

## **MEMORANDUM**

**TO:** District of Columbia Zoning Commission  
*JLS*  
**FROM:** Jennifer Steingasser, Deputy Director Development Review & Historic Preservation  
**DATE:** March 4, 2016  
**SUBJECT:** **Setdown Report for ZC #16-02**, Consolidated Planned Unit Development (PUD), DC Stadium LLC (Square 603S, Lot 800; Square 605, Lots 7 and 802; Square 607, Lot 13; Square 661, part of Lots 804 and 805; and Square 665, Lot 25)

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### **I. BACKGROUND**

On December 30, 2014, the DC Council formally approved the District of Columbia Soccer Stadium Development Act of 2014, which would allow for construction of a new soccer stadium on the specified site in the Buzzard Point area of Ward 6 through a public-private partnership. Development of a new soccer stadium at Buzzard Point would serve to accelerate redevelopment, promote economic development in the Buzzard Point and Capitol Riverfront neighborhoods, and enhance economic vitality in the District.

On June 30, 2015, the DC Council approved the Amended and Restated Development Agreement with DC United and the Amended and Restated Ground Lease and Purchase and Sale Agreement with Rollingwood Real Estate, LLC (Mark Ein), Super Salvage, Inc. (Super Salvage), and Potomac Electric Power Company (Pepco). On September 30, 2015, the District filed for eminent domain to acquire site control at Buzzard Point in preparation for construction of the soccer stadium. Council approved the closing of portions of Potomac Avenue, 1<sup>st</sup> Street, R Street and S Street SE in July, 2015.

The legislation calls for DC United (the Major League Soccer Franchise) to develop and operate a new state-of-the-art, LEED certified soccer stadium at Buzzard Point. The District will act as the horizontal developer and assume the cost of land acquisition and infrastructure, while DC United will construct the stadium, which is the subject of the consolidated PUD (ZC #16-02) in this setdown report. Infrastructure improvements were initiated by the District in 2016 with utility relocation to be completed by September 20, 2016 and the balance (paving, streetscape, signage, bioretention, etc.) to be completed prior to the beginning of the 2018 Major League Soccer season in 2018. Once completed, the District will own the structure. DC United will also develop property adjacent to the stadium ("ancillary development"), which is not part of the subject PUD application.

### **II. RECOMMENDATION**

The Office of Planning (OP) recommends that the Zoning Commission setdown for public hearing the PUD requested by DC Stadium, LLC (the "Applicant") to permit development of a 19,000 seat professional soccer stadium. The proposed development at Square 603S, Lot 800;

Square 605, Lots 7 and 802; Square 607, Lot 13; Square 661, part of Lots 804 and 805; and Square 665, Lot 25 and associated closed portions of Potomac Avenue, and 1<sup>st</sup>, S, and R Streets SW would replace the existing parking, Pepco, and Super Salvage uses. The development would include approximately 331,155 gross square feet of development, or 0.8 Floor Area Ratio (FAR).

The proposal conforms to the Comprehensive Plan's objectives for the Lower Anacostia Waterfront-Near Southwest Area and would advance key Land Use and Economic Development goals by allowing for the redevelopment of obsolete and underutilized industrial sites and revitalizing the Buzzard Point neighborhood. The Property is designated for High Density Residential and Commercial Use on the Future Land Use Map, and the Generalized Policy Map locates the site within an area designated for change.

While the Applicant's submission establishes the stadium design, circulation, and consistency with the Comprehensive Plan and Title 11, Chapter 2, there are areas, including activation of the stadium and plaza on non-game days, preservation of key north-south connections to ensure the stadium does not bisect the Buzzard Point neighborhood, and the fan experience, which require additional resolution prior to a public hearing. Setting down the subject application, will allow the applicant to address any issues or requests for additional information identified by District agencies and the Zoning Commission so that a more full and complete discussion of the project can take place at a public hearing.

Refinement of the proposal and more detailed analysis by the Office of Planning is anticipated prior to the public hearing. OP will continue to work with the Applicant to ensure that the necessary information is provided to the Commission, and to coordinate with other District agencies. Areas where OP has identified a need for additional information include:

- *Revised plans that address internal inconsistencies; contain labels, legends and dimensions;*
- *Description of how the PUD addresses the Vision Framework goals for activation at the pedestrian level (2<sup>nd</sup> Street and 1<sup>st</sup> Street connection) and connection to the waterfront (S Street and east elevation);*
- *Revised circulation plan, including short and long-term considerations for South Capitol Street Bridge construction;*
- *Detailed parking information, including agreements for off-site parking spaces, as well as parking considerations for team members, staff, and officials;*
- *A Comprehensive Transportation Review (CTR) as developed in coordination with the District Department of Transportation (DDOT);*
- *Stormwater management plans and Green Area Ratio (GAR) calculations as developed in coordination with the Department of Energy and Environment (DOEE);*
- *Refinement of the materials, including the provision of color and materials board;*
- *Signage plan with detailed information regarding size, placement, color, and illumination; any proposed advertising opportunities; and information regarding the scoreboard and any other proposed screens, tickers, or information boards;*
- *Additional detail regarding the environmental benefits; and*
- *Fan experience, including game day and non-game day programming of plaza and ancillary development space.*

### III. SITE AND SURROUNDING AREA

The stadium and ancillary development site is roughly bounded by 2<sup>nd</sup> Street SW, T Street SW, Half Street SW, Potomac Avenue SW, and R Street SW. The specific site chosen for the soccer stadium is within an area encompassing Square 603S, Lot 800; Square 605, Lots 7 and 802; Square 607, Lot 13; Square 661, part of Lots 804 and 805; and Square 665, Lot 25. DC Act 21-144 to close portions of Potomac Avenue and 1<sup>st</sup>, R, and S Streets SW was approved by DC Council and signed into law by the Mayor on July 31, 2015. The stadium site is shown as “A” on the map below; the ancillary development would be on site “B” and is not part of this PUD application.

