

BEFORE THE
ZONING COMMISSION
FOR THE DISTRICT OF COLUMBIA

CAPITOL CROSSINGS
NORTHWEST WASHINGTON, D.C.

APPLICATION FOR
A SECOND-STAGE PUD FOR THE
SOUTH BLOCK

June 4, 2012

EXECUTIVE SUMMARY

This statement and attached documents are submitted by Center Place Holdings, LLC, on behalf of the District of Columbia, through the Office of the Deputy Mayor for Planning and Economic Development, the current owner of the property (collectively, the "Applicant"), in support of the application to the Zoning Commission for the District of Columbia for a second-stage Planned Unit Development ("Second-Stage PUD") for development of the South Block in accordance with the Zoning Commission's approval of in Zoning Commission Case No. 08-34 ("Order No. 08-34"). This application is submitted in accordance with Chapters 24 and 30 of the District of Columbia Zoning Regulations, 11 DCMR (February 2003), as amended ("Zoning Regulations").

The subject property includes the land located in Square 568, excluding Lot 43, and the air rights above the I-395 Freeway in the area generally bounded by 2nd Street, N.W., to the east, E Street, N.W., to the south, and 3rd Street, N.W., to the west and the extension of F Street, N.W., to the north (the "Site"). The Site contains approximately 85,364 square feet and is known as the South Block in Order No. 08-34.

This Second-Stage PUD application requests approval for the office building with ground floor retail in the South Block. The building is fully compliant with the first-stage PUD approval set forth in Order No. 08-34. The remaining improvements in the South Block, including the relocation of the historic Adas Israel Synagogue and the proposed facilities for the Jewish Historical Society, are not included in this application and will be presented in a separate, subsequent second-stage PUD application.

As set forth below, this statement and the attached documents meet the filing requirements for a Second-Stage PUD under Chapter 24 of the District of Columbia Zoning Regulations.

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DEVELOPMENT TEAM

Applicant: Center Place Holdings, LLC
c/o Property Group Partners
1101 New York Avenue, N.W.
Suite 909
Washington, DC 20005

Owner: District of Columbia, through the Office of the
Deputy Mayor for Planning and Economic Development
1350 Pennsylvania Avenue, N.W.
Washington, D.C. 20001

Land Use Counsel: Holland & Knight LLP
2099 Pennsylvania Avenue, NW
Suite 100
Washington, D.C. 20006

Master Plan Architect: Skidmore, Owings and Merrill LLP
2001 K Street, NW
Suite 200
Washington, DC 20006

**Second-Stage PUD Architect
for South Block:** Kohn Pedersen Fox Associates PC
11 West 42nd Street
New York, NY 10036

Landscape Architect: AECOM
601 Prince Street
Alexandria, VA 22314

and

Kohn Pedersen Fox Associates PC
11 West 42nd Street
New York, NY 10036

LIST OF EXHIBITS

<u>Description</u>	<u>Exhibit</u>
Architectural Plans and Drawings for Second-Stage Application ("Second-Stage PUD Plans")	A
Zoning Map Showing Location of Site	B
Zoning Commission Order No. 08-34	C
Surveyor's Plat	D
200-Foot Property Owners List and Two Sets of Labels	E
Certificate of Notice, Notice of Intent, and Property Owners List	F

I. **INTRODUCTION**

This statement and attached documents are submitted by Center Place Holdings, LLC, on behalf of the District of Columbia, through the Office of the Deputy Mayor for Planning and Economic Development, the current owner of the property (collectively, the "Applicant"), in support of the application to the Zoning Commission for the District of Columbia for a second-stage Planned Unit Development ("Second-Stage PUD") for development of the South Block in accordance with the Zoning Commission's approval of in Zoning Commission Case No. 08-34 ("Order No. 08-34"). This application is submitted in accordance with Chapters 24 and 30 of the District of Columbia Zoning Regulations, 11 DCMR (February 2003), as amended ("Zoning Regulations").

