

**South Capitol Waterfront Ballpark District**  
**Neighborhood Development Strategy**

The  
**Anacostia**  
Waterfront Corporation

ZONING COMMISSION  
CASE NO. *CP-22*  
EXHIBIT NO. *40*

ZONING COMMISSION  
District of Columbia  
CASE NO.06-22  
EXHIBIT NO.40



**Testimony of**  
**Anacostia Waterfront Corporation**  
**Regarding Case #06-22 Ballpark Review**  
**before the**  
**District of Columbia, Zoning Commission**  
**June 26, 2006**

## **I. INTRODUCTION**

Good evening acting Chairman Hood and members of the Zoning Commission. AWC is pleased to appear before you today to provide testimony on the proposed Washington Nationals ballpark and the associated emerging neighborhood development along the South Capitol Street Waterfront.

I would like to express the AWC's strong support for bringing major league baseball and a beautiful new ballpark, to the Anacostia River. This project is fundamental to the realization of the Mayor's and the Council's vision for the South Capitol Waterfront area within the Anacostia Waterfront. The AWC was created to develop and revitalize, and to facilitate the development and revitalization of, the Anacostia Waterfront.

In light of the AWC's mission, the Council mandated through the Ballpark Omnibus Financing and Revenue Act of 2004, that the Anacostia Waterfront Corporation become the landowner of the baseball stadium site, and as the facilitator for the redevelopment of the waterfront, the Council required the DCSEC to work cooperatively with the AWC to share responsibility for developing the master urban site plan and exterior design guidelines for the ballpark and parcels adjacent to the ballpark site within the Anacostia Waterfront. With this mandate, the AWC has taken a pro-active role in all phases of the project in order to make the design of the ballpark one that both maximizes the ballpark program's potential for positive impact on neighborhood development and also explores how mixed-use development can occur on the ballpark site itself.

AWC's testimony this evening concentrates on the inter-relationship between the non-ballpark program elements to be developed on the ballpark site and the neighborhood-wide development anticipated around the ballpark site. AWC is committed to pursuing an overall neighborhood development strategy, which results in the creation of a new urban waterfront destination of national and international caliber, befitting of the Nation's Capital.

AWC's recommendation to the Zoning Commission this evening is the following:

- If possible, proceed to approve the project in a conditional manner, in parts or phases;
- Approve the central Ballpark Bowl element;

- Obtain additional information regarding the mixed-use development to be executed immediately north of the ballpark (which includes the 925 spaces of ballpark parking);
- Approve the First Street Retail Option “2” which brings the retail out to the First Street property line (Development Zone D);
- Request building design guidelines to be completed for proposed on-site structures along Potomac Avenue (Development Zone C).

## **II. BACKGROUND**

The Anacostia Waterfront -- the river, its riverfront lands and its adjacent neighborhoods – suffer from decades of deferred public investment.

The Anacostia Waterfront Corporation (AWC) was created by Mayor Williams and the District of Columbia Council (Council) in 2004 to facilitate and induce the restoration of the Anacostia River and the revitalization of its waterfront parks and neighborhoods. The AWC is bound in its activities through District statute to the Council approved Anacostia Waterfront Framework Plan (Framework Plan), a historic urban planning document produced by the District of Columbia Office of Planning, in close collaboration with over 15 federal and District government agencies, between March 2000 and December 2003. The plan was completed with the participation of over 5,000 individual district residents and other stakeholder organizations.

The plan’s five central themes include:

- Restore - restoring the Anacostia River’s water quality and ecology;
- Connect - connecting neighborhoods to the river;
- Play - creating a continuous public open realm along the river;
- Celebrate - introducing cultural destinations along the riverfront;
- Live - strengthening existing neighborhoods and fostering the growth of new mixed-income and mixed-use neighborhoods along its shores.

## **III. IMPORTANCE OF THE BALLPARK TO THE ANACOSTIA**

The importance of the ballpark to the Anacostia cannot be understated:

- The Ballpark has created excitement across Washington and across the Nation for creating a new cultural destination in the heart of the Nation's Capital.
- The location of the Ballpark along the river has already fostered tremendous recognition of the importance of restoring the Anacostia River for the benefit of the future growth of the District of Columbia;
- The Ballpark is a catalyst for surrounding neighborhood development and the creation of a great urban waterfront;
- The development of the ballpark along the Anacostia must innovate beyond the national best practices in ballpark design in order to foster the urban environment conducive to a mixed-use, mixed-income neighborhood.

#### **IV. ROLE AWC HAS PLAYED IN THE BALLPARK PLANNING PROCESS**

Since its inception, members of the AWC have played a key role in facilitating the development of the ballpark project. Over the last 18-months, AWC has engaged in significant inter-agency coordination, which has included public involvement, workshops and community meetings, so as to help inform the actions of all government agencies in pursuit of maximizing the positive impact that the Ballpark can have on this emerging neighborhood along the Anacostia River.

Key components of this effort include:

- Close collaboration with the National Capital Planning Commission's South Capitol Street Task Force which brought together the District, federal agencies and the Architect of the Capitol in pursuit of transforming South Capitol Street into a grand urban boulevard and southern gateway to the United States Capitol Building and the Monumental Core of the Nation's Capital.
- Participation in DDOT's South Capitol Street and Anacostia Access Project, which has focused on the transportation elements necessary to replace the existing Frederick Douglass Bridge. This project includes transforming the interstate highway ramps and viaducts which currently prevent members of the public from accessing the Anacostia's shoreline by replacing them with a network of functional city streets, allowing pedestrians and vehicles to access riverfront sites.
- Participation in the Sports and Entertainment Commission's architect selection process and the formation of a design committee to help guide the Ballpark Architect in the early stages of the design process.

- Close coordination with the Office of Planning and the Sports and Entertainment Commission on the design concept behind orienting the ballpark in a manner which results in the most positive overall impact on the redevelopment of the surrounding neighborhood. As the Mayor has repeatedly stated, the Ballpark will be considered successful if it effectively catalyzes the creation of a new mixed-use waterfront neighborhood and a new pedestrian-oriented public environment along the Anacostia River.
- Issuance of a Request for Development Qualifications and the designation of four private developers to develop publicly controlled development rights in the Ballpark District. These publicly controlled sites include the WMATA parcel, north of the ballpark, the WASA parcel east of the ballpark and non-ballpark program development rights on the Ballpark Site itself. Together, the AWC has described these parcels as the “Ballpark District” and has sought to directly engage all public and private landowners within this area in the formulation of a single development strategy.

## **V. AWC BALLPARK DISTRICT DEVELOPMENT STRATEGY**

AWC has completed a draft development strategy in direct collaboration with the neighborhood’s private land owners. The process to formulate this strategy has been dynamic and the Strategy is considered a “living document” which will continue to evolve and be refined as individual development decisions are made and as the neighborhood’s development market matures.

AWC has incorporated substantial formal and informal community input into the strategy and envisions additional community and stakeholder input to inform the future refinement of the development strategy.

### **Strategic Assumptions**

Key strategic assumptions the AWC has made in formulation of the strategy:

- Land Use - AWC has taken the District’s existing zoning, the Capitol Gateway Overlay Zone and the Southeast Federal Center Overlay Zone as a point of departure for the Development Strategy and is not seeking to significantly alter or increase the overall amount of development density which is currently allowed under the existing District regulations.
- Transportation – AWC is assuming the District of Columbia Department of Transportation will most aggressively pursue all public transit, transit-oriented and inter-modal transportation opportunities in order to minimize the number of cars which enter the neighborhood. AWC is in turn placing the highest degree of urban design emphasis on the pedestrian experience of visitors and residents alike.
- Market Conditions - AWC anticipates that even with the most aggressive market assumptions, the construction of this neighborhood will occur over a 10-12 year time frame or more. The

AWC Strategy for neighborhood development seeks to achieve a sustainable urban settlement pattern which respects the natural resource of the Anacostia River and seeks to achieve sustainable, long-term market dynamics.

### **Key Elements of the Development Strategy**

Key elements of the neighborhood development strategy include:

- Creation of a new mixed-income and mixed-use waterfront neighborhood which is both a regional and national destination on both baseball game-days and non-game-days.
- Development of approximately 9 million gross square feet of mixed-use building area including the following approximate amounts of individual land uses:
  - 3,800,000 gsf of office development;
  - 3,900,000 gsf of residential development or approximately 3,500 units;
  - 870,000 gsf of ground floor and limited second-level retail development;
  - 12,500 parking spaces which serve all of the above program elements and includes the ballpark program parking.
- Transformation of South Capitol Street into a grand civic boulevard which balances vehicular traffic with pedestrian circulation in the tradition of the great L'Enfant avenues of our city.
- Transformation of Half Street into a key retail and pedestrian gateway from the expanded Navy Yard Metro Station to the Ballpark;
- Transformation of First Street into the neighborhood's "Main Street" which becomes the pedestrian spine linking the Ballpark District and the South Capitol Receiving Zone District north of M Street down to the Anacostia River. The presence of a diverse mixture of retail activities along both sides of this street is an essential element of the Development Strategy and seeks to balance the loss of Half Street as a street which once connected to the River.
- The extension of Potomac Avenue into the WASA site is a key element of this transformation of the area into a truly unified urban district. This recommendation honors the L'Enfant Plan's unbuilt vision of Potomac Avenue while also establishing a functional urban street grid to lessen the otherwise sole reliance on First Street as a means circulation around the Ballpark.
- The creation of a great civic gathering space – Diamond Teague Park – at the foot of First Street which connects the surrounding urban context to the natural environment of the Anacostia. The preservation of the Capitol Pump House and the introduction of a public pier will open the opportunity for direct maritime access to the Ballpark. Mayor Williams has dedicated this new waterfront park in the name of Diamond Teague, the 17-year old Earth Conservation Corps member who was tragically shot in a drive-by shooting while sitting on his front porch in the summer of 2004. Diamond enthusiastically participated in several of

OP's and DDOT's Riverwalk planning workshops and embodied the vision and spirit of the Anacostia Waterfront Initiative.

- The creation of a continuous public esplanade and series of public uses which together form the riverwalk connecting the Navy Yard through the Southeast Federal Center and down to the Florida Rock site and to the new Frederick Douglass Bridge. All uses south of Potomac Avenue on the WASA site are envisioned as individual public uses, which together form a cohesive urban waterfront of world-class distinction.

## **V. AWC COORDINATION OF ARCHITECTURAL ISSUES DURING THE BALLPARK DESIGN PROCESS**

AWC has coordinated directly with the Sports Commission and the Executive Office of the Mayor on several on-site issues related to the design of the ballpark.

