



**MEMORANDUM**

**TO:** District of Columbia Zoning Commission  
**FROM:** Jennifer Steingasser, Deputy Director  
**DATE:** March 30, 2012  
**SUBJECT:** **Setdown Report** for ZC #11-03A, Southwest Waterfront – Second Stage Phase 1  
Second Stage Planned Unit Development

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**I. SUMMARY RECOMMENDATION**

Hoffman-Struever Waterfront, LLC, has submitted an application for a Second Stage Planned Unit Development (PUD) to construct a portion of the Southwest Waterfront development west of Maine Avenue, SW, and on piers over the Washington Channel. The proposal, consisting primarily of large-scale mixed use buildings, as well as a church, smaller buildings, and related open spaces is not inconsistent with the first stage PUD approval, the Comprehensive Plan, or the Zoning Regulations. The Office of Planning (OP), therefore, recommends that the application be set down for public hearing.

**II. APPLICATION-IN-BRIEF**

**Scope of Application:** Phase 1 of the Southwest Waterfront development includes the:

- Buildings on Parcels 2, 3, 4 and 11
- Wharf, between Parcel 2 and 7<sup>th</sup> Street
- Waterfront Park and environs at south end of the site
- Maine Avenue streetscape
- Mews streets
- 7<sup>th</sup> Street plaza
- 9<sup>th</sup> Street plaza and “Pier House”
- 9<sup>th</sup> Street Pier and Dockmaster Building
- Transit Pier and Transit Pavilion
- The Capital Yacht Club (CYC) building and CYC plaza
- Kiosks, signage, lighting
- Temporary use plan for Parcel 1
- Temporary pier plan for boat slip relocation

**Ward and ANC:** Ward 6, ANC 6D

**Applicant:** Hoffman-Struever Waterfront, LLC, dba Hoffman-Madison Waterfront

**PUD-Related Zoning:** C-3-C, R-5-B and W-1 (landside), W-1 (waterside)

**Property Size:** 17.7 acres (768,850 square feet) – Current Application / Phase 1 only  
(Land area plus area of proposed piers)



**Proposal:** Request for approval of a Second Stage PUD for the designs of four mixed use buildings, a number of smaller buildings, open spaces, temporary uses, kiosks, signage and lighting.

**Background:** The Zoning Commission approved a First Stage PUD for the entire Southwest Waterfront (SWW) on October 17, 2011. That application established the PUD-related zoning for the property, the site plan, the general use mix, the general massing of buildings, the maximum heights for buildings and the maximum FAR for the entire development.

The Zoning Regulations describe a Second Stage PUD as a detailed review that examines the architecture of the proposed buildings, uses within the buildings, design of open spaces, site circulation, site infrastructure and compliance with the intent and purposes of the PUD process, the Regulations and the First Stage PUD. (§§ 2402.2(b), 2406.12 and 2408)

### III. SITE AND AREA DESCRIPTION

The entire SWW project site is shown in the aerial photo below. The property is generally bounded on the north by the fish market, on the northeast east by Maine Avenue, and on the west by the proposed extent of the piers of the new development. To the south the SWW extends approximately to N Street.



Southwest Waterfront – Red dashed line indicates boundaries of the entire SWW project

The site is currently developed with low-scale, large-format uses including restaurants, a hotel, a church and maritime-related uses. The uses are served by below-grade and surface parking and are generally accessed from Water Street, which is legally closed but still open to traffic. In between some of the uses are hardscape plazas. A number of piers and docks extend into the Washington Channel to serve numerous smaller sailing vessels and a few larger boats.

Maine Avenue, which connects to M Street to the east and 12<sup>th</sup> Street to the north, provides the main vehicular access to the site. The site is also approached from the northeast by 7<sup>th</sup> and 9<sup>th</sup> Streets. The Waterfront metro station is two blocks east of the site at 4<sup>th</sup> and M Streets, and the L'Enfant Plaza metro is approximately six blocks to the north on 7<sup>th</sup> Street. The surrounding neighborhood is developed primarily with a mix of rowhouses and larger apartment and condo buildings. Adjacent uses across Maine Avenue also include office buildings, a church, a school and Arena Stage. Significant mixed use redevelopment is underway at the Waterfront metro, where eight office and residential buildings have been constructed or are approved to be constructed or renovated. To the north of the subject site, the L'Enfant Promenade connects Bancker Overlook to the National Mall.

The subject site for the current application is a subset of the SWW site, as shown below.



Southwest Waterfront Second Stage Phase 1 – Red dashed line indicates boundaries of the current application

Phase 1 includes most of the northern portion of the SWW site, from just south of 7<sup>th</sup> Street to just south of the Fish Market. (The Fish Market is not part of the SWW PUD.) Phase 1 also includes Parcel 11, the site of St. Augustine's Church at 6<sup>th</sup> and M Streets, and the proposed park south of the church. Phase 1 does not include Parcel 5, just northwest of 7<sup>th</sup> Street, or the proposed 7<sup>th</sup> Street Pier.

#### **IV. PROJECT DESCRIPTION AND ANALYSIS**

The current proposal consists of four mixed use buildings, associated open spaces and travel ways, a large park, two piers, several smaller buildings, temporary uses on Parcel 1, the Maine Avenue streetscape, temporary docks, and the wharf itself. The application presents many architectural drawings and renderings describing the project, as well as an accompanying narrative. This section will first provide general comments applicable to the entire project, then describe and provide OP's preliminary analysis of each of the major components of the development, generally moving from north to south through the development. Open spaces are generally described in conjunction with the buildings that they abut. References in parentheses indicate the relevant sheets from the plan set.

Overall, OP supports the proposed designs, which would improve the character of the waterfront area and provide an active, enjoyable destination for neighborhood residents, other District residents, and visitors. The proposed public spaces, such as the wharf, mews and plazas, would provide pleasant, multi-modal corridors suitable for walking, biking and localized slow driving. The designs would provide individual character for each parcel, while repeating some design features such as lighting and paving materials to bring a sense of cohesiveness to the entire project.

The plan drawings themselves are adequate for setdown. Prior to a public hearing on this application, however, additional details are needed regarding materials and public space furnishings, elevation drawings should be refined to better show the details of the buildings, plan drawings should be accurately reflected in renderings, and information on building, sign and open space illumination should be provided for each building and open space. This is detail typically expected between setdown and a public hearing.