The subject property includes the land located in Square 568, excluding Lot 43, and the air rights above the I-395 Freeway in the area generally bounded by 2nd Street, N.W., to the east, E Street, N.W., to the south, and 3rd Street, N.W., to the west and the extension of F Street, N.W., to the north (the "Site"). The Site contains approximately 85,364 square feet of land area and is known as the South Block in Order No. 08-34.

A. Summary of Overall Project Approved in Order No. 08-34

In Order No. 08-34, the Zoning Commission approved an exciting, mixed-use project for the redevelopment of the land and air rights above the I-395 Center Leg Freeway (the "Freeway"), to be known as Capitol Crossings¹. This project envisions the construction of a platform over the Freeway, extending from Massachusetts Avenue to E Street and reconnecting the L'Enfant street grid by the restoration of F and G Streets between 2nd and 3rd Streets. The development plan includes the construction of the platform at the same elevation as the existing

¹ The project was originally referred to as Return to L'Enfant.

grade level of the surrounding streets and avenues which results in the creation of three new city blocks within the current void of the Freeway.

The project was approved as three separate development blocks - the North Block, the Center Block and the South Block - which are proposed to be as follows:

North Block: The North Block is bounded by Massachusetts Avenue to the north, 2nd and 3rd Streets to the east and west respectively, and G Street to the south which will be reopened to pedestrian traffic as part of the project. The North Block includes a single building that will read as three towers, separated by a north-south, open-air pedestrian way. The building includes approximately 957,700 square feet of gross floor area, approximately 935,636 square feet of gross floor area devoted to office uses and approximately 22,064 square feet of gross floor area devoted to retail uses. The building has a maximum height of 130 feet.

Center Block: The Center Block is bounded by the re-opened G Street to the north, 2nd and 3rd Streets to the east and west respectively, and F Street to the south which will be reopened to vehicular and pedestrian traffic as part of the project. The Center Block includes a single building with residential and office uses as well as facilities for the Holy Rosary Church. The Center Block is permitted a maximum height of 130 feet and an approximate FAR of 8.1.

South Block: The South Block is bounded by the re-opened F Street to the north, 2nd and 3rd Streets to the east and west respectively, and E Street to the south. The South Block includes a single building with office use, the relocated historic Adas Israel Synagogue ("JHS Synagogue"), and facilities for the Jewish Historical Society. Development in the

South Block is permitted a maximum height of 130 feet and a maximum FAR of 9.0 FAR.

Order No. 08-34 approved a consolidated PUD for the following elements of the Capitol Crossing development: (1) the construction of the entire platform; (2) the proposed mix of uses, the height and density of each building, and site plan for the overall project; (3) the construction of the office building in the North Block; (4) the construction of all below-grade parking, concourse and service levels; and (5) the proposed landscaping and streetscape design for the overall Site. Order No. 08-34 approved a first-stage PUD for the Center and South Blocks.

B. Summary of the Second-Stage PUD Application

As noted above, the South Block was approved to include a single building with office and retail uses, the relocated JHS Synagogue, and facilities for the Jewish Historical Society. This Second-Stage PUD application seeks approval for the component of the South Block containing the office and retail uses. This application does not include the facilities for the Jewish Historical Society and respects the location for these facilities as well as the placement for the JHS Synagogue.

This Second-Stage PUD application is fully consistent with the first-stage PUD approval in Order No. 08-34, which provided for a maximum FAR of 9.0 for the entire South Block and a maximum height of 130 feet. As indicated in the Second-Stage PUD Plans, the maximum FAR for the overall development in the South Block will only reach 8.7 FAR and the maximum height is maintained at 130 feet, as measured from F Street. The building is described in detail in Section III below.

B. The Applicant

The Applicant is Center Place Holdings, LLC, which is the contract purchaser of the Site currently owned by the District of Columbia. Center Place Holdings, LLC is a wholly-owned subsidiary of Property Group Partners², the overall developer for the project

Property Group Partners is an international real estate company which was organized in 1971 to own, develop, manage and operate properties in North America and Europe. It has assembled a portfolio of close to seven million square feet of rentable space and space to be developed. All holdings in Property Group Partners' portfolio share certain characteristics. They are well conceived and well located in both central business districts and suburban office markets. Scale, development potential, tenant amenities, and attention to architectural and operational details are typical of each property. The buildings are meticulously maintained and continuously upgraded to prevent obsolescence.

Property Group Partners has previously been involved with important development and redevelopment projects in the District. For example, Property Group Partners has developed the Station Place office project, adjacent to Union Station and the headquarters building for the Securities and Exchange Commission, as well the office buildings at 1101 New York Avenue, N.W., 801 17th Street, N.W., and 2001 K Street, N.W. Property Group Partners is also part of the joint venture which developed the Four Seasons luxury hotel in Georgetown. Property Group Partners' other redevelopment projects include the office buildings located at 1801 K Street, N.W., 2100 M Street, N.W., and 1220 19th Street, N.W.

² Property Group Partners was formerly known as Louis Dreyfus Property Group.

II.

SITE LOCATION, ZONING, AND LAND USE

A. Site Description

The Site includes land located in Square 568, excluding Lot 43, and the air rights above I-395 Center Leg Freeway, located generally between 2nd Street, N.W. to the east, E Street, N.W. to the south, 3rd Street, N.W. to the west, and the proposed extension of F Street, N.W., to the north. The Site includes approximately 85,364 square feet of land and air rights area.

B. Zoning

Pursuant to Order No. 08-34, the Site is zoned C-4 and is subject to a first-stage PUD approval. A detailed description of the zoning history of the Site can be found in the record for Order No. 08-34. No change is proposed to the approved zoning for the Site.

C. Matter-of-Right Development Under Approved Zoning

In the C-4 District, the uses permitted as a matter-of-right include office, retail, and institutional uses, among others. The C-4 District permits a maximum height of 130 feet for a building facing a street that is not less than 110 feet wide, with no limit on the number of stories, and a maximum FAR of 10.0. 11 DCMR §§770.4, 771.5. Based on the South Block's frontage on 3rd Street, which has a right-of-way of 110 feet, the single building in the South Block will be permitted a maximum height of 130 feet. The PUD guidelines for the C-4 District also allow a maximum height of 130 feet but permit a maximum FAR of 11.0 for a building facing a street that is at least 110 feet wide. 11 DCMR §§2405.1, 2405.2.

For office development on a lot greater than 10,000 square feet, parking is required at a rate of one space for each additional 1,800 square feet of gross floor area in excess of 2,000 square feet. For retail development, parking is required at a rate of one space for each additional

3,000 square feet of gross floor area in excess of 30,000 square feet. Order No. 08-34 included consolidated PUD approval of the parking for the overall project in the below-grade consolidated parking area.

III.

DESCRIPTION OF SECOND-STAGE PUD

The Applicant requests approval for a Second-Stage PUD, as shown in the Second-Stage PUD plans and described in detail below. The project includes a 12-story office building with ground floor retail. The overall gross floor of area of the building is approximately 713,587 square feet, with 674,486 square feet of gross floor area devoted to office use and 19,101 square feet of gross floor area devoted to retail use. The maximum FAR of the entire South Block, including the relocated JHS Synagogue and facilities for the Jewish Historical Society, will only reach 8.7 FAR, which is below the permitted 9.0 FAR in Order No. 08-34. The maximum height of the single building is 130 feet.

A. Design of the Building

The design of the building has been finely detailed to create an appropriate massing for the very large development block within the South Block. The overall building has been organized into two parallel bars with a full-height glass atrium in the center. The bulk of the massing has been placed along 2nd and F Streets while the building steps down on the west side, closer to F and 3rd Streets. To create the sense of multiple volumes within the massing and to further articulate the building, entrances on E, F and 2nd Streets have been recessed from the main street wall. The result is a building with appropriate scale along the street wall and overall massing that fits the Site.

The atrium provides a dramatic central space and maximizes the daylight for the relatively deep floor plates. Glass-enclosed passenger elevators are located within the atrium,

creating activity and vibrancy within the space. In addition, the atrium provides permeability to the Site and provides the primary north-to-south circulation at the ground level, allowing pedestrians to move between E and F Streets within the structure. Access to the central space from 2nd Street is also provided. Retail spaces line the ground floor and entrances are placed at the street wall along each of the street frontages.

