GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

Memorandum

TO: District of Columbia Zoning Commission

FROM: Ellen McCarthy, Interim Director
Office of Planning

DATE: March 4, 2005

SUBJECT: Setdown Report for the Anacostia Gateway Government Center - ZC #05-03
Office of Property Management
Consolidated Planned Unit Development and Related Map Amendment

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APPLICATION

The District of Columbia Office of Property Management (OPM) (Applicant) has petitioned the Zoning Commission to setdown its request for a Consolidated Planned Unit Development (PUD) and accompanying Map Amendment from the R-3, C-3-A, and C-M-1 districts to the C-3-A district to accommodate an office building to house the District Department of Transportation (DDOT).

OFFICE OF PLANNING RECOMMENDATION

The development of the government center at this location has been in the planning stage for many years and has the support of the community. The proposed building will showcase an architectural style and design that incorporates the civic nature of the building and its status as a landmark building heralding the entrance into the Anacostia area.

OP strongly supports the proposed Anacostia Gateway Government Center. OP believes that the proposed PUD and concurrent map amendment is not inconsistent with the objectives and policies of the Comprehensive Plan and **recommends that the application be set down for public hearing.** OP will continue to work with the applicant towards a more detailed review prior to the public hearing. In order to accomplish a more detailed review, the applicant should submit the following information.

- Roof Plan
- Analysis of side yard requirement for the Good Hope Wing
- Construction Management Plan
- Policies to encourage transit use

ZONING COMMISSION
District of Columbia
Case 05-03
Exhibit 9

ZONING COMMISSION
District of Columbia
CASE NO.05-03
EXHIBIT NO.9

DESCRIPTION OF THE SITE AND SURROUNDING AREA

The subject site is composed of a number of lots and alleys all of which are currently vacant except for a gas station on the southeast corner that will be closed. To the west of the site is the 11th Street Bridge the leads into Anacostia. Further west are properties with vacant buildings in the C-3-A district. To the north of the site are vacant properties and the CSX rail right-of-way that will accommodate WMATA's future light rail in the C-M-1 district. To the east are 13th Street, the 11th Street Bridge that leads out of Anacostia, and the adjacent row house community in the R-3 district. To the south is Good Hope Road, a commercial corridor in the C-2-A district and the Anacostia Historic District. The southwestern portion of the property abuts the proposed Anacostia Economic Development Corporation (AEDC) site proposed to be developed with a four-story high building with retail use on the ground floor and office use on the upper floors.

PROPOSAL

The proposal is to develop the site with an office building to house the District of Columbia Department of Transportation (DDOT). The proposed development, Anacostia Gateway Government Center, will consist of two buildings for a combined gross floor area of approximately 335,270 square feet. The main building, called the Martin Luther King, Jr. Wing (MLK Wing) will front on Martin Luther King Jr. Avenue. The smaller, Good Hope Wing, will front on Good Hope Road. The two portions of the development will be connected by a 2-story pedestrian walkway. An underground parking garage will provide parking for DDOT's current and future demands. A day care center for approximately 25 children is proposed in the MLK Wing building.

ZONING

The site is currently zoned R-3 (Row dwellings), C-3-A (Major Business as Employment Centers), and C-M-1 (Commercial- Manufacturing). A majority of the site is in the C-3-A district and the applicant is proposing to rezone the entire site to C-3-A to accommodate the proposed PUD. The applicant proposes to construct the office building consistent with the requirements of the C-3-A district but utilizing the PUD review process that allows some flexibility and deviation from some of the requirements in order to facilitate the development. A full evaluation of the benefits provided by this development will be done prior to the public hearing.

The following table is a comparison of the development standards of the C-3-A district, the C-3-A PUD standards, and the proposed development:

Development Data
Table 1

	C-3-A Standards	C-3-A/PUD Standards	Proposal
Area	N/A	15,000 sq. ft.	114,320 sq. ft.
Height	65 ft.	90 ft.	80 ft. (MLK Wing), 44 ft (Good Hope Wing).
FAR	2.5	3.0	2.93
Lot Occupancy	100%	100%	62%
Rear Yard	16.66 ft.	16.66 ft.	49.8 ft.

Side Yard	None	None.	None.
Parking	581	581	436 with 25% reduction
Loading	3 loading platform @ 100 sq. ft. 3 loading berth @ 30 ft deep 1 service delivery area @ 20 ft.	3 loading platform @ 100 sq. ft. 3 loading berth @ 30 ft deep 1 service delivery area @ 20 ft.	3 loading berth @ 30 ft deep 1 service delivery area @ 20 ft.

FLEXIBILITY

Parking
The Zoning Regulations require 581 spaces and the applicant is requesting to provide 436 spaces, a 25% reduction pursuant to Section 2405.6. DDOT has indicated that they will only need 384 parking spaces to serve their current and future needs. The subject site is served by three Metrobus stops, is approximately half-mile from the Anacostia Metro Station and is within 600 feet of the proposed light rail station on Good Hope Road. The applicant has stated that the proximity of these transit stops result in significant transit use by a good portion of the building occupants and those who visit the building and that DDOT will encourage its staff to use transit. In order to fully review the impact of the reduction the applicant should provide information as to why users will choose the mass transit options and what policies will be implemented by DDOT to encourage its staff to use transit.

Roof Structures
The applicant has requested flexibility from the requirements of Section 411 that roof structures be setback from all exterior walls at a 1:1 ratio. Flexibility will also be required for having more than one enclosure. In order to fully review the roof structures OP is requesting that the applicant provide a roof plan that identifies all the roof structures and their dimensions and setbacks.

Side Yard
The applicant has indicated that there may be a need for flexibility from the side yard requirement for the Good Hope Wing. The applicant has not given any explanation as to why this may be is required.

Housing Linkage
Section 2404 requires that a PUD application for office space that requests a FAR greater than that permitted as a matter-of-right under the zoning district shall provide or financially assist in the production or dwellings or multiple dwellings that are affordable to low and moderate income persons. The applicant is requesting the elimination of this housing requirement based on the fact that the property is within an area designated as a New or Upgraded Multi-Neighborhood Commercial Center on the Generalized Land Use Map, the development is providing other public benefits, and the District Government has helped finance nearly 11,000 affordable dwellings units since 1999.

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 will be constructed on a property that is currently undeveloped and is currently an eyesore in the community as one enters into the Anacostia area. 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 will allow the utilization of the flexibility stated in Section 2400.2.

The overall goal is to permit flexibility of development ands 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 will benefit the public and in particular those in the Anacostia area. The development will be a signature building at the entrance into the Anacostia commercial area and will contribute to further economic development in Anacostia. Additionally, the building will have visitor parking, various public outreach programs, a day care center, and space to accommodate public community functions. The building will house the main offices of DDOT that serves the entire City and is conveniently located and easily accessed because of its proximity to the Anacostia Metro Station, the future light rail station, and major roadways.

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 greater Anacostia area is beginning to experience revitalization with both commercial and residential developments. The development of the site will contribute to the general improvement of the area, will encourage other business to locate in this area, and will have a positive impact on the revitalization of the area.

City services such as water and sewer are currently available on the perimeter of the site with sufficient capacity for the proposed development. The applicant proposes an onsite stormwater management system.

The applicant has proposed to work with the community in developing a Construction Management Plan that will address issues such as construction site management, cleanliness, work hours, traffic and parking, complaint procedures, and communications.

PUBLIC BENEFITS AND AMENITIES

OP believes that the community benefits that this project will generate compensates for the additional FAR that is requested and the ability to utilize the roof area for other activities.

