

## MEMORANDUM

**TO:** District of Columbia Zoning Commission

**FROM:** *JL for* Jennifer Steingasser, Deputy Director Development Review & Historic Preservation

**DATE:** December 10, 2012

**SUBJECT:** Setdown Report for 1000 F Street, N.W. - ZC Case No. 07-18D  
Modification to approved Consolidated Planned Unit Development

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### **SUMMARY RECOMMENDATION**

The Office of Planning recommends that the application be **set down** for public hearing.

### **APPLICATION**

Jemal's Up Against the Wall, LLC, the applicant, has petitioned the Zoning Commission for modifications to a PUD at 1000 F Street, N.W., ZC Case No. 07-18, a proposed mixed use office and retail building. The application proposes to reduce the number of off-street parking spaces from 61, including zoning-compliant and non-compliant spaces, to 35 non-zoning compliant spaces, and increase the number of bicycle parking spaces from seven to sixteen.<sup>1</sup> Consistent with the reduction in parking the applicant proposes to reduce the number of levels within the below-grade garage from four to two. The applicant also proposes to shift stairwells, elevator shafts and interior walls on the ground level, resulting in an increase in retail frontage along F Street. No changes to building height, lot occupancy or total FAR are requested.

One car-share space was proffered as a benefit within the garage. As the garage is no longer proposed to be open twenty-four hours a day, seven days a week, the applicant proposes to provide one LEV/Hybrid space instead. The application does not indicate how this would be administered in a valet only parking scenario.

ZC Order No. 07-18 approved the PUD and became final and effective on May 16, 2008. ZC Order No. 0-18A granted a two-year extension on November 26, 2010. A second two-year extension became effective October 5, 2012, requiring that a building permit be filed by May 16, 2014, and that construction commence no later than May 16, 2015. ZC Order No. 07-18C, effective October 5, 2012, extended the deadline for the relocation of the Waffle Shop building to May 16, 2014.

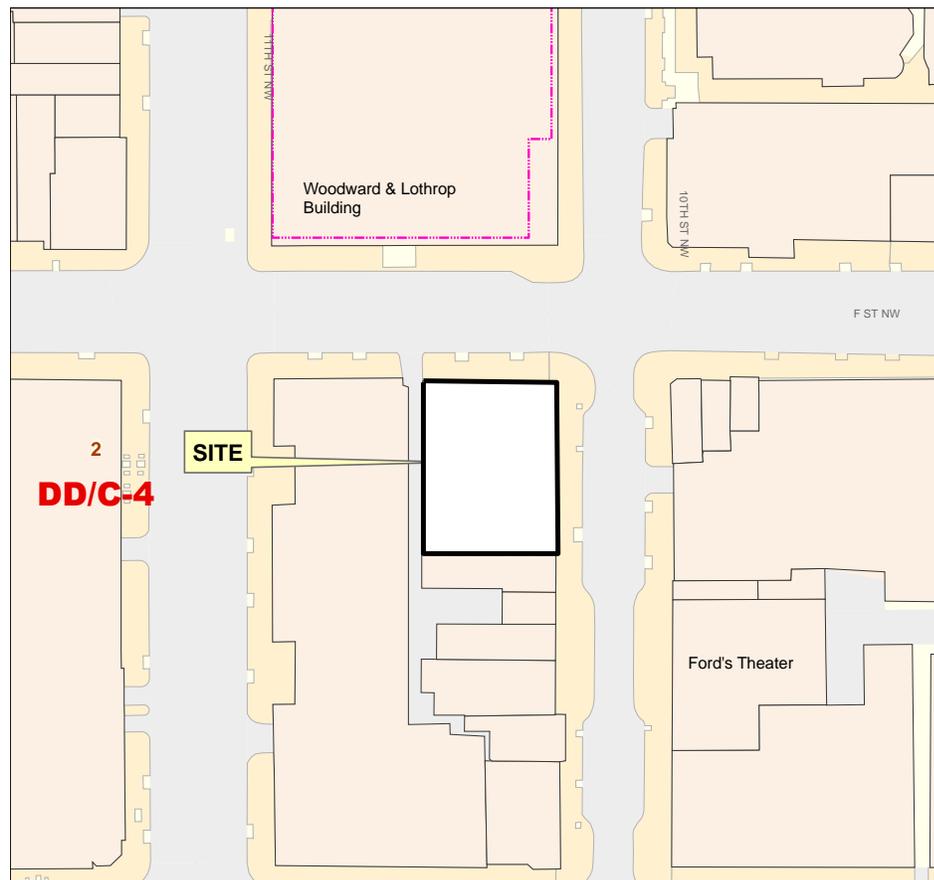
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<sup>1</sup> The original application requested fifteen non-zoning compliant spaces and fifteen bicycle parking spaces within a one-level garage.

