

# EXHIBIT I



**Florida Avenue Market Study**  
SMALL AREA PLAN - VOLUME 1  
WASHINGTON DC

June 2009

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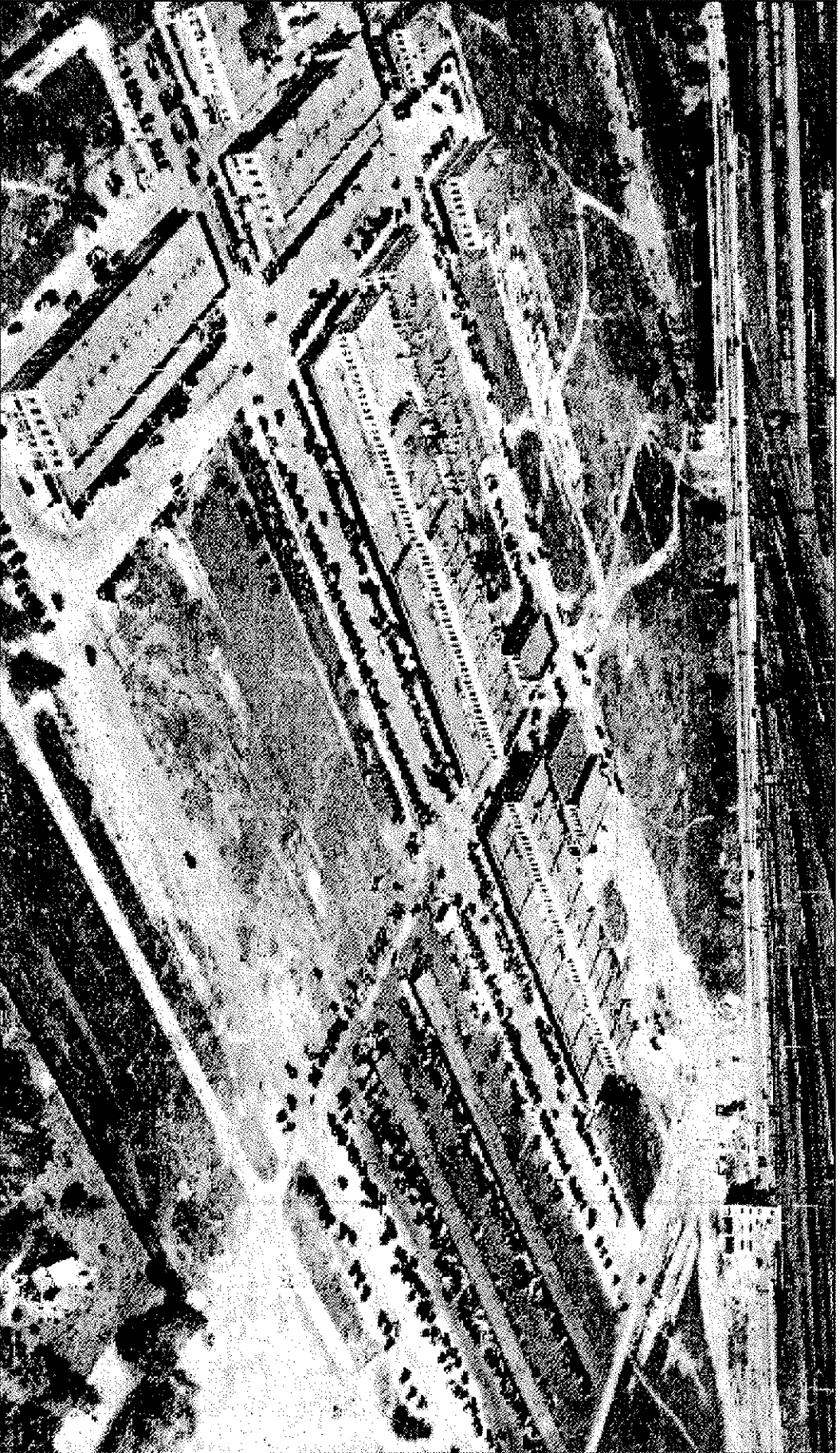