The project has many impressive proposed open spaces and the opportunity to use these spaces through the provision of more general seating and more vantage points, or places where people can view from an elevated location the activity below on the wharf or in the plazas. The applicant has stated that they have tried to pursue a waterfront warehouse aesthetic. While this is an attractive design motif, the overall character could be further enhanced by some additional design variety to create the feeling that this is an organic urban neighborhood.

## **Wharf**

The wharf would generally be a 60 foot wide mixed use space that would serve as a corridor for pedestrians, bicycles and some automobiles, but also be an area for outdoor seating for restaurants and for casual un-designated seating. From Parcel 2 through Parcel 5, the wharf would also have 11 small kiosks and one larger kiosk for food and beverage service or for retail (2.1 – 2.3). (Kiosk designs can be found on sheets 11.6 and 11.7.) The wharf is intended to be a very active and inviting area that would create an attractive waterfront area for diners or those simply coming to sit and relax. The overall design of the wharf is excellent, but some additional detail prior to the public hearing is required as noted below.

For most of its length the wharf would have an elevation of 13 feet above sea level, which, beginning in front of Parcel 3, would taper down to 11 and then 8 feet above sea level as a pedestrian moves north toward the Fish Market. The wharf would be paved with “Belgian Block or Unit Pavers” (2.4 and 2.7), though special paving patterns are shown at the 9<sup>th</sup> Street and 7<sup>th</sup> Street plazas. (See below for more information on those areas.) Recently, the applicant has stated to OP that they are examining in more detail the types of stone proposed for the wharf and that different textures and specific materials could be used for the shared zone, promenade zone and café zone. OP supports that design direction and expects more specific information about the types of paving to be submitted prior to the public hearing. More detail should also be provided for any planters or retaining walls located near those changes in grade, such as the ones that appear to be indicated at the top of sheet 2.3. The same graphic also shows two “X” shaped features between Parcel 2 and the Transit Pier, described as “LED Strips Flush with Pavers” on sheet 2.9. OP supports creative lighting techniques such as the LED strips.

Pole lanterns would help to form a demarcation between the shared zone and the promenade zone. The plans and renderings should more accurately reflect the location of all the lanterns, such as near Parcel 2 (2.3 and 2.6). Trees would also help to provide delineation between different zones on the wharf. The design proposes alternately a single and then a double row of trees. OP strongly supports the design’s inclusion of many trees along the wharf and suggests the applicant provide more information about how trees would be planted, including tree box design, soil depth, and the size of trees when planted. Next to the water, the wharf would have low wooden seating that could also serve as a barrier. Low-level lighting would be tucked under the seating, or fender, and blue lights would illuminate the water side of the wharf (2.7).

Some one-way automobile traffic would be permitted on the wharf; the application characterizes that traffic as “limited” (1.13), and the wharf could be completely closed to vehicles for special events or on nights and weekends. The “Shared Zone” of the wharf, the area that could accommodate vehicles in addition to walkers and bikers, would be 20 feet wide. This width would effectively limit speeds of vehicles that do need to use the space. Page 20 of the written submission also states that a “variety of hardscape elements and street fixtures such as planters, bollards, paving patterns, site furniture, railings, planting areas, flush curbs, textures, water features, trench drains, and other tools” would be used to demarcate shared zones from pedestrian zones. The plan drawings, however, do not adequately show these elements and

should be updated to reflect the actual proposed design. Overall, however, OP supports the use of the wharf to accommodate limited traffic and supports design measures that would make clear that this is a space primarily for the pedestrian and cyclist, and not a common street primarily for the automobile.

Functionally, the project has been designed to limit vehicular traffic on the wharf. Garage entrances would be located closer to Maine Avenue, and the mews street through Parcel 3 and the Capital Yacht Club, 9<sup>th</sup> and 7<sup>th</sup> Street Plazas could be used to circulate into and out of the site without going onto the wharf. According to sheet 1.13, no auto traffic would be allowed on the wharf next to Parcel 2, though emergency vehicles could access that area if necessary. OP notes, however, that the section drawing on 2.5 still labels that area as a “Shared Zone,” implying that vehicles could use that space. The application should confirm that the area in front of Parcel 2 would be restricted to pedestrians and bikes.

Low Impact Development (LID) features would be incorporated into the wharf, including a “monumental reuse cistern” (Written Statement, p. 20) that could collect stormwater for use in landscaping irrigation. The trees would also help cool the wharf and reduce the overall heat island effect of the development.

## **Parcel 1**

Parcel 1 was approved in the first stage PUD for an office building. That building will be reviewed in more detail in a future second stage application. In the interim, Sheet 2.50 shows that Parcel 1 would be used as a parking lot, and that it could also be used at times for market purposes. The written statement does not provide any information about the temporary use plan for Parcel 1 and the frequency of market events, but OP supports the flexible programming for the site. More information should be provided about the use of the parking lot, the market and about landscaping and hardscaping, such as the “Low Pedestrian Wall” on the wharf-side of the parcel. The application should also include information about the temporary uses of the Market Square, the area of land between Parcel 1 and the Fish Market.

## **Parcel 2**

### *Architecture*

The building on Parcel 2 would house residential and retail uses, as well as a music venue and a cogeneration plant. Residential uses would be located in two towers, bifurcated by a north-south divide that could provide a view corridor for a future building on Banneker Overlook. Total building height would be 130 feet, as previously approved. OP continues to support the overall massing and height, and continues to work with the applicant to refine the architectural façade design, to form a cohesive composition, and to increase its relationship to the waterfront setting. Elements that do appeal to the viewer include the angular features of the residential structures, including the glass blade tower at the northern corner of the building on Maine Avenue (4.4 and 4.5). OP encourages the use of interesting architectural flourishes, such as the tower element

near the southern corner of the building, especially in such a highly visible and unique development. The cogeneration plant could be an intriguing feature, but the plans submitted to date do not fully describe the appearance of the facility. Because the cogeneration plant is such an uncommon use, OP also requests more information about the operation of the facility.

Also at the southeastern corner of the building, at the main entrance to the music venue, would be a feature comprised of columns, balconies and a louvered roof (4.6). OP encourages the use of vantage points like balconies and terraces to enliven the wharf and other areas below. These particular balconies are striking because of their unusual shape which reflects the angularity of the rest of the building. Further refinement of the entrance to the music venue is encouraged; and the glass box, currently not prominent, could be a very attractive feature.

