GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

MEMORANDUM

DATE: February 14, 2003

TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director OP

SUBJECT: **Zoning Commission Case # 03-06 – Setdown report**

Map amendment to zone un-zoned lands known as the Southeast Federal Center site to CR, R-5-E, R-5-D and W-0; and text amendment to create a new SEFC Overlay District.

743, 744, 771, 802, 826, 853, a portion of 801, a portion of land south of 771 and 802 bounded by WASA to the west and Reservation 14 to the east, a part of Reservation 14, and unsubdivided lands formerly part of the Washington Navy Yard.

Ward 6, ANC 6D.

APPLICANT Federal General Services Administration

I. RECOMMENDED ACTION:

The Office of Planning recommends that the Zoning Commission set down for public hearing Zoning Commission Case #03-06, a petition from the General Services Administration for a proposed map amendment for the Southeast Federal Center site for initial zoning of CR, R-5-E, R-5-D and W-0, and text amendment to create a new SEFC Overlay District.

This report also serves as the supplemental report as required by Section 3013.

II. PROPOSAL

The petition by the General Services Administration (GSA) is to establish zoning for the Southeast Federal Center (SEFC). The land is currently federally owned and administered by the GSA, which has been granted the authority to plan for and contract for private uses on the site, thus making it subject to District zoning. This milestone petition represents the culmination of three years of intensive discussion between GSA and the Office of Planning (OP) on how best to plan for this land resource, to meet GSA and District objectives for the site and the city, to ensure that it reinforces the historic fabric of the District, and to provide vital view corridor and access to the waterfront.

The vision for the site is of a high-density, mixed-use neighborhood with new residential, office, retail and cultural development, and a significant new park along the waterfront. A relatively high dense form of development is imperative to realizing a critical mass of housing on the waterfront, in the Near Southeast area, and citywide, and to realizing the Mayor's goal of increasing the District's population by 100,000 residents. This is one of few immediately available parcels where this form of urban waterfront neighborhood *and* a significant waterfront park can be accommodated. The density of development will both permit and activate the waterfront park. The park, in turn, allows for higher density development and greater height given the significant setback for the waterfront,

[redacted]
03-06
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ZONING COMMISSION
District of Columbia
CASE NO.03-06
EXHIBIT NO.6

and will provide a highly desirable form of immediately available open space for new SEFC residents and workers. The extension of the surrounding neighborhood's streets to and through the site will provide amenity to all Southeast area and District residents by providing unprecedented public access to a destination Anacostia waterfront park. The density is further supported by immediate access to a Metro station and proximity to major transportation routes, the downtown business area and the burgeoning M Street corridor.

Recommended zoning will support this vision by providing for the desired mixture of uses at an appropriate density. The proposed zoning is consistent with the Comprehensive Plan, the Anacostia Waterfront Initiative, and District planning initiatives for the area. The zoning is also consistent with the Southeast Federal Center Public-Private Partnership Act of 2000, which authorized the GSA to dispose of the SEFC site and to encourage non-governmental uses such as residential and retail.

Proposed zones include CR – Mixed-use Residential, Office and Retail on blocks generally adjacent to M Street SE; the new W-0 – Waterfront Open Space Zone along the Anacostia River; and, R-5-E – High Density Residential and R-5-D – Medium-high Density Residential at the core of the site. A new SEFC Overlay is also proposed to establish site-specific regulations pertaining to the use, density, and siting of buildings, and is intended to provide a balance of design flexibility and control. The proposed zoning is shown on Attachment II; a copy of the proposed SEFC Overlay is attached to the GSA submission.

III. THE SITE – see also Context / Location Plan - Attachment I

The Southeast Federal Center site is bound generally by M Street SE to the north; 1st Street SE to the west; the Anacostia River to the south; and the Washington Navy Yard to the east. The northern boundary of the SEFC is one mile from the U.S. Capitol. Expansive views across and along the river, west towards Buzzard Point and the Frederick Douglas Bridge, and east towards the Washington Navy Yard, make this a highly desirable, visible and unique site in Washington.

The site is approximately 44 acres. This does not include an 11 acre parcel on M Street SE proposed for a new Department of Transportation (DOT) Headquarters, which will be brought to the Zoning Commission in a separate PUD application (ZC Case #03-05). The Navy Yard Metro Station is located next to the SEFC site at the corner of New Jersey Avenue and M Street SE.

The southeast waterfront was envisioned in the L'Enfant Plan as a major port and industrial center. Over time, it was developed with wharves, small factories, shipbuilding facilities, and dwellings. Eventually, portions of the river shoreline were filled in (see Attachment III). In the early part of the 20th century, the Navy acquired the site and it was used in wartime and post-war production activities, until being transferred to the GSA in 1962. There are some historically and architecturally significant buildings on the site (described in Attachment IV), but it is now largely vacant and paved over. Over 50% of the site is within the 100-year flood plain and much of the area is fill material, particularly in the east and south portions. GSA has indicated a commitment to bringing the site into full EPA compliance, and has undertaken extensive environmental remediation, preparing the site to a residential standard. Seawall reconstruction, completed in 2002, will allow for increased use along the shore.

IV. SEFC PLANNING HISTORY

Following GSA acquisition of the site, plans centered on its development as federal office space. However, changing political and economic conditions in the late 1990's resulted in a shift in what was considered the best possible use. Federal legislation adopted in 2000 mandated the GSA to consider

private mixed-use development for the site.

Over the last three years, District staff have jointly participated in an extensive planning process with GSA to develop a planning and zoning approach for the site under the umbrella of the Anacostia Waterfront Initiative. In May of 2000, Southeast neighborhood stakeholders met in a weekend-long workshop to discuss the future of the under-developed Near Southeast waterfront, and to develop a joint vision for the area. The Near Southeast Neighborhood and Waterfront Workshop resulted in agreement on a vision for the Near Southeast area as an "Urban Village" that integrates commercial uses with housing improvements, and which recovers the waterfront as an amenity for all to enjoy. A key point of agreement was the need to eliminate the enclaves that had typified the area (federal employment centers, public housing compounds, military barracks) and re-knit the area into the street grid, with various uses mixed and juxtaposed. Following this, a team of planning firms produced a conceptual plan, including development potential and street and block layout. An Illustrative Plan (2001) for the SEFC served as the basis for the Request for Qualifications (RFQ) for potential developers, issued by the GSA in April 2002. A Request for Proposals (RFP) to select a development team is expected to be released in February 2003.

A more detailed description of major planning studies, planning context, and additional background information follows. Detailed analysis of the proposed zoning for the site continues on Page 13 of this report.

1. Prior to 1992

Between 1962 and 1992, there were four separate plans for the general area which sought to realize the Kennedy Administration's objective of consolidating federal office space. The plans were consistent in that all land was to remain federally owned, and there was no housing or cultural component.

2. Master Plan for SEFC, 1992

In 1992, the Master Plan for SEFC by Keyes Condon Florance for the GSA was adopted by the National Capital Planning Commission. The plan was designed to accommodate 23,000 office workers in approximately 5.6 million gross square feet (gsf) of federal office space. The plan established a block system with connections to the surrounding L'Enfant street grid, including extensions to New Jersey Avenue and Tingey Street. A large, hard-edged urban waterfront with retail, and an esplanade and riverfront drive would link the Navy Yard with South Capitol Street. A corresponding set of design guidelines for the SEFC (1995, Wallace Roberts Todd & Federal Center Associates) was prepared to guide the development, enhance the quality and use of the Anacostia River as an urban waterfront, and reunite this area with the neighborhood and the city as a whole. However, early attempts to move federal agencies to the SEFC met with stiff resistance due to the lack of amenities.

