



Ballpark District Urban Development Strategy

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A publicly assessible waterfront.



A vibrant mixed use district.



An exciting fan experience.



Interconnected open spaces and pedestrian ways.



A new retail district.



A waterfront destination.

Project Objectives and Purpose

The decision in 2004 by the Mayor and the District of Columbia City Council to locate the new Washington Nationals ballpark in SE Washington along the Anacostia River has been motivated by the desire to see this significant public investment serve as a catalyst for the achievement of multiple public objectives. In addition to restoring Major League Baseball to the nation's capital, the ballpark is viewed as an important opportunity to revitalize SE and SW Washington, to enhance the quality of the environment for residents and workers in the area, and to reinforce ongoing efforts to restore the Anacostia River as a citywide recreational resource. The significant concentration of publicly-controlled, undeveloped and underutilized land around the ballpark creates a unique opportunity for the District of Columbia to influence the form and character of the ballpark district and to participate in its successful implementation. The purpose of the Ballpark District Urban Development Strategy is to guide public improvements and private development in and around the ballpark to:

- Create a new place in the District of Columbia: a vibrant mixed-use waterfront destination on the Anacostia River.
- Provide an exciting and exceptional Major League Baseball fan experience, unique to the nation's capital.
- Provide benefit to and minimize negative impacts on existing surrounding residential neighborhoods.
- Reinforce the role of the Anacostia waterfront as a publicly accessible recreational resource.
- Create an interconnected network of well-designed neighborhood, ballpark and waterfront open spaces.
- Establish South Capitol Street as the principal north-south boulevard in Washington; and to
- Enhance the tax base for the District of Columbia allowing for reinvestment in the Anacostia Waterfront project area.



Context



Located along the Anacostia River and one mile south of the Capitol, the site is currently dominated by commercial service and light industrial uses.

The Ballpark District Urban Development Strategy focuses on a 60-acre area bounded by M Street on the north, South Capitol Street on the west, New Jersey Avenue on the east, and the Anacostia River on the south. It sets forth design principles and criteria for the key public improvements and public and private develop-

ment that will create the urban environment around it. The document illustrates potential design solutions as examples of how the principles and criteria might be implemented; it is recognized that the ultimate design solutions may vary in configuration from these examples.



The Washington Nationals ballpark will be situated at the heart of an emerging new neighborhood along the Anacostia. Above images clockwise from top left: existing industrial activity along the river; Capper Carrolsburg Hope VI project; the proposed SEFC development and waterfront park, and the Carrolsburg Place in SW Washington.