Government of the District of Columbia  
Adrian M. Fenty, Mayor  
Harriet Tregoning, Director - Office of Planning



**Lead Agency:**  
District of Columbia,  
Office of Planning

**Urban Design Team:**  
CORE architecture +  
design  
EHT Traceries, Inc.  
Economic Research  
Associates



The Study Area - 1938, *The Washington Post*, 1938

# Table of Contents

List of Figures	02
I. Executive Summary	05
II. Introduction	09
III. History of The Market	17
IV. The Study Area Today	25
Existing Property Ownership	26
Existing Zoning	27
Existing Uses	28
Surrounding Neighborhoods	39
Comp Plan and Future Land Use Changes	60
Current Planning & Development Activity	92
Existing Entities	94
Economic & Real Estate Analysis of The Market	98
V. Issues and Opportunities	45
VI. Development Framework	49
Introduction	49
The Vision	50
Polling The Vision To Work	55
Land Use and Development Recommendations	56
Transportation and Public Realm Recommendations	59
Illustrative Site Plans	79
VII. Implementation	81
VIII. Acknowledgements	88
Appendix A	
History of the Union Terminal Market	
Appendix B	
Florida Avenue Market Phase 2 IMPLAN Market Impacts Report	
Appendix C	
The Public Process, Supporting Diagrams, and Community Comments	

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- 2.01 Florida Avenue Market Site - map of the study area within the context of the city
- 2.02-03 DMPED Charrette - study area diagrams from 2 of the teams participating in the DMPED charrette
- 3.01 Advertisement for Opening Day, 1931 - newspaper advertisement for opening day of the Union Market Terminal
- 3.02 Farmers' Market at the Union Market Terminal, 1939 - historic image of patrons at the Farmers' Market at the Union Market Terminal
- 3.03 Key Architectural Elements of Bullock's Design - diagram showing the key elements of the original Terminal buildings
- 3.04 Building Chronology - color coded map showing years of building construction in the Study Area
- 3.06 Photo - Little Tavern in 2007, originally built in 1939
- 3.07 Union Terminal Market Buildings, 1949 - historic image of original Terminal buildings
- 4.01 Study Area Boundaries
- 4.02 Existing Property Ownership Map
- 4.03 Existing Zoning Map
- 4.04 Existing Land Uses
- 4.05 Enlarged 2006 Comprehensive Plan Future Land Use Map
- 4.06 Enlarges 2006 Comprehensive Plan Generalized Policy Map
- 4.07 Nearby Developments - diagram showing developments neighboring the Study Area

## List of Figures

- 4.08-14 Photos - signage throughout the study area
- 4.15-18 Photos - deteriorated building conditions in the study area
- 4.19-23 Photos - pedestrian safety concerns throughout the study area
- 4.24 DDOT Final Priority Pedestrian Corridor Map - map of the District showing priority corridors
- 4.25 Enlarged Final Priority Pedestrian Corridor Map - enlarged map showing priority corridors near the study area
- 4.26 Traffic Flow - diagram showing vehicular traffic flow throughout the study area
- 4.27 1 - enlarged parking conflict diagram at selected location in the study area
- 4.28 2 - enlarged parking conflict diagram at selected location in the study area
- 4.29-31 Photos - entrances into study area
- 4.32 Photo - view towards study area from Metro platform
- 4.33 DDOT Proposed Bicycle Facilities Map - map of the District showing proposed bike routes and facilities throughout the city
- 4.34 Enlarged Proposed Bicycle Facilities Map - enlarged map showing proposed bike routes and facilities throughout the city
- 4.35 Photo - retail stall in DC Farmers Market
- 5.01 Photo - current condition of original Union Market Terminal building and signage
- 5.02 Photo - view down 6th Street, NE towards the U.S. Capitol
- 6.01 Zoning and Intensity Plan - plan showing the zoning and intensity of development throughout the study area
- 6.02 Streetscape Rendering - Florida Avenue
- 6.03 Street Section - Florida Avenue
- 6.04 Streetscape Rendering - Fifth Street, NE
- 6.05 Street Section - Fifth Street, NE
- 6.06 Streetscape Rendering - Morse Street
- 6.07 Street Section - Morse Street
- 6.08 Streetscape Rendering - Sixth Street, NE
- 6.09 Street Section - Sixth Street, NE
- 6.10 Street Section - Third Street, NE
- 6.11 Street Section - Fourth Street, NE
- 6.12 Street Section - Neal Place, NE
- 6.13 Street Section - Penn Street, NE
- 6.14 Illustrative 1 - illustrative plan showing potential development scenario of the study area based on given recommendations
- 6.15 Illustrative 2 - illustrative plan showing potential development scenario of the study area based on given recommendations

