

**NoMA**

***VISION PLAN AND  
DEVELOPMENT STRATEGY***

**WOWV**

NORTH of MASSACHUSETTS AVENUE



# NoMA

VISION PLAN AND DEVELOPMENT STRATEGY



## Acknowledgements

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# A Letter from Mayor Williams

Dear Resident and Stakeholder in the District of Columbia:

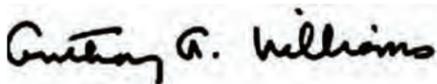
I am so pleased to present the NoMA Vision and Development Strategy, a plan for creating a great neighborhood. Prepared over the past year, this plan is the result of contributions by residents of Near Northeast, Eckington, Northwest One, Ivy City, Brookland, Stanton Park, Bates, Bloomingdale, Capitol Hill, as well as a number of property owners. The resulting plan is proof of the importance of teamwork and citizen involvement in generating ideas and setting priorities to achieve the shared goal of making a better DC. It calls for new residences, shopping, offices and open space, balanced with preserving and protecting the character of the lower-scale neighborhoods on the edges of the area.

In addition to thanking the contributing citizens, I want to thank the District government agencies involved in this effort and the sister agencies that partnered with them, including the National Capital Planning Commission, the DC Economic Partnership, the National Capital Revitalization Corporation, WMATA, Casey Trees, the Downtown BID, and others.

Throughout the process of rebuilding this part of the city, there will be many partners and hopefully, a diversity of ideas to design and grow the area organically. During that process, I look forward to seeing neighborhood residents -- informed and involved -- but also engaged in the rebuilding effort, perhaps opening businesses and providing neighborhood services. It is especially rewarding to see that the NoMA BID is well on its way to formation and that it includes in its mission, the management of a neighborhood jobs program to provide employment opportunities within NoMA, by connecting local residents to good jobs.

Mount Vernon Triangle, Northwest One, the Southeast and Southwest waterfronts, and NoMA have areas where large amounts of new development can take place. These opportunities and the way in which we respond to them will shape the future of Central Washington. We need to strive for identity, livability, walkable streets, and a vibrant mix of uses that blend harmoniously with existing neighborhoods.

Sincerely,



Anthony A. Williams  
Mayor

## Advisory Committee:

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## SMALL AREA PLAN ADOPTION PROCESS

The NoMA Vision Plan and Development Strategy's legal status will be as a Small Area Plan. Small Area Plans are prepared for places in the city where District intervention is necessary to manage growth, promote revitalization, or achieve other long-range planning goals. Examples include the H Street NE corridor, the Takoma Metro Station area, and the Shaw/Convention Center area. Small Area Plans are not part of the Comprehensive Plan. As specified in the DC Code, Small Area Plans supplement the Comprehensive Plan by providing detailed direction for areas ranging in size from a few city blocks to entire neighborhoods or corridors. Once a Small Area Planning Process is completed with the community, the Office of Planning (OP) prepares a legislative package for transmittal from the Mayor to the City Council for adoption by resolution. The legislative package includes:

- 1) Transmittal letter from the Mayor to the DC Council Chair
- 2) Copy of the Plan
- 3) Transcript from the Mayor's Public Hearing
- 4) Draft resolution

The draft resolution is also submitted to the Office of the Attorney General to determine the legal sufficiency of the document and to the Chief Financial Officer to determine the fiscal implications of the Plan. The Office of the Deputy Mayor for Planning and Economic Development provides general coordination of plan implementation, in close partnership with the citizens and other stakeholders. While the District government will manage public investment, much of the Plan's success hinges on the participation of the private sector. A strong public-private partnership must be formed with continued guidance and support from residents. The long-term success of the Plan also depends heavily on community leadership and individual action including the formation of organizations including civic associations and a Community Improvement District (CID).

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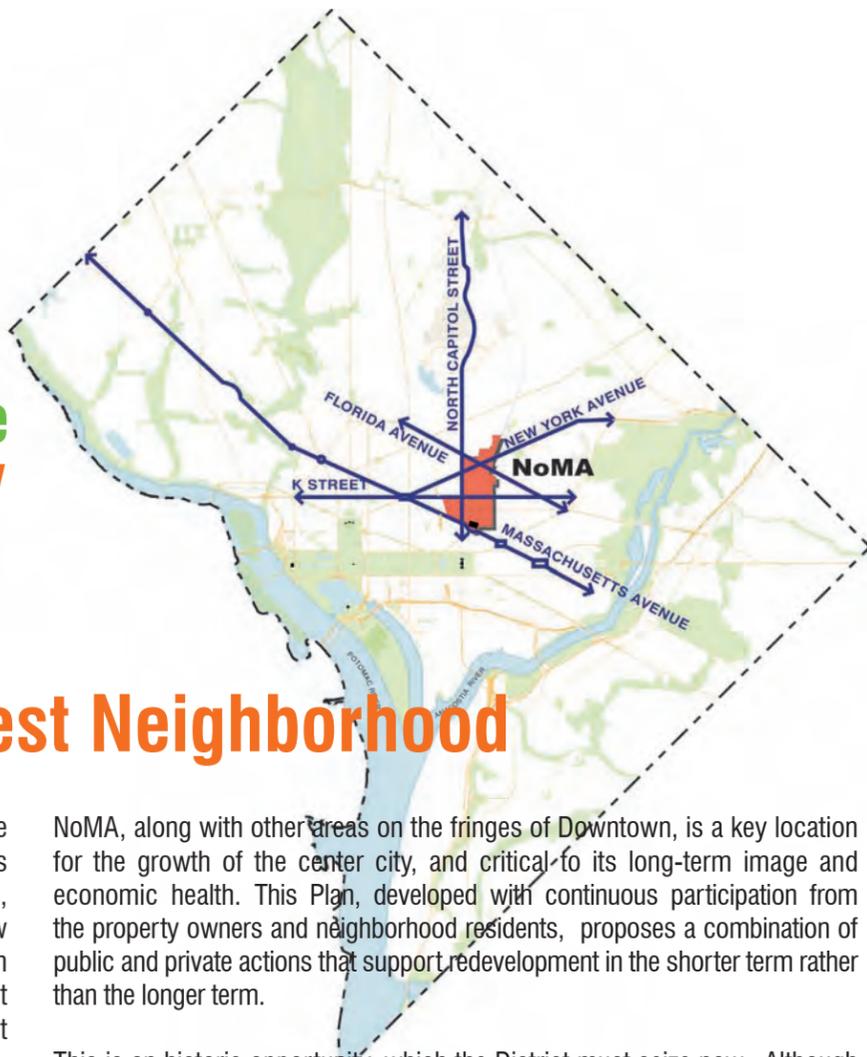


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# NoMA

## North of Massachusetts Avenue Vision Plan & Development Strategy



## NoMA: Washington's Newest Neighborhood

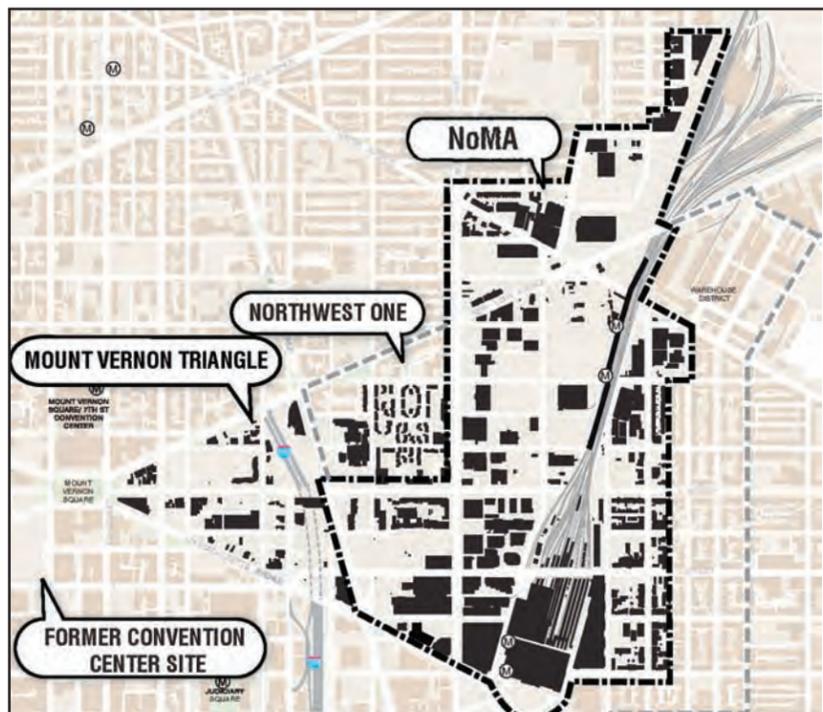
The NoMA area presents an incredible opportunity for the District, with the possibility of well over 20 million square feet of development. If the land is developed with a 50/50 mixture of commercial office and residential uses, with a substantial amount of ground floor retail, it could be a major new neighborhood – vibrant, healthy and serving as an attractive connection between the Near Northeast and Eckington on the east and north, and Mount Vernon Triangle, Northwest One, Shaw, Bates and Bloomingdale on the west and south.

However, there are many barriers to achieving that vision. Much of the land has been vacant for years, in spite of unparalleled transportation access and proximity to Downtown and Capitol Hill. While several parcels are being marketed with attractive renderings of gleaming new developments, only one new private construction project has actually broken ground. There are no amenities to interest potential residents or office tenants. The main north-south street within the area, First Street NE, is pitted and barren, missing curbs and sidewalks in many areas and lacking trees and landscaped open space. The current uses, truck parking, a rundown inter-city bus depot, a methodone clinic and numerous vacant buildings, discourage investors.

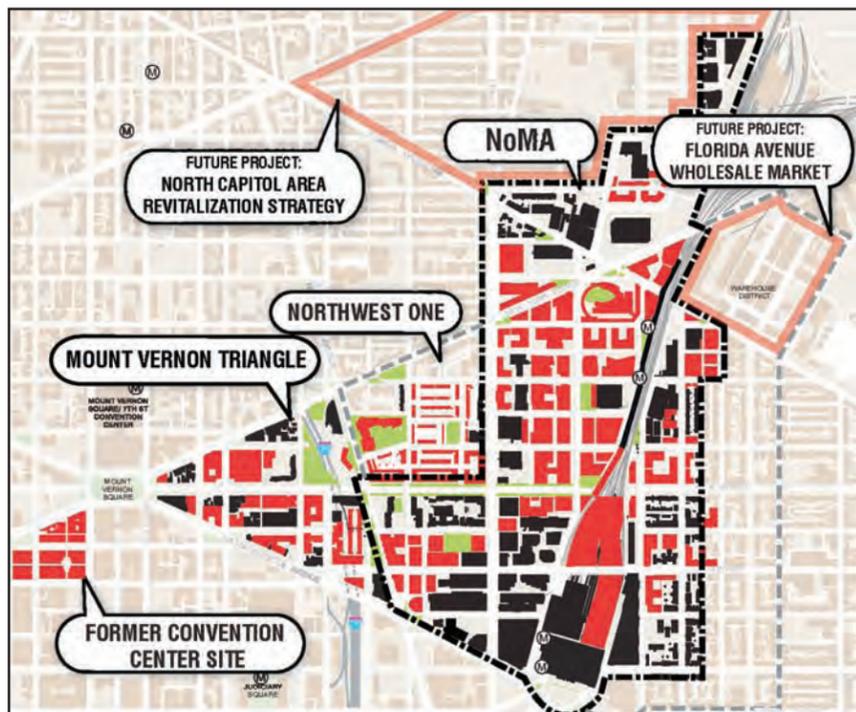
NoMA, along with other areas on the fringes of Downtown, is a key location for the growth of the center city, and critical to its long-term image and economic health. This Plan, developed with continuous participation from the property owners and neighborhood residents, proposes a combination of public and private actions that support redevelopment in the shorter term rather than the longer term.

This is an historic opportunity, which the District must seize now. Although there has been a weakening of the housing market, there is still an underlying strength built on continued job creation in the Downtown, and it can still compete on even footing for commercial office users. However, that also means that the office market, which is quickly running out of sites west of New Jersey Avenue, will soon be a stronger competitor for space in NoMA. The current zoning provides no leverage to achieve residential development at the level of a 50/50 mix that all acknowledge would make for the most attractive and lively neighborhood. It also would bring the best return for DC taxpayers; given the structural imbalance built into the District's financial situation, it is crucial to achieve more taxpaying, employed District residents.

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NoMA today is an isolated area that divides the surrounding communities. Apart from a few recent developments, it consists of numerous empty lots with a few remaining unique industrial buildings and structures. Union Station and the Northeast Corridor rail lines cut through the area's eastern edge.



NoMA tomorrow will be Washington's newest neighborhood. A vibrant, mixed-use community will reconnect the surrounding neighborhoods and join the redevelopment of Northwest One, Mount Vernon Triangle and the former Convention Center site in transforming Center City Washington.



# RECOMMENDATIONS: A Development Strategy in 6 Parts

## ONE: Land Use Mix

*Provide a diverse mix of uses that creates a variety of options for living, working, shopping, recreation, and culture*

For NoMA to become a mixed-use, active neighborhood, this plan aims for a 50-50 mix of commercial and residential uses west of the railroad tracks, and primarily residential uses east of the tracks. It envisions a lively work environment; a distinctive “Creative Industries, Mixed-Use” area, focused on Uline Arena; hotel development that takes advantage of NoMA’s proximity to the New York Avenue Metrorail Station and Union Station, major transportation corridors, and the Capitol complex; a coordinated retail strategy with ground floor retail in key locations; and a diversity of housing products and household types.

## TWO: Transportation & Infrastructure

*Pursue a balanced approach to transportation, creating a pedestrian-friendly neighborhood with improved transit accessibility and vehicular circulation*

In order to achieve a neighborhood that balances walking, biking, transit, and driving; this Plan proposes a number of improvements for accessibility, functionality, safety, and increased capacity, including: the planned redesign of the New York-Florida Avenue intersection; the re-introduction of smaller blocks and a finer-grained network; the consolidation of service, loading and parking access away from pedestrian-oriented streets; designs concepts for the reconstruction of 1st St NE; and traffic calming and diversion to improve neighborhood streets. Union Station’s role as multi-modal hub is enhanced with recommendations for improved northern access and planned expansion of citywide transit connections. Recommendations for Metropolitan Branch Trail improvements reinforce its importance as a transportation amenity.

## THREE: Public Realm & Open Space

*Create a vibrant, highly walkable environment with landscaped streets and attractive open spaces, active ground floors and pedestrian links*

With limited public land for open space, this Plan recommends capitalizing on: 1) street design that utilizes streets as landscaped, open space amenities, such as K Street “linear park”; 1st Street as NoMA’s “main street”, North Capitol Street as the “grand, symbolic boulevard”, and H Street as the east-west neighborhood connector and retail destination; 2) further enhancement of the Metropolitan Branch Trail as an open space recreational amenity; and 3) public art opportunities at railway underpasses. Future opportunities for additional recreation space include Uline Arena and other privately-owned spaces designed to be attractive and accessible to the public.

## FOUR: Identity & Building Design

*Design to a new standard of architecture and urban design to create a lasting, competitive identity*

Identity and market strength can be created through innovative contemporary architecture and distinct product types. The Plan calls for highlighting NoMA’s historic resources through a combination of preservation, renovation, adaptive re-use, and taking advantage of the area’s warehouse and transportation-related history. Emphasis is placed on the ground-floors and sidewalk-level pedestrian experience, ensuring a high-quality public realm.

## FIVE: Existing Neighborhoods

*Preserve and enhance rowhouse neighborhoods and guide new development to address unmet community needs*

Sensitivity to existing, surrounding neighborhoods and the conservation of existing rowhouse fabric and historic properties are a priority. The design of adjacent new development in transition areas should address use, scale, and parking issues. Transportation recommendations include improvements that discourage neighborhood “cut-throughs” on quiet residential streets and mitigate potential parking impacts. Destination retail uses are recommended on streets designated for special retail concentrations, not scattered through potentially incompatible areas.

## SIX: Environment & Sustainability

*Address sustainability with high performance design and environmentally-friendly planning, design, and construction*

With the current planning and development momentum in and around NoMA, there is a significant opportunity to pursue sustainability measures that employ techniques for energy efficiency, stormwater management, and improved air quality on a special district-wide basis. This Plan recommends the development of a *Sustainability Plan* for NoMA with specific goals for high performance, energy saving buildings, stormwater impact reduction, and other environment-friendly innovations. Inter-agency coordination, DC government initiatives, private sector leadership, and the creation of specialized resource management entities are recommended to get this accomplished.

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## PLAN IMPLEMENTATION PRIORITIES

# THE NoMA ACTION AGENDA

OP - Office of Planning  
 DMPED - Deputy Mayor of Planning and Economic Development  
 WMATA - Washington Metropolitan Area Transit Authority  
 DDOT - District Department of Transportation  
 WASA - Water and Sewer Authority  
 BID - Business Improvement District  
 ZC - Zoning Commission  
 DCPL - DC Preservation League  
 CHRS - Capitol Hill Restoration Society  
 DCCA - DC Commission on the Arts and Humanities

STRATEGY	ACTION	YEAR	LEAD ROLE
<b>Neighborhood Conservation</b>	<ul style="list-style-type: none"> <li>Avoid rezoning R-4 rowhouse areas</li> <li>Undertake the survey of historic properties and neighborhood areas for DC Historic District designation</li> <li>Study subdivision administrative procedures with regard to their impact on R-4 row house areas</li> </ul>	Ongoing 2007 - 2012 2007 - 2008	OP/ANCs/ZC CHRS/DCPL/OP DCRA/ZC
<b>Land Use Mix</b>	<ul style="list-style-type: none"> <li>Promote a mix of uses including office, residential, hotel, retail, and recreation</li> <li>Consider tax-based incentives for the following uses:                             <ul style="list-style-type: none"> <li>Retail, including a grocery, in high-priority locations (Retail Plan, page 3.9)</li> <li>Residential tied to design standards and affordability</li> <li>Creative industries i.e. artist studios, recreation, culture, entertainment</li> <li>Infrastructure and amenities</li> </ul> </li> <li>Develop/adopt Retail Overlay Zoning w/curb cut restrictions; convene Task Force</li> <li>Communicate that TDR Receiving Zones are to be exempt from Mandatory Inclusionary Zoning</li> </ul>	Ongoing FY2006 - 2007	OP/DMPED/Council OP/DMPED/Council  OP/ZC OP/ZC
<b>Transportation</b>	<ul style="list-style-type: none"> <li>Make transportation improvements to intersection of New York Avenue and Florida Avenue</li> <li>Rebuild 1st Street, NE as proposed in '07, re-design to support NoMA plan design goals</li> <li>Construct proposed underpass improvements and incorporate art installations</li> <li>Create a <i>NoMA Transportation Management Plan</i> (including pedestrian, bicycle &amp; transit)</li> <li>Amend DDOT’s <i>Street and Highway Plan</i> to incorporate recommendations from NoMA Plan</li> <li>Increase NoMA’s ability to handle projected traffic volumes, increase mobility and access by further study and construction of recommended improvements to signalization, street direction, street extensions</li> <li>Proceed with further study of the 2nd Street, NE extension between M and N Streets to include design and possible funding mechanisms</li> <li>Develop coordination/implementation strategy for roadway extensions and alley proposals</li> <li>Relocate bus routes to access new Metrorail Station; in the short term strengthen north-south transit service with shuttle connecting Metro Station area with Union Station</li> <li>Assist WMATA with <i>Metro Station Area Access Plan</i>, for safety improvements and wayfinding</li> <li>Develop better city-wide connections; study extension of K Street Transit Way to the tracks</li> <li>Ensure that Greyhound bus depot stays within proximity to the Amtrak, New York Avenue Metrorail Station and continue efforts to be incorporated into a multi-modal transit hub</li> </ul>	FY2007 - 2009 FY2007 FY2007 FY2007 FY2007 FY2007 - 2009  FY2007 - 2009  FY2007 - 2009 FY2006 - 2007  FY2006 - 2007 FY2006 - 2012 FY2007 - 2012	DDOT DDOT DDOT/OP/DCCA DDOT/WMATA DDOT WMATA/DDOT/BID  WMATA/DDOT/OP  CID/DDOT/OP WMATA/DDOT/OP  WMATA/DDOT/OP DDOT/OP/WMATA BID/GH/USDC
<b>Stormwater, Environment &amp; Sustainability</b>	<ul style="list-style-type: none"> <li>Develop water, sewer and utilities capacity study for NoMA; convene Task Force</li> <li>Provide interim infrastructure: sidewalks, basic streetscape improvements and other utilities</li> <li>Develop a coordinated approach for low-impact-development and bury utility lines</li> </ul>	FY2006 - 2007 Ongoing FY2007	WASA/PEPCO/Cable DDOT/WASA/PEPCO OP/DOE/BID
<b>Public Realm &amp; Open Space</b>	<ul style="list-style-type: none"> <li>Develop Zoning Overlay and transportation policies that restrict curb cuts on 1st and K Streets, NE</li> <li>Encourage linking accessible private open spaces and PUD proffers toward public amenities</li> <li>Continue work with DCCA to prepare public art program including temporary installations</li> <li>Prepare <i>NoMA Public Realm Plan</i> to address streets, sidewalks, with landscape plan and standards</li> </ul>	FY2006 - 2007 Ongoing FY2006 - 2008 FY2007	OP/DDOT/ZC OP/ZC/BID OP/DCCA/DDOT OP/DDOT/Stkhldrs
<b>Identity &amp; Building Design</b>	<ul style="list-style-type: none"> <li>Continue the dialogue and create a strategy for ensuring high quality architecture in NoMA</li> <li>Prepare design guidelines, review procedures, and benchmarks for the award of incentives</li> </ul>	Ongoing FY2007	OP/BID/Stkhldrs OP/BID/Stkhldrs

# NoMA

North of Massachusetts Avenue  
Vision Plan & Development Strategy

## Potential Build-Out

### AREA SIZE:

The NoMA planning area (represented by the black boundary on page 2.2) covers approximately 358 acres and 50 city blocks, much of which is vacant or otherwise subject to redevelopment.

### DEVELOPMENT POTENTIAL:

Potential development in the NoMA planning area could range between twenty and twenty-six million square feet, including approximately two million square feet of air-rights development above the railway tracks. As recommended in this Plan, that would include an approximate 50/50 split between residential and commercial space, translating into:

- 10,000 - 13,000 residential units, providing new housing for between 16,000 and 24,000 people.
- 10 - 13 million square feet of new office space, providing employment for between 40,000 and 58,000 daytime workers.
- \$975 million in tax revenue collected over 20 years assuming a 10 year build-out.