The Context for Change

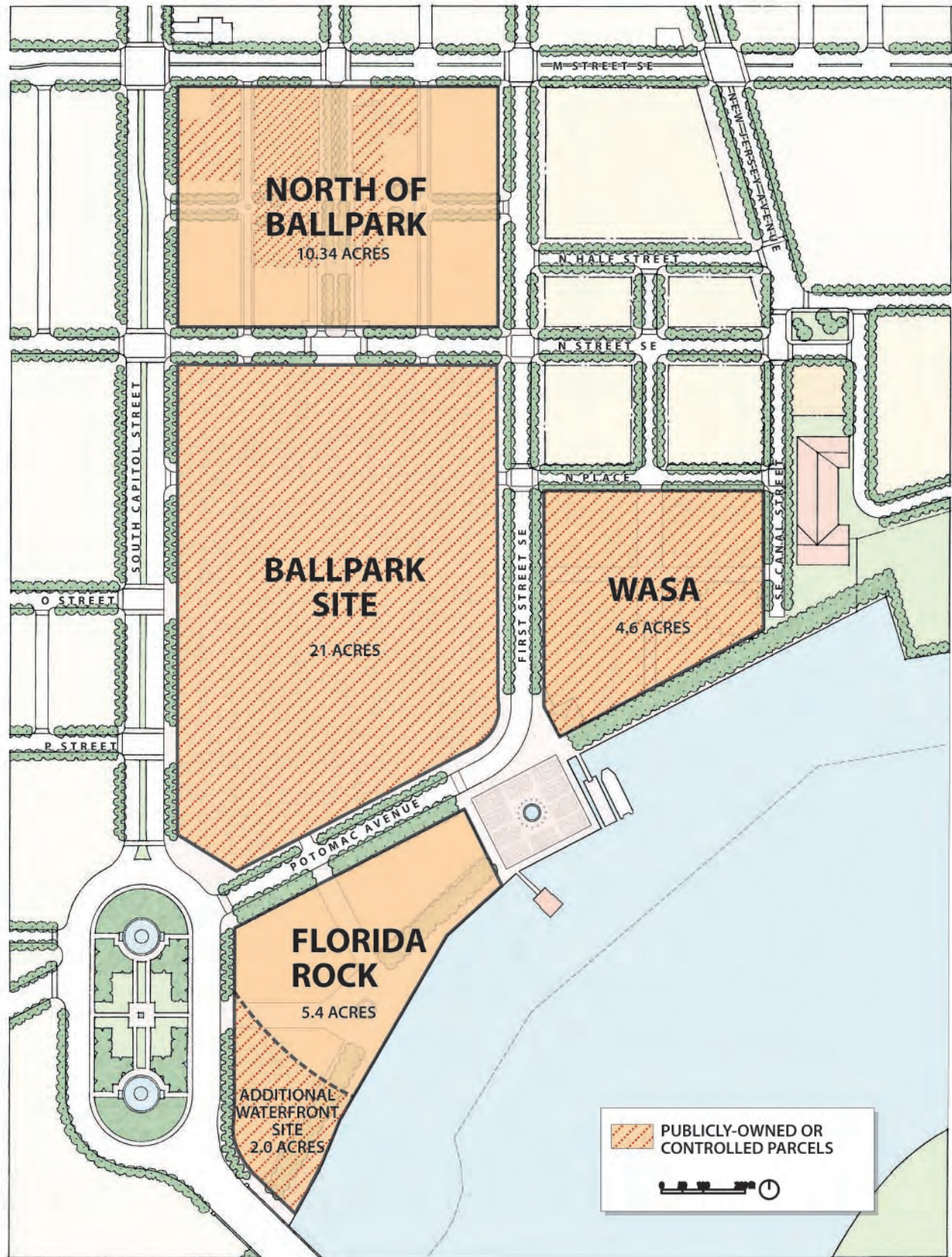
The new Washington Nationals ballpark will be situated at the heart of an emerging new neighborhood along the Anacostia River, one that is transforming SE and SW Washington into an exciting and vibrant part of the city with a diverse mix of retail, entertainment, residential and office uses. The ballpark will be an integral part of this new neighborhood; its planning and design is focused not only on creating a landmark facility for America's favorite pastime, but also on contributing to the resurgence of the surrounding district and on the creation of a vibrant and engaging neighborhood on the Anacostia waterfront.

The project area is currently a service district characterized by light industrial and service-commercial uses. This development plan is intended to guide new development around the ballpark in a way that will contribute to the creation of a vibrant mixed-use destination that can serve as a focal point for SE and SW Washington and as an exciting waterfront destination.

The site for the 41,000 seat Nationals ballpark was selected because of its strong potential as a catalyst for neighborhood revitalization. The site is bounded by N Street on the north, South Capitol Street on the west, First Street on the east and Potomac Avenue on the south. Surrounding the ballpark site, are four potential development areas.

The area to the north of the ballpark, up to M Street includes a significant amount of public property. In conjunction with privately-owned properties, this area provides an opportunity for the creation of a mixed-use retail and entertainment district that can serve as a new activity center for SE and SW Washington, and that can directly link M Street and the Navy Yard Metro Station with the ballpark facility.