- Final orientation and positioning of the Ballpark's "Bowl" which was positioned to achieve the following neighborhood development opportunities:
  - By orienting the Bowl to the north, the Ballpark "opens" itself to the city of Washington and its Monumental Core, while drawing the majority of the ballgame spectators closer to the Anacostia River on the south side of the site;
  - By positioning the Bowl as far south as was geometrically possible (including coordinating the partial closure of Potomac Avenue as a component of the reconstructed South Capitol Street corridor) the ballpark site was configured to create two market feasible development parcels on the north side of the Ballpark and maximize public access to the Anacostia River.
- Development of buildings north of the ballpark (Sites A and B);
  - AWC coordinated the distribution of the Ballpark Program Parking (1225 spaces) in a manner which allowed the parking dedicated to team and franchise use (300 spaces) to be located on the south side of the Bowl and the remaining spectator parking (925 spaces) to be located on the north side of the bowl.
  - AWC proceeded to coordinate the architectural design of the north side of the Bowl in a manner which allowed for the ballpark parking program (925 spaces) to be accommodated while also achieving the following objectives:
    1. Appropriately sized civic entrances to the ballpark, which would not become empty wind-swept plazas on non-game days;
    2. Introduction of ground floor uses which would encourage neighborhood vitality on non-game days, including patronage of the outfield restaurant on non-game days;
    3. Introduction of retail, residential and hotel uses which ensured that on non-game days the neighborhood streets surrounding the ballpark would not be dormant.
- Development of a building on the south of the ballpark (Site C);



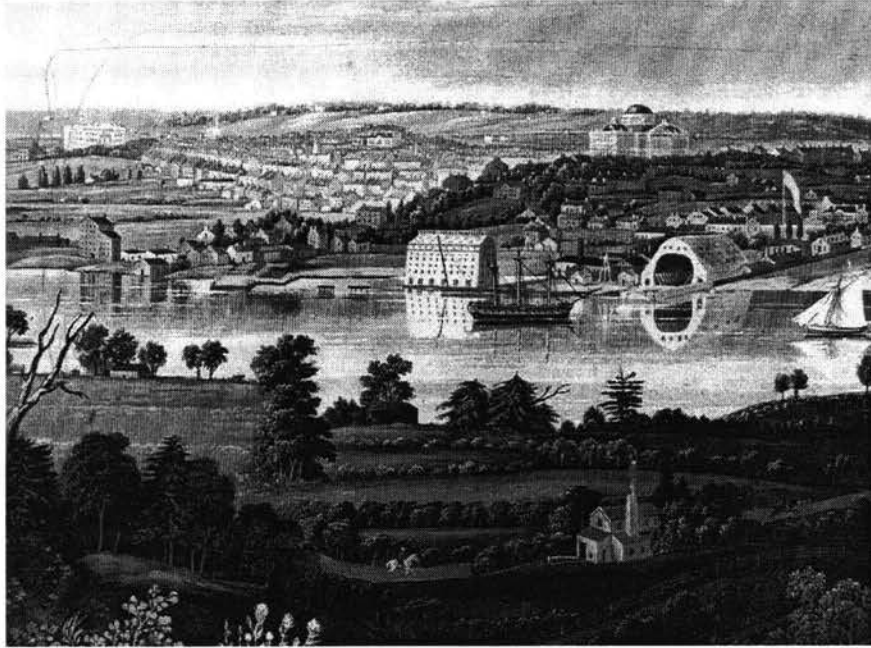
- AWC and DC-SEC jointly identified a future development site along Potomac Avenue which lacks market viability at the current time, due to the existing Frederic Douglass Bridge Viaduct. Although the program of this building remains open, it is anticipated as likely being an office building with ground floor retail, with the possibility of it becoming a small hotel.
- Development of above-ground buildings along the First Street frontage east of the ballpark (Site D).
  - AWC coordinated the introduction of retail uses along First Street on the Ballpark site and the reduction of the impact that Ballpark loading had on the quality of the First Street streetscape. AWC established the First Street frontage as the most important retail frontage in the ballpark, in order to reinforce First Street as the neighborhood gateway to the river;
  - Of the two retail alternatives presented to the Zoning Commission, AWC believes the second is the most viable, however, given the inconsistencies of the retail depth, AWC's development partners encouraged the exploration of a third alternative described below;
  - AWC's third First Street retail alternative is dependent on partially closing the First Street ROW by 20 feet from 110 feet to 90 feet. This alternative breaks AWC's baseline assumption of not pursuing strategies outside existing regulatory structures, in that special approvals and analysis would be necessary to obtain the Historic Preservation and Transportation approvals necessary to partially closing the street. As such, AWC is gathering additional feedback on this alternative, and the Office of Planning staff have already signaled their lack of support for the street narrowing.

In "Alternative Three", the Ballpark would be lined by a continuous length of retail which would have a market-viable depth of 50' to 80' and which would be deep enough to also support several stories of single-loaded residential uses. This strategy has been identified as resulting in the most pleasant streetscape environment for First Street. While this has only been presented to DDOT staff in preliminary fashion, this proposed street section is larger in cross-section than M Street in Georgetown which is only 80' wide and supports similar intensive retail, pedestrian and vehicular usage.

### AWC Recommendation to the Zoning Commission

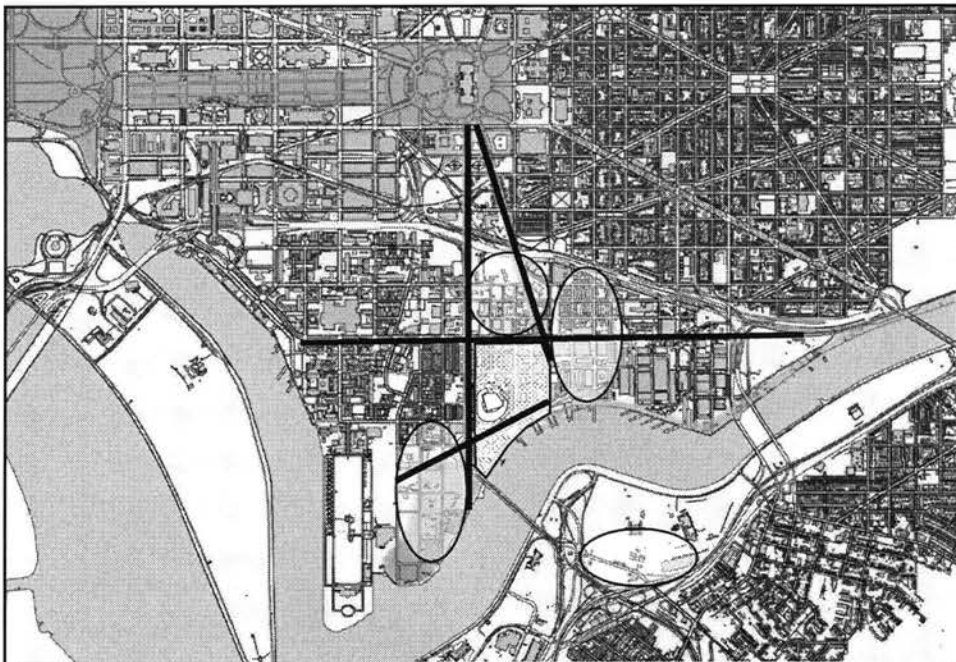
In conclusion, AWC's recommendation to the Zoning Commission this evening is the following:

- If possible, proceed to approve the project in a conditional manner, in parts or phases;
- Approve the central Ballpark Bowl element;
- Obtain additional information regarding the mixed-use development to be executed immediately north of the ballpark (which includes the 925 spaces of ballpark parking);
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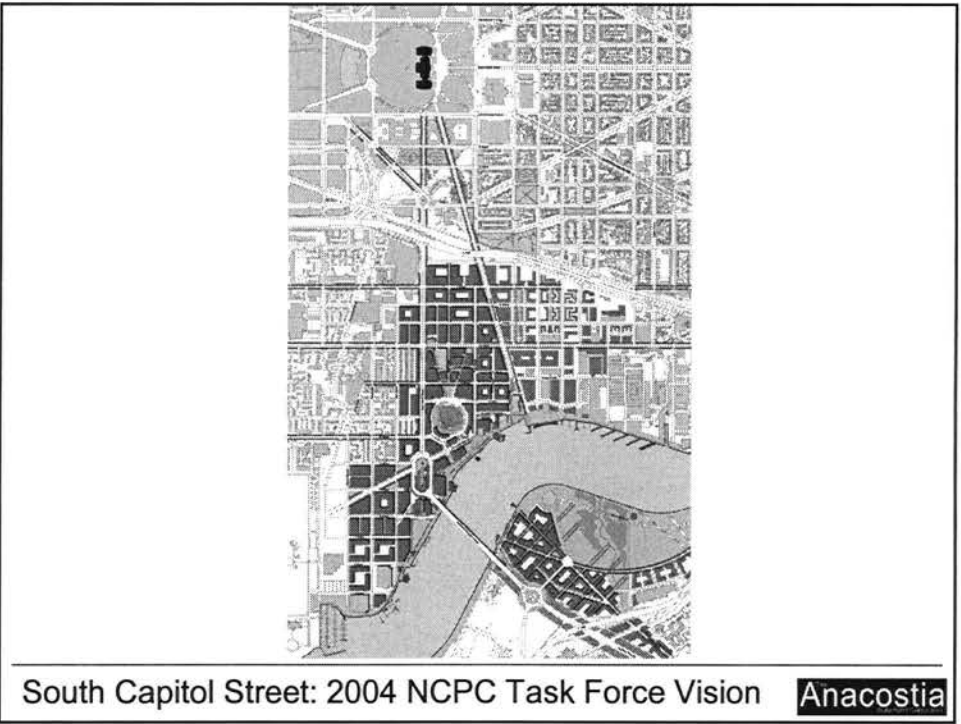
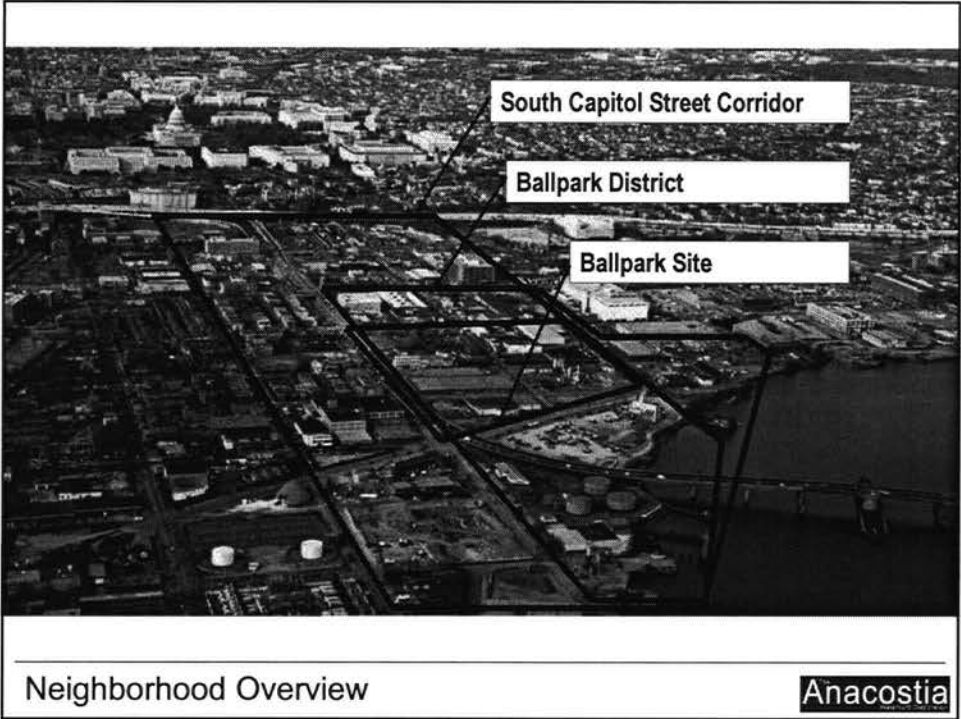
"Anacostia" - *River of Traders*

