure. The towers will have heights no taller than the eastern canopy, which will be approximately 98.06 feet tall.

The architectural style of the new D.C. United soccer stadium, referred to as contemporary-industrial, is borne out of its site context and the aspirations of becoming a transformational addition to the neighborhood. The design team wanted the new Stadium to establish itself as a beacon for a new design esthetic, while at the same time grounding itself in the industrial past of Buzzard Point. In order to establish this, the design team chose to use the steel support structure as a defining signature element. Not only does the steel structure define the building as a sports-specific building it also is a nod to the industrial heritage of the Buzzard Point neighborhood. Materially, the exterior building material palette includes clear glass curtain wall, gypsum fiber reinforced concrete panels (GFRC), in situ concrete with a cast in wood board pattern, and perforated and solid zinc and aluminum panels. These materials are long lasting, durable, and meant to exhibit permanence and timelessness.



***C. Development Parameters under the Zoning Regulations***

**Table 1: Compliance with the Zoning Regulations**

	<b><u>CG/CR</u></b>		<b><u>Project</u></b>
	<i>Matter-of-Right</i>	<i>PUD</i>	
<b>Height</b>	90'	110'	98.06'
<b>FAR</b>	3.0 (commercial)	4.0 (commercial)	0.8
<b>Lot Occupancy</b>	100% (commercial)		50.8%
<b>Rear Yard</b>	None for commercial		None
<b>Public Space</b>	10% of lot area		7% of lot area <u>Relief Requested</u>
<b>Parking</b>	1450 spaces		0 <u>Relief Requested</u>
<b>Loading</b>	1 30-foot berth 1 55-foot berth 1 100-SF platform 1 200-SF platform 1 20-foot delivery space		1 55-foot berth 1 250-SF platform 1 152-foot delivery space <u>Relief Requested</u>
<b>GAR</b>	0.2		0.23

***D. Flexibility under the PUD Guidelines***

In addition to the application of the PUD standards in Chapter 24 of the Zoning Regulations, the Applicant requests the following relief from strict application of the relevant provisions of the Zoning Regulations through the flexibility allowed by the PUD process:

1. Special exception for use as a stadium under § 618. All uses not specifically permitted in § 601 and not prohibited in § 602 shall be permitted in the CR zone as a special exception. As described herein, the proposed Stadium will satisfy the criteria for a planned unit development and will provide public benefits and project amenities

superior to a matter-of-right development. The Commission has the authority to approve this use under § 2405.7.

2. The parking requirements in § 2101. The Stadium will have a requirement of approximately 1450 parking spaces. However, the Stadium will not provide any on-site parking. The Applicant expects that the majority of spectators will arrive via Metro (Navy Yard and Waterfront stations) as well as other public transit, based on the experience at Nationals Stadium and the expectation of expanded transit operations in the neighborhood. Nevertheless, the Applicant has secured approximately 3400 off-site parking spaces in facilities nearby the site. Spectators wishing to drive to the Stadium will be directed to park in these facilities. Because of the expected high usage of public transit and the provided off-site parking, there will not be an adverse impact to the parking infrastructure in the neighborhood. The Commission has the authority to grant this relief pursuant to § 2405.6.
3. The loading requirements in § 2201.1. The Stadium will provide an adequate amount of loading facilities typical of many stadium loading facilities. One 55-foot berth will be provided for servicing deliveries with a 250-square foot platform. Additional accommodations will be made for 30-foot delivery trucks at grade within the fenced in service yard. Finally, three positions will be provided within the enclosed confines of the Stadium for parking 70-foot television broadcast trucks. The Applicant expects that these loading facilities will better accommodate the loading demand. Thus, loading will not spill over onto the streets and create conflict with other traffic. The Commission has the authority to grant this relief pursuant to § 2405.6.

4. The public space requirement in § 633.1. The plaza adjacent to the main entrance at the northeast corner of the Stadium will be a large public open space, but it is not within the PUD parcel, so it technically does not count toward the public space requirement. Other public space on the PUD site will be the smaller plaza at the northwest corner of the Stadium and a smaller area near the entry at the southwest corner of the Stadium. When the PUD site is considered with the adjacent parcel, the amount of public open space will be significant and in satisfaction of the requirement.