Along M Street to the east of First Street and the ballpark, the Southeast Federal Center (SEFC) is being transformed into a new mixed-use district. The US Department of Transportation is completing its new headquarter building on M Street, and plans by Forest City for the redevelopment of the SEFC include a full mix of office, residential and retail uses, as well as an ambitious program of waterfront open spaces and promenades that are highly complementary with the vision for the ballpark district. The SEFC will have an important relationship with the ballpark district, particularly in realizing the vision for First Street as a pedestrian-intensive retail street connecting M Street with the Anacostia River; in realizing a new, vibrant mixed use neighborhood; and in achieving a variety of waterfront experiences along this section of the Anacostia River.



Development Zones

Immediately to the east of the ballpark and along the riverfront, the DC Water and Sewer Authority (WASA) owns approximately 11 acres of land. With the consolidation and relocation of some of its support uses, four to six acres of this property could be made available for mixed-use redevelopment of existing surface parking lots and shed buildings around and above the existing pump stations, bringing new life to this service district and to the waterfront.

The 5.8-acre site, privately owned and operated by Florida Rock, just south of the ballpark, also offers an exciting opportunity to create a major waterfront destination at the foot of First Street in combination with the ballpark and WASA properties. Even before the decision to locate the ballpark in the area, the owner of the property had prepared and submitted preliminary plans for the redevelopment of the site with a mix of office, residential, hotel and retail uses. With the planned reconstruction and relocation of the Frederick Douglas Bridge at the southern terminus of South Capitol Street, an additional site of approximately two acres will become available, further reinforcing the importance of this area in establishing a waterfront destination within the ballpark district.

Major public infrastructure improvements offer a strong complement to the private investment that is taking place in the area. South Capitol Street, which defines the western edge of the ballpark district, is being reconceived by the District Department of Transportation to reinforce its historic role as a major north-south

boulevard of the City, befitting its civic stature as a L'Enfant street and its role in linking the US Capitol with the Anacostia River. As part of the Frederick Douglas Bridge reconstruction, a rotary to be known as Potomac Circle at the foot of South Capitol Street will create a grand gateway to both the City and the Ballpark district. M Street, along the northern edge of the Ballpark district is the area's most important east-west arterial and is emerging as an important office and employment corridor. New Jersey Avenue along the eastern edge of the neighborhood is a significant L'Enfant street, providing vistas to the Capitol dome, and linkages to the SEFC waterfront.

Potomac Avenue and First Street, within the Ballpark district, serve as significant traffic carriers, linking the Frederick Douglas Bridge and Buzzards Point with other parts of SE Washington. In addition to its traffic role, First Street also provides the most direct pedestrian and visual linkage to the Anacostia River from M Street. N and P Streets provide important linkages within the neighborhood: N Street to the SEFC neighborhood and P Street to SW Washington and the Potomac River waterfront.

Half Street between M and N Streets offers an important opportunity to connect the western portal of the Navy Yard Metro Station on the Metrorail green line, with the ballpark, a convenient five-minute walk to the south. The eastern portal of this station, located at M Street and New Jersey Avenue will also provide an important gateway to the ballpark district.



The Ballpark District is envisioned as a vibrant retail and entertainment district. Half Street will be transformed to an urban plaza overlooking the outfield and seating bowl of the ballpark. Above photos, left: Third Street Promenade, Santa Monica; Right from top: the Ramblas in Barcelona; Plaza in Granada; urban street in Jerusalem.

The Vision for the Ballpark District

The Washington Nationals ballpark presents a unique opportunity to create a new civic destination and an urban neighborhood along the Anacostia River in SE Washington – a place where people come to recreate, shop, live and work – a neighborhood with vibrant and engaging public gathering places, activated by retail shops and restaurants, a place that offers one of the most attractive living and working environments in the District of Columbia – an engaging neighborhood, distinct from the capital’s monumental core, and influenced more by the populist spirit of baseball and the innate appeal of a great urban riverfront.