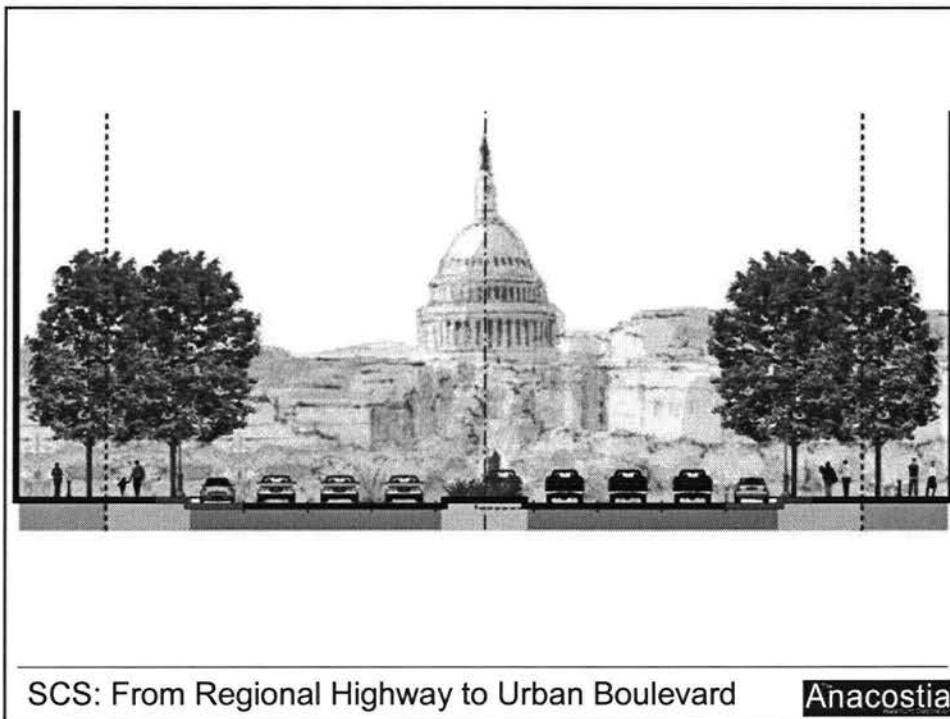
**Anacostia**



Site Location: The Center of Emerging Development

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SCS: From Regional Highway to Urban Boulevard

Anacostia



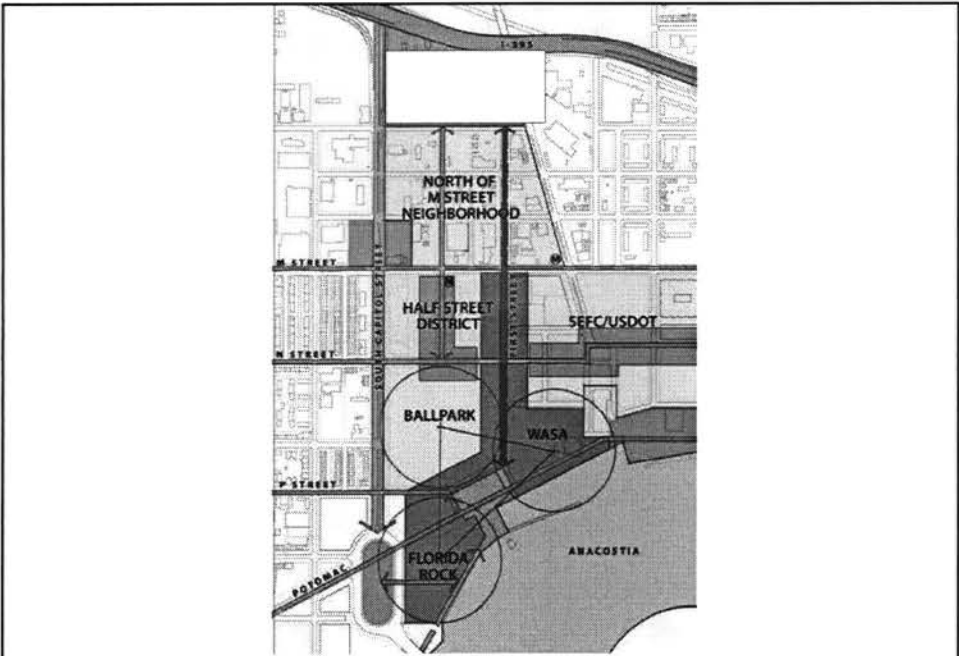
SCS: A Great Street with a Great Terminus

Anacostia



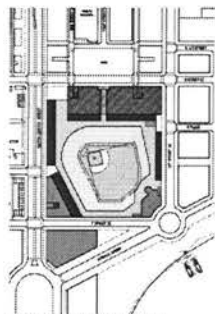
Need to Innovate Beyond Precedents: Cincinnati

Anacostia

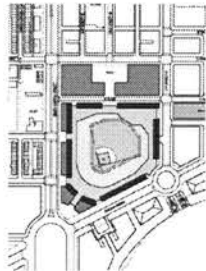


The Urban 'Bones' of the Ballpark District

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ORIENTATION TO RIVER



ORIENTATION TO MONUMENTAL CORE



PNC PARK, PITTSBURGH



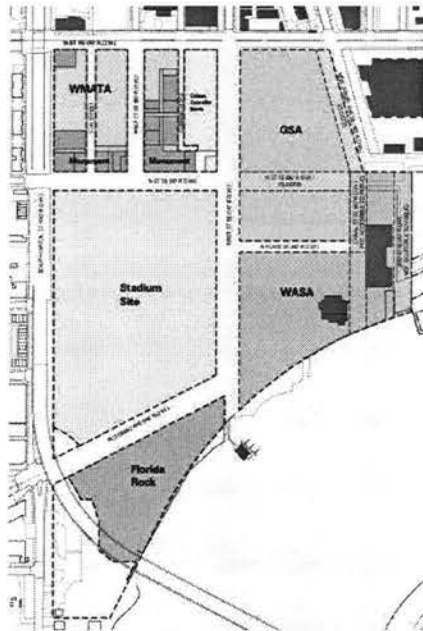
SBC PARK, SAN FRANCISCO



PETCO PARK, SAN DIEGO

## Determining the Orientation of the Ballpark

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AWC issued a Request for Qualifications to the development community and designated four development groups to redevelop publicly owned sites in the Ballpark District. The teams are lead by:

- Forest City
- Western
- Monument Realty
- Cordish

## Land Ownership around the Ballpark

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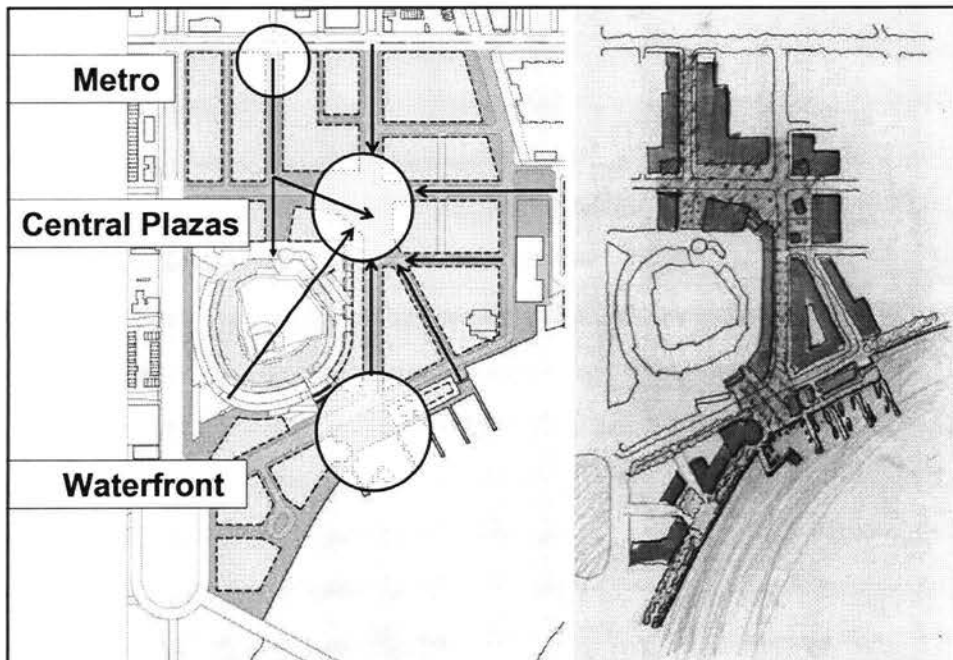
Non-game Day

Game Day

Local	Regional
Calm	Intense
Small	Big
Seasonal	Summer
Neighbors	Visitors
Everyday Life	Event