### **III. PLANNING ANALYSIS**

The Zoning Regulations, at 11 DCMR § 2403.1 *et seq.*, set forth the evaluation standards for Commission approval of PUD applications. The PUD must not have an unacceptable impact on the surrounding area and the operation of city services and facilities, it must not be inconsistent with the Comprehensive Plan and other adopted public policies and programs, and it must offer project amenities and other public benefits that are superior to what would likely be provided under matter-of-right development. The Project's impact on the surrounding area and city services and facilities is discussed below. Public benefits and project amenities are described in Section IV, and Consistency with the Comprehensive Plan is in Section V.

#### ***A. Land Use Impact***

The PUD Evaluation Standards, at 11 DCMR § 2403.3, state: "The impact of the project on the surrounding area and the operation of city services and facilities shall not be found to be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project."

The Applicant submits that the impact of the Stadium on the surrounding area will be favorable because it will: 1) bring a new high-profile professional soccer stadium to the

neighborhood and city, 2) develop an underused site currently used for low-scale automobile-oriented industries and parking, 3) promote the goal of infill development, 4) act as a major catalyst for redeveloping Buzzard Point and the Anacostia River waterfront pursuant to the *Buzzard Point Vision Framework*, and 5) contribute to the draw of a larger sports and entertainment district initiated by the Nationals Stadium by providing another large civic venue for year-round use.

Moreover, the Project's proposed height and massing are appropriate for the location and are consistent with the Comprehensive Plan's goals and policies for this area. The Project will replace an underutilized site in a neighborhood targeted for redevelopment and with a high-profile profile soccer stadium that will draw hundreds of thousands of visitors annually.

This neighborhood is ideal for a large sports stadium because it is centrally located, but the surrounding uses are low-scale industries with little pedestrian or nighttime activity. Not only has the District identified this location for the Stadium, this location is highly desirable because of its close proximity to transit (with more anticipated in the future), Nationals Stadium, and the potential for myriad new retail and commercial uses nearby. The Project will be part of the larger vision to transform the Buzzard Point neighborhood into a vibrant mix of commerce, recreation, residences, and 18-hour activity.

## ***B. Environmental Impact***

### **1. Water Demand**

The peak demand for water from the Stadium during a game or event is estimated to be approximately 525 gallons per minute. This demand can be met by the existing District water

system. The proposed connection for fire water supply will be made within the existing distribution system and will be coordinated with DC Water.

2. Sanitary Sewer Demand

The peak demand on the sanitary sewer system for the Stadium during a game or event estimated to be approximately 1.69 cubic feet per second. The proposed connection for the sanitary sewer line will be made with the existing distribution system and will be coordinated with DC Water.

3. Stormwater Management

The Stadium will accommodate its storm water run-off with a stormwater management system in compliance with standards set by the Department of Energy & Environment. The proposed systems will be designed, constructed, and maintained in accordance with standards set by the Department of Energy & Environment.

4. Solid Waste Services

Solid waste will be collected by a private company. All trash will be stored inside the Stadium near the loading facilities.

5. Electrical Service

Electricity for the Project will be provided by the Potomac Electric Power Company in accordance with its general terms and conditions of service. All electrical systems will be designed to comply with the District of Columbia Energy Code.

6. Energy Consumption

The Project will be constructed in full compliance with Article 24 (Energy Conservation) of the District of Columbia Construction Codes. Conformance to code standards will minimize

the amounts of energy needed for the heat, ventilation, hot water, electrical distribution, and lighting systems contained in the Stadium.

7. Erosion Control

During excavation and construction, erosion on the Project site will be controlled in accordance with District of Columbia law.

***C. Facilities Impact***

The proposed Project will not have an adverse impact on the public facilities that it will rely on for service, as described below.

1. Transportation and Parking

The Applicant engaged Gorove/Slade Associates as transportation consultant to further study the area's traffic and parking conditions and the Stadium's traffic and parking generation. The Applicant anticipates, through its transportation demand management program, that it will mitigate any adverse traffic and parking impacts that will result from the Stadium. The Applicant's consultant prepared a detailed traffic analysis for the street closings, and the analysis showed no adverse impacts. The Applicant will update its traffic study once this case is set down for a public hearing, and it will continue to work with DDOT to refine the Project's transportation-related elements and impacts.