2403.9 Public benefits and project amenities of the proposed PUD may be exhibited and documented in any of the following or additional categories:

(a) Urban design, architecture, landscaping, or creation or preservation of open spaces;
(b) Site planning, and efficient and economical land utilization;

(c) Effective and safe vehicular and pedestrian access, transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts;
(d) Employment and training opportunities;
(f) Housing and affordable housing;
(h) Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;
(i) Uses of special value to the neighborhood or the District of Columbia as a whole;

The architecture and design of the proposed building meets the objective of portraying the building's civic function, is a symbol at the gateway into the Anacostia community, and a transition to the Anacostia historic district. The use of glass gives a sense of openness and transparency to the building while the supporting stone structures gives the building structures and depth. The smaller Good Hope Wing is a masonry building that will complement the proposed AEDC building and form a transition from the higher MLK Wing to the lower buildings within the adjacent historic district. The style is intended to complement those historic structures rather than imitate them.

The MLK Wing frontage will be improved with a semi-circular, curved, driveway that is civic in nature, while the building along Good Hope Road will be more urban and pedestrian friendly with wide, paved sidewalks. A landscaped open area is provided along 13th Street as a buffer to the residential area to the east. The area to the north of the building and adjacent to the Light rail line will be open and landscaped.

The main access to the MLK Wing will be form a semi-circular driveway along Martin Luther King, Jr. Avenue. Secondary access is provided along an east-west alley and "staff only" access from 13th Street. An east-west alley between Martin Luther King, Jr. Avenue and 13th Street and a north-south alley between Good Hope Wing and the AEDC building provide access to the parking and loading entrances. A third vehicular access is provided along 13th Street

The applicant is committed to making the building energy efficient and environmentally friendly and will pursue "silver" certification by the Leadership in Energy and Environmental Design (LEED). The applicant should provide information as to the method by which these standards will be achieved.

The applicant has indicated that they will participate in a First Source Agreement with the District of Columbia Department of Employment Services and are encouraged to obtain a Memorandum of Understanding with the Minority Business Opportunity Commission

As mentioned before, it is envisioned that the proposed development will be of special value to the community because it serves to instigate further economic development in an area designated as a New or Upgraded Multi-Neighborhood Commercial Center on the Comprehensive Generalized Land use Policies Map.

COMPREHENSIVE PLAN AND PUBLIC POLICIES

The Generalized Land Use Map (Attachment 2) recommends the subject site for moderate density commercial uses and the Generalized Land Use Policies Map designated the property as an area for a new or upgraded multi-neighborhood center. Multi-neighborhood centers are generally located at

intersections, along major arterials, and along transit routes. The proposed development is at the entrance into the Anacostia commercial area, bounded by major roadways, and is in the vicinity of the Anacostia metro station, three bus routes, and the future light rail station and is therefore not inconsistent with the Comprehensive Plan.

The PUD is also consistent with other sections of the Comprehensive Plan including the following Major Themes of the Plan:

- Section 102 - Stabilizing and Improving District Neighborhoods,
- Section 103 – Increasing the Quantity and Quality of Employment Opportunities in the District
- Section 107 – Preserving and Ensuring Community Input
- Section 109 – Reaffirming and Strengthening the District's Role as the Economic Hub of the National Capital Region
- Section 111 – Providing for Diversity and Overall Social Responsibilities

The Economic Development Element of the Comprehensive Plan outlines objectives to support economic development outside the Central Employment Area by creating and expanding economic activity and employment centers in target areas. Policies established in support of the economic development outside the Central Employment Area objective include:

206.2 (a) Provide direction and active support to the creation of an economic development entity that would stimulate well-planned economic activity centers along major commercial corridors, at selected Metrorail stations, at currently underused commercially and industrially zoned sites, and at the neighborhood level;

The proposal will be a catalyst for further redevelopment in the area. The location of the facility in the vicinity of the Anacostia metro station, the future light rail, and major roadways is ideal as it will make the facility easily accessible to those who use the facility.

The Urban Design Element of the Comprehensive Plan, outlines policies in support of Areas in Need of New and Improved Character.

712.1 The areas in need of new and improved character objective are to encourage new development or renovation and rehabilitation of older structures in areas with vacant or underused land or buildings to secure a strong, positive physical identity.

