PROJECT
Amendment 1 to the Revised Master Plan at the SEFC - Southeast Federal Center
Washington, DC

SUBMITTED BY
United States General Services Administration

REVIEW AUTHORITY
Advisory
Per the Memorandum of Understanding, dated June 6, 2005, between the General Services Administration and the National Capital Planning Commission regarding the transfer by sale and/or long-term ground lease to Forest City SEFC, LLC and the mixed-use development of the Southeast Federal Center

APPLICANT’S REQUEST
Comments on master plan

PROPOSED ACTION
Approve comments as requested

ACTION ITEM TYPE
Consent Calendar

PROJECT SUMMARY
The United States General Services Administration (GSA), in coordination with master developer Forest City Washington (FCW), is submitting Amendment 1 to accommodate changes and adjustments to the 2007 Revised Southeast Federal Center (SEFC) Master Plan. GSA is submitting this plan at this time to address the following:

- Aesthetics
- Land use
- Updates necessary to respond to changes in planning and zoning requirements
- Construction phasing that is inconsistent with the 2007 Revised Master Plan.

This proposal also includes changes in the evolution of retail development for this area, the introduction of a hospitality use, as well as corrections and adjustments to the 2007 Revised Master Plan illustrations. The 2016 Amendment 1 to the Revised SEFC Master Plan will supersede the 2007 version. The submittal provides a SEFC site development overview to date and describes the differences between the current 2007 Revised SEFC Master Plan and this 2016 Amendment 1 to the Revised SEFC Master Plan.

GSA states that this revision will have no additional impact on the SEFC site as it will maintain medium density and similar square footage of development associated with the 2007 Revised SEFC Master Plan. Also, the GSA revision confirms that there is no additional cumulative impact above the impacts denoted in the 2007 Revised Master Plan and original National Environmental Policy Act Record of Decision (NEPA ROD).
SEFC is a 42-acre site in Southeast, Washington, D.C. At full build-out, SEFC is anticipated to contain approximately 5.5 million square feet of development. Since 2007, GSA and FCW have consulted on three historic rehabilitation projects (Parcels K, M, and P1) and multiple new building projects (Parcels D, L2, N, O, and P) with the District of Columbia State Historic Preservation Office (DCSHPO), the Advisory Council on Historic Preservation (ACHP), and the Section 106 Consulting Parties in accordance with the Programmatic Agreement (PA) and have submitted these projects to both NCPC and Commission of Fine Arts (CFA) for 35% review in accordance with their respective Memorandums of Agreements (MOA). To date, FCW has constructed five buildings, the 5.5-acre Yards Park, and the 50-slip Yards Marina. The new or reconstructed buildings consist of the following:

- Parcel M – Foundry Lofts – 170 apartments, 8,000 sf of retail
- Parcel K – Boilermaker Shops – 30,000 sf of retail, 10,000 sf of office
- Parcel P – Lumber Shed Building - 15,000 sf of retail, 15,000 sf of office
- Parcel D – Twelve12 – 218 apartments, 50,000 sf Harris Teeter grocery store, 28,000 sf health club, 10,000 sf retail
- Parcel N – Arris Building – 327 apartments; 19,000 sf retail
- Historic Wall and Sentry Tower – historic restoration

KEY INFORMATION

- Forest City Washington is the master developer in charge of the redevelopment of the 42-acre Southeast Federal Center (SEFC), which is former property of the Washington Navy Yard. FCW will develop it into a mixed-use community adjacent to the Anacostia River. In May 2004, the Commission approved the Southeast Federal Center Master Plan.

- Per a 2005 Memorandum of Understanding (MOU) between NCPC and the GSA and related to the Southeast Federal Center Master Plan, NCPC reviews for comment and advice the 35 percent exterior building designs for conformity with the Urban Design Guidelines and Minimum Phase Performance.

- The Commission approved a Revised Southeast Federal Center Master Plan in 2007.

RECOMMENDATION

The Commission:

Approves the master plan amendment for the Southeast Federal Center that includes minor land use, roadway, phasing, building height and parking garage changes to the approved 2007 Revised Southeast Federal Center Master Plan.
PROJECT REVIEW TIMELINE

<table>
<thead>
<tr>
<th>Previous actions</th>
<th>May 2004 – Commission approved the Southeast Federal Center Master Plan</th>
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<td>June 2007 – Commission approved the Revised Southeast Federal Center Master Plan.</td>
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| Remaining actions (anticipated) | None |