### *Building Function*

The building volume between and below the two residential towers would house the music venue. Retail would generally line the wharf and 9<sup>th</sup> Street façades of the building. The side of the building facing Parcel 1 would have some building entrances, loading and the parking ramp, and the side facing Maine Avenue would have retail at the corner of 9<sup>th</sup> Street and a residential lobby, but otherwise would be back-of-house space and egress for the music venue (4.11).

The design proposes significant amounts of retail on the 9<sup>th</sup> Street and wharf sides of the building. This layout would ensure high levels of pedestrian activity for those areas, although the applicant should commit to locations for entrances or at least a maximum spacing of active entrances. The wharf side could also benefit from two-story retail or the provision of publicly accessible vantage points onto areas below. The Maine Avenue façade does not appear to present that significant boulevard with an active streetscape, and that part of the building could benefit from visual and programmatic activation, including additional retail. OP has requested information on how refuse would be handled for the retail spaces, the concert venue, and the residences, and advised that trash storage should not be located on any prominent street or location.

Loading for the music venue would be accommodated on the northwest side of the building. The loading bay would be at an angle to the mews street so that large trucks servicing the venue could pull forward then back into the dock. The walls of the dock would have materials similar to the rest of the exterior of the building.

It is unclear where residential loading for the two towers would occur; The two large loading docks enter directly into the music venue. The applicant has stated that retail loading would generally occur in front of the retail uses, or that some could occur with a loading zone on Maine Avenue. OP does not object to early morning loading from the 9<sup>th</sup> Street plaza or the wharf if carefully managed. This type of loading is common in many cities around the world. The applicant should submit a loading management plan which, among other things, would state the hours and locations of loading. OP also recommends that the submission state that all vehicles,

including at the large loading bays, would be turned off, in order to minimize the impact of fumes and noise on residents above.

### **Transit Pier**

The Transit Pier would be directly across the wharf from Parcel 2 (2.9). The pier is intended to provide additional open space in addition to being a docking point for water taxis or other boats. It would be very wide where it meets the wharf, and would then taper in a triangular shape down to a more typical pier configuration. The pier would have areas that could be used for impromptu performances, according to the written statement (p. 29), including an area of steps leading down to the water where visitors can sit.

The proposed structure on the transit pier would house bike racks, a refreshment area, water taxi facilities, a ticket box office for the music venue in Parcel 2, and an unprogrammed roof terrace (2.9). OP strongly supports the roof terrace as a location where visitors can have a “vantage point” on the surrounding activity on the pier, wharf and the vicinity of Parcel 2, and asks that the applicant confirm that it will be publicly and ADA accessible. The pavilion design, judging from the renderings on 2.8 and 2.11 and details on sheets 12.3 through 12.5, has the potential to be very visually interesting, especially the glass tower on the western end of the building and the canted roof. More detail should be provided about materials and the exact uses of the space.

### **9<sup>th</sup> Street Plaza**

The 9<sup>th</sup> Street Plaza would be located between Parcels 2 and 3 (2.15). Its perimeter would be used for pedestrian and vehicular circulation space and outdoor seating. The center of the plaza would be dominated by a glass canopy that would cover a water feature, stairs to the below-grade garage, a copse of trees, vehicular circulation space, and café space (11.2). The wharf end of the plaza is described in the application as a location for events called the civic commons.

OP appreciates the variety of design and unique sense of place that could be created by the canopy (2.17). The large lettering on the side would mark the location for visitors. The piers which form the base of masts holding up the canopy are rendered as concrete or stone block; more detail is needed about the material for those structures. OP has also asked the applicant to reexamine the blockhouses which confine the café space on either side. As currently proposed the structures would block much of the sense of openness and views of the water that would otherwise be provided by the canopy (2.17, 2.18, 11.1).

### **9<sup>th</sup> Street Pier**

The 9<sup>th</sup> Street Pier, or District Pier, would extend several hundred feet into the Washington Channel and be a docking spot for larger vessels. It would be approximately 60 feet wide and paved with masonry similar to the 9<sup>th</sup> Street Plaza. At the end of the pier would be the Dockmaster Building, a two story structure serving as both a location for the dockmaster’s



operations as well as a restaurant (12.6 – 12.11). Similar to the transit pier pavilion, more information should be provided about materials.

The pier would be about 60 feet wide and be lined with masts identical to those supporting the canopy in the 9<sup>th</sup> Street Plaza. A note on 2.16 indicates that there would be cove lighting under the wood seating as along the wharf. The applicant should clarify whether there would be upper level lighting and where that would be located.

### **Parcel 3a**

Parcel 3a, which is slated for use by the Graduate School, would be located between Maine Avenue and the Pier Mews, and between the 9<sup>th</sup> Street Plaza and the Avenue Mews (5.1). The retail canopies along the 9<sup>th</sup> Street Plaza have the potential to be attractive and interesting. The retail space itself should provide significant animation to the 9<sup>th</sup> Street Plaza, and OP has requested detail regarding retail entrances. On that same side of the building, the wall is slanted and not perpendicular to Maine Avenue and provides relief from the strict rectilinear designs of most of the architecture on this parcel and on adjacent parcels (5.3). The glass curtain wall on that façade, in the middle stories of the building, is also an interesting feature.

On Maine Avenue, a WMATA vent currently at ground level would be incorporated into the building. The vent is shown as a grey box on the floor plans of 5.8 and 5.9, and partially rendered behind a jogger on sheet 5.3. The vent could actually be made into an interesting feature, but more information should be provided about its appearance.

#### *Pier Mews and Avenue Mews*

At ground level, Parcel 3a is bordered on the south by the Pier Mews and on the east by the Avenue Mews. The Pier Mews includes two loading berths as well as public restrooms open to all users of the SWW (5.8). The rest of the façade is used for retail which should help to activate the mews. As with the western façade of the building, the mews could benefit from more active entrances into the retail. The Pier Mews is rendered on sheet 2.25 and shows that it would be decorated with stone and metal arches and strong pendant lights. OP supports the whimsy displayed with the arches, although the applicant should ensure that loading on Parcels 3a and 3b would not be blocked by arches, as apparently shown on sheet 2.26. More information should also be provided about the paving materials in the mews and how pedestrians and autos would share that space.

