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The Honorable Phil Mendelson

**Executive Director**

Marcel C. Acosta

IN REPLY REFER TO:  
NCPC File No. ZC 14-04B

**DEC 12 2012**

Zoning Commission of the  
District of Columbia  
2<sup>nd</sup> Floor, Suite 210  
441 4<sup>th</sup> Street, NW  
Washington, D.C. 20001

**Members of the Commission:**

The National Capital Planning Commission, at its December 6, 2012 meeting,  
approved the enclosed action on the proposed modification to the Florida Rock  
Planned Unit Development, located at 100 Potomac Avenue, SE, in Square 708.

A copy of the Executive Director's Recommendation is enclosed.

Sincerely,

Marcel C. Acosta  
Executive Director

**Enclosures**

cc: Harriet Tregoning, Director, D.C. Office of Planning  
Anthony Hood, Chairman, Zoning Commission

ZONING COMMISSION  
District of Columbia  
CASE NO. 04-14B  
EXHIBIT NO. 44  
ZONING COMMISSION  
District of Columbia  
CASE NO. 04-14B  
EXHIBIT NO. 44



## Commission Action

December 6, 2012

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**PROJECT**  
**Florida Rock Planned Unit Development**  
Modification (Square 7080)  
100 Potomac Avenue, SE  
Washington, DC

**NCPC FILE NUMBER**  
ZC 14-04B

**NCPC MAP FILE NUMBER**  
N/A

**SUBMITTED BY**  
Zoning Commission of the District of Columbia

**APPLICANT'S REQUEST**  
Approval of report to the Zoning  
Commission of the District of Columbia

**ACTION TAKEN**  
Approve with comments

**REVIEW AUTHORITY**  
Advisory  
per 40 U.S.C. § 8724(a) and DC Code § 2-  
1006(a)

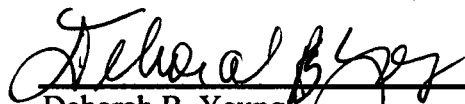
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The Commission:

**Comments** that pursuant to 40 U.S.C. §8724(a), and DC Code §2-1006(a), the proposed modification to the Florida Rock Planned Unit Development, located at 100 Potomac Avenue, SE, in Square 708, would not be inconsistent with the Federal Elements of the Comprehensive Plan for the National Capital, nor adversely affect any other federal interests.

**Notes** that the proposed modification to the Florida Rock Planned Unit Development is consistent with the 2001 Memorials and Museums Master Plan and 2009 Monumental Core Framework Plan.

**Recommends** that the future Phase 3 and Phase 4 building designs befit the future planned South Capitol Street as a significant gateway connection into the City and vibrant urban boulevard as identified by the Monumental Core Framework Plan, and the overall development design should preserve Site # 38 as a future potential commemoration site.

  
\_\_\_\_\_  
Deborah B. Young [Date] 12/10/12  
Secretary to the National Capital Planning Commission



## Executive Director's Recommendation

Commission Meeting: December 6, 2012

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<b>PROJECT</b> <b>Florida Rock Planned Unit Development Modification (Square 708)</b> 100 Potomac Avenue, SE Washington, DC	<b>NCPC FILE NUMBER</b> ZC 14-04B
<b>SUBMITTED BY</b> Zoning Commission of the District of Columbia	<b>NCPC MAP FILE NUMBER</b> 24.40(06.20)43642
<b>REVIEW AUTHORITY</b> <b>Approval</b> per 40 U.S.C. § 8724(a) and DC Code § 2-1006(a)	<b>APPLICANT'S REQUEST</b> Approval of report to the Zoning Commission of the District of Columbia
	<b>PROPOSED ACTION</b> Approve with comments
	<b>ACTION ITEM TYPE</b> Consent Calendar

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### PROJECT SUMMARY

The Zoning Commission of the District of Columbia has taken a proposed action to approve a modification to the Planned Unit Development at the Florida Rock site, a 5.8-acre parcel located at 100 Potomac Avenue, SE, along the Anacostia River. The approved design includes four multi-story buildings to be constructed in four phases during the next eight years. The Applicant proposes to modify the design by changing the Phase 1 building from office to residential/retail use; maximum allowable heights of the Phase 1 and Phase 3 buildings (from 92 to 95 feet and from 112 to 130 feet, respectively); development layout; First-Stage and Second-Stage approval of the Phase 1 building; and reversion of the remaining three phases to First-Stage approval. The proposed Phase 1 building will be approximately 300,000 total gross-square-feet in size, with 324 residential units; 18,650 square feet of ground-floor retail; 8,130 square feet of outdoor retail space; 286 parking spaces; and a rooftop swimming pool. The site plan also includes a river promenade, riverside gardens, beach volleyball courts, interactive water spray area, an esplanade, several green lawn panels, and a beach area.