Through the 1990's, a number of regulatory, market, neighborhood, and on-site conditions changed. 5,000 employees were relocated into the adjacent Washington Navy Yard, creating a large new market for commercial office users, ancillary retail customers, and contractors who wish to be located near the Yard. The Department of Transportation decided to locate its new headquarters on the SEFC site, in a new 1.5 million gsf office complex for 7,500 employees. The GSA completed $30 million worth of environmental remediation work, including upgrading the seawall. Significant office and residential development projects (HOPE VI) are underway or planned in the vicinity. A

number of planning workshops and area planning studies called for additional mixed use development. This resulted in a re-imagining of the SEFC site as a mixed-use live work community.

3. Near Southeast Neighborhood and Waterfront Workshop, May 18 – 21, 2000

The "Near Southeast Workshop" was co-sponsored by the GSA and the Office of Planning. The Congress for New Urbanism (CNU) was contracted to facilitate the weekend long event, and an advisory team consisting of planning and design experts from across North America was assembled. The 250 acre study area included the SEFC site, the Navy Yard, Capital Gateway / Buzzard Point area, and Arthur Capper / Carrollsburg neighborhood. Over 200 participants were brought together to discuss the future of the under-developed Near Southeast waterfront. The successful workshop resulted in agreement on a vision for the Near Southeast area, described in the Workshop Report (Attachment V), as an "Urban Village" that integrates commercial uses with housing improvements, and which recovers the waterfront as an amenity for all to enjoy. The workshop participants also developed a number of strategies for achieving this vision, including ones which relate directly to the SEFC site:

- Create a broad range of housing types while ensuring no net loss of public housing units a policy since adopted by the DC Housing Authority (DCHA).
- Create a mixed-use waterfront neighborhood at the SEFC site that provides parks, museums, offices, shops, restaurants, housing, and walkable public streets and squares.
- Utilize the existing flood plain area as a riverfront walkway and wetlands system.
- Emphasize new residential development both north and south of M Street.
- Improve neighborhood character by preserving historic buildings.
- Extend the historic L'Enfant street grid into the SEFC to provide direct access to the waterfront.
- Transform M Street into a pedestrian-friendly boulevard by providing wide sidewalks, bike lanes and a bus route connecting the neighborhood with the Southwest waterfront.
- Establish New Jersey Avenue SE as a civic boulevard joining new public waterfront plazas at the SEFC with the US Capitol.

For the SEFC site, the advisory team recommended the establishment of a special zoning designation. The GSA agreed that the option of developing the SEFC site as a federal compound was obsolete, and adopted a new vision for the site as a mixed use waterfront neighborhood with significant residential development. GSA and OP agreed to partner in planning for the redevelopment of the site.

4. November, 2000 SEFC Public-Private Development Act

Congresswoman Eleanor Holmes Norton's SEFC Public-Private Development Act was passed by Congress in November 2000. This landmark legislation set the stage for all subsequent efforts by authorizing the GSA to dispose of the SEFC site, to consider non-monetary returns as part of the compensation for the disposition of the property, to partner with the private sector in its development, and to introduce non-governmental uses such as residential and retail. The legislation is intended to stimulate the redevelopment of the property in order to create substantial value for the United States and to create an asset for the citizens of the District of Columbia.

5. SEFC Memorandum of Understanding

Shortly after adoption of the SEFC Public-Private Development Act, a Memorandum of Understanding (MOU) was signed by the GSA and the District to implement its provisions. The MOU called for the District and the GSA to work collaboratively and cooperatively to:

- promote and effect the private development of the SEFC site and to attract public and private investment that will enhance the value of the property;
- ensure that the plan is consistent with the National Capital Planning Commission's Legacy Plan and the Anacostia Waterfront Initiative;
- establish an efficient development and disposition strategy that maximizes competition, while providing flexibility to GSA and the developer(s) to respond to changing market conditions and regulatory requirements;
- investigate District responsibility for using tax-exempt debt to finance infrastructure development (streets, water, sewer, gas, electric and public open space, street and other enhancements), consistent with the other obligations of the District and its fiscal capacity;
- provide a framework for site development in a Preliminary Consensus Plan (the "Illustrative Plan"), intended to define recommended land uses, densities, development parcels and the location of open space features for development of the Property;
- prepare three preliminary public realm infrastructure programs, from which a preferred infrastructure plan (PIP) would be selected.
- establish a two-stage selection process for the development of the site, including public infrastructure costs, program, public open space, parcelization, and phasing, and seek concurrence on the Terms and Conditions for the solicitation of private investment.

The MOU also provided for consultation regarding the selection of a developer(s) for all phases of development; the design of streets and public open spaces that will serve the site and connect it to its surroundings; the terms and conditions of any land disposition and/or ground lease of property ; and the long-term maintenance of the required public infrastructure.

6. 2001/2002 Illustrative Plan

In conformance with the SEFC MOU, the GSA and OP hired a team of consultants to prepare an "Illustrative Plan" (IP) for the SEFC site. The team included the consulting firm of Hamilton, Rabinovitz, & Alschuler, Inc., which prepared a site analysis in 2001, and the Urban Design firm of Beyer Blinder Belle, which prepared a series of illustrative maps and plans. A series of block and street layouts were also prepared to assess potential development patterns and infrastructure costs. The IP promotes development which would take full advantage of the existing site context, including the interaction with the waterfront edge, allow for strong connections through the site and between surrounding neighborhoods and the water, and ensure that the site is not seen as an isolated development pocket. Development should strive to:

- create a vibrant mixed use/mixed income 18-24 hour community.
- provide stewardship of a valuable Federal asset while providing long term benefits to the District.

- feature a destination and/or open space attractor to stimulate other commercial and residential activity within the site and contribute to the effective realization of broader AWI objectives.
- set a positive example as a leader and innovator in sustainable development, and feature quality architecture and construction in all areas of the site.
- retain flexibility to accommodate multiple possible outcomes and market conditions.
- provide for density as vital for the creation of a truly urban development, to allow for effectively sited and scaled public spaces, and to maximize land use over the long term.

The Illustrative Plan site plan, Attachment VI, establishes a proposed street and parcel (labeled A through Q) grid, includes the retention of historic structures and the creation of a large green space on the waterfront, and proposes a build-out range for various types of uses on the SEFC site:

USE	BUILD-OUT RANGE
Office	1,200,000 to 1,800,000 sq.ft.
Residential	1,800,000 to 2,900,000 sq.ft.
Retail	160,000 to 350,000 sq.ft.
Cultural	20,000 to 100,000 sq.ft.

GSA and OP agreed that the IP reflected the current planning approach for the site, and it became the basis for more detailed discussions, and the Request for Qualifications issued by the GSA.

7. April, 2002 – Request for Qualification for Development of the Southeast Federal Center

The GSA issued a Request for Qualification (RFQ) for development of the SEFC in April of 2002, to "to inform the development community about the SEFC site, to seek expressions of interest from qualified developers, and to maximize dialogue between GSA and the private sector." Following receipt of RFQ responses, GSA formulated a short list of developers determined to be most highly qualified to continue in the process, and the issuance of an RFP is expected in February 2003.