The exterior of the building has been developed primarily with a structurally-glazed, unitized curtainwall system with laminated glass fins projecting from the face of the wall at various angles. The laminated glass fins are spaced at two feet, six inches on center on the exterior façades and provide a differentiating feature to the contemporary glass structure. The fins also provide additional solar control on the two main building façades.

B. Sustainable Design Elements

In Order No. 08-34, the overall project was identified as a model for sustainable design. The development within the South Block continues to further that goal. In addition to the specific elements discussed herein, the Applicant continues to commit that it will seek U.S. Green Building Council Platinum certification for the core and shell of the South Block.

Specifically, horizontal and vertical solar shading devices are provided above the roof and adjacent to the building entrances to serve as both an architectural and sustainable design element. These solar shading devices enhance the building's sustainability strategy by absorbing radiant heat above the roof and controlling glare within the atrium and offices and provide a unique and distinctive architectural characteristic to the building.

The horizontal solar control device above the roof covers the primary exterior roof at the southeast and northwest corners of the roof. These elements are connected by continuing the solar control device above the atrium enclosure. Above the entrances, the horizontal solar canopy

terminates into a vertical trellis which runs continuously down to the second level. At the street level, a glass-topped canopy links the vertical trellis elements between the 2nd Street and F Street entrances. This pedestrian level canopy adapts elements of the solar control device above while providing a continuous glass cover. The canopy is pitched toward the building and is drained to an internal storm water system.

Two types of green roofs are planned for the building. At the southwest and northeast corners of the roof, an intensive green roof is planned with soil depths up to 12 inches. This planted area will support larger vegetation or potentially function as urban farm. The remainder of the green roof will be a combination of low planting beds, up-stand planters for larger vegetation, and concrete paved paths.

C. Parking and Loading

Circulation for the South Block continues to operate in generally the same manner as approved in Order No. 08-34. All parking and loading are located in a centralized below-grade facility that is located within the terra firma on the western side of the overall development site. This centralized area will serve all three blocks, including the South Block, by a series of below-grade service corridors and elevator cores.

The primary public access to the below-grade parking garage will be from 3rd Street, with one entrance in the North Block and one in the South Block. The below-grade loading facility continues to be accessed from E Street. However, given the design of the office building, the loading entrance has shifted approximately 30 feet to the west. This location results in better coordination of the ramp with the below-grade facilities.

D. Streetscape

The streetscape design for the overall development site was approved as part of the consolidated PUD in Order NO. 08-34. As shown in the Second-Stage PUD Plans, the streetscape design is consistent with this approval. The streetscape design of 2nd and 3rd Streets follows the basic Downtown grid street palette of street trees and No. 16 Washington Globe streetlights. F Street extends the Downtown character from the west as Downtown's "Main Street," with more widely spaced street trees and DC Twin-25 streetlights in pairs. The design now incorporates two additional planters on F Street, east of the building entrance. These planters extend the same design of trees and plans previously approved. On E Street, the Applicant has set back the building façade 6 feet, 10 inches to create a 14-foot sidewalk along E Street, with a continuation of the streetscape from the east and west. Three low planters with trees and groundcover have been added on E Street to frame the building entrance similar to F Street.

E. Flexibility Under PUD Guidelines

The PUD process was created to allow greater flexibility in planning and design than may be possible under conventional zoning procedures. In this application, the Applicant has attempted to comply with all aspects of the Zoning Regulations for the C-4 zone. In Order No. 08-34, the Commission granted flexibility from the loading requirements, to eliminate one required loading berth at fifty-five feet in length. This flexibility was approved because the project provides more loading than is required, the loading is consolidated in a single, below-grade facility in which use of the berths will be managed and coordinated, and the Commission found that the provision of only one fifty-five foot loading berth will have no adverse impact as sufficient loading facilities are provided.