PROJECT ANALYSIS

Executive Summary

Staff reviewed the amendment to the Southeast Federal Center Master Plan and has determined that the proposed changes are not significant departures from the approved 2007 master plan. Staff supports this proposal because these minor changes maintain the vision outlined in NCPC’s Extending the Legacy Plan. The Legacy Plan contemplated the future of southeastern Washington and recognized the planning efforts to activate the Southeast Federal Center and the Washington Navy Yard. Specifically, the plan envisioned a redeveloped SEFC with an active and easily accessible Anacostia Waterfront Park that would anchor an economically viable and pedestrian friendly M Street corridor. The Legacy Plan tied this vision to the greater redevelopment of the South Capitol Street corridor with activity spilling over to Poplar Point and Anacostia. A significant amount of this development has occurred and the revitalization of this part of the city is well underway. Therefore, staff recommends that the Commission approve the master plan amendment that includes minor land use, roadway, building height, phasing and parking changes.

Analysis

GSA is amending the SEFC Master Plan to reflect the development that has occurred and the proposed changes for future development. The following describe the proposed detailed changes by topic area and staff’s response to them:

Land Use

- Parcel D – the Revised Master Plan of 2007 showed Parcel D as a mix of office, residential, and retail uses. The Amendment #1 to the Revised Master Plan shows only residential on top of retail. The retail includes a grocery store and health club that wraps along the south side of the building.
- Parcel E1 – the use for Parcel E1 was originally anticipated to be residential but it will now be office.
- Parcel K – FCW originally anticipated that Parcel K (The Boilermaker Shop) would be all retail. During the leasing process, FCW determined that retailers were unwilling to lease
the second floor mezzanine space. As a result, FCW converted that to office space. The Amendment #1 to the Revised Master Plan reflects this mix.

- **Parcel L** – FCW originally anticipated Parcel L would be exclusively residential use. As the project progressed, FCW realized that a hotel at the SEFC would be complementary to the overall site redevelopment. With Parcel L’s central location, the northern end of the parcel (Parcel L1) is suitable for a hotel that is in reasonable proximity to Metro, and all of SEFC’ amenities. A hotel developer was selected in summer of 2016. The revised plan incorporates a new hospitality use on this parcel. To accommodate the change in use, the retail has been relocated to the east side of the parcel facing 3rd Street. The residential building will be located on Parcel L2.

- **Parcel P1** – FCW anticipated this building would be all retail. Similar to Parcel K, retailers were unwilling to lease the second floor space. As a result, FCW converted the second floor space to office.

- **Density Mix** – In addition to the changes described above, FCW has updated the density mix that is located in the table to represent existing conditions of completed buildings and buildings under construction. The changes are shown in blue.

- **Retail Mix** – The Revised Master Plan adjusts the location of existing and future retail. This change acknowledges that retail in certain locations has been difficult to lease. Amendment #1 to the Revised Master Plan better represents what is achievable in the retail leasing market.

- **Parcel H** – Updated to reflect a change of use, where the residential building is located on Parcel H1 and future office use on Parcel H2.

- **Parcel O** – Updated to reflect the bifurcation of the parcel, as approved during the 35% review where Parcel O1 is the condominium (for sale residential) building and Parcel O2 is the residential rental building.

**Staff analysis:** The land use changes listed above address current development trends. Staff is supportive of these minor changes and notes that they will not greatly alter the overall land use mix and density. Staff notes that as the development program and individual parcels have been designed, the overall program has decreased to 5.1 million square feet from the original estimate of 5.4 million square feet in the 2007 Master Plan.

**Building Height**

- GSA is proposing that Parcel H changes the allowed height from 110 feet to 130 feet.

**Staff Analysis:** Staff is supportive of this change because the Height of Buildings Act of 1910 will allow a 130-foot-tall building given this building fronts on 1st Street, SE - a 110-foot right of way. Staff also notes that the other buildings in this area will be of a similar scale.

**Phasing**

- The amendment switches the phasing of several parcels to better reflect the current understanding of the development potential for the SEFC.
Staff Analysis: Staff understands that the changes in phasing proposed to better reflect the market and is supportive of this change.

Parking Plan
- The amendment shows a reduction in parking for Parcels D, N, L and O to reflect changes in land use.

Staff Analysis: These are minor changes to reflect the current and future parking conditions. Staff is supportive of the changes which still require below-grade parking in the SEFC area and the removal of surface parking.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

The Workplace Element contains a number of policies related to the development of federal workplaces with communities. In particular, the Workplace Element supports the development of a variety of housing types near federal installations. The Element states that the federal government should “Support local agency efforts to create new housing options where federal workplaces are located or are planned to be located or expanded” and “Promote housing initiatives for a variety of housing options close to public transit or federal facilities.” The Washington Navy Yard, the Marine Barracks Washington, and the headquarters of the U.S. Department of Transportation, are all nearby and the 2.7 million square feet of residential uses in Southeast Federal Center will provide an opportunity for federal employees and contractors to live in a convenient location near the installations in conformance with the above Workplace Element policies.