**DESCRIPTION OF THE SITE AND SURROUNDING AREA**

The subject property is located in the southwest corner of 10<sup>th</sup> and F streets, N.W., in downtown Washington. It consists of lots 18, 19, 818-821, 831 and 832, Square 347, contains approximately 11,790 square feet of area and is improved with one and two-story commercial buildings. To the north, across F Street, is the former Woodward & Lothrop department store building. To the west is Lincoln Square, and to the east, across 10<sup>th</sup> Street, is the Atlantic Building.

The site has a walk score of 97 out of 100, or “Walker’s Paradise”, and downtown Washington has a transit score of 99 out of 100.<sup>2</sup> Within two blocks are two Metrorail stations, Metro Center and Gallery Place, providing access to all five subway lines. Fourteen Metrobus routes, the Circulator and a commuter bus line to Virginia are all located within a few blocks. A Capital Bikeshare station is located at 10<sup>th</sup> and E streets, one block south, and a Zipcar location is at 11<sup>th</sup> and G streets.



Zoning and Vicinity Map

**DETAILS OF THE PROPOSED MODIFICATIONS TO THE APPROVED PUD**

The subject application proposes modifications to the PUD as it was approved by the Zoning Commission under Order 07-18. Those changes include proposals to:

<sup>2</sup> Walkscore.com

1. Eliminate 61 self-park spaces, including:
  - a. 19 zoning compliant;
  - b. 4 compact; and
  - c. 38 vault spaces.
2. Provide 35 valet spaces, including:
  - a. 7 seven lifts accommodating 14 spaces;
  - b. One LEV/Hybrid vehicle space in place of the one car-share space;
  - c. 11 standard-size spaces;
  - d. 8 compact-size spaces; and
  - e. One handicapped space.
3. Increase the number of bicycle parking spaces from seven to sixteen.
4. Provide 19 of the parking spaces and eight of the bicycle spaces within vault space.
5. Shift the location of core services within the building, including:
  - a. Elevator shafts and stairwells;
  - b. Shift a secondary office lobby entrance on the F Street side of the building to the east to provide additional access to one of the retail spaces; and
  - c. Shift interior walls to provide 13 more linear feet of retail frontage in place of office lobby frontage.
6. Permit the use of the second floor of the historic structure at the corner of 10<sup>th</sup> and F to be either retail or office use.

Condition No. 5c of ZC Order 07-18 states the following:

*“To make refinements to the garage configuration, including layout, number of parking spaces, and/or other elements, as long as the number of parking spaces does not decrease below the 19 zoning compliant spaces specified.”* (emphasis added)

The applicant proposes to decrease the number of parking spaces below the nineteen zoning compliant spaces, as described above. As a result of the use of vault space, stacking of spaces, and groups of compact spaces of less than five, only six parking spaces would be zoning compliant.

Condition No. 2 states the following:

*“The project shall be a commercial office development consisting of approximately 97,872 square feet of gross floor area. The PUD project shall not exceed an overall density of 8.3 FAR and a maximum height of 120 feet, with setbacks as shown on the plans. The Applicant shall demonstrate the ability to achieve 26 LEED points at a minimum. **One space on the first level of the garage shall be reserved for a car-sharing service.**”* (emphasis added)

The parking garage is no longer proposed to remain open twenty-four hours a day, limiting access to the car share space. Therefore, the applicant proposes to amend this benefit to provide one space for a LEV/Hybrid car instead.

No other changes to the building, conditions or benefits and amenities are proposed.