In the South Block, the Applicant also requests flexibility from the roof structure requirements. Specifically, the building incorporates two mechanical penthouses on the roof of the building and two enclosures for the elevator override and stair towers. Section 411.3 of the Zoning Regulations requires that all penthouses be placed in a single enclosure. Given the design of the building and the central atrium features, the penthouses must be separated. Specifically, the majority of the equipment will be located on the west side of the atrium. However, because the atrium bisects the building, the east bar will require independent mechanical systems. Each of the penthouses achieves a 1:1 setback, and the penthouse structures have been designed to harmonize with the overall design intent of the building. Accordingly, the Applicant requests flexibility to deviate from this requirement.

F. Tabulation of Development Data

The Tabulation of Development Data for the Second-Stage PUD is located on Sheet 14 in the Second-Stage PUD Plans attached as Exhibit A.

**IV.
THE PROJECT MEETS THE STANDARDS OF THE
ZONING REGULATIONS AND THE PUD REQUIREMENTS**

A. PUD Requirements Under Chapter 24 of the Zoning Regulations

1. Area Requirements Under Section 2402.1(c)

The Site is approximately 85,364 square feet in land and air rights area, which exceeds the minimum area requirement of 15,000 square feet for this PUD. 11 DCMR §2401.1(c).

2. Height and FAR Requirements Under Sections 2405.1 and 2405.2

The project conforms to the PUD guidelines for the C-4 District. As noted above, the C-4 District permits as a matter-of-right the development of approximately 10.0 FAR for the Site, and the First-Stage PUD approves 9.0 FAR for the Site. The project proposes development

resulting in a total of 8.71 FAR for the South Block, which is below the maximum matter-of-right FAR for the C-4 District and that approved in Order No. 08-34.

The maximum height of the single building on the Site is 130 feet, with the buildings associated with the Jewish Historical Society having lower maximum heights. A maximum height of 130 feet is within that permitted for a PUD in the C-4 District and under the 1910 Height Act based on the Site's frontage on 3rd Street. The proposed maximum height is consistent with the approved maximum height in Order No. 08-34.

3. Impacts of Project Under Section 2403.3

The Commission found that the overall project, including the South Block, will have a positive impact on the city, especially given the reconnection of the L'Enfant grid by reinstituting F and G Streets between 2nd and 3rd Streets. In addition, the Commission found that the overall project will provide an economic boost to the District of Columbia and will bring vitality to the core of the District. The Commission found that there would be no unacceptable adverse impacts.

4. Not Inconsistent with Comprehensive Plan Under Section 2403.4

The Commission found that the overall project, including the development of the South Block, advances the purposes of the Comprehensive Plan, is consistent with the Future Land Use Map, complies with the guiding principles in the Comprehensive Plan, and furthers a number of the major elements of the Comprehensive Plan. *See* Finding Nos. 87(a) through (k), Order No. 08-34. The Commission found that the overall project is not inconsistent with the Comprehensive Plan of 2006. *See* Finding No. 88, Order No. 08-34.

B. Public Benefits and Project Amenities

The overall project provides important public benefits and project amenities which are described in detail in Finding Nos. 79(a) through (i) of Order No. 08-34. These public benefits and project amenities have not changed. Accordingly, the Commission's finding that the relative value of the project amenities and public benefits offered is sufficient given the degree of development incentives requested and any potential adverse effects of the overall project should not change. *See* Finding No. 80, Order No. 08-34.

**V.
PHASING AND TIME FRAME FOR APPROVAL**

Condition No. 27 of the Order No. 08-34 approved the consolidated PUD for a period two years from the effective date of the order. Within such time, an application must be filed for a building permit for the construction of the platform and base infrastructure. Construction of the platform and base infrastructure must begin within three years of the effective date of the order. The Commission provided that within two years of the completion of the construction of the platform and base infrastructure, the Applicant must apply for a building permit for the construction of the North Block. The Applicant must commence construction of the North Block within four years of the completion of the construction of the platform and base infrastructure.

Given the necessity of having the platform constructed prior to the vertical development, the Applicant requests that the Second-Stage PUD for the South Block be approved in the same manner as the consolidated PUD was approved for the North Block. Specifically, the Applicant requests that upon approval of the Second-Stage PUD for the South Block, a building permit application must be submitted within two years of the completion of the construction of the platform and base infrastructure and that construction must commence within four years of that date.