Very little information is provided in the application about the Avenue Mews. It will be fronted by retail on all of the Parcel 3a façade, and most of the Parcel 4 façade. As with other façades of the building, retail entrances should be shown on the drawings, or the applicant should commit to a maximum entrance spacing. The Avenue Mews also leads to a parking ramp on Parcel 4, so it is important to have full details about materials, street furniture and features to understand how pedestrians and cars would interact.

## **Parcel 3b**

### *Architecture*

The building on Parcel 3b would be a hotel. The ground floor would have retail, the hotel lobby and related spaces, the hotel restaurant and kitchen, and back of house space (6.8). The exterior design composition has a general coherence to the color palette and accent materials, using dark brick and dark metal, and a strong main façade with complementary tower elements at the southwest corner. The glass tower element is echoed in the horizontal glass component at the base of the building, and smaller glass wall at the top floor of the hotel (6.4), while the shorter tower element forms a transition between façade of primarily brick and the façade of mostly glass. OP supports the balconies off many of the hotel rooms, as well as terraces at the 4<sup>th</sup> and 12<sup>th</sup> floors. At the 4<sup>th</sup> floor level, OP appreciates the step back of the hotel tower away from the Pier Mews. This building form should allow more light to reach the mews.

The elevation drawing on 6.5 does not seem to accurately reflect the rendering of 6.2. OP prefers the details shown in the rendering, where two distinct thick columnar lines ascend toward the clock and then return around the corner to the front of the building. The elevations also show extremely dark materials on the penthouse skin, which is probably not the intent. An architectural marker is appropriate at the location of the proposed clock tower, especially given the proposed tower element on Parcel 2 across the 9<sup>th</sup> Street Plaza. Sheet 6.2 shows in the foreground standard, parking-lot-type light poles. The applicant should remove these from all renderings and replace them with the types of lights actually proposed.

### *Building Function*

Retail along the 9<sup>th</sup> Street Plaza would help to enliven that space. A set of doors leads to an elevator located on that side of the building between two retail bays; but it is unclear what purpose that elevator serves. The hotel restaurant would occupy much of the wharf side of the building and would be very effective at activating this section of the wharf. A portion of the restaurant would be housed under a glass shed extending onto the wharf.

The Capital Yacht Club (CYC) Plaza would be the site of the hotel drop-off, and the lobby and associated seating areas would be on that side of the building. The hotel has opportunities to provide vantage points, or upper level viewing areas, above important open spaces. Sheet 6.2 shows people on the second story balcony outside of the ballroom. OP encourages the applicant to study the possible relocation of the back of house functions currently facing the mews, and the presence of “Pantry / Storage” and “Engineering / Storage” uses on the second and third floors overlooking the 9<sup>th</sup> Street Plaza and Pier Mews. The CYC Plaza has the potential to be a very attractive open space and could benefit from public vantage points in addition to the private pool on Parcel 4 (see below).

## **Capital Yacht Club Plaza and Building**

The CYC Plaza is shown in plans and renderings on sheets 2.21 through 2.24, and would be a relatively intimate open space. It would serve the hotel entrance on Parcel 3b, the condo entrance on Parcel 4, retail uses on the southern part of Parcel 4, and the CYC itself across the wharf from the plaza. OP strongly approves of the proposal to transplant a large tree to the plaza. It would instantly lend an air of permanence to the square as well as create shade and a pleasing aesthetic for users of the space; the plans should reflect any necessary planting or soil zone below the plaza to ensure the health of the tree.

The CYC building is described on sheets 10.1 through 10.9. OP supports the overall design for the structure. The materials are not listed, but the main façade of the building is attractive and seems to be a masonry material (10.1). The roof is rendered as a simple plane over i-beams. The water side of the building is much more transparent and seems to have louver-covered windows (10.2).

### **Parcel 4**

#### *Architecture*

The principal use on Parcel 4 would be residential, with the portion along Maine Avenue and the portion closer to the wharf being dedicated to rental and for-sale units, respectively. The base of the building would house two floors of retail uses (7.9 and 7.10). OP generally supports the massing and architecture of the building. In particular, the increasing indentation of balconies on the southeast side of the building give that façade an interesting angularity (7.3 and 7.11). On the water-facing sides of the building, the horizontal proportions of the individual window panes provides an interesting rhythm and texture, especially when contrasted with the very open, large glass panes on the “prow” of the building facing the water.

OP supports the balcony design indicated on Sheet 7.2, where the rendering shows alternating orientations of the balconies on the side of the prow, although this is not portrayed on the accompanying floor plans. Terraces are also proposed around the entire building at the first residential floor, on top of the two-story retail podium.

The two story element of Parcel 4 next to the Capital Yacht Club plaza lends an air of historic context to the building with its lower scale and industrial features and use of recycled and / or burnt brick (7.23). OP strongly supports the use of the recycled brick, and the entire building could benefit from its use across the wharf façade.

The Maine Avenue side of the building (7.4) echoes some of the window patterns from the water side, but partially within a brick curtain wall. The black-painted metal window frames on the two bottom floors are attractive, but OP recommends that glass on those levels of the building be highly transparent, to allow views into the retail spaces.

Sheet 7.15, the roof level plan, shows large terraces, which OP supports. Additional information is needed to understand the use of the space indicated as “residential condo”. The penthouse structure itself, which on many buildings is a blank façade, uses significant amounts of glass, but more information should be provided about the necessity of its size and extension to perimeter building walls.

*Building Function, Piazza Mews, Jazz Alley*

The first floor of the building would have several retail bays, a condo lobby, apartment lobby, parking ramp, a loading dock and back of house space (7.9). The plan does not show retail entrances; The applicant should commit to locations for entrances or a maximum spacing of active entrances into the retail areas.

The Piazza Mews, where the loading bay would be located, would divide the north part of the building from the southern part (7.9, 2.28, 2.29). The loading dock is located in the eastern half of the mews, but the western end would be permanently closed to vehicular traffic. The plans should provide more information about how vehicles would be prevented from attempting to pass through the Piazza Mews. Loading would be accomplished with a truck driving down Jazz Alley and then backing in to the loading area. Like elsewhere in the SWW development, some loading would occur in early morning hours from the mews or perhaps from Maine Avenue. OP supports this loading scenario if carefully managed and limited in hours. Besides the loading bay and two stairwell entrances, the rest of the Piazza Mews would have retail on both sides. OP encourages the applicant to consider retail entrances to the southern retail bays from the mews and not just from the wharf.