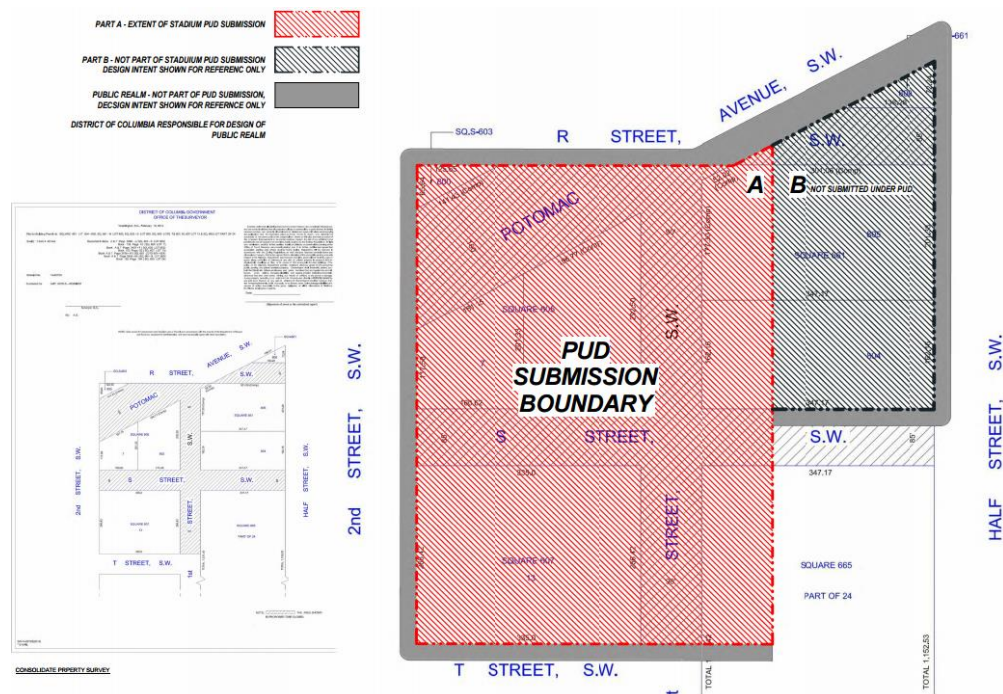
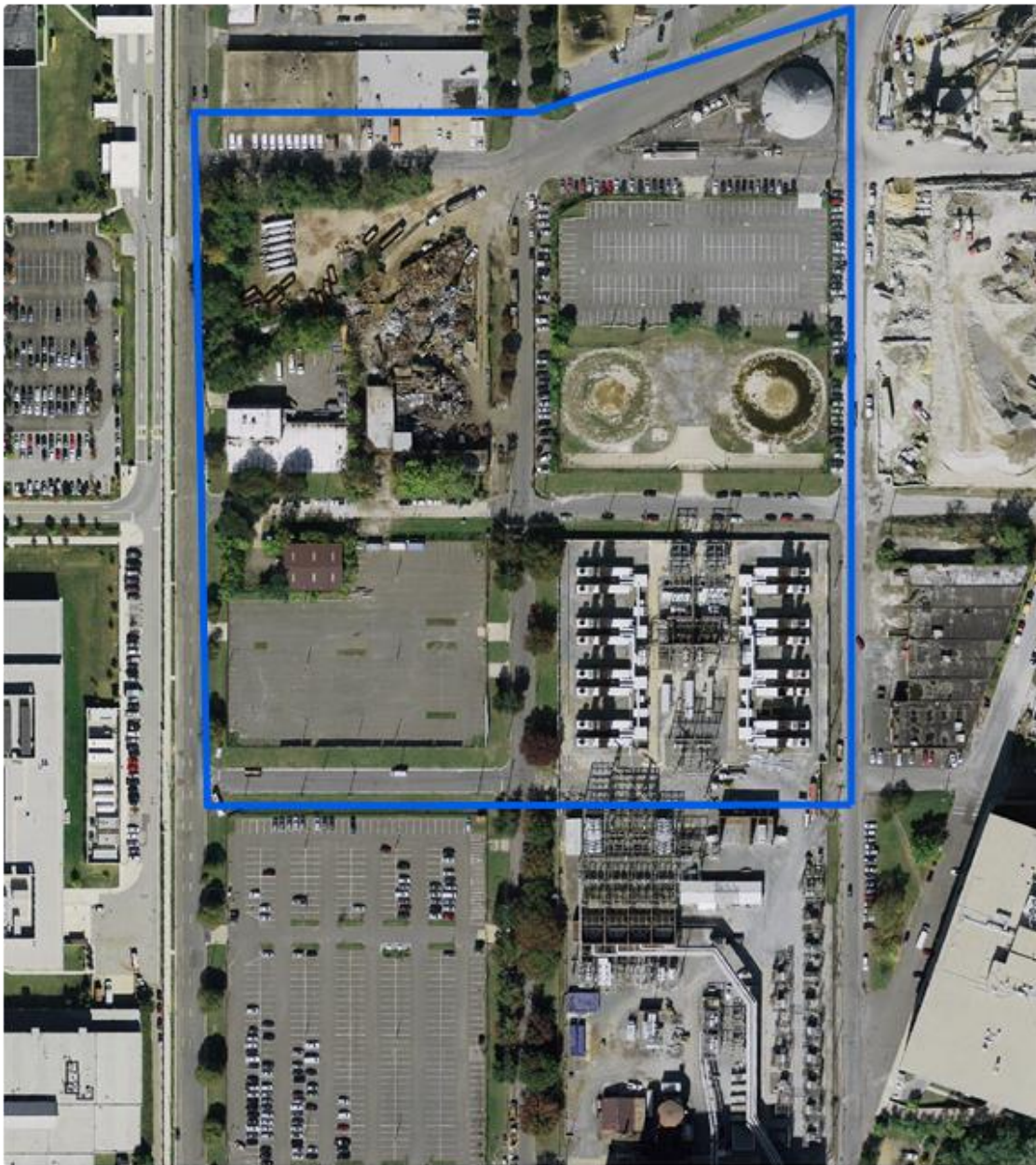


Figure 1: Consolidated Property and Street Closing, provided by Applicant

Directly to the west of the site is Fort McNair. To the north is the location for the Pepco Waterfront Substation, which is currently under construction. To the southeast is additional property owned by Pepco. To the southwest is Fort McNair and privately owned property in the Capitol Gateway (CG)/Commercial-Residential (CR) zone.

The site is within the area evaluated through the Buzzard Point Vision Framework Process – a District-led initiative intended to develop a vision for how new development within Buzzard Point could unfold to create a cohesive and connected neighborhood, discussed in more detail in Section V of this report. The site and associated soccer stadium also were assessed as part of the District Department of Transportation’s (DDOTs) M Street Southeast-Southwest Special Events Study, which evaluated the transportation networks ability to support the soccer stadium and other existing and planned developments, as well as strategies to improve traffic conditions and to mitigate the impact of event traffic.





**Figure 2: Aerial Photo. Approximate bounds of PUD and Ancillary Development site shown in blue**

The soccer stadium site is approximately 8.7 acres in size (380,507.92 square feet), including the closed portions of streets. The ancillary development parcel is 2.5 acres in size (110,433 square feet). The site slopes up from its southeast to northwest corner by approximately 10 feet. The area currently contains predominantly low-density warehouse and light industrial uses, established when the property was zoned M (industrial) and CM (commercial / light industrial). The current CG/CR zoning permits high density commercial, residential, or mixed use development, although the CG Overlay permits the retention, but not the extension, of pre-existing industrial uses that no longer conform for use.

While the stadium will be a regional draw, it is worth noting that the scale (19,000 seats) is such that it is intended to fit into the fabric of the emerging Buzzard Point neighborhood.