Day-in Day-Out Neighborhood Vitality

Anacostia



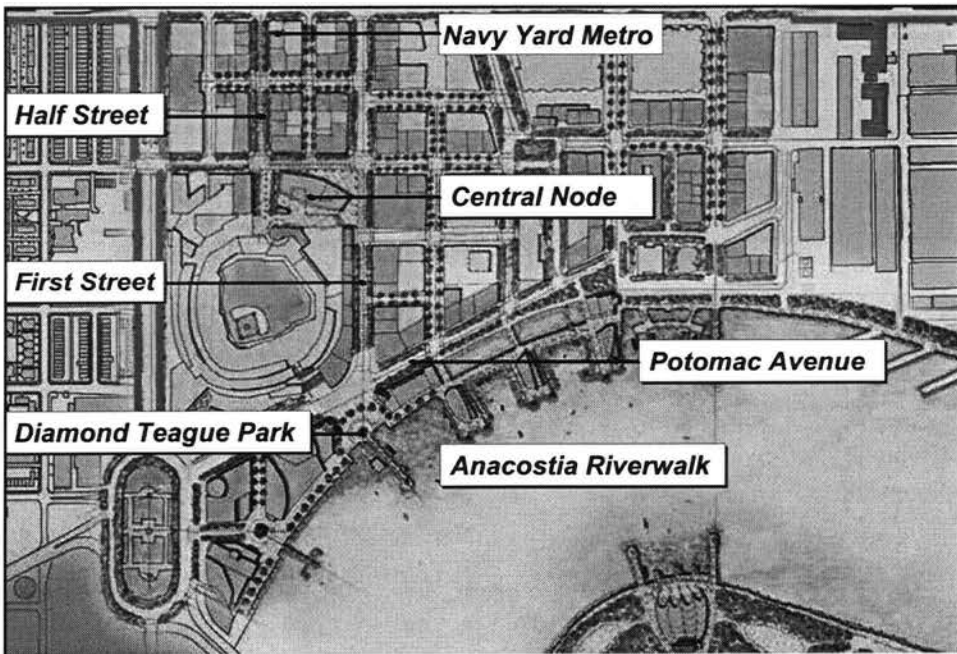
The Challenge: Connecting the Dots

Anacostia



Connecting the Neighborhood to the Waterfront

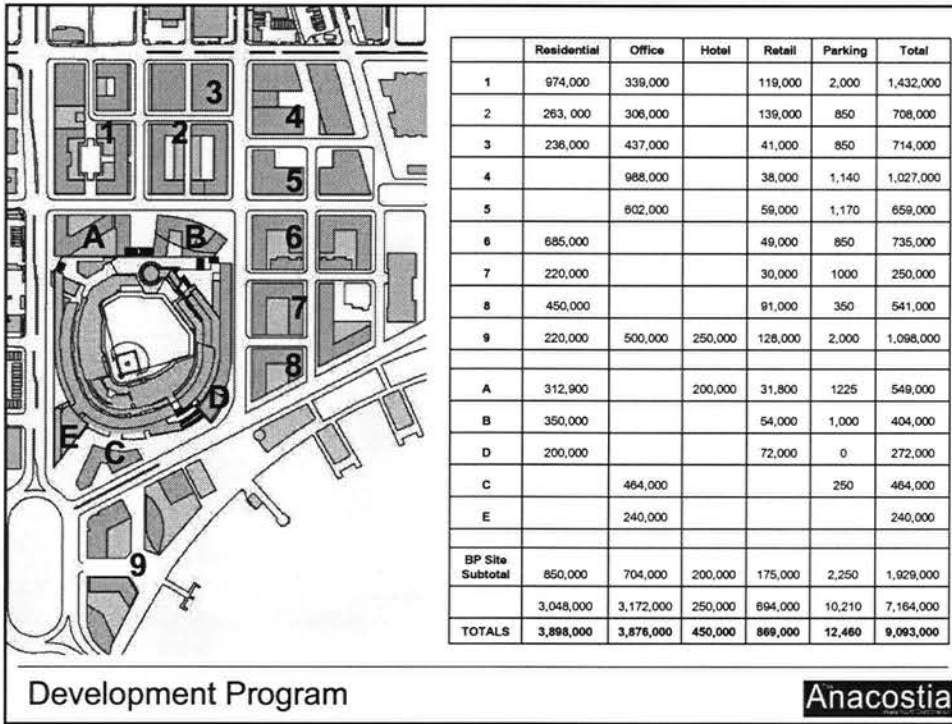
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AWC Ballpark District Development Strategy

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Development Program

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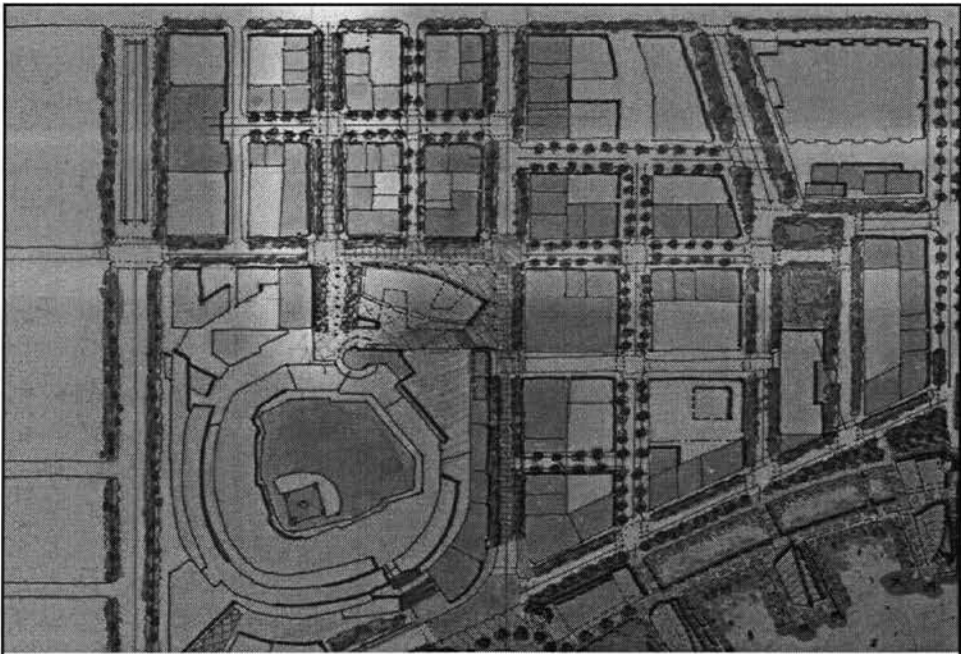
Retail Strategy

Anacostia



Neighborhood Vision

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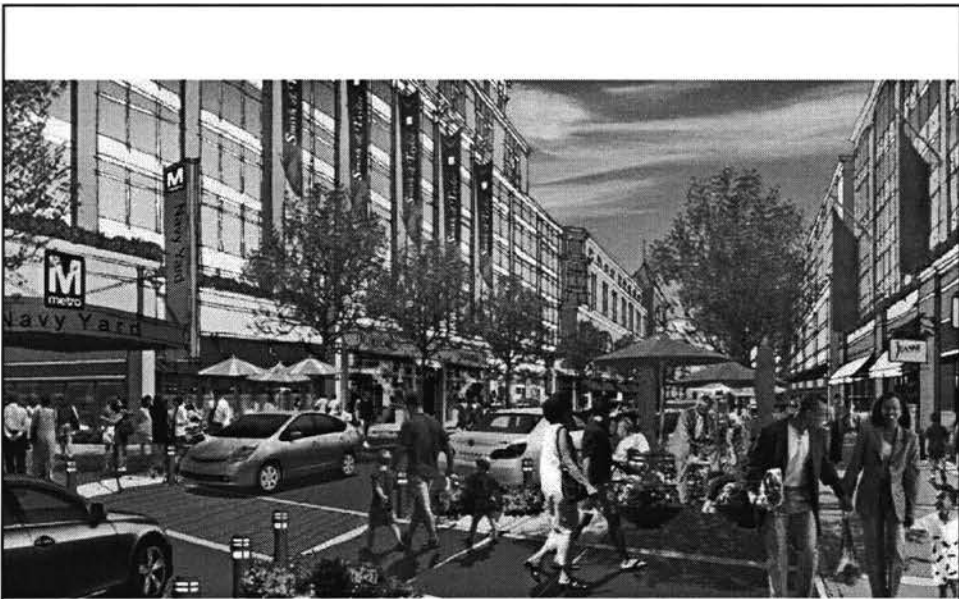
Half Street: Linking Metro to the Neighborhood

Anacostia



Half Street Today

Anacostia



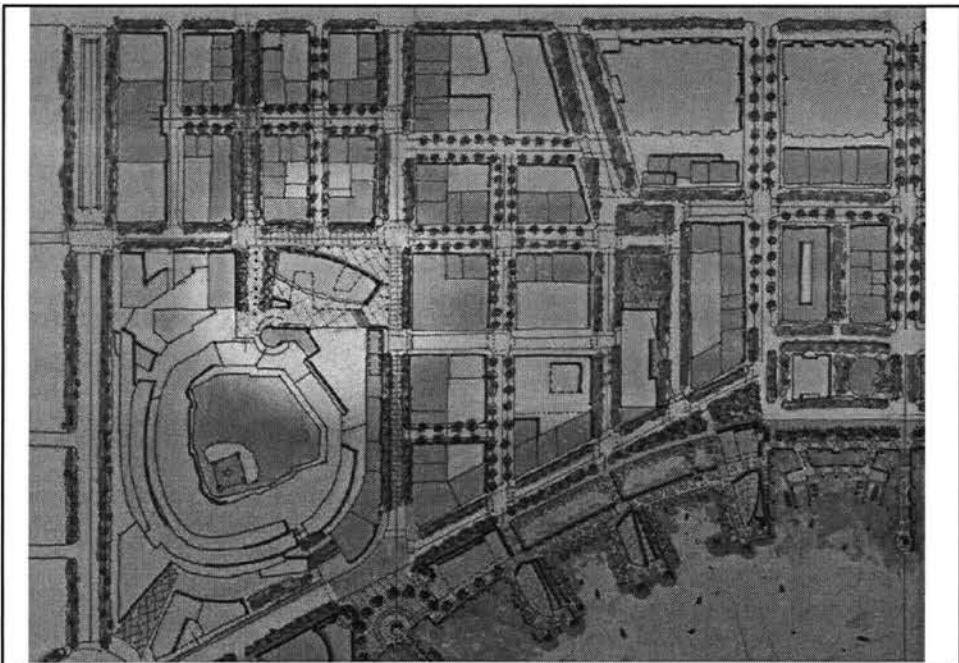
Half Street: The Gateway to the Neighborhood

