

Florida Avenue Market Study

SMALL AREA PLAN - VOLUME 1
WASHINGTON DC

June 2009

R18-0257 Approved by DC Council on October 6, 2009



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



Lead Agency:

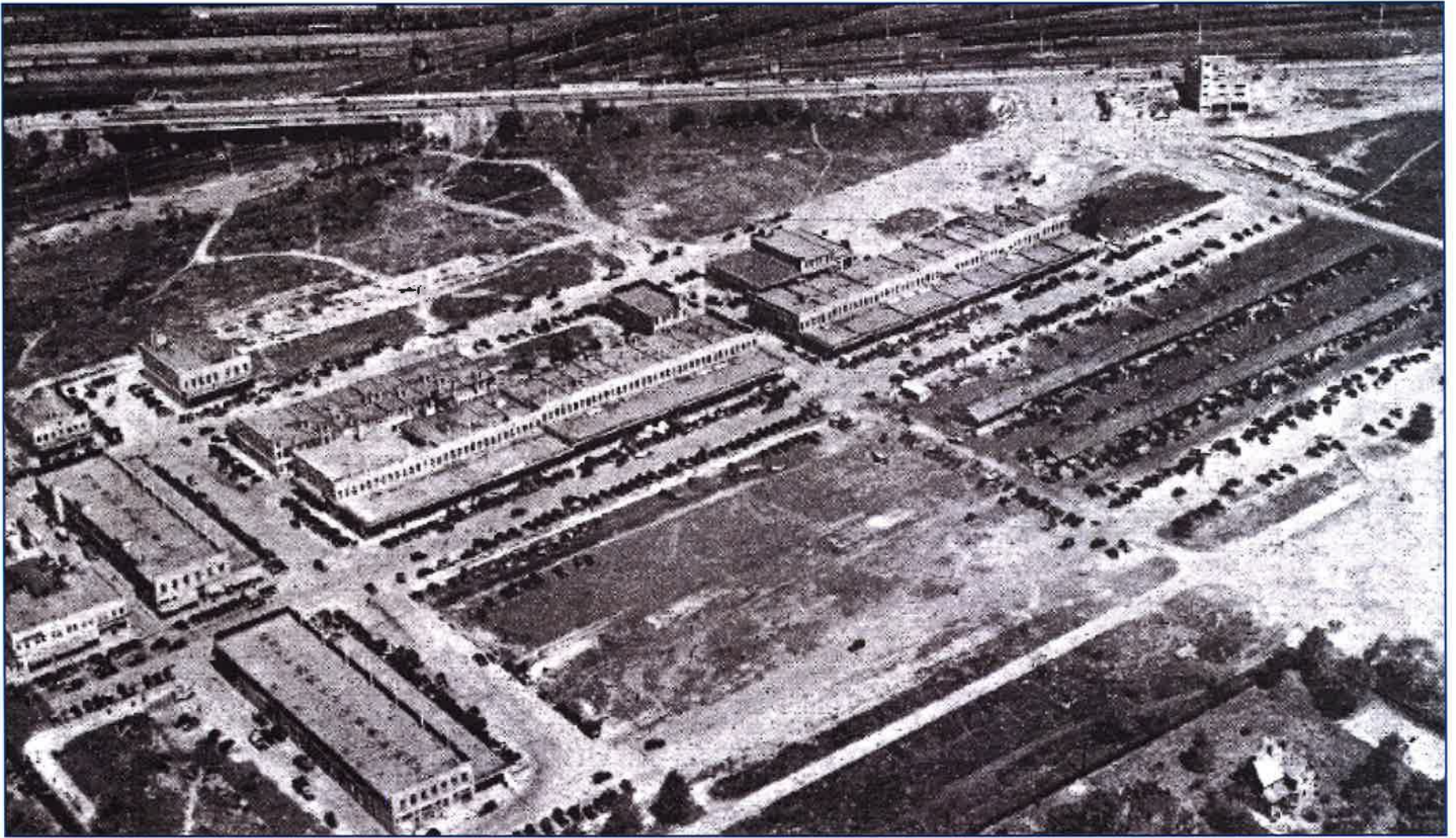
District of Columbia,
Office of Planning

Urban Design Team:

CORE architecture +
design

EHT Traceries, Inc.

Economic Research
Associates



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

Table of Contents

- List of Figures 02
- I. Executive Summary 05
- II. Introduction 11
- III. History of The Market 19
- IV. The Study Area Today 27
 - Existing Property Ownership 28
 - Existing Zoning 29
 - Existing Uses 30
 - Surrounding Neighborhoods 31
 - Comp Plan and Future Land Use Changes 32
 - Current Planning & Development Activity 34
 - Existing Environs 36
 - Economic & Real Estate Analysis of The Market 44
- V. Issues and Opportunities 47
- VI. Development Framework 51
 - Introduction 51
 - The Vision 52
 - Putting The Vision to Work 55
 - Land Use and Development Recommendations 56
 - Transportation and Public Realm Recommendations 62
 - Illustrative Site Plans 82
- VII. Implementation 87
- VIII. Acknowledgements 94

- Appendix A
 - History of the Union Terminal Market
- Appendix B
 - Florida Avenue Market Phase 2 IMPLAN Market Impacts Report
- Appendix C
 - The Public Process, Supporting Diagrams, and Community Comments

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

List of Figures

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

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

I. Executive Summary

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

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

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

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

It should be clearly noted here that this plan, as a framework document, is meant to provide a vