

## MEMORANDUM

**TO:** District of Columbia Zoning Commission

**FROM:** <sup>JLS</sup> Jennifer Steingasser, Deputy Director, Development Review & Historic Preservation

**DATE:** January 23, 2017

**SUBJECT:** **Setdown Report for ZC Case #14-07B**, Second-Stage Planned Unit Development (PUD) for 1300 4<sup>th</sup> Street NE (Square 3587, Lots 830-832 and 7014-7023)

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### I. SUMMARY RECOMMENDATION

The Office of Planning (OP) recommends setdown of a Second-Stage PUD for property at Square 3587, Lots 830-832 and 7014-7023. The application is not requesting any modification from the originally approved Zoning Commission Order No. 14-07, which gave approval for a consolidated and first-stage PUD and a related zoning map amendment for Parcels 1290095, 1290096, and 1290077 from C-M-1 to C-3-C, as well as requesting approval of a second-stage application for development of this site.

OP will continue to work with the applicant to refine the proposal prior to a hearing and address the following, as well as any issues raised by the Commission at setdown:

- Refined streetscape improvements that conform to the draft Union Market Streetscape Guidelines;
- Revised building elevations, to include building canopies, that comply with the Union Market Streetscape Guidelines, as well as an enhanced ground floor elevation along the alley to the west of the proposed building;
- Confirmation of the proposed retail square footage;
- LEED and Green Area Ratio (GAR) calculations;
- Further information on the provision of affordable units, including floorplans, unit mix, location, and conformance with the affordable requirements triggered by the proposed penthouse habitable space;
- Additional bike parking in the building to meet the 48-71 bicycle parking space minimum identified in the First-Stage approval; and
- A color and materials board should be provided for review at the Public Hearing.

### II. APPLICATION IN BRIEF

GG Union LP and 1250 4th St (Edens), LLC and 4th St., NE, LLC (collectively, "Applicant"), has petitioned the Zoning Commission for a second-stage PUD for the development of property located at 1300 4<sup>th</sup> Street NE (Square 3587, Lots 830-832 & 7014-7023) as a mixed-use building.

The original first-stage application was approved prior to the adoption of ZR 16; therefore, the 1958 Zoning Regulations remain in effect for this second-stage application. The applicant requests the following flexibility from the Zoning Regulations:

- Court width and area, §§ 776.3 & 776.4;
- Rear yard, § 774.1; and
- Loading Service/Delivery Space (20-foot space), § 2201.1.