note: all figures not otherwise credited are source: CORE, 2007-2009



## I. Executive Summary

The Florida Avenue Market Study Area represents a very diverse and unique pocket of DC. It is one of the city's primary locations for industrial wholesale distribution, the location of the DC Farmer's Market, and home to several unique stores. The historic nature of some of the buildings and the functions of the area, offers a certain character and grittiness. However, the Study Area ("Florida Avenue Market Site" or "FAMS") is also significantly underdeveloped, has become increasingly rundown, and many of the structures need repair. Because of these issues, as well as its proximity to the city's northern gateway of New York Avenue, the area has come under substantial pressure to be renewed or redeveloped.

This pressure for redevelopment of the FAMS cannot be traced to one particular event, but rather several initiatives, legislative acts, and planning efforts. The most significant of these is the challenge laid out in the 2006 Comprehensive Plan for the National Capital, which instructs the Office of Planning, in conjunction with the appropriate DC government agencies, area property owners, market tenants, and community stakeholders, to create a redevelopment framework that balances the tensions of the area, yet repositions the area to respond to current and future development opportunities and objectives. Other significant

catalysts for the redevelopment of the Study Area were the *New Town at Capital City Market Revitalization Development and Public/Private Partnership Emergency Act of 2006*, the *Northeast Gateway Revitalization Strategy*, and the *Gallaudet University Campus Plan*.

The Office of Planning, working with its consultant team, began creating the *Florida Avenue Market Study* in the spring of 2007. The purpose of this study was to evaluate the existing infrastructure, the economic vitality and potential, and the historic significance of the Study Area, in order to prepare a Small Area Plan. The Small Area Plan provides a framework for the strategic redevelopment of the Florida Avenue Market Study Area into a vibrant, mixed-use neighborhood that protects the look and feel of the historic retail markets, while also providing a basis for new development and rehabilitation. It will be used to guide and evaluate future development proposals for the Study Area.

The *Florida Avenue Market Study* developed as a result of the following key factors:

- Historic significance of the Florida Avenue Market. This historical significance includes both the physical structures that make up the market area and the presence of the wholesale market throughout the history of the District of Columbia.
- Current conditions and infrastructure of the Study Area. This includes



existing property ownership, zoning, uses, surrounding neighborhoods, neighboring development activity, as well as the physical conditions of buildings, signage, pedestrian safety, traffic/parking conflicts, and site access.

- Current economic and real estate analysis of the Study Area. This analysis was broken into four basic elements: an analysis of the economic impact of the market; a comparison with competing or complimentary area markets; an inventory of rents in the Study Area; and the wholesale market's feasibility expressed in the potential impact on rents if the Study Area includes redevelopment with market rate housing, office, and retail spaces.

- Community input. This was achieved through a series of community planning sessions, property ownership workshops, and through an Advisory Committee. The community responded to initial conceptual site plan ideas, and voiced their opinions on existing issues and what they would like to see the Study Area become.