#### **IV. COMPREHENSIVE PLAN AND PUBLIC POLICIES**

The proposed PUD must not be inconsistent with the Comprehensive Plan and with adopted public policies (§ 2403.4). The use and density are not inconsistent with the Future Land Use and Generalized Policy Maps and would further objectives of the Land Use, Economic Development, and Lower Anacostia Waterfront-Near Southwest Area elements and their related policies. See Appendix 1 for a detailed analysis of the relevant Comprehensive Plan provisions.

#### **V. BUZZARD POINT VISION FRAMEWORK AND IMPLEMENTATION PLAN**

The Vision Framework and Implementation Plan was initiated by the Office of Planning, in conjunction with DDOT and the Deputy Mayor for Planning and Economic Development (DMPED) in 2013. It involved extensive discussions with landowners and other stakeholders in the area, including DC United, but was not intended to be a small area plan adopted by Council. A draft copy of the plan is available on the Office of Planning website at

<http://planning.dc.gov/publication/buzzard-point-vision-framework-and-implementation-plan>; a summary is attached as Appendix 2.

The Vision Plan is intended to inform and guide public and private development decisions for the next 10 to 15 years to fulfill the long-planned growth of Buzzard Point to ensure that revitalization is consistent with the aspirations and needs of nearby residents and the city as a whole. The urban design concept established in the Vision Framework and Implementation Plan is for a vibrant mixed-use neighborhood, consistent with existing Comprehensive Plan direction and zoning. Specifically, the document outlines design parameters for the stadium<sup>2</sup>, which include the following:

- Design the stadium as a primary civic feature that reflects the identity, atmosphere, and history of Buzzard Point;
- Focus the stadium externally so that it relates to adjacent streets with a sense of engagement and activation;
- While the treatment does not need to be equivalent, ensure a street-level presence on all sides of the stadium; avoid dead zones or the appearance of a ‘back’ side of the stadium;
- Support and enhance the daily experience of Buzzard Point through the visual exposure, porosity and openness of the stadium;
- Provide an exciting nighttime presence that complements adjacent development;
- Ensure that the plaza is human-scaled, supports flexible use by diverse groups at varying times, and addresses fixed, interim, and temporary activities;
- Achieve site porosity to allow for intuitive, animated pedestrian connectivity through the ground floor space of the ancillary development to encourage pedestrian access to the plaza from adjacent streets, especially Half Street and S Street;
- Locate service access away from the plaza and toward the south end of the stadium (via T Street, if practicable).

The Stadium, as proposed, would serve as a primary civic feature in the Buzzard Point neighborhood and could serve as a catalyst for new development in the area. There are, however, elements of the stadium design that require further study and attention in order to more fully meet the goals of the Vision Framework, specifically to ensure that the stadium is designed externally, so it does not turn its back on 2<sup>nd</sup> Street and the 1<sup>st</sup> Street connection, and provides an

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<sup>2</sup> <http://planning.dc.gov/publication/buzzard-point-vision-framework-and-implementation-plan>, page 68.

animated experience at the street level. For example, OP has discussed with the applicant whether the 2<sup>nd</sup> Street elevation could be activated with stadium amenities such as bike parking, bike valet, and other gathering and seating opportunities. The Anacostia Riverwalk Trail will be located on 2<sup>nd</sup> Street, as it can not continue along the water around Buzzard Point at Ft. McNair. Given this, it would be logical to locate bike facilities for the stadium on 2<sup>nd</sup> Street, providing easy access for fans and maintaining the 1<sup>st</sup> Street connection for pedestrians.

Furthermore, the eastern elevation of the Stadium at the proposed 1<sup>st</sup> Street pedestrian walkway could better provide meaningful connections to the surrounding Buzzard Point neighborhood and create a porous, open façade. The east elevation, at the ground floor, should be designed to foster a more animated pedestrian experience. In particular, the area adjacent to the Pepco facilities at the southeast corner of the site could be inhospitable to pedestrians.

OP has also advised the Applicant that they should define the proposed programming and use of the plaza space on both game and non-game days and in the short- and long-term.

The Vision Framework recommends locating service access at the south end of the stadium (off T Street, if practicable); however, the loading facilities are proposed to be located at the terminus of S Street, which creates a large blank wall and does not effectively terminate the key vista along S Street from the water to the stadium.

## VI. ZONING

### *Property*

Standard	CG/C-R	CG/C-R/PUD	Proposed <sup>3</sup>	Flexibility
Min. Area for PUD	N/A	15,000 sq. ft.	8.7 ac. (380,507.92 sq. ft.)	Complies
Height	90 ft.	110 ft. maximum	98 ft.	Complies
FAR	3.0	4.0 maximum	0.8	Complies
Lot Occupancy	100%	100% maximum	50.8%	Complies
Open Space	10% of lot area	10% of lot area	7%	<b>Requested</b>
Rear Yard	None	None required	None	Complies
Side Yard	None required; if provided, then 3 in./ft. of height and not less than 8 ft.	None required; if provided, then 3 in./ft. of height and not less than 8 ft.	None	Complies
Closed Court	None required; if provided, then 2.5 in./ft. of court height and not less than 12 ft.	None required; if provided, then 2.5 in./ft. of court height and not less than 12 ft.	None	Complies
Open Court	None required; if provided, then 2.5 in./ft. of court height and not less than 6 ft.	None required; if provided, then 2.5 in./ft. of court height and not less than 6 ft.	None	Complies
Parking	1 space for every 10 seats for the first 10,000 seats plus 1 space per 20 seats beyond that	1 space for every 10 seats for the first 10,000 seats plus 1 space per 20 seats beyond that	0 spaces	<b>Requested</b>
Bicycle Parking	0	0	83 spaces 150 valet spaces	Complies

<sup>3</sup> See the Applicant's Zoning Data Summary, January 19, 2016, Exhibit 1A1, Sheet 1.01.

Standard	CG/C-R	CG/C-R/PUD	Proposed <sup>3</sup>	Flexibility Requested
Loading	1 30 ft. berth 1 55 ft. berth; 1 100 sq. ft. platform; 1 200 sq. ft. platform; 1 20 ft. delivery space	1 30 ft. berth 1 55 ft. berth; 1 100 sq. ft. platform; 1 200 sq. ft. platform; 1 20 ft. delivery space	1 55 ft. berth 1 250 sq. ft. platform 1 71 ft. x 152 ft. service and delivery space	
GAR	0.2	0.2	0.23	Complies

### ***Flexibility***

The Applicant has requested flexibility from the strict application of the following provisions of the Zoning Regulations.<sup>4</sup>

- Use (§ 618) – All uses not specifically permitted or prohibited shall be permitted by Special Exception.
- Parking (§ 2101.1) – To provide no parking spaces on site in lieu of the required 1,450 parking spaces.
- Loading (§ 2201.1) – To provide one 55 foot loading berth and one 250 square foot loading platform in lieu of the required 30 and 55 foot loading berths and 100 and 200 square foot loading platforms.
- Public Space (§ 633.1) – To provide seven percent in lieu of the required ten percent of public space at the ground level.