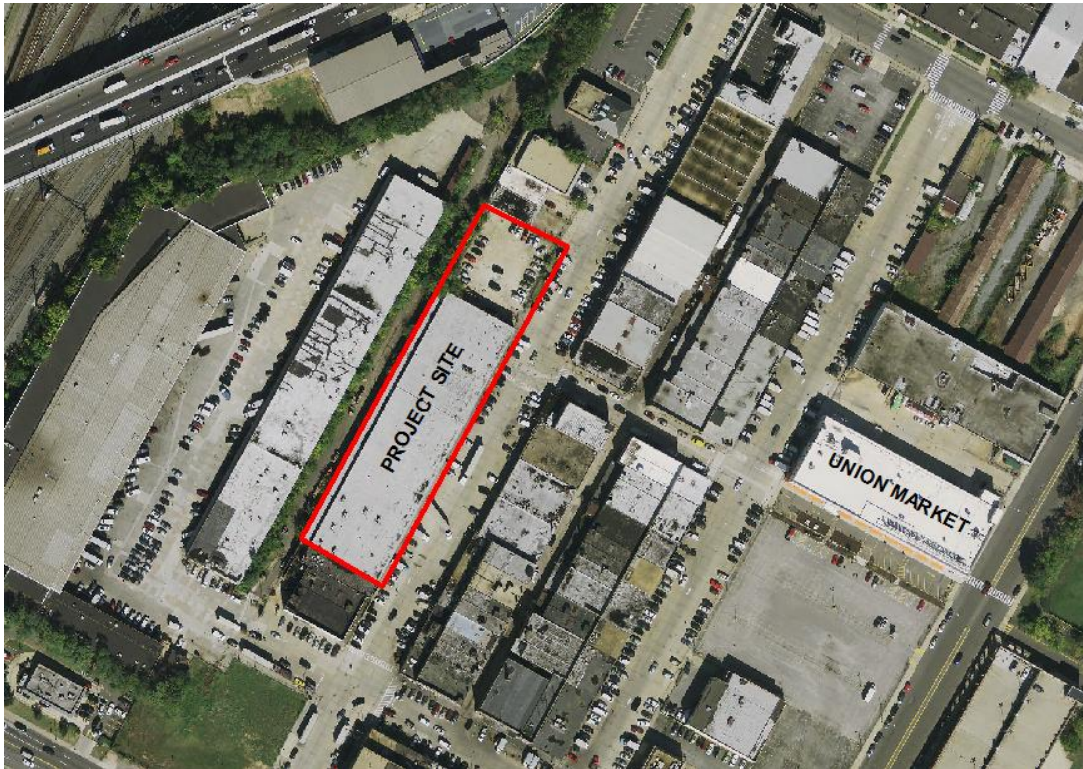
### **III. SITE AND AREA DESCRIPTION**

The project is located near the northwest corner of 4<sup>th</sup> Street and Morse Street in the Florida Avenue Market Area. Developed in 1929, the Florida Avenue Market consisted of warehouse buildings used for wholesale operations and retail functions, and played an important role in the area until the mid-1960s, when the market was dismantled and sold to various owners. The market is considered a historically and architecturally significant. At its November 3, 2016 meeting, the Historic Preservation Review Board voted to designate Union Market Terminal (parts of 1200 and 1300 blocks of 4th and 5th Streets and of the 400 and 500 blocks of Morse Street NE) as an historic district in the D.C. Inventory of Historic Sites and recommended forwarding the nomination to the National Register of Historic Places. Design guidelines for Union Market Terminal were contemplated as part of the Nomination but have not been finalized at this time.

The warehouses on the site, constructed in the 1950s, were the subject of the Consolidated PUD, and the warehouse facades would be incorporated in to the project on the South Parcel. The surface parking lot located at the north end of the site is the subject of this Second-Stage PUD. Through Zoning Commission Case 14-07, the Project Site was rezoned from C-M-1 to C-3-C. Surrounding properties also are zoned C-M-1.

Most of the warehouses continue to operate as production, distribution and warehouse uses. The property located south of the project is developed with two story structures, and the property located north of the project is a restaurant. To the east and west are additional warehouses that are actively used. Gallaudet University is located further east of the site. The project is located approximately 1/3 mile from the NoMa-Gallaudet Metro Station and is in close proximity to several bus lines along Florida Avenue.

The area has been the focus of many long range planning efforts, including the Florida Avenue Market Small Area Plan, the Ward 5 Industrial Land Transformation Study, and the NoMA Vision Plan and Development Strategy.



#### **IV. PROJECT DESCRIPTION**

The Applicant is proposing a mixed-use residential and retail building consistent with the First-Stage PUD. For the First-Stage PUD, the Commission approved a building with a FAR of approximately 2.32, or approximately 153,249 square feet of gross floor area, and a maximum height of 110 feet. The First-Stage approval included 165 (+/-20%) residential units, approximately 12,000 square feet of ground floor retail, and 80-200 underground parking spaces. The Order requested that the Applicant narrow the range of residential units and parking spaces in the Second-Stage application. The First-Stage approval also specified loading off the alley to the west and 48-71 bicycle parking spaces inside the building.

The Commission granted flexibility to the First-Stage PUD from the Inclusionary Zoning (“IZ”) requirements so that 20% of the First-Stage PUD’s IZ units could be located in the Consolidated PUD building. As required, the “relocated” units located in the Consolidated PUD would be reserved for households earning up to 50% of the area median income. Consistent with the Order, the balance of the First-Stage PUD’s IZ units would be located in the Second-Stage PUD building and would be reserved for households earning up to 80% of the AMI. The Applicant should provide additional information regarding the IZ units, including floor plans, unit size, and distribution within the building.

The Project would have a height of 110 feet (10 stories) plus penthouse that would rise an additional 20 feet above the roof (11.5 feet for habitable and 8.5 for mechanical). The Project would contain approximately 153,249 square feet of gross floor area, of which 141,249 gross square feet will be for residential use. The ground floor would include approximately 10,750 square feet of retail space 18-foot clear ceilings. The upper nine floors will contain 132-150

apartments (a range of studios to two-bedrooms), which is within the range approved in the First-Stage PUD.

The penthouse would contain building amenity space, as well as habitable space. The Applicant is proposing larger units in the penthouse with two or more bedrooms. The Applicant has proposed meeting the affordable housing requirement triggered by the penthouse habitable space in the building - (6,480 square feet of habitable space x 8% = 518.4 square feet).

The proposed parking and loading would be consistent with the First-Stage approval. Loading would be accessed from the alley to the west and the below grade parking would be entered via the alley and a ramp in the building on the Southern Parcel. The Applicant is proposing 100-130 spaces in three levels, which is consistent with the First-Stage PUD and DDOT's desire to provide an appropriate number of spaces. Bicycle parking would be located in a dedicated and secured room on the first below-grade parking level; this room would contain 37-50 bicycle parking spaces. The First-Stage approval contemplated 48 to 71 spaces and the Applicant should revise the proposal to reflect more closely the original range.

The primary retail emphasis would be focused on 4<sup>th</sup> Street. As part of the First-Stage approval, the Applicant agreed to improvements on 4<sup>th</sup> Street, Neal Place, and the alley to the west of the site. OP continues to develop the Union Market Streetscape Guidelines and provides the following guidance:

***Market Streets (4<sup>th</sup> Street NE)***

- 4<sup>th</sup>, 5<sup>th</sup>, and Morse streets are the core of the market with wholesale distribution businesses, loading areas, and concrete sidewalks and roadways that set these streets apart from typical right-of-ways found in the District. They are largely defined by historic market buildings, continuous building canopies, absence of street trees, and the feeling that you are walking through a bustling commercial area.
- Market Streets are intended to have few street trees. Applicants submitting proposals that front these streets must work with DDOT's Urban Forestry Administration to locate, plant, or pay for the planting of off-site street trees in order to ensure the same number of street trees that would otherwise be required in a standard streetscape are planted nearby.
- Building entrances at sidewalks must meet existing grade.
- Existing concrete streets and sidewalks should be preserved wherever possible.
- New hardscape will be primarily concrete with a 10x16 (TBD) scoring pattern.
- Drainage will be handled primarily with trench drains subject to private maintenance agreements.
- Tactile warning pavers or other approved treatments are required along the street-side edge of pedestrian sidewalks and flex zones.
- Applicants are encouraged to use a wide range of standard and nonstandard improvements and amenities in the flex zone, including decking, landscape area, café seating, and vending.
- Continuous building canopies that project over the sidewalk and maintain distance from grade are required.