**ZONING AND HISTORIC PRESERVATION**

The original application did not include a request for a PUD-related map amendment, consistent with the subject application. The site is located within the Pennsylvania Avenue National Historic District (NHS).

**Zoning Tabulation**

	<b>DD/C-4</b>	<b>DD/C-4/PUD</b>	<b>Approved</b>	<b>Proposal</b>
<b>Area</b>	N/A	15,000 SF	11,790 SF	No change
<b>Height</b>	110 feet	130 feet	120 feet	No change
<b>FAR</b>	6.00	10.50	8.30	No change
<b>Lot Occupancy</b>	100%	100%	100%	No change
<b>Parking</b>	Retail - 8 Office - 37 TOTAL - 45	Retail - 8 Office - 37 TOTAL - 45	TOTAL – 19 zoning compliant; 39 vault spaces; 4 compact; 61 grand total	TOTAL – 35 valet spaces
<b>Loading</b>	1 berth @ 30 ft. 1 platform @ 100 SF 1 service/delivery@ 20 ft.	1 berth @ 30 ft. 1 platform @ 100 SF 1 service/delivery@ 20 ft.	1 berth @ 30 ft. 1 platform @ 100 SF No service/delivery	No change
<b>Open Court Width</b>	Minimum 12 feet	Minimum 12 feet	One at 9’-6”; one at 5’; five others in compliance <sup>2</sup>	No change
<b>Roof Structure</b>	Setback equal to height	Setback equal to height	18’-6” height; no setback along south and west building walls <sup>2</sup>	No change

Table 1

**FLEXIBILITY**

Parking

The applicant was granted flexibility for the provision of off-street parking, reducing the number of off-street parking spaces to no less than nineteen zoning compliant spaces. In combination with the non-zoning compliant spaces that were approved as a part of the plan, the total number of spaces proposed was 61. Additional parking flexibility is now requested because of the transit oriented development aspect of the project.

**PUD EVALUATION STANDARDS**

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. Section 2400.1 states that a PUD is “designed to encourage high quality developments that provide

*public benefits.”* The proposed development would be constructed in a neighborhood that has been planned for significant new mixed-use development. In order to maximize the use of the site consistent with the zoning regulations and be compatible with the surrounding community, the applicant is requesting that the proposal be reviewed as a consolidated PUD. This would allow the utilization of the flexibility stated in Section 2400.2.

*“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 of quality public benefits and that it protects and advances the public health, safety, welfare, and convenience.”*

The proposed development brings with it a number of qualities that would benefit the public and in particular this neighborhood. The development would provide ground floor retail with office above within the downtown core, activating this underutilized site. Reducing the number of garage parking spaces and increasing the number of bicycle parking spaces would take advantage of public and private investment in the variety of transportation options available within the surrounding neighborhood. OP encourages the applicant to consider increasing the number of bicycle parking spaces and providing shower and changing facilities for employees within the building. OP also suggests that the LEV/Hybrid parking space be provided as a charging station for electric vehicles.

Section 2403 further outlines the standards under which the application is evaluated.

*2403.3 The impact of the project on the surrounding area and the operation of city services and facilities shall not be found to be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project.*

The proposed building would continue to contribute to the redevelopment of downtown and provide a new mixed-use building similar to other mixed use developments that have been constructed within the surrounding area by providing a similar building in use and height. It would also take advantage of and encourage the use of the many transportation options available to shoppers and workers in the neighborhood by reducing the number of off-street parking spaces provided that are not necessary for the operation of this building. Redesign of the ground floor would increase the amount of retail street frontage, improving the pedestrian experience of this building.

## **PUBLIC BENEFITS AND AMENITIES**

The proposed modifications would have an effect on the benefits and amenities package that was approved as a part of the PUD, as discussed below.

### Provision of One Car-Share Space

The order requires the applicant to provide one car-share space on the first level of the garage. The applicant now proposes to provide one LEV/Hybrid space within the garage.

If this application is set down by the Commission, the Office of Planning will work with DDOT on the provision of this space.

## **COMPREHENSIVE PLAN**

The Future Land Use Map recommends mixed land use, consisting of medium density residential and medium density commercial. The proposed modifications to the building would not be inconsistent with this designation.