### KEY INFORMATION

- The proposed modification to the Florida Rock Planned Unit Development design is substantively similar to the approved design.
- There have been extensive federal and District planning efforts during the previous 15 years related to South Capitol Street and Anacostia River waterfront, both of which are situated directly adjacent to the project site.
- There is a potential future commemoration site located directly adjacent to the westside of the project site.

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## RECOMMENDATION

The Commission:

**Comments** that pursuant to 40 U.S.C. §8724(a), and DC Code §2-1006(a), the proposed modification to the Florida Rock Planned Unit Development, located at 100 Potomac Avenue, SE, in Square 708, would not be inconsistent with the Federal Elements of the Comprehensive Plan for the National Capital, nor adversely affect any other federal interests.

**Notes** that the proposed modification to the Florida Rock Planned Unit Development is consistent with the 2001 Memorials and Museums Master Plan and 2009 Monumental Core Framework Plan.

**Recommends** that the future Phase 3 and Phase 4 building designs befit the future planned South Capitol Street as a significant gateway connection into the City and vibrant urban boulevard as identified by the Monumental Core Framework Plan, and the overall development design should preserve Site # 38 as a future potential commemoration site.

## PROJECT REVIEW TIMELINE

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<b>Previous actions</b>	<p><b>April, 1998</b> - Provided comment on the First-Stage Planned Unit Development application and related zoning map amendment (from M to C-3-C) that the proposed action would not adversely affect any federal interests (Delegated Action).</p> <p><b>November, 1999</b> - Provided comment on the Second-Stage Planned Unit Development application that the proposed action would not adversely affect any federal interests (Delegated Action).</p> <p><b>May, 2008</b> - Provided comment on the Final Planned Unit Development application and related zoning map amendment (from CG/W2 to C-3-C) that the proposed action would not adversely affect any federal interests (Delegated Action).</p>
<b>Remaining actions</b> (anticipated)	<p><b>Fall, 2014</b> – Comment on Second-Stage Planned Unit Development application for Phase 2 development</p> <p><b>Fall, 2016</b> – Comment on Second-Stage Planned Unit Development application for Phase 3 development</p> <p><b>Fall, 2018</b> – Comment on Second-Stage Planned Unit Development application for Phase 4 development</p>

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## I. PROJECT DESCRIPTION

### Site

The Florida Rock Planned Unit Development (PUD) site is 5.8-acres in area and bounded by South Capitol Street to the west; Potomac Avenue, SE to the north; the Anacostia River to the south; and Diamond Teague Park to the east, as shown in Figure 1. The site is currently zoned as part of a C-3-C District.<sup>1</sup>



Figure 1: Florida Rock Planned Unit Development Site

### Background

The Florida Rock PUD has been modified several times since 1998, and NCPC has reviewed the project on three separate occasions. NCPC initially reviewed the First-Stage PUD application and related zoning map amendment (from M to C-3-C) in April, 1998<sup>2</sup>; the Second-Stage PUD application in November, 1999; and the final PUD application and a related map amendment (from CG/W2 to C-3-C) in May, 2008. In all three actions, NCPC made the determination that the development would not be inconsistent with the Comprehensive Plan nor adversely affect any other federal interests.

Within a larger context, the Florida Rock site is located directly adjacent to South Capitol Street and the Anacostia River, both of which, have been the subject of extensive planning efforts by the federal and District governments since 1997. The NCPC Extending the Legacy Plan (1997)

<sup>1</sup> The C-3-C Zone District is designed to accommodate important sub-centers supplementary to the Central Business District, permitting medium-high density development, including office, retail, housing, and mixed-use development which is compact in area; a maximum height of 90 feet (with no limit on the number of stories); and a maximum density of 6.5 FAR. Under the PUD guidelines for the C-3-C Zone District, the maximum height may be 130 feet and the maximum density may be 8.0 FAR.

<sup>2</sup> The development plan included a maximum height of 130 feet, with a maximum density of 6.0 floor area ratio, to be devoted to commercial and retail uses.

emphasized the revitalization of the South Capitol Street corridor. The NCPC Memorials and Museums Master Plan (2001) identified the South Capitol Street/Anacostia River intersection as a key focal point for new memorials and museums. The Anacostia Waterfront Initiative (AWI) Framework Plan (2003), led by the D.C. Office of Planning, outlined a new vision for the Anacostia River waterfront and highlighted South Capitol Street as a critical component of its revitalization strategy. NCPC and the D.C. Office of Planning jointly led the South Capitol Street Urban Design Study (2003), which developed three potential development framework scenarios and identified urban design principles for the South Capitol Street corridor. Three other studies (DDOT South Capitol Gateway and Corridor Improvement Study, 2003; Urban Land Institute South Capitol Street Corridor Advisory Services Panel Report, 2003; and DDOT Anacostia Access Study, 2004) were undertaken to help define future planning and development along the South Capitol Street and to connect the corridor to the Anacostia River waterfront. NCPC undertook a study in 2005 – known as the South Capitol Street Federal Interest Open Space Study – to clarify and define the “federal interest” as related to the South Capitol Street and Anacostia River waterfront areas.