Potential Build-out of NoMA Neighborhood Looking South Toward the U.S. Capitol

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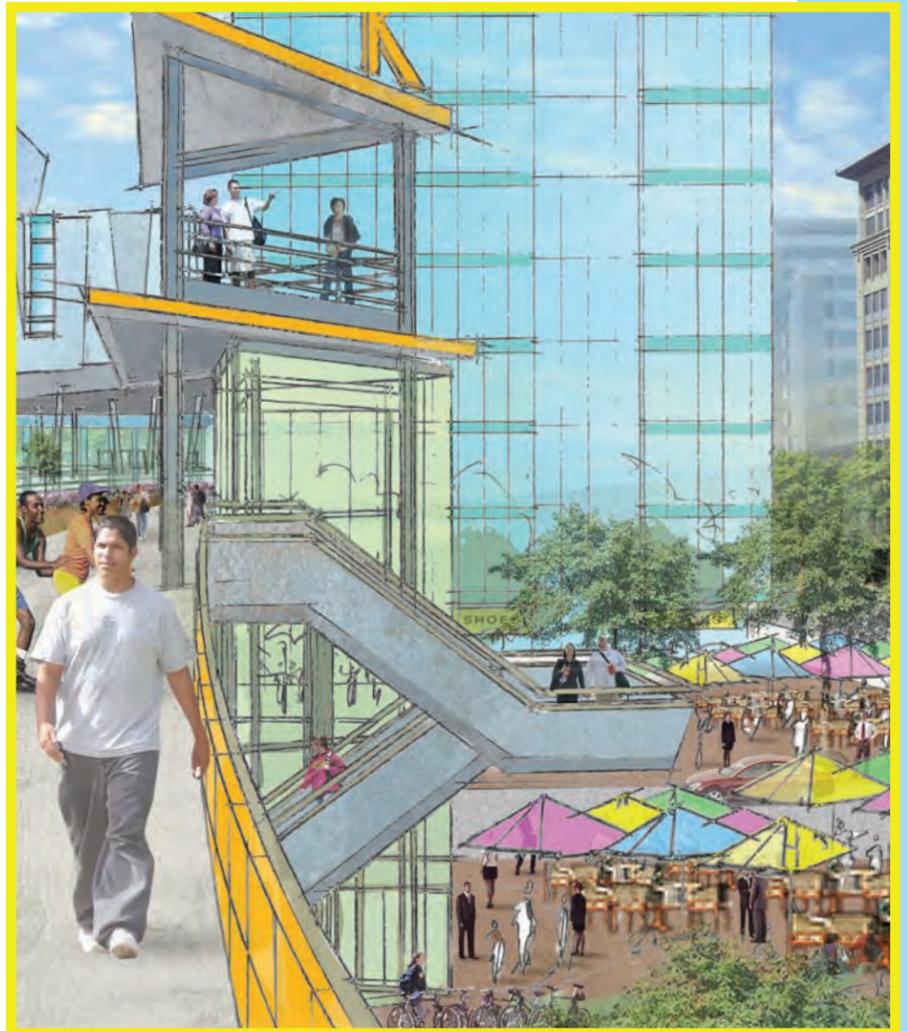
## Why We Need A Plan...

The NoMA Vision Plan and Development Strategy provides a vision of a vibrant neighborhood, as well as a clear and targeted implementation plan for public and private actions to achieve it. It illustrates individual developments that form a coherent neighborhood, connected by a public system of adequate, pedestrian-friendly streets with retail services and open spaces for residents and workers, and infrastructure that supports the dramatic growth expected in the area. It recommends well-coordinated investments, undertaken as new development incrementally transforms the area. We can not risk building individual projects that are disconnected, resulting in isolated areas and spillover effects that threaten stable adjacent neighborhoods. This plan builds on current real estate market momentum, reflects a wide range of interests and needs, and was developed with a high degree of involvement and consensus among stakeholders.

## A Collaborative Effort

The District of Columbia Office of Planning (OP) led a team of District agency representatives, urban planners and technical advisors in creating the NoMA Vision Plan and Development Strategy. The team collaborated throughout with many citizens and neighborhood leaders, and the resulting plan benefitted greatly from their involvement.

- The NoMA *Advisory Committee* was formed to represent varied interests in the area's future, and they provided ideas and feedback throughout the planning process.
- The *Technical Advisory Committee* was comprised of expert staff from District agencies and other groups that met regularly to develop the infrastructure information and recommendations in the Plan.
- Three public meetings were held, providing open forums for community input that was solicited through discussion and written questionnaires. In addition, presentations to local community groups and Advisory Neighborhood Commissions were made throughout.
- A series of one-on-one stakeholder interviews, an ongoing dialogue with the "NoMA Corridor Stakeholders Coalition", property owners and residents contributed to the Plan's content.



1 "Burnham Spine", The elevated Metropolitan Branch Trail at K and First Streets, NE



2 Looking North, First Street, NE  
New Air-Rights Construction Along the “Burnham Spine”



3 Public Space at First and K Streets, NE, Dubbed “Burnham Park”

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4 Looking East in Central NoMA  
New Construction Along An East-West Residential Street



5 Proposed Relationship Between New Infill Residential and Surrounding Rowhouse Neighborhood

## Plan Economics

This Plan has been developed both as a response to the existing market, and as a vehicle to consider ways in which planning, infrastructure investment, and other actions can stimulate and shape that market. Overall, the market in Washington DC has been strong for an extended period of time, and this underlying strength indicates that there is an opportunity for a range of positive outcomes within NoMA. Based on sustained market conditions and the large amount of available land in NoMA, the District has the opportunity to capitalize on this area to continue capturing a significant share of office, retail, hotel, and residential growth in the region. At full build-out, NoMA is capable of generating an even split of new office and residential development, consisting of approximately 10 million SF of each, supporting a conservative estimate of 300,000 SF of retail. Demand in a variety of sectors, presents an invaluable opportunity for DC to grow in a balanced way for longer-term sustainability.

In summary, market analysis indicates that the development of NoMA into a successful neighborhood depends on a shared vision, a compelling identity in the marketplace, and the commitment to invest in improved public spaces and adequate infrastructure. The cost of implementation will be repaid through significant long-term gains to the City. Assuming a 20-year build-out of the area, 662 million of tax revenue in 2006 dollars would be collected from the NoMA neighborhood over those 20 years. Assuming a 10 year build-out, 974 million of tax revenue would be collected over the same 20 years.

## Implementation

The transformation of NoMA requires a revitalization strategy that aims to improve the physical environment and, correspondingly, the area’s image and identity. Further, in the context of limited public resources, the goal is to achieve as much success as possible in early stages in order to establish a precedent and harness the existing momentum of the private market. Up-front public investment is critical to accomplishing this. The implementation strategy of the NoMA Vision Plan is rooted in the following: short-term investment in planning, design, and infrastructure upgrades to transform NoMA’s image into a viable location for immediate development; and, long-term planning and incentives for sustaining development that is compatible with nearby neighborhoods.

The most immediate catalyst for improving the outlook for NoMA is an expedited schedule of public infrastructure improvements. Additional economic incentives could drive private development in a direction that ensures a mix of uses and encourages development in the shorter term rather than longer term. Specific development catalysts recommended include tax increment financing (TIF), tax abatement for preferred development, and a special assessment on area property owners to create a Community Improvement District to achieve other goals.



# Great Places in

## A Real Mixed-Use Neighborhood



NoMA, with its proximity to Downtown and the U.S. Capitol, is a logical location for the long-term expansion of the Downtown commercial market. However, NoMA can be much more than another typical office district, with inactive streets after business hours, and generic office building architecture. A balance of residential and commercial uses will help create a vibrant mix of residents, workers, and visitors, while making appropriate transitions to the surrounding residential communities.

As Americans rediscover the benefits of downtown living, cities across the United States, including Washington DC, have leveraged residential development as a successful catalyst for urban regeneration. Downtown residents bring a sense of community and civic pride; benefit from easy access to employment and services; enjoy shopping, dining, and cultural activities; create safe, vibrant and active streets and parks; reduce traffic congestion; and strengthen the tax base. An expanded urban population can invigorate the physical and cultural core of the city, reinforcing the emerging trends of investment occurring throughout Downtown and increasing the likelihood of enduring economic sustainability. A wide variety of retail and cultural uses can support this residential development, activating the streets and sidewalks and providing needed services and amenities for residents of both NoMA and adjacent neighborhoods. The residential development itself should be appropriately dense, to ensure a critical mass of population and a strong sense of community. Varied housing types, including townhouses in lower levels of new buildings, apartments and lofts, with both rental and homeownership opportunities, will ensure a diverse population similar to traditional urban neighborhoods.

*A vibrant neighborhood with a mix of residential, commercial, recreation, and supporting retail is the right set of uses for NoMA*

The mix described above is essential for achieving balanced, sustainable development: influencing travel patterns through appropriate land use strategies; reducing auto-dependence; helping to redirect continuing sprawl; and utilizing the investment in transit for both local and commuter travel.



Looking East in Central NoMA, New Construction Along East-West Residential Street



# NoMA

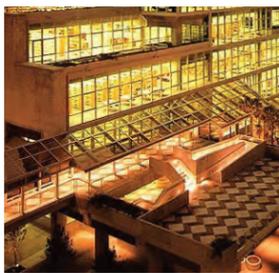
A Real Mixed-Use Neighborhood  
Mixed-Use/Creative Industries District  
Burnham Spine  
Burnham Park  
K Street Linear Park  
Union Station Hub  
Uline Arena & Plaza as Neighborhood Anchor

## Mixed-Use District With Creative Industries

By building on the area's unique character, comprised of existing alleys and industrial buildings, and adding new infill construction; a distinctive, creative enclave can be created. New mixed-use buildings that change the area to a live-work district with residents and workers in flexible arrangements is envisioned. Through the use of Planned Unit Developments (PUDs), this area could include diverse uses such as residences, non-profit offices, studios, arts, technology, production, media, film, graphics, etc., and community and recreation uses, to achieve the density that takes advantage of proximity to the Metrorail Station. Building form can reinforce the goal for transit-oriented development by locating higher density near the rail tracks and Florida Avenue, then stepping down and limiting office uses closer to nearby rowhouse blocks. The marketability of this area as a place for creative industries will be strengthened by the artwalk potential of the proposed "Burnham Spine", an overall art program for this district, and the improvements to the four underpasses that includes public art light installations. In addition, the preferred creative industries could be included in any NoMA incentives package.

Realizing the potential of the Florida Avenue Market as a destination and the preservation of its function and character are important goals for the District. Ideally, it will be enhanced over time with a vibrant overlay of complementary new uses, creating jobs for neighbors. The Market's anticipated economic vitality can spill over into NoMA's "Mixed-Use/Creative Industries District" creating a link - both in terms of use and scale - between the Market District, the railroad tracks, and the Near Northeast neighborhood. (Development Guidelines, p. 5.12-5.13)

*An area around Uline Area is designated for change from industrial zoning to a unique mix of residential, and creative uses in older existing and new infill buildings, providing a graceful transition between the Florida Avenue Market and existing residential areas.*



Proposed Relationship Between New Infill Uses and Surrounding Rowhouse Neighborhood

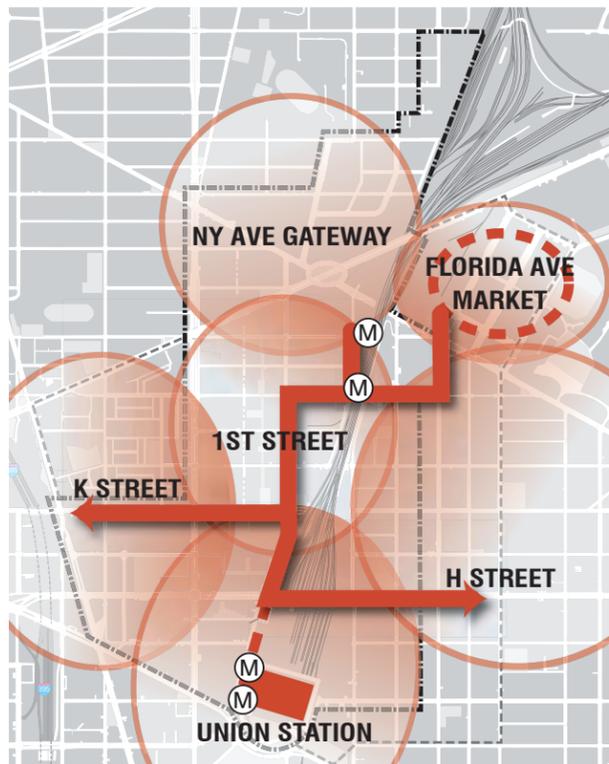
Existing NoMA Building and Alley





# Streets as Neighborhood Places

## RETAIL IN THE RIGHT PLACES



## PEDESTRIAN-FRIENDLY PUBLIC REALM

NoMA's streets, sidewalks, and open spaces are the glue that will hold the neighborhood together. They are the places for social interaction, shopping, movement, and recreation. A hierarchy of streets with varying emphases can create a diverse and interconnected network of pedestrian-friendly places. Some streets are more pedestrian-oriented (1st and K Streets, for example), while others can accommodate service and parking access to major development sites (the proposed east-west street extensions, for example). Privately-developed and owned "public spaces" can contribute to the overall sense of neighborhood if they are accessible, interconnected, and inviting. This plan proposes at least one public open space at the intersection of K and First Streets SE as illustrated below. It also proposes the development of more detailed public realm plan to address the design, materials, and landscapes details for streets, sidewalks and public spaces.

## RETAIL & RESIDENTIAL IN THE RIGHT PLACES

Active streets are dependant on the uses that line them and retail space must be located strategically in places that support surrounding retail patterns and reinforce the role and character of specific neighborhood streets. In addition, residential uses in the right configuration can enliven streets with both activity and visual interest. In NoMA, there is an opportunity to strengthen the east-west connections to surrounding neighborhoods with ground floor residential activity on minor streets, while emphasizing ground floor retail in the north-south direction along 1st Street NE and along some of the existing major east-west corridors, such as K and H Streets.



*Burnham Park at First and K Streets NE, also showing a portion of the K Street Linear Park*



As the tracks move north through NoMA, new developments near exposed sections of the wall should maintain the level of material quality, scale and detail as exemplified in the original wall. (Image of existing wall at left along 1st Street NE.)



Looking North along First St, NE: Depicting new air rights construction above the rail tracks and along the “Burnham Spine”, punctuated by vertical circulation elements that become identifying features of NoMA.

# Burnham Spine

## PULLING TOGETHER THE NEIGHBORHOOD

Currently, the tracks leading to Union Station creates a major physical and psychological barrier between neighborhoods to the east and west of the tracks. The “Burnham Spine”, a new concept and name for the dramatic, existing stone wall that supports the rail lines and the elevated section of the Metropolitan Branch Trail, can be developed as a dramatic new public space connecting the street level with the upper level of the Metrorail station. This segment of the Metropolitan Branch Trail follows the tracks from the north but transitions to the street level just south of M Street. By extending the elevated section further south, a remarkable upper-level connection will link NoMA to Union Station and the proposed “air-rights” development over the rail yard. This would allow people to walk or bike across ten blocks without dealing with traffic at street level. The “Burnham Spine” follows the historic stone wall that is part of Union Station, designed by Daniel Burnham. This new open space element will pull together areas east and west of the tracks, and provide a transportation amenity and recreational feature for both the NoMA neighborhood and the wider community, connecting to regional trail systems north and south of NoMA and eventually all the way to Maryland and Virginia.

## TWO-LEVEL ATTRACTION

The proposed “Burnham Spine” will consist of recently-built elevated portions of the Metropolitan Branch Trail, proposed above-grade extensions, and connections to at-grade trails. In addition, it can connect to the H Street bridge, the future air-rights development over the tracks, and to Union Station. This multi-level configuration creates a unique experience and opportunities for upper-level entrances into adjacent buildings, and for dramatic stairs and elevators connecting the two levels. Like the proposed “High-Line” development in New York City, and the “Promenade Plantee” in Paris; the “Burnham Spine” has the potential to exploit the design possibilities of a “two-level city”. This elevated attraction allows for a secondary means of circulation that bypasses many of the permanent barriers in NoMA, and provides unexpected views and vistas over the neighborhood and the city.

## IMAGE AND IDENTITY

The “Burnham Spine” can become a landmark that contributes to the new identity of NoMA. As a unique piece of urban infrastructure and open space, it can include several defining features, such as color, signage, vertical connections (stair towers, ramps, etc.), landscaping, lighting, with a focus on achieving the kinds of rich, tactile qualities present in existing sections of the original stone wall. The “Burnham Spine” will reflect an interesting cross-section of the area’s history, from the solid monumentality associated with the functional, utilitarian aspects of NoMA’s industrial and transportation identity to the current high-design potential.

## PUBLIC ART

Public art in strategic locations will further advance neighborhood connectivity and enhance identity. Budgeted reconstruction of the underpasses at K, L M Streets, and Florida Avenue, creates an opportunity to redefine dark, inhospitable passages into well-lit, walkable, east-west connections with public art rendered in light. This incorporation of public art into infrastructure can be carried to the upper level of “Burnham Spine”, creating an exciting “art-walk” in the sky.

## THE BURNHAM SPINE



*Open space, neighborhood connections, transportation, recreation, and public art are tied together in a unique, linear open space.*

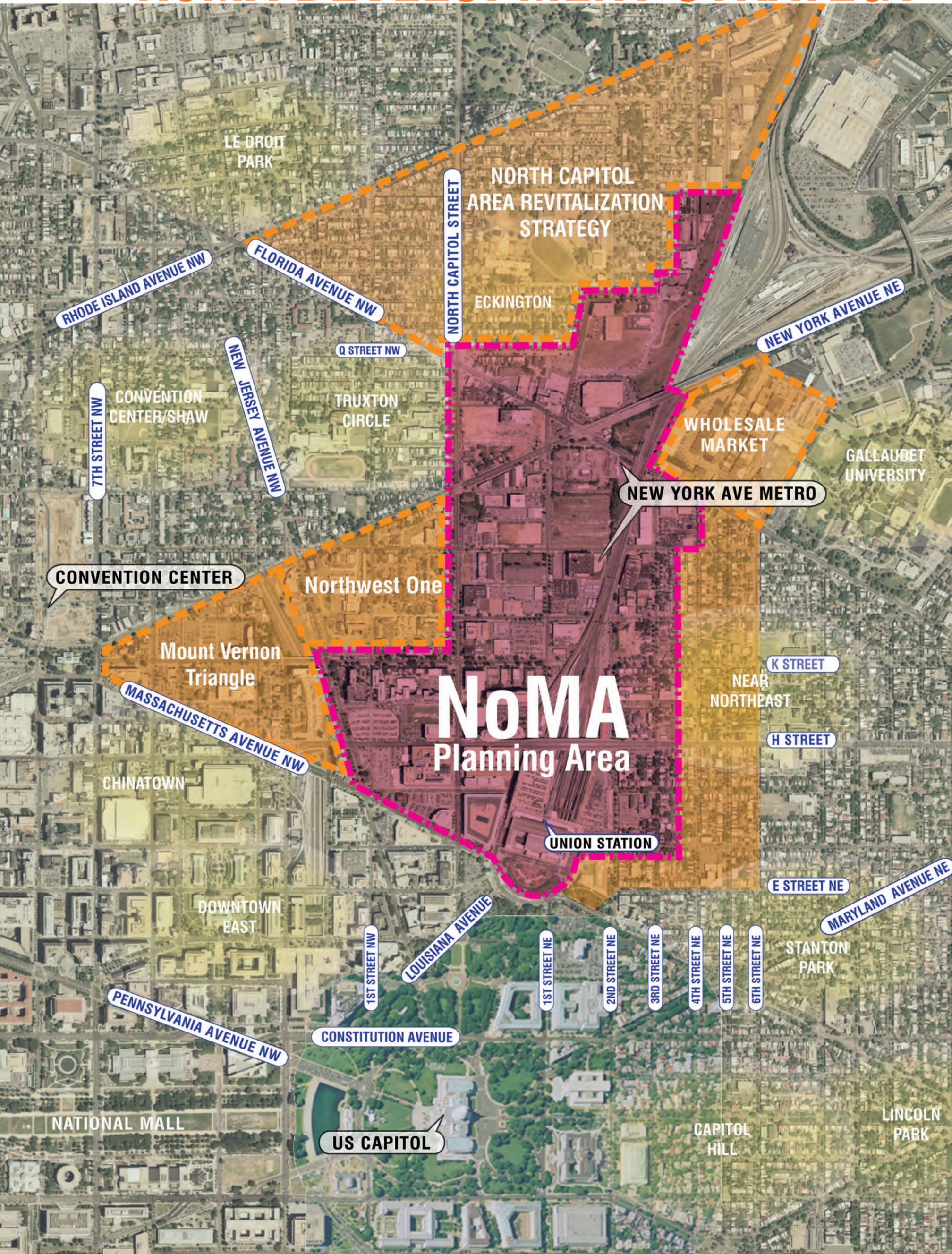
“Burnham Spine” at K and First Streets, NE: Vertical ‘tower’ elements connect the elevated pedestrian and bike trail and future air-rights development over the tracks to the street level

# A DEVELOPMENT STRATEGY

**ONE: LAND USE MIX**  
**TWO: INFRASTRUCTURE & TRANSPORTATION**  
**THREE: PUBLIC REALM & OPEN SPACE**  
**FOUR: IDENTITY & BUILDING DESIGN**  
**FIVE: EXISTING NEIGHBORHOODS**  
**SIX: ENVIRONMENT & SUSTAINABILITY**

October 2006

# NoMA DEVELOPMENT STRATEGY



# INTRODUCTION

## Function

The Development Strategy is a comprehensive set of recommendations based on the 6 planning fundamentals and place-making concepts of the Vision. The recommendations, while organized into 6 Sub-Sections, are all highly interconnected and mutually reinforcing. Taken collectively, and capitalizing on real estate market forces, they have the potential to shape the NoMA neighborhood.

The Development Strategy attempts to marry the concepts of the Vision with the realities of the current development scene, the real estate market, and physical conditions. Early phases in the planning process included an analysis of strengths, weaknesses opportunities, and threats, as summarized briefly on the following page. The analysis of current market conditions are covered in Chapter 4, that follows.

## Context

Today, Central Washington is thriving with a dynamic mix of uses and vigorous development activity. As part of Central Washington, the NoMA neighborhood aims to extend that momentum by building on its significant strengths and opportunities.

NoMA is the location of several ambitious redevelopment projects, currently in varying stages of development, and it is poised to fill one of the few remaining 'voids' in the compact fabric of the Downtown area. Mount Vernon Triangle is moving forward rapidly, with significant elements of its Action Agenda already implemented and over 8 projects underway. The planning process for Northwest One has been completed, local dollars are committed and implementation activities are getting started. The North Capitol Area Revitalization area, including the Eckington neighborhood, is beginning its planning process and the Florida Avenue Market is slated for study as well. This gradual eastward march of new development, paired with sound planning and coordination, promises to awaken a vast, underutilized, strategically located area of the District.

### Other Planning Projects around NoMA...



### Northwest One

In January 2005, the city, in collaboration with the Northwest One Council, initiated a public planning process to revitalize the Northwest One neighborhood. The project's goal was straightforward – to create a vibrant mixed-income community where residents have quality housing options, real economic opportunities and access to appropriate human services for adults and children. It grew from the need to address critical issues – a concentration of violent crime, poverty, and distressed housing conditions and strong development pressures.

