GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

Memorandum

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TO: District of Columbia Zoning Commission

FROM: Ellen McCarthy, Interim Director
Office of Planning

05-03
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DATE: June 13, 2005

SUBJECT: Final 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 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 proposed development will be an asset to the Anacostia community and the building will serve as a landmark at the entrance into the Anacostia area and will also emulate its civic function. Of even greater importance are the economic benefits that the community will gain from the large number of employee and visitors to the area.

OP strongly supports the proposed Anacostia Gateway Government Center and believes that the proposal is consistent with the elements of the Comprehensive Plan and recommends that the application for a consolidated PUD and related map amendment be **approved.**

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 demolished. To the west of the site is the 11th Street Bridge that 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 in the C-M-1 district. To the east are 13th Street, the 11th Street Bridge that leads out of Anacostia, and 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

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Anacostia Economic Development Corporation (AEDC) site, which will be developed with a four-story building with retail use on the ground floor and office use on the upper floors.

PROPOSAL

The site will be developed to accommodate an office building for the District of Columbia's Department of Transportation. The proposed building, 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 (MLK) Jr., Avenue. The smaller, Good Hope Wing, will front on Good Hope Road. The two wings of the development will be connected by a 2-story pedestrian walkway. Two levels of underground parking will be provided for DDOT's use. A day care center for approximately 25 children is proposed in the MLK Wing. Within the overall space 5,250 square feet of space will be dedicated to retail use on the ground floor of the Good Hope Wing and on the southwestern corner of the MLK Wing.

ZONING

The site is currently split 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 utilizing the PUD review process to allow flexibility from some of the requirements in order to facilitate the development.

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, but if provided 2 ins./vertical foot of height of building or 13.33 ft. along Good Hope Road	None, but if provided 2 ins./vertical foot of height of building or 13.33 ft.	7.22 ft. for the Good Hope Wing
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 platform @ 100 sq. ft. 3 loading berth @ 30 ft. deep 1 service delivery area @ 20 ft.

FLEXIBILITY
The data table above meets the requirements of Section 2303.11. The applicant is requesting flexibility from the requirements described below.

Parking
The applicant is requesting flexibility to reduce the number of required parking spaces. The Zoning Regulations require 581 parking spaces and the applicant is requesting to provide 436 spaces, a 25% reduction pursuant to Section 2405.6. The subject site is approximately half-mile from the Anacostia Metro Station and is served by three Metrobus stops. Further, the applicant justifies the reduction because the building has large spaces dedicated to public functions and meeting space with a low occupancy ratio. Typically, occupancy ratio for an office building is one person per 200 square feet. In this case, the ratio is one person per 600 square feet of space. The lower occupancy ratio of the building is less than normal and the parking spaces required by the regulations are not necessary. DDOT has stated that their analysis shows that they will need only 384 parking spaces. In order to ensure that the requested reduction will not result in employees or visitors to the building parking on neighborhood streets, DDOT will institute a Transportation Demand Management Plan (see applicants submission dated June 3, 2005) as part of the Department's policy.

The Transportation Demand Management Plan is envisioned to reduce the number of parking spaces required by reducing the number of vehicular trips to the site. Further, it will help reduce congestion and air pollution resulting from vehicular traffic. The Transportation Demand Management Plan addresses the following:

- DDOT will manage the availability of parking spaces. Of the 436 parking spaces, 162 will be dedicated to DDOT fleet vehicles and of the remaining 274 spaces 70% will be reserved for carpool/vanpool vehicles. Private parking spaces for single occupancy vehicles will be limited to senior managers and employees who work nonstandard hours. Parking spaces for carpool/vanpool vehicles will be charged at a reduced rate while single occupancy vehicles will be charged at a rate established by private parking garages within the area.

- Preferences will be given to carpool/van pool vehicles through the reduced parking fees. Additionally, employees will be encouraged to participate in the Commuter Connection program of the Metropolitan Washington Council of Government (MWCOG) to create carpool/vanpools. DDOT will also maintain a Carpool Coordinator to facilitate participation in the carpool/vanpool program.

- DDOT will further encourage the use of mass transit by incentive programs such as metrocheck. DDOT has committed to advocate for the City to provide up to one hundred dollars in metrocheck benefits to employees who commute to work.

- Secure lockers for bicycle, storage, showers, and changing rooms will be provided within the facility for DDOT personnel who regularly walk or cycle to work.

- DDOT has committed to establishing a program to encourage flexible work hours and telecommuting where possible to reduce peak hour travel.

- DDOT has committed to encouraging its employees to consider the District's housing assistance programs to enable them to purchase homes in the area.