***Pedestrian Focused Streets (Neal Place NE)***

- Neal Place, 3rd Street, and a section of Morse Street are all self-contained within the market and will carry low volumes of vehicular traffic. These smaller scaled streets will include pedestrian-oriented features and amenities like market sheds and street trees that define distinct areas within the market. Neal Place is also the primary east-west pedestrian connection through the market.
- Improvements shall include items such as lighting and public art emphasize the importance of the street as the primary east-west connection within the market.
- The flex zone allows for a wide range of standard and non-standard improvements and amenities that can include decking, landscape area, café seating, and vending.
- Street trees and other structures that provide shade are required on at least one side of each block.
- Sidewalk shall be concrete with 8x8 scoring.

While the proposed streetscape generally meets the Design Guidelines, the Applicant should ensure that the building canopy on 4th Street mirrors the depth and height of the historic market canopies at buildings adjacent to the subject property and should consider eliminating the canopy on Neal Place. The Applicant also should ensure that the tree spacing on 4<sup>th</sup> conforms to the Guidelines and should identify a location for off-site tree planting, if appropriate. Finally, the Applicant should consider possible treatments for Neal Place to highlight it as the east-west connection through the larger Union Market area. Further attention should be paid to the rear elevation at the alley. The design, as proposed, is a generally flat, dark, blank wall. While clerestory windows were introduced and the possibility of alley-fronting retail has been contemplated, the rear façade should be treated in such a way as to create an inviting and engaging façade. It is envisioned that the alley will serve bicycle and pedestrian traffic in addition to vehicular traffic.

The massing of the proposed building has changed since the First-Stage approval and fully fills the site, where the original design notched-out the northwest corner of the building. The new massing reflects a pinwheel shaped design with recessed courtyards to bring light in to the residential units. The residential mass will sit on top of the ground floor volume with the separation clearly-defined by the canopy feature. The Applicant has secured an easement from the adjacent property owner to prevent the windows on the north façade from being blocked.

	<b>First-Stage PUD</b>	<b>Proposed Building<sup>1</sup></b>
Number of Dwelling Units	132-198	132-150
Retail	12,000 SF	10,750 SF
Residential	141,249 SF	142,499 SF
Gross Floor Area	153,249 SF	153,294 SF
Lot Size	16,200 SF	16,200 SF
Lot Occupancy	100 percent	100 percent
Floor Area Ratio	2.32	2.32
Building Height	110 feet	110 feet (10 stories) and 20-foot Penthouse (11.5 feet habitable space and 8.5 feet

<sup>1</sup> The retail and residential square footage in the proposal are listed as 11,750 and 141,499 square feet, respectively in Exhibit 1E2, page 28, but the retail square footage is listed as 10,750 in the Applicant’s Statement, Exhibit 1.

		mechanical)
Off-Street Parking	80 - 200	100 - 130
Bicycle Parking	48 - 71	37 - 50

## V. SECOND-STAGE REVIEW CONDITIONS

The Zoning Commission approved the Consolidated and First-Stage PUD and a related map amendment from C-M-1 to C-3-C, subject to a number of conditions, only some of which are relevant to this application. Listed below are the relevant conditions and a review of how the subject application conforms to them.

### A. Project Development *First-Stage PUD Conditions*<sup>2</sup>

9. The North Parcel shall be developed in accordance with the architectural drawings submitted into the record on March 6, 2015 as Exhibits 31A1-31A2, as modified by the drawings submitted on March 26, 2015 as Exhibits 40A1-40A4 and the drawings submitted on April 9, 2015 as Exhibits 46D and 46E, and as modified by the guidelines, conditions, and standards herein (collectively, the "Plans") and the Commission's second-stage approval.

The North Parcel would be developed in accordance with the First-Stage approval.

10. The North Parcel shall include a mixed-use building containing approximately 12,000 square feet of retail use, approximately 165 residential units (+/-20%), and a parking garage containing approximately 80-200 parking spaces for both commercial parking and accessory parking for the Project, as shown on the Plans; provided that the Applicant shall narrow the range of residential units and parking spaces prior to submitting a second-stage application for the North Parcel building.

The Applicant is proposing 132-150 residential units with approximately 10,750 square feet of retail and 100-130 parking spaces. The proposal reflects a refinement and reduction in the ranges presented at the First-Stage approval and is in keeping with direction provided at that time to narrow the ranges.