The Property is approximately 0.6 mile from the Navy Yard Metro station and approximately 0.57 mile from the Waterfront Metro station. Multiple Metrobus lines are also in the vicinity. A Capital Bikeshare station is also approximately ½ mile away at 1<sup>st</sup> and N Streets SE. While little public transit directly accesses Buzzard Point, the construction of the Stadium is expected to significantly increase the availability of public transit services. The District plans

to introduce a Circulator route to the area around the Stadium in the near future, and, in the longer-term, the area has been identified for two streetcar lines. Thus, the construction of the Stadium will incentivize the creation of significant additions to the public transit network in Buzzard Point because previously there was very little demand.

While the Stadium will not provide any on-site parking, the Applicant has secured approximately 3400 off-site spaces. Combined with the proclivity of most spectators to take public transportation to soccer games, the provided parking should be sufficient for demand.

Further, the Project will provide approximately 233 bicycle spaces. The number of spaces will encourage the use of bicycles by spectators. It is expected that, once completed, the Anacostia River waterfront improvements will have bike lanes or trails. In addition, existing or planned bike lanes are nearby on 4<sup>th</sup> Street SW and 1<sup>st</sup> Street SE. The provision of abundant bicycle parking will facilitate such bicycle use.

## 2. Public Schools

The Stadium will not have any direct impact on District of Columbia Public Schools or its facilities.

## **IV. PUD EVALUATION STANDARDS**

The PUD Evaluation Standards, at 11 DCMR §§ 2403.5-2403.7, require the Commission to “evaluate the specific public benefits and project amenities of the proposed Development.”

That Section continues:

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. A project amenity is one 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.

Based on its meetings with the Office of Planning, the Deputy Mayor for Planning and Economic Development, the Department of Energy & Environment, the Department of Transportation, the Historic Preservation Office, ANC 6D, and the community, the Applicant has developed a public benefits and project amenities package best suited to the desires of the community.

***A. Public Benefits and Project Amenities***

The PUD Evaluation Standards, at Section 2403.10, provide that “a project may qualify for approval by being particularly strong in only one or a few” of the public benefits and project amenities listed in Section 2403.9, “but must be acceptable in all proffered categories and superior in many.” The Applicant submits that the Project provides superior public benefits and project amenities in these categories. The Applicant’s benefits and amenities are in the following categories:

1. Urban Design, Architecture, and Landscaping

Section 2403.9(a) lists urban design, architecture, and landscaping as categories of public benefits and project amenities for a PUD. As shown in the detailed plans, elevations, and renderings included in the Plans, the Project exhibits the characteristics of exemplary urban design, architecture, and landscaping.

The architectural style of the new Stadium, contemporary-industrial, is borne out of its site context and the aspirations of becoming a transformational addition to the neighborhood. The design team wants the new Stadium to establish itself as a model for a new design esthetic, while at the same time grounding itself in the past of Buzzard Point. In order to establish this, the design team chose to use the steel support structure as a defining design element of the



building with all other building elements becoming secondary in the design hierarchy. The design team chose long-lasting durable materials meant to exhibit permanence and timelessness.

The primary goal of the design team and D.C. United is to create a transformative soccer experience for all D.C. United fans, Buzzard Point, Washington DC, and the entire region. It is important to D.C. United that the soccer experience be unique to DC. In an effort to create that distinct linkage back to the District, the design team studied the *Buzzard Point Vision Framework* in an effort to make sure the Stadium design supported its goals to develop a vibrant mixed-use neighborhood, dynamic public open spaces, and well-connected pedestrian pathways all in support of the best soccer experience in the country. It is important to D.C. United and the design team to make sure the Stadium becomes an active partner with those elements and to create a new design language for the area.