- DDOT will implement recommendations of the Anacostia Traffic Study and the Middle Anacostia Crossing Study to improve traffic flow in the area and includes implementing two-way traffic on Marin Luther king, Jr., Avenue and 13th Street.

OP believes that if these policies are instituted then the requested reduction in parking spaces should not adversely affect on-street parking in the area.

Roof Structures
The applicant has requested flexibility from the requirements of Section 411 and 770.6 that roof structures be setback from all exterior walls at a 1:1 ratio and the enclosure is of unequal heights. The enclosure is not setback the required eighteen feet on the south and west sides. On the west side the setback is 16.5 feet and on the south side the setback is 16.5 feet and 9.33 feet. The flexibility is required due to the building's shape and the location of the skylights that provide direct light to the atrium on the first floor. The enclosure is of unequal heights to reduce the massing of the enclosure. The proposed flexibility will not diminish the intent of the requirements to provide uniformity of the structure and reduce the impact of the perceived height of the building.

Side Yard
The applicant has requested flexibility from the requirements of Section 775.5 that if a side yard is provided, it shall be at least two inches for every vertical foot of the height of the building. The height of the building is eighty feet and therefore a side yard of 13.3 feet would be required. The design of the building provides a side yard of 7.2 feet along Good Hope Road. The side yard is reduced in order to provide continuity along Good Hope Road by matching the setback of the proposed AEDC building. In the Large Tract Review for the AEDC building, OP recommended that the building be setback from the property line in order to provide for adequate pedestrian walkway and landscaping to facilitate the ground floor retail uses along Good Hope Road

Housing Linkage
Section 2404 requires that a PUD application for office space that requesting 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 and will continue the same.

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 development that provide public benefits." The proposed development will be constructed on a property that is currently undeveloped and is currently an eyesore in the Anacostia community. 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.

The proposed development has 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's commercial area and will contribute to further economic development in Anacostia. Additionally, the building will provide 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 serve the entire City and is conveniently located and easily accessed due to its proximity to the Anacostia Metro Station and major roadways.

The greater Anacostia area is experiencing both commercial and residential revitalization. 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.

The applicant has submitted a Construction Management Plan (April 16, 2005 submission) that includes the creation of a Community Advisory Committee to address community concerns before and during construction of the building. There is currently not a party to enforce the plan, as a developer of the project has not been chosen. However, the applicant states that the developer chosen will be required to abide by the terms of the plan.

The submitted Construction Management Plan has not been discussed with the community. Therefore, OP recommends the proposed Plan be the basis and groundwork for a Construction Management Agreement between the developer and the community.

PUBLIC BENEFITS AND AMENITIES

OP believes that the benefits to the community from the proposed project compensate for the additional FAR and flexibility requested. Section 2403.9 outlines ways in which benefits and amenities may be exhibited.

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

The design and architecture of the building is multifaceted as it is intended to:
- be of symbolic importance to the area and is important to emphasize the sense of place in historic Anacostia;
- provide a strong civic image from within the community and from across the river;
- respect the architectural character of Anacostia;
- be inviting to the public; and
- allow DDOT to function efficiently and meet its mandates.

The architecture and design of the building meets these goals through the buildings' scale and façade materials. A major challenge was to respect the scale of the buildings and architecture of the neighborhood and particularly those within the adjacent historic district while accommodating the needs of DDOT. This is achieved by dividing the building into smaller parts, setting back the higher portions

of the building, and reducing the height of the portion of the building along Good Hope Road to complement the proposed AEDC building. The proposed architecture and design was granted concept approval on April 21, 2005 by the U.S. Commission of fine Arts.

The façade of the MLK Wing has a distinct base, middle and top sections and the three-part ornamentation is articulated in various forms on each side of the building. Along MLK, Jr. Avenue the base uses a curved stone arcade with canopies to reflect the retail and pedestrian character of the street with a distinct five-story portal that defines the public entrance and atrium space. The stone color complements local masonary. The middle section steps back to reduce the scale of the building from the street.

On the 13th Street façade the top three stories are setback approximately twenty-one feet to minimize the height of the building as seen from the residences across the ramp and street. The three-part ornamentation of the building is continued on the north façade with the full height of the atrium covered with glass that has a series of supporting ribs and infill panels that bring light into the interior.

The Good Hope Wing has its entrance at the corner of Good hope Road and 13th Street designed to complement the massing of the proposed AEDC building with its entrance at Good Hope Road and MKL, Jr. Avenue. The entrance material and window massing are of a similar pattern to that of the AEDC building but the organizational pattern is varied to differentiate from the MLK Wing. The scale of the Good Hope Wing is lower to respect the lower scale of the neighborhood.