Outdoor seating could be located at the mews’ western, non-vehicular end, and could be located elsewhere in the mews during non-loading hours. The Piazza Mews would be covered for a portion of its length. As can be seen from the floor plans (7.9 – 7.11), two pedestrian passageways would cross the mews at the second floor. And the third floor, where residential uses begin, would cover the eastern half of the mews at a height of about 35 feet. The application should provide more information about lighting for the mews, and should consider ways to open more of the mews to the sky. As noted above, OP supports the terraces at the third floor, but opening up the mews may make it a more inviting place to sit. Overall, OP strongly supports the design of the Piazza Mews, including its flexibility to accommodate loading and outdoor seating, and its plethora of retail.

Jazz Alley is located between Parcel 4 and Parcel 5, running from Maine Avenue to the wharf. The applicant envisions it as a location for a music club, bar and restaurant (7.9; Written Statement pp. 16-17). The ground floor uses of Parcel 5, to be reviewed in a future second stage PUD, will also contribute to the activity of this mews. The rendering of Jazz Alley (2.30) shows light fixtures strung over the alley. OP supports the design direction for Jazz Alley and anticipates more definitive designs for the streetscape, lighting and retail façades.

## **7<sup>th</sup> Street Plaza**

The 7<sup>th</sup> Street Plaza, or 7<sup>th</sup> Street Park, is meant to be a more green and calm area compared to the 9<sup>th</sup> Street Plaza. The main feature of the area would be a low grassy knoll crossed by walking paths and planted with trees (2.33). Renderings and section drawings indicate that trees would be very large. The applicant should clarify the size of the trees at the time of planting and also indicate the soil volume available and whether it would be sufficient for trees to reach the size shown.

At the wharf end of the plaza would be a “Water Play” area. Although not described in the application, the water play area is probably something like dancing fountains. While OP is generally comfortable with mixed traffic, pedestrian and vehicle streets or paths, extra care should be taken at the southern end of the plaza between the grassy lawn and the water feature. DDOT will review the volume of cars expected in this area and evaluate the design for possible safety concerns.

## **Maine Avenue**

As part of the construction of Phase 1 of the SWW, the developer would make improvements to Maine Avenue (2.44 – 2.49). Improvements would include:

- A dedicated bike lane
- Capital Bikeshare stations
- Bike racks
- Maintenance of existing street trees
- New street trees along curb
- New planting strip inboard of bike lane, with continuous soil trench, permeable pavers, and a second row of trees
- New 10 foot sidewalk and café zone, inboard from planting strip
- New curb, gutter and streetlights

OP strongly supports the preservation of existing street trees and the planting of new trees, and encourages the applicant to work with DDOT’s Urban Forestry Administration on ensuring their growth and preservation. As noted in the first stage PUD, the curb lane of Maine Avenue is proposed to be converted to 24 hour parking from a part time travel lane. Curbside parking would improve bicycle and pedestrian safety and likely reduce the speed of autos on Maine Avenue. Permanent parking also allows for bulb-outs at intersections, which provide room for bicycle parking, bike share stations, bus or streetcar stops, and which create shorter crossing distances for pedestrians crossing Maine Avenue.

## **Temporary Docks**

The applicant has verbally indicated that temporary docks to accommodate boat relocation during construction would be part of this second stage approval. That is why the phasing lines, on sheet 1.3 for example, extend south from the location of the 7<sup>th</sup> Street Pier to include docks

extended from the existing Gangplank Marina. OP requests additional information about the timing of construction, information about when boats will be moved to and from the site, and confirmation that ongoing operations of Gangplank Marina will be maintained.

OP also notes that, according to the applicant, the docks located near the Fish Market are a part of Phase 1 of the project, although no design information about those docks has been provided (Written Statement, p. 31).

### **Parcel 11a**

Although Parcel 11 (8.1 – 9.19) was not originally conceived of as part of the Phase 1 of the PUD, its inclusion with the initial second stage PUD application is not inconsistent with the intent of the first stage approval. The waterfront park, which was approved as part of Phase 1, is adjacent to Parcel 11. Constructing the Parcel 11 buildings and the park together makes logistical sense, and means that all construction adjacent to existing neighborhoods would be completed early in the SWW development process.

Parcel 11a is proposed for a new church for the St. Augustine's congregation, who is the owner of the property. OP appreciates the modern vernacular chosen for the church (8.3), a contemporary version of the forward-looking church architecture typical of Southwest in the urban renewal era. The sanctuary on the second floor, which would be encased almost entirely in glass, would relate well to the water. The extensive use of glass at the ground level facing M Street would add visual permeability and help enliven the street.

### **Parcel 11b**

The apartment building on Parcel 11b (9.2) would be five stories tall, with the 5<sup>th</sup> floor set back from the building edge. The total height of the building would be 57 feet, as approved in the first stage PUD. The multiple colors of wood siding form interesting vertical elements that are complemented by the use of metal panels. Brick and polished concrete masonry units form a background.

Also during review of the first stage PUD, the 6<sup>th</sup> Street side of the building (9.3) had a much more open feel between the building face and the street. The current proposal shows a stone wall between the property and the sidewalk. The applicant should also consult with DDOT to explore whether the types of stairs and retaining walls proposed would be permitted in public space. The applicant should also explain the necessity for a stone wall along M Place.

### **Waterfront Park**

The applicant consulted with community representatives on the design of the Waterfront Park. The park would be mostly passive, with a large lawn, seating, an arbor-covered walkway, water features, bocce courts and play mounds (2.38). The park would be framed on the east and north

by the existing, majestic willow oaks, and overall the park would provide a quiet area adjacent to existing residential developments.

## V. COMPREHENSIVE PLAN

The Commission found during its review of the first stage PUD that the SWW project is not inconsistent with the Comprehensive Plan. OP finds that the current second stage PUD application is generally consistent with the first stage as approved and does not detract from project's correlation with the tenets of the Plan.

The proposal would further a number of the Plan's Guiding Principles and major policies from Plan elements such as the Land Use; Transportation; Economic Development; Parks, Recreation and Open Space; Urban Design; and Lower Anacostia Waterfront / Near Southwest Area Elements. The application is also not inconsistent with the Plan's Generalized Land Use Map or the Future Land Use Map. The proposal is also consistent with the Development Plan & Anacostia Waterfront Initiative Vision for the Southwest Waterfront (the SWW Plan). For a complete analysis of the project against relevant planning policies, please refer to Attachment 1.