The design team's goal for the Stadium architecture is to make it approachable, transparent, and integrated into the context and to become an iconic design anchor for the neighborhood. To create easy access into the Stadium, the design team created entrances at three corners of the building, creating public access at street intersections to strengthen pedestrian circulation throughout the neighborhood. The primary entrance will be located at the northeast corner. At this entrance the visitor will access the Stadium through a large D.C. United events plaza parallel to Potomac Avenue. This open space is an important part of the *Buzzard Point Vision Framework* and an important part for pre-game activation for the team. The Plaza will help organize pedestrian flow in and out of the main stadium gate located at the northeast corner of the building. The main gate will be defined with a dramatic vertical circulation lobby element in a primary building form. This form will mediate between the main steel structure and all other lower scale building elements. From this circulation lobby, visitors will be able to view, from

elevated balconies, east along Potomac (the D.C. United events plaza) to the Nationals Stadium, and north towards the Capitol building firmly establishing the building in context of the District.

To establish the main gate at the northeast corner as the most important, the design team designed the seating bowl so that it will open up to the exterior at the corner. The result will be, as fans approach the Stadium, walking west along Potomac, they will have an unobstructed view into the seating bowl and onto the pitch. In soccer venues it is rare that the configuration of the seating bowl allows such dramatic views onto the field of play. This feature will connect the Stadium back to the neighborhood in a visceral way that is unique to DC and this site. The other two gates are designed to create the same sense of arrival/departure as the main gate.

There will be two additional secondary entrance gates: one at the northwest corner and the second at the southwest corner. Each of these entrance gate locations will use the same set of design elements.

Another key design consideration is the elevation of the pitch in relationship to the main concourse. In this design, the Applicant made the pitch elevation match the elevation of the main gate, increasing the sensation of being ‘on the pitch’ when guests arrive. The main concourse also will be at the same elevation as the pitch around the entire pitch, so the result will be that no matter where a visitor is in the Stadium, they always will be connected to the pitch visually and physically.

## 2. Site Planning, and Efficient and Economical Land Utilization

Pursuant to Section 2403.9(b) of the Zoning Regulations, "Site planning, and efficient and economical land utilization" are public benefits and project amenities to be evaluated by the Zoning Commission.

The Stadium will take advantage of a unique opportunity to host a large professional sports venue in the core of the city and central in the region. The current industrial and parking uses on the Property are greatly inefficient for a dense urban environment. The replacement of these low scale uses with a prominent professional soccer stadium that will draw visitors from throughout the region to a central location that will allow for a better and more efficient use of this dense urban fabric. Multiple transit modes and roads from all over the National Capital Region converge on this location, making it easy to access for the regional draw that it will have. Further, the design of the Stadium incorporates and accommodates characteristics of the built environment, such as the Pepco easement, rather than removing or reducing them. Finally, the Team Store, other retail and office space, and the D.C. United offices will operate even when games are not being played, so there will be more of a consistent presence of visitors and workers than the current uses. This efficient use of land in this location is a significant project amenity.

3. Effective and Safe Vehicular and Pedestrian Access and Transportation Management Measures

The Zoning Regulations, pursuant to Section 2403.9(c), state that "effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impact" can be considered public benefits and project amenities of a project.

The Stadium's design incorporates many vehicular and pedestrian access features that amount to a project amenities. First, the pedestrian walkway along the east side of the Stadium will allow pedestrians walking on 1<sup>st</sup> Street to continue their paths through the Property without having to change blocks. This feature will preserve pedestrian grid to remain uninterrupted

while accommodating the Pepco easement and other necessary programmatic features in the Stadium. Second, the loading facilities will be contained entirely within the Stadium, which will allow trucks to head in and out. This will minimize any potential conflicts with turning trucks. Finally, the Stadium's location will encourage the use of public transit and will encourage new public transit services, which is often not possible for professional sports stadia. The Property's proximity to two Metro stations and other expected transit options will maximize opportunities for spectators to arrive and depart on public transit.

#### 4. Employment and Training Opportunities

According to Section 2403.9(e), "employment and training opportunities" are representative public benefits and project amenities. The Project will create several types of job opportunities. During its construction phase, the Project will provide many jobs primarily in the construction and related building fields. Once open, the Project will provide jobs for the Stadium operations and management, the concessions, the office tenants, the team store, and the D.C. United management.