V. AREA PLANNING INITIATIVES

The SEFC site is part of the rapidly changing Near Southeast area, and is an integral component of the Anacostia River waterfront. Planning initiatives for the general area and adjacent areas include:

1. Anacostia Waterfront Initiative - Memorandum of Understanding

On March 22, 2002, twenty Federal and District agencies who own land or have jurisdiction along the Anacostia River signed the Anacostia Waterfront Initiative (AWI) Memorandum of Understanding (MOU), including the Government of the District of Columbia, the GSA, Naval District of Washington, District of Columbia Housing Authority, District of Columbia Water and Sewer Authority, National Capital Planning Commission, National Capital Revitalization Corporation, United States Department of Transportation, and the United States Environmental Protection Agency. The MOU represents a commitment by all of the signatory agencies to create an active, cohesive, and well-planned Anacostia River waterfront.

Mayor Anthony Williams has described the AWI as one of the most important partnerships ever made between the District and Federal governments. The vision of the AWI is of a clean and vibrant waterfront with parks, recreation uses, and places for people to meet, relax, encounter nature and experience the heritage of the waterfront. The AWI also seeks to revitalize surrounding neighborhoods, enhance and protect park areas, improve water quality and environment, and, where appropriate, increase access to the water and maritime activities along the waterfront.

The Office of Planning, in concert with federal agencies, is producing a plan for the waterfront from the Southwest to RFK Stadium, both east and west sides of river. A Draft Framework Plan focuses on five critical themes to guide the creation of a great waterfront along the Anacostia River:

1. A clean and active river.
2. Eliminating barriers and gaining access to waterfront lands.
3. An interconnected and continuous urban riverfront park system.
4. A vibrant waterfront with cultural destinations of distinct character.
5. Building strong, sustainable waterfront neighborhoods.

The SEFC site is an integral component of the AWI, and a prime location for mixed use, high-density residential development with a new park that will be an integral part of the overall park system.

2. AWI - Near Southeast Target Area Plan

The Near Southeast is an area undergoing rapid transition, with a number of separate potential or planned development projects (briefly described in Section VI). Building upon the issues arising from the Near Southeast Neighborhood and Waterfront Workshop of May, 2000, a Plan for the Southeast is being drafted to tie the development plans for these many separate sites together into one cohesive plan that recognizes the importance of an overall vision for this changing neighborhood.

The Near Southeast Area Plan envisions an urban neighborhood that re-establishes historic Carrollsburg; provides unprecedented public access to the waterfront; encourages active, transit-oriented neighborhoods; and permits a combination of mixed-income housing, office, retail use and cultural destinations. Core recommendations include:

- Provide for Continuous Open Space along the Southeast Waterfront, including a major park along the SEFC waterfront.
- Connect Existing and Future Neighborhoods and the District to Waterfront.
- Provide for Mixed-Use Development.
- Balance Uses along the M Street Corridor and New Jersey Avenue.
- Provide a Network of Open Spaces to connect communities and the river.
- Integrate Development Plans for sub-areas or specific proposals.

The SEFC site is critical to this vision – it provides a central and relatively undeveloped site for mixed-use development; one of the few opportunities for a public waterfront park of a size large

enough to permit a broad range of active and passive recreation; and an important opportunity for connection between existing residential areas and the waterfront. A draft of the Near Southeast Urban Design Framework was issued in February 2003 (Attachment VII).

3. Buzzard Point / Capital Gateway

Directly to the west of the SEFC site is the Buzzard Point / Capital Gateway area. A planning process for that area culminated on April 19, 2002 with the adoption of new zoning - CR over most of the area, W-2 zoning along the waterfront, and C-3-C zoning for properties on the north side of M Street. In addition, the Capital Gateway Overlay District was adopted to establish waterfront setback requirements, bonus density and height regulations, M Street design standards, and combined lot and PUD development requirements. Development will include a walkway, bicycle pathway, and active and passive waterfront-oriented recreation uses as part of the AWI linear waterfront pathway system.

4. Southwest Waterfront

The existing Southwest Waterfront (a strip of waterfront land between I-395 and the Washington Channel) has a large amount of paved surface compared to open space and buildings. As part of the AWI, the Office of Planning and the National Capital Revitalization Corporation (NCRC) in partnership with the Southwest community, developed the Southwest Development Plan and the AWI Southwest Vision. The plan builds on community input from an AWI focus group meeting, a public workshop, and outreach to local stakeholders. Core assumptions includes removing Water Street and transforming Maine Avenue into a true, green urban boulevard; creating new public spaces along the waterfront; extending the fabric of the SW neighborhood to the water; creating an active retail and commercial node near the Fish Market and a quieter cultural and residential node at the M Street SW terminus; and improving connections with the rest of the City. A draft Plan is completed and available upon request.

5. South Capitol Street Gateway and Improvement Study

The District Department of Transportation is currently managing a study of the South Capital Street. The street is envisioned as a grand and lively urban boulevard in the tradition of Pennsylvania Avenue and Connecticut Avenue, serving residents and visitors as a principal gateway to the U.S. Capitol, the Anacostia waterfront and the Southwest, Southeast and Buzzard Point neighborhoods. The study area is a 3.5 mile long corridor includes adjacent sites to New Jersey Avenue, the Anacostia waterfront and Howard Road. Through meetings with stakeholders, including area residents and business owners, the study will build on the broad principles that underlie the AWI, including improving public access to the waterfront, providing greater continuity in the waterfront open space system and trail network, encouraging economic revitalization, and respecting the Anacostia River as a central element of the city and region. The Study is expected to be completed in April of this year.

VI. ADJACENT DEVELOPMENTS PROJECTS AND PROPOSALS - Attachment I.

1. US Department of Transportation (DOT) Headquarters

The new US DOT Headquarters, is planned to be located at the center of the SEFC site, on M Street SE between New Jersey Avenue and 4th Street SE. Development on this highly prominent site will include approximately 1.5 million square feet of office space, and will bring an additional 7,500

federal employees to the neighborhood. The site will be sold for private development, with the building leased back to the DOT. District staff have had on-going discussions with GSA, DOT, the developer, and the designers to ensure that broader Near Southeast and SEFC objectives are met to the maximum extent possible, and to mitigate impacts of significant federal security requirements. A separate PUD application for this proposal has been filed and is currently being reviewed by staff.

2. Washington Navy Yard

To the east of the SEFC site is the 72 acre Washington Navy Yard, which is both a major historic asset and a key economic anchor for the Near Southeast and the District. Begun in 1799, the Navy Yard is one of the nation's oldest continuously operating military bases, and its historic structures and landscapes provide an important cultural attraction for the District. The site accommodates over 11,000 employees. Over the past 5 years, the Navy has made an investment of $400 million to restore historic structures, construct infrastructure improvements, and enhance the waterfront area in anticipation of a connection to the Anacostia Riverfront promenade. Environmental improvements include an expanded waterfront park with a continuous pedestrian promenade, in anticipation of connections to a promenade along adjacent waterfront lands.

3. Washington Gas Light

The former Washington Gas property is currently being redeveloped as Maritime Plaza, with 750,000 square feet of offices and a 190-250 room hotel on 11 acres of land to the east of the Navy Yard between M Street and Water Street. Maritime Plaza is partially complete, and now accommodates thousands of employees affiliated with the Washington Navy Yard.

4. M Street SE

M Street SE, on the north boundary of the SEFC, runs through the center of the Near Southeast. This area has historically been dominated by industrial uses. Largely in response to the Washington Navy Yard consolidation, several hundred thousand square feet of private office space is under construction between 1st and 13th Streets. The District has allocated $10 million for street restoration and beautification, including the street bed, sidewalks, and street furniture, to improve the appearance and amenities of the street's pedestrian environment.