## VI. ZONING

In the first stage PUD, the Commission approved PUD-related zoning of C-3-C for the northern portion of the project, R-5-B for Parcel 11, and W-1 for the waterfront park and the waterside of the development. Also in the first stage PUD, the Commission granted zoning flexibility for the exact mix of uses, within certain ranges.

The current second stage application requests relief from the specific zoning regulations listed below. A summary of each area of relief is given and OP will provide a complete analysis of the requested relief at the time of the public hearing.

### 1. Loading Requirements (§ 2201)

The application requests a variance from loading requirements for the project as shown in the table below. Please refer to page 35 of the written statement.

Facility Type	Required	Provided
55 Foot Berths	6	2
30 Foot Berths	10	5
100 sf Loading Platforms	10	6
200 sf Loading Platforms	6	3
Delivery Spaces	10	6

In general OP does not object to relief from loading, provided the applicant justifies the reduction in size or number of facilities and commits to loading management techniques such as limited loading hours and a loading coordinator for each building. In the case of the SWW,

some early morning loading is expected from areas not within loading berths, but rather on the mews, plazas or wharf. This type of loading is common in many cities, and OP supports this scenario if carefully managed and limited in hours.

## **2. Lot Occupancy (§ 403)**

Lot occupancy in the R-5-B zone is limited to 60%. Parcel 11A, the church, would have a lot occupancy of 67%. Parcel 11B, the residential building, because of the one level of above ground parking at the center of the building, would have a ground level lot occupancy of 93%. According to the application, the lot occupancy of 11B above the ground level would be 59%, although floor plans such as sheet 9.9 seem to indicate a higher lot occupancy. According to the application, all of Parcel 11 would have a lot occupancy of 73%, which is consistent with the approval granted as part of the first stage PUD. These numbers should be verified prior to any public hearing on the application.

## **3. Roof Structure Requirements (§ 411)**

The architectural drawings submitted with the application show great diversity and creativity in the size, dimension and height of the rooftop structures. The applicant requests relief for multiple rooftop structures, rooftop structures of unequal height, and structures not meeting setback requirements. According to the application (Written Statement, p. 36), more detailed rooftop drawings will be submitted showing the exact nature of required relief.

## **4. Other Minor Flexibility**

The application also requests other minor flexibility that is often included as part of PUD applications. This includes the ability to vary interior components; vary the location of affordable units, within certain parameters; vary the exact selection of exterior materials; vary landscaping materials; and make minor refinements to exterior details.

## **VII. PURPOSE AND EVALUATION STANDARDS OF A PUD**

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. The PUD process is “designed to encourage high quality developments that provide public benefits.” Through the flexibility of the PUD process, a development that provides amenity to the surrounding neighborhood can be achieved.

The applicant is requesting approval of a second stage PUD. The PUD standards state that the “impact of the project on the surrounding area and upon the operations of city services and facilities shall not 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” (§2403.3). Based on comments to be supplied by referral agencies, OP will provide at the time of the public hearing an analysis of the project’s impact on city services.



## **VIII. PUBLIC BENEFITS AND AMENITIES**

Sections 2403.5 – 2403.13 of the Zoning Regulations discuss the definition and evaluation of public benefits and amenities. In its review of a PUD application, §2403.8 states that “the Commission shall judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case.” Sections 2403.9 and 2403.10 state that a project must be acceptable in all the listed proffer categories, and must be superior in many. To assist in the evaluation, the applicant is required to describe amenities and benefits, and to “show how the public benefits offered are superior in quality and quantity to typical development of the type proposed...” (§2403.12).

The first stage PUD included a number of benefits, including urban design, affordable housing, workforce housing, the creation of a BID, First Source Employment and CBE agreements, funding for a workforce intermediary program, coordinating apprenticeships with the construction contractor, setting aside space for local or unique retailers, and environmental design. As part of the first stage PUD, the Commission required that the applicant prepare an implementation chart with each subsequent second stage PUD. That chart is shown at Exhibit E of the written statement. Benefits are also described beginning on page 37 of the written statement. The benefits proffered with the current application are consistent with the first stage approval, and are described briefly below. OP will provide a complete analysis of all benefits should the Commission choose to setdown the application.

### **1. Affordable and Workforce Housing**

Page 42 of the written statement breaks down the affordable and workforce housing units provided in each parcel. The provisions for Parcels 2A, 2B, 4A and 4B generally appear to be consistent with the first stage Order. Of the total of 160,000 square feet of required affordable housing, the Order required at least 70,000 square feet to be located in Parcels 2, 3 and 4, and at least 70,000 square feet in Parcels 6 through 10. The remaining 20,000 square feet could be distributed anywhere in the development. The current proposal for Parcels 2, 3 and 4 includes 97,068 square feet of affordable housing (Written Statement, p. 42); Parcels 6 through 10 would still be required to provide at least 70,000 square feet of affordable floor area.

Parcel 11B is subject to Inclusionary Zoning (IZ) requirements as it was not part of the Land Disposition Agreement with the District and was not exempted from IZ.

### **2. Environmental Design**

The written statement (p. 43) indicates that the development would achieve LEED Gold – ND (Neighborhood Development) standards, and that all buildings except the church on Parcel 11A would achieve LEED Silver ratings or higher in the NC (New Construction) or CS (Core and Shell) categories. These standards are consistent with the first stage approval.

### **3. Business Improvement District**

The proposed business improvement district, or project association, would be responsible for maintenance of “private roadways, alleys, bicycle paths, promenade, sidewalks, piers, parks, and signage within the Project Site boundary” (Written Statement, p. 47). The association would also be responsible for event programming at the SWW. The developer would create the association initially, and then it would be funded by assessments to each use in the project.

### **4. CBE and First Source Employment Agreements and Related Actions**

As noted in the first stage PUD, the applicant has entered into a CBE agreement with the Department of Small and Local Business Development (DSLBD), which applies to project development costs. According to the application, the applicant has already begun, with the help of DSLBD, to employ CBE firms for some pre-development tasks.