All of these previous planning efforts were distilled into the 2009 Monumental Core Framework Plan (managed by NCPC and the United States Commission of Fine Arts), which was undertaken to transform the federal precincts surrounding the National Mall into vibrant destinations; to improve connections between the city, the National Mall, and the waterfront; and to achieve a more livable and sustainable central Washington. The current proposed Florida Rock Planned Unit Development modification will be analyzed within the context of the Monumental Core Framework Plan and 2001 Memorials and Museums Master Plan (2M Plan).

### **Proposal**

The proposal will not change the basic nature of the overall Planned Unit Development (PUD), constructed as four multi-story buildings (in four phases), with extensive open space and a public riverfront esplanade; underground parking; and similar density and maximum allowable building heights. The proposal will not change the mixed-use nature of the PUD (with retail, office, residential, and hotel uses), nor the approved C-3-C zoning classification of the property. However, proposed modifications will modify the approved PUD design as follows:

- The Phase 1 office building (previously known as the East Office Building) will change to a residential building (324 units), with 18,650 square feet of ground-floor retail space. The area devoted to residential and hotel uses accounts for 69% of the total PUD's area, which is an increase (50%) from the existing approved development;
- The new Phase 1 building will slightly increase in height, from 92 feet to 94.85 feet, and the new design will have a courtyard that faces the Anacostia River (to the south);
- The proposed PUD has less retail space (23,400 square feet) than the existing approved design, with 80,000 square feet;
- The building forms are straight-sided in the modified design compared to the more curved building forms in the existing design;

- The new PUD will allow a maximum height of 130 feet for the Phase 3 building compared to the 112-foot, Phase 3 height in the existing PUD. The maximum allowable heights of 130 feet for the Phase 2 and 4 buildings will remain the same;
- The proposed building materials differ from the approved PUD to reduce the “office campus” character of the development;
- The overall number of curb cuts has been reduced from the existing PUD design;
- The loading area for the Phase I building has been relocated from Potomac Avenue (in the existing design) to an internal mews; and
- The proposed PUD has more improved open space and landscaping to better complement the existing Diamond Teague and Yards Parks.

Figure 2 summarizes the quantitative differences between the space program, maximum allowable building heights, densities, and parking for the approved and the current proposed PUD applications.

Approved PUD	Use/Building Type	Gross Floor Area	FAR	Height	Parking
Approved PUD	<b>Mixed Use</b>	1,115,400 sf	4.4	130 ft.	1,010
	• Residential and hotel	569,623 sf	2.25	(max)	
	○ Affordable housing (80% AMI)	29,000 sf			
	• Commercial	(min) 545,777 sf	2.15		
	○ Retail and service	80,840 sf			
	Phase I - East Office Building	228,532 sf		97 ft	
	Phase II - Residential Building	291,224 sf		130 ft	
	Phase III - West Office Building	236,425 sf		112 ft	
	Phase IV - Hotel Building	278,400 sf		130 ft	
	Requested Modification (2012)	<b>Mixed Use</b>	1,164,640 sf	4.6	130 ft.
• Residential and hotel		814,595 sf	3.21		
○ Affordable housing		43,507 sf			
• Commercial		350,045 sf	1.38		
○ Retail and service		(max) 21,370 sf			
<b>Phase I (consolidated) Residential with ground floor retail</b>		599,560 sf		94.85 ft.	280
• Residential		287,040 sf			
○ Affordable housing (8%+)		27,963 sf			
• Retail		12,520 sf			
○ Flex space until retail market is established		7,500 sf			
<b>Phase II - Residential Building</b>		262,645 sf		130 ft.	178
• Residential		256,794 sf			
○ Affordable housing (8%+)		21,012 sf			
• Retail		5,850 sf			
<b>Phase III - Office Building</b>	326,675 sf		130 ft.	341	
• Retail	0 sf				
<b>Phase IV - Hotel Building</b>	275,760 sf		130 ft.	350	
• Hotel	270,760 sf				
• Ground floor retail	5,000 sf				

Figure 2: Approved vs. Requested Modification Development Data Comparison Table

Figure 3 shows the illustrative site plan for the proposed modified PUD.