The modified PUD would also not be inconsistent with the following policies and concepts of the Transportation and Land Use elements Comprehensive Plan.

***Policy T-1.1.2: Land Use Impact Assessment*** Assess the transportation impacts of development projects using multi-modal standards rather than traditional vehicle standards to more accurately measure and more effectively mitigate development impacts on the transportation network. Environmental and climate change impacts, including that of carbon dioxide, should be included in the assessment to land use impacts. (§ 403.8)

***Policy T-2.3.3: Bicycle Safety*** Increase bicycle safety through traffic calming measures, provision of public bicycle parking, enforcement of regulations requiring private bicycle parking, and improving bicycle access where barriers to bicycle travel now exist. (§ 409.10)

### ***The Concept of Induced Demand***

Research shows that urban traffic congestion tends to maintain a self-limiting equilibrium: vehicle traffic volumes increase to fill available capacity until congestion limits further growth. Any time a consumer makes a travel decision based on congestion (“Should I run that errand now? No, I’ll wait until later when traffic will be lighter”) they contribute to this self-limiting equilibrium. Travel that would not occur if roads are congested, but will occur if roads become less congested, is called induced travel demand. Increasing road capacity, or reducing vehicle use by a small group, creates additional road space that is filled with induced demand. (§ 418)

### ***T-3.1 Transportation Demand Management***

Transportation Demand Management (TDM) refers to a series of transportation strategies that are designed to maximize the people-moving capability of the transportation system by increasing the number of persons in a vehicle, increasing transit ridership, or influencing the time of (or need to) travel. To accomplish such changes, TDM programs rely on incentives or disincentives to make shifts in travel behavior more attractive. (§ 414.1)

***Policy T-3.1.1: Transportation Demand Management (TDM) Programs*** Provide, support, and promote programs and strategies aimed at reducing the number of car trips and miles driven (for work and non-work purposes) to increase the efficiency of the transportation system. (§ 414.8)

***Policy T-3.2.2: Employing Innovations in Parking*** Consider and implement new technologies to increase the efficiency, management, and ease of use of parking. These include consolidated meters, changeable parking meter fees by time of day or day of the week, shared-use parking, vertical/stacked parking, electronic ticketing of parking offenders and other innovations. (§ 415.4)

***Policy LU-1.3.1: Station Areas as Neighborhood Centers*** Encourage the development of Metro stations as anchors for economic and civic development in locations that currently lack adequate neighborhood shopping opportunities and employment. The establishment and growth of mixed use centers at Metrorail stations should be supported as a way to reduce automobile congestion, improve air quality, increase jobs, provide a range of retail goods and services, reduce reliance on the automobile, enhance neighborhood stability, create a stronger sense of place, provide civic gathering places, and capitalize on the development and public transportation opportunities which the stations provide. This policy should not be interpreted to outweigh other land use policies which call for neighborhood conservation. Each Metro station area is unique and must be treated as such in planning and development decisions. The Future Land Use Map expresses the desired intensity and mix of uses around each station, and the Area Elements (and in some cases Small Area Plans) provide more detailed direction for each station area. (§ 306.10)

***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. (§ 306.11)

When the PUD was originally approved by the Zoning Commission, it determined that the project would be generally not inconsistent with the Comprehensive Plan, including the Generalized Policy and Future Land Use maps. The proposed modifications to the PUD would enable it to contribute to a reduction in the number of vehicle trips taken, reduce traffic congestion and carbon dioxide emissions, and increase transit ridership while providing for additional shopping and employment opportunities near Metrorail stations. Therefore, the proposed modifications would contribute to the implementation of the Comprehensive Plan.

#### **AGENCY REFERRALS**

If this application is set down for a public hearing, it will be referred to the District Department of Transportation for review and comment. Due to the nature of the development and the modifications proposed, it is not anticipated that other agencies would have comments.

#### **COMMUNITY COMMENTS**

The Office of Planning is not aware of any ANC or community comments on this application.

#### **RECOMMENDATION**

The Office of Planning finds the proposed major modifications to not be inconsistent with the Comprehensive Plan and recommends that the application be set down for public hearing.