Anacostia



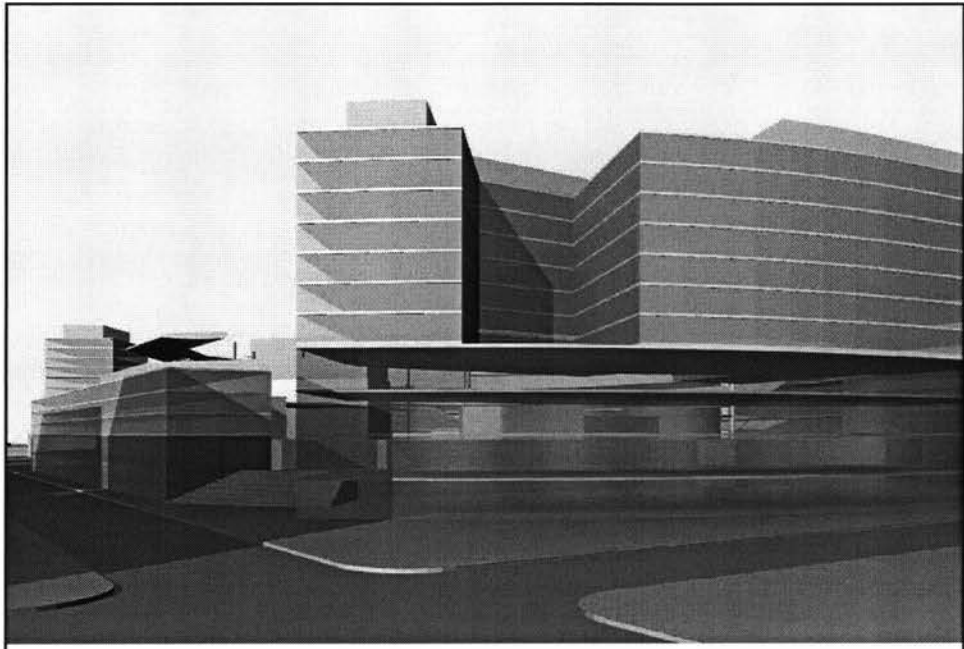
Half Street: Terminus at the Ballpark

Anacostia



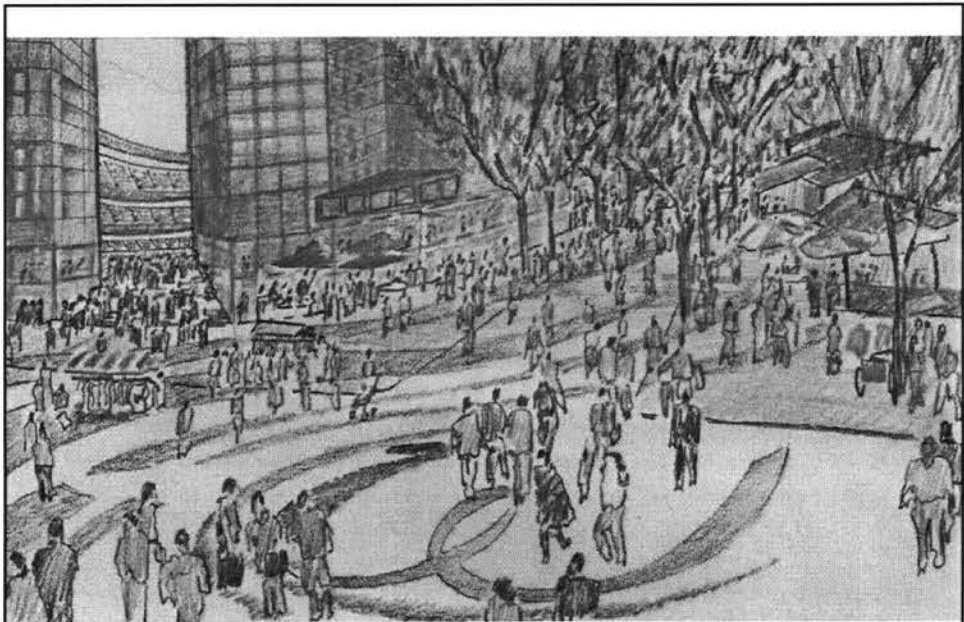
Central Node

Anacostia



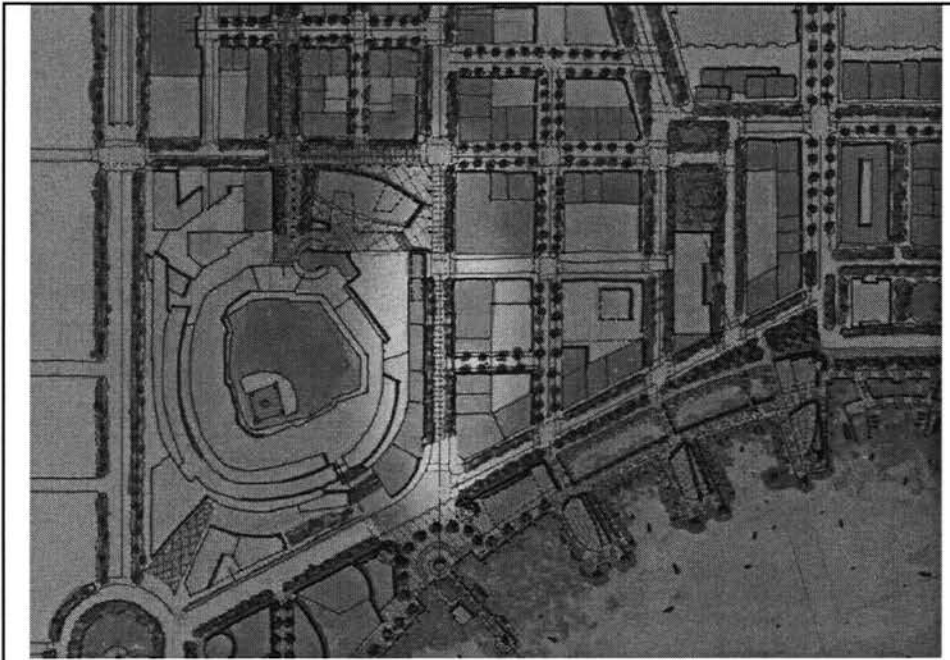
Central Node at First and N Streets

Anacostia



Central Node on Game Day

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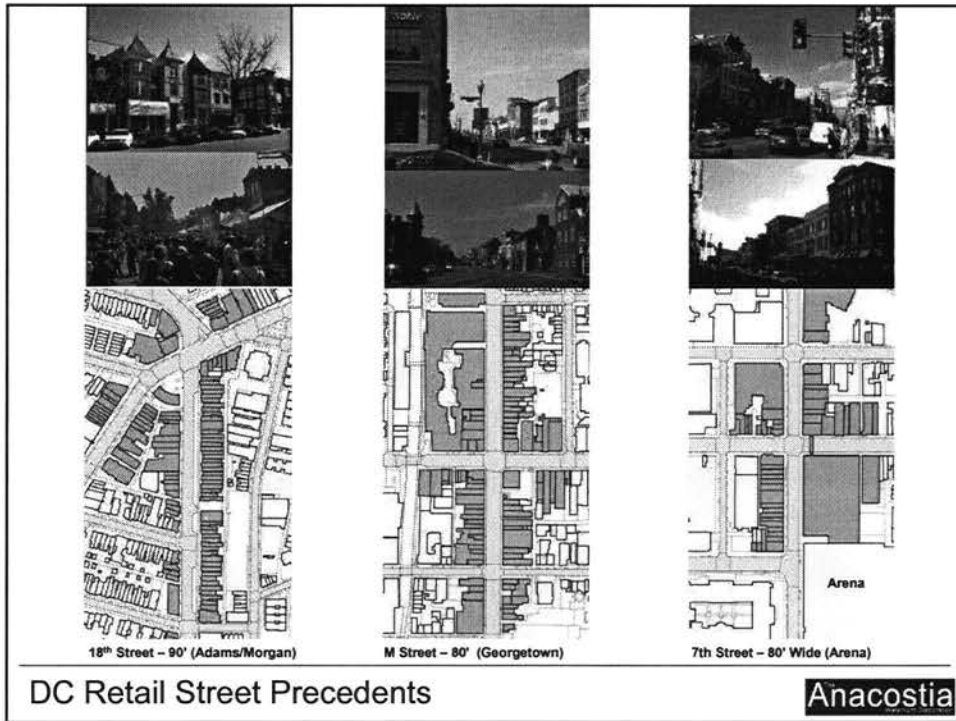
First Street

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First Street Today

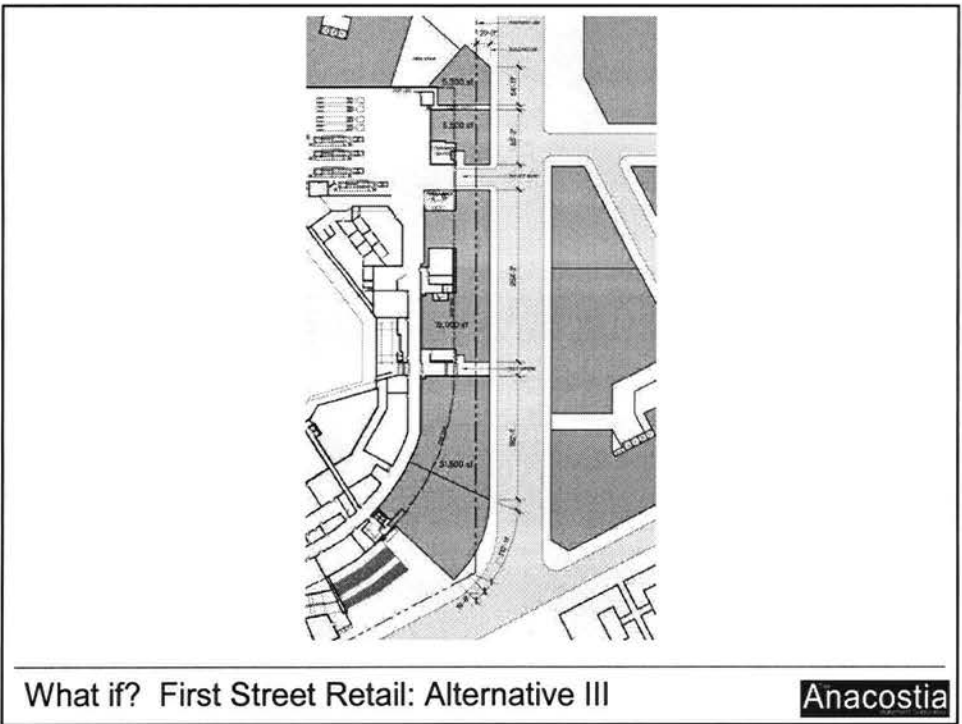
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First Street Retail: Option II