11. The North Parcel shall be rezoned from the C-M-1 Zone District to the C-3-C Zone District. The change of zoning shall be effective upon the Commission's approval of second-stage PUD application for the North Parcel building and, pursuant to 11 DCMR § 3028.9, the recordation of the covenant discussed in Condition No. D.2.

The Second-Stage PUD application is the subject of this application

12. The PUD shall be constructed as two buildings on a single record lot pursuant to § 2517 of the Zoning Regulations. The combined density of the North Parcel building and the South Parcel building shall not exceed 8.0 FAR.

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<sup>2</sup> Several of these conditions concern the provision of public benefits that are to occur prior to the issuance of a Certificate of Occupancy or for the life of the project. These conditions are relevant because a second-stage application was timely filed.

The Applicant is proposing a FAR of 2.32 for the North Parcel, which in combination with the South Parcel's approved FAR of 5.68, would not exceed the maximum permitted FAR of 8.0 for the Project Site.

**B. Public Benefits**  
***First-Stage PUD Conditions***

17. Prior to the issuance of the C of O for the North Parcel building, the Applicant shall provide the Zoning Administrator with access to the Project's Green Building Certification, Inc. website to demonstrate evidence that the North Parcel building has achieved a minimum of 53 points. Within 12 months after the issuance of the C of O for the North Parcel building, the Applicant shall provide evidence that it has secured Silver Certification or higher from the U.S. Green Building Council under the LEED-2009 rating system.

The Applicant states that the project is designed to meet a minimum LEED score of 53 points. The Applicant should provide copies of the draft LEED score sheets to demonstrate how the 53 point minimum may be met.

18. Prior to the issuance of a C of O for the North Parcel Building, the Applicant shall provide evidence that it has designed the building to a minimum GAR of 0.22:

The Applicant states that the project is designed to meet a minimum GAR score of 0.22. The Applicant should provide the draft GAR calculations demonstrating compliance.

- a. The Commission approves a maximum residential gross floor area for the North Parcel Building of approximately 141,249 square feet. The North Parcel Building shall comply with the Inclusionary Zoning set-aside requirement presently stated at 11 DCMR § 2603 (that is, eight percent of the residential gross floor area of the North Parcel Building), less 2,260 square feet, which represents the "North Parcel Building's 50% AMI Component" that is being accounted for in the South Parcel Building. The actual affordable housing requirement associated with the North Parcel Building shall be determined and calculated based on the residential gross floor area for the North Parcel Building as approved in the second-stage PUD.

The Applicant should provide, prior to the public hearing, additional information regarding how the IZ requirements would be met.

19. The North Parcel building shall provide a minimum of 48-71 bicycle parking spaces within the building.

The Applicant has proposed a range of 37-50 bicycle spaces within the building and should augment the proposed bicycle parking to reflect the range identified in the First-Stage approval.

20. Prior to the issuance of the first C of O for the North Parcel building, the Applicant shall enter into a First Source Employment Agreement with the Department of Employment Services ("DOES") in the form submitted into the record to achieve the goal of utilizing District of Columbia residents



for at least 51% of the new construction jobs created by the project. (Ex. 31F.)

The Applicant has agreed to enter into a First Source Employment Agreement with DOES.

21. In accordance with the time frames set forth in the First Source Employment Agreement, the Applicant shall provide ANC 5D with notice of new job needs and job vacancies after providing DOES with notice of such opportunities under the First Source Employment Agreement. To the extent that the Applicant and DOES agree to develop skills or on-the-job training programs, the Applicant shall provide ANC 5D with notice of such training program. This requirement shall expire when the First Source Employment Agreement ends.

The Applicant has agreed to notify ANC 5D of employment opportunities and training programs.

**C. Traffic Mitigation**  
***First-Stage PUD Conditions***

2. For the life of the North Parcel building, the Applicant shall provide the following transportation demand management (“TDM”) measures:
  - a. Designate a TDM coordinator responsible for organizing and marketing the TDM plan;
  - b. Provide information and website links to commuterconnections.com, goDCgo.com, and other transportation services on developer and property management websites; and
  - c. Provide a transportation information screen within the North Parcel residential lobby.

The Applicant has agreed to provide the required TDM measures.

3. If requested by DDOT, the Applicant shall provide an additional Comprehensive Transportation Review (“CTR”) for the second-stage PUD application for the North Parcel that is consistent with the CTR analysis provided as Exhibit 24H of the record.

The Applicant has agreed to provide a CTR should it be requested by DDOT.

4. In connection with the second-stage PUD application, the Applicant shall provide a parking analysis of the proposed amount of parking in the North Parcel building.

The Applicant has agreed to provide a parking analysis, which should be submitted prior to the public hearing.

**VI. PUD EVALUATION STANDARDS**

The objectives of a PUD are to permit flexibility of development in return for the provision of superior public benefits, provided the PUD process is not used to circumvent the intent and purposes of the Zoning Regulations or result in an action inconsistent with the Comprehensive Plan. The overall PUD has been determined to be consistent with the objectives and evaluation standards of a PUD, as defined in 11 DCMR § 2400.



Second-stage PUD applications are reviewed for consistency with the first-stage PUD approval, the PUD process and the intent and purpose of the Zoning Regulations. The Commission, in approving the application, may attach conditions, guidelines and standards in support of its decision, as described in § 2408.6 of the Zoning Regulations.

## **VII. PUBLIC BENEFITS AND AMENITIES**

Public benefits are defined in § 2403.5 as “*superior features... 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... matter of right...*” Amenities are defined under § 2403.7 as including “*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.*”

The applicant proposes the following benefits and amenities for this second-stage PUD:

(a) *Urban design, architecture, landscaping, or creation or preservation of open spaces*

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 Project will have a superior design that will have a contemporary, unique identity that will be compatible with the surrounding existing and planned buildings. Furthermore, the Project will incorporate significant ground floor retail with high ceilings to activate the streetscape, and the Project will include public realm improvements, such as the reconnection of Neal Place, to further enhance pedestrian accessibility and the pedestrian experience. The architecture of the Project is an innovative approach to allowing more light deeper inside the building.

(b) *Site planning, and efficient and economical land utilization*

The Project will capitalize on the opportunity to create a new mixed-use building on an underutilized site in a transit-oriented location specifically targeted by the District for such uses. The Project and the neighborhood will benefit from the Project’s location near Metrorail and on Florida Avenue to provide a mix of retail uses and housing with the appropriate higher levels of height and density that the District has identified as goals for this neighborhood. The Project will efficiently use the land near a Metrorail station and in the Union Market District to provide appropriate residential and retail density.

(c) *Effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts*

The Project site is located in close proximity to a Metrorail station entrance, and it is close to many planned new residential, retail, service, and commercial offerings. Residents in the Project will be able to easily use public transit to and from work, and, with the construction of the Project and other projects nearby, they will be able to satisfy many of their retail and service needs within a short walk. All vehicular entrances and exits for the underground parking will be at the rear alley via the Consolidated PUD so that one point of entry will serve both buildings. The at-grade loading for the Project also will be via the rear alley. These locations for vehicle access will minimize potential pedestrian-automobile conflicts by funneling most traffic to the alley.

The Project will offer 37-50 bicycle parking spaces to facilitate the ease of use of bicycles. Access to the below-grade bicycle parking room will be via a designated pathway to facilitate ease of use. Furthermore, the Project is in close proximity to the Metropolitan Branch trail and multiple bike lanes, which will allow residents, visitors, and tenants to easily commute to and from the Project via bicycle.

The Project shall provide, at a minimum, the follow TDM measures:

1. Designate a TDM coordinator responsible for organizing and marketing the TDM plan;
2. Provide information and website links to [commuterconnections.com](http://commuterconnections.com), [goDCgo.com](http://goDCgo.com), and other transportation services on developer and property management websites
3. Provide a transportation information screen within the Project's residential lobby.

*(d) Historic preservation of private or public structures, places, or parks*

The Applicant is not proposing to preserve private or public structures, places, or parks as part of the project on the North Parcel.

*(e) Employment and training opportunities*

Consistent with the First-Stage PUD, the Applicant will enter into a First Source Agreement with the Department of Employment Services. The Applicant also will notify AND 5D of employment and training opportunities.

*(f) Housing and affordable housing*

The Project will create 132-150 new residential units in a neighborhood that lacks much housing but in a location where new housing is a considerable priority for the District. Furthermore, the Project will provide more affordable housing (in terms of depth of affordability) than required. As approved in the First-Stage PUD, eight percent (8%) of the Project's residential gross floor area, less 2260 square feet, shall be devoted to Inclusionary Zoning units reserved for families earning up to 80% of the AMI. The 2260 square feet of affordable housing is provided in the Consolidated PUD and reserved for families earning up to 50% of the AMI.

*(g) Social services/facilities*

The applicant has not identified a contribution to a social service or facility; however, the developer continues to work with Advisory Neighborhood Commission (ANC) 5D and the surrounding community to identify these needs. An updated benefits and amenities package would be provided prior to a public hearing.

*(h) Environmental benefits*

The Project will be designed and certified to meet at least LEED Silver requirements and will attain at least 53 points, which is greater than the minimum for LEED Silver. In addition, the Project will attain a green area ratio of at least 0.22, which is greater than the minimum required. The Project will include additional environmentally sustainable features such as a large (approximately 1000 square feet) dedicated bike storage room, landscaping, and other green features, such as a green roof with cistern tank, that will significantly increase the water retention on the site.

*(i) Uses of special value to the neighborhood or the District of Columbia as a whole*