712.2 The policies established in support of the areas in need of new and improved character objective are as follows:

(a) Encourage well-designed developments in areas that are vacant, underused, or deteriorated. These developments should have strong physical identities;

(b) Encourage in-fill development of attractive design quality in deteriorated areas to stabilize the physical fabric and to encourage renovation and redevelopment;

The subject property is currently vacant and does not contribute much to a positive experience at the gateway into the Anacostia Gateway. The proposed development will have a superior physical identity

that is respectful of the local architecture and will set a standard for the redevelopment of other properties in the area.

The Land Use Element of the Comprehensive Plan, outlines policies in support of Commercial Areas.

> *1108.1 (a)Promote appropriate commercial development, including centers for retail and office uses, to serve the needs of the economy of the District and its neighborhoods, to provide a focus for the expansion of housing and employment that the District will have to accommodate in the future because of its urban center role within the region, and to expand employment opportunities in the region for District residents;*

The District is supporting economic development and revitalization of the Anacostia area by constructing a major office building to encourage other businesses to follow. This development will not only help to foster other commercial development but will encourage other residential and employment opportunities.

Specifically, the application is consistent with the Ward 8 Plan:

Section 1920.1 outlines objectives for Urban Design that include:

- *(a) Maintain and enhance the physical integrity and character of the District as the National Capital, including Ward 8;*
- *(b) Preserve and enhance the distinguishable physical qualities of Ward 8 neighborhoods;*
- *(g) Encourage new development in areas with vacant or underused land to secure a strong, positive physical identity;*

Section 1929.1 outlines objectives for Land Use/Zoning that include:

- *(b) Promote healthy and secure residential and nonresidential environments through selective renewal, rehabilitation and neighborhood revitalization programs;*
- *(c) Increase employment and economic development opportunities and improve the physical condition of the ward through the provision of functional, efficient and attractive commercial, residential, industrial and open space environments;*
- *(e) Minimize existing and potential conflicts between residential uses and nonresidential uses;*
- *(f) Locate more intensive land uses in areas of the ward which, by virtue of existing or planned infrastructure, can accommodate and support these uses;*

The proposed development will meet the above objectives as it will visually improve the area and be a catalyst for further economic development in the area. Physically, the proposed development will complement and enhance the character of the area. The property is located where existing city infrastructure is already in place and is easily accessible.

AGENCY REFERRALS AND COMMENTS

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

1. Department of Transportation
2. Metropolitan Police Department
3. Fire and Emergency Medical Services Department
4. Department of Public Works, Tree and Landscape Division.

COMMUNITY COMMENTS

The redevelopment of the subject site has been in the planning stage for a number of years and the community has had many opportunities to comment on various proposals for the site. Regarding the proposed submission, the applicant has had preliminary discussions with and made presentations to the ANC and various community organizations who are generally in support of the development.