With the Central Business District to its south, the historic Shaw neighborhood to its north and west and Mount Vernon Triangle to its west; Northwest One is set to become a key mixed-use downtown neighborhood. The master plan's concepts include:

- New residentially-scaled blocks that are supportive of urban family living
- The extension of K Street as a vibrant mixed-use main street for the neighborhood
- Mixed-income apartment buildings along K and North Capitol Streets
- A community center at the heart of the neighborhood, including a new school, recreation center, and recreation fields
- The reintroduction of a grid pattern of streets
- Infill development along North Capitol Street and other sites to create significant amounts of new housing

### North Capitol Area Revitalization Strategy

The North Capitol Area study area is generally bound by Rhode Island Avenue to the north, the rail lines to the east, Florida Avenue to the south connecting with Rhode Island Avenue to the west. Within its boundaries lie the historic rowhouse neighborhoods of Eckington, Edgewood, Truxton Circle, Bates Street and Bloomingdale. Zoning within the area ranges from low density residential to medium-bulk commercial and light manufacturing.

The community is in need of a strategy for revitalization of the commercial corridor along North Capitol Street and Florida Avenue, protection of affordable housing, and the enhancement of this attractive mixed-use community. This revitalization strategy will deal with the following issues:

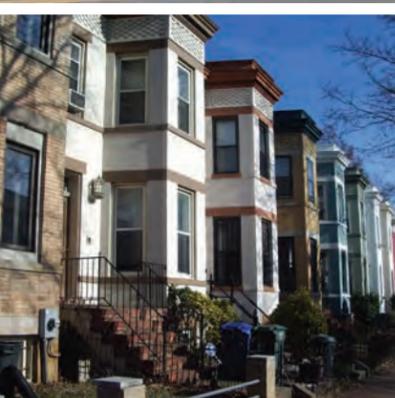
- **Land use, zoning, & development** to achieve an increase in mixed-income housing and services
- **Retail environment** and the impact of new Metrorail Station on existing and potential retail
- **Transportation** addressing proximity to Metrorail, traffic and parking management, and a safe and accessible bicycle and pedestrian environment
- **Urban design/public realm and pedestrian enhancement and the** establishment of guidelines
- **Cultural tourism & heritage development** to promote the rich neighborhood history and resources, and to link this heritage development to economic development

### Florida Avenue Market

Occupying over 40 acres, the Florida Avenue Market is located just north of NoMA, with New York Avenue to the north, Florida Avenue to the south and Gallaudet University to the east. Formally named the Union Market Terminal, the market was built between 1929-1932 to relocate businesses displaced from downtown sites due to government building expansions. It soon became a one-stop shop for the city, offering produce, meats, seeds, tobacco, paper bags, and ethnic specialties.

Today, the Market continues to evolve. The site has the potential for expanded retail around a food theme and an intensification of destination-type activity. Plans for the Florida Avenue Market must deal with issues that include:

- **Land use, zoning, & development** to encourage mixed-use growth and compatible new uses, while respecting the preservation of the historic buildings and the market functions
- The Market's economic role in the metropolitan area as a wholesale and distribution center and employer
- **Retail environment** expansion potential and the impact of potential development on NoMA, the Capitol Commerce Center and New York and Florida Avenues
- **Transportation** issues including congestion, parking, truck access, Metrorail proximity and establishing a safe, accessible bicycle environment
- **Urban design/public realm and pedestrian issues** to create a safe and pedestrian friendly environment
- **Cultural tourism & heritage development** that highlights the rich history and historic resources of the Florida Avenue Market



# Current Development Scene

The Development Map on the facing page illustrates recent, planned, and potential development. (See Appendix A for a detailed breakdown of each numbered site.) Potential development sites are those which are currently on the market or have been the subject of preliminary development inquiries and/or conversations with the Office of Planning. The map does not indicate various “soft sites”, or underutilized parcels that have a potential for redevelopment in the longer term.

Clearly, NoMA is in transition with a large number of major land transactions and several PUD applications occurring within the past year. This Development Strategy is an essential tool for guiding anticipated growth. Within the NoMA Planning area (see Development Map on p. 3.5 – **black** boundary), initial projections indicate the potential for a build-out in the range of 26 million square feet of development. Current proposed land uses vary based on location:

- West of the tracks, and south of New York Avenue (“Central NoMA”), completed projects and projects under construction are primarily office uses. Several developments propose a mix of residential and commercial, but residential uses are typically designated as a future phase.
- East of the tracks, with the exception of Station Place, adjacent to Union Station, planned projects are primarily residential.
- North of New York and Florida Avenues, currently planned and proposed projects are primarily residential.

# Strengths, Weaknesses & Opportunities

The Vision Plan and Development Strategy were preceded by an initial assessment of the area, including an analysis of strengths, weaknesses, and opportunities in NoMA. The following is a brief summary of those findings:

## STRENGTHS

*Despite a negative image and a lack of neighborhood identity throughout significant portions of NoMA, there are a number of substantial assets for the area to build upon:*

- **Historic Resources:** A detailed map of historic resources can be found on page 3.29 in the Development Strategy. All of these assets will contribute to NoMA's identity and historic richness; the most prominent of these include Union Station, the U.S. Government Printing Office buildings, Uline Arena (site of the first U.S. concert by the Beatles), One NoMA Station (the old Woodward & Lothrop Warehouse), the Florida Avenue Market; and the imposing, textured stone wall, stretching north from Union Station.
- **Existing Nearby Neighborhoods:** NoMA's potential as a vibrant, mixed-use neighborhood with a strong residential component is magnified by the presence of several well-established rowhouse neighborhoods, including Bates, Shaw, Eckington, Near Northeast, Stanton Park, Truxton Circle, and Northwest One; and also the emerging mixed-use neighborhood to the west, Mount Vernon Triangle, all within a 5-10 minute walk of NoMA.
- **Proximity to the U.S. Capitol and Downtown:** Straddling North Capitol Street, one of the city's most symbolic view corridors, and located within a portion of the historic L'Enfant plan, NoMA has tangible roots in the underlying plan structure of DC, and physical proximity to the heart of Central Washington. This proximity, combined with the number of available development sites, signals NoMA as the obvious location for the long-term expansion of Central Washington.
- **Existing nearby institutions:** Gallaudet University, Gonzaga High School, McKinley Technological High School, Georgetown Law Center, and several churches add to the rich diversity of NoMA's surroundings, both in terms of architectural excellence and diversity of population.
- **Transit Access:** Union Station is a regional multi-modal hub, the New York Avenue Metrorail Station is a recent addition to the city's subway system, and a Greyhound bus station is located just north of Union Sta-

- tion. In addition, several bus routes, including one of the new Circulator routes, pass along the edge of NoMA on Massachusetts Avenue.
- **Metropolitan Branch Trail:** The Trail, running alongside the tracks, is a major recreational and transportation link, connecting into a regional trail system and transit hubs.
- **Proximity to Existing and Planned Retail Concentrations:** The Florida Avenue Market (described in greater detail on page 3.3) is a wholesale and retail institution unique in the District, with a distinctive urban form and a tremendous potential for future improvements and synergy with NoMA. Union Station is a major anchor and regional retail draw. The H Street retail corridor to the east is in the midst of significant revitalization and it will eventually have improved connections to NoMA as part of the proposed air-rights development over the tracks.
- **Industrial/Warehouse Identity:** One NoMA Station, the XM Satellite Radio building, and other existing warehouse structures scattered throughout NoMA provide the beginning of a familiar identity rooted in the area's industrial past. The stripped down, simple aesthetic of utilitarian structures provides clues for the future architectural expression of NoMA .
- **Branding Identity:** The neighborhood name “NoMA” has already eased its way into the geographic lexicon of DC. The water tower labeled “One NoMA Station” has become a recognizable neighborhood landmark.
- **Existing Street Trees:** Portions of K, L, 1st, and 3rd Streets have mature, intact street trees with substantial canopies that offer a preview for more comprehensive ‘greening’ of NoMA's streets.

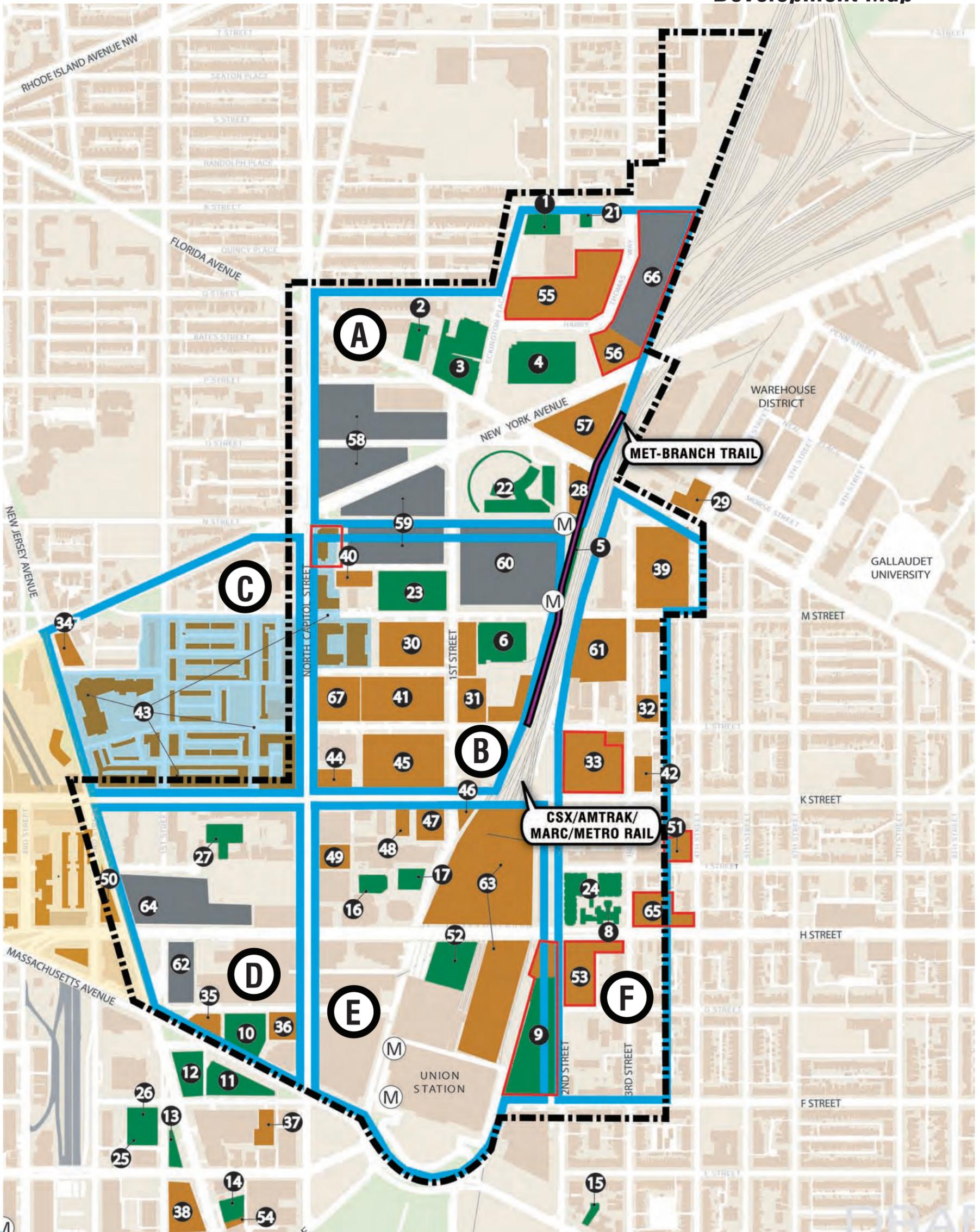
## WEAKNESSES

NoMA is burdened by a number of significant weaknesses and challenges:

- **Extremely Poor Public Image:** Large vacant tracts of land, remaining industrial-type uses, and the lack of public spaces do not present a positive image to potential investors and tenants.
- **Pedestrian Barriers:** New York Avenue's heavy traffic flows create a barrier between northern and southern areas. The tracks divide NoMA, east from west, creating a physical and psychological barrier, with underpasses that feel unsafe.
- **Block Structure:** Currently, NoMA contains a number of extremely large blocks (superblocks) in what previously was a smaller, more accessible block configuration. (See page 2.5) This erosion over time of the fine-grained street system has led to blocks that are not pedestrian-friendly and contribute to traffic congestion.
- **Zoning:** Since a large portion of NoMA is designated as a “Transferable Development Rights Receiving Zone” (TDR), developers are able to utilize development rights purchased from other locations in the city.

This allows development sites to maximize the zoning envelope with as-of-right development, limiting potential to use a floor-area bonus in cases where the City is looking to incentivize certain public benefits or amenities, including design review.

- **Aging Utility Infrastructure:** Initial findings indicate that the condition of sewer and water lines may be a more pressing issue than capacity. Further analysis will be needed to determine existing conditions, and capacity. Localized flooding in the NoMA area, however, seems to indicate an immediate need to deal with effective stormwater management.
- **Lack of Public Spaces and Land in Public Ownership:** Planning initiatives often have leverage for future implementation because of public ownership or control of key locations within a planning area. This is not the case with NoMA, where there is very little remaining public ownership that can be utilized for the creation of new open spaces or other catalytic projects.



## LEGEND

### Construction Complete/Near Complete

- 1 175 R Street
- 2 XM Satellite Radio
- 3 XM Satellite/Qwest
- 4 Federal Express
- 5 New York Avenue Metrorail Station
- 6 One NoMA Station, *Bristol Group*
- 8 Landmark Lofts, *ABDO Development*
- 9 Station Place I-III, *LDPG*
- 10 Republic Square, *Republic Properties*
- 11 20 Massachusetts Avenue
- 12 601 New Jersey Avenue
- 13 National Association of Realtors
- 14 Holiday Inn on the Hill
- 15 208 Massachusetts Avenue
- 16 Union Center Plaza III
- 17 Union Center Plaza V
- 21 Capitol Overlook

- 22 ATF Headquarters, *GSA*
- 23 Capitol Plaza I, *The Goldberg Co./Prudential*
- 24 Senate Square, *ABDO Dev.*
- 25 Erik Hotung Int. Law Center
- 26 Scott Ginsburg Fitness Center
- 27 Gonzaga College High School
- 52 Union Station Parking Garage Ext.

### Planned/Site Cleared/Proposed

- 28 The Eckington, *Trammel Crow*
- 29 Washington Beef RFP
- 30 Capitol Plaza II-IV, *The Goldberg Co.*
- 31 NoMA Station, *Bristol Group*
- 32 The New Yorker, *KL Associates*
- 33 Union Place, *Cohen Cos.*
- 34 Augusta/Louisa Apartments
- 35 Gales School (Homeless Shelter)
- 36 Republic Square Phase II, *Republic Prop.*
- 37 20 F Street
- 38 Hyatt Regency Washington
- 39 The Wilkes Company
- 40 Electronic Equipment Facility
- 41 First Place, *Tishman Speyer*
- 42 Greenbaum & Rose, *Greenbaum & Rose*
- 43 North West One & Mount Vernon Redev.
- 44 20 K Street

- 45 90 K, *Greenebaum & Rose*
- 46 101 K Street, *J Street Development*
- 47 Capitol City Plaza, *Carter-Cairitz*
- 48 65 K Street
- 49 Union Square III, *Akridge*
- 50 Prevocational School Site
- 51 318 Eye Street, *The Broadway Group*
- 53 Capital Place, *Louis Dreyfuss*
- 54 415 New Jersey Avenue
- 55 Capital Commerce Center, *Fairfield*
- 56 Pepco
- 57 Washington Gateway, *MRP*
- 61 Uline Arena, *Douglas Dev.*
- 63 Burnham Place, *Akridge*
- 65 3rd & H Streets NE, *Stewart*
- 67 C & P Telephone Comp. Warehouse, *J Street Development*

### Potential Development

- 58 Jemal's Gateway, *Douglas Dev.*
- 59 Capitol Square, *Morgan Stanley/JBG*
- 60 Constitution Square, *Stonebridge Carras*
- 62 G & New Jersey Avenue
- 64 801 New Jersey Avenue
- 66 PEPCO Disposition Site

- Development Totals by Section
- Northwest One (Hope VI)
- Mount Vernon Triangle
- Planned Unit Developments Underway
- Study Area Boundary

0' 500' 1000'



# One: Land Use Mix

*Provide a diverse mix of uses that creates a variety of options for living, working, shopping, recreation, and culture*

*A balanced land use mix is critical to the success of NoMA, and will contribute the following:*

- *Economic and environmental sustainability and synergies that combine individual elements into neighborhoods that are more than the sum of the parts*
- *Transportation efficiencies, effective use of infrastructure investment with two-way Metrorail usage by residents and workers, spreading the peaks, decreasing trips, and decreasing overall parking demand*
- *The mix and overlap of populations will add life on the streets 24/7 instead of 9 to 5, with increased safety and walkability*
- *Integration with surrounding neighborhoods*
- *Distinct sub-areas with uses that reinforce uniqueness*

*Though the current real estate market is inclined toward mixed-use development, there is still a need for guidance and direction, potentially including development incentives, to achieve the right mix of uses in the right locations. With no residential presence between North Capitol Street and the tracks south of New York Avenue; there is need for public sector intervention to encourage residential development until a critical mass develops. The financial return to the District from such incentives are substantial, making it a wise investment in the transformation of the area.*





## 1 MIXED-USE, ACTIVE NEIGHBORHOOD

NoMA, with its proximity to Downtown and the U.S. Capitol, is a logical location for an expansion of the Downtown office market. However, NoMA can be much more than another typical office district, with empty, inactive streets after business hours. A balance of residential and commercial uses will help create a vibrant mix of residents, workers, and visitors, and will enhance safety at the Metrorail station, encourage its use and make the necessary transitions to surrounding residential neighborhoods.

Attracting developers interested in residential construction and potential residents eager to live in NoMA will be critical to achieve a mixed-use neighborhood. Landscaping and the creation of functional public open space are essential to the redevelopment plan, as most potential residents cannot envision living in an urban environment dominated by hardscape. A critical mass of residents will sustain retail, entertainment, recreational, and cultural uses, enlivening streets and contributing to a “24/7” neighborhood.

## 2 APPROPRIATE MIX OF COMMERCIAL/RESIDENTIAL

### WEST OF THE TRACKS

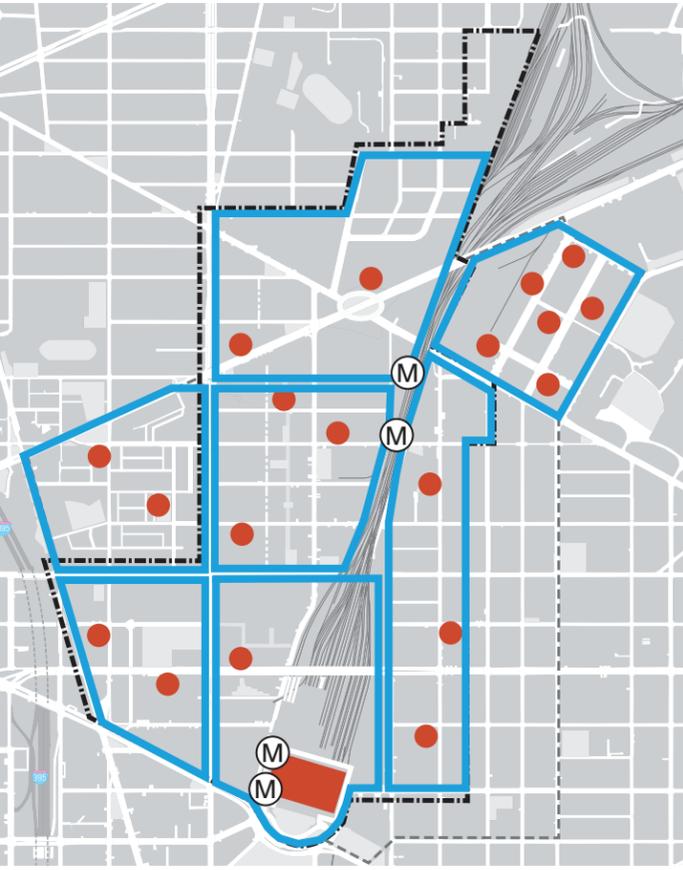
Though current development proposals include or anticipate a residential/office mix, current trends or slight shifts in the market could result in predominantly office uses. Currently, there is no guarantee that a critical amount of residential uses will be built to accomplish the goal of a near-equal mix of office and residential. Several of the multi-phase large-parcel development proposals are planning residential components as a later phase of development, however market incentives in place now, such as tax abatement, might ensure that this land-use mix actually occurs. In addition to critical residential mass and active streets, the ideal 50/50 mix also provides the maximum opportunity for innovative resource-sharing, such as energy-efficiency techniques and shared-parking strategies.

### EAST OF THE TRACKS

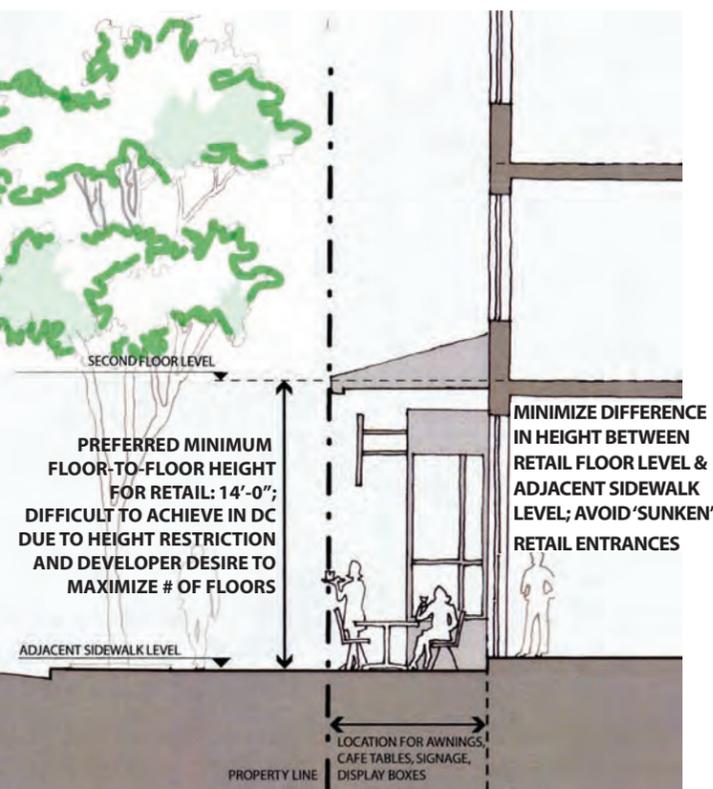
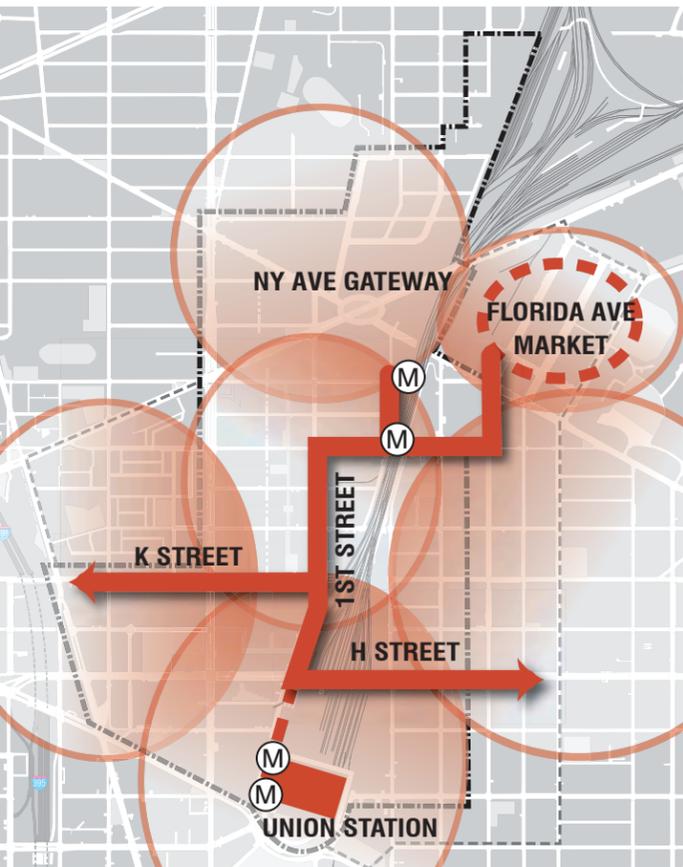
East of the tracks, there is an opportunity to reinforce the residential character of the nearby neighborhoods with a continuation of a primarily residential development, with neighborhood-serving retail, thus avoiding large scale office developments and destination retail that draws incompatible traffic onto quieter streets.