The ballpark will play an important role within this new neighborhood. It will establish a regional destination and a dramatic setting for the redevelopment and revitalization of this mixed-use district of the city. On game-days, the excitement and exuberance of the ballpark will flow into the new shopping and entertainment district, with people promenading along the streets, gathering in the public spaces, visiting the many restaurants and bars, and enjoying the rejuvenating setting of the Anacostia riverfront. Even on non-game days, the ballpark, a landmark in itself, will contribute to the life and identity of the neighborhood,

with retail shops and public event spaces that help to energize the area.

The ballpark neighborhood is envisioned as a mixed-use, mixed-income, retail and entertainment district with distinct activity centers and gathering places, connected to one another by pedestrian-friendly streets lined with shops and

A vibrant mixed-use waterfront district with:

- *Shops, and restaurants and entertainment venues along Half Street, First Street and the Anacostia River.*
- *An engaging pedestrian environment with strong linkages to and along the waterfront.*
- *Major public gathering spaces along Half Street, at the ballpark, and at the foot of First Street at the river.*
- *A grand promenade along the Anacostia River and Potomac Avenue.*
- *Upper-level offices, hotel rooms and housing that create a diverse population of residents, workers and visitors.*
- *A state-of-the-art ballpark that contributes to the life and identity of the neighborhood.*



The Ballpark District will establish a 'necklace' of open spaces and promenades along the Anacostia River, activated by adjacent mixed-use development. Photos clockwise from top left: Vancouver waterfront quay (left), and promenade (right); Genoa waterfront cafes; Hartford CT lawnsteps along riverfront; Navy Pier on Chicago Lakefront; and Cincinnati's Great American Ball Park.

restaurants. The Half Street Promenade will be the core of the retail and entertainment district, connecting M Street and the Navy Yard Metro Station with a major plaza and event space at the principal entry to the ballpark between N Street and N Place. Walking down Half Street, one will be struck by the dramatic space of the 41,000-seat bowl at the southern terminus of the street, and by the active and engaging people place created by the promenade and plaza. The narrow street will be designed as an integral part of the retail and entertainment district; its wide sidewalks will be energized by smaller scale retail shops, restaurants, cafes, bars, as well as on-street kiosks that encourage people to linger well beyond the event of the ballgame. These activities will spill onto N Street, which forms an important east-west linkage in the new neighborhood; on game days both Half Street and N Street will be closed to vehicular traffic, offering a vibrant festival space as well as generous pedestrian access to the ballpark plaza and to First Street. Buildings along Half Street will be stepped back to maximize sun and light to the street; courtyards and paseos will break up the block, and provide additional venues for shops and restaurants.

At the terminus of Half Street, the ballpark plaza, open to the public throughout the year, will be lined with civic and baseball-related attractions (e.g., the team store, a hall of fame) that will animate the space on game as well as non-game days. As the principal entry to the ballpark, the plaza will provide a dynamic stage for game day activity, serving as a venue for spe-

cial events as well as informal picnicking, providing direct views to the field and to the seating bowl, and animated by large video screens in the ballpark that convey the excitement and action of the game. On non-game days the romance of the field and the spatial drama of the empty bowl will complement the destination uses surrounding it and become one of the City's and the neighborhood's most memorable and appealing public gathering places.

Along the Anacostia waterfront, a "necklace" of public open spaces will create an interesting and varied experience and serve as an important gateway to the district. Potomac Circle at the foot of South Capitol Street is envisioned as a grand public space with a major cultural use along its southern edge and with a significant supply of public parking beneath it. This space will be linked to the waterfront park at the SEFC, and to a major new open space at the foot of First Street – the First Street Landing – by way of a promenade along the southern side of Potomac Avenue, and by a Riverwalk along the Florida Rock seawall edge.