As these factors were studied, it became apparent that there were several key issues that currently prohibit the Study Area from being developed to its full potential and from becoming a public destination point. These issues are:

- Building Conditions
- Circulation
- Economic Growth
- Image
- Economic Pressures
- Traffic and Safety
- Environmental Impacts
- Neighboring Communities
- Stakeholders
- Zoning

Even though there are many issues to balance, this strategic redevelopment initiative views them as opportunities: the opportunity to redevelop an isolated, under-developed, light-industrial area into a mixed-use development that is vibrant and integrates seamlessly into the surrounding urban fabric; the opportunity to create an area that will compliment other future development initiatives of the city, including *NoMA, Northeast Gateway Revitalization Strategy*, and *New York Avenue Corridor Study*; the opportunity to balance the objectives of the many stakeholders in the current market and in its future development; and the opportunity to preserve the unique and historical set of buildings that represent the area's original use.

In order to facilitate the realization of all these opportunities, this Small Area Plan incorporates a *Development Framework*. This *Development Framework* is to be utilized in two ways:

- 1.) To provide opportunities, guidance, and direction for developers and property owners as they propose redevelopment solutions.
- 2.) To provide the Office of Planning, the Zoning Commission, and the community with a comprehensive basis on which to evaluate proposed developments within the Study Area.

The *Development Framework* consists of a *Vision*, recommendations for land use, density, transportation and the public realm, and an *Illustrative Site Layouts*. The *Development Framework* divides the Study Area into three sub-areas with different levels of density: high, medium-high and moderate-medium. Future development should conform to these heights and densities. A mechanism for development exchange is proposed to encourage the retention of the historically significant Union Market Terminal buildings and promote development of an appropriate scale immediately adjacent to these original Terminal buildings.

The *Illustrative Site Layouts* show how the FAMS could *potentially* be developed based on the *Development Framework*. The placement of land use types, site amenities, and streetscape recommendations are all made in response to, and are a result of, the described site conditions and community concerns received during the public process.

Recommended streetscape renderings and individual street sections illustrate the goal of establishing a pedestrian-friendly environment, suggesting things such as vibrant restaurant and retail-based ground floors, "green" thoroughfares, and public

plazas or open space. They also suggest urban design elements that should be consistent throughout the redeveloped Study Area, and outline sustainable and environmentally-friendly design ideas that should characterize the area.

The Small Area Plan concludes with an *Implementation Chart*. This chart outlines specific goals from the *Development Framework* for the Florida Avenue Market Study Area, and includes recommendations on how to achieve these goals, who is responsible for tasks, the process, and a general timetable for implementation.

Existing Zoning Map

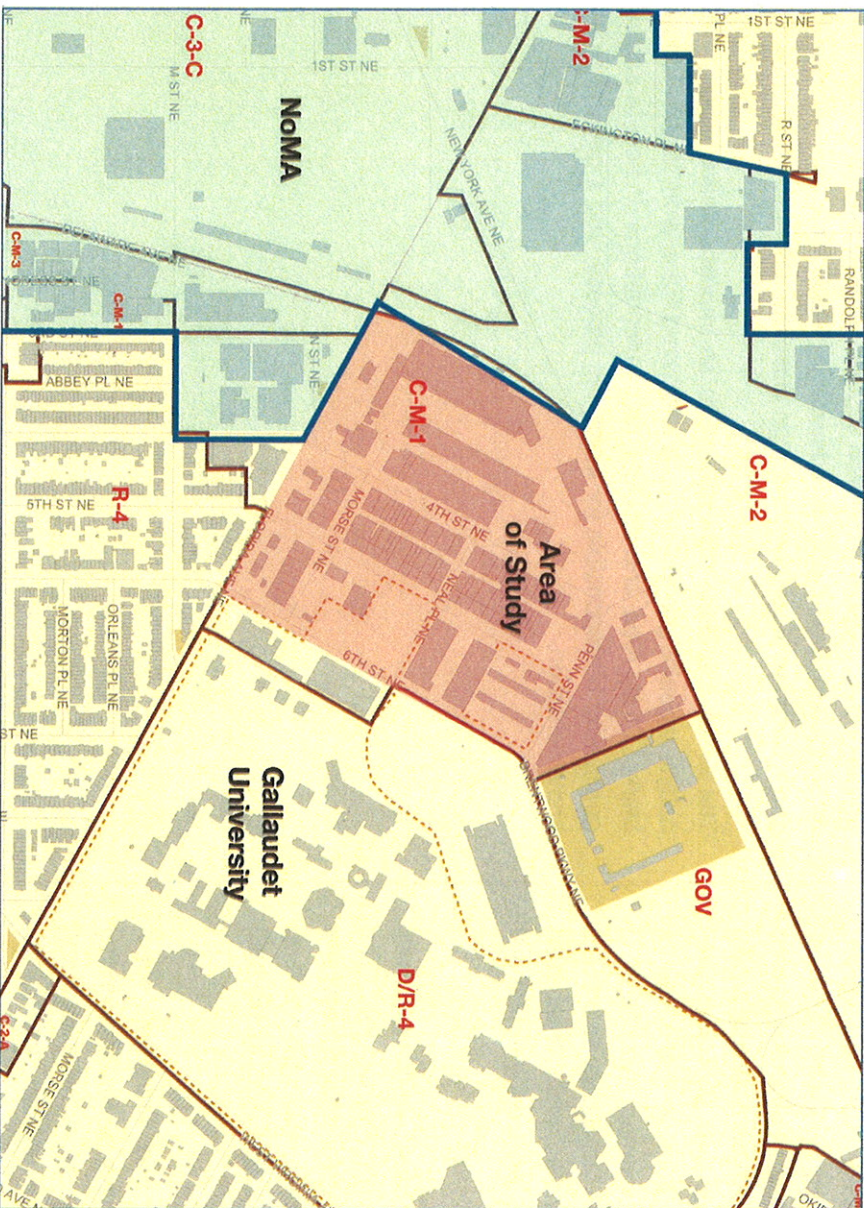


fig. 4.03

Existing Zoning

The area is currently zoned C-M-1. This permits the development of low bulk commercial and light manufacturing uses to a FAR of 3.0 and a maximum structure height of 40'-0". No new residential development is permitted under this zoning.

In contrast, the neighboring NoMA development plan is zoned as C-3-C. Among other things, this allows for medium/high density development including office, retail, housing, and mixed use. A maximum building height of 90'-0" is allowed by right under this zoning, although greater heights of up to 130' are permitted through Transfer of Development right (TDR) processes or through a Planned Unit Development (PUD). Other surrounding zoning includes R-4, (low density residential – detached and rowhouse single family dwellings and flats) to the south; C-M-2 (medium bulk commercial/light manufacturing, maximum by-right building height of 60'-0" or 90'-0" with a PUD) to the north; and D/R-4 on the campus of Gallaudet University to the east.

Land Use and Development Recommendations continued...

The **moderate to medium density** sub-area is located at the corner of Sixth Street and Florida Avenue. This lower level of density is necessary to encourage any new development to be appropriately scaled to its surrounding existing structures, particularly the 3-story residential row-house neighborhood directly across Florida Avenue. Any future development at this corner of the Study Area needs to be responsive to and compatible with the scale of these row houses.

The **medium to high density** sub-area is intended to encourage development that appropriately steps down from the high density development along New York Avenue and the rail line to the lower density developments at the corner of Sixth and Florida Avenue, to the lower density development across

Sixth Street, on the campus of Gallaudet University, and the lower scale of development at the historic heart of the Study Area.

The **high density** sub-area encourages the development of larger scale projects adjacent to the rail line and along New York Avenue, which is considered one of the “gateways” to the city. The width and traffic volumes of New York Avenue support this level of building height and density. It is also consistent with the density approved for the Washington Gateway Project PUD. High density development at these locations is in accordance with the goals of the *Northeast Gateway Revitalization Strategy* and the *New York Avenue Corridor* studies.