**DISCOURAGED:** Scattered or auto-oriented retail that dilutes potential for active, interconnected corridors and draws automobile traffic off principal and minor arterials and onto streets where it creates problems.



**RECOMMENDED:** Concentrated retail that builds upon, strengthens, and connects existing retail patterns and reinforces transit and pedestrian activity



### 3 VIBRANT MIX OF GROUND FLOOR RETAIL IN KEY LOCATIONS

Common problems faced by rapid neighborhood redevelopment include the combination of: a time lag for the market to materialize, developer specialization, and lack of a coherent larger plan for where retail should occur. These retail recommendations, combined with the “General Market Conditions” described in Chapter 4, provide a retail strategy for NoMA. A vibrant mix of ground floor retail in key locations should have generous ceiling heights, be as continuous as possible, and achieve the following:

#### STRENGTHEN EXISTING RETAIL

**Union Station:** Improve connections and build on its status as an retail anchor and “urban mall” .

**H Street:** Extend planned H Street Corridor retail westward, with intermittent, neighborhood-serving retail.

**North Capitol Street:** Encourage improvements and infill empty storefronts between New York and Florida Avenues.

**Florida Avenue Market:** Provide opportunities for connections from NoMA into the Market area. Encourage detailed analysis and study of the Market to evaluate future opportunities and strategies for this unique destination.

#### EXTEND PLANNED K STREET RETAIL

Planned neighborhood-serving retail concentrations along K Street within Mount Vernon Triangle and Northwest One can continue into NoMA.

#### INCLUDE A NEIGHBORHOOD GROCERY

#### ENCOURAGE A NEIGHBORHOOD-SERVING RETAIL SPINE ALONG 1ST STREET, NE

Retail here should consist of restaurants, dry-cleaners, hardware stores, and other smaller-scale shops that serve residents and daytime workers. 1st Street retail could be more intermittent and less continuous than K Street retail, except at identified high-priority locations and should be based on demand. Though buildings along 1st Street may not contain retail spaces initially, they should be designed to preserve future retail opportunities. The 1st and K

Streets, and 1st and M Streets intersections are higher priority, with retail strongly encouraged early on in neighborhood development; the 1st&M Street intersection is a pivotal point for emphasizing the east-west connections along M Street towards Uline Arena and eventually to the Florida Avenue Market.

#### ENCOURAGE REGIONAL-SERVING RETAIL IN THE AIR-RIGHTS PROJECT OVER THE TRACKS BEHIND UNION STATION

There is significant development opportunity to achieve synergy between new air-rights retail and the concentrations of retail at Union Station, possibly including medium box to big box retail and enhancing the collective regional drawing power. The H Street viaduct can have multiple street-level entrances to build on the H street retail momentum; and the southeast corner of the intersection of K and 1st Streets should have vertical connections to the air-rights development.

#### ENCOURAGE TEMPORARY VENDOR RETAIL ALONG 1ST STREET, NE

Temporary vendor retail provide much needed services to the area in the short term, activating the expanse of the historic stone railway wall and taking advantage of the high level of existing pedestrian traffic in the area.

#### PURSUE OTHER RETAIL & CULTURAL OPPORTUNITIES

With the U.S. Government Printing Office’s possible departure, the exceptional historic buildings provide a wide range of retail opportunities. In addition, there is potential for retail and hotel anchors framing New York Avenue between North Capitol Street and First Street NE, and tying into proposed retail concentration along 1st Street.

### 4 CREATIVE INDUSTRIES & LIVE-WORK MIXED-USE DISTRICT AROUND ULINE ARENA (See location on map, p 3.9)

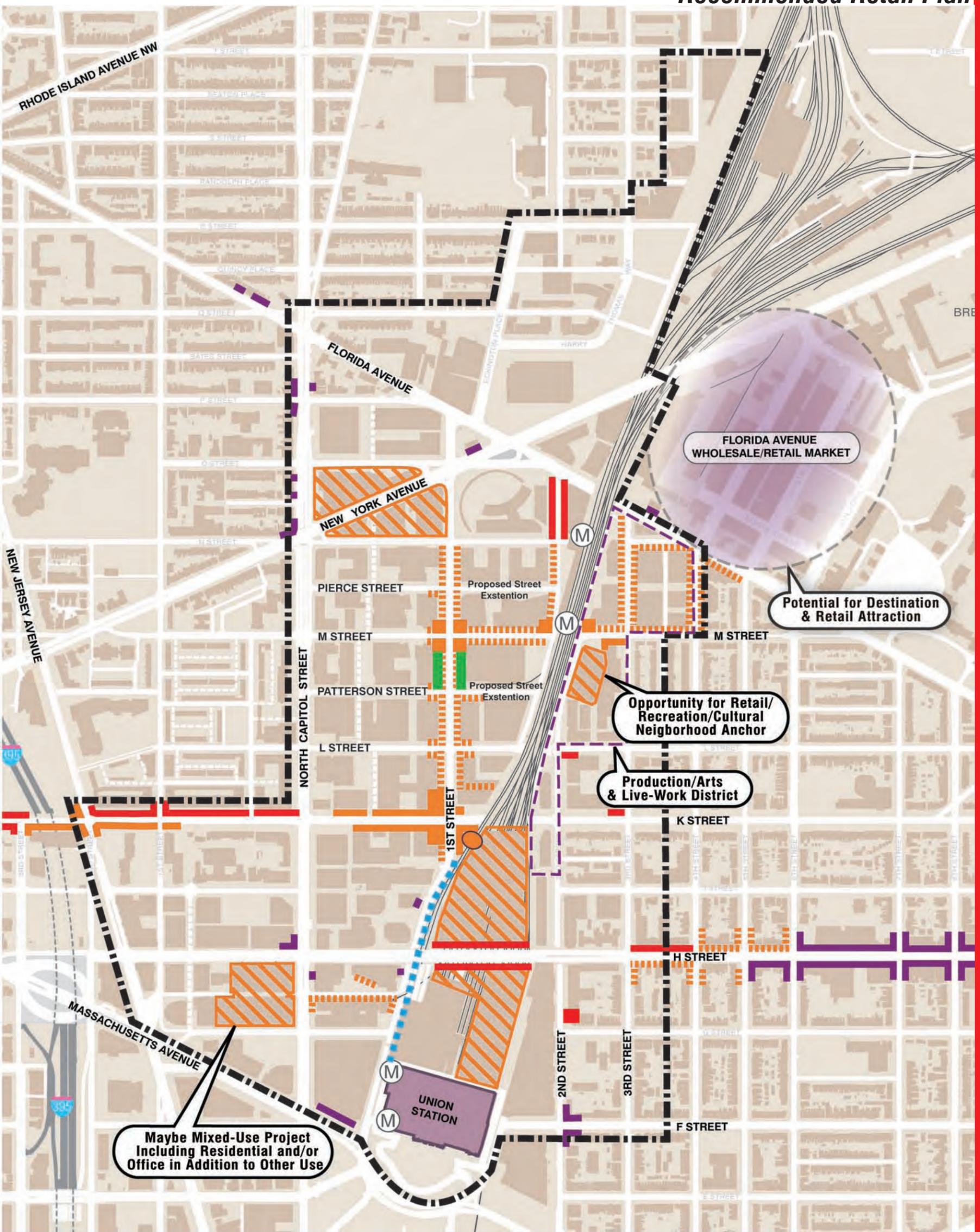
The area south of Florida Avenue, around and including the Uline Arena, bounded by 3rd and 4th Streets east of the Uline Arena block and including the sites between I and K Streets along the tracks, is an area that is ripe for transition from industrial/production uses and former rail-related uses to an exciting new mix. It is adjacent to the New York Avenue Metrorail Station, the Florida Avenue Market District, and residential blocks in the Near Northeast neighborhood. It can accommodate a broad mix of building types and uses that can serve as: a transition in scale between low density residential areas and potential higher density development closer to the Metrorail Station; a transition in use between the Market and neighborhood residential; and a transition in the pedestrian experience along the path from the residential neighborhood to the Metrorail Station.

This district could consist of a mix of residential and non-residential uses, as the area shifts to more intense and diverse activities, including retail, galleries and studios, cultural and community facilities, and technology and of-

fice uses, with Uline Arena potentially serving as an indoor recreation or entertainment draw.

While office uses and hotel uses are appropriate on sites hard against the tracks and along Florida Avenue, other office uses are to be accommodated as much smaller components of mixed-use projects or as an accessory use to creative and design-related tenants. The retail, cultural, community, and arts uses will provide enough ground floor vitality to enhance and encourage pedestrian traffic from the Florida Avenue Market and the Near Northeast neighborhoods to the Metrorail Station.

In general, higher density and greater height is advocated closer to the tracks and the the Metrorail Station (to carry out smart growth strategies) and closer to Florida Avenue; with step-downs and residential uses closer to row-house neighborhood areas.



Maybe Mixed-Use Project Including Residential and/or Office in Addition to Other Use

**LEGEND**

- Existing Retail
- Proposed Retail in Existing Plans
- Recommended High-Priority Retail
- Recommended Intermittent Retail with Potential to Become Continuous
- Temporary/Vendor Retail
- Link From First Street and K Street to Air Rights Development
- Opportunity for Major Proposed Retail/Cultural Anchors Including Hotel (Except for Uline Arena)
- Study Area Boundary
- First Street Park

**SUMMARY OF RECOMMENDATIONS**

- “High Priority Retail” indicates areas guided by potential Zoning Overlay. The development catalysts (described in “Ch. 5: Implementation, P 5.4) may be utilized to provide incentives for the development of priority ground-floor retail in these high-priority locations.
- “Recommended Intermittent Retail” indicates desired, but not required, retail locations that support a coordinated retail strategy, linking and reinforcing existing and planned retail patterns.



## 5 WELL-INTEGRATED OFFICE USES

Office uses should be distributed and designed in a way that contributes to desirable neighborhood character and active, mixed-use streets. Superblock developments, deep setbacks, suburban-style drop-offs, and repetitive architecture should be avoided in favor of more dynamic, marketable, and pedestrian-friendly configurations based on smaller building blocks separated by alleys, street extensions, or public pedestrian passageways.

Single use office buildings and security intensive uses will make it difficult to achieve the fine-grained, walkable, and successful neighborhood blocks that are the foundation

of this plan for the NoMA neighborhood. Care should be taken to minimize the impacts of any future buildings with high-security requirements. Successful, fine-grained neighborhoods are damaged by inaccessible buildings and security requirements that disrupt the pedestrian flow.

## 6 HOTELS THAT TAKE ADVANTAGE OF TRANSIT & PROXIMITY TO DOWNTOWN

A hotel is planned directly adjacent to the New York Avenue Metrorail Station and opportunities for additional hotels in NoMA should be explored. NoMA has many desirable attributes for hotel location, including proximity to Metrorail, Union Station, Gallaudet University, and the federal government complex; and high visibility along New York and Florida Avenues and from the Marc and Amtrak trains.

Major opportunities for hotels exist as part of the air rights over the tracks on either side of H Street and along New York Avenue where a larger-scale hotel could provide a buffer between New York Avenue and the proposed residential streets of NoMA. The triangular site on the southeast corner of 1st and K Streets could be an interesting hotel site or office site given its frontage on K Street at the intersection with 1st Street and its potential pedestrian connections to Union Station and the proposed “Burnham Spine”.

## 7 RESIDENTIAL DIVERSITY & STREET LEVEL CHARACTER

### A DIVERSE MIX OF HOUSING

NoMA offers the opportunity for a mix of residential housing types, including rental apartments and condominiums, townhouses, townhouse/duplex units embedded in the bases of larger buildings, studio, and live-work units. A mixture of types accommodates various household sizes and configurations, a range of income levels, and makes it possible for residents to relocate within their own neighborhood when necessary, including elderly homeowners who want to downsize.

The unique character of NoMA can influence the potential housing types. As an “emerging” neighborhood, the first residents may be those who enjoy the proximity to Downtown, access to transit, and the ‘edginess’ of living on the fringe of established neighborhoods in an area with an industrial feeling and few pre-existing amenities. Anecdotal evidence indicates that there is an untapped market in the District for this type of place, where less conventional housing types might include live-work spaces, raw, unfinished lofts, and other types of flexible space.

Affordable and workforce housing is currently planned in the Northwest One neighborhood with approximately 520 units of deeply subsidized housing developed to replace existing units in the area. In addition, an additional 591 affordable units are planned ranging from low to high-

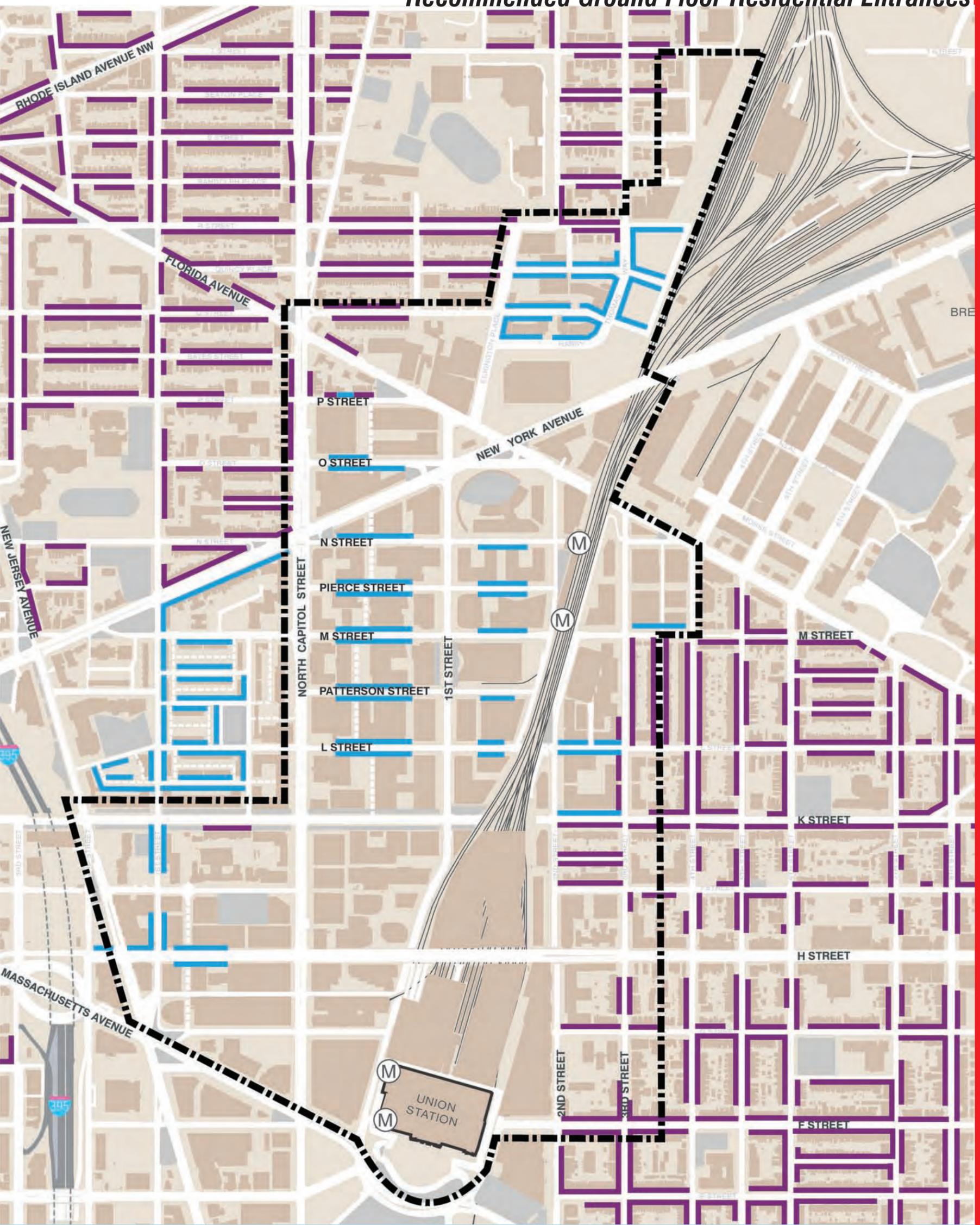
density arrangements. Additional affordable housing is also desirable in NoMA, however since much of NoMA is a Transferable Development Rights (TDR) receiving area, an affordable housing requirement can not be counterbalanced with density bonuses. Because this TDR designation allows, as-of-right, maximum building density, pending Inclusionary Zoning regulations will not apply to TDR receiving areas in NoMA. The TDR area boundary is illustrated on page B.1 in the Appendix.

### STREET-LEVEL CHARACTER

To complement the long-term retail strategy, and to create a distinct hierarchy of street types that connects seamlessly into the surrounding neighborhoods, a general distribution for ground-floor residential elements is illustrated in the accompanying map to the right. East-west streets, with smaller rights-of-way, and direct connections into surrounding residential areas, should have ground floors with a primarily residential character. Entrances to large apartment buildings should be combined with repetitive entrances into individual units, and interspersed with semi-private gardens. While the overall scale in some areas may exceed that of traditional DC rowhouse neighborhoods, the rich texture of the lower floors will create the necessary scale transitions to create a human scaled environment that evokes the best of other DC neighborhoods.



Ground Floor Residential Entrance Examples, Including “Embedded” Townhouses in Larger Residential Buildings



**LEGEND**

- Existing Ground Floor Residential with Multiple Entrances
- Recommended Ground Floor Residential with Multiple Entrances
- Study Area Boundary

**SUMMARY OF RECOMMENDATIONS**

- “Recommended Ground Floor Residential Entrances Including Imbedded Townhouses” illustrates opportunities for the creation of a neighborhood-wide pattern that locates multiple, active residential entrances along east-west quieter streets (see photos on facing page). The recommended locations shown on the diagram indicate: entrances into multiple street-level residential units, potentially “embedded” in the base of larger buildings, or individual, stacked townhouses, along with residential lobby entrances of larger apartment buildings. The key goal is the creation of repetitive entrances, stoops, and locations for residents to actively engage the street, all contributing to a pedestrian-friendly environment.



# PLAN ECONOMICS

**OVERVIEW**  
**GENERAL MARKET CONDITIONS**  
**NoMA'S STRENGTH'S WEAKNESSES OPPORTUNITIES & THREATS**  
**POTENTIAL IMPACT OF NoMA DEVELOPMENT**  
**INCENTIVES AND CATALYSTS FOR IMPLEMENTING THE PLAN**

OCTOBER 2006

# Overview

The District of Columbia is in the midst of an ambitious initiative to develop 55,000 new housing units over a 15-year period, with the goal of increasing its population by 100,000 by the year 2020. This goal was initially identified by Mayor Anthony Williams in his 2003 second inaugural address, a response to the District's stagnant and declining population during the 1990s, but has since been further defined by the Comprehensive Housing Strategy Task Force. Over the past five years, the District has been on a strong trajectory to meet this goal with infill construction occurring in most areas of the city. These additional residents contribute to a more dynamic community and bring additional tax revenue to the District, helping to offset the cost of local services and the deficit caused by a local, regional and federal workforce that largely lives outside the city and does not pay local taxes.

With the District of Columbia continuing to be one of the nation's strongest office markets, market dynamics encourage the development of office space. Balancing this with a resident workforce and creating the type of healthy, sustainable, 24-hour neighborhood desired by the District requires a critical mass of residents in addition to a daytime population of workers. Downtown's central business district, for example, has become much more interesting and sustainable since residential development, entertainment and retail amenities have brought activity that extends beyond the typical workday. The envisioned NoMA neighborhood offers the potential to create an equal mix of office and residential development, with the retail necessary to support both.

At full build-out, the NoMA area – as defined in this report on page 1.2 – is capable of supporting between 20 million and 30 million SF of new development. This assumption is based on current zoning and recent zoning requests in NoMA's Planned Unit Development applications. A conservative assumption of 20 million SF of new development, evenly split between office and residential (10 million SF of each), would suggest – again, conservatively – the need for 300,000 SF of retail to support the mix. NoMA may also present opportunities for much larger format retail, particularly if the air rights behind Union Station and large sites along New York Avenue are redeveloped in the near term.

## General Market Conditions

The NoMA area has the potential to develop millions of square feet of space in any number of directions in the next 5 – 15 years. This could occur in a relatively short period of time given the large number of cleared and developable sites, establishing in the near term the type of area this will become in terms of uses and character. The potential impact of market shifts in this sensitive environment is great, however market forces may also be influenced through a variety of public sector interventions, including catalytic incentives, in order to accomplish the goal of a dynamic mixed-use neighborhood as is recommended.

### Office Market

**On a regional and city-wide level, the Washington DC office market is strong and signs are strong for future growth.** An Office Market Study completed for the the Downtown BID in 2005 by Delta Associates noted annual office space absorption of more than 2 million SF per year in the District alone over the last twenty years. In addition, there has been continued strength locally and nation-wide in the District's core employment sectors of government, services, and tourism, with more than 70,000 jobs added in the region in the last several years. Finally, the District's efforts to establish a more open local government and better local services have made the District more attractive than in the past relative to competitive suburban locations.

**Looking forward, there are strong indicators that this growth trend will continue.** The Downtown BID's study suggests an estimated 1.8 million SF of new office space absorption annually through 2030 in the District alone. This is in the context of a regional market with tremendous growth. Indeed, the District is expected to lose market share even as it adds a huge amount of new inventory. With the exception of some military contractors in the suburban areas, growth trends are also encouraging for the primary employment sectors that supply office workers in the District. This is echoed by local developers, who have continued to build new office inventory, and have seen strong leasing activity in recent years.