## **VII. PUD EVALUATION STANDARDS**

The purpose and standards for PUDs are outlined in 11 DCMR, Chapter 24. Section 2400.1 and 2400.2 state that, “[t]he PUD process is designed to encourage high quality developments that provide public benefits....The overall goal is to permit flexibility of development and other incentives, such as increased building height and density; provided, that the project offers a commendable number or quality of public benefits and that it protects and advances the public health, safety, welfare, and convenience.” The Applicant has requested various flexibilities detailed above and also offers several public benefits and amenities.

Per § 2403.3 PUD Evaluation Standards, the PUD regulations state that “[t]he 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.”

Sections 2403.5 through 2403.13 of the Zoning Regulations state the definition and evaluation standards of public benefits and project amenities. Public benefits are tangible, quantifiable superior features of a proposed PUD that benefit the surrounding neighborhood or public in general to a significantly greater extent than would likely result from a by right project. A project amenity is a type of public benefit that is a functional or aesthetic feature of a development that adds to the attractiveness, convenience or comfort of the occupants and immediate neighbors.

<sup>4</sup> See Applicant’s Statement in Support, January 19, 2016, Exhibit 1, Pages 12 – 14.

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.” 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 the typical development of the type proposed...” (§2403.12).

While the proposed stadium development is within the building envelope permitted as a matter-of-right (conforming to permitted height, density, lot occupancy, and setback requirements), the Applicant has offered the following amenities and benefits.

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

The Applicant is proposing a contemporary design for the soccer stadium that features modern materials including metal panel, metal mesh, glass, concrete, painted steel, and glass fiber reinforced concrete (GFRC) panel.<sup>5</sup> The Stadium would consist of a seating bowl with two canopies along the east and west sides surrounding an uncovered field. Stadium operations and auxiliary functions, including office and media space, would be behind or under the seating bowl in secondary structures. Covered suites would be embedded in the seating bowl. An upper and lower concourse would provide circulation and access to restroom facilities and concessions. Flexibility regarding the siting of the stadium and service functions is very constrained on this relatively small site. The applicant was responsive to OP, particularly Historic Preservation, requests to site the stadium bowl such that the canopy, as the defining feature of this civic building, is visible within the Potomac Avenue viewshed.

*Stadium Entry and East Elevation*

The stadium would be sited with the main entrance at the northeast corner, as the Applicant anticipates that most fans would walk along Potomac Avenue from the east to access the stadium. Fans would enter the stadium via a plaza that would parallel Potomac Avenue. The plaza, located east of the entrance, is not part of this application but would provide space for queuing and gathering area for fans waiting to enter the Stadium.

The main entrance would be the largest with 18 gates, and it would be the most visually prominent. From the main entrance, visitors could view the field at ground level, an exciting feature not normally found in sport stadiums. Moving clockwise around the stadium, adjacent to the main gate would be the premium guest entry.<sup>6</sup> To the southeast of the main gate and above the premium entry would be a key feature of the stadium – the main circulation structure – that would define the corner of the stadium, as viewed down Potomac Avenue. The structure would contain stairs and escalators providing access to the upper seating bowl and would be open to the plaza on its east side. The first level platform would serve as a gathering space and could be used for performances that would be visible from the plaza. The sides of the structure would be covered in a porous metal screen that would have varying levels of opacity.<sup>7</sup>

At the ground level, south of the premium entry, would be the ticket windows.<sup>8</sup> Continuing along the east façade, would be an entry door for ticketing and food service staff, pedestrian

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<sup>5</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibits 1A7 through 1A9.

<sup>6</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A8, Sheet 1.57.

<sup>7</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A8, Sheet 1.54, Exhibit 1A5, Sheets 1.28-1.29.

<sup>8</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A8, Sheet 1.56, Exhibit 1A5, Sheet 1.29.



(door) and vehicular access (rolling gate) for the loading dock, and an entry door for stadium operations staff.<sup>9</sup> The eastern portion of the stadium would accommodate the majority of the seating, in addition to many back of house functions. The seating would rise three levels above the field with suites between the first and second outdoor seating levels.<sup>10</sup> The seating bowls would extend approximately 108 feet in depth and would rise to a height of 74 feet. The canopy above the eastern concourse would measure approximately 98.06 feet in height.

### *1<sup>st</sup> Street*

The Pepco easement would run, unobstructed as required, beneath the eastern seating concourse and would be accessible via two 24-foot gates in the stadium perimeter fence at the north and south ends of the stadium. On the exterior of the stadium, an approximately 25-foot wide pedestrian connection would run north-south through the site and would take the place of 1<sup>st</sup> Street SW. The Applicant has proposed a small landscaped area at the southeast corner of the site, adjacent to the Pepco facility. The triangular “park” area would be opposite the southern access to the Pepco easement area and would provide a focal terminus for the 1<sup>st</sup> Street pedestrian connection.<sup>11</sup>

### *South Elevation*

The south side of the Stadium would feature a two-story building, south of the seating bowl, that would front on T Street SW. The building would be clad in vision and spandrel glass. The building had been shown with shop window projections that provided visual interest and relief along the T Street elevation, which appear to have been eliminated. The building would contain a retail space at the southwest corner and leasable office space on the remainder of the first floor, as well as office space for DC United on the second floor. An event staff, press, and game official entry gate would be located at the southeast corner and a second fan entry gate would be located at the southwest corner, along with outdoor seating and team operation space. The southern seating bowl would be uncovered and would measure approximately 75 feet in height. Inside the stadium, the ground floor would feature concessions, restrooms, and stadium operations. Player locker rooms would be below grade with the tunnel to enter the field located at the southern end of the field behind the goal.<sup>12</sup>

### *West Elevation*

The west façade of the stadium is characterized by a decorative “mural fence” consisting of punched zinc panels.<sup>13</sup> The depth of the seating bowl on the west side would be less than other areas of the stadium and would contain suites with outdoor seating extending above to a height of approximately 82.7 feet. A concourse for north-south circulation and other accessory space would be located below the western seating bowl.<sup>14</sup>

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<sup>9</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A3, Sheet 1.15, Exhibit 1A5, Sheet 1.29.

<sup>10</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A3, Sheet 1.17, Exhibit 1A5-A6, Sheets 1.31-1.33.

<sup>11</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A8, Sheets 1.58-1.59.

<sup>12</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A8, Sheets 1.60-1.65, Exhibit 1A6, Sheets 1.36-1.37.

<sup>13</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A9, Sheet 1.76.

<sup>14</sup> See Applicant’s Architectural Plans, January 19, 2016, Exhibit 1A6, Sheets 1.37-1.38.