Area	MATTER OF RIGHT (MOR)		PUD / TDR	
	Height	FAR	Height *	FAR
Moderate - Medium	65'-00"	4.0	65'-00" - 90'-00"	4.0 - 6.0
Medium - High	70'-00"	5.0	70'-00" - 130'-0"	5.0 - 8.0
High	90'-00"	6.5	130'-00"	8.0

\* or less if restricted by the Height Act

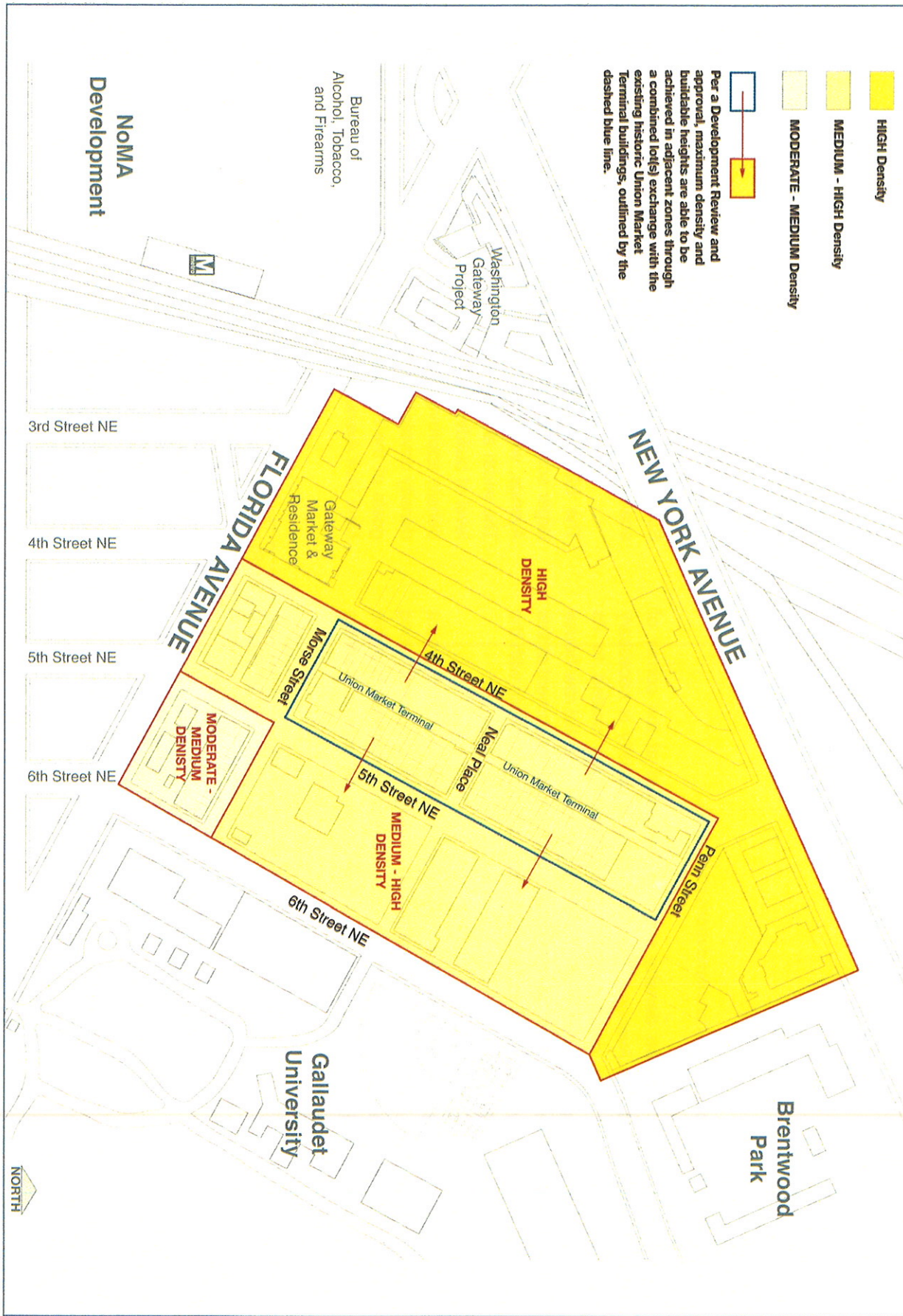


fig. 6.01