5. Arthur Capper/Carrollsburg Hope VI Development

To the north of M Street is the existing Arthur Capper / Carrollsburg neighborhood. This 20-acre area encompasses 13 city blocks of what is primarily publicly-assisted housing, currently the only residential area in the Southeast. Through a $35 million HOPE VI grant from the US Department of Housing and Urban Development (HUD) the deteriorating dwellings will be replaced with 1,500 new mixed-income housing units, representing a total investment of over $300 million. New development will include mixed income and seniors housing units in a variety of ground-oriented and apartment buildings. Along the M Street corridor, higher density residential development will complement existing and new commercial office buildings. Providing street and public open space connections between the residential neighborhood and the SEFC waterfront is an important goal.

6. Canal Blocks Park (part of Hope VI)

A new linear park on three remnant blocks of land north of M Street, along Second Street SE is a component of the Hope VI project. The historic Washington Canal provided a water-born

connection between the Anacostia River and the Potomac via the National Mall in the early 1800's. The land is now federal reservations under District jurisdiction.

7. Marine Barracks

Scheduled to open in December 2003, the federally-owned Marine Barracks Annex and Band Support facility will house 322 Marines and provide recreation fields that will be open to the Capper Carrollsburg community.

8. WASA Pump Station Rehabilitation

The Washington Area Sewer Authority (WASA) property includes a historic beaux-arts style pumping station. As part of a comprehensive planning process for modernization of the city sewer systems, goals identified for the any future development in the WASA site include the continuation of the Anacostia Riverwalk along the shoreline; relocating non-site dependent uses; reintroducing new streets; and preparing excess parcels for housing redevelopment.

9. Florida Rock

Florida Rock PUD development site is located on the waterfront between South Capital Street and 1st Street SE (to the west and south of the SEFC site). The primary open space objective for the Florida Rock site at Potomac Street is to create an urban waterfront esplanade that will link the large public parks at SEFC and South Capitol Street by means of an active, urban edge to the river. Significant active maritime uses will be encouraged along this edge.

10. Riverwalk Demonstration Trails

The District Department of Transportation (DDOT) has contracted with the Earth Conservation Corps, a non-profit youth service organization, to complete a design/build project of demonstration Anacostia Riverwalk Trails. To be completed by the spring of 2003, the state-of-the-art, low impact trails will be located at the Matthew Henson Center in Buzzard Point, the Capitol Pumphouse and beneath the 11th Street Bridges in Near Southeast.

VII. NATIONAL CAPITAL PLANNING COMMISSION (NCPC)

The NCPC provides overall planning guidance for federal land and buildings in the National Capital Region, to protect and enhance the extraordinary historical, cultural, and natural resources of the Nation's Capital. The NCPC has completed a number of important documents that address development along the federally owned portions of the waterfront. These documents consistently recommend the provision of improved, meaningful and varied forms of public access to the waterfront, the use of the waterfront to enhance existing neighborhoods, and planning for new vibrant mixed use neighborhoods.

- **Extending the Legacy – Planning America's Capital for the 21st Century** (1997)

This documents builds upon the 1791 L'Enfant Plan and the 1901 McMillan Plan, to provide an updated vision for the development of the Monumental Core and a reconnection to the waterfront. It is intended to guide federal planning in the National Capital through 2050. The Plan envisions the waterfront as a continuous band of open space from Georgetown to the National Arboretum, including both active / urbane and passive / pastoral recreation areas, and recommends linking the southeast and southwest with residential, cultural and office development.

- **NCPC Comprehensive Plan for the National Capital – Parks, Open Space and Natural Feature Element** (February, 2001)

This document states that it is a goal of the federal government to conserve the natural features and resources of the National Capital, and to enhance cultural and recreational opportunities and the ecological value of the Region's parks and open space. The river systems are noted as major features that should be retained and enhanced as great open space resources and as recreational opportunities for residents and visitors. It promotes the completion of a system of shoreline parks and promenades connected by a continuous pedestrian and bicycle trail system along the shores of the Potomac and Anacostia Rivers.

- **Washington's Waterfronts** (December 1999).

This document identified areas of potential development, with the goal of providing a more cohesive and compatible transition between the community and the waterfront area. Planning issues identified for the Southeast Waterfront Opportunity Area, which includes the SEFC site, include:

- creating a critical mass of commercial/retail activity and recreational opportunities to attract residents, daytime office workers, and tourists.
- increasing public access from M Street to the waterfront.
- establishing a continuous pedestrian access along the entire Anacostia River.
- increasing the supply of middle- to upper-income housing.
- preserving and protecting natural features, improving the Anacostia River's water quality, and restoring and maintaining natural conditions along the shoreline.

VIII. COMPREHENSIVE PLAN

The Comprehensive Plan Generalized Land Use map shows this site as "Federal" (federal government uses other than park), with a narrow band of "Parks recreation and open space" along the river. An amendment to this map to reflect proposed uses once the zoning is in place and the land reverts from Federal ownership and use will be required. The Comprehensive Plan includes numerous references of direct or indirect relevance to this site, particularly in Chapter 7 – Urban Design Element:

700 Declaration Of Major (Urban Design) Policies

700.2 *The District must afford more attention to the future design and development of its waterfronts. The Potomac and Anacostia Rivers offer tremendous amenities which are unrealized and underutilized.*

706 Waterfront Design Areas Policies

706.2 *(a)* *Promote water-oriented public space uses at the water's edge such as promenades, view points, steps into the water, swimming and boating facilities, public art, or other water-related amenities;*

(b) *Require that waterfront design areas complement and enhance urban development;*

(c) *Require that waterfront design areas respond to the unique waterfront qualities of the respective site conditions;*

(d) Require that site planning in these areas establish, and be sensitive to, the close interrelationship between buildings, parks and open spaces, and the rivers;

Comprehensive Plan Ward 6 objectives and actions do not provide specific direction for the SEFC site, but the proposed new zoning would also generally overall Ward objectives:

1701.1 (a) To encourage a range of commercial services and facilities for Ward 6 residents through appropriate development of commercial areas when needed and to upgrade commercial areas such as ... the M Street, S.E. corridor from South Capitol Street to north of the 11th Street bridge ...

1709.1 (a) To improve the quality of water in the District's rivers and streams to meet public health and water quality standards and to maintain the physical, chemical and biological integrity of these watercourses for multiple uses, including recreation

1721.1 (b) To ensure that new development that occurs in Ward 6 complements and translates land uses into compatible, physical settings and preserves and enhances the outstanding qualities of the natural park areas;

1733.1 (a) To maintain the general level of the existing Ward 6 residential uses, densities and heights, and to improve the physical condition of Ward 6 through the provision of functional, efficient and attractive residential, commercial and open space areas.

IX. SNAP – CLUSTER 27

The SNAP planning process identified near-term goals for individual neighborhood clusters, and documented the tracking of issues to ensure that they are addressed through to completion. The SEFC is part of Cluster 27, which refers to the SEFC site as "one of few opportunities for direct access to the waterfront from the neighborhood." (p.9) Cluster workshop participants were asked to identify priorities for additional action planning. For FY2002 and FY2003, residents of this cluster agreed to the following priorities:

- Affordable Housing
- Community Building and Human Development
- Open Space, Recreation, and Environment
- Neighborhood Economic Development
- Public Safety and Security (p. 15)

X. TRANSIT ORIENTED DEVELOPMENT – Advantages Of Density

The intent of transit oriented development (TOD) is to accommodate current and new residents in attractive, walkable, mixed-use neighborhoods that offer a range of housing and retail choices within a 10-minute walk of high-quality transit. TOD typically applies to an area within 2,000 feet of a MetroRail station or within 1,000 feet of a major bus transfer point or stop, and generally includes a mix of uses at densities relatively higher than average in the surrounding neighborhood.