### *North Elevation*

The northwest corner of the stadium would feature a secondary fan entry point.<sup>15</sup> The DC United team store would be located in a one-story structure, separated from the stadium, fronting on R Street.<sup>16</sup> Similar to the office component at the south end of the site, the team store would be clad in glass panels. The north side of the stadium would include outdoor seats (approximately 79.5 feet in height) and indoor suites and the northeast corner would feature suites with some outdoor seating below the suites. The main scoreboard would rise above the northern seating bowl and would have a height of approximately 89 feet.<sup>17</sup> The north end of the stadium would include club space for premium ticketholders, an east-west circulation concourse, and concessions and restrooms below the northern seating bowl. The entry gates for Pepco access for the easement would be at the northeast end of the stadium, accessible from Potomac Avenue and R Street. The access gates for the easement would remain closed unless Pepco needs access.

Four sports lighting towers would rise above the bowl at the four corners of the Stadium. The light standards would be approximately 98.06 feet tall. The Applicant has indicated that the light standards would be wrapped with a banner material that could contain team signage.

There are internal inconsistencies in the plan submittal that need to be resolved prior to public hearing, such as the stadium canopy color and proposed canopy signage. Furthermore, the submittal must include more detailed plans with accurate legends, labels, and dimensions. The More detailed information regarding the treatment of the seating elements, as the underside of the seating would be highly visible from the exterior of the stadium, and a signage plan that addresses proposed signage and sponsorship opportunities, including details for the scoreboard(s), television monitors, light standards, and canopies are both needed prior to the hearing. The Applicant will provide a color and materials board, as well as material samples.

The Applicant should provide additional information regarding any rooftop mechanical equipment proposed for the team store, office and retail building and other structures.

As noted previously, OP has recommended that the Applicant continue to examine the 2<sup>nd</sup> Street elevation, to activate the street level façade with uses such as bike parking and bike valet. Similarly, the Applicant should revisit the 1<sup>st</sup> Street pedestrian connection and ensure that the stadium façade and ancillary development provide an active and engaging pedestrian experience.

While not specifically part of this application, the applicant has been asked to provide a more thorough discussion of the plaza that adjoins the main entry gate, including how it would be programmed and activated on game and non-game days in the short- and long-term.

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

#### *1<sup>st</sup> Street*

The Property contains a utility easement that Pepco owns, which limits development options. The easement runs north-south along the 1<sup>st</sup> Street right-of-way, with a portion that extends eastward along the S Street right-of-way. The width of the easement varies from 68 feet to 83

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<sup>15</sup> See Applicant's Architectural Plans, January 19, 2016, Exhibit 1A6, Sheet 1.38, Exhibit 1A9, Sheets 1.68-1.69.

<sup>16</sup> See Applicant's Architectural Plans, January 19, 2016, Exhibit 1A6, Sheets 1.39, Exhibit 1A7, Sheet 1.50-1.51.

<sup>17</sup> See Applicant's Architectural Plans, January 19, 2016, Exhibit 1A9, Sheets 1.68-1.69.

feet, and it prohibits any structure on or above the easement up to height of 18 feet. The terms of the easement require that Pepco have access to it at all times.<sup>18</sup>

While the easement proves a challenge for the overall stadium design, it does not prevent a stadium design that provides neighborhood connectivity, creates a diverse, active pedestrian environment, and provides connections to the waterfront. While not open to traffic, the applicant has proposed a 25 foot wide bicycle and pedestrian connection through the site, to be located to the east of the existing right of way. Neighboring property owners have expressed their preference to OP that the 1<sup>st</sup> Street connection accommodate vehicular traffic, in addition to bicycles and pedestrians, with a recognition that 1<sup>st</sup> Street needs to be realigned in response to the easement and stadium. North-south connectivity is limited in the Buzzard Point area and the 1<sup>st</sup> Street, in some configuration provides an important link to the lower Buzzard Point properties and future developments. The applicant is continuing to examine ways that it will create synergistic relationships between the east façade of the stadium, the ancillary development, and future development opportunities to the north, south, and east of the stadium site.

#### *Ancillary Development*

Finally, although much of the CG/CR area is subject to mandatory Zoning Commission design review, the ancillary development site is not. Although the adjacent ancillary development site is not part of this PUD, and may not require a PUD for development, OP has proposed to the Applicant that they proffer that any new permanent development on that site, including landscaping, be subject to design review by the Zoning Commission. This may best be accomplished through a corresponding text amendment to the CG/CR zone.

- (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 Property is approximately 0.6 mile from the Navy Yard Metro station and approximately 0.57 mile from the Waterfront Metro station. Multiple Metrobus lines are also in the vicinity including the 74, A9, W9, and P6. A Capital Bikeshare station is approximately one-half a mile away at 1st and N Streets SE. The stadium is also expected to increase the availability of public transit services with the proposed introduction of a Circulator route to the area around the Stadium in the near future; the provision of additional Capitol Bikeshare stations proximate to the site has also been discussed.

#### *Non-Vehicular Access*

While the proposed stadium site is well-situated between the Navy Yard and Waterfront Metro Stations, the Applicant has assumed that most visitors will arrive via Potomac Avenue and the Navy Yard Metro. The main entrance plaza and largest entry gate is focused to the north and east. The District government will construct streetscape improvements in the area surrounding the proposed stadium; however, the construction will not completely bridge the gaps in curb, gutter, sidewalks, and streetlights between the Navy Yard and Waterfront Metro Stations and the stadium. The Applicant will work with OP and DDOT to better address the pedestrian experience arriving from both Metro stations. Furthermore, the Applicant should take into account disruptions in the pedestrian network that could happen during the South Capitol Bridge construction project. As the District finalizes the proposed streetscape improvements, the

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<sup>18</sup> See the Applicant's Architectural Plans, January 19, 2016, Exhibit 1A3, Sheet 1.21.

Applicant has stated that they will refine its submittal to reflect the selected materials and street furnishings, as well as final street sections and alignments.

The proposed bicycle / pedestrian passage on the east side of the stadium would preserve the pedestrian grid while accommodating the Pepco easement and other necessary programmatic features in the Stadium. The Applicant continues to refine the design to address the proposed 1<sup>st</sup> Street connection; including exploring design alternatives that place more active uses along the connection that would be open for business beyond game days and other stadium events.

### *Loading*

All loading for the Stadium would occur under the seating bowl off S Street. Trucks would enter the loading area from S Street and pull into the Stadium to a loading area. This area would also accommodate a truck yard for media trucks during televised events. Location of the large loading area at the terminus of S Street creates a potential dead zone at the end of a significant east-west connection in the Buzzard Point neighborhood and is not reflective of the Vision Framework. The Vision Framework calls for a major destination at S Street and the waterfront with proposed open space. The Vision Framework also calls for service access to the stadium from T Street SW.

### *Parking*

The Applicant is not proposing to provide any on-site parking and indicates that approximately 3,400 parking spaces have been secured off-site.<sup>19</sup> The Applicant states that a total of 233 bicycle parking spaces would be provided with 83 spaces in bike racks and 150 valet spaces.<sup>20</sup> The locations for bike parking and bike valet facilities have not yet been identified on the plans.

The Applicant will provide additional information regarding the proposed parking for the project, including details regarding player, official, staff and media parking for game days, as no parking is provided on site; as well as more detailed information about the negotiated parking agreements, including whether there are potential conflicts with other users that maybe also be using the parking spaces, such as the Washington Nationals baseball team.