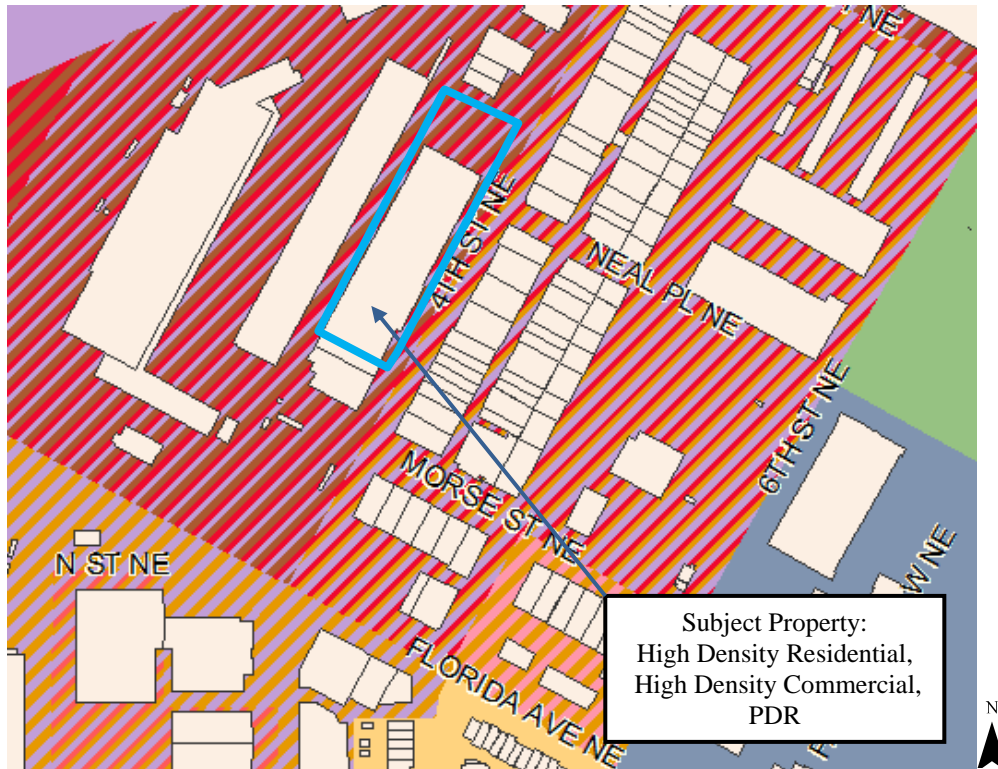
The Applicant is continuing to work with the ANC to develop additional benefits and amenities identified as needs within the community; details and analysis would be provided prior to a public hearing.

*(j) Other public benefits and project amenities*

No other public benefits and project amenities are being provided by this proposal.

**VIII. COMPREHENSIVE PLAN**

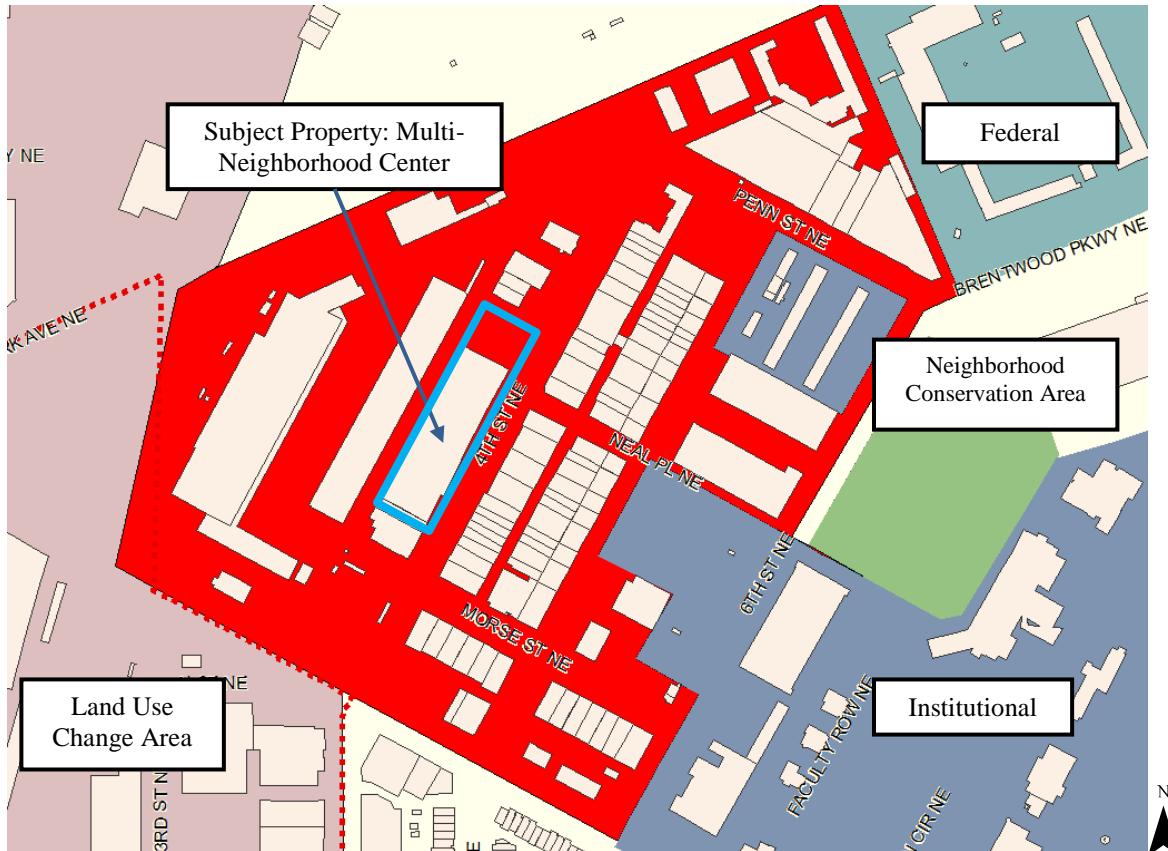
The **Future Land Use Map (FLUM)** shows this site as suitable for a mix of Production, Distribution and Repair (PDR), High Density Commercial and High Density Residential uses. PDR areas are those characterized by manufacturing, warehousing, wholesale and distribution centers, transportation services and food services, among other uses. High Density Commercial areas are characterized by office and mixed office/retail buildings greater than eight stories in height. High Density Residential areas are appropriate for apartment buildings of eight stories or more.