The SEFC site is located in the direct vicinity of the Navy Yard Metro Station on the Green Line. The proposed zoning and overlay would advance TOD-type development by encouraging a high density,

mixed use development which promotes pedestrian activity through the placement of streets, streetscape uses, and pathways from the metro station to the waterfront.

XI. PROPOSED SEFC AREA ZONING DESIGNATION AND SEFC OVERLAY

The proposed zoning is intended to clearly relate to and support the shared vision and goals for the SEFC site as one of the only immediately available parcels where high-density, mixed-use development and a significant waterfront park can be accommodated. It is imperative that this level of density be maintained if the City is to realize a critical mass of housing on the waterfront, in the Near Southeast area, and citywide. The waterfront park will provide a vital and unique amenity for these residents, as well as for office workers and visitors to the site and the city. OP feels that the proposal will further the goals and objectives of the Community Plan, the Near Southeast Plan, and the AWI.

GSA and OP agree on the vision for the site and the basic zoning regulations necessary to permit that vision. Four zones are proposed for this site, as shown on the zoning map (Attachment II).

- CR along and adjacent to M Street, which would permit medium - high density mixed office, retail and residential development;
- R-5-E in the center of the site, which would permit high density residential development;
- R-5-D on one parcel to provide a lower density residential development as a transition between the high density residential and the narrowest part of the Waterfront Park; and
- The new W-0 zone (currently under consideration by the Zoning Commission) along the public waterfront area, which would permit park and open space as well as low density waterfront oriented recreational, retail and cultural uses. This zone establishes a density of .5 FAR for waterfront oriented retail, cultural and recreation uses.

A summary of the zones and development potential on the SEFC is attached as Attachment VIII. These zones meet the overall goals and objectives for the SEFC site development. To satisfy GSA concern that the building approval process be simplified as much as possible, the base zoning provides the desired form and density of development as proposed in the RFQ without the requirement for PUD processes.

A new SEFC Overlay District is also proposed, to augment the base zoning. Although there remain minor points upon which more discussion is necessary, GSA and OP agree that the proposed SEFC Overlay (in combination with RFP wording) will help to ensure a high quality development which meets the shared vision for the site. In summary, the SEFC Overlay would:

- establish overall goals and objectives for the development of the area;
- require retail frontage along major streets, limited to retail / service uses stipulated in the Overlay. Required retail FAR would be a small bonus to residential FAR in the R-5-E and R-5-D zones (and represents the only additional density over base zoning in the SEFC). Retail is intended to serve the large new resident and worker population, as well as to provide streetscape amenity for visitors passing through to the waterfront, so would be concentrated and located on major public streets. OP feels that minor clarification to the current overlay wording may be necessary, prior to the Zoning Commission's Public Hearing.
- permit additional height in some zones to conform to heights of surrounding development and

provide additional design flexibility, including 130 feet for a building at the intersection of M Street and New Jersey Avenue, and 110' on other CR and R-5-E zoned properties.

- require special exception approval of all buildings fronting onto M Street or facing directly onto Waterfront Park. The W-0 Zone would require Special Exception approval of buildings or structures and most uses (other than "park") along the waterfront.

- eliminate PUD potential in the area, as the base zoning was specifically chosen to meet agreed to development levels.

- establish an area within the W-0 zoned waterfront park land which would be available for low density, waterfront oriented retail / arts development, up to the maximum FAR permitted for the entire W-0 zoned property. This area is in the north-east corner of the property to be zoned W-0. Waterfront dependent uses, such as a boathouse or a water taxi stand, could be located directly adjacent to the water, with special exception approval. Op feels that additional clarity regarding where the different forms of development could occur, to best maintain the majority of the park space as public, open space, will be provided prior to the Public Hearing.

- permit Combined Lot development within the SEFC/CR District.

- permit the transfer of up to .5 FAR of commercial development to the site at the intersection of M Street SE and New Jersey Avenue (parcel "A")

XII. SEFC ZONING AND OVERLAY ANALYSIS

The proposed zoning and overlay would advance the **Near Southeast Plan** objectives:

- **Provide for Continuous Open Space along the Southeast Waterfront** – the W-0 Zoning and the SEFC Overlay (along with RFP requirements) would ensure that the open space for the Anacostia Trail is provided, along with flexible, public waterfront space, providing access to SEFC, Carrollsburg and Capitol Hill residents.
- **Connect Existing and Future Neighborhoods and the District to Waterfront** – The SEFC site is not an isolated one; rather it presents a valuable opportunity to connect existing and future neighborhoods to each other and to the waterfront. The proposal would provide pedestrian friendly connections from new and existing neighborhoods to the north of M Street to an appropriately sized waterfront park zone with a mixture of uses to encourage public amenity.
- **Provide for Mixed-Use Development** – The proposed zoning provides for an integrated, mixed use development with commercial and residential development along M Street, residential and neighborhood serving retail at the core of the site, and waterfront enhancing and dependent uses along the river. Retail would be provided to enliven major through-streets, and to provide for the needs of residents, workers and visitors to the site.
- **Balance of Uses along the M Street Corridor and New Jersey Avenue** – The proposed building uses and height would be in character with new and future development along M Street, and would, where possible, provide a lively, pedestrian friendly streetscape.
- **Provide a Network of Open Spaces** – Major open spaces would be along the river; between M Street and Tingey (mainly on the DOT site), and on the north end of the WASA site. In addition, the overlay envisions the streets as an important component in the open space system.

- **Integrate Development Plans** – The proposed zoning promotes development which will compliment and augment adjacent development areas, in terms of proposed uses, scale, and types of development. The large park along the waterfront will be a valuable resource to all area residents, workers, and visitors, and will provide an important open space node along the Anacostia Trail.

The proposal will also advance the goals and objectives of the **Anacostia Waterfront Initiative**:

- **A Clean and Active River** – The proposed zoning requires public uses which will activate the edge of the river, and encourages uses which will activate its surface. The SEFC Overlay encourages development types which maximize visual access to this important resource, and encourages development which lessens impact on the water and shoreline.
- **Eliminating Barriers and Gaining Access** – The proposal would include infrastructure improvements which provide valuable access to a meaningfully sized public waterfront space.
- **A Great Urban Riverfront Park System** – The SEFC site provides a unique opportunity for a truly public waterfront open space large enough to support a variety of active and passive uses, so would be an important node in the system of interconnected and continuous waterfront parks.
- **Cultural Destinations of Distinct Character** – The zoning provides for and encourages waterfront uses which celebrate the history of the site and its maritime location. In particular, the W-0 Zone encourages arts and cultural uses at an appropriate density.
- **Building Strong Waterfront Neighborhoods** – The new neighborhood would promote sustainable economic development and re-connect the city to the river. This site presents one of very few opportunities to achieve an urban waterfront residential neighborhood, in that it has accessibility, is already urban, and can absorb the proposed density.