Furthermore, the Applicant entered into two employment-related agreements as public benefits. First, the Applicant has executed a First Source Agreement to commit to hiring a certain amount of District residents for construction and operations. Also, the Applicant has executed a Project Labor Agreement ("**PLA**"). The PLA creates opportunities for employment, apprenticeship, and training opportunities for District residents, and it creates contracting opportunities for local, small, and disadvantaged business in the District.

## 5. Environmental Benefits

According to Section 2403.9(h), "environmental benefits such as [...] stormwater runoff controls in excess of those required by the Stormwater Management Regulations; use of natural design techniques that store, infiltrate, evaporate, treat and detain runoff in close proximity to where the runoff is generated, and preservation of open space or trees" are deemed to be public benefits and project amenities. The Stadium will be designed to satisfy LEED Gold standards.

Sustainable design was a project goal from the onset. Systems design, project processes, and material selection in compliance with the requirements of LEED for New Construction v2009 were given highest priority. The project team held separate LEED meetings on a regular basis throughout early design stages to ensure maximum credit achievement toward the Project's goal of LEED Gold certification. The project team worked closely to ensure that the building design, building systems, and building operational policies were not only compliant with LEED standards, but met optimal performance conditions.

The Stadium's sustainable features will include the following: reduced parking footprint and secure bicycle storage space to promote alternative transportation to and from the site; infiltration basins with sediment chambers located below the playing field to reduce the volume of stormwater runoff from the site; use of low or no-flow fixtures throughout to reduce water consumption; use of environmentally preferable building materials including those with high recycled content; and low or no-VOC emissions.

## 6. Uses of Special Value

Section 2403.9(i) states that "uses of special value to the neighborhood or the District of Columbia as a whole" can be considered public benefits and project amenities of a PUD. The construction of a new 19,000-seat professional soccer stadium and new office and retail space on

a parcel that surely has a significantly lower taxable value than after the Project, will result in the generation of significant additional tax revenues in the form of income, employment, and sales taxes for the District. In addition, this landmark public entertainment venue will significantly contribute to the “place-making” sought by the District for this neighborhood by transforming how this area is used and who uses it. Not only will the Stadium be a landmark in terms of its function as a civic building for the District’s popular professional soccer team, it will be a physical landmark that will create a distinct character for the emerging Buzzard Point neighborhood. The catalyst development effect of the Stadium will result in more residents, office workers, and taxes in the neighborhood.

In addition, as part of the Project, the Applicant has agreed to many public benefits in a Community Benefits Agreement (“CBA”) that it executed with the Near SE/SW Community Benefits Coordinating Council (“CBCC”). The CBA includes the following public benefits:

- A soccer club program at Amidon-Bowen Elementary School;
- A program to encourage childhood literacy and healthy lifestyle in partnership with Amidon-Bowen Elementary and UNITY Health;
- “DC Kicks for Kids” at Jefferson Academy Middle School for students to receive free game tickets;
- Bi-annually, identify skilled and qualified residents of ANC 6D aged 8-18 for invitation to sports clinics to qualify for scholarships to the D.C. United Training Program;
- Provide scholarships to sponsor up to 25 low-income children aged 5-17 to attend a weeklong D.C. United summer day camp

- Annually, purchase one full-page advertisement in each addition of the local “Southwester” newspaper;
- Provide a minimum of three community days for use of the Stadium for registered not-for-profits;
- Collaborate with the Department of Employment Services to provide young adults aged 16-25 in ANC 6D with summer youth and seasonal jobs;
- Partner with CBCC and other locally-involved organizations to engage ANC 6D residents for outreach for employment and training;
- Provide free meeting room space for use by non-profit organizations in ANC 6D, subject to availability;
- Discuss opportunities for licensed food vendor space for residents in the Buzzard Point area that is consistent with the concessions partners’ operations;
- Use reasonable best efforts to ensure that selected food and beverage concessionaire provide at least eight stadium events for CBCC or a non-profit organization to operate a concession stand to support fundraising efforts to support specific Southwest community projects; and
- Contingent upon D.C. United identifying a sponsor to support a partnership with a healthcare provider, facilitate introductions between the CBCC, the District of Columbia, and other stakeholders regarding the establishment of a healthcare facility or services in the stadium area.