The Transportation Element of the Federal Elements of the Comprehensive Plan policies are also supported by this Amendment to the Revised Southeast Federal Center Master Plan. It will continue to improve pedestrian movements and increase access between the Capitol Hill and Capitol Riverfront neighborhoods and the Anacostia River. In addition, housing proposed with the development is a few blocks from the Navy Yard Metrorail Station supporting “…transit-oriented development at Metrorail stations.”

The Amendment to the Revised SEFC Master Plan also includes pedestrian improvements which support policies contained within the Parks and Open Space Element of the Comprehensive Plan. Policies that “…promote public access along the region’s waterfronts” and to “…link open space along the waterfront to provide a continuous public open space system.” In addition, the development of the SEFC park along the Anacostia River helped to establish this connection to the Anacostia Riverwalk and link this area to the larger Anacostia Park system. This connection is a long standing goal as it was envisioned as part of the Extending the Legacy Plan, the Anacostia Waterfront Initiative and the Monumental Core Framework Plan.
**National Historic Preservation Act**

GSA executed a Programmatic Agreement (PA) with the D.C. Historic Preservation Office (DC HPO), as the State Historic Preservation Office, and with the Advisory Council on Historic Preservation. The PA guides review of proposals for the historic buildings on the site and for treatment of archaeological features and other site conditions and characteristics of the setting. The Southeast Federal Center is a historic district eligible for listing in the National Register of Historic Places. Since NCPC’s responsibility is to advise GSA on proposals at the Southeast Federal Center, the Commission has no NHPA obligation regarding this review.

**National Environmental Policy Act**

Pursuant to Section 3(f) of the Southeast Federal Center Public-Private Development Act of 2000 (Public Law 106-407), the Commission is acting in its capacity to comment on a proposal involving the Southeast Federal Center. Since NCPC comments are advisory for proposals at the Southeast Federal Center, the Commission has no NEPA obligation regarding this review.

**CONSULTATION**

**Coordinating Committee**

The Coordinating Committee reviewed the proposal at its October 11, 2016 meeting. The Committee forwarded the proposal to the Commission with the statement that it has been coordinated with all participating agencies. The participating agencies were: NCPC; the District of Columbia Office of Planning; the General Services Administration; the National Park Service, the District of Columbia State Historic Preservation Office, and the Washington Metropolitan Area Transit Authority.

**ONLINE REFERENCE**

The following supporting documents for this project are available online:

- Submission Package

Prepared by Carlton Hart  
10/27/2016

**POWERPOINT (ATTACHED)**
NCPC File #: MP03 - 6758
Southeast Federal Center
Master Plan Amendment

Southeast, Washington, DC

United States General Services Administration

Comments on Master Plan Amendment
Project Information

Commission meeting date: November 3, 2016
NCPC review authority: June 2005 MOU between GSA and NCPC
Applicant request: approval of comments on amended master plan
Delegated / consent / open / executive session: consent/open
NCPC Review Officer: Hart
NCPC File number: MP03 - 6758

Project summary:
At this time, GSA and FCW are submitting Amendment #1 for the SEFC Master Plan to accommodate changes and adjustments to the 2007 Revised Master Plan. GSA notes that this revision will have no additional impact on the SEFC site as it will maintain similar medium density and square footage of development associated with 2007 Revised Master Plan.

It will, address changes to the Master Plan since 2007 regarding the following:
• aesthetics,
• land use patterns,
• updates necessary to respond to changes in planning and zoning requirements, and
• construction phasing

These include the introduction of changes permitted under the newly amended Height Act, changes in DC Zoning requirements, evolution of retail development, the intention to introduce hospitality use, as well as corrections and adjustments to the 2007 Revised Master Plan illustrations. This 2016 Amendment #1 to the Revised Master Plan will supersede the 2007 Revised Master Plan. The following provides an SEFC Site Development Overview to date and describes the updates to and differences between the current 2007 Revised Master Plan and this 2016 Amendment #1 to the Revised Master Plan. Also, GSA notes that there is no additional cumulative impact above the impacts denoted in the 2007 Revised Master Plan and original NEPA ROD.
Southeast Federal Center – The Yards
• Redevelopment of an area that once was part of the Washington Navy Yard
• 5.5 million sq. ft. of development
• Land uses included: residential, office, open space, retail and cultural
• Includes a waterfront park with boat docks

Summary of Proposed Changes
• Land uses
• Roadway network (2nd Street and portion of Water Street)
• Phasing
• Building Height
Amended Land Use Plan – 2016

[Map of land use plan with various areas labeled, including Residential, Office, Cultural/Community, Retail, Primary Open Space, Office/Retail, and Hospitality.]
• Parcel D – The Revised Master Plan showed Parcel D as a mix of office, residential, and retail uses. The Amendment #1 to the Revised Master Plan shows only residential on top of retail. The retail includes a grocery store and health club that wraps along the south side of the building.