XIII. AGENCY REFERRALS

This proposal will be referred to the following government agencies for review and comment:

- Department of Consumer and Regulatory Affairs (DCRA)
- Department of Parks and Recreation
- Department of Public Works (DPW)
- DPW Tree and Landscape Division
- District Department of Transportation (DDOT)
- Environmental Health Administration
- Fire and Emergency Medical Services Department
- Metropolitan Police Department
- Water and Sewer Agency (WASA)
- The General Services Administration (GSA), although there have been extensive ongoing discussions with GSA
- The National Capital Planning Commission (NCPC)
- Naval District Washington
- District Housing Authority

XIV. RECOMMENDATION

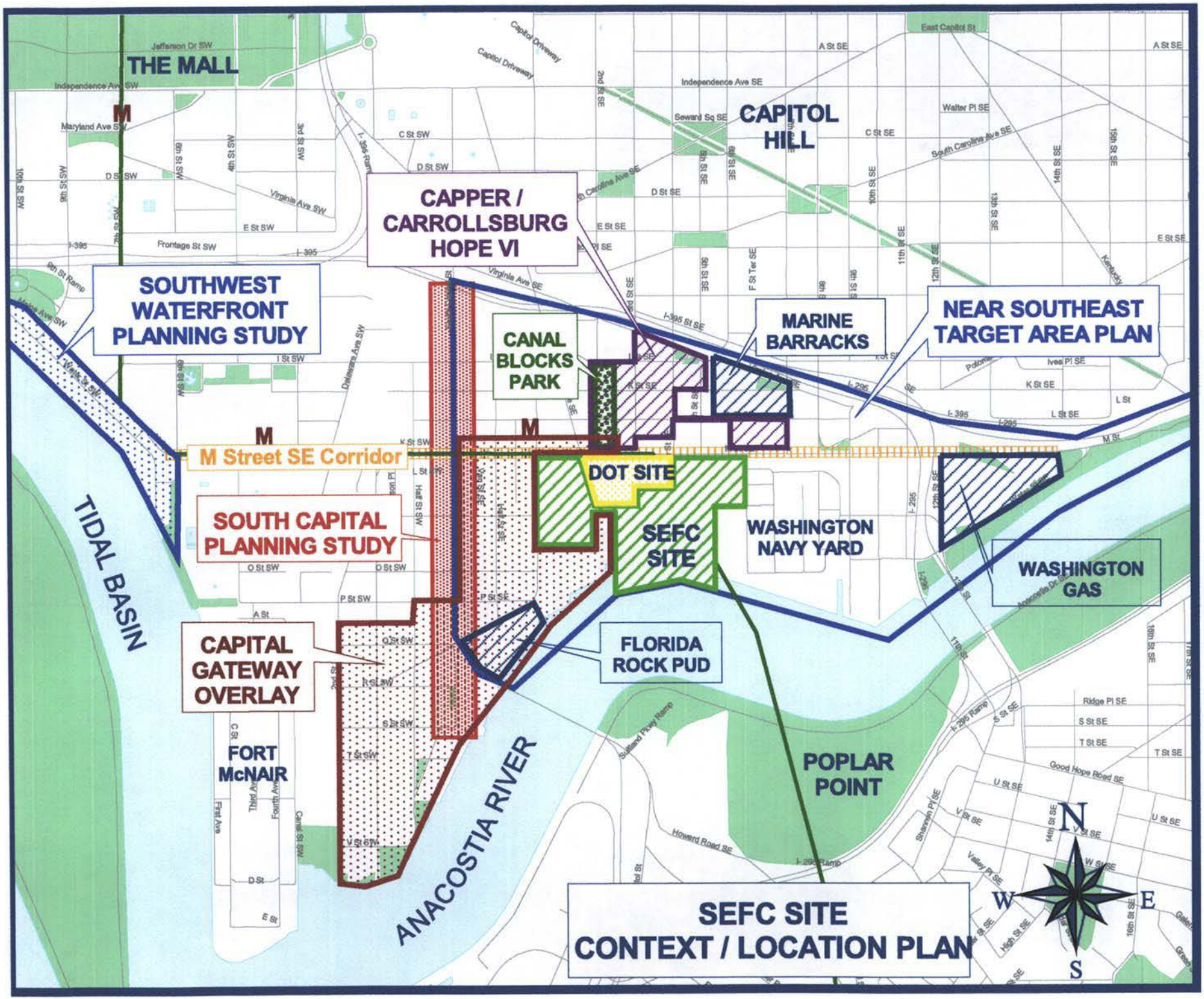
The proposed zoning is the product of thoughtful, deliberate planning, protracted and valuable discussions with GSA, and community participation through Near Southeast and AWI workshops. It would balance design flexibility with certainty of the overall form and character for this new waterfront neighborhood, and will be a vital tool in integrating a vibrant, public waterfront back into the District. OP feels that the proposed zoning and overlay are consistent with the Comprehensive Plan, the SEFC Illustrative Plan and SEFC RFQ, and the AWI and Near Southeast Planning initiatives. The zoning is also essential to the Mayor's goal of increasing the District's population by 100,000 residents. It is imperative that this level of density be maintained if the City is to realize a critical mass of housing on the waterfront, in the Near Southeast area, and citywide. The waterfront park will provide a vital and unique amenity for these residents, as well as for office workers and visitors to the site and the city.

OP recommends that the zoning map amendment and overlay be set down for public hearing. OP anticipates that the Public Hearing date for the SEFC zoning would follow establishment of the W-0 Zone.