RECOMMENDATION

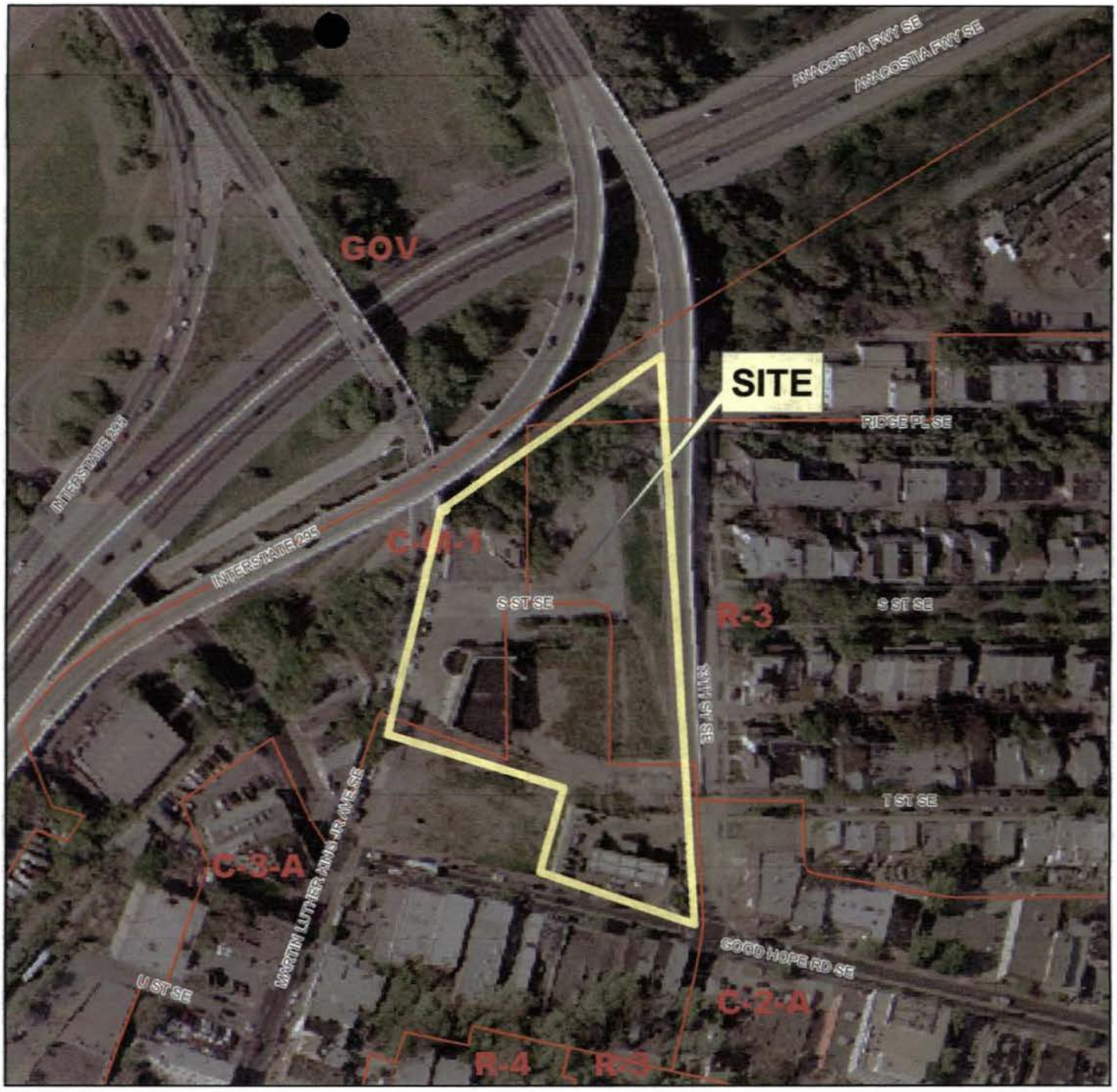
OP strongly supports the proposed Anacostia Gateway Government Center. OP believes that the proposed PUD and concurrent map amendment is not inconsistent with the elements of the Comprehensive Plan and recommends that the application be set down for public hearing. OP will continue to work with the applicant towards a more detailed review prior to the public hearing. In order to accomplish a more detailed review, the applicant should submit the following information:

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ATTACHMENTS:

1. Land Use/Zoning Map
2. Comprehensive Plan Map

EM/mbr AICP.



OPID0005365

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Aerial Photogaph/Zoning
ZC Application #05-03
Anacostia Gateway Government Center