The applicant also committed to reserve 20% of the retail space in the project for unique or local retailers. In addition, the application states that kiosks along the wharf and in other open spaces could be leased to start-up retailers (Written Statement, p. 48). OP will clarify with the applicant, prior to a public hearing, whether the kiosks are included in the 20% unique / local retail, if the commitment would be in perpetuity, and where the affordable retail would be located.

The applicant has also committed to help fund a workforce intermediary program with a total contribution of \$1,000,000, \$250,000 of which has already been paid. The balance, according to Exhibit E of the written statement, is due when the applicant closes on the land lease with the District, which must occur before construction begins.

First stage PUD proffers also include the establishment of apprenticeship programs in the construction trades. Exhibit E provides a generalized summary of progress to date, but OP requests that more details about the progress of the apprenticeship programs be provided.

### **5. Other Benefits**

In addition to the above-referenced benefits, which are described on pages 37 – 48 of the written statement, other benefits will begin to be implemented during construction of the second stage PUD, including the urban design of the project, improvements to Maine Avenue, reservation of private property along Maine Avenue for additional public space, construction of temporary dock facilities including utility connections, and the inclusion of approximately 1,450 bicycle parking spaces.

The Office of Planning feels that the information regarding benefits and their implementation are sufficient for setdown and that they are generally consistent with the first stage approval.

## **IX. AGENCY REFERRALS**

If this application is set down for a public hearing, the Office of Planning will consult with the following government agencies for review and comment:

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

## **X. COMMUNITY COMMENTS**

The site is located in ANC 6D. The applicant has held many community meetings and is expected to continue their outreach efforts to the neighborhood.

## **XI. ATTACHMENT**

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

JS/mrj

## **Attachment 1 Comprehensive Plan Analysis**

### **A. GUIDING PRINCIPLES**

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

- (1) Change in the District of Columbia is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, and homelessness. 217.1
- (5) Much of the growth that is forecast during the next 20 years is expected to occur on large sites that are currently isolated from the rest of the city. Rather than letting these sites develop as gated or self-contained communities, they should become part of the city's urban fabric through the continuation of street patterns, open space corridors and compatible development patterns where they meet existing neighborhoods... 217.5
- (6) Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community context. Adequate infrastructure capacity should be ensured as growth occurs. 217.6
- (7) Growth in the District benefits not only District residents, but the region as well. By accommodating a larger number of jobs and residents, we can create the critical mass needed to support new services, sustain public transit, and improve regional environmental quality. 217.7
- (10) The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing both are essential to avoid a deepening of racial and economic divides in the city. Affordable renter- and owner-occupied housing production and preservation is central to the idea of growing more inclusively. 218.3
- (13) Enhanced public safety is one of the District's highest priorities and is vital to the health of our neighborhoods.... 218.6
- (24) Despite the recent economic resurgence in the city, the District has yet to reach its full economic potential. Expanding the economy means increasing shopping and services for many District neighborhoods, bringing tourists beyond the National Mall and into the city's business districts, and creating more opportunities for local entrepreneurs and small

businesses. The District's economic development expenditures should help support local businesses and provide economic benefits to the community. 219.9

- (27) Washington's wide avenues are a lasting legacy of the 1791 L'Enfant Plan and are still one of the city's most distinctive features. The "great streets" of the city should be reinforced as an element of Washington's design through transportation, streetscape, and economic development programs. 220.3
- (30) Residents are connected by places of "common ground," such as Union Station and Eastern Market. Such public gathering places should be protected, and should be created in all parts of the city as development and change occurs. 220.6

## **B. PLAN POLICIES**

The application is also consistent with major policies from various elements of the Comprehensive Plan, including the Land Use; Transportation; Economic Development; Parks, Recreation and Open Space; Urban Design; and Lower Anacostia Waterfront / Near Southwest Area Elements.

### ***Land Use Element***

The Land Use Element calls for the reuse of large, publicly owned sites, and says that their redevelopment should improve their neighborhoods, provide improved waterfront access, where applicable, and provide new parks (Policy LU-1.2.1). Policy LU-1.2.2 says that the mix of uses on such sites should be compatible with existing uses and provide benefits to the immediate and larger communities. In conformance with Policy LU-1.2.6, the proposed design seeks to integrate into the existing urban fabric to the greatest extent possible. The Land Use Element also encourages infill development and development near metro stations (Policies LU-1.3.1 and LU-1.3.2).

### ***Transportation Element***

The Transportation Element supports transit-oriented development and discourages auto-oriented uses (Policies T-1.1.4 and T-1.2.3). The proposed development would concentrate housing within walking distance of Metro and bus service, and provide a walkable and bikeable environment. This element also seeks to improve major boulevards through "transportation, economic development, and urban design improvements" (Policy T-1.2.1) The proposed design would also improve the pedestrian network and pedestrian safety, as called for in Policies T-2.4.1 and T-2.4.2

### ***Economic Development Element***

Development of the subject site would help achieve the several Economic Development Element policies. A mix of uses along the waterfront would help draw visitors away from the Mall, and

the waterfront itself would be an attraction for tourists. New restaurants would also capture tourist dollars. A variety of hotels within the project would provide price ranges for different travelers, and would provide more hotel rooms in the District and near major attractions. Please refer to Policies ED-2.3.1 through ED-2.3.4.

### ***Parks, Recreation and Open Space Element***

The Parks, Recreation and Open Space Element calls for the creation of parks on large sites (Policy PROS-1.4.3), and seeks to improve connections between the waterfront and nearby neighborhoods (Policy PROS-3.2.3). The development would achieve those goals.

### ***Urban Design Element***

Policy UD-1.1.1 calls for the District to enhance its “image, character and outstanding physical qualities...in a manner that reflects its role as the national capital.” The proposed development would improve the southwest waterfront to a state that it could not only be an amenity for residents but would also improve the city’s image in the eyes of visitors to the District. The Urban Design Element also calls for the general improvement of waterfront areas, including improving access and strengthening the civic identity as a waterfront city (Policies UD-1.3.1 and UD-1.3.2). Policy UD-1.3.5 also states that views toward the rivers should be protected and enhanced. The proposed development would provide many ground level views, and provides many upper-story views toward the Washington Channel. This element also speaks to reinforcing major boulevards, such as Maine Avenue, and to creating successful developments on large sites and integrating them into existing neighborhoods. Both of these objectives can be achieved by the proposed development.