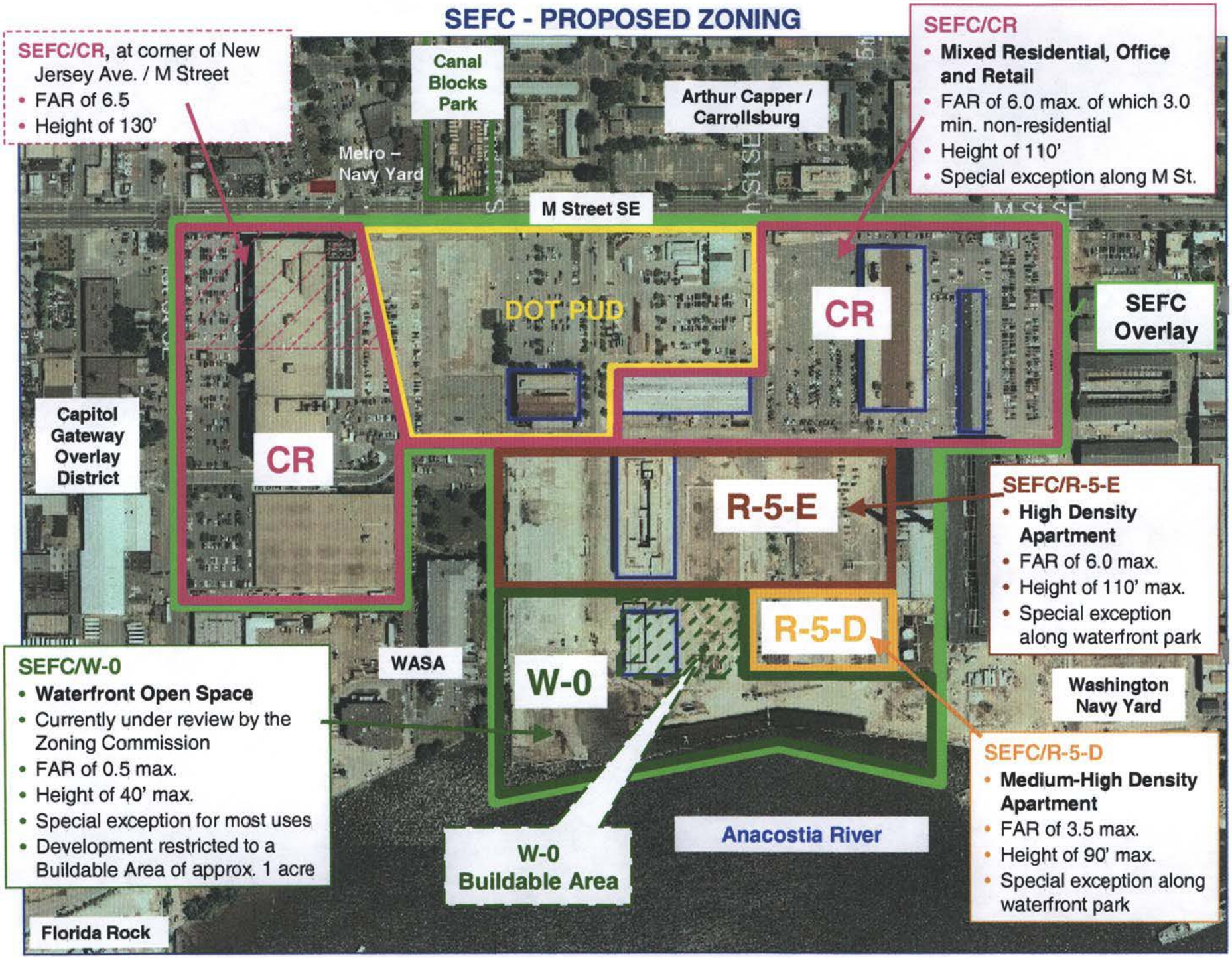
AA/jl

ATTACHMENTS:

I. Context / Location Plan
II. Proposed Base Zoning
III. Map showing historic shoreline location, 1797 and 1887
IV. List of historically important extant buildings and structures
V. Near Southeast Neighborhood and Waterfront Workshop Report
VI. Illustrative Plan Site Plan
VII. Draft Urban Design Framework for the Near Southeast
VIII. Chart showing proposed zoning / potential development

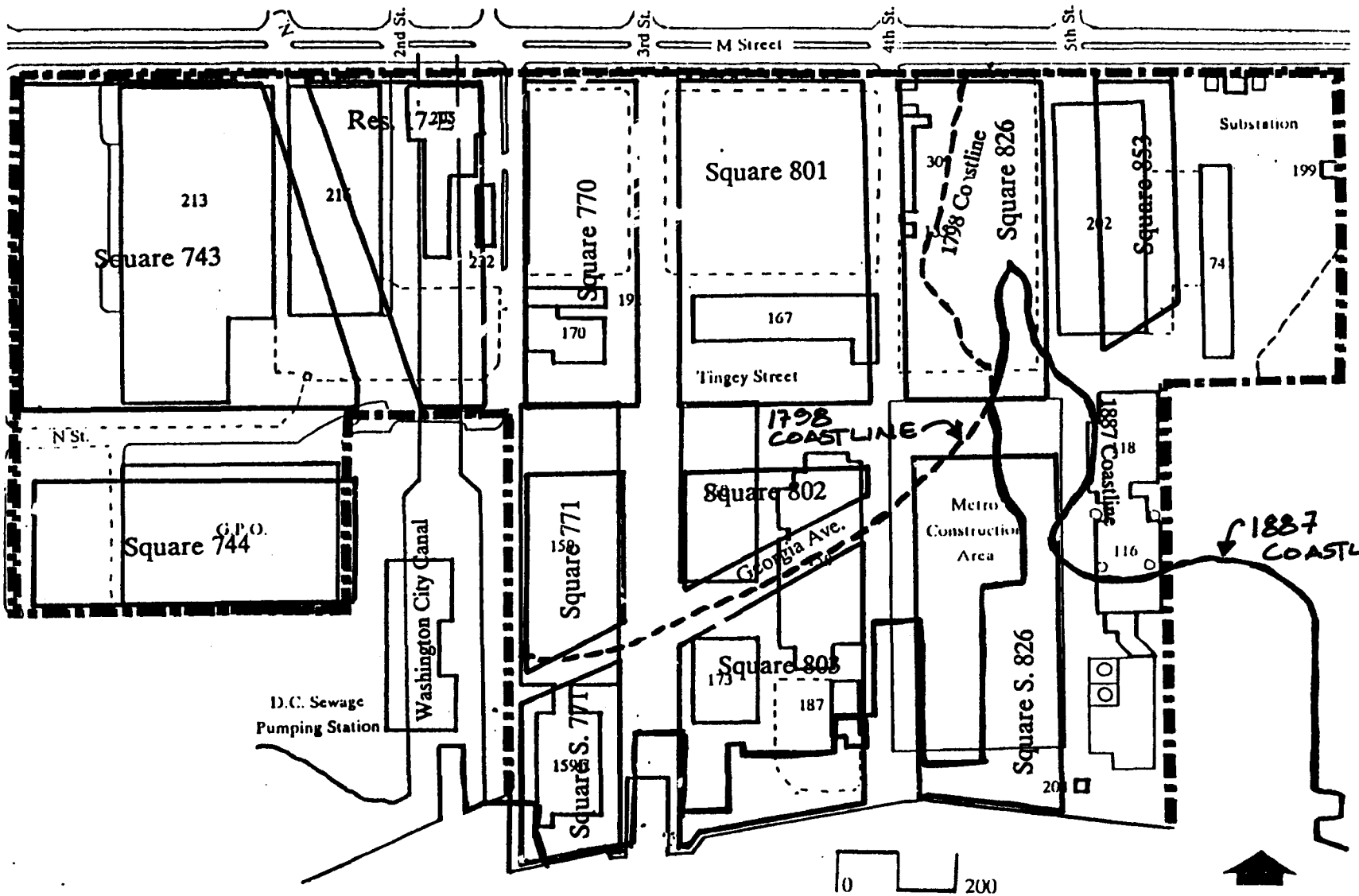


ATTACHMENT H



SEFC – Proposed Zoning

Attachment II



Source: Keyes Condon Florance 1989

SEE- HISTORIC COASTLINE / SQUARES ATTACHMENT III

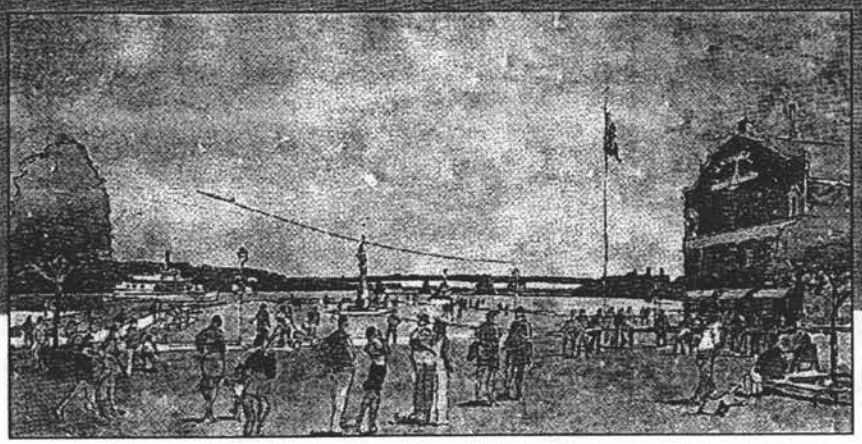
Name	Location [1]	Size
Listed Resources within the SEFC Site		
#74 Transportation Repair Shop (1898, moved 1938)	Parcel E	55' wide by 380' long 30,000 gross square feet on 2 floors
#160 Pattern and Joiners Shop (1917)	Parcel M	137' wide by 321' long 164,000 gross square feet.
#167 Boiler Maker Shop (1919)	Parcel K	100' wide by 320' long by 24' high 32,000 square feet
#173 Lumber Storage Shed (1919)	Parcel P	two parallel pavilions 40' wide by 160' long, separated by 40'. 32,000 gross square feet.
#202 Extension to Gun Assembly Plant (1941)	Parcel E	149' wide by 400' long, 6 stories, 72' height. 128,000 gross square feet.
Listed Resources Adjacent to the SEFC Site		
#116/118 Boiler and Power Plant (1905)	Adjacent to Parcel O	To remain federal property.
#170 Electric Sub-Station (1919)	Within the DOT site	60' wide by 120' long by 34' high, 7,200 gross square feet
WASA Pumping Station (19++)	To the west and south of the site	Significant structure partially within the New Jersey Avenue view corridor
Historically Significant Resources Eligible for Listing		
Sentry Tower and Wall (1901)	Parcels D and E	Located along M Street between 4th and 5th Streets
Remains of Georgia Street (18++)	Possibly parcels O and park area	Archaeological report notes extant below grade remains of Georgia Street, one of the first paved streets in DC
Remains of Washington Canal (1840's)	Within WASA and DOT site	Archaeological report notes extant wood remains of mid 19th century canal

[1] Parcels indicate those shown on the 2001 Illustrative Plan

ATTACHMENT V

NEAR SOUTHEAST NEIGHBORHOOD & WATERFRONT WORKSHOP REPORT

WASHINGTON, D.C.