The First Street Landing, overlooking the Anacostia River and activated and defined by retail and restaurant uses will become an important "event" along the waterfront, providing the principal "window" between the ballpark and the river, an arrival point for waterborne transit, and a grand civic events space at the water's edge. The space will be activated by a concentration of shops, restaurants and entertainment uses on the WASA and Florida Rock sites that will energize

the open space with a critical mass of activity. An intensive mix of upper-level hotel, residential and office uses on these sites will also be important in establishing a day and nighttime population along the waterfront and in animating the public open space. Consideration should be given to the introduction of active marina and other maritime uses that integrate the river into the life and experience of the area. The First Street Landing will also incorporate, as part of its design, the memorial to Diamond Teague, a young man and Earth Conservation Corps volunteer who was dedicated to the restoration of the Anacostia River, and who was murdered in 2003.

First Street will also be a critical activity and pedestrian corridor, linking M Street with the ballpark and the waterfront. Medium-sized retail stores with comparison and price-sensitive shopping, that can benefit from the high levels of access and visibility are envisioned along this corridor, complementing the more pedestrian intensive, specialty retail and food-oriented activities along the Half Street Promenade. Smaller “liner” shops that can maintain an interesting streetfront and a strong pedestrian character will be inter-mixed with these larger floor plate uses. All four development zones within the ballpark district (i.e. Florida Rock, WASA, SEFC, North of Ballpark) as well as the ballpark itself, will need to contribute to the success of First Street by including ground level retail uses oriented to the street. The street will include wide sidewalks along both sides, with the interesting shopfronts and the anchor uses

at the First Street Landing providing a natural draw for shoppers and sightseers to the area.

Potomac Avenue, with its wide tree-lined sidewalks will provide a grand promenade connecting the First Street Landing with Potomac Circle and South Capitol Street. The street will also provide an important civic front for the ballpark as it is viewed from the river, with opportunities for significant architectural expression at the foot of First Street and at Potomac Circle and South Capitol Street. Overlooking terraces from the ballpark concourse, as well as active ground level uses will help to animate and energize the street. A public pedestrian way linking to the P Street promenade and ultimately to the Anacostia River will also contribute to the activity of the area. East of First Street, this promenade will be extended to SEFC as a wide riverfront quay lined with shops and restaurants with expansive views up and down the Anacostia.

Along the western edge of the neighborhood, South Capitol Street will be reinforced as one of the city’s principal axial boulevards with a double row of trees and a wide promenade. The ballpark will form an appropriately-scaled civic edge to the street, reinforcing its spatial role in the city, and providing, to the extent possible, activities and treatments that promote an interesting and comfortable pedestrian environment. Entry plazas at O and P Streets will offer opportunities to break the façade of the building and to create smaller gathering places that could be activated by ground level ballpark uses that

benefit from the boulevard frontage. P Street, itself will be extended through the ballpark complex to Potomac Avenue as a pedestrian way, completing the east west linkage of the Potomac and Anacostia Riverfronts; it will be accessible to the public on game days as well as non-game days.

Complementing the program of retail and entertainment uses within the ballpark district will be a range of other uses that help to make it a vibrant and sustainable destination. These uses, located above the retail shops and restaurants, will be an important economic and development incentive for the revitalization of the area. New residential condominiums and apartments will benefit from the amenity of the riverfront, and from the sociability and excitement of the ballpark, and will contribute to the vitality and identity of the neighborhood. Upper-level office development that extends the current concentration along M Street, that reinforces South Capitol Street as a civic boulevard, and that offers opportunities for shared parking with the ballpark will also be important

in establishing a strong daytime population. Hotel development that benefits from the waterfront and the proximity to the ballpark will also reinforce the visitor and destination appeal of the neighborhood.