• Parcel E1 – Use for Parcel E1 was originally anticipated to be residential. This change in use to office is reflected in Amendment #1 to the Revised Master Plan.

• Parcel K – FCW originally anticipated that Parcel K (The Boilermaker Shop) would be all retail use. During the leasing process, FCW determined that retailers were unwilling to lease the second floor mezzanine space. As a result, FCW converted that to office space. The Amendment #1 to the Revised Master Plan reflects this mix.

• Parcel L – FCW originally anticipated Parcel L would be exclusively residential use. As the project progressed, FCW realized that a hotel at The Yards would be complementary to the overall site redevelopment. With Parcel L’s central location, the northern end of the parcel (Parcel L1) sets up nicely for a hotel that is in reasonable proximity to Metro, while also benefitting from the synergy of the Yards’ amenities. A hotel developer was selected in summer of 2016. The revised plan incorporates a new hospitality use on this parcel. To accommodate the change in use, the retail has been relocated to the east side of the parcel facing 3rd Street. The residential building will be located on Parcel L2.

• Parcel P1 – FCW anticipated this building would be all retail. Similar to their response to Parcel K, the retailers were cold to the idea of leasing this second floor space. As a result, FCW converted the second floor space to office. Amendment #1 to the Revised Master Plan reflects this mix.
Proposed Changes to Land Use Plan

• Density Mix – In addition to the changes described above, FCW has updated the density mix that is located in the table to represent existing conditions of completed buildings and buildings under construction. The changes are shown in blue.
• Retail Mix – The Revised Master Plan has been revised to adjust where existing retail is located and where future retail is anticipated. This change acknowledges that retail in certain locations has proved or is anticipated to be difficult to lease. Amendment #1 to the Revised Master Plan better represents what is achievable in the retail leasing market.
• Parcel H – Updated to reflect a change of use, where the residential building is located on Parcel H1 and future office use on Parcel H2.
• Parcel O – Updated to reflect the bifurcation of the parcel, as approved during the 35% review where Parcel O1 is the condominium (for sale residential) building and Parcel O2 is the residential rental building.
1. Parcel A1 has moved from Phase 3 to Phase 2
2. Parcel E1 has moved from Phase 1 to Phase 2
3. Parcels E2, E3, and E4 have moved from Phase 2 to Phase 3
4. Parcels H and I have moved from Phase 3 to Phase 2
5. Parcels L, N, and O have moved from Phases 1 and 2 to Phase 1
6. Parcels P1 and P2B have moved from Phase 2 to Phase 1
7. Parcel P3 has moved from Phase 2 to Phase 3
8. The square footage chart has been updated to reflect the revised totals in each phase. The revised numbers are shown in blue.
1. The Revised Master Plan has been edited to reflect the existing parking conditions of Parcels D and N and the planned parking program for Parcels L and O. All other parcels remain the same.
2. The legend was updated to match the plan. The revised numbers are shown in blue.
Building Heights

SITE SECTION - EAST / WEST

THE YARDS - SOUTHEAST FEDERAL CENTER

FIRST ST SE

PARCEL A
130' MAX @ FIRST ST
130' MAX @ NJ AVE

NEW JERSEY AVE SE

2ND ST SE

USDOT HEADQUARTERS

3RD ST SE

USDOT HEADQUARTERS

4TH ST SE

PARCEL D
112' MAX

7TH ST SE

PARCEL E1
(HISTORIC BUILDING 200)

9TH ST SE

PARCEL E3
110' MAX

SAG HILL AVE SE

SITE SECTION - EAST / WEST

THE YARDS - SOUTHEAST FEDERAL CENTER

FIRST ST SE

BALLPARK
110’ MAX

PARCEL H
130’ MAX

PARCEL I
110’ MAX

CANAL ST SE

2ND ST SE

WASHINGTON NAVY YARD

2ND ST SE

WASA

3RD ST SE

PARCEL M
(HISTORIC BUILDING 180)

4TH ST SE

PARCEL L
110’ MAX

5TH ST SE

PARCEL N
110’ MAX

7TH ST SE

PARCEL O
110’ MAX