VI.

AREAS OF FLEXIBILITY

The Applicant has made every effort to provide a level of detail that conveys the architectural significance of the project and that does not require flexibility from the requirements of the Zoning Regulations. Nonetheless, some flexibility is necessary to address potential issues that arise during construction and other issues that cannot be anticipated at this time.

The Applicant requests flexibility in the following areas:

1. To vary the location and design of all interior components, including partitions, structural slabs, doors, hallways, columns, stairways, atria and mechanical rooms, provided that the variations do not change the exterior configuration of the building; and
2. To vary the final selection of the exterior materials within the color ranges and material types as proposed, based on availability at the time of construction; and
3. To vary the location, attributes and general design of the streetscape incorporated in the project to comply with the requirements of and the approval by the District Department of Transportation Public Space Division; and
4. To locate retail entrances in accordance with the needs of the retail tenants and vary the façades as necessary; and
5. To make refinements to exterior materials, details and dimensions, including belt courses, sills, bases, cornices, railings, roof, skylight, architectural embellishments and trim, window mullions and spacing, or any other changes to comply with the District of Columbia Building Code or that are necessary to obtain a final building permit or any other applicable approvals.

VII.

UPDATE ON NEPA/ENVIRONMENTAL ASSESSMENT PROCESS

The Applicant completed the National Environmental Policy Act ("NEPA")/Environmental Assessment process earlier this year with the Federal Highway

Authority ("FHWA") and the District Department of Transportation ("DDOT"). As a result of that process, the southbound entrance portal to the Freeway previously shown on 3rd Street and the northbound exit portal from the Freeway within the 2nd Street right-of-way have been refined, as shown on the overall site plan (Sheet 12) in the Second-Stage PUD Plans. The refinement of the location of these portals is a result of safer highway operations and District street grid traffic improvements. Justification of the refinements of these two portal relocations is part of the Environmental Assessment's FONSI Document dated March 26, 2012, under The Preferred Alternative section.

Specifically, the southbound entrance portal to the Highway has been relocated from southbound 3rd Street just south of Massachusetts Avenue directly to eastbound Massachusetts Avenue, NW between 3rd and 4th Streets. This portal location allows for safer access to and operation of the highway in the southbound direction. The northbound exit portal within the 2nd Street right of way has been relocated one block south. The relocation of this exit portal is required by DDOT and FHWA as it can allow for the opening of G Street between 2nd and 3rd Streets in the future. The relocation of these ramping systems does not require any modification to the Consolidated PUD approved in Order No. 08-34, as the approval specifically provided flexibility for the Applicant to vary components of the project to coordinate or comply with modifications to the I-395 ramp systems resulting from the Environmental Assessment required by NEPA.

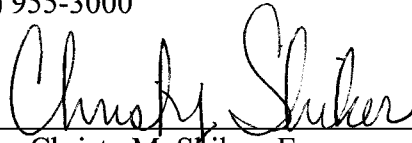
VIII. **CONCLUSION**

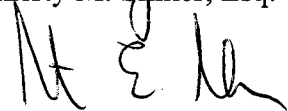
For the foregoing reasons, the Applicant submits that the application meets the standards of Chapter 24 of the Zoning Regulations; is consistent with purposes and intent of the Zoning Regulations and Zoning Map; is consistent with the land use objectives of the District of

Columbia; will enhance the health, welfare, safety and convenience of the citizens of the District of Columbia; satisfies the requirements for approval of a second-stage PUD; provides significant public benefits and project amenities; advances important goals and policies of the District of Columbia and, therefore, should be adopted by the Zoning Commission. Accordingly, the Applicant requests that the Zoning Commission approve the Second-Stage PUD application for the Site.

Respectfully submitted,

HOLLAND & KNIGHT LLP
2099 Pennsylvania Avenue, NW, Suite 100
Washington, D.C. 20006
(202) 955-3000

By: 
Christy M. Shiker, Esq.

By: 
Steven E. Sher,
Director of Zoning and Land Use Services