***B. Public Benefits of the Project***

Sections 2403.12 and 2403.13 require the Applicant to show how the public benefits offered are superior in quality and quantity to typical development of the type proposed. The

Applicant has addressed this issue in the text of the statement, particularly in Section A above. It is only as a result of the additional height provided through the PUD process that the Applicant is able to construct such a well-designed project.

## **V. COMPLIANCE WITH THE COMPREHENSIVE PLAN**

The proposed PUD is consistent with and fosters numerous goals and policies of the Comprehensive Plan.

The purposes of the District elements of the Comprehensive Plan for the National Capital are to: (1) Define the requirements and aspirations of District residents, and accordingly influence social, economic and physical development; (2) Guide executive and legislative decisions on matters affecting the District and its citizens; (3) Promote economic growth and jobs for District residents; (4) Guide private and public development in order to achieve District and community goals; (5) Maintain and enhance the natural and architectural assets of the District; and (6) Assist in the conservation, stabilization, and improvement of each neighborhood and community in the District.

D.C. Code § 1-306.01(b) (2006). The proposed Project significantly advances these purposes by furthering the physical and economic development of the District through the addition of a state-of-the-art professional soccer league stadium. The Project will revitalize an area in the District ripe for development, building on the development catalyzed by Nationals Stadium in close proximity. It will expand the Capitol Riverfront/Buzzard Point area and Washington, DC, as a whole, to a nationally-known professional sports hub, thereby revitalizing an underused area of the District.

### ***A. Citywide Elements***

#### **1. Maps**

On the Future Land Use Map (“**FLUM**”), the Property is designated for mixed-use High Density Commercial and High Density Residential uses. The High Density Commercial designation “defines[s] 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.” §225.11. The High Density Residential “define[s] neighborhoods and corridors where high-rise (8 stories or more) apartment buildings are the predominant use.” §225.6.

The Stadium is consistent with this FLUM designation. A large, professional sports stadium is an appropriate use for a designation that supports high density commercial uses, particularly because of this site’s proximity to the central core. At less than 100 feet in height, the Stadium will not be unnecessarily tall or imposing but will be consistent with high density development.

On the Generalized Policy Map (“GPM”), the Property is designated as a “Land Use Change Area.” Land Use Change Areas are identified as the areas that “include many of the city’s large development opportunity sights,” and “represent much of the city’s supply of vacant and underutilized land.” §223.10. “The guiding philosophy in the Land Use Change Areas is to encourage and facilitate new development.” §223.11.

The proposed Stadium is a quintessential Land Use Change Area development. The Project will take underutilized land and create a prime development with the new, prominent soccer stadium. Such use of the land will also help encourage new development around the Property, as the city has seen new development spring up around National Stadium in the Capitol Riverfront area. The Stadium is designed to be cohesive and help improve the visual aesthetics of the surrounding area through a significant use change. Thus, the Stadium is consistent with the GPM.

## 2. Land Use Element

The proposed Project advances several policies of the Land Use Element. First, the Land Use Element encourages development of Metro stations as “anchors,” (LU-1.3.1 Station Areas as Neighborhood Centers), as the best opportunities for infill development, (LU-1.3.2 Development around Metrorail Stations), and as pedestrian-oriented nodes (LU-2.4.5 Encouraging Nodal Development). Here, the Stadium’s proximity to the Navy Yard and Waterfront Metrorail stations furthers this use of Metro stations as anchors. This development will encourage more transit to the station areas, which has been increased in the past decade with the National Stadium in the vicinity, and even more is anticipated with the Stadium. The Project also represents the sort of pedestrian-oriented development promoted by the Land Use Element.

Second, the Land Use Elements also seek to promote economic development in core areas of the District. The Land Use Element “direct[s] growth and new development to achieve economic vitality.” §300.2. The Element specifically encourages growth in the Property area, stating “two areas . . . are already emerging as the new frontiers for central city growth. . . . The second area includes the South Capitol corridor and Near Southeast, including the site of the Washington Nationals Baseball Park and the adjoining Southeast Federal Center and waterfront area.” (LU-1.1 Strengthening the Core). The Subject Property serves as an excellent site for redevelopment to promote more efficient economic use of the land in Buzzard Point and to encourage growth on the west side of South Capitol Street. The Stadium presents the District with a unique opportunity to create a regional and national sports attraction which will help revitalize Buzzard Point and spur development in a highly underutilized area.