The Applicant should provide additional detail regarding fan circulation after an event and how fans exiting the stadium would be routed to minimize overcrowding. The Applicant also should provide additional information regarding parking and circulation for non-soccer events such as concerts, high school athletics, and other scheduled programs.

The Applicant will continue to work with DDOT to prepare a a limited Comprehensive Transportation Review (CTR) as part of the PUD, for discussion at the public hearing. Areas of focus for the CTR include the following:

- Implementation of circulation changes (converting 2<sup>nd</sup> Street to two-way traffic, including signage and striping changes);
- Loading demands and impacts;
- Curbside management and signage;
- Bike facilities (location, quantity, racks, valet);
- Multi-modal circulation;
- Employee parking; and
- Transportation Demand Management.

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<sup>19</sup> See the Applicant's Architectural Plans, January 19, 2016, Exhibit 1A4, Sheet 1.21.

<sup>20</sup> See the Applicant's Zoning Data Summary, January 19, 2016, Exhibit 1A1, Sheet 1.01.

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

There are no historic buildings existing on the subject Property. The Applicant is working with the DC Historic Preservation Office to address preservation-related concerns, including completion of an archaeological assessment. Because the project results in the closure of L'Enfant streets, the District has entered into a Declaration of Covenant to run with the land requiring that all portions of 1st Street, SW; R Street, SW; S Street, SW; and Potomac Avenue, SW, be re-established in their original locations with full rights-of-way according to the L'Enfant Plan at such time as (a) the Ground Lease is terminated; and (b) either (i) the Soccer Stadium is not developed on the Property by September 30, 2021, or (ii) a Soccer Stadium is no longer on the Property. The National Capital Planning Commission and DC Historic Preservation Review Board also have commented that the stadium design should respect and enhance view corridors along the L'Enfant Plan closed streets and provide appropriately designed terminations that reflect the principles of the L'Enfant Plan. The Applicant has revised the stadium design and placement to ensure that the Potomac Avenue vista terminates with a view that is grounded by the stadium canopies, which allows individuals to read the structure as a stadium by providing open views of the seating bowl.

*(e) Employment and training opportunities*

The project would create construction and related building field job opportunities. Upon completion, the stadium would provide operations, management, concessions, and retail job opportunities. The Applicant has executed a First Source Agreement to commit to hiring a certain number of District residents for construction and operations, as well as a Project Labor Agreement ("PLA") that creates opportunities for employment, apprenticeship, and training opportunities for District residents. The PLA also creates contracting opportunities for local, small, and disadvantaged business in the District.

*(f) Housing and affordable housing*

The Project would not provide housing on-site and would not be subject to the housing linkage provisions of 11 DCMR 2404. Development on the ancillary site may, however, result in the provision of housing, including affordable housing.

*(g) Social services/facilities*

The Applicant is not proposing any social services or facilities as part of the subject PUD.

*(h) Environmental benefits*

*Stormwater Management*

The PUD submittal did not include a stormwater management plan or GAR calculations. DOEE has discussed with the Applicant opportunities for stormwater to be captured and reused for irrigation and/or toilet flushing. In addition, green roofs can be utilized to minimize stormwater runoff, which is especially important in the Buzzard Point neighborhood given the proximity to the river and high risk of flooding.

*LEED*

As required under the regulations of the Anacostia Watershed Development Zone (AWDZ) for buildings that receive public funding the applicant is proposing a building which meets LEED Gold certification level. While the current draft LEED Checklist identifies the minimum number of credits for Gold Certification, an additional 31 credits are identified in the "maybe"



category.<sup>21</sup> DOEE has been working closely with the Applicant and commends their commitment to sustainability. Many of the strategies being discussed, including increased energy efficiency, advanced stormwater management strategies, and incorporation of renewable energy will increase LEED rating beyond the minimum.

### *Solar*

A significant environmental contribution that this project could make to the city would be to contribute to decreased greenhouse gas emissions related to transportation and energy costs. Per the Sustainable DC Plan, the District's goal is to decrease greenhouse gas emissions by 50% and increase the use of renewable energy to make up 50% of the District's energy supply by 2032. DOEE has been working closely with the Applicant to identify strategies that would allow them to incorporate solar photovoltaic panels into the design. The District has one of the strongest markets for solar installations in the country and projects project positive returns on their investment within 3-5 years. DOEE met with the applicant to explain these options including a solar power purchase agreement (PPA) and PACE funding that can aid development projects in incorporating solar power with zero up-front cost. The roof of the team offices at the south of the building and the vertical surface facing south are prime locations. In addition, DC United is investigating opportunities to integrate photovoltaic (BiPV) into the shade canopies.

The Applicant should continue to work with DOEE to design an environmentally exemplary project and provide detailed stormwater management plans and Green Area Ratio (GAR) calculations prior to the public hearing.

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

The construction of a new 19,000-seat professional soccer stadium and the associated new office and retail space, would result in the generation of significant additional tax revenues in the form of income, employment, and sales taxes for the District.

#### *(j) Other public benefits and project amenities*

The Applicant agreed to a Community Benefits Agreement ("CBA") with the Near SE/SW Community Benefits Coordinating Council ("CBCC") as part of the land disposition agreement. The CBA includes the following public benefits:

- A soccer club program at Amidon-Bowen Elementary School;
- A program to encourage childhood literacy and healthy lifestyle in partnership with Amidon-Bowen Elementary and UNITY Health;
- "DC Kicks for Kids" at Jefferson Academy Middle School for students to receive free game tickets;
- Bi-annually, identify skilled and qualified residents of ANC 6D aged 8-18 for invitation to sports clinics to qualify for scholarships to the D.C. United Training Program;
- Provide scholarships to sponsor up to 25 low-income children aged 5-17 to attend a weeklong D.C. United summer day camp;
- Annually, purchase one full-page advertisement in each addition of the local "Southwester" newspaper;
- Provide a minimum of three community days for use of the Stadium for registered not-for-profits;

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<sup>21</sup> See the Applicant's Architectural Plans, January 19, 2016, Exhibit 1A11, Sheet 3.01.

- Collaborate with the Department of Employment Services to provide young adults aged 16-25 in ANC 6D with summer youth and seasonal jobs;
- Partner with CBCC and other locally-involved organizations to engage ANC 6D residents for outreach for employment and training;
- Provide free meeting room space for use by non-profit organizations in ANC 6D, subject to availability;
- Discuss opportunities for licensed food vendor space for residents in the Buzzard Point area that is consistent with the concessions partners' operations;
- Use reasonable best efforts to ensure that selected food and beverage concessionaire provide at least eight stadium events for CBCC or a non-profit organization to operate a concession stand to support fundraising efforts to support specific Southwest community projects; and
- Contingent upon D.C. United identifying a sponsor to support a partnership with a healthcare provider, facilitate introductions between the CBCC, the District of Columbia, and other stakeholders regarding the establishment of a healthcare facility or services in the stadium area.