The streetscape and landscaping around the building transitions from civic along MLK, Jr., Avenue to urban along Good Hope Road to residential along 13th Street. MLK, Jr., Avenue is a civic space with a semi-circular, granite plaza with planters and benches that also provide a transition between the sloping street and the flat walkway along the building. Planters complement the brick sidewalk along Good Hope Road and a granite paved apron at the entrance to the building. Landscaping along the 13th Street side has a park-like setting with a brick sidewalk and the setback from the road right-of-way is planted with ground cover and shrubs.

Street lighting around the building will be compatible with the DDOT's Anacostia Waterfront Transportation Architecture Design Standards with modifications to meet the Leadership in Energy and Environmental Design (LEED) criteria for light pollution reduction.

(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 MLK Wing frontage and main entrance into the building will be accessed from a semi-circular, curved, driveway off MLK, Jr., Avenue. A secondary access will be provided from an east-west alley with a vehicular passenger drop-off area. An additional building entrance is provided at the corner of Good Hope Road and 13th Street as well as a staff entrance along the 13th Street frontage. The below grade parking area is access through the alley off MLK, Jr., Avenue, 13th Street and Good Hope Road, with a secondary entrance on the northeast portion of the building.

As described earlier, paved walkways will be provided for safe pedestrian movements around the building and DDOT has committed to a Transportation Demand Management Plan to reduce the number

of vehicular trips to the site by its employees. The site is approximately half a mile from the Anacostia Metro Station and buses are provided along Good Hope Road and MLK, Jr., Avenue that can be utilized by both employees and visitors to the site. The proposal by DDOT to provide crosswalks and return MLK, Jr., Avenue and 13th Streets to two-way traffic will help to mitigate some of the current traffic problems.

(d) Employment and training opportunities;

The applicant is committed to participating in a First Source Agreement with the District of Columbia Department of Employment Services and will obtain a Memorandum of Understanding with the Minority Business Opportunity Commission. As part of the Request for Proposals (RFP) for the development of the site, the developer chosen will be required to participate in a First Source Agreement with a Memorandum of Understanding.

(e) Housing and affordable housing;

N/A

(f) Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;

The applicant is committed to making the building energy efficient and environmentally friendly and the RFP will include a requirement that the developer pursue "silver" LEED certification. All stormwater runoff controls will be onsite and connect to the public system in the vicinity of the sits.

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

It is envisioned that the proposed development will be of special value to the community because it will serve to spur 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. 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 consistent with other sections of the Comprehensive Plan including the following Major Themes of the Comprehensive Plan:

- Section 102 - Stabilizing and Improving District Neighborhoods,

- Section 103 – Increasing the Quantity and Quality of Employment Opportunities in the District
- Section 111 – Providing for Diversity and Overall Social Responsibilities

The proposed development is seen as a catalyst to further economic improvements in the neighborhood. It is envisioned that with the large number of employees (approximately 500) and visitors will generate a need for other services. This in turn will lead to an increase in services provided and an increase in the employment of persons to provide the needed services. DDOT will also provide other services to the community such a making space available for community meetings, allowing children from the community into the day care center if space is available, and the provision of car seats for babies

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;

Although the proposed development will accommodate an office building, the large number of employees and visitors to the building will be a further catalyst for further redevelopment in the area. The applicants economic study conservatively projects that there will be retail boost of approximately $1,150,000 per year to the community based upon service availability. Possible retail uses include drycleaners, food establishments, drug store, gas station, grocery store, clothing store, packaged food, and coffee shops. The location of the facility in the vicinity of the Anacostia metro station 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 convey a strong civic image and as represent a symbolic gateway into the Anacostia community as seen from within the community as

well as from across the river. The presence of this building will encourage the redevelopment and renovation of other buildings in the neighborhood.

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;*

A major reason for the development of this location and relocation a major department of the District government to this area is the belief that both the building and the employees and visitors that the office generates will be a strong impetus towards economic development and revitalization of the Anacostia area. As stated in the applicants economic study there is the potential for employees to spend over 1.5 million dollars in the area that will foster other commercial development and promote 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 District's investment in this building will encourage other neighborhood revitalization and investment programs that will generate employment opportunities in the area. The scale and architecture of the building is stately and pronounces and will be a symbol and standard within the community but will also complement and enhance the character of the area. The building will visually improve the area and be a catalyst for further economic development in the area. A street and a ramp separate the residential area to the east of the building but the building will be further setback and landscaped to minimize it visual effect.

ZONING COMMISSION CONCERNS

At the March 15, 2005 Zoning Commission Public Meeting when the application was setdown the Commission expressed some concerns regarding the views of the building from across the River, more articulation of the façade on the Good Hope Wing, and the view of the northern façade of the MLK Wing.