**As the historic office core fills in, NoMA is ideally positioned to serve as an outlet for this potential growth, indeed, the growth of the District may depend on this area.** The NoMA corridor offers excellent connections to mass transit through Metrorail and Union Stations as well as immediate access to the regional roadway system. In addition, the area offers proximity to Capitol Hill and the downtown office core. These factors suggest great growth potential. More importantly, developers active in the area suggest that rents for new high-end buildings in the area could be \$38-\$45 per SF, compared with rents over \$60 per SF for prime locations downtown and a \$41 per SF average for the District as a whole. This would offer potential tenants a newly constructed building for a rent level equivalent to some class B properties in other locations. Clearly, this opportunity has the potential to attract some tenants who would otherwise locate in other sub-districts, or who would leave the District altogether, including non-profits and associations.

**Potential procurement actions by GSA will have a significant impact on the future development of NoMA.** Throughout the District, federal tenants remain an important driver of office demand, including approximately 20 million SF of leased space in the District, and more than 50 million SF of leased and owned space in the metropolitan area. The importance of this market is amplified by the tendency of many contractors to locate in immediate proximity to federal agencies. In NoMA, construction of the 430,000 SF headquarters building for ATF suggests that the General Services Administration (GSA) – the federal agency responsible for the real estate needs of the federal government – understands the potential of this area. Given the security demands of federal tenants and the large potential land areas relative to occupiable square footage, further GSA activity in the area may mean primarily low Floor Area Ratio (FAR) office buildings. In addition, security requirements are often achieved in ways that are in clear conflict with the development goals for NoMA, including high-density development, retail services, and active streets.

GSA tenants requiring high levels of security may result in projects with setbacks, limited access at street level, and intrusions into public space. Any special security requirements need to be incorporated in a way that do not work against the type of pedestrian-friendly, street-facing retail and mixed-use development that is the goal for NoMA. The District and the development community should continue its work with the National Capital Planning Commission to encourage innovative design solutions for GSA projects with security requirements, illustrating how this valuable office tenant can contribute to a lively, active, urban neighborhood. (See pages E.1-E.3 in the Appendix.)

## Residential Market

*In parallel to the strong office market, the District has had a dramatic increase in the downtown housing market.* The level of renovation and new construction activity downtown continues to surprise even seasoned local developers. Broad improvements to quality of life, service delivery, and local amenities have greatly increased demand for residences in formerly marginal or non-residential areas of the city. For example, according to the Downtown BID, approximately 7,000 units of new housing are either under construction or planned on top of an existing inventory of approximately 4,000 downtown units. The demand for these units has pushed condominium sales prices above \$600 per foot in some cases, and monthly rental prices above \$2.50 per foot. At these prices, the profitability to a developer of for-sale housing or office developments can be comparable, depending on the specifics of the site. Rental housing still offers a lower return than either for-sale housing or office development.

## Retail Market

*Demand for mid-size and larger destination retailers is strong throughout the region, while within micro-market, retail demand is determined by broader trends regarding prevailing uses within the neighborhood.* The District is broadly perceived to be “under-retailed” in terms of square feet of retail space per resident. This is particularly true of larger format retail stores, which District residents (and their tax dollars) currently seek in suburban locations.

As the team has investigated the potential for this and other retail within the NoMA sub-district, we have found that developers have focused on three issues beyond the existing market demand which are likely to influence the eventual retail development in the area:

**1. Uncertainty regarding the residential and retail composition of NoMA development projects leads to uncertainty about the desired retail tenancies.** While most owners and developers in the area express an interest in a full-service retail environment, it is clear that their individual decisions about the type of retail space they will build and the types of tenants they will seek will not be determined until they have a clearer sense of the composition of residential and commercial space in NoMA more broadly. This will be particularly true if there is a significant amount of GSA tenancy, which may cause generally smaller and more dispersed retail frontage.

## Hotel Market

*With one hotel already planned, NoMA may well see further hotel activity as the market matures.* Development of hotels in NoMA is likely to respond to the trend in the rest of the District as the area is built out further. In general, the District hotel market has been strong, and NoMA’s direct transit access, proximity to the core, the federal government complex, and tourist attractions on the Mall suggest that the area could develop as a desirable hotel location. However, the likely viability of the area for hotels will be dependant on the area’s image, perception of safety, adequate infrastructure and the development of restaurants and other amenities that successful hotels require as attractions for non-business travel guests. The primary question is not likely to be whether or not NoMA sees further hotel development, but rather whether that development is strictly to serve business travelers or a broader market.

## Market Conclusions

*The combination of strong demand in a variety of sectors and no overwhelming demand in any single segment presents an invaluable opportunity for NoMA to grow long-term.* Initial market investigation suggests that market demand in NoMA is well positioned to provide the type of mixed-use and multi-purpose neighborhood that is likely to be sustainable and vibrant over the long term. The size of the development lots suggests that many projects will consist of multiple buildings, which provides developers with the opportunity to create mixed-use projects as a way of maximizing their financial returns and mitigating a downturn in any particular sector.

*Whatever this potential may be, recent experience suggests that the current market environment is not in sync with the longer term objectives of developers in the area.* During the period of our initial market reconnaissance, we have seen one speculative office building that remains unleased, and other projects that remain unfinanced due to the lack of 100,000 SF of pre-leasing. These very important data points suggest that while there is great excitement amongst developers in NoMA, they have not been able to attract tenants under the current area image, terms and market conditions.

*For NoMA, location and transit access suggest that trends downtown and in the Capitol Hill area are likely to expand into NoMA.* The same transit and roadway assets that make NoMA attractive as an office location are likely to drive strong demand for residential development. Local developers suggest that they have a very favorable and optimistic perspective about the demand for new residential development in the area, though the overall residential market in the District and the region is softening.

**2. The realities of existing building height limits impact the ability of developers to recognize their preferred return if they include the type of retail spaces that create value for the District long-term.** Several developers noted that the existing height limit allows them to build thirteen-story buildings, providing ceiling heights no greater than ten feet on the ground floor. This decision, while presumably economically rational in the short term, is likely to make the area less attractive to larger national retailers that prefer higher ceilings. Creating higher-ceiling retail spaces could prevent these developers from building the maximum number of floors, and is perceived as a loss of value for the buildings. Confining the higher-ceiling area to high impact corners and other limited areas along key streets may partially address this market reality.

**3. Major retail anchor opportunities are distinct from, and dependent upon, the incremental development of neighborhood-serving retail in the ground floors of office, residential and hotel projects.** Significant destination retail is anticipated for the air rights over Union Station. Large-scale retail development is also viable at either end of NoMA’s North Capitol Street – on the site of the soon-to-be-vacated Government Printing Office south of H Street and on both sides of New York Avenue between North Capitol and 1st Street. The nature and timing of this development will rely on the pace and mix at which NoMA’s core is built out to provide a base of shoppers for the larger retail projects.

In addition, non-profits and associations are leaving the District and NoMA may play an important role in providing headquarter locations for this sector of the market.

*The full development of NoMA depends on reaching a compelling, shared vision to improve the public realm and create a cohesive and active neighborhood.* Recent history in Mount Vernon Triangle, the Southeast Federal Center, and other areas of Washington demonstrates the power of a strong vision and development expertise to open a vein of untapped demand. Initial market analysis suggests that NoMA has the potential to become a dynamic new neighborhood, but the current poor street and public realm conditions and lack of local infrastructure and amenities are likely to be an impediment to that potential. Our task is to ensure that a vision is in place and that actions are identified to assist in the creation of a neighborhood that addresses all of the District’s policy and development goals over the long term.

# NoMA's Strengths, Weaknesses, Opportunities & Threats

As noted throughout the NoMA planning process, the area exhibits significant strengths and opportunities to develop a stable, lively new neighborhood. To achieve this goal, however, development must be managed in a way that corrects certain market weaknesses, addresses competitive opportunities in the area and takes steps to counter threats to the long-term viability of the area.

## Strengths

NoMA's strengths include its strong transportation connections, its access to downtown and Capitol Hill, the presence of landmark structures and a strong, active stakeholder group that has already committed to working together to meet the challenges of developing in NoMA. Each of these can be built upon to further enhance the appearance, vitality and appeal of this area.

- NY Avenue Metrorail Station
- Union Station (AMTRAK, METRO, VRE and MARC)
- Structured public parking at Union Station
- Retail concentration at Union Station
- Bus station
- Highway access off of New York and Florida Avenues and North Capitol Street
- Proximity to Downtown and the Capitol Complex
- Uline Arena and other historic assets including proximity to Florida Avenue Market
- Metropolitan Branch Trail
- Vacant land
- Surrounding residential neighborhoods
- NoMA Stakeholders Group

## Opportunities

Fortunately, each of NoMA's weaknesses also presents a corresponding opportunity. In particular, vacant land provides a clean slate on which to plan a finer-grained, pedestrian-friendly street grid without disrupting existing structures. It also allows for neighborhood-wide urban design approach that identifies preferred sites for public spaces before building plans are finalized. The lack of recent street improvements makes it much easier to approach the area's traffic concerns in a way that will not only address specific streets and intersections, but also the larger issues of how to manage traffic flow to minimize negative impacts on the surrounding residential neighborhoods.

Overall, NoMA's clean slate makes it realistic to plan for the type of 24-hour neighborhood that would best serve the District and its residents. It is a rare opportunity in an already densely developed city to be able to plan for an even mix of residential and office development, with retail located in a way that creates a gathering place for neighbors and office workers. NoMA also offers an ideal location for the District to address its relative lack of hotel rooms as part of a well-integrated development plan.

All of these elements would also offer the District an opportunity to generate a diverse mix of new jobs for District residents. In particular, retail and hotel employment would provide opportunities for many residents of nearby neighborhoods to find work within walking distance or a short commute.

- Mixed-use development, including residential, hotel, and retail
- Office development, including associations and non-profits
- Finer grained street grid
- Pedestrian-friendly retail and streets
- Redesign of Florida Avenue – New York Avenue intersection
- Public spaces
- Architectural richness and diversity
- New Job Creation
- Potential to achieve design excellence, plan implementation and other community benefits through PUDs
- Sculptural uniqueness of historic stone wall
- Two-level city based on Metropolitan Branch Trail

## Weaknesses

Among the most obvious of NoMA's current weaknesses is the large amount of vacant land, which, along with the poor street, sidewalk and stormwater infrastructure, creates an immediate visual disincentive for either residential or office users to choose NoMA. The area's network of "super-blocks" adds to the current unwelcoming feel of the area – particularly for pedestrians. The area currently lacks retail and other amenities and services, as well as public spaces for either recreation or leisure.

- Vacant land
- Poor infrastructure (streets, sidewalks, stormwater)
- Lack of visibility and access to new Metrorail Station
- Lack of services and amenities
- Lack of recreation or public space
- Super-blocks
- Inhospitable pedestrian environment
- Feels unsafe

## Threats

Of course, taking advantage of all the opportunities NoMA offers will not be without its challenges. Market forces may encourage developers to pursue office development disproportionately, or to delay development in a way that hinders the critical mass necessary to the success of those who do develop. Federal government security requirements may result in construction of fortresses, with deep setbacks and no pedestrian interaction, and single use buildings without retail. Retail could be developed in a piecemeal manner, with ground floor spaces in buildings designed in a way that will never be suitable for the type of retail needed once the area is fully built out. In the absence of specific development guidelines, high-rise structures could be built immediately adjacent to lower scale residential neighborhoods, destroying the feel and culture of traditional communities.

- Office canyons, populated only from 9-to-5
- Delayed development
- Security-driven fortresses and single use buildings
- Poorly designed security installations that disrupt public space
- Limited retail mix, lack of services
- Inappropriate building heights and uses in sensitive areas
- Oversized superblocks that discourage pedestrian travel
- Traffic congestion
- Lack of adequate public investment in infrastructure

# Potential Impact of NoMA Development

To quantify whether it is, in fact, worthwhile to take advantage of the opportunities presented by NoMA, an independent analysis has been completed of the fiscal and economic impacts of potential development of property within the NoMA study area. This analysis considered the impact with development occurring over either a 10-year or a 20-year build-out period. It was assumed that development would occur in accordance with the city's expressed preference for an equal amount of residential and commercial (office) development in the area, and based its analysis on development program assumptions previously discussed with District officials and on publicly available information on District tax rates and policies.

The analysis depicted below illustrates this information in terms of tax revenue collected, a 10 year build-out generates significantly more gain than a 20-year build-out with receipts spread over 20 years in both scenarios. This difference, \$313,200,868, illustrates the importance of development catalysts that incentivize projects now rather than later. NOTE: Tax revenue projections are discounted to 2006 value.

## Taxes Collected

Assuming a 10-year build-out of the area, \$494 million of tax revenue would be collected in NoMA over 10 years and \$975 million collected over 20 years. Assuming a 20-year build-out, \$325 million of tax revenue would be collected in NoMA over 10 years and \$662 million collected over 20 years.

## Employment

An additional 75,926 construction jobs (or 7,593 jobs per year over a 10-year build-out) and an additional 857 permanent retail jobs would be generated by full build-out of the NoMA area. Assuming, conservatively, that 25 percent of these jobs will go to District residents, this means an additional 18,982 construction jobs and an additional 214 retail jobs for District residents.

## Spending

An additional \$235 million of annual retail spending (city-wide, not just in NoMA) would be generated by new District residents and office workers located in NoMA. NoMA residents and workers would also generate an additional \$14 million of annual Metro spending. Assuming 25 percent participation by LSDBE contractors in the design and construction of NoMA's many projects, an additional \$2 billion in development revenue could go to LSDBE contractors over the full build-out of the area.

Summary of Fiscal Impact: NoMA Development				
Tax Source	Cumulative Taxes Collected (in 2006 dollars)		Cumulative Taxes Collected (in 2006 dollars)	
	10-Year Build Out	20-Year Build Out	10-Year Build Out	20-Year Build Out
	Over 10 Years	Over 20 Years	Over 10 Years	Over 20 Years
Income Tax	\$53,625,223	\$134,969,758	\$26,812,611	\$77,822,301
Unemployment Insurance Tax	\$15,833,838	\$38,243,664	\$8,333,599	\$23,341,207
Real Property Tax (Construction)	\$80,419,511	\$80,419,511	\$107,949,182	\$119,796,351
Real Property Tax (Residential)	\$69,094,068	\$166,883,754	\$34,547,034	\$96,761,254
Real Property Tax (Commercial)	\$88,120,626	\$212,838,833	\$44,060,313	\$123,406,575
Hotel Tax	\$28,262,468	\$57,566,895	\$21,952,034	\$43,207,268
Motor Vehicle Excise Tax	\$1,926,267	\$1,926,267	\$1,926,267	\$1,926,267
Sales & Use Taxes	\$53,946,118	\$130,296,722	\$27,485,764	\$76,983,655
Public Utility Tax	\$6,806,317	\$16,439,382	\$3,403,159	\$9,531,756
Deed Recordation & Transfer (Land)	\$9,919,526	\$9,919,526	\$4,959,763	\$7,135,611
Deed Recordation & Transfer (Condos)	\$86,253,746	\$125,397,917	\$43,126,873	\$81,789,115
<b>TOTAL</b>	<b>\$494,207,709</b>	<b>\$974,902,228</b>	<b>\$324,556,600</b>	<b>\$661,701,360</b>

Summary of Employment Impact: NoMA Development			
Employment Source	Jobs Created (FTE)	Annual Jobs Created	
		10-Year Build-Out	20-Year Build-Out
Construction	75,926	7,593	3,796
Office (New to DC)	35,889	3,589	1,794
Permanent Retail (New to DC)	857	86	43
<b>TOTAL</b>	<b>112,672</b>	<b>11,267</b>	<b>5,634</b>

Prepared By: The Jair Lynch Companies (August 2006)

Summary of New Spending: NoMA Development			
Source of Spending generated by NoMA	New Spending from NoMA	Annual New Spending from NoMA 10-Year Build-Out	Annual New Spending from NoMA 20-Year Build-Out
Annual Retail Demand (New Residents)	\$34,031,250	\$3,403,125	\$1,701,563
Annual Retail Demand (New Office Workers)	\$186,622,222	\$18,662,222	\$9,331,111
Annual Metro Usage (Residents & Office Workers)	\$14,395,833	\$1,439,583	\$719,792
Construction Revenue to DC Contractors (25% LSDBE Participation)	\$2,050,000,000	\$205,000,000	\$102,500,000

Prepared By: The Jair Lynch Companies (August 2006)

## Program: Assumptions for Economic Input

The development program proposed by the DC Office of Planning is the basis for this analysis. Basic details of the program include:

### RESIDENTIAL

- 10 million SF of residential
- Average SF per household = 1,000 SF
- Number of new households = 10,000
- Affordable component = 8% (4% at 80 AMI and 4% at 50 Area Median Income(AMI))
- Assumes all units are for-sale, not rental.
- Market rate sales price = \$500 per SF

### COMMERCIAL

- 10 million SF of office
- 300,000 SF of retail

### PARKING

- Parking development costs not included.
- Parking space sales prices (for residential units) not included.
- 20,000 commercial parking spaces.
- Rent = \$10 per day per space, 350 days per year.

### HOTEL

- 1,600 hotel rooms
- 4 hotels, 400 rooms each

*Implementing*

# APPENDICES

<b>APPENDIX A:</b>	<b>RECENT, PROPOSED &amp; PLANNED DEVELOPMENT</b>
<b>APPENDIX B:</b>	<b>ZONING, BID &amp; SPECIAL ASSESSMENT BOUNDARIES</b>
<b>APPENDIX C:</b>	<b>SUPPORTING TRANSPORTATION DATA</b>
<b>APPENDIX D:</b>	<b>SUPPORTING MARKET ASSUMPTIONS</b>
<b>APPENDIX E:</b>	<b>NCPC'S NATIONAL CAPITAL URBAN DESIGN &amp; SECURITY PLAN</b>
<b>APPENDIX F:</b>	<b>STREET DESIGN SECTIONS SHOWING PUBLIC SPACE</b>

# APPENDIX A: RECENT, PROPOSED & PLANNED DEVELOPMENT

## NoMA Developments, Redevelopment Area Boundary by Section

Section A															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
1	175 R Street		131,905		131,905								yes	Footprint x 5 Stories	1.4
2	XM Satellite Radio		62,000		62,000										
3	XM Satellite/Qwest		221,346		221,346								yes		
4	Federal Express		207,574					207,574					?	Footprint x 2 Stories	
21	Capitol Overlook		12,000	12,000								??			4,634
22	ATF Headquarters	GSA	438,000		438,000	423,000								Retail was measured from plan.	
28	The Eckington	Trammel Crow	165,000		17,000.00						148,000			242 rooms, 10000 sf conf space	
55	Capital Commerce Center	Fairfield Development	750,000	750,000								700		Footprint x 6 Stories	
56	Pepco Site	Trammel Crow	550,000	550,000								450-550		Footprint x 6 Stories	130
57	Washington Gateway	Greenebaum & Rose	650,000	325,000	325,000	325,000						??			
58	Jemal's Gateway	Douglas Developments	3,000,000	1,500,000	1,500,000	1,500,000						??		**	
59	Capitol Square	Morgan Stanley	650,000		650,000	650,000									
<b>Max Total Sq Ft:</b>			<b>7,487,825</b>	<b>2,587,000</b>	<b>3,345,251</b>	<b>2,898,000</b>	<b>0</b>	<b>0</b>	<b>1,407,574</b>	<b>0</b>	<b>148,000</b>	<b>700</b>	<b>0</b>	<b>0</b>	<b>6</b>

Section B															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
5	New York Avenue Metrorail Station														90
6	One NoMA Station	Bristol Group	408,000		408,000	408,000							yes		
23	Capitol Plaza (Phase I)	The Goldberg Co.	293,000.		293,000	293,000									
30	Capitol Plaza (Phase II-VI)	The Goldberg Co.	1,700,000	850,000	850,000	850,000						??		** (Undefined use, 50/50 sq ft split is assumed.)	
31	NoMA Station	Bristol Group	1,400,000	700,000	700,000	700,000						??		**	
40	Electronic Equipment Facility		16,850					16,850					?		
41	First Place	J Street Development	1,000,000	450,000	550,000	500,000						??		**	
44	20 K Street		137,911												
45	90 K	Trammel Crow	295,000-1,300,000		295,000-1,300,000	295,000-1,300,000									
59	Capitol Square	Morgan Stanley	650,000		650,000.00	650,000									
60	Constitution Square	Stonebridge	2,000,000		2,000,000.00	1,975,000									
<b>Min Total Sq Ft:</b>			<b>7,900,761</b>		<b>5,746,000</b>	<b>5,671,000</b>						<b>0</b>	<b>0</b>		<b>90</b>
<b>Max Total Sq Ft:</b>			<b>8,905,761</b>	<b>2,000,000</b>	<b>6,751,000</b>	<b>6,676,000</b>	<b>0</b>	<b>0</b>	<b>154,761</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>90</b>