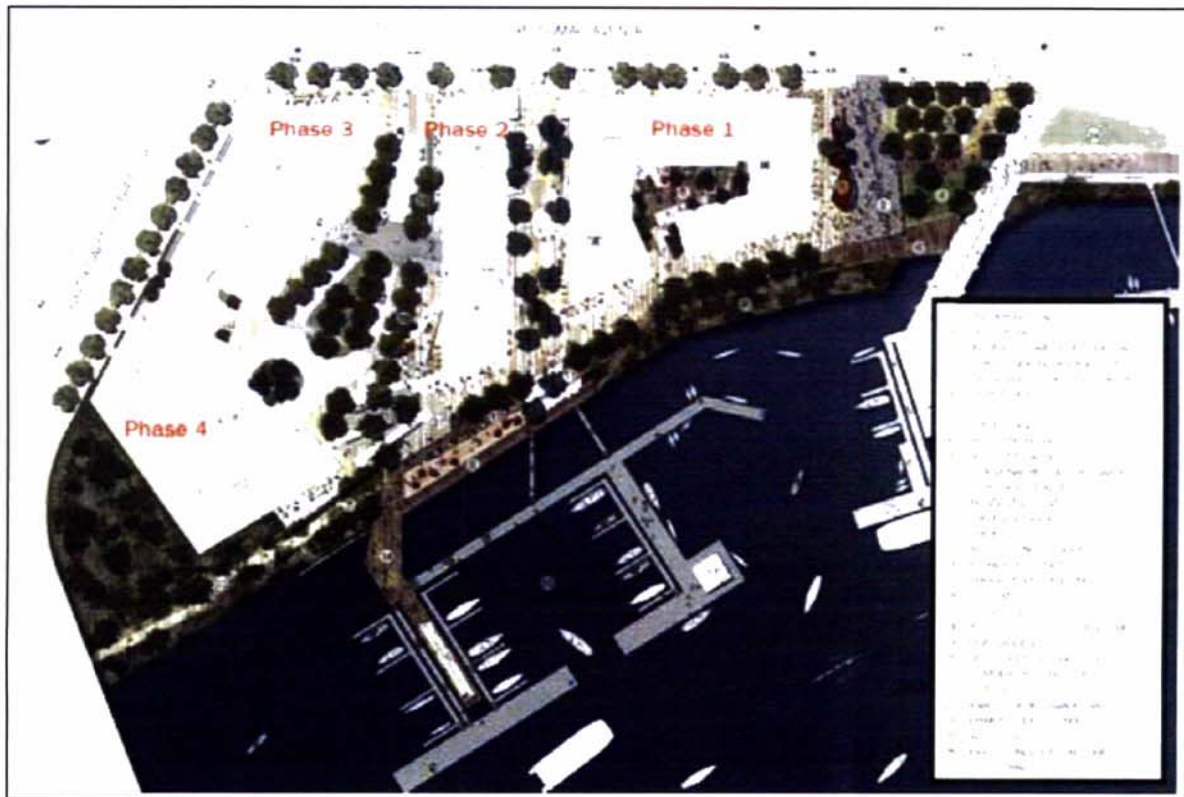


Figure 3: Illustrative Site Plan

The first phase of development includes a plaza on the east side of the property, as well as the corresponding portion of the esplanade along the riverfront as shown in the larger-scale Figure 4 site plan. The plaza and esplanade designs have been modified from the previous design in light of the completed Diamond Teague Park (adjacent to the east-side of the development) and the Yards Park. The new PUD will dedicate up to 20,000 square feet of green space (shown as the Anacostia Plaza) for use as open space, passive recreation, and pedestrian access to the river.

The new paving design, materials, and placement of the future buildings are designed to visually connect the Florida Rock site, the Washington Nationals ballpark, adjacent parks, and the Anacostia River. Shade trees are strategically located in the plaza to maintain viewsheds between the Grand Stair of the Ballpark and First Street.

Vehicular parking will be provided in a two-level, below-grade parking garage with 289 spaces, accessed from a 60-foot wide mews between the Phase 1 and 2 buildings. Bicycle parking spaces will be provided in the first level of the parking garage. The development site is located in an accessible part of the City, with the Navy Yard Metrorail station located two blocks to the north, adjacent to South Capitol Street, and adjacent to the future planned Anacostia River waterfront trail. The development is designed to facilitate pedestrian/bicycling circulation throughout the

development; between Potomac Avenue/sites to the north and the Anacostia River waterfront; and along the Anacostia River waterfront.

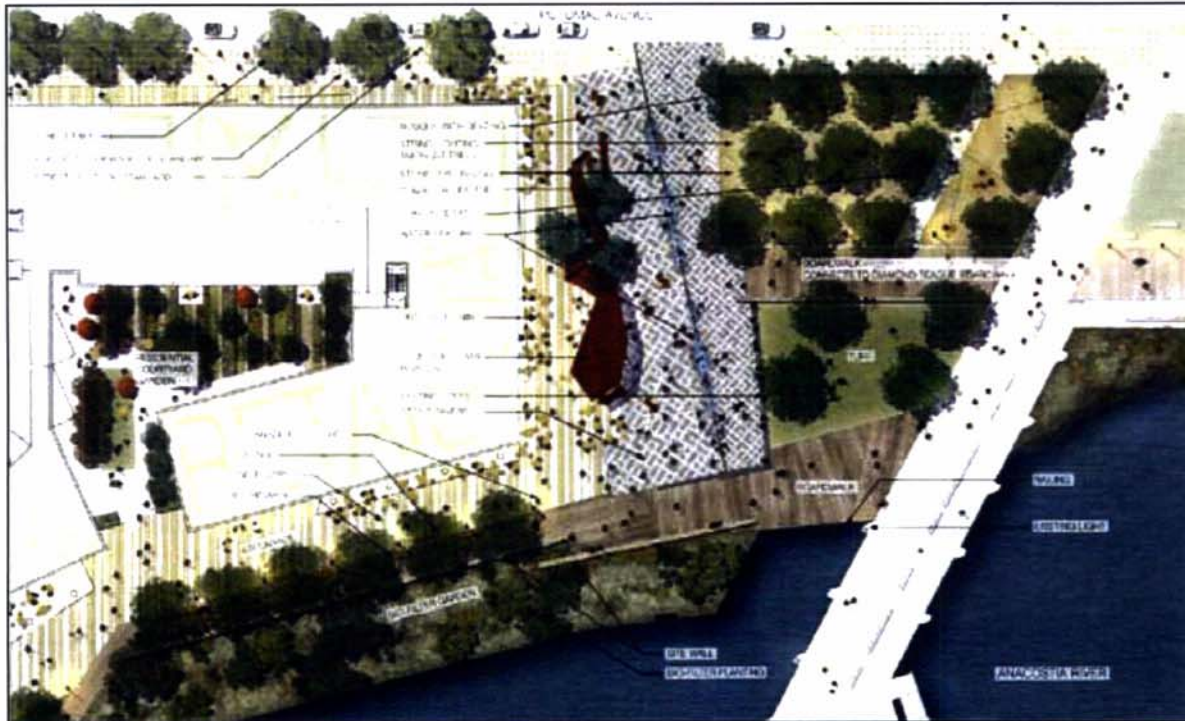


Figure 4: Illustrative Site Plan – Phase 1

Phases 2, 3, and 4 have been submitted for First-Stage PUD approval, which is a reversion from their previous Second-Stage approval. The District of Columbia Office of Planning (DCOP) setback report states that further planning, design, and construction of each subsequent phase will initiate with the issuance of the building permit for the prior phase. As such, Phase 1 construction is anticipated to begin in 2013 and anticipated for completion in 2015. Phase 2 construction is anticipated to begin in 2015 and anticipated for completion in 2017, Phase 3 construction is anticipated to begin in 2017 and anticipated for completion in 2019, and Phase 4 construction is anticipated to begin in 2019 and anticipated for completion in 2021.

#### *Planned Future South Capitol Street Bridge Realignment*

There are future plans by the District of Columbia Department of Transportation (DDOT) to reconstruct and realign the South Capitol Street Bridge to improve safety, multimodal mobility, and accessibility, and encourage economic development in support of South Capitol Street Corridor redevelopment efforts. The project underwent an Environmental Impact Statement (EIS) process, which was completed in 2008. The following graphic (with the DDOT Preferred Alternative) illustrates the relation of the Florida Rock project site to the planned future traffic circle and realigned bridge.

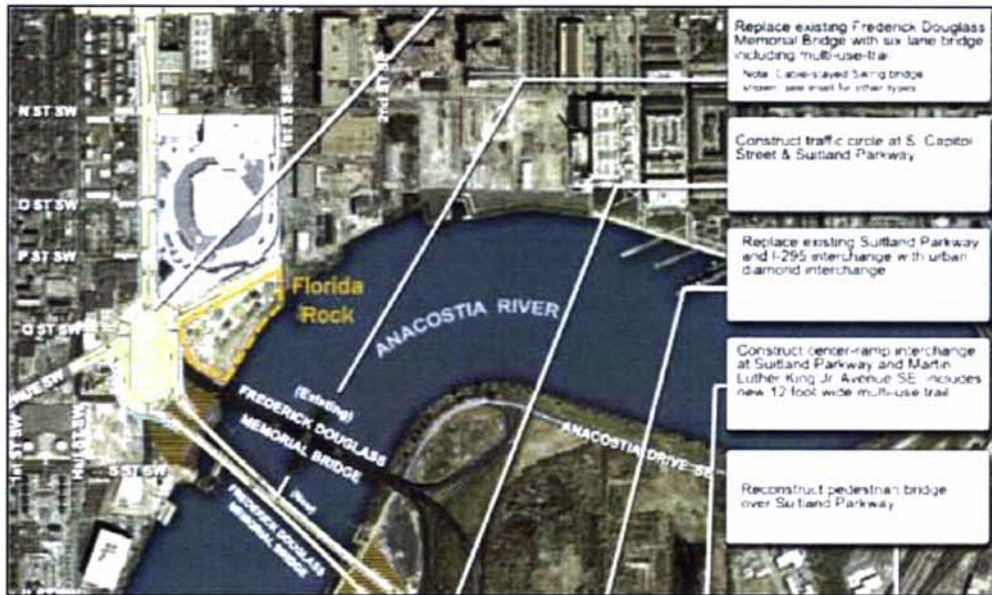


Figure 5: South Capitol Street Corridor Environmental Impact Statement – Preferred Alternative

## II. PROJECT ANALYSIS/CONFORMANCE

### Analysis

The proposed Florida Rock PUD application modification appears to improve the existing design through the addition of additional residential units; an open space network that better relates to the Diamond Teague and the Yards Parks; and improved urban streetwall along Potomac Avenue. In addition, the modified design will preserve important views between the Washington Nationals Ballpark and Anacostia River; provide multiple pedestrian/bicycle connections between the City/Near Southeast and Anacostia River; and minimize the development's potential water quality impact on the Anacostia River through its use of a bio-filter garden along the riverfront (shown in the following figure).



Figure 6: Modified Florida Rock PUD Riverfront Section

The future development will further enliven the Near Southeast part of City (in support of the Ballpark/Capitol Riverfront District area) and enhance the Anacostia Riverwalk Trail by providing amenities for residents, workers, and visitors. Lastly, the PUD will improve the image of Washington, D.C. by enhancing this gateway location and the “experience” of driving into the City across the South Capitol Street Bridge, which serves as a route for visiting foreign dignitaries who travel in from Joint Base Andrews.

The District of Columbia Office of Planning is supportive of the development and the “setdown” report states that the proposed modification “remains not inconsistent with major policies from various elements of the Comprehensive Plan, particularly those related to the provision of more housing and job opportunities, new open space and better connectivity to the water front.” The proposal will also further objectives and action items contained within the Lower Anacostia Waterfront / Near Southeast Element.

### **Comprehensive Plan for the National Capital**

The Comprehensive Plan for the National Capital provides goals and policies that guide the Commission in evaluating and acting on plans and projects in the National Capital Region. In particular, staff notes that the project proposal is consistent with the following policies from the Transportation, Preservation and Historic Features, and Parks and Open Space Elements:

- Support the development of a continuous system of trails for hikers and bikers in the region, with an emphasis on bicycle commuting;
- Link open space along the waterfront to provide a continuous public open space system;
- Develop the banks of the Anacostia River as a high-quality urban park with a mix of active and passive recreational opportunities;
- Ensure that Anacostia Park functions as a regional recreational resource, emphasizing the park’s special riverside, ecological, and scenic qualities and character;
- Protect, restore, and enhance the Anacostia and Potomac Rivers as great open space resources and as recreational amenities, including shorelines and waterfront areas along rivers;
- Improve the quality of water in the Anacostia and Potomac Rivers to allow for both restored natural habitats and increased recreational use;
- Manage all lands along the Anacostia and Potomac Rivers in a manner that encourages the enjoyment and recreational use of water resources, while protecting the scenic and ecological values of the waterways;
- Encourage swimming, boating, and fishing facilities, as well as water-oriented tourist activities, on the Anacostia and Potomac Rivers;
- Ensure that the shorelines and waterfronts of the Anacostia and Potomac Rivers remain mostly publicly owned and that privately owned parks provide shoreline continuity through parks and promenades;
- Develop new trails and complete partial trails that connect to parks, schools, businesses, and other community amenities to provide a system of contiguous regional trails for extensive recreational and transportation use;

- Improve South Capitol Street between the Suitland Parkway and the U.S. Capitol with open space amenities consistent with the Legacy Plan;
- Preserve the horizontal character of the national capital through enforcement of the 1910 Height of Buildings Act (36 Stat. 452; D.C. Code, sec. 5-401 et seq.);
- Encourage the practice of good design principles throughout the region to continually strengthen the image of the nation's capital;
- Create transportation infrastructure that is consistent with the pedestrian character of the L'Enfant City and other historic settings.

Therefore, staff recommends that the Commission **comment that pursuant to 40 U.S.C. §8724(a), and DC Code §2-1006(a), the proposed modification to the Florida Rock Planned Unit Development, located at 100 Potomac Avenue, SE, in Square 708, would not be inconsistent with the Federal Elements of the Comprehensive Plan for the National Capital, nor adversely affect any other federal interests.**

#### **2001 Memorials and Museums Master Plan (2M Plan)**

The Memorials and Museums Master Plan identifies one potential future site that directly relates to the Florida Rock PUD site – Site # 38 – which is shown in the following 2M Plan graphic (Figure 15). The Site is described as 0.5-acre in size and located on the north shore of the Anacostia River (immediately east of the Douglass Bridge, SE). The following text is from the Plan, and describes the Site and opportunity for commemoration.

*Presently characterized by vacant industrial properties, this site is located within the South Capitol Street gateway. It also is within the master plan's South Capitol Street Commemorative Focus Area. A planned unit development has been approved for the site. The development consists primarily of commercial office space. This site would offer significant visibility within a future enhanced setting. While infrastructure and adjoining land use improvements are needed to improve the site context of this site, the potential exists to provide dramatic waterfront vistas and visual linkages throughout the South Capitol Street Corridor. Views from the site include Anacostia Park and the Navy Yard.*

*The opportunities for a future memorial at this site are significant. Its location at the South Capitol Street gateway and on the Anacostia waterfront give this site high prominence. Consideration of a future commemorative feature of medium to large size must consider its relationship to the entire Commemorative Focus Area including the South Capitol Street terminus (Site #8) and adjoining waterfront redevelopment. The scale and context of potential features within this location could enhance the entire South Capitol Street area.*

The proposed PUD modification includes some open space on the western side of the development, adjacent to the future Phase 4 building, east of South Capitol Street as shown in the following Figure 7.



Figure 7: Illustrative Site Plan with 2M Plan – Site # 38 Location

Another site is also identified in the Plan – Site # 8 – which indirectly relates to the Florida Rock PUD since the 2M Plan specifies that future commemoration in Site # 38 “must consider its relationship to ... the South Capitol Street terminus (Site # 8) and adjoining waterfront redevelopment.” However, Site # 8 is located on the other side of South Capitol Street from the Florida Rock development site, at the intersection of the South Capitol Street axis and the Anacostia River waterfront, as shown in Figure 8.

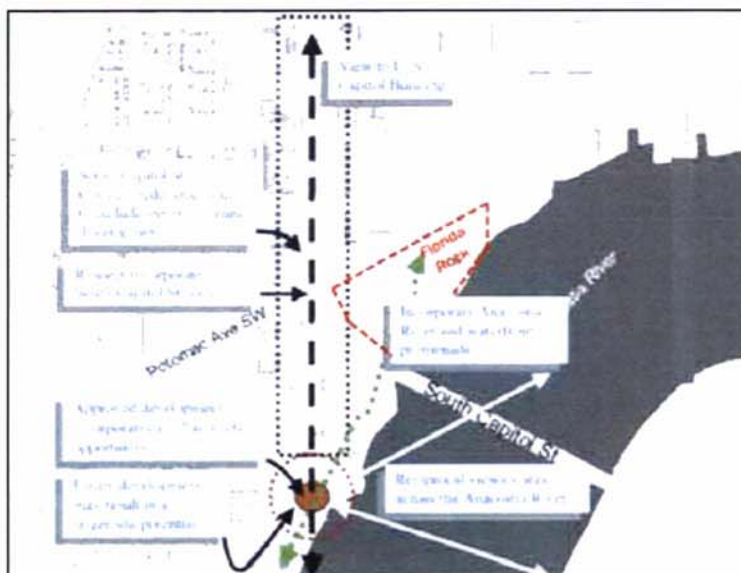


Figure 8: 2M Plan – Site # 8 Graphic with Florida Rock PUD Site

**2009 Monumental Core Framework Plan**

Building on previous federal and District planning efforts, the Monumental Core Framework Plan reflects South Capitol Street as a significant physical and symbolic connection between the U.S. Capitol Building/Monumental Core area and Anacostia riverfront. The Plan identifies the area situated to the west, adjacent to the Florida Rock development site (site of the future traffic circle) as an area for future open space and public realm enhancement, shown in the following Figure 9.

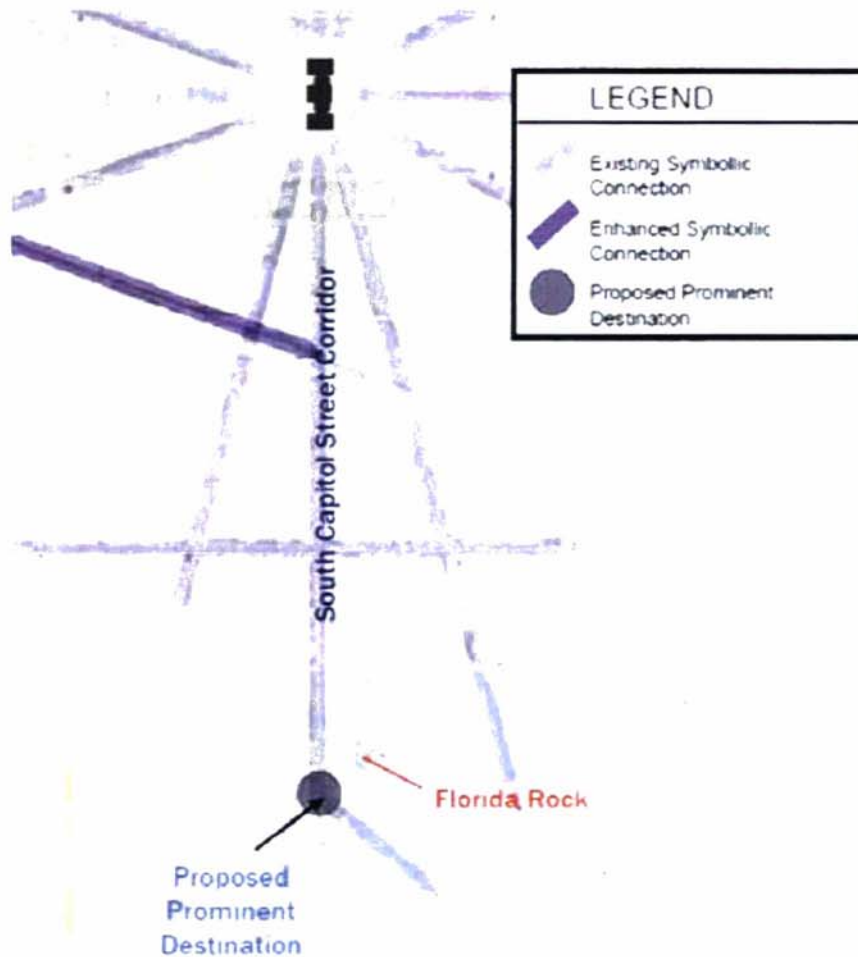


Figure 9: Monumental Core Framework Plan - South Capitol Street Prominent Destination Location

The Plan also recognizes current on-going planning efforts to redevelop South Capitol Street as a vibrant urban boulevard and waterfront “gateway” at the Anacostia River. Staff notes that the proposed modified Florida Rock PUD design supports this concept by providing a mix of uses (retail, residential, office, and hotel) and multiple visual, pedestrian, and bicycle connections

between the buildings to help link the City with the Anacostia riverfront. Figure 10 shows these connections through the future PUD.

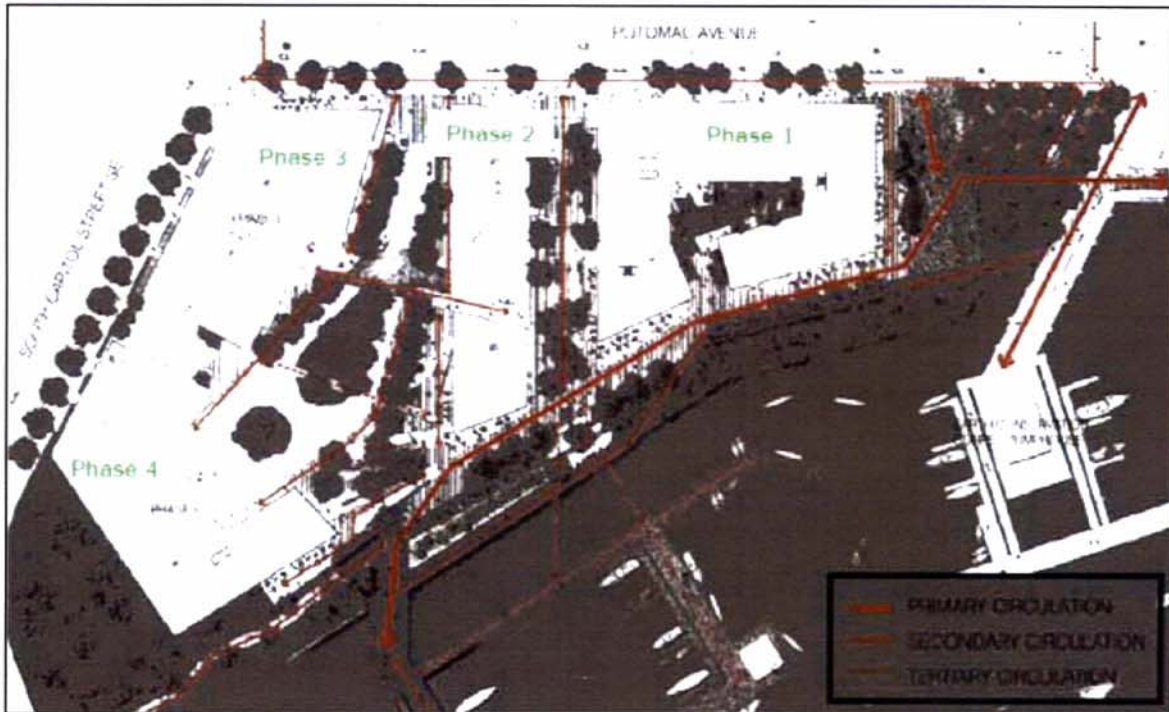


Figure 10: Modified Florida Rock PUD Pedestrian Circulation

It will be important to ensure that the more detailed Second-Stage designs for the Phase 3 and 4 buildings are appropriate for the future iconic image of South Capitol Street as a gateway into the City and as a “vibrant urban boulevard”. In addition, the Phase 4 building’s positioning directly adjacent to the future potential commemoration Site # 38 makes it essential that the future design does not somehow diminish the site’s viability as a future memorial site.

In recognition of the goals and policies outlined in the 2M Plan and Monumental Core Framework Plan, staff recommends that the Commission note **that the proposed modification to the Florida Rock Planned Unit Development is consistent with the 2001 Memorials and Museums Master Plan and 2009 Monumental Core Framework Plan.** In addition, staff recommends that the Commission recommend that the future Phase 3 and Phase 4 building designs befit the future planned South Capitol Street as a significant gateway connection into the City and vibrant urban boulevard as identified by the Monumental Core Framework Plan, and the overall development design should preserve Site # 38 as a future potential commemoration site.