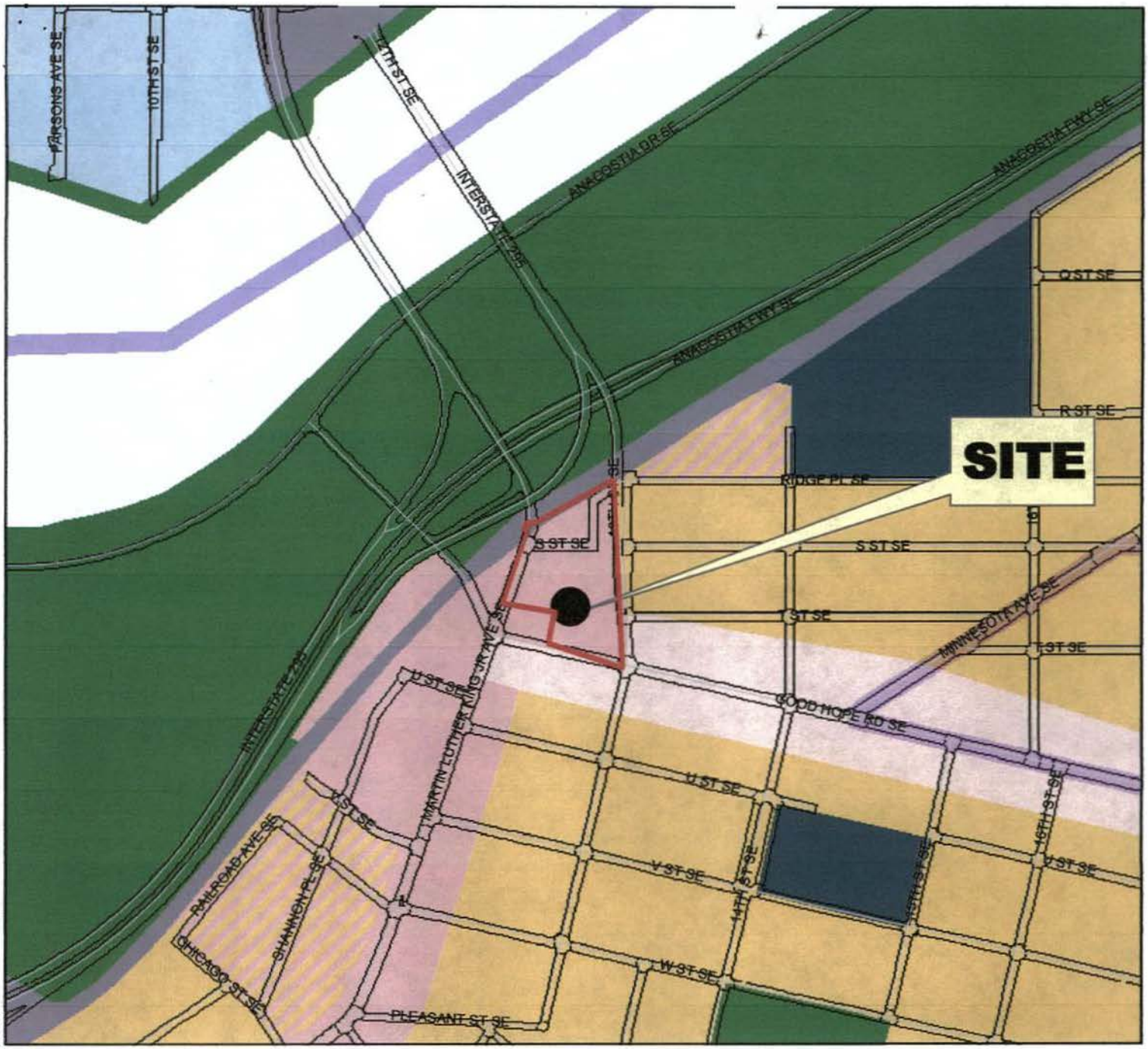


★ ★ ★ **Government of the District of Columbia**
Anthony A. Williams, Mayor

Office of Planning ~ March 3, 2005

This map was created for planning purposes from a variety of sources. It is neither a survey nor a legal document. Information provided by other agencies should be verified with them where appropriate.

Attachement 1



OPID0005337

Comprehensive Plan Map
Zoning Commission 05-03
Anacostia Gateway Government Center

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★ ★ ★ Government of the
District of Columbia
Anthony A. Williams, Mayor

Office of Planning ~ March 1, 2005

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Generalized Land Use Key

- Residential Low Density
- Residential Moderate Density
- Residential Medium Density
- Residential High Density
- Water
- Commercial Low Density
- Commercial Moderate Density
- Commercial Medium Density
- Commercial Med.-high Density
- Commercial High Density
- Federal
- Institutional
- Local Public
- Parks, Recreation and Open Space
- Production and Technical Employment

Attachment 2