To address these concerns, the applicant has refined the architectural and design elements. It should be noted that views of the building from the river will be obscured by the bridges and because of the topography of the site portions of the building is in a "hole." Traveling across the 11th Street Bridge into Anacostia the western side of the building, or the curved entrance, will be more pronounced than the northern façade. Only the upper floors of the northern façade will be visible from the Bridge. The façade of the Good Hope Wing complements the AEDC building and the other buildings along Good Hope Road with its brick base, and glass and stone upper floors. The applicant has worked with the Commission of Fine Arts to improve the articulation, color, and materials on all the façades of the building and has been granted concept approval.

AGENCY REFERRALS AND COMMENTS

The application was submitted to a number of District agencies for review and comment. To date no formal response has been received by OP. However, DDOT has indicated that they will submit a recommendation to the Zoning Commission under separate cover.

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 made presentations to the ANC-8B and various community organizations. The ANC voted on May 4, 2005 to approved the proposed development.

RECOMMENDATION

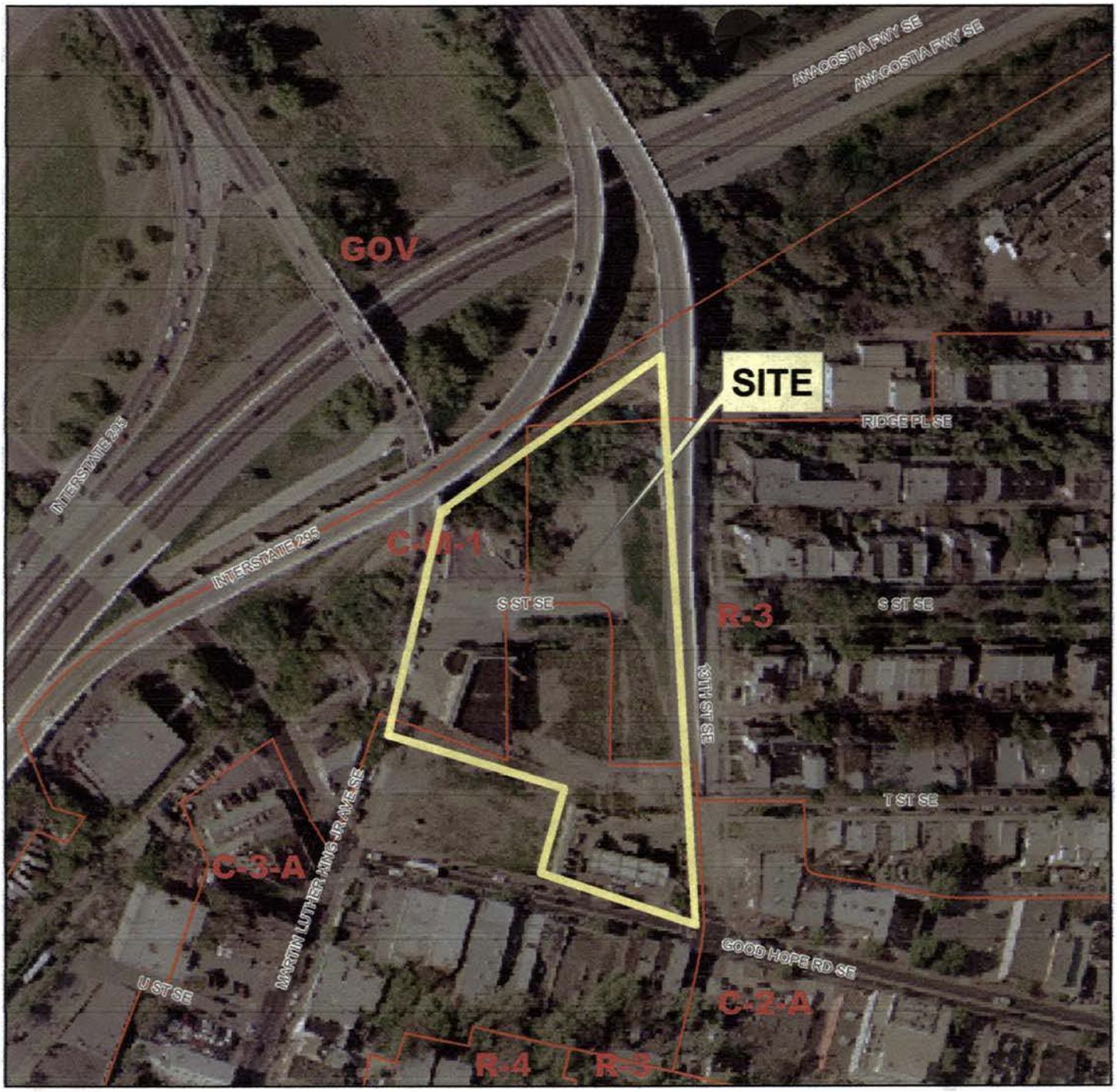
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OP strongly supports the proposed Anacostia Gateway Government Center and believes that the proposal is consistent with the elements of the Comprehensive Plan and recommends that the application for a consolidated PUD and related map amendment be **approved.**