The Applicant should continue to work with ANC 6D to develop a benefits and amenities package.

### **VIII. AGENCY REFERRALS**

If this application is set down for a public hearing, OP will refer it to the following District agencies for review and comment:

- Department of Energy and Environment (DOEE);
- Department of Transportation (DDOT);
- Department of Parks and Recreation (DPR);
- Department of Public Works (DPW);
- Fire and Emergency Medical Services Department (FEMS);
- Metropolitan Police Department (MPD);
- Washington Metropolitan Area Transit Authority (WMATA); and
- DC Water.

### **IX. COMMUNITY OUTREACH**

The site is located in Advisory Neighborhood Commission (ANC) 6D. The Applicant has met with ANC 6D and OP encourages the Applicant to continue its community outreach efforts throughout the public review process.

### **X. CONCLUSION**

The proposed PUD is not inconsistent with the Comprehensive Plan and OP recommends that this important and time sensitive application be set down for a public hearing. OP will continue to work with the Applicant to develop a state of the art soccer stadium that provides a dynamic fan experience, to ensure an active and engaging design that benefits the Buzzard Point neighborhood 365 days of the year, to provide a plan that maintains neighborhood connectivity through the stadium site to the waterfront and surrounding development, and to respond to any Zoning Commission requests for additional information prior to the public hearing.

## APPENDIX 1: COMPREHENSIVE PLAN ANALYSIS

### A. Generalized Policy Map

The Comprehensive Plan's Generalized Policy Map describes the subject site as a Land Use Change Area. Guidance for the future use should be obtained from the Future Land Use Map. (Comprehensive Plan, § 223.9) Land Use Change Areas “include many of the city’s large development opportunity sites, and other smaller sites that are undergoing redevelopment or that are anticipated to undergo redevelopment. Together, they represent much of the city’s supply of vacant and underutilized land.” (§ 223.10) The Plan goes on to say that new development should be encouraged and facilitated in these areas, and that many Land Use Change Areas “have the capacity to become mixed-use communities containing housing, retail shops, services, workplaces, parks and civic facilities.” (§ 223.11)

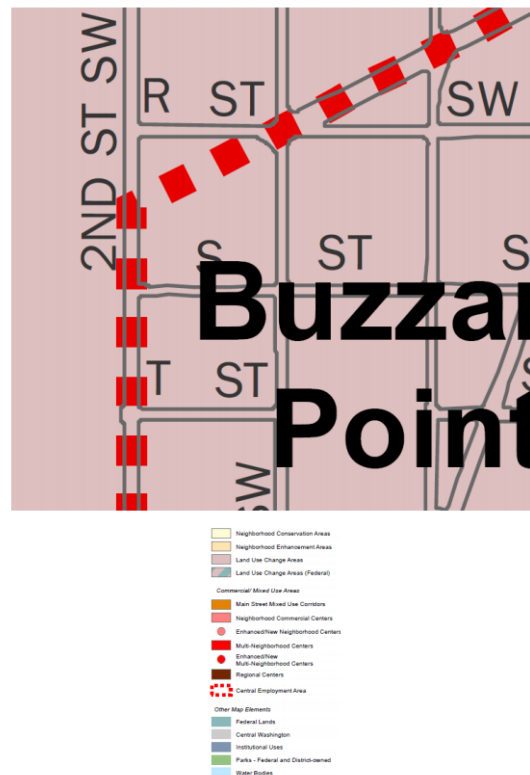


Figure 3: Comprehensive Generalized Plan Policy Map

### B. Future Land Use Map

The Future Land Use Map (FLUM) indicates that the site is appropriate for high density residential and high density commercial mixed use development. High density residential is “characterized by multi-family housing of eight stories or more.” (§ 225.6) The High density commercial designation “is used to define the central employment district of the city and other major office employment centers on the downtown perimeter. It is characterized by office and mixed office/retail buildings greater than eight stories in height, although many lower scale buildings (including historic buildings) are interspersed. The corresponding Zone districts are generally C-2-C, C-3-C, C-4, and C-5, although other districts may apply.” (§ 225.11)



Figure 4: Comprehensive Plan Future Land Use Map

The proposal is not inconsistent with the Comprehensive Plan map designations.

### C. Comprehensive Plan Policies

#### Lower Anacostia Waterfront-Near Southwest Area Element

**Policy AW-1.1.2: New Waterfront Neighborhoods** Create new mixed use neighborhoods on vacant or underutilized waterfront lands, particularly on large contiguous publicly-owned waterfront sites. Within the Lower Anacostia Waterfront/Near Southwest Planning Area, new neighborhoods should be developed at the Southwest Waterfront, Buzzard Point, Poplar Point, Southeast Federal Center and Carrollsburg areas. These neighborhoods should be linked to new neighborhoods upriver at Reservation 13, Poplar Point, and Kenilworth-Parkside. A substantial amount of new housing and commercial space should be developed in these areas, reaching households of all incomes, types, sizes, and needs.

**Policy AW-1.1.6: Pedestrian Orientation of Waterfront Uses** Provide a high level of pedestrian amenities along the shoreline, including informational and interpretive signs, benches and street furniture, and public art.

**Policy AW-1.1.7: Multi-modal Waterfront Streets** Design streets along the waterfront to be truly multi-modal, meeting the needs of pedestrians, bicyclists, and transit users as well as motor vehicles. Safe pedestrian crossings, including overpasses and underpasses, should be provided to improve waterfront access.

**Policy AW-1.2.3: Waterfront Sports and Recreation Destinations** *Develop new destinations for sports, recreation, and celebration on or near the Anacostia waterfront. Ensure that these destinations are served by adequate and efficient transportation systems and infrastructure.*

**Policy AW-2.2.7: Buzzard Point** *Support the long-term redevelopment of Buzzard Point with mixed medium- to high-density commercial and residential uses. Recognize the opportunity for innovative design and architecture in this area, and for the creation of a unique urban waterfront.*

The proposed PUD will facilitate the development of a Soccer Stadium in the Buzzard Point neighborhood, particularly with greater attention to the relationship of the stadium to surrounding character and circulation patterns.