- LEGEND**
- Residential Land Use Categories*
- Low Density
  - Moderate Density
  - Medium Density
  - High Density
- Commercial Land Use Categories*
- Low Density
  - Moderate Density
  - Medium Density
  - High Density
  - Production, Dist. and Repair
- Public and Institutional Land Use Categories*
- Federal
  - Local Public Facilities
  - Institutional
  - Parks, Rec. and Open Space

### Future Land Use Map

The **Comprehensive Plan Generalized Policy Map** describes the entire Florida Avenue Market area, including the subject site, as a Multi-Neighborhood Center. Multi-Neighborhood Centers serve the day-to-day needs of residents and workers, but with a greater depth and variety than Neighborhood Centers. They have a service area of up to three miles and are generally found at major intersections or along transit routes. While their primary function is retail trade, Multi-Neighborhood Centers can include some office and mixed-use infill is encouraged.



### Comprehensive Plan Generalized Policy Map

The proposal is not inconsistent with the Land Use and Policy Map designations.

#### A. Florida Avenue Market Small Area Plan

The Project is in accordance with the Small Area Plan, adopted by Council on October 6, 2009. The Small Area Plan envisions Fourth Street as the commercial center of the Market, with wide streets to accommodate high volumes of traffic and wide sidewalks for ample pedestrian circulation. The Small Area Plan calls for the area to include a variety of building heights. The proposed project would provide a transition from the lower scale structures and uses of the Florida Avenue Market area to the higher density uses of NOMA. Significantly, the applicant has demonstrated compliance with the Small Area Plan with the extension of Neal Place, an important piece of the grid network. The provision of temporary green space would also further Plan objectives, providing green space until more permanent locations for park space can be developed in the area.

#### B. Ward 5 Industrial Land Transformation Study

The Ward 5 Works Industrial Land Study, completed this past summer, aims to preserve and achieve the best use for industrial properties, including the protection of the jobs associated with these uses, while reducing the negative impacts they have on surrounding properties. Understanding that they are a limited resource, the study aims to make industrially-zoned properties a positive resource that increases employment and higher wage earning jobs, preserves industrial uses with performance measures, and provides affordable locations for maker uses. OP has requested that the applicant identify how this development pays tribute the study.

This study encourages: the preservation of production uses; environmental stewardship and performance; workforce development; nuisance uses and buffering; long-term affordability of industrial space; development of new multi-tenant space; providing space for arts uses and makers; and the development of additional community amenities. The study is not Council-adopted; rather, it was requested by the Mayor and the Ward 5 Councilmember, and provides guidance on how industrially-zoned lands should be developed.

### **C. NOMA Vision Plan and Development Strategy**

The Florida Avenue Market, while technically outside the boundaries of the NOMA Vision Plan, was nevertheless addressed in that document. It recognizes the Market as a place whose function and character should be preserved. The NOMA Plan, however, goes on to state that the Market can be enhanced over time through the addition of complementary new uses. The NOMA Plan is not a Council-adopted policy document, but rather a guide for potential development in that vicinity.

The development proposal would particularly further the Land Use, Housing, Economic Development, Transportation, Historic Preservation, and Urban Design Citywide Elements, as well as the Upper Northeast Area Elements and policies:

#### **Land Use Element**

- *The city's aging building stock still requires refurbishment and replacement. The renewed popularity of city living generates the need for more housing and new amenities. 300.4*
- *Land use changes have the potential to make the city more vibrant, economically healthy, exciting, and even more environmentally sustainable than it is today. 300.5*
- *Infill and redevelopment will take place within the established business districts west of 5<sup>th</sup> Street NW, but a majority of the central city's future growth will be achieved through redevelopment of areas on its east side. 304.3*
- *Fully capitalizing on the investment made in Metrorail requires better use of the land around transit stations and along transit corridors. 306.2*
- *Looking forward, certain principles should be applied in the management of land around all of the District's neighborhood stations. These include:*
  - *A preference for mixed residential and commercial uses rather than single purpose uses, particularly a preference for housing above ground floor retail uses;*
  - *A preference for diverse housing types, including both market-rate and affordable units and housing for seniors and others with mobility impairments;*
  - *A priority on attractive, pedestrian-friendly design and a de-emphasis on auto-oriented uses and surface parking; 306.4*

**Policy LU-1.3.2: Development Around Metrorail Stations** *Concentrate redevelopment efforts on those Metrorail station areas which offer the greatest opportunities for infill development and growth, particularly stations in areas with weak market demand or with large amounts of vacant or poorly utilized land in the vicinity of the station entrance. Ensure that development above and around such stations emphasizes land uses and building forms which minimize the necessity of*

*automobile use and maximize transit ridership while reflecting the design capacity of each station and respecting the character and needs of the surrounding areas.*

The proposed mixed use development would provide housing in an area that where there are currently no housing options. It would capitalize on the site's proximity to several transit options, and would help to address the District's housing demand. Housing would help to enliven and transform this section of Florida Avenue. The Land Use Element recognizes the area around the NOMA-Gallaudet Metro Station as an area of future growth outside of the traditional downtown.