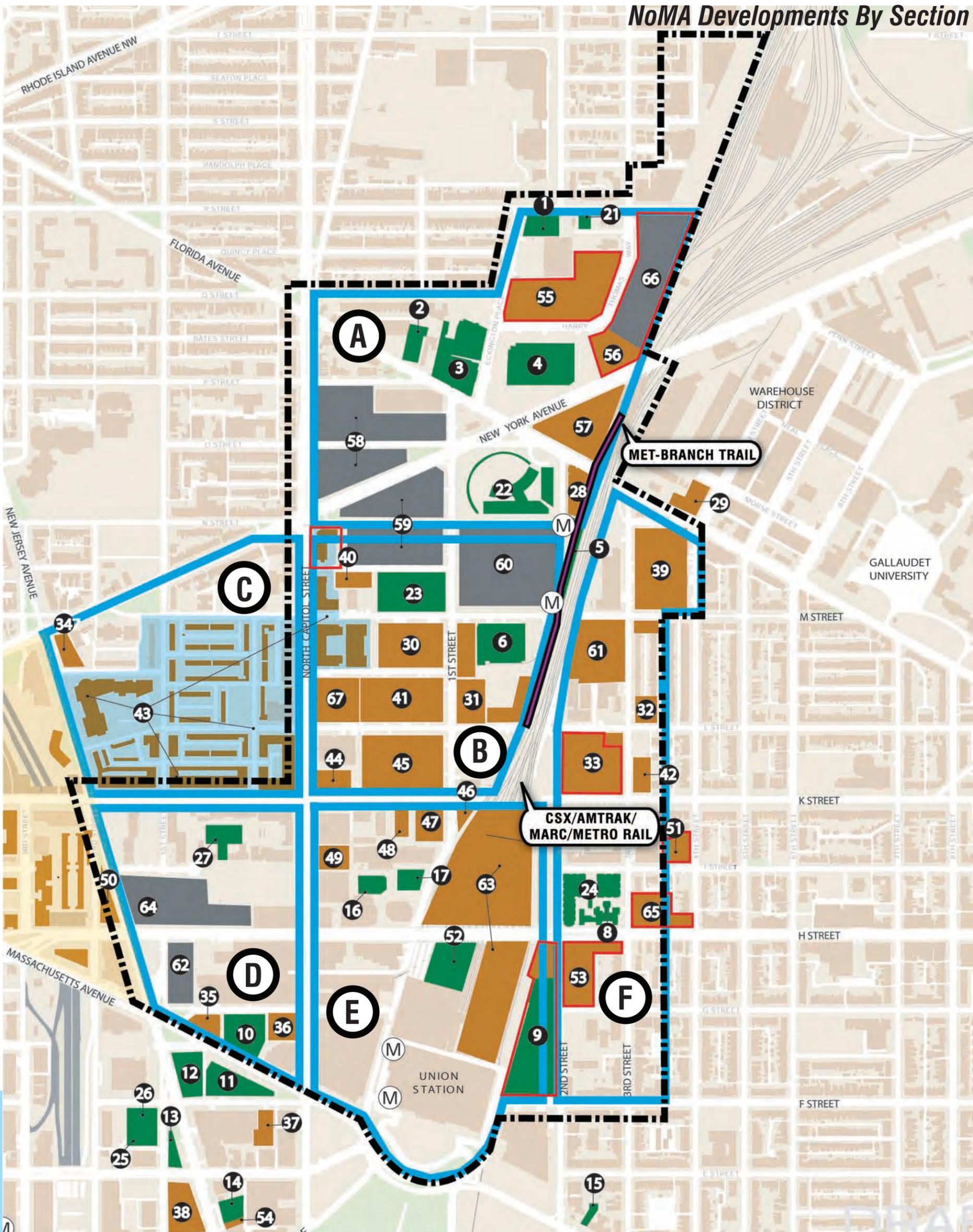
Section C															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
34	Augusta/Louisa Apartments		30,500	30,500										Footprint x 1 Story	
43	NW One & Mt Vernon Redevelopments		600,000	600,000										Footprint x 8 Stories	
<b>Max Total Sq Ft:</b>			<b>630,500</b>	<b>630,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Section D															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
10	Republic Square	Republic Properties	385,000		385,000	385,000									
27	Gonzaga College High School		82,300					82,300					yes	Footprint x 3 Stories	10.27
35	Gales School		38,640					38,640					?	Sq ft taken from Aug. 2004 OP doc.	7.30
36	Republic Square Phase II	Republic Properties	200,000		200,000	103,000									
62	G & New Jersey Avenue		510,000	255,000	255,000	255,000						??		** Footprint x 8.5 Stories	
64	801 New Jersey Avenue		1,131,690		1,121,890			9,800						*Data taken from PUD 830	
<b>Max Total Sq Ft:</b>			<b>2,347,630</b>	<b>255,000</b>	<b>1,961,890</b>	<b>743,000</b>	<b>130,740</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>18</b>

Section E															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
9	Station Place I-III	LDPG	1,525,500		1,525,500	1,525,500									
16	Union Center Plaza III		225,000		225,000	225,000									75
17	Union Center Plaza V		244,300		244,300	244,300									65
52	Union Station Parking Garage Extension														
46	101 K Street, LLC		77,836		77,836	77,836									
47	Capitol City Plaza	Carter-Cafritz	335,000		335,000	335,000									
48	65 K Street		310,194		310,194	310,194									85
49	Union Square III	Akridge	234,666		234,666	234,666									
63	Burnham Place	Akridge	2,000,000	1,000,000	1,000,000	100,000						??		**	
<b>Max Total Sq Ft:</b>			<b>4,922,552</b>	<b>1,000,000</b>	<b>3,922,552</b>	<b>3,022,552</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>229</b>

Section F															
Name	Developer	Square Footage									# of Residential Units	Renovation?	Comments	\$ (In Millions)	
		Total	Residential	Total Commercial			Education	Transportation/Communication	Industrial/Warehouse	Cultural/Entertainment					Hotel
				Office (w/in Comm.)											
8	Landmark Lofts	ABDO Development	240,000	240,000								150	yes	500 Total units when combined with Senate Square *We assume one unit = 1600 sq. ft.	
24	Senate Square	ABDO Development	560,000	560,000								350		500 Total units when combined with Landmark Lofts. *We assume one unit = 1600 sq. ft.	
32	The New Yorker	KL Associates	70,400	70,400								44		* We assume one unit = 1600 sq. ft.	
33	Union Place	Cohen Cos.	875,000	855,000	20,000							??		Numbers from John Walensham (ZOM)	
39	Wilkes Company	Wilkes Company	672,000	336,000	336,000	300,000								would require zoning change (as-of-right would be 300K office only)	
42	Greenbaum & Rose	Greenbaum & Rose	114,000	114,000								??		Numbers from John Walensham (ZOM)	
53	777 2nd Street		82,000	34,000	48,000										19
61	Uline arena	Douglas Developments	246,000	123,000	50,000									** Footprint x 3 Stories	
<b>Max Total Sq Ft:</b>			<b>2,859,400</b>	<b>2,332,400</b>	<b>454,000</b>	<b>300,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>73,000</b>	<b>0</b>	<b>544</b>	<b>0</b>	<b>0</b>	<b>19</b>
<b>Min GRAND Total Sq Ft:</b>			<b>26,148,668</b>	<b>8,804,900</b>	<b>15,429,693</b>	<b>12,765,929</b>	<b>130,740</b>	<b>0</b>	<b>1,562,335</b>	<b>73,000</b>	<b>148,000</b>	<b>1,244</b>	<b>0</b>	<b>0</b>	<b>362</b>
<b>Max GRAND Total Sq Ft:</b>			<b>27,153,668</b>	<b>8,804,900</b>	<b>16,434,693</b>	<b>13,639,552</b>	<b>130,740</b>	<b>0</b>	<b>1,562,335</b>	<b>73,000</b>	<b>148,000</b>	<b>1,244</b>	<b>0</b>	<b>0</b>	<b>362</b>

NoMA Developments By Section



LEGEND

**Construction Complete/Near Complete**

- 1 175 R Street
- 2 XM Satellite Radio
- 3 XM Satellite/Qwest
- 4 Federal Express
- 5 New York Avenue Metrorail Station
- 6 One NoMA Station, *Bristol Group*
- 8 Landmark Lofts, *ABDO Development*
- 9 Station Place I-III, *LDPG*
- 10 Republic Square, *Republic Properties*
- 11 20 Massachusetts Avenue
- 12 601 New Jersey Avenue
- 13 National Association of Realtors
- 14 Holiday Inn on the Hill
- 15 208 Massachusetts Avenue
- 16 Union Center Plaza III
- 17 Union Center Plaza V
- 21 Capitol Overlook

- 22 ATF Headquarters, *GSA*
- 23 Capitol Plaza I, *The Goldberg Co./Prudential*
- 24 Senate Square, *ABDO Dev.*
- 25 Erik Hotung Int. Law Center
- 26 Scott Ginsburg Fitness Center
- 27 Gonzaga College High School
- 52 Union Station Parking Garage Ext.

**Planned/Site Cleared/Proposed**

- 28 The Eckington, *Trammel Crow*
- 29 Washington Beef RFP
- 30 Capitol Plaza II-IV, *The Goldberg Co.*
- 31 NoMA Station, *Bristol Group*
- 32 The New Yorker, *KL Associates*
- 33 Union Place, *Cohen Cos.*
- 34 Augusta/Louisa Apartments
- 35 Gales School (Homeless Shelter)
- 36 Republic Square Phase II, *Republic Prop.*
- 37 20 F Street
- 38 Hyatt Regency Washington
- 39 The Wilkes Company
- 40 Electronic Equipment Facility
- 41 First Place, *Tishman Speyer*
- 42 Greenbaum & Rose, *Greenbaum & Rose*
- 43 North West One & Mount Vernon Redev.
- 44 20 K Street

- 45 90 K, *Greenebaum & Rose*
- 46 101 K Street, *J Street Development*
- 47 Capitol City Plaza, *Carter-Cairitz*
- 48 65 K Street
- 49 Union Square III, *Akridge*
- 50 Prevocational School Site
- 53 Capital Place, *Louis Dreyfuss*
- 54 415 New Jersey Avenue
- 55 Capital Commerce Center, *Fairfield*
- 56 Peppo
- 57 Washington Gateway, *MRP*
- 61 Uline Arena, *Douglas Dev.*
- 63 Burnham Place, *Akridge*
- 65 3rd & H Streets NE, *Stewart*
- 67 C & P Telephone Comp. Warehouse, *J Street Development*

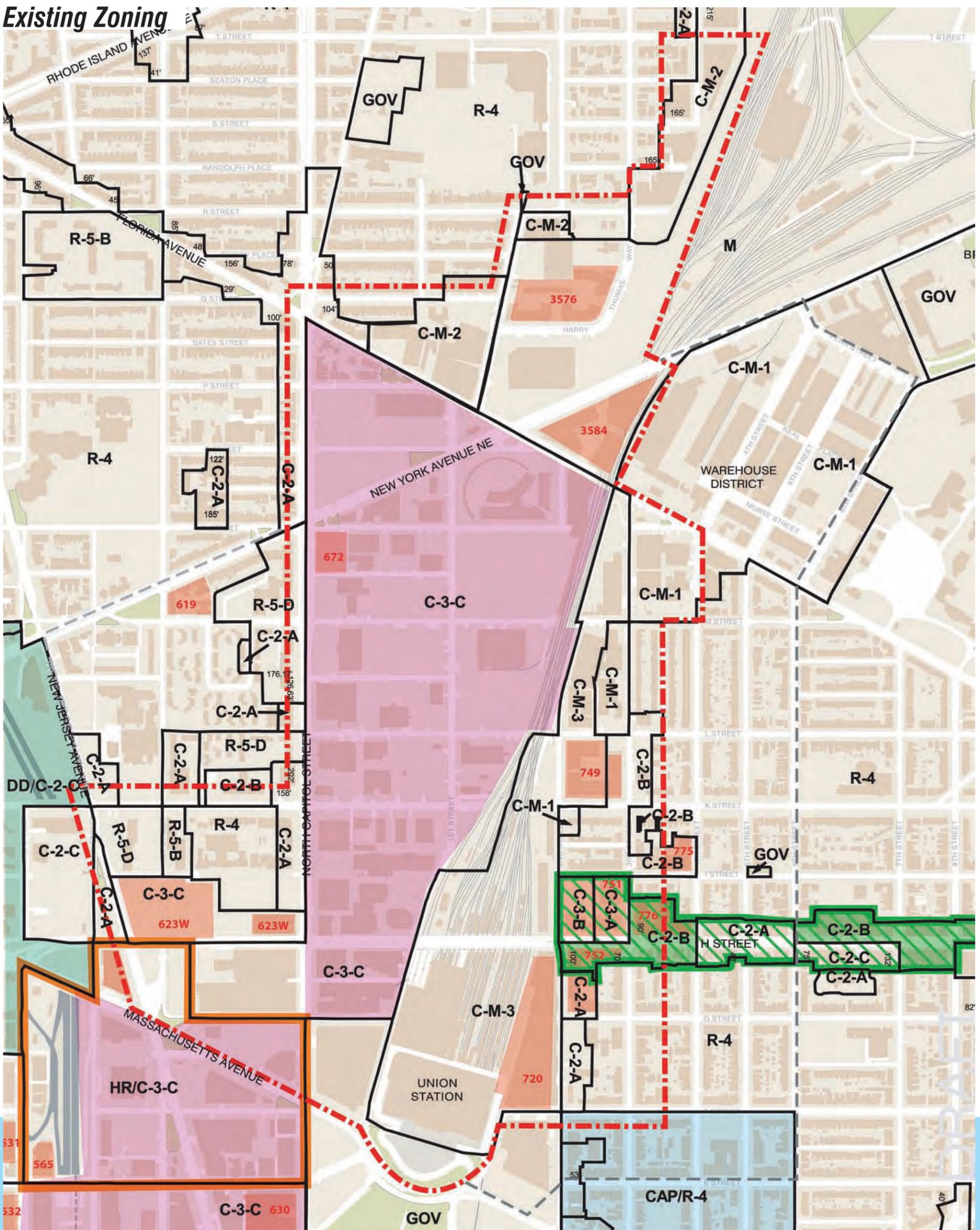
**Potential Development**

- 58 Jemal's Gateway, *Douglas Dev.*
- 59 Capitol Square, *Morgan Stanley/JBG*
- 60 Constitution Square, *Stonebridge Carras*
- 62 G & New Jersey Avenue
- 64 801 New Jersey Avenue
- 66 PEPCO Disposition Site

- Development Totals by Section
- Northwest One (Hope VI)
- Mount Vernon Triangle
- Planned Unit Developments Underway
- Study Area Boundary

# APPENDIX B: ZONING, BID & SPECIAL ASSESSMENT BOUNDARIES

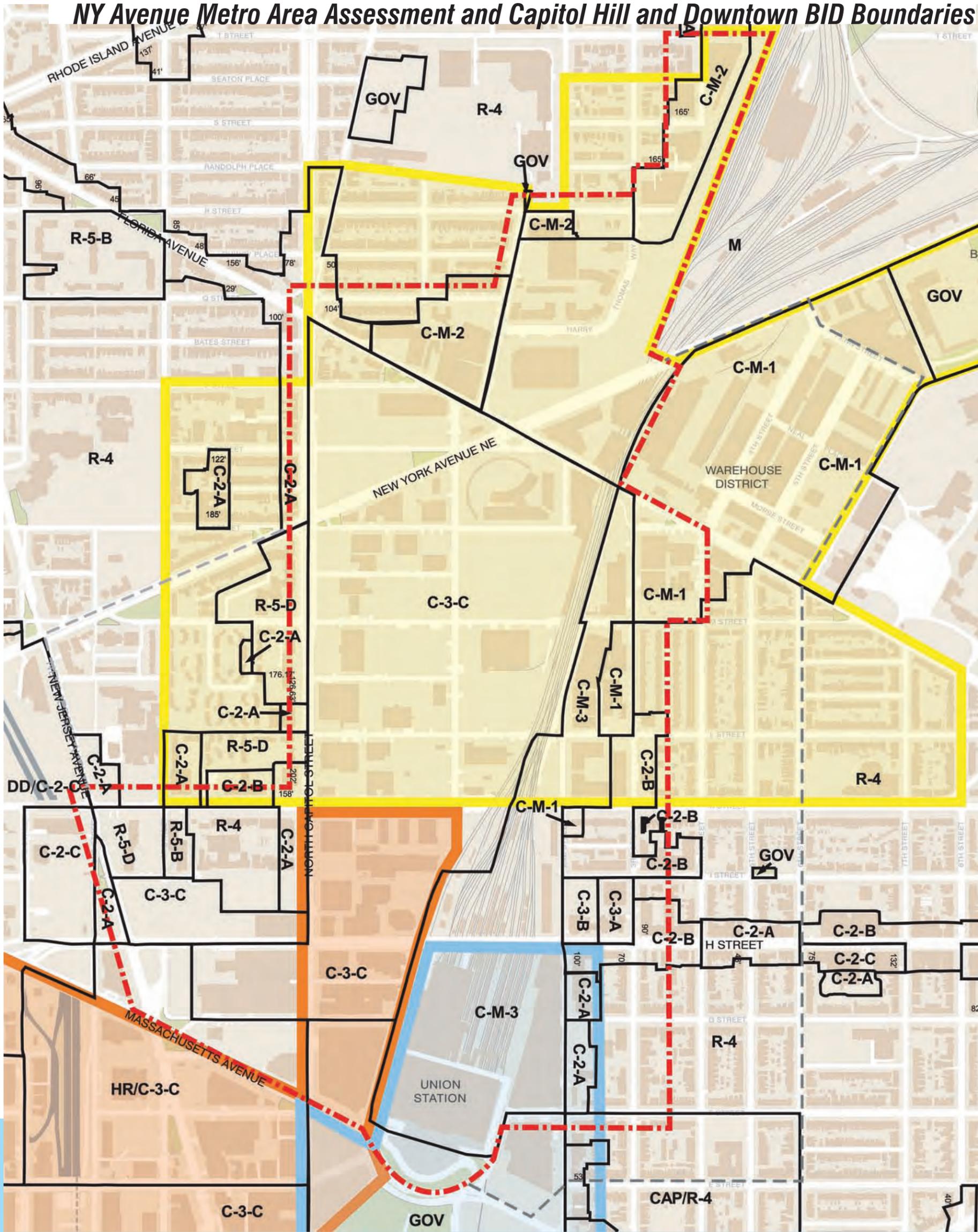
## Existing Zoning



## LEGEND

- C-M-1**  
Use: low bulk commercial and light manufacturing maximum FAR of 3.0 and a maximum height of three (3) stories/forty (40) feet, new residential prohibited
- C-M-2**  
Use: medium bulk commercial and light manufacturing maximum FAR of 4.0 and a maximum height of sixty (60) feet, new residential prohibited
- C-M-3**  
Use: high bulk commercial and light manufacturing maximum FAR of 6.0 and a maximum height of ninety (90) feet with, new residential prohibited
- M**  
Use: general industry maximum FAR of 6.0 and a maximum height of ninety (90) feet, new residential prohibited
- C-2-A**  
Use: low density, including office, retail, and residential uses to a maximum lot occupancy of 60% for residential use, max FAR of 2.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of fifty (50)
- C-2-B**  
Use: medium density, including office, retail, housing, and mixed uses to a max lot occupancy of 80% for residential use, a max FAR of 3.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of sixty-five (65) feet.
- C-3-C**  
Use: medium/high density development, including office, retail, housing, and mixed uses to a maximum lot occupancy of 100%, a max FAR of 6.5 for residential and for other permitted uses, and a maximum height of ninety (90) feet.
- GOV**  
Use: major federal tracts
- DD-C-2-C**  
Use: Downtown Development District - Permits incentives and requirements for Downtown sub-areas to a maximum FAR of 6.0 to 10.0, and a maximum height of one hundred-thirty (130) feet
- HR/C-3-C**  
Use: Hotel/Residential Overlay District - Permits development incentives for residential and hotel uses only, maximum FAR of 8.5, and a maximum height as permitted by the "Act to Regulate the Height of Buildings, June 1, 1910, as amended". A minimum of 2.0 FAR must be devoted to hotel or apartment house
- CAP/ R-4**  
Use: Capitol Interest District - Permits uses consistent with US Capitol Master Plan, to a maximum FAR of 1.8, and a maximum height of three (3) stories/forty (40) feet
- H St NE Amendment** (Change from C-2-A to C-2-B)  
Use: medium density development, including office, retail, housing, and mixed uses to a max lot occupancy of 80% for residential use, a max FAR of 3.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of sixty-five (65) feet
- H St Overlay**
- TDR: Transfer of Development Rights Receiving Zones**
- PUD: Planned Unit Development**
- 000** Block Number
- Site Boundary**

NY Avenue Metro Area Assessment and Capitol Hill and Downtown BID Boundaries



**LEGEND**

- NY Ave Metro Special Assessment District
- Downtown Business Improvement District (BID) Boundary
- Capitol Hill BID Boundary



Note: See page 5.3 for recommended NoMA BID Boundary

## Supporting Transportation Data

### 1. Traffic Projections

Traffic on New York Avenue is expected to increase by 37,700 vpd, or by 60 percent, from 63,300 to 101,000 vpd by 2025, according to the New York Avenue Corridor Study. Average weekday traffic on Florida Avenue would increase by 24,000 vpd, or by 77 percent, from 31,000 to 55,000 vpd. Traffic on North Capitol Street would increase by 17,900 vpd, or by 62 percent, from 29,100 to 47,000 vpd.

These increases are attributable, in part, to redevelopment of NoMa. Automobile, transit, pedestrian, and bicycle use would substantially increase, if and when the full development potential of NoMa is realized. Full NoMa development potential is estimated at approximately:

- Office: 10,000,000 S.F.
- Retail: 300,000 to 800,000 S.F.
- Residential: 10,000 D.U.'s

### 2. Existing & Proposed Street Circulation

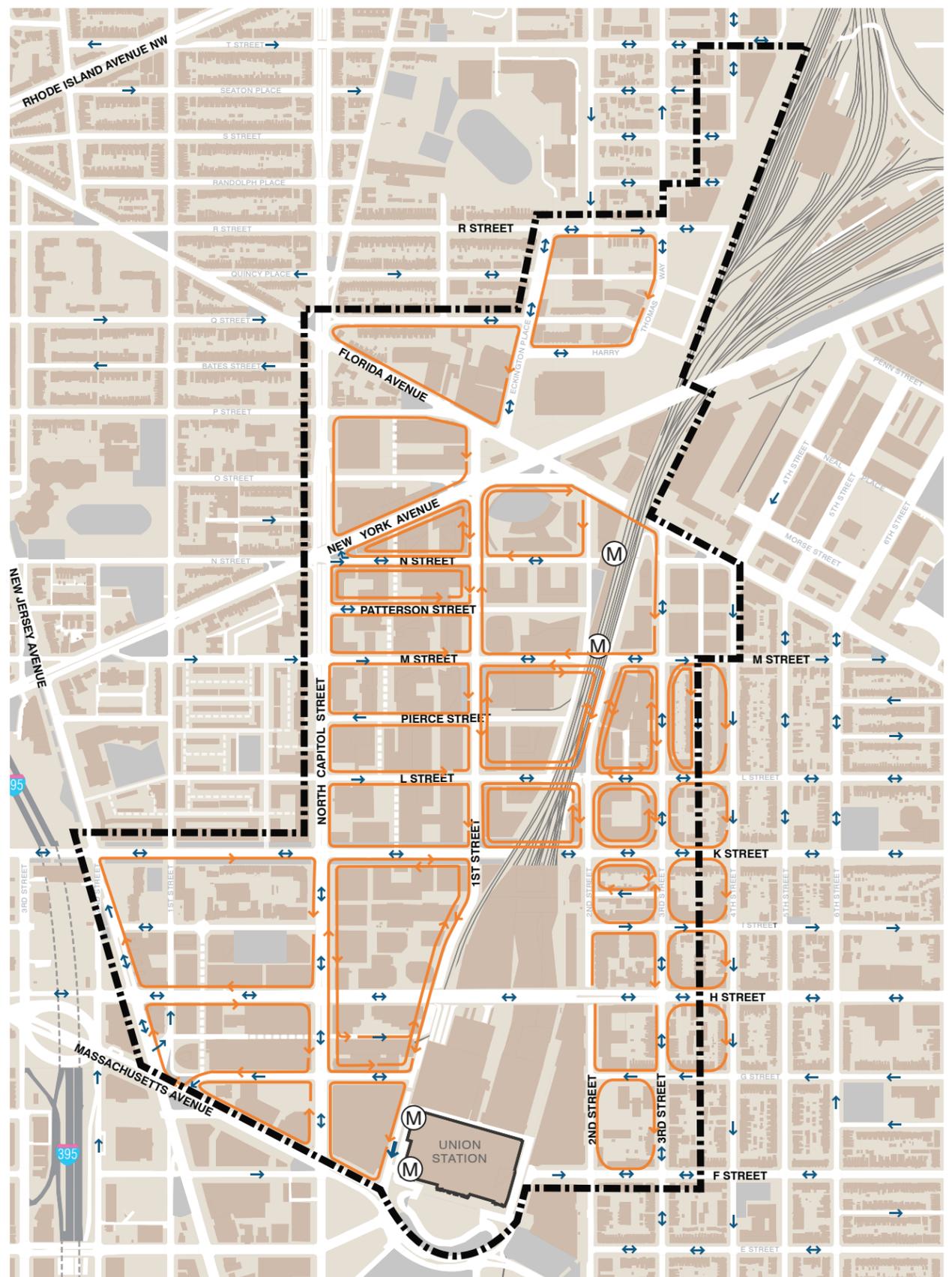
Existing street directions and around-the-block circulation patterns within NoMa are shown below. Clockwise circulation currently is possible around 22 blocks within NoMa; counter-clockwise circulation is possible around 15 blocks. Both clockwise and counter-clockwise circulation is possible around only eight blocks.