Finally, the Land Use Element encourages creative parking management to respond to the level of demand and mitigate congestion. (LU-1.3.6 Parking near Metro Stations, LU-2.1.11 Residential Parking Requirements, and LU-2.4.8 Addressing Commercial Parking Impacts).

These policies focus developments on placing “a priority on attractive, pedestrian-friendly design and a de-emphasis on auto-oriented uses and surface parking.” (LU-1.3 Transit-Oriented and Corridor Development). Here the Project will meet the objectives of the Land Use Element by eliminating the existing surface parking near a Metro station and anticipated public transit services. Further, the Stadium will employ shared-use parking with the existing parking areas serving the Nationals Stadium. The development in Buzzard Point will encourage transit and bike paths and will be visually appealing for pedestrians visiting the area.

### 3. Transportation Element

The Stadium will advance multiple policies of the Transportation Element. This Element encourages pedestrian-oriented development around transit stations (T-1.1.4 Transit-Oriented Development) and discourages auto-oriented uses such as “drive-through” business, large surface parking lots, and new curb cuts (T-1.2.3 Discouraging Auto-Oriented Uses). This Project will be a model transit-oriented development because it will not add any of the auto-oriented features the Comprehensive Plan seeks to discourage. As discussed, the Project is located in close proximity to the Navy Yard and Waterfront Metro stations in addition to anticipated new transit near the Property. Therefore, the Stadium will encourage visitors to take public transit based on the convenient location and opportunity to do so. Further, the Transportation Element encourages “implement[ing] new technologies to increase the efficiency, management, and ease of use of parking. These include . . . shared-use parking.” (T-3.2.2 Employing Innovations in Parking). The Project anticipates using existing nearby parking facilities for the spectators who drive. Thus, the Project will have sufficient parking without creating more parking lots within the District.

#### 4. Economic Development Element

The Stadium will advance many policies of the Economic Development Element. This Element encourages development that will help “maintain and enhance the District’s competitive edge relative to the Metropolitan Washington region and United States markets in such industry sectors as . . . tourism.” (ED-1.1.4 Competitive Edge). Further, development should “provide new and enhanced visitor attractions and entertainment venues in the District” so that they “create a clear identity for the District as the region’s major entertainment center.” (ED-2.3.2 Visitor Attractions). The addition of a high-profile soccer stadium to Buzzard Point will increase tourism to the area and will provide a new entertainment venue in the District. Further, the economic model of the Project furthers the goals of the Element, which encourages the District to “leverage the expenditure of public funds to produce private sector investments, including joint development on publicly-owned land and redevelopment in areas considered to be high risks by investors.” (ED-3.1.5 Public-Private Partnerships). Because of the District’s role in procuring the land, the Project will embody this public-private partnership to create a regional attraction in the District for sport and entertainment.

#### 5. Parks, Recreation, & Open Space and Urban Design Elements

Constructing the Stadium near the waterfront in Buzzard Point furthers goals of the Parks, Recreation, and Open Space (PROS) Element and the Urban Design Element. The PROS Element encourages “new neighborhood parks and athletic fields within “redeveloping areas along the waterfront, including the Southwest waterfront, Near Southeast, and Hill East.” (PROS-3.2.A Anacostia River Park Improvements). The Urban Design Element says development should “strengthen the defining visual qualities of Washington’s neighborhoods.” (UD-2.2.1 Neighborhood Character and Identity). The Project furthers both of these Elements’

goals by creating a visually appealing, active space for District residents in an otherwise underutilized area of the District near the waterfront.

6. Arts and Culture Element

The Stadium also supports the Arts and Culture Element by “promot[ing] the development of cultural amenities ‘beyond the Mall’ in an effort to more fully capitalize on the economic benefits of tourism for District residents, businesses, and neighborhoods.” (AC-3.2.1 Promoting Cultural Amenities). Placing a state-of-the-art, professional soccer stadium in the Buzzard Point community will create an attractive, destination spot and continue to define the area near the Anacostia River as a hub of professional sport activity.