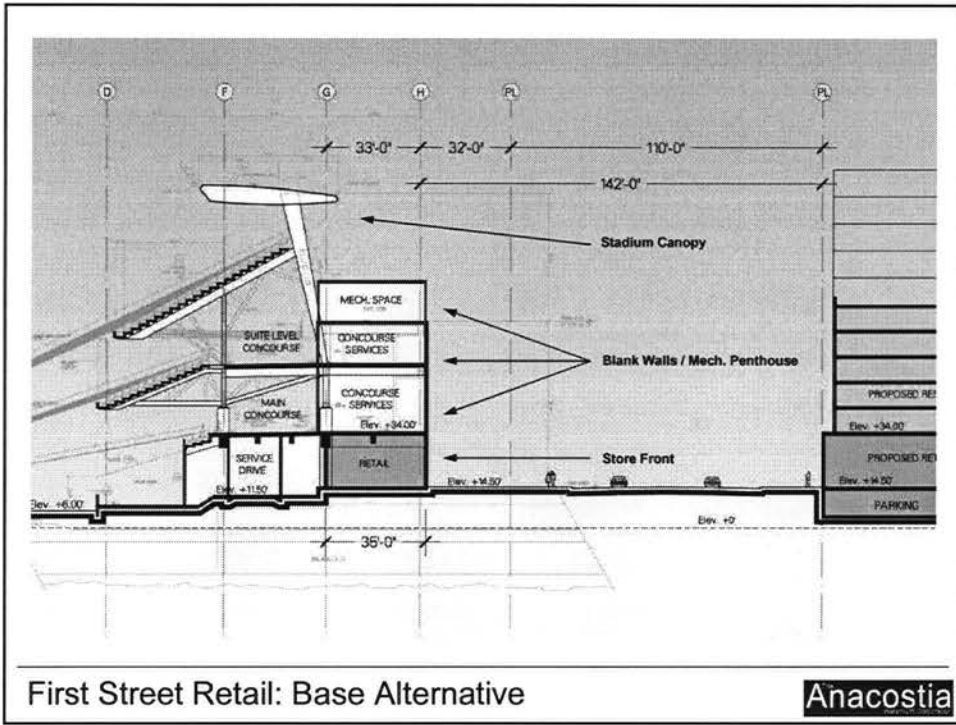
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What if? First Street Retail: Alternative III

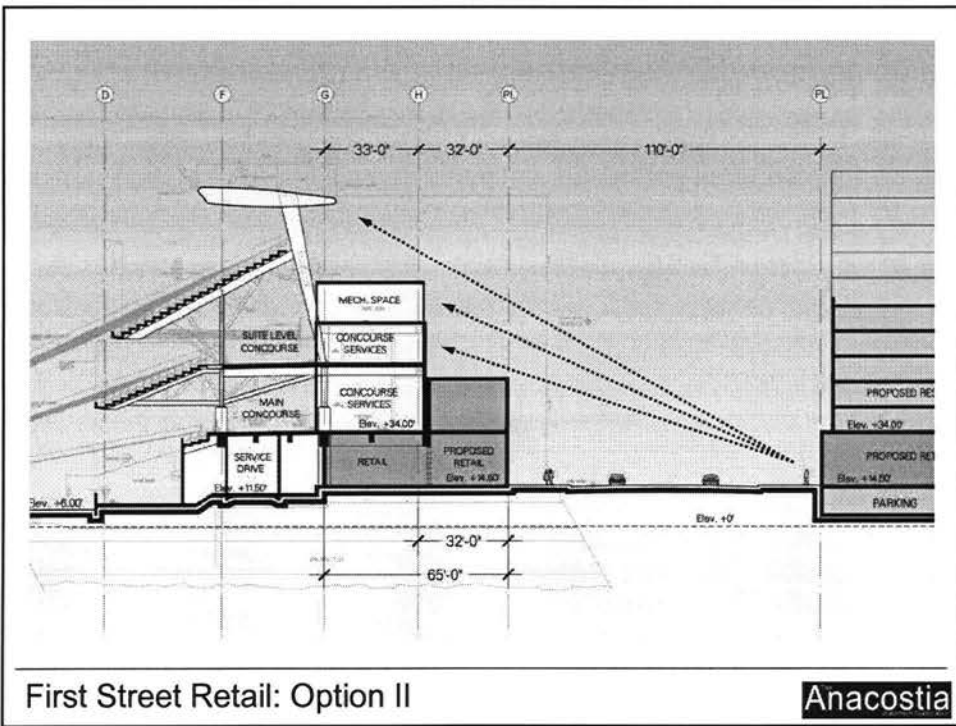
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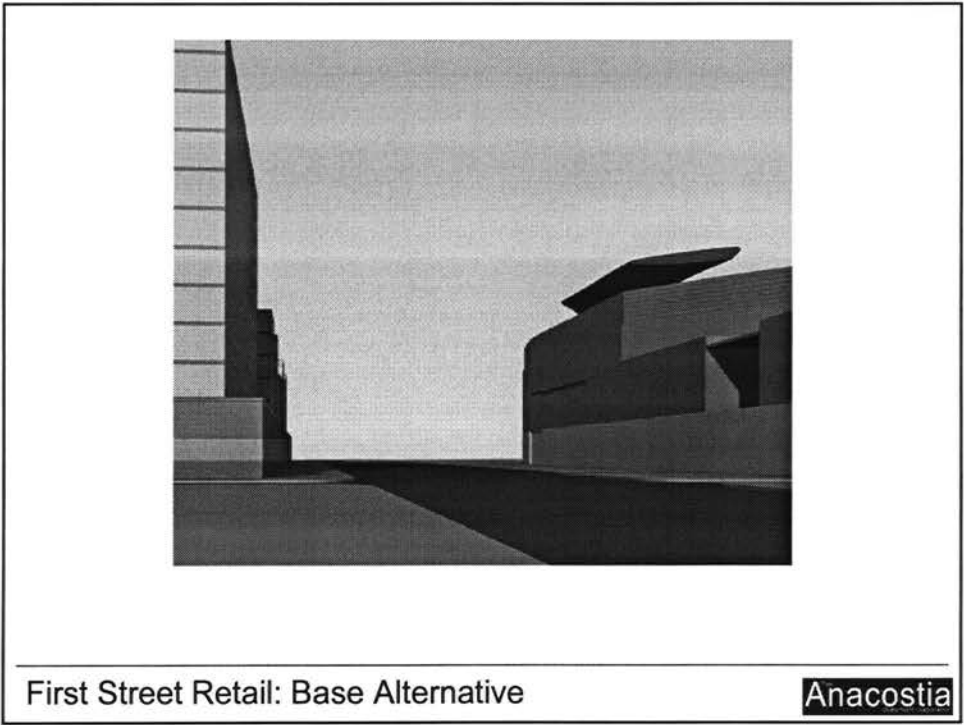
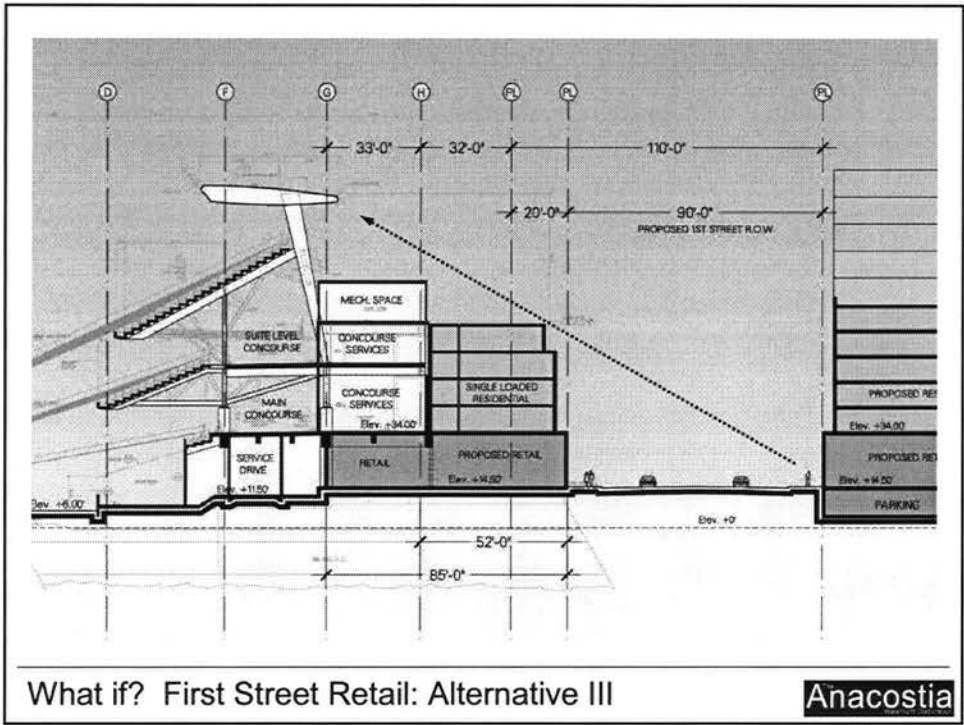
First Street Retail: Base Alternative