Proposed new streets, two-way street operations, and around-the-block circulation patterns within NoMa are shown on the facing page C.3. Clock-

wise circulation would be possible around 35 blocks, or 13 more blocks than at present. Counter-clockwise circulation would be possible around 24 blocks, or nine more blocks than at present. Both clockwise and counter-clockwise circulation would be possible around 19 blocks (more than double the number today). Clockwise circulation would increase by 59 percent; counter-clockwise circulation would increase by 60 percent, as a result of the recommended new links and street direction changes.

These uses ultimately could generate up to approximately 4,700 to 4,900 AM peak hour; 7,400 to 8,200 PM peak hour; and 47,000 to 55,000 daily vehicle-trips on an average weekday.

These estimates assume that 49 to 57 percent of all office trips, 27 to 36 percent of all retail trips, and 42 to 58 percent of all residential trips would be made on transit or some other non-auto mode, based on distance from the New York Avenue/Florida Avenue/Gallaudet University and Union Station Metro stations and experience in other Metro station areas in the Washington metropolitan area.



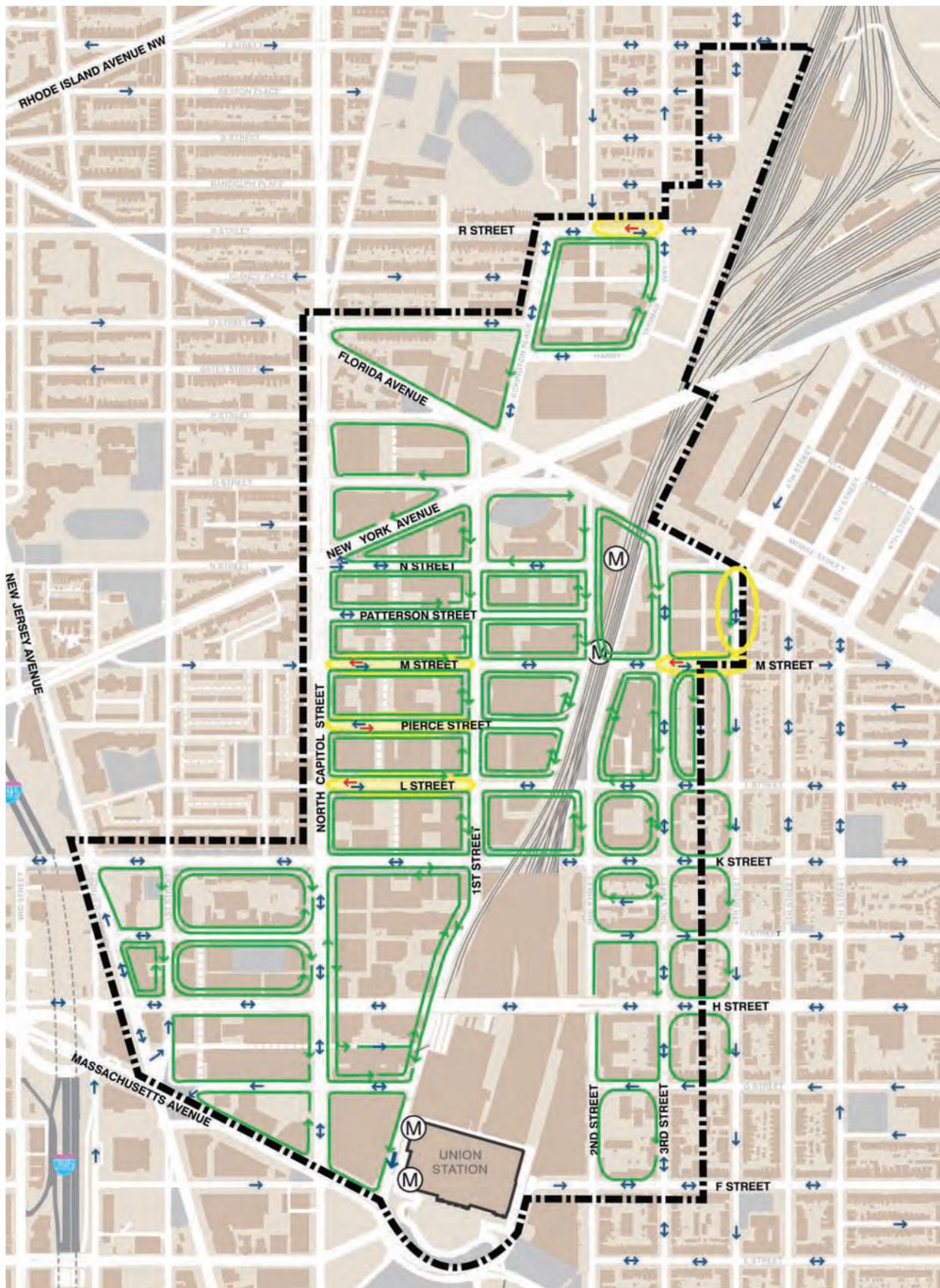
*Around the Block Circulation with Existing Roads and One-Way Streets*

### 3. Screenline Analysis

A screenline analysis is a useful tool for evaluating traffic counts and forecasts across a large planning area such as NoMA. A “screenline” is an imaginary line that crosses each of several north-south or east-west streets in order to project and count all traffic that crosses it. Such counts are a broad forecast and measure of traffic capacity and demand within a corridor rather than an individual street. Existing and projected future traffic volumes were measured along the north-south “screenline”, intersecting North Capitol Street, 1st Street NE, proposed 2nd Street extended between Pierce and M Streets. The east-west “screenline” crosses Florida Avenue, P Street, New York Avenue, N Street, Patterson Street, M Street, Pierce Street, L Street, K Street, H Street, G Place, and Massachusetts Avenue between North Capitol and 1st Streets. The following table shows the numbers of AM peak hour, PM peak hour, and weekday trips crossing these screenlines:

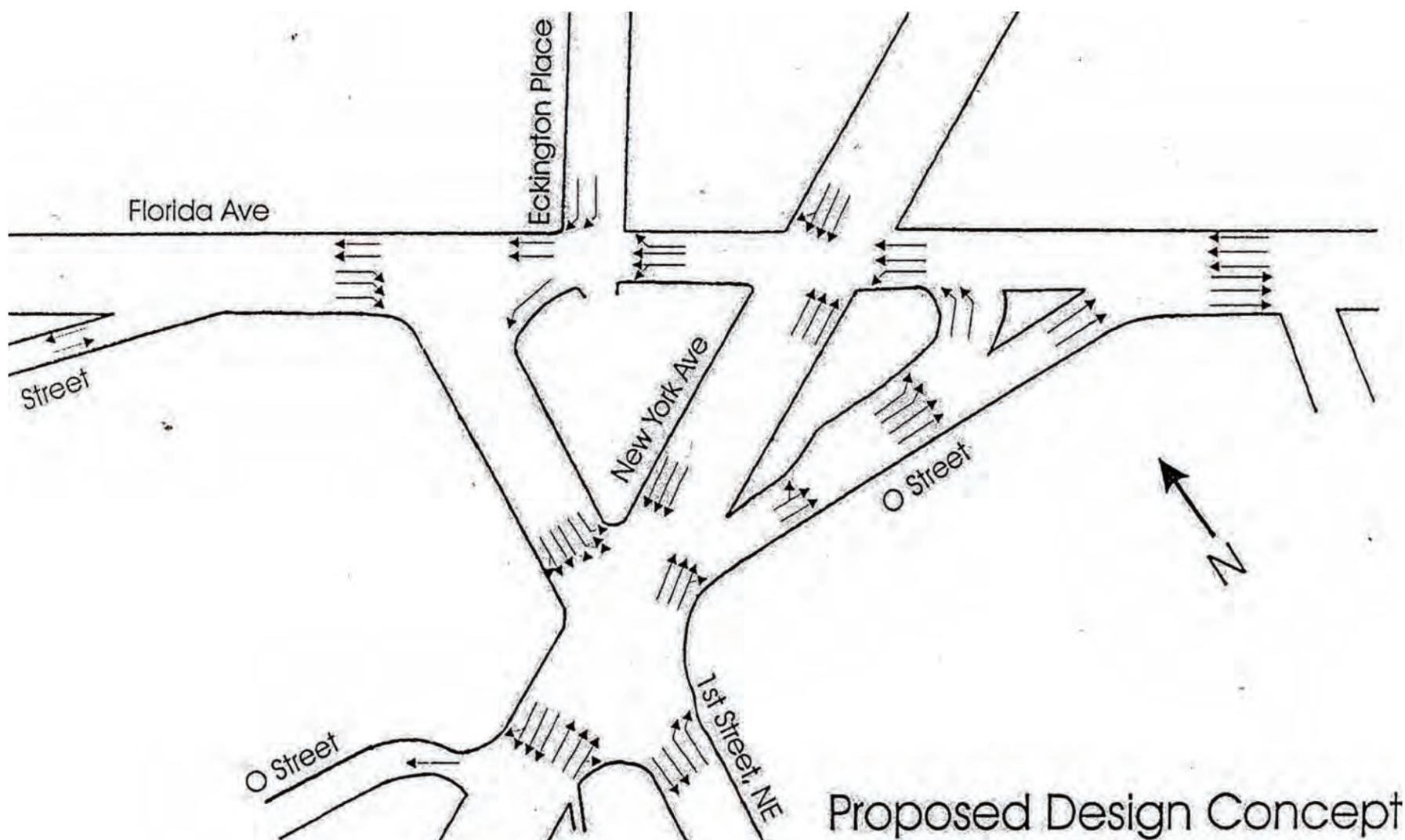
Screenline	AM Peak Hour	PM Peak Hour	Average Weekday (24 Hours)
<i>North-South Streets</i>			
<b>Existing Traffic</b>	3,250	3,850	38,600
Trips Per Lane (8 lanes)	405	480	4,825
<b>Future Traffic</b>	3,700	4,800	43,800
Trips Per Lane			
Without 2nd St. Extended (8)	460	600	5,475
With 2nd Street Extended (10)	370	480	4,380
<i>East-West Streets</i>			
<b>Existing Traffic</b>	12,300	14,575	145,750
Trips Per Lane (36 lanes)	340	405	4,050
<b>Future Traffic</b>	13,900	17,700	163,200
Trips Per Lane	385	490	4,530

2nd Street Extended would increase the number of north-south street lanes in the heart of NoMA by two, from eight to 10 lanes. This additional capacity would fully accommodate the additional traffic that likely would be generated by future development in the heart of NoMA. These additional lanes would not, however, address regional capacity deficiencies observed today and projected to worsen in the future, along New York Avenue, Florida Avenue, North Capitol Street, or major junctions such as the New York Avenue/Florida Avenue intersection. Regional solutions to these regional problems are needed.



Around the Block Circulation with Proposed New Roads and Two-Way Streets

4. Planned Interim Changes to New York and Florida Avenue Intersection (dubbed “Virtual Circle”)



5. Summary of New York Avenue Corridor Planning

The New York Avenue Corridor Plan identifies long-range solutions to the current congestion problems and intersection deficiencies. It includes two proposed intersection improvements that would increase traffic-carrying capacity and improve traffic safety:

1. **North Capitol Street/New York Avenue:** Remove the existing North Capitol Street underpass at New York Avenue and construct a new at-grade intersection.
2. **New York Avenue/Florida Avenue:** There presently is no consensus regarding a preferred plan for improving the New York Avenue/Florida Avenue intersection. Alternatives include:
  - a. Either construct a new bridge on New York Avenue over Florida Avenue, connecting the I-395 tunnel to the west that meets New York Avenue near 4th Street NW with the top of the New York Avenue bridge over the railroad tracks to the east, or
  - b. Extend the I-395 tunnel beneath Florida Avenue, coming to the surface east of the railroad, just west of 9th Street NE, or
  - c. Construct an at-grade street that favors local traffic over regional by-pass traffic.

Both alternatives “a” and “b” would meet local and regional traffic needs and accommodate additional turning movements. Pedestrian connections

across New York Avenue would be enhanced to better serve the New York Avenue/Florida Avenue/Gallaudet University Metro Station, existing neighborhoods, and a future NoMA neighborhood. However, the long-range grade-separated improvements to the New York Avenue/Florida Avenue junction such as alternative “a” do not allow traffic on 1st Street, N.E. to cross New York Avenue, thereby restricting access to NoMa.

Alternative “c” is a long-range solution that favors local traffic access and function over regional by-pass traffic capacity. It was recommended by the National Capitol Planning Commission/District Department of Transportation-sponsored charrette held in Summer 2006. An at-grade street connection between First Street NE, (NoMA’s “mainstreet”) and New York Avenue will enhance the NoMA neighborhood’s accessibility and visibility as well as better accommodate pedestrians and future transit lines on New York Avenue.

# Supporting Market Assumptions

## Economic Impact Analysis Assumptions:

### GENERAL

- The JLC assumes tax revenue will escalate annually at 2.6% for income tax revenue and 1.3% for all other tax revenue. These rates are consistent with the District's CPI estimates.
- JLC assumes that escalation will begin in year after tax is first collected, with the first year of tax revenue at the level determined using current data, unadjusted for year.
- JLC assumes that all developed space will become occupied at end of construction.
- JLC discounts cash flows at an annual rate of 10%.

### DISTRICT OF COLUMBIA TAX RATES

- Income Taxes: \$2,000 flat rate on first \$30,000, then 9.30% on income over \$30,000.
- Unemployment Taxes:
  - Standard tax rate of 2.7% (or average rate paid by all employers in the preceding year, whichever is higher) for new employers until they can be rated based on experience.
  - Maximum taxable wage per employee is \$9,000.
- Property Taxes:
  - Construction Period: 1.85% of land value for properties not yet fully developed (assumes all land exempted from vacant land tax of 5%).
  - Residential: 0.92% of value of each unit (based on sale price), after subtracting \$60,000 from the value of each unit.
  - Retail: 1.85% of value of rentable space (based on Net Operating Income of \$35 per SF and a cap rate of 8.5%).
  - Office: 1.85% of value of rentable space (based on Net Operating Income of \$25 per SF and a cap rate of 8.5%).
- Hotel Taxes:
  - Transient Residential Tax: 14.5% of room revenue.
- Motor Vehicle Excise Taxes:
  - Vehicles 3499 lbs. or less: 6% of fair market value.
  - Vehicles 3500 lbs. or more: 7% of fair market value.
- Sales & Use Taxes:
  - Retail: 5.75% of annual retail sales (based on spending by new DC residents and new DC office workers in DC).
  - Parking: 12% of revenue from the daily rental of parking spaces.
- Public Utility Taxes:
  - Residential: 11% of annual utilities use (based on estimated usage of \$1.28/sf for electric, \$0.32/sf for water & sewer, and \$0.32/sf for gas).
  - Commercial: 10% of annual utilities use (based on estimated usage of \$1.75/sf for electric, \$0.15/sf for water & sewer, and \$0.32/sf for gas).
- Deed Transfer Tax: 1.5% of fair market value (purchase price of land and projected sales price of condominiums).
- Deed Recordation Tax: 1.5% of fair market value (purchase price of land and projected sales price of condominiums).

### LAND VALUE

- Land value is based 20.5 million SF of build-out at an average acquisition price of \$50 per SF.

### DEVELOPMENT SCHEDULE

- 10-Year Build Out assumes that 10% of development, evenly distributed across product type, will begin in 2007, with an estimated two-year duration until completion. Each year another 10% of build out will commence. For hotels, assumes development of a new hotel approximately every 2.5 years.
- 20-Year Build Out assumes that 5% of development, (for office and residential) evenly distributed across product type, will begin in 2007, with an estimated two-year duration until completion. Each year another 5% of build out will commence. For hotels, assumes development of a new hotel approximately every 5 years.

### RESIDENTIAL

- JLC assumes, for the purposes of this order-of-magnitude analysis, that 100% of residential development will be for-sale product.
- JLC assumes that 25% of residential households purchasing condominium units will be new District residents. JLC assumes that all new District residents will purchase their units at market rate.
- JLC assumes that each household purchasing a condominium unit has an income equal to the minimum annual income required of a household paying 33% of its annual income to purchase a home.
- JLC assumes that the average taxable income of these households is 80% of annual income.
- JLC assumes that the affordability requirement tied to development

in NoMa is that eight percent of by-right development be affordable, with half that amount to be affordable at 80 percent of AMI and half to be affordable at 50 percent of AMI. (This is the language in the current mandatory inclusionary zoning legislation before the DC Council at the time this report is being prepared.)

### UNEMPLOYMENT TAXES

- JLC assumes that all new office workers will receive wages exceeding \$9,000.
- JLC assumes that employers will pay the standard tax rate of 2.7% throughout the term of the analysis.

### HOTEL TAXES

- JLC assumes an average annual occupancy rate of 71.8%.
- JLC assumes an average annual room rate of \$182.02.

### MOTOR VEHICLES

- JLC assumes that each new DC household will have one vehicle.
- JLC assumes 50% of vehicles weigh 3499 lbs. or less and 50% of vehicles weigh 3500 lbs or more, with an average tax rate of 6.5% of market value.
- JLC assumes fair market value is \$20,000 per vehicle.

### RETAIL SALES

- JLC assumes average retail sales of \$500 per SF for all new retail.

### NEW RETAIL SPENDING

- JLC assumes that new residents will spend approximately 25% of household income on retail goods and services. JLC also assumes that these households will do 33% of their retail spending in the District.
- JLC assumes that each office worker would spend \$20 daily, over 260 work days per year.

### CONSTRUCTION PERIOD PROPERTY TAX

- JLC assumes that all land will be taxed at the development period property tax rate in 2006, with the amount of land taxable as under development decreasing by 10% per year under the 10-year build out model and by 5% per year under the 20-year build out model. The corresponding incremental increase in developed land is taxed at either the residential or commercial property tax rates.

### DEED TRANSFER AND RECORDATION TAXES

- JLC assumes land value based on an average \$50 per FAR SF land value.
- JLC assumes that the developer will maintain ownership of the retail and office portions of the project, with no deed transfer or recordation tax paid on this portion of the property.
- For the purposes of this analysis, JLC assumes that 7% of delivered residential units will be re-sold each year.

### NEW EMPLOYMENT

- JLC estimates the retail portion of the build out will result in one full-time equivalent job for each 350 SF of retail space, and that 25% of the positions created will be filled by District of Columbia residents.
- To estimate construction employment, JLC assumes that 50% of total development costs (less land acquisition) goes to labor expense and that the average annual construction industry wage, including benefits, is approximately \$54,000 in the District of Columbia. JLC assumes that 25% of these jobs will be held by District residents. Under District policy, 51% of any new jobs should go to District residents.
- JLC assumes office development of 10 million SF, at 85% efficiency, and 5% vacancy rate resulting in one office employee for every 225 SF of office space and that 100% of office workers are new to the District of Columbia.
- JLC assumes that 100% of office jobs (and consequently, office workers, are new to the District of Columbia (i.e., the positions were not previously located in the District, even if the workers are or were District residents).

### ECONOMIC OUTPUT FROM DEVELOPMENT

- JLC assumes a potential for LSDBE participation in development of approximately 25% of projected TDC.

### METRO USAGE

- JLC assumes that 50% of new residents and 50% of all office workers (regardless of whether they are District residents or not) will use METRO on a daily basis.
- JLC assumes an average fare of \$1.50 (\$3 roundtrip).
- JLC assumes 250 days of METRO use per year.

## National Capital Planning Commission's National Capital Urban Design and Security Plan: An Overview

The commercial, cultural, and social vitality of Washington, D.C. depend upon the openness and access that have defined the city from its beginning. Security measures deployed around individual buildings may protect the occupants inside the buildings, but also have the potential to disrupt the public realm that constitutes the framework within which buildings function, impeding access to and movement through the surrounding streets and sidewalks.

In response to the accelerating demand for perimeter security projects for government office buildings since September 11th, the National Capital Planning Commission (NCPC) has developed the Urban Design and Security Plan and related design policies to guide the placement and design of perimeter security elements in the urban landscape. The plan and its policies are designed to limit adverse impacts of perimeter security on the urban realm and to incorporate projects seamlessly into the existing streetscape. NCPC's policies discourage security projects with barriers that limit access to or hinder movement through public space, those that set buildings back behind established building lines, and projects that require the elimination of ground floor retail. The policies specifically address:

- Limiting the use of physical elements, particularly those in public space
- Relying on operational security measures instead of physical measures
- Coordinating physical elements in precincts, rather than protecting each individual building
- Incorporating elements into the landscape and keeping them out of the public realm
- Hardening the building itself instead of introducing the elements into public space
- Designing curbside elements to read as a family of street furniture
- Building to established building lines rather than setting buildings back for security reasons
- Including ground floor retail

The Urban Design and Security Plan and its implementing policies are directly applicable to both federal and private tenants desiring perimeter security in NoMA. Large building setbacks that result in unanimated building yards and the exclusion of ground floor retail have the potential to deprive the development area of the very vitality that is necessary to attract tenants. Federal tenants seek office space in lively neighborhoods with amenities that will serve their employees. Bollards and other security elements that interrupt public space or create visual clutter detract from the overall quality of the urban realm. As NoMA develops from the ground up, the city is presented with a unique opportunity to incorporate creative security solutions invisibly into the urban fabric of this emerging district.

As NoMA emerges, perimeter security strategies should be incorporated into the public space design to avoid the need to add on physical security elements after the public realm has been developed. These perimeter security strategies need not result in additional physical security elements, but may be achieved more organically through streetscape and public space design at the outset.

Individual threat assessments should be used to customize solutions for each side of a building for which perimeter security is proposed. Design responses should relate to specific angle and approach speeds, as risks can vary according to the relative exposure of each building corner or façade. Not all sides of sensitive buildings need necessarily be protected to the same degree with physical security elements.

While NCPC recommends limiting the use of physical security solutions, many creative solutions can serve perimeter security needs. Lively public plazas with surrounding retail could serve as building setbacks for sensitive tenants. Through streets in sensitive areas could be designed to limit access to large vehicles, while trucks are limited to specific delivery hours or to designated streets. Ground floor retail space can be embedded in front of the hardened walls of sensitive office buildings. (See diagram on facing page.) In any case, perimeter security strategies should be tailored to meet the needs of the public realm, and should not be deployed in a manner that is harmful to the public realm's function or form. Building design, placement and ground floor uses should contribute to the vitality of the precinct as a whole.