PREPARED FOR

THE U.S. GENERAL SERVICES ADMINISTRATION

AND

DISTRICT OF COLUMBIA OFFICE OF PLANNING

BY

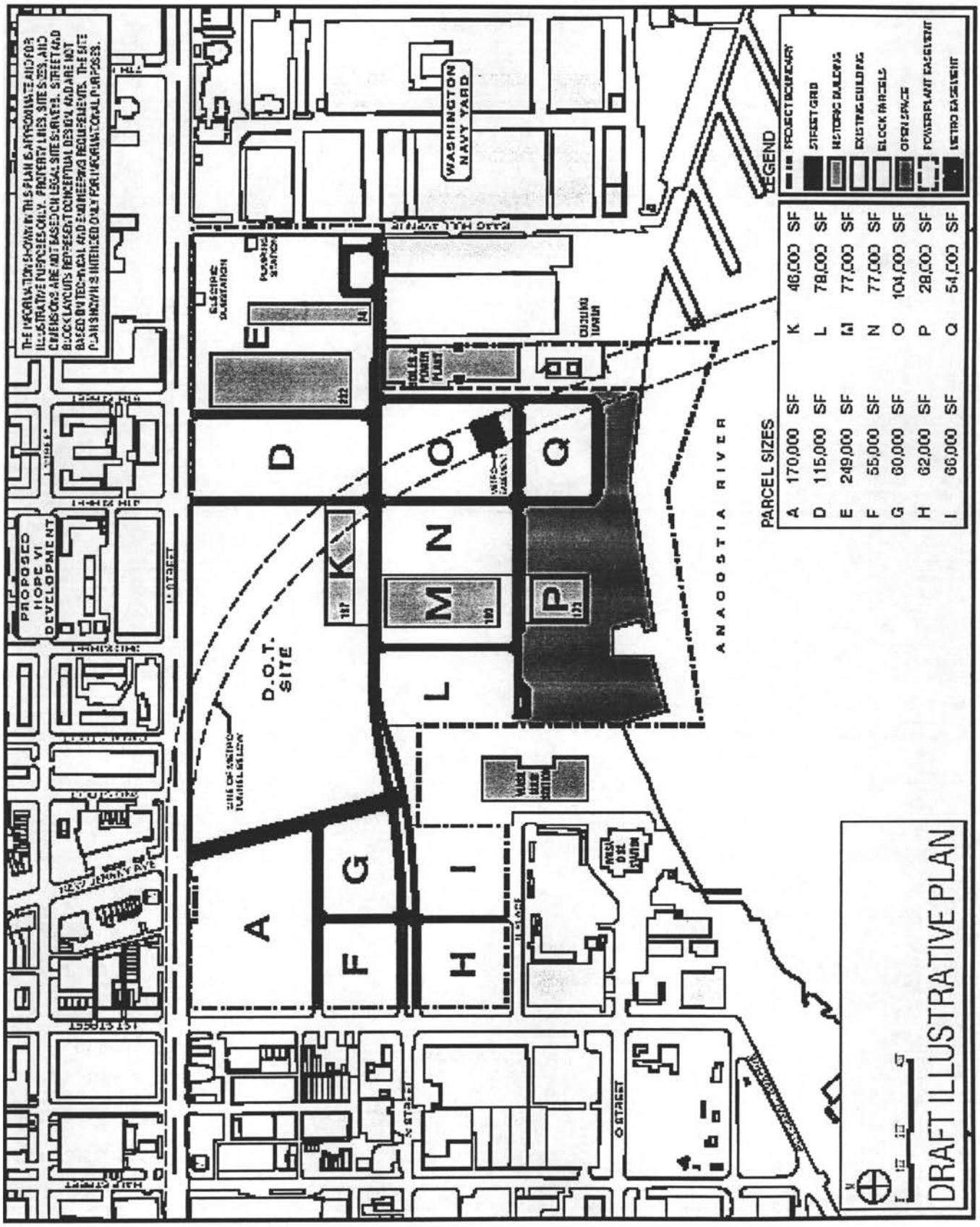
THE CONGRESS FOR THE NEW URBANISM

OCTOBER 15, 2000

COMPLETE COPY AVAILABLE AT OFFICE OF PLANNING AND OFFICE OF ZONING

Southeast Federal Center

Illustrative Plan ATTACHMENT VI



Urban Design Framework for The Near Southeast

DRAFT

27 January 2003



Rendering By Michael McCann

Prepared by:
Hamilton, Rabinovitz & Alschuler, Inc.
Beyer Blinder Belle Architects & Planners LLP
Greenberg Consultants, Inc.

Prepared for:
District of Columbia Office of Planning
Anthony A. Williams, Mayor

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OFFICE OF ZONING

AN AWI TARGET AREA PLAN
WASHINGTON DC

ANACOSTIA WATERFRONT INITIATIVE

ATTACHMENT VII

Zone	Illustrative Plan Parcels[1]	Base Zoning	SEFC Overlay	Approx. Development Potential (square feet)			
				Office	Retail	Residential	Total
SEFC/ CR	**A, D, E, F, G, H, I,** and **K**	• **Mixed Residential, Retail and Office** • FAR of 6.0 max. of which at least 3.0 must be non-residential • Height of 90' max.	• permit Combined Lot Development within SEFC/CR • transfer up to .5 FAR of density to Parcel A, • permit a height of 110', except 130' on parcel A • require ground floor retail • special exception along M St.	1,850,000	120,000	1,970,000	3,940,000
SEFC/ R-5-E	**L, M, N, O**	• **High Density Apartment** • FAR of 6.0 max. • Height of 90' max.	• permit a height of 110' • FAR bonus for required ground floor retail • special exception for development which fronts onto the waterfront park	0	60,000	1,525,000	1,585,000
SEFC/ R-5-D	**Q**	• **Medium-High Density Apartment** • FAR of 3.5 max. • Height of 90' max.	• FAR bonus for required ground floor retail • special exception for development which fronts onto the waterfront park	0	10,000	125,000	135,000
SEFC/ W-0	**P**	• **Waterfront Open Space** • currently under review by the Zoning Commission • FAR of 0.5 max. • Height of 40' max. • most uses require special exception	• restrict development permitted on the approximately 5 acre zone to a Buildable Area of approximately 1 acre	0	140,000	0	140,000
			TOTAL:	**1,850,000**	**330,000[2]**	**3,620,000**	**5,800,000**

1 See Attachment V - Illustrative Plan Site Map

2 Included potential cultural facility development