ATTACHMENTS:

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

EM/mbr AICP



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

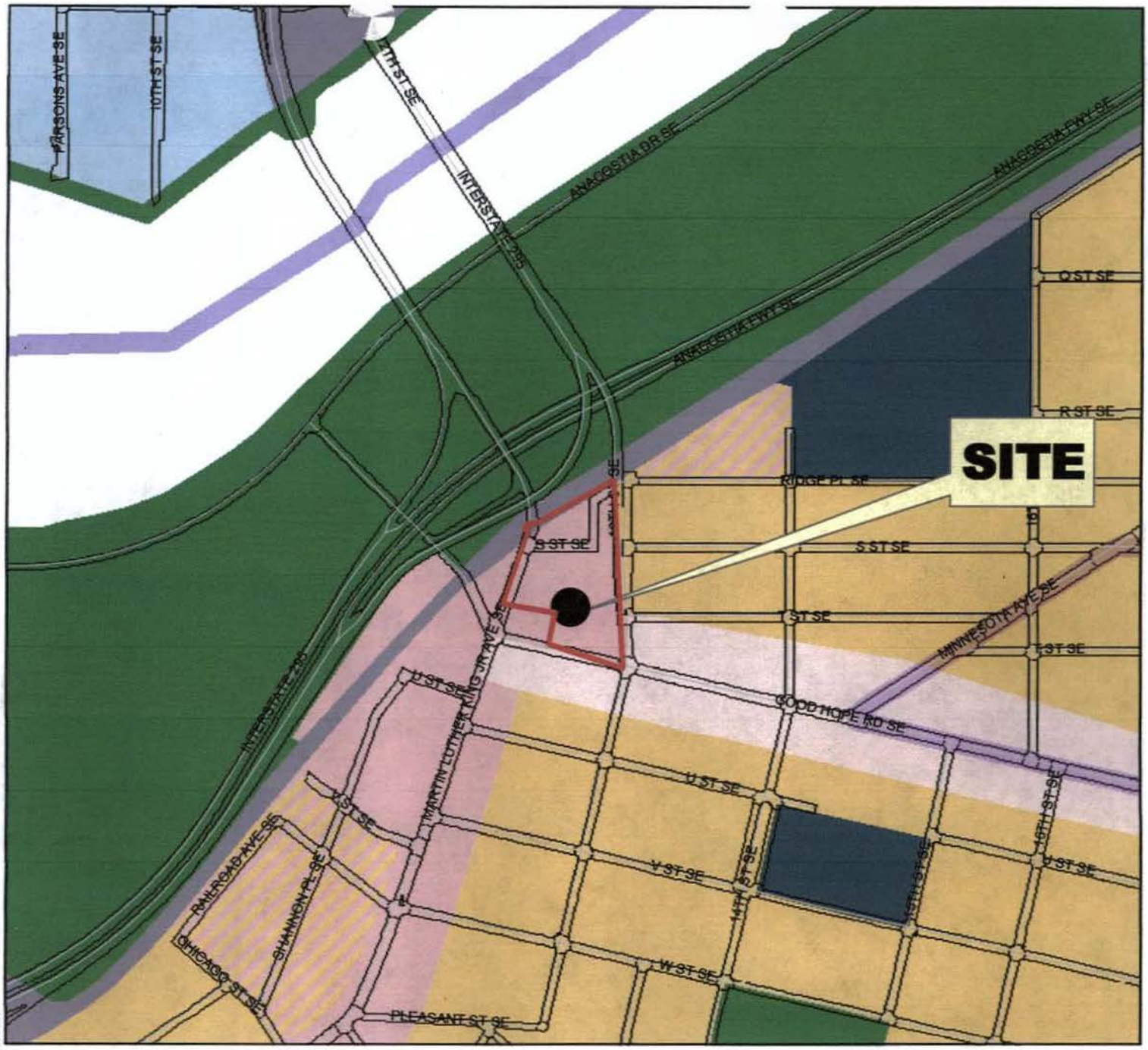


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Anthony A. Williams, Mayor

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



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