## **Land Use Element**

**Policy LU-1.1.5: Urban Mixed Use Neighborhoods** *Encourage new central city mixed use neighborhoods combining high-density residential, office, retail, cultural, and open space uses in the following areas:*

1. *Mt Vernon Triangle;*
2. *North of Massachusetts Avenue (NoMA);*
3. *Downtown East;*
4. *South Capitol Street corridor/Stadium area;*
5. *Near Southeast/Navy Yard;*
6. *Center Leg Freeway air rights; and*
7. *Union Station air rights.*

*The location of these areas is shown in the Lower Anacostia Waterfront/Near Southwest Area Elements. Land use regulations and design standards for these areas should ensure that they are developed as attractive pedestrian-oriented neighborhoods, with high-quality architecture and public spaces. Housing, including affordable housing, is particularly encouraged and should be a vital component of the future land use mix.*

**Policy LU-1.2.6: New Neighborhoods and the Urban Fabric** *On those large sites that are redeveloped as new neighborhoods (such as Reservation 13), integrate new development into the fabric of the city to the greatest extent feasible. Incorporate extensions of the city street grid, public access and circulation improvements, new public open spaces, and building intensities and massing that complement adjacent developed areas. Such sites should not be developed as self-contained communities, isolated or gated from their surroundings.*

**Policy LU-2.1.2: Neighborhood Revitalization** *Facilitate orderly neighborhood revitalization and stabilization by focusing District grants, loans, housing rehabilitation efforts, commercial investment programs, capital improvements, and other government actions in those areas that are most in need. Use social, economic, and physical indicators such as the poverty rate, the number of abandoned or substandard buildings, the crime rate, and the unemployment rate as key indicators of need.*



**Policy LU-3.1.2: Redevelopment of Obsolete Industrial Uses** *Encourage the redevelopment of outmoded and non-productive industrial sites, such as vacant warehouses and open storage yards, with higher value production, distribution, and repair uses and other activities which support the core sectors of the District economy (federal government, hospitality, higher education, etc.).*

The proposed PUD would allow for the redevelopment of obsolete industrial uses and revitalize the Buzzard Point neighborhood. Development of a Major League Soccer Stadium would facilitate revitalization of the under-utilized industrial area of Buzzard Point.

## **Transportation Element**

**Policy T-1.1.4: Transit-Oriented Development** *Support transit-oriented development by investing in pedestrian-oriented transportation improvements at or around transit stations, major bus corridors, and transfer points.*

The proposed PUD would result in improvements to the street network, bike and pedestrian facilities, and transit services in the Buzzard Point neighborhood, although additional attention to circulation to and through the site has been requested.

## **Economic Development Element**

**Policy ED-2.3.2: Visitor Attractions** *Provide new and enhanced visitor attractions and entertainment venues in the District, particularly attractions that complement the traditional museums and monuments and draw more international visitors and young adults to the city. New attractions should create a clear identity for the District as the region's major entertainment center.*

**Policy ED-2.3.4: Lodging and Accommodation** *Support the development of a diverse range of hotel types, serving travelers with varying needs, tastes, and budgets. New hotels should be encouraged both within Central Washington and in outlying commercial areas of the city, particularly in areas which presently lack quality accommodation.*

**Policy ED-3.1.5: Public-Private Partnerships** *Leverage the expenditure of public funds to produce private sector investments, including joint development on publicly-owned land and redevelopment in areas considered to be high risks by investors. Support the involvement of local community development corporations in commercial development and revitalization efforts within these areas.*

**Policy ED-3.1.6: Revitalization Planning** *Link commercial revitalization strategies to capital budget priorities and larger neighborhood and transportation investment plans, including programs to improve transit to neighborhood centers.*

The proposed PUD would facilitate the development of a Major League Soccer Stadium through a public-private partnership, and would include the ultimate development of adjacent parcels by the Applicant.

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

***Policy PROS-3.2.1: Protecting Waterfront Open Space*** Recognize the importance of the city's waterfronts for recreation, public access, ecological protection, and scenic beauty.

***Policy PROS-3.2.3: Linkages Between the Waterfront and Nearby Neighborhoods*** Establish stronger linkages between the waterfront and adjacent upland neighborhoods including Deanwood, Mayfair, Kenilworth-Parkside, River Terrace, Fairlawn, Twining, Kenilworth, Historic Anacostia, Carver-Langston, Kingman Park, Hill East, Capitol Hill, Barney Circle, and Southwest. Maximize public access to the waterfront from these areas through the development of a riverwalk and shoreline trail, improved public transportation, redesigned bridges and freeways, and the extension of neighborhood streets and avenues to the water's edge.

The proposed PUD would maintain connectivity through Buzzard Point to the waterfront with two-way traffic on 2<sup>nd</sup> Street and active uses of R and T Streets SW. The Applicant should continue to work to activate the 1<sup>st</sup> Street pedestrian connection; to create a vibrant connection along S Street from the waterfront to the stadium; and to activate the 2<sup>nd</sup> Street façade.

## **Urban Design Element**

***Policy UD-1.1.4: Height Act of 1910*** *Protect the civic and historical character of the city, particularly the "horizontal" urban quality of Central Washington, by limiting building heights in accordance with the Height Act of 1910. Basic principles of the Height Act are shown in Figure 9.4.*

***Policy UD-1.2.4: View Protection*** *Recognize and protect major views in the city, particularly characteristic views of city landmarks, and views from important vantage points. Recognize the importance of views to the quality of life in the city and the identity of Washington and its neighborhoods.*

***Policy UD-1.3.1: DC as a Waterfront City*** *Strengthen Washington's civic identity as a waterfront city by promoting investment along the Anacostia River, creating new water-related parks, improving public access to and along the shoreline, and improving the physical and visual connections between the waterfront and adjacent neighborhoods.*

***Policy UD-1.3.3: Excellence in Waterfront Design*** *Require a high standard of design for all waterfront projects, with an emphasis on shoreline access, integration of historic features and structures, an orientation toward the water, and the creation of new water-oriented public amenities.*

***Policy UD-1.3.5: River Views:*** *Protect and enhance river views in the design of buildings, bridges, and pedestrian walkways on or near waterfront sites. The scale, density and building form along the city's waterfronts should define the character of these areas as human-scale, pedestrian-oriented neighborhoods and should protect views from important sites. Figure 9.5 (at left) illustrates preservation of river views on waterfront development sites.*

***Policy UD-1.3.6: "Activating" Waterfront Spaces*** *Encourage design approaches, densities, and mixes of land uses that enliven waterfront sites. Architectural and public space design*

*should be conducive to pedestrian activity, provide a sense of safety, create visual interest, and draw people to the water.*

***Policy UD-1.3.7: Neighborhood Connectivity*** *Improve the physical connections between neighborhoods and nearby waterfronts. Where feasible, extend the existing city grid into large waterfront sites to better connect nearby developed areas to the shoreline (see Figure 9.6).*

The proposed development will 1) bring a new high-profile professional soccer stadium to the neighborhood and city, 2) develop an underused site currently used for low-scale automobile oriented industries and parking, 3) promote the goal of infill development, 4) act as a major catalyst for redeveloping Buzzard Point and the Anacostia River waterfront pursuant to the Buzzard Point Vision Framework, and 5) contribute to the draw of a larger sports and entertainment district initiated by the Nationals Stadium by providing another large civic venue for year-round use.

### **Arts and Culture Element**

***Policy AC-3.2.1: Promoting Cultural Amenities*** Promote the development of cultural amenities “beyond the Mall” in an effort to more fully capitalize on the economic benefits of tourism for District residents, businesses, and neighborhoods.

The proposed PUD will result in the development of a major destination beyond the National Mall that, in addition to hosting professional sporting events, could host other arts and cultural activities.