## **Housing Element**

***Policy H-1.1: Expanding Housing Supply*** *Expanding the housing supply is a key part of the District's vision to create successful neighborhoods.*

***Policy H-1.1.1: Private Sector Support*** *Encourage the private sector to provide new housing to meet the needs of present and future District residents at locations consistent with District land use policies and objectives.*

***Policy H-1.1.4: Mixed Use Development*** *Promote mixed use development, including housing, on commercially zoned land, particularly in neighborhood commercial centers, along Main Street mixed use corridors, and around appropriate Metrorail stations.*

***Policy H-1.2.1: Affordable Housing Production as a Civic Priority*** *Establish the production of housing for low and moderate income households as a major civic priority, to be supported through public programs that stimulate affordable housing production and rehabilitation throughout the city.*

The development proposes to add 132-150 residential units along a mixed use corridor consistent with the policies of the Housing Element. This development will comply with Inclusionary Zoning requirements.

## **Economic Development Element**

***Policy ED-2.2.3: Neighborhood Shopping*** *Create additional shopping opportunities in Washington's neighborhood commercial districts to better meet the demand for basic goods and services. Reuse of vacant buildings in these districts should be encouraged, along with appropriately-scaled retail infill development on vacant and underutilized sites. Promote the creation of locally-owned, non-chain establishments because of their role in creating unique shopping experiences.*

***Policy ED-2.2.5: Business Mix*** *Reinforce existing and encourage new retail districts by attracting a mix of nationally-recognized chains as well as locally-based chains and smaller specialty stores to the city's shopping districts.*

The proposed infill development is located on a vacant and underutilized site. The proposal would include ground-floor retail which could help the Florida Avenue Market area to better meet the demand for basic goods and services and reinforce the emerging retail district. The Applicant should consider the inclusion of maker space in the ground floor retail provided as part of the proposed project.

## **Transportation Element**



**Policy T-2.4.B: Sidewalks** *Install sidewalks on streets throughout the District to improve pedestrian safety, access and connectivity. Continue to monitor the sidewalk network for needed improvements. Consult with ANCs and community organizations as plans for sidewalk construction are developed. All sidewalks shall be constructed in conformance with the American with Disabilities Act Accessibility Guidelines.*

**Policy T-2.4.C: Innovative Technologies for Pedestrian Movement** *Explore the use of innovative technology to improve pedestrian movement, such as personal transportation systems and enhanced sidewalk materials.*

The proposed project would be providing a significantly enhanced streetscape that includes landscape planters and pedestrian amenities. The curbsless street feature is a deaf space design principle in that it creates a wide visual field that promotes visual forms of communication and safety.

### **Urban Design**

**Policy UD-2.2.5: Creating Attractive Facades** *Create visual interest through well-designed building facades, storefront windows, and attractive signage and lighting. Avoid monolithic or box-like building forms, or long blank walls which detract from the human quality of the street...*

**Policy UD-3.1.1: Improving Streetscape Design** *Improve the appearance and identity of the District's streets through the design of street lights, paved surfaces, landscaped areas, bus shelters, street furniture", and adjacent building facades.*

**Policy UD-3.1.7: Improving the Street Environment** *Create attractive and interesting commercial streetscapes by promoting ground level retail and desirable street activities, making walking more comfortable and convenient, ensuring that sidewalks are wide enough to accommodate pedestrian traffic, minimizing curb cuts and driveways, and avoiding windowless facades and gaps in the street wall.*

The streetscape would be improved to accommodate multimodal activities, while providing amenities for pedestrians that include street furniture. The streetscape would be improved significantly from its current state, although the final design requires additional DDOT review.

### **Upper Northeast Area Element**

**Policy UNE-2.1.2: Capital City Market** *Redevelop the Capital City Market into a regional destination that may include residential, dining, entertainment, office, hotel, and wholesale food uses. The Wholesale market and the adjacent DC Farmers Market are important but undervalued amenities that should be preserved, upgraded, and more effectively marketed.*

**Action UNE-2.1.B Capital City Market** *Develop and implement plans for the revitalization and development of the Capital City Market into a mixed use residential and commercial destination. Redevelopment plans for the site shall be achieved through a collaborative process that involves the landowners and tenants, the project developers, the District government, and the community.*

The proposed development will further those policies and contribute to the area's transformation into a regional destination that would include housing and retail uses.

## **IX. COMMUNITY COMMENTS**

ANC 5D voted 5-0-1 at its regularly schedule December 13, 2016 meeting to support this project.

**X. AGENCY COMMENTS AND REFERRALS**

If the Commission sets down the subject application, it will be referred by the Office of Planning to the following District agencies for review and comment:

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

JS/emv