### *There are six goals for The National Capital Urban Design and Security Plan:*

- Providing an appropriate balance between the need to accommodate perimeter security for sensitive buildings and their occupants and the need to maintain the vitality of the public realm.
- Providing security in the context of streetscape enhancement and public realm beautification, rather than as a separate or redundant system of components whose only purpose is security.
- Expanding the palette of elements that can gracefully provide perimeter security in a manner that does not clutter the public realm, while avoiding the monotony of endless lines of jersey barriers or bollards, which only evoke defensiveness.
- Producing a coherent strategy for deploying specific families of streetscape and security elements in which priority is given to achieving aesthetic continuity along streets, rather than solutions selected solely by the needs of a particular building under the jurisdiction of one public agency.
- Providing perimeter security in a manner that does not impede the City's commerce and vitality, excessively restrict or impede operational use of sidewalks or pedestrian and vehicular mobility, nor impact the health of existing trees.
- Identifying an implementation strategy that can be efficiently coordinated in the most cost effective manner.

### *Urban Design Framework:*

Street and landscape features are a major contribution to the framework of unique urban design contextual areas within the city. Unique streetscape design solutions exist for the following four street types, based on roadway widths, sidewalks, and building setbacks.

**Monumental Avenues** connect and define the most important areas of the city. The design of these avenues should emphasize streetscapes as a whole, rather than the parts, with attention given to axiality and formality.

**Diagonal Avenues** are typically wider than most city streets, have significant landscaping, and should be treated in a manner that emphasizes their landscape features. Significant tree cover and ground planting are appropriate elements to characterize the design of these streets.

**Special Streets** are those that make important connections or have been included in special planning areas. The streetscape designs of these streets should derive from and further reinforce their unique conditions and individual character.

**Grid Streets** are the consistent and repeated city streets, running at right angles to one another, north-south and east-west. Design should build upon existing streetscape standards of the District to provide continuity with previous design efforts and to minimize the contrast between security and streetscape elements.

### *Streetscape Design Solutions:*

High security design includes an array of streetscape elements that incorporate security components. Their composition and arrangement should respond to the various conditions and street typologies within the contextual areas. Streetscapes should be designed as an amenity to the public realm that will provide necessary security and not unduly impede street life activities and the normal movements of pedestrians and traffic.

### *Security Zones:*

The General Services Administration identifies several security zones located between a building and the street. All of the proposed perimeter streetscape design solutions occur within one of these three security zones:

**Building Yard:** The exterior space between the building and the sidewalk. Security components located here should complement the building architecture and the landscaping of the yard. When the security barrier is provided in this location, the sidewalk can remain free from all security elements. Security appears as an extension of the building, visually present yet seamlessly integrated.

**Sidewalk:** Located between the building yard and the curb. The sidewalks should be left open and accessible to pedestrian movement. Streetscape designs incorporating hardened versions of: parking meters, streetlights, benches, planters, and trash receptacles should be used to reinforce the pedestrian realm.

**Curb Lane:** The area of the street closest to the sidewalk, and location of curbside parking, passenger drop-off, loading and service vehicles. In very limited circumstances when curb land restrictions are contemplated, consideration should be given to using this portion of the roadway as a secure dedicated transit way to accommodate mass transit.

**Streetscape Security Elements:**

In developing security design solutions, no solution exists for every building and context. Landscape architects and urban designers should be consulted during the design development of streetscape elements to ensure that a scheme is appropriate to the setting and security needs of a specific building or site. The most common security elements include:

- Walls, terraces, and raised planting beds
- Trees and Individual Planters
- Knee Walls and Fencing
- Gatehouses
- Bollards
- Street Furniture

Hardened streetscape elements must respond to their contextual areas, reflecting the unique character through use of appropriate materials, scale, and design detail. Utilizing elements typically found along a streetscape such as benches, lampposts, and drinking fountains helps to prevent clutter and make security appear seamless. Items such as newspaper stands, bus shelters, and lampposts can all be designed with sleeves that fit over reinforced bollards or posts to stop a moving vehicle.

**Mobility and Parking:**

Security needs should be addressed by measures that have the least adverse impact on parking, traffic, and pedestrian circulation. Improvements of traffic flow also promote safety because they allow for faster emergency response and evacuation times when necessary.

**Recent Technology:**

NCPC highlights recent technology used for security protection, including:

**RK12 Security Architecture of New York's Tiger Trap™ System:**

Involves the placement of a specialized material under the surface of a building's perimeter that holds pedestrian/common sidewalk traffic, but collapses if a vehicle were to drive on the surface, preventing the vehicle from penetrating the perimeter.

**Vehicle Approach Analysis:**

The use of Vehicle Approach Analysis in making perimeter security decisions is a policy adopted by the NCPC. Final design and placement of perimeter security elements depends on a vector analysis, which seeks to understand the possible angles and speeds of approach around a site for any vehicular threat. Knowing the context of the site and the level of protection required will save money and allow for aesthetically pleasing streetscapes.

**Review Policy for Public Space:**

All development of a perimeter security design should have input from the agencies that have jurisdiction over the project. The NCPC has specific design review jurisdiction over federal and private sector development projects in the nation's capital, and the District Department of Transportation has jurisdiction over the installation of objects in the city's public space.

*Example of Embedded Retail*

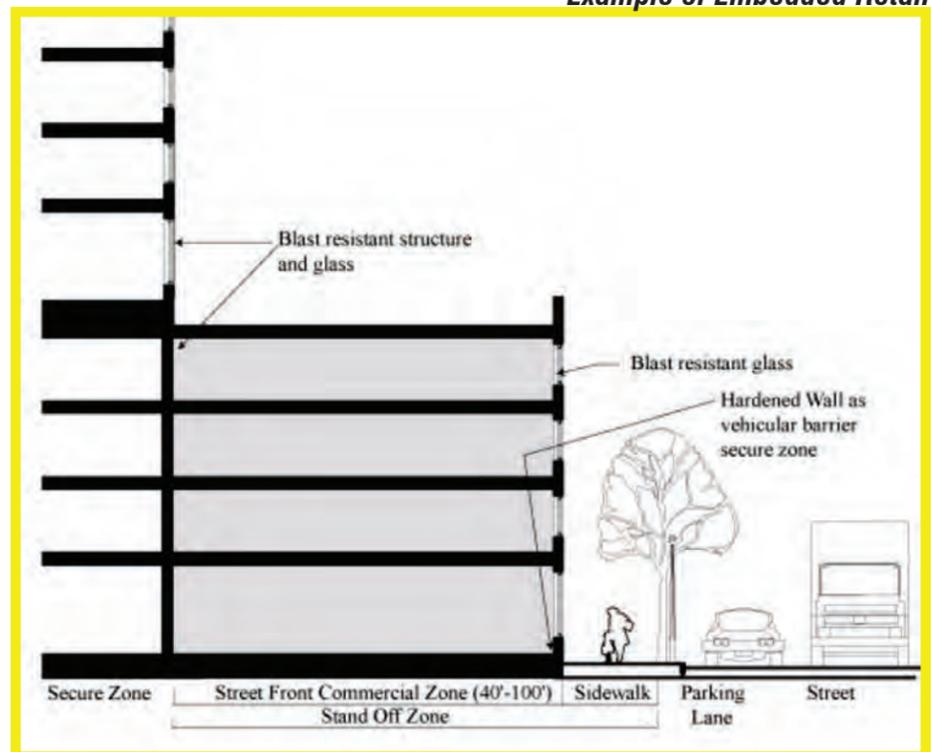


Image Courtesy of the National Capital Planning Commission

\* Text is taken directly from NCPC's National Capital Urban Design and Security Plan-October 2002

# National Capital Planning Commission's National Capital Urban Design and Security Plan Objectives and Policies

Adopted by the National Capital Planning Commission on May 5, 2005

## Intent and Applicability

Many aspects of security planning and design must be considered when designing security measures to protect buildings and their occupants. The following objectives and policies should be used as guidelines to address important city planning and design issues inherent to the construction of physical perimeter security in urban areas. They are intended to balance the need for perimeter security with the need to protect public space by keeping it open, accessible and attractive.

## Objectives

1. To protect the design principles inherent to Washington, D.C.'s historic plan
2. To strike a balance between physical perimeter security and the vitality of the public realm
3. To acknowledge that acceptance of a reasonable level of risk is inherent in striking an appropriate balance between security provisions and other planning and design objectives
4. To encourage a multi-faceted approach to the selection of appropriate security measures that considers design strategies such as structural engineering, window glazing, emergency egress and physical perimeter barriers
5. To limit the vulnerability from explosives entering or being placed adjacent to sensitive federal and private sector buildings

## Policies

### I. Security Measures

Using a variation of different risk management is effective in minimizing the placement and impact of security barriers on public space. In an urban environment, it is encouraged that more operational security measures and sensitive building design be used to minimize the impact of physical security barriers on public space, noting that the use of greater standoff distances are more appropriate to suburban or campus-like conditions.

### II. Physical Perimeter Security and Mobility

The following physical perimeter security policies strive to balance security with the needs of the city's multi-modal transportation system:

- a. Prohibit the permanent closure of streets or sidewalks within right-of-ways established by the L' Enfant Plan.
- b. Limit the temporary closure or restricted access to streets, parking lanes, or sidewalks to immediate continuity of critical government operations, and allowed solely during times of extraordinary security threats, or brief periods of time during extraordinary events or activities.
- c. Do not close, block or restrict access to streets necessary for emergency evacuation, except for brief periods when required for extraordinary events or activities.

### III. Physical Perimeter Security

Building hardening, operational procedures and risk management measures have little or no physical impact on public space. When physical perimeter security is necessary, it should be located within and integrated into the design of the building yard. As building yards aren't often found in urban areas, physical perimeter security measures may be necessary in public space. Placement in an unobtrusive manner that appropriately integrates the security barriers into an attractive urban landscape is essential.

### Barrier Placement and Design:

- a. Construct new buildings at established urban building lines.
- b. Provide habitable building space along the street frontage for public space or activated ground floor uses, such as retail or other commercial enterprises, as appropriate.
- c. Locate critical uses and operations in areas of the building that will minimize the need for placement of perimeter security in public space.
- d. Place perimeter security barriers in public space adjacent to an existing building only if the building yard is less than 20 feet.
- e. Integrate hardened existing streetscape, landscape or building site features into the topography of the site.
- f. Accommodate visual and physical public access to the building lawn and designated entries.
- g. Locate and arrange security barriers so that they are compatible with the placement of security barriers for other buildings on the street.
- h. Minimize placement of perimeter security barriers at intersections, corners and near cross walks. Always allow safe pedestrian waiting areas and pedestrian movement.
- i. Incorporate best design practices by arranging security barriers to:

- Comply with the American Disabilities Act (ADA) and Architectural Barriers Act (ABA)
  - Provide visual clues to signify important circulation routes
  - Allow sufficient clearances for access to and from transit stops
  - Ensure that maintenance equipment can access and maneuver within building yards, sidewalks, and plazas
  - Provide at least two feet from the face of the curb to the face of the barrier for loading and unloading of passengers and ease of access to public space.
- j. Prevent security elements at the curb from impeding pedestrian access to various permitted sidewalk and street activities.

### Urban Landscape Contextual Design

- k. Design security barriers to respond to the architectural and landscape context in which they are located, and to complement the special character of the associated building and precinct
- l. Incorporate physical perimeter security barriers within the building yard into the landscape design, including the use of low walls, fences, seating, and landscaping.
- m. Incorporate physical perimeter security barriers with decorative tree wells, planters, light poles, signage, benches, parking meters, trash receptacles and other streetscape elements.
- n. Plant new trees, and protect existing trees as they help minimize the visual impact and physical intrusion of the security barriers in the urban landscape.
- o. Respect established view corridors
- p. Strive for continuity and consistency in design while avoiding a reliance on the repetitive use of a single element such as continuous rows of bollards or planters.
- q. Security design should respond to specific building and site conditions, relational vehicle design speeds, angles-of-approach and pavement types.
- r. Include curbs, copings and retaining walls into the design to reduce the perceived height of the security barriers

### Vehicular and Pedestrian Controls

- s. Integrate the guard booth with the building design to minimize interruption of pedestrian movement along the pathway.
- t. Locate vehicular controls at building entries so that pedestrian movement along sidewalks is not blocked. Check points should be designed to allow for an off-street queuing space.

### Comprehensive Streetscape Design

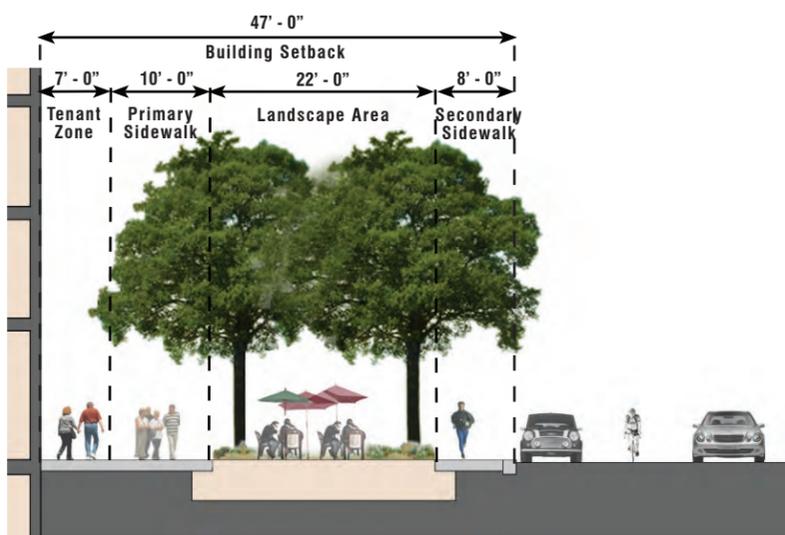
- u. Give special treatment to the Capital's monumental avenues to ensure that security projects are addressed comprehensively and emphasize the streetscape as a whole with attention to their formal and axial character.
- v. Emphasize the landscape features of diagonal avenues, including the use of significant tree and ground plantings.
- w. Reinforce the linkages and unique character of special streets within the city.
- x. Use security design on grid streets to build upon the existing streetscape standards and minimize the contrast between security and streetscape elements.

### Contact information for NCPC:

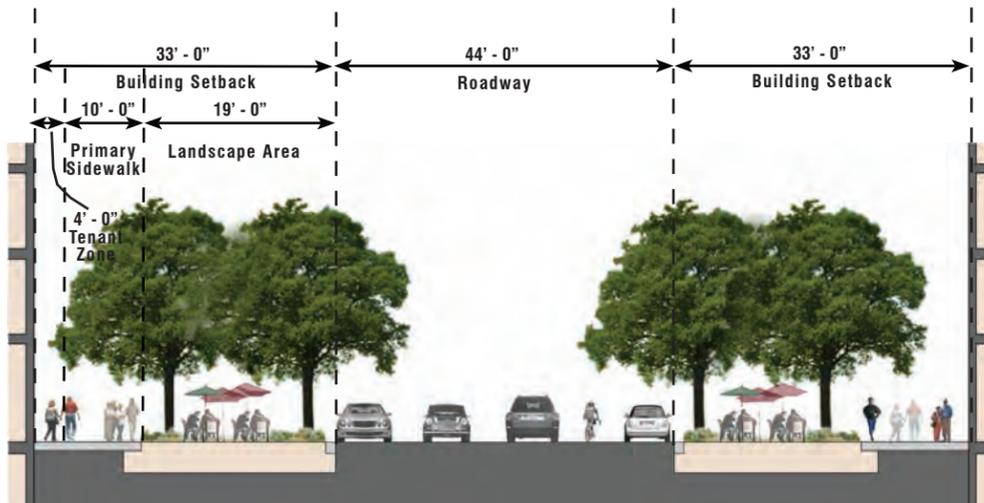
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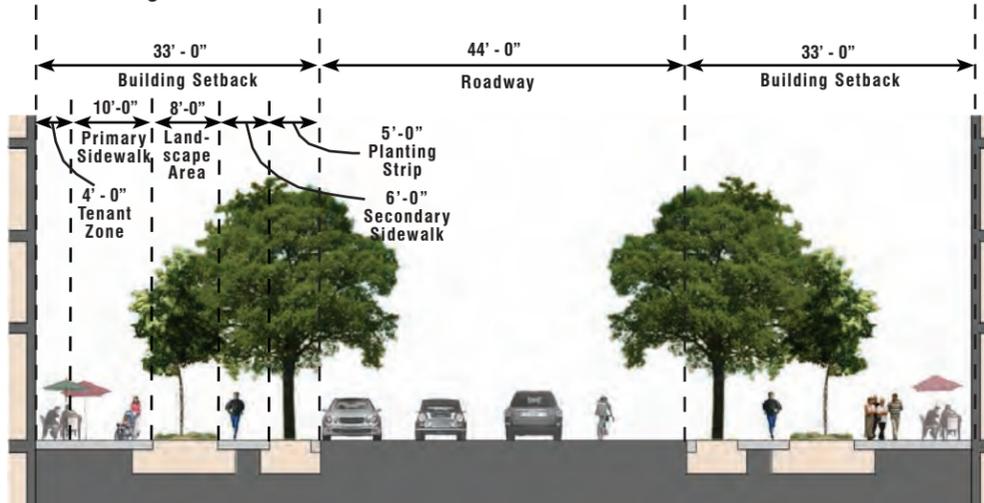
*\* The above text consists of selections from the National Capital Urban Design and Security Plan Objectives and Policies, relating to urban design and architecture guidelines that are applicable to security design within NoMA*



Section Through K Street Linear Park



Section Through First Street - NoMA Center Park



Section Through First Street - Typical

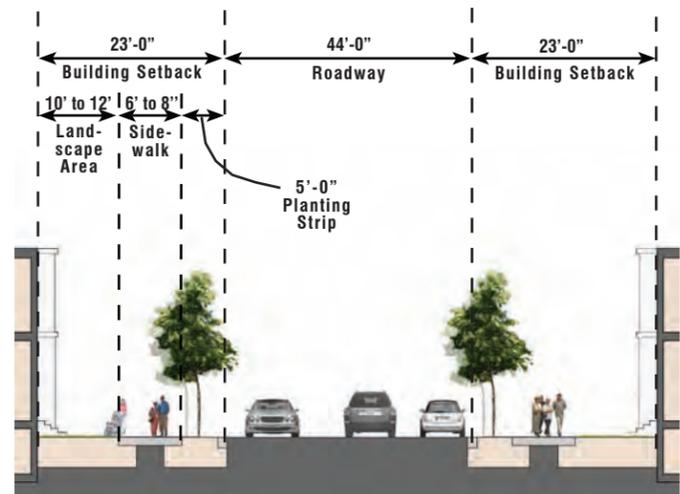
NOTE: For Landscape Guidelines for First Street see page 3.20.

### K Street Linear Park - Landscape Guidelines

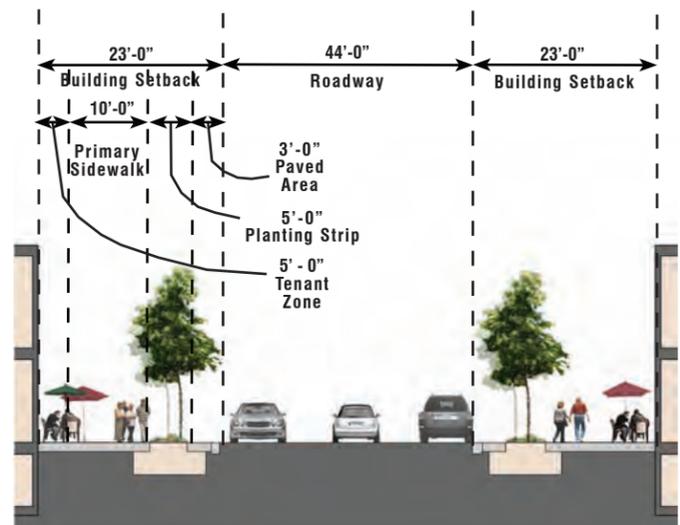
- K Street Public Space should be designed as a linear park.
- Sidewalk areas shall be warm-toned concrete with aggregate, scored 2'x2', with significant amounts of special paving to distinguish K Street from First Street and other neighborhood streets.
- Landscape area shall include a double row of trees, lush seasonal plantings to create a park-like setting.
- Outdoor seating is encouraged on sidewalk and in the landscaped area between the second row of trees.
- Mature flowering and shade trees shall be limbed-up 8'.
- Some evergreen trees are allowed.
- Vaults and above ground utilities are not allowed.
- Curb cuts are not allowed.

### First Street at NoMA Center Park - Landscape Guidelines

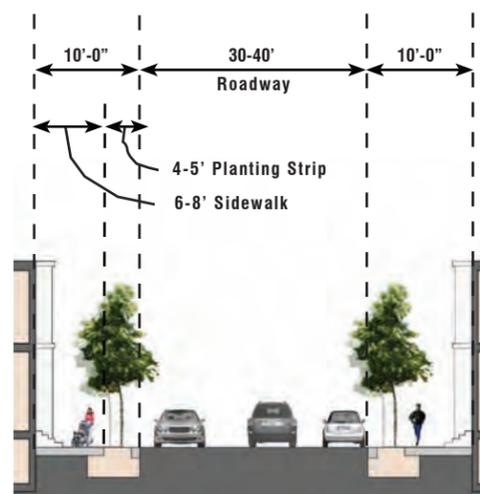
- Sidewalk shall be warm-toned concrete with aggregate, scored 3'x3', with special paving insets at key locations to be determined as part of public space review process.
- Landscape area shall include a row of trees, seasonal plantings, and public art.
- Outdoor seating is encouraged on sidewalk and in the landscaped area between the row of trees.
- All plants and shrubs shall be no higher than 24".
- Mature flowering and shade trees shall be limbed-up 8'.
- Evergreen trees are not allowed.
- Vaults and above ground utilities are not allowed.
- Curb cuts are not allowed.



Section through 90' Street Right-of-Way - Areas with Residential



Section through 90' Street Right-of-Way - Select Areas with Retail



Section Through Narrow Street - Typical

NOTE: More detailed design work for streets, sidewalks, and open spaces will be undertaken as part of proposed NoMA Public Realm Design Project, recommended for funding in Fiscal Year 2008.

### Smaller East/West Side Street - Landscape Guidelines

- Sidewalk shall be warm-toned concrete with aggregate scored 3'x3' with special paving insets at key locations to be determined as part of public space review process.
- Landscape area shall include a double row of trees, seasonal plantings, and public art.
- Planting strip shall include street trees.
- 4' paved area between secondary sidewalk and curb every 20' is required where there is on-street parking.
- All plants and shrubs shall be no higher than 24".
- Mature flowering and shade trees shall be limbed-up 8'.
- Evergreen trees are not allowed.
- Outdoor seating is encouraged in commercial areas.
- Stoops and porches are encouraged in residential areas.
- Vaults and above ground utilities are not allowed.

### East/West Side Street - Landscape Guidelines

- Sidewalk shall be warm-toned concrete with aggregate, scored 3'x3', with special paving insets at key locations to be determined as part of public space review process.
- Landscape area shall include a double row of trees, seasonal plantings, and public art.
- All plants and shrubs shall be no higher than 24".
- Mature flowering and shade trees shall be limbed-up 8'.
- Evergreen trees are not allowed.
- Outdoor seating and storefront projections are encouraged in commercial areas.
- Vaults and above ground utilities are not allowed.



## **Government of the District of Columbia**

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