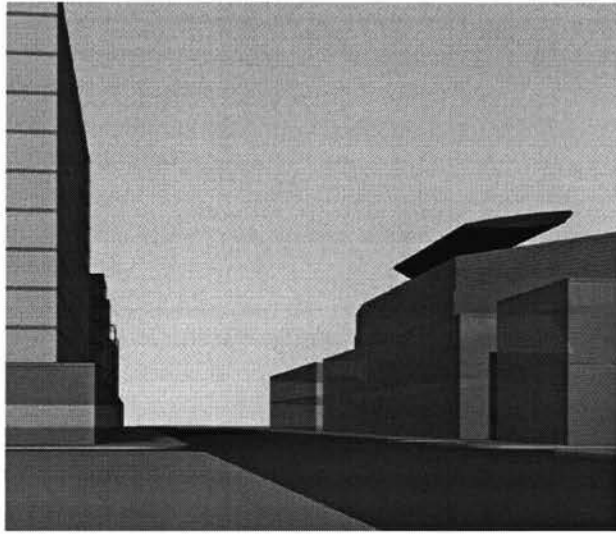
Anacostia



First Street Retail: Option II

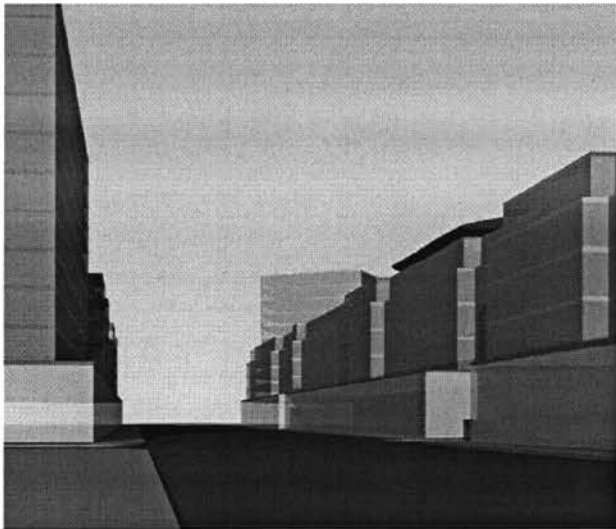
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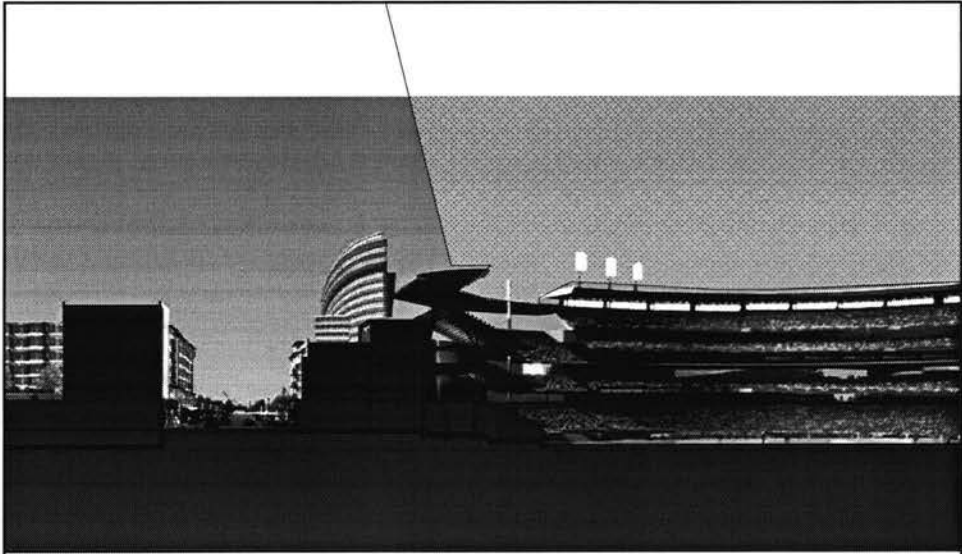
First Street Retail: Option II

Anacostia



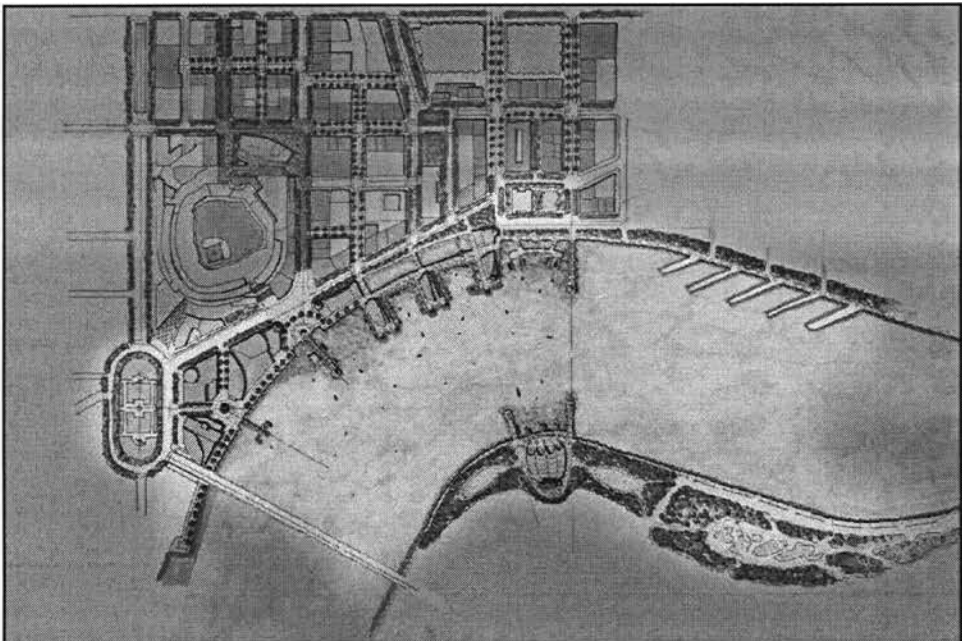
What if? First Street Retail: Alternative III

Anacostia



What if? The Neighborhood and The Stadium

Anacostia



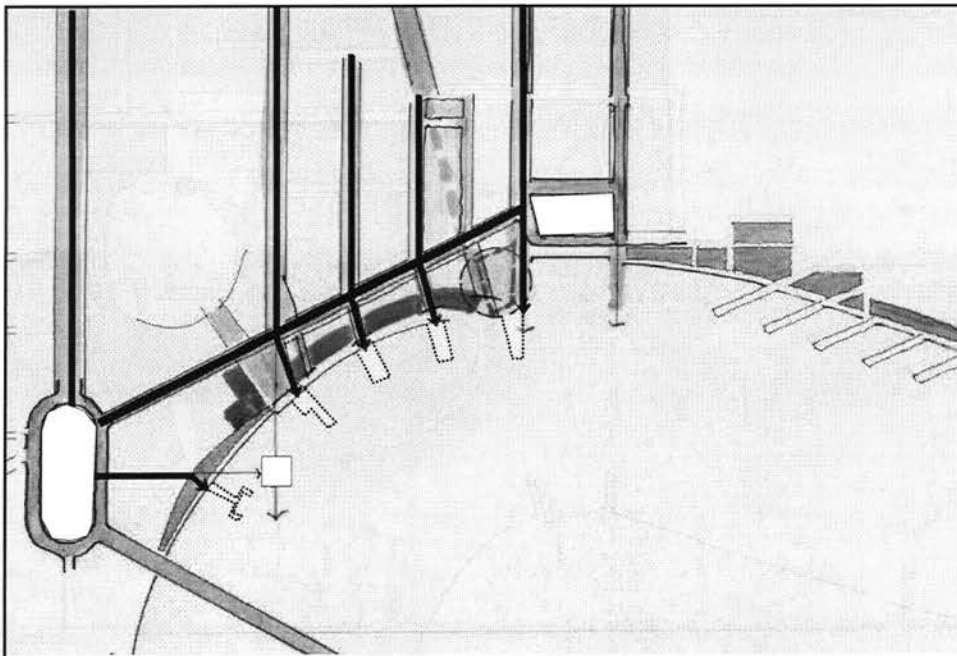
The Waterfront

Anacostia



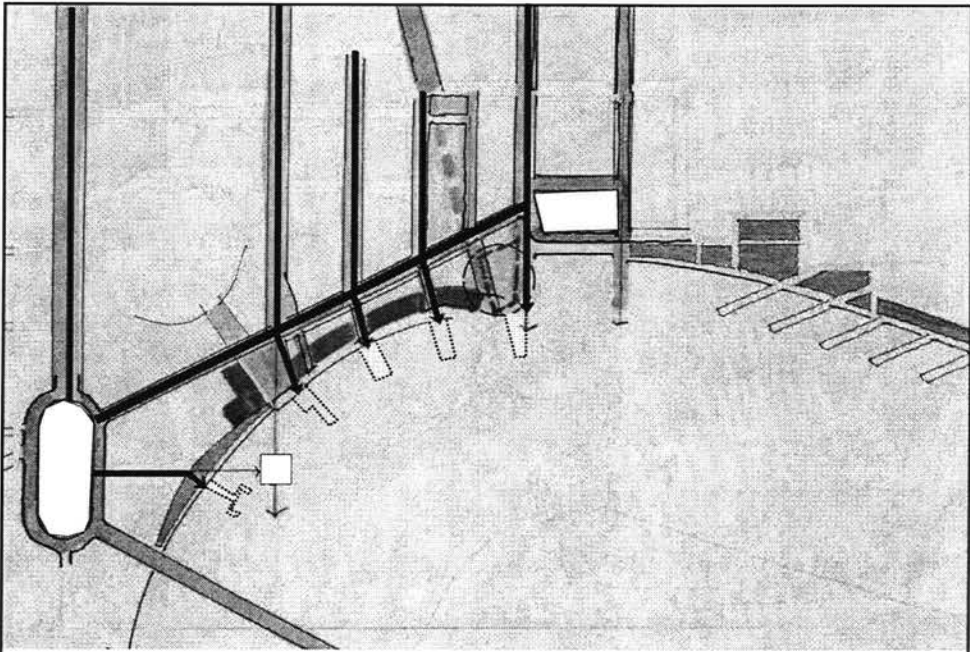
The Waterfront Today

Anacostia



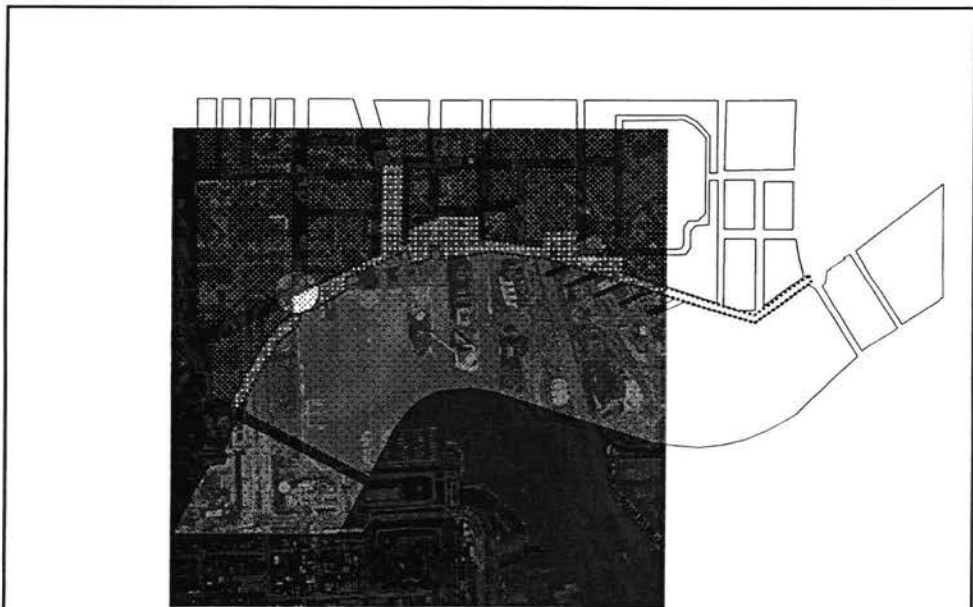
Streets Connecting the District to the River