***B. Area Elements***

The Property is within the Lower Anacostia Waterfront/Near Southwest Area Element. This Element encourages using this area as a “unique setting for monuments, memorials, and signature features that can potentially shape and redefine Washington’s identity in the 21<sup>st</sup> Century.” §1907.2(c). Such use of the Property in this area is “a way to catalyze revitalization and meet the demand for additional commemorative works without further crowding the National Mall and monumental core of the city.” (AW-1.2.2 Waterfront Cultural and Commemorative Sites). The Element’s goals also include “develop[ing] new destinations for sports, recreation, and celebration on or near the Anacostia waterfront.” (AW-1.2.3 Waterfront Sports and Recreation Destinations). The Project serves all of these goals – the Stadium will create a signature feature in Buzzard Point to attract local and national visitors and catalyze revitalization in this area of the city. The Project will capitalize on the momentum started by the Nationals Stadium and continue to push that economically vital redevelopment into the western portion of the area.

### *C. Buzzard Point Vision Framework*

The *Buzzard Point Vision Framework* (“**BPVF**”) specifically identifies a soccer stadium for the D.C. United on the Property. In particular, the BPVF contemplates the soccer stadium as a centerpiece and the main catalyst for redeveloping the Buzzard Point neighborhood into a vibrant mixed-use community. The BPVF anticipates that the stadium will host approximately 40 events per year, that it will contain approximately 20,000 seats, that it will result in many physical site improvements, and that it will generate ancillary retail development. (p. 70.) The BPVF identifies the primary stadium entrance at the terminus of Potomac Avenue. The Stadium will achieve these broad goals.

The Stadium will be the western terminus of the vision for a grand boulevard for Potomac Avenue SW, which will have an eastern terminus of a planned Oval Park at South Capitol Street. In addition to implementing one of the hallmarks of the BPVF just by constructing it, the Stadium will advance other related policies in the BPVF such as initiating physical site improvements, particularly in the public realm. The Stadium will create a civic focal point and provide a use more compatible with the adjacent neighborhood to the north than the existing industrial uses. (p. 28.) In addition, the Stadium will establish the basis for future retail on nearby streets, such as Potomac Avenue and Half Street. The design of the Stadium, as described above, incorporates many elements to advance the BPVF’s goals of implementing design cues inspired by the industrial history of Buzzard Point. (p. 31.) Further, the Stadium will animate the neighborhood and promote pedestrian connectivity through activation of surrounding streets such as Potomac Avenue, R Street, and 2<sup>nd</sup> Street. It also will promote pedestrian connectivity with the pedestrian route on the Property along 1<sup>st</sup> Street, which will connect to the waterfront and eventual river walk to the south. In addition, the Stadium will

promote the economic benefits that will accompany it and the subsequent development nearby. Further, the elimination of surface parking lots, impermeable surfaces, and industrial uses to be replaced with an environmentally-sustainable Stadium design will promote the BPVF's goals of improved environmental conditions in Buzzard Point. Finally, the BPVF suggests limited parking for the Stadium, so the proposal to provide parking off-site in or shared with existing facilities north and east of the Nationals Stadium advances this goal. (p. 60.)

## **VI. CONCLUSION**

The Applicant submits that the Project complies with the requirements of Chapter 24 and related provisions of the Zoning Regulations applicable to Zoning Commission review and approval of Consolidated PUD; complies with the 1910 Height of Buildings; is consistent with the Comprehensive Plan; will provide significant public benefits that would not be provided by matter-of-right development; and will enhance the health, welfare, safety, and convenience of the citizens of the District of Columbia. The Applicant aspires to make this a distinguished project that will be a showcase for the District and the region.

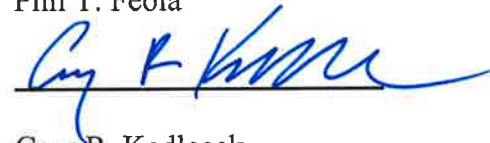
For the foregoing reasons, the Applicant submits that this Consolidated PUD application should be set down for a hearing by the Zoning Commission at its earliest convenience.

Respectfully submitted,

GOLLSTON & STORRS, PC



Phil T. Feola



Cary R. Kadlecek