While the development strategy generally respects the current allowable building height requirements as described by zoning, the heights and massing of upper level uses within the district should be carefully shaped to protect the scale and character of the district, to step down to the river, to define key public spaces, to maintain the pedestrian appeal of the area, and, to offer views between the upper bowl of the ballpark and the Capitol dome. As such, the building frontage along Half Street should be stepped down in scale from the allowable 130-foot height along South Capitol and First Streets. This stepback will also maintain key views to the Capitol from the ballpark's upper concourse. Buildings on the Florida Rock and WASA sites should also be stepped down thereby protecting inland views and the scale and character of the riverfront.



Petco Park in San Diego has served as a powerful catalyst for the transformation of a 28-block warehouse district southeast of downtown into a mixed-use neighborhood.

Development Strategy

The Ballpark District Urban Development Strategy is intended to guide the implementation of the vision through coordinated public improvements and private sector development that will ensure the creation of a vibrant mixed-use waterfront neighborhood. There are numerous factors that make this opportunity timely:

- The Anacostia Waterfront Corporation (AWC) has been established to spearhead the redevelopment of the area, coordinating with other public agencies (e.g., OP, WASA, WMATA, DCSEC, and DDOT) to redevelop public lands, and to coordinate the design and implementation of public improvements.
- There is significant private investment in the area; properties are being assembled and prepared for development.
- The District has established a Tax Increment Financing zone in SE Washington that will reinvest the increased property tax base in the area, and create a Community Benefit Fund.
- Market analysis shows that there is significant potential for the ballpark district to attract retail uses that can reinforce the area

as a destination, serve community needs, complement the ballpark, and stem the flow of sales tax dollars out of the District of Columbia.

- The real estate market is also very strong for other uses, particularly residential, but also hotel and office, that can help to transform the area into a mixed-use mixed-income district, creating significant value to the land, that in turn can contribute to the achievement of major public objectives, including public open space, improved streets, affordable housing, and retail and recreation opportunities for residents of surrounding neighborhoods, etc.

BALLPARK DISTRICT SUMMARY PROGRAM

A Diverse Mix of Uses including...

- *A 41,000 seat Ballpark*
- *465,000 to 785,000 square feet of Retail and Restaurant Uses*
- *350,000 to 1,600,000 square feet of Office Space*
- *1,900,000 to 3,600,000 square feet (1570 to 2980 units) of Housing*
- *7,000 to 8,000 parking spaces*

Potential Development Program

The Development Strategy provides an estimate of the potential development capacity of the ballpark district, based on market projections, the envelope for development established by the zoning, and specific opportunities presented by the available public and private properties surrounding the ballpark. The overall capacity of development within the area is estimated at approximately 6.3 million square feet, including the one million square foot ballpark, representing an overall Floor Area Ratio (FAR) of 3.5. Although zoning would permit more intensive development (approximately 10.8 million square feet or an aggregate FAR of 6.0), the projected development program presented here is based upon the recommended height and massing of development, anticipated opportunities for land assembly, limitations on parking, and current real estate market conditions. The Development Strategy recommends a program of development that could fall within the following ranges:

- **Retail and Entertainment Uses:** The Development Strategy anticipates the potential for 465,000 to 785,000 square feet of retail and entertainment uses in the ballpark district. The SEFC plans an additional 350,000 square feet on its properties to the east.
- **Residential:** The real estate market is strong for both condominiums and apartments, and the Plan projects the potential for 1,570 to 3,000 residential units within the neighborhood. Approximately one-third to one-half of these could be located along the waterfront on the WASA and Florida Rock sites, with the remainder in the area surrounding the Half Street Promenade.
- **Office:** Depending upon market opportunities, up to 1.6 million square feet of office development could be accommodated in the area along the South Capitol Street and M Street corridors.
- **Hotel:** Up to 1250 hotel rooms could also be developed in a variety of locations including sites with waterfront orientations, or those that provide proximity and overlook to the ballpark.
- **Parking:** 1,225 parking spaces will be provided for the ballpark on the 21-acre site. The program of development presented by the strategy would require an additional 7,000-8,000 spaces.