### ***Lower Anacostia Waterfront / Near Southwest Area Element***

The Lower Anacostia Waterfront / Near Southwest Area Element encourages the creation of new waterfront neighborhoods on large, contiguous, publically owned sites, including the Southwest Waterfront (Policy AW-1.1.2). Policy AW-1.1.3 states that development should be “consistent with the Future Land Use Map”, provide space for offices and hotels, and focus development along corridors such as Maine Avenue. The policy also says that the operation of maritime vessels should be maintained and supported as the waterfront redevelops. The proposed mix of uses would meet that policy and the placement of buildings along Maine Avenue would reinforce that important corridor. The proposal to incorporate many new and rehabilitated piers and docking berths will support the ongoing use of the waterfront for sailing vessels.

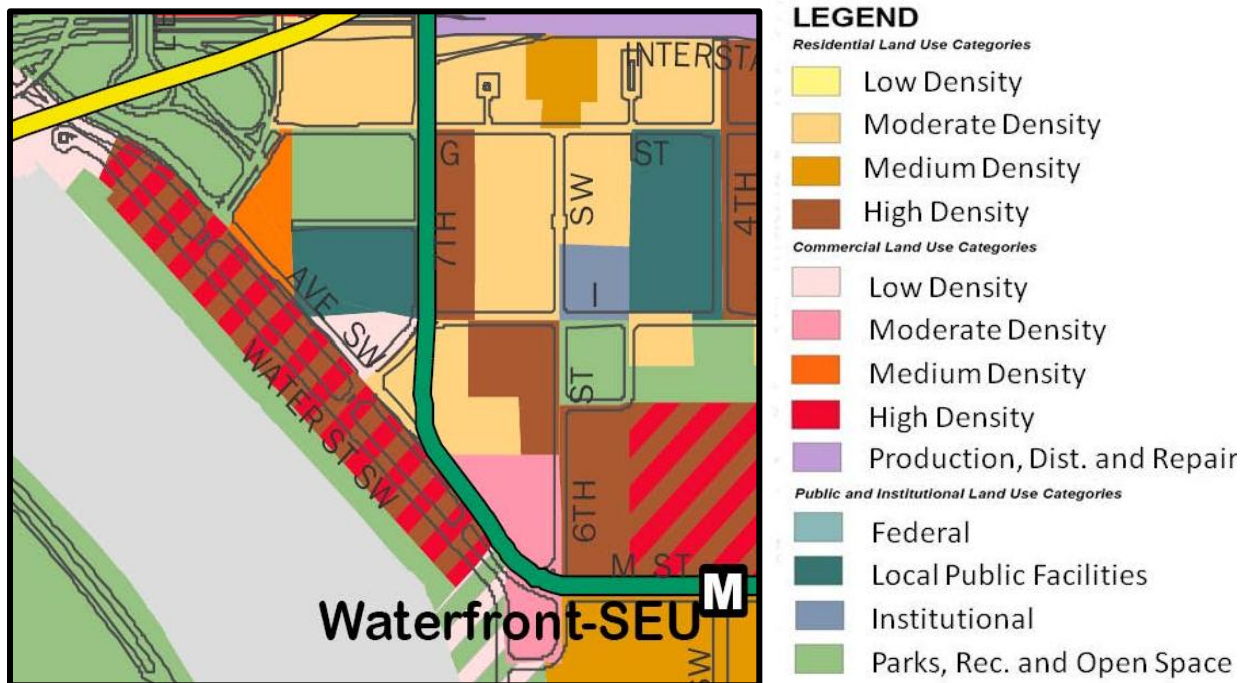
New developments in this area should provide amenities, such as parks and transportation and infrastructure improvements (Policy AW-1.1.4), and should provide significant pedestrian and multi-modal access along the shoreline (Policies AW-1.1.6 and .7). The design of the proposed wharf supports that policy direction. Policy AW-1.1.9 seeks the improvement of Maine Avenue as a “graciously landscaped urban [boulevard]...designed with generous pedestrian amenities, public transit improvements, landscaping, and ground floor uses that create a vibrant street

environment.” The proposed design, which would reserve 15 feet of the subject site to, in effect, widen the right-of-way, envisions an improved Maine Avenue with continuous parallel parking and improved pedestrian and bike facilities. Policy AW-1.2.2 encourages the siting of new civic gathering places and cultural attractions within the policy area. The proposal includes a number of plazas that could be sites for public gatherings, and one of the proposed uses is a music hall, a major new cultural attraction.

The proposed PUD also follows the more specific guidance of Southwest Waterfront policies. The development would preserve views and would include housing, commercial and cultural uses (Policy AW-2.1.1). The design also contemplates numerous public plazas, a major promenade, and public piers extending into the water (Policy AW-2.1.2), as well as major improvements to the pedestrian environment through widened sidewalks and trails, the elimination of Water Street, and removal of large surface parking lots. The proposed redesign of Maine Avenue should also increase the safety of pedestrians crossing that street (Policy AW-2.1.4). In summary, the proposal is consistent with the policies of the Lower Anacostia Waterfront / Near Southwest element of the Comprehensive Plan.

### **C. LAND USE MAPS**

The Comprehensive Plan’s Generalized Policy Map describes the subject site as a Land Use Change Area. Land Use Change Areas are anticipated to become “high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods (Comprehensive Plan, § 223.12). The Future Land Use Map (FLUM) indicates that most of the site is appropriate for high density residential and commercial mixed use. The FLUM also indicates that the waterfront itself should include recreational uses, and that the portion of the property south of M Street would be more appropriate for low to moderate density commercial and recreational uses.



**D. DEVELOPMENT PLAN & AWI VISION FOR THE SOUTHWEST WATERFRONT**

The Development Plan & Anacostia Waterfront Initiative Vision for the Southwest Waterfront (SWW Plan) is a small area plan adopted by the city council in 2003. Like any small area plan, it works together with and supplements the Comprehensive Plan. In most instances the SWW Plan gives more detailed direction and guidance than the Comprehensive Plan.

The SWW Plan has a number of guiding principles that form the basis of the Plan’s policies. The guiding principles include improving access to the waterfront – including the provision of a wide promenade, improving access to the water itself, enhancing connections to the existing neighborhood, and creating new public places and a neighborhood setting (SWW Plan, p. 2-1). More detailed recommendations include varied building heights, concentrating commercial uses near the north of the property, and having a strong mix of uses including a significant affordable housing component. The development proposed with this PUD would not be inconsistent with these broad themes.