Anacostia



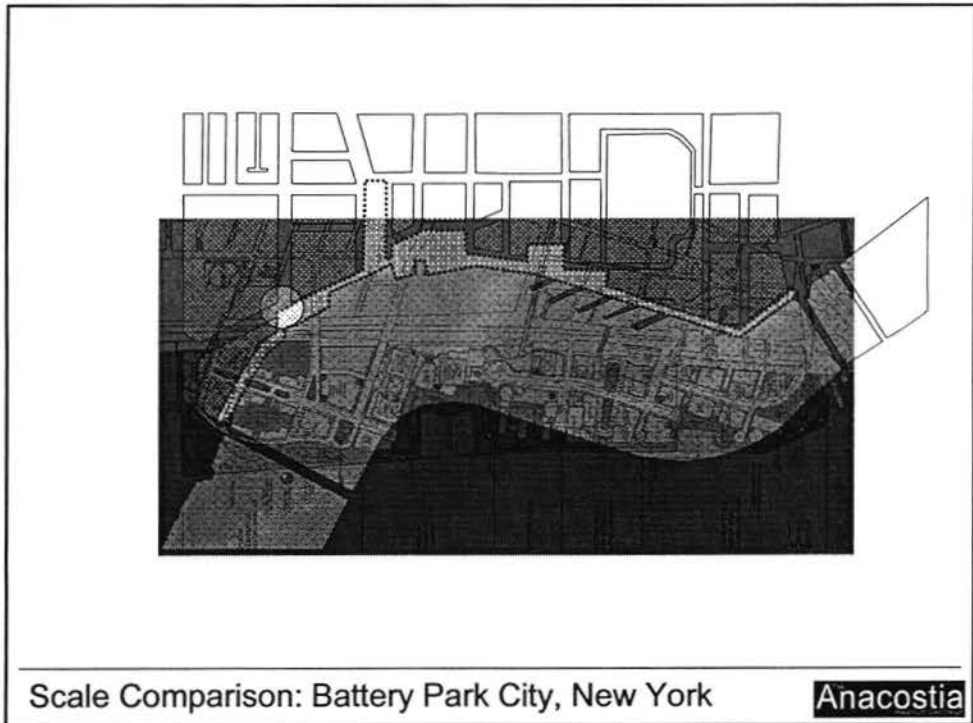
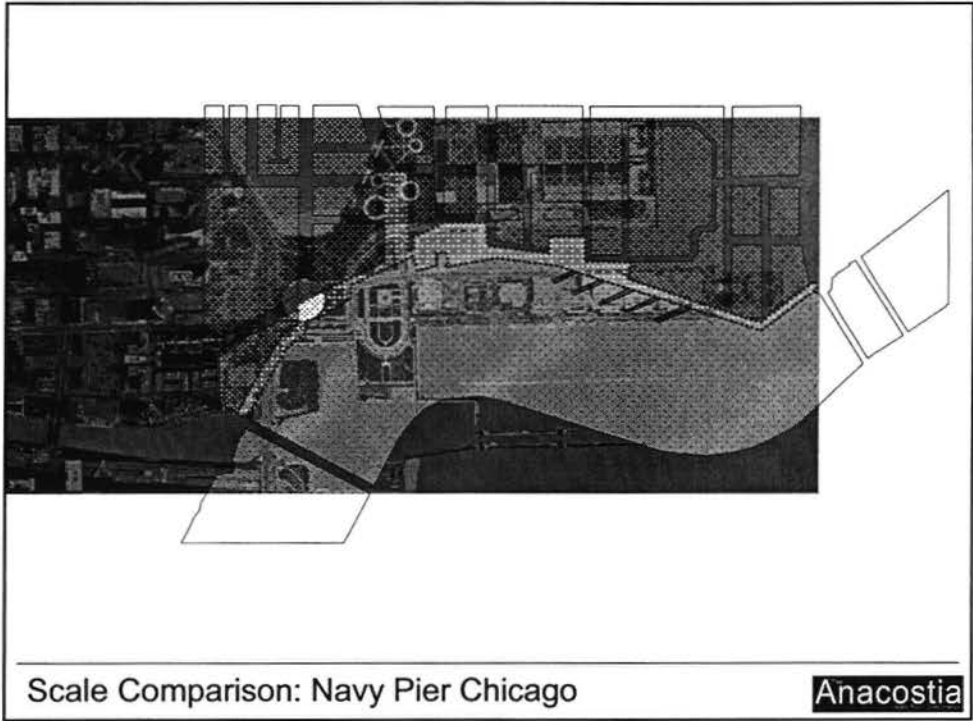
Streets Connecting the District to the River

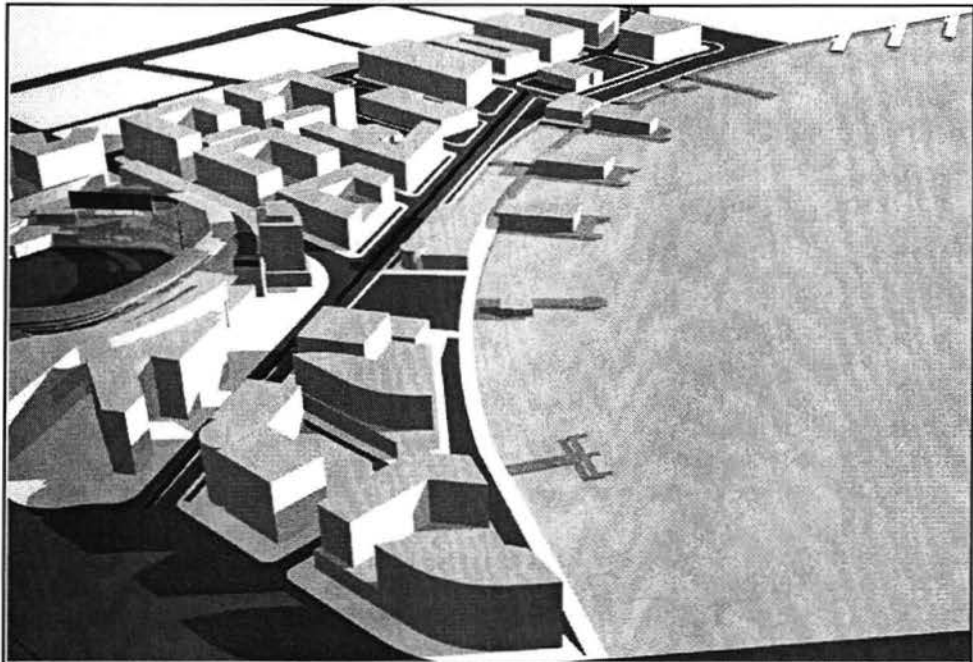
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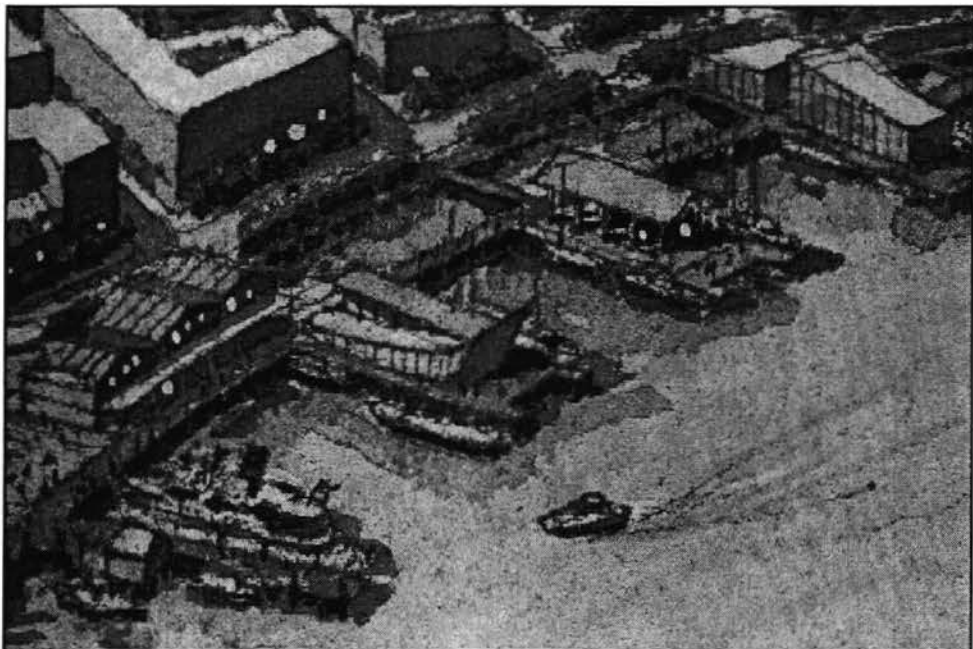
Scale Comparison: Baltimore Inner Harbor

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Connect Potomac Avenue to the Southeast Federal Center **Anacostia**



The Piers As Active Public Uses

**Anacostia**





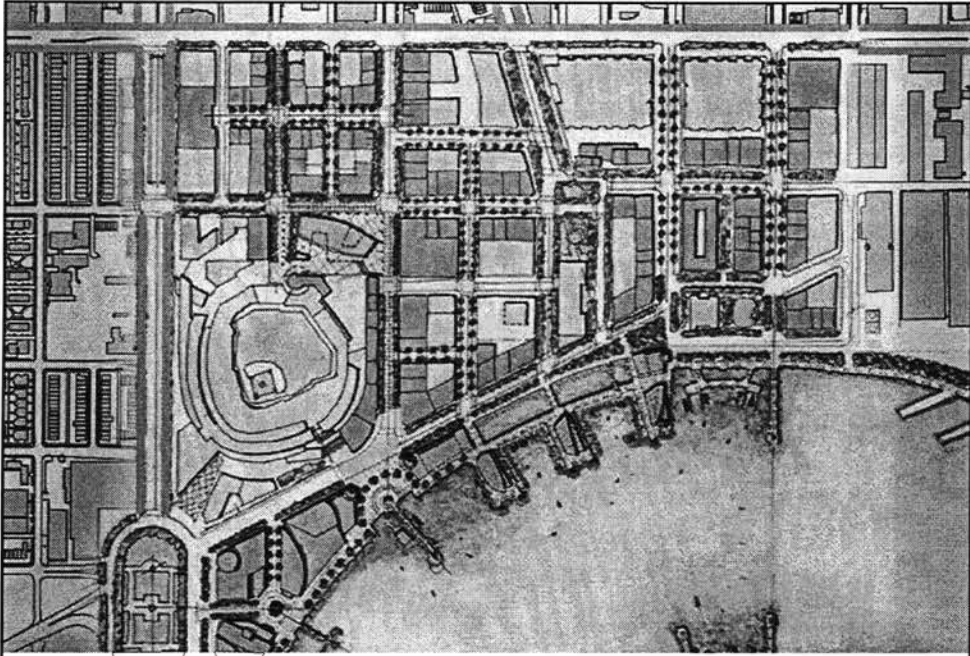
The Riverwalk as Public Esplanade

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Bridging over Bio-engineered Wetlands

Anacostia



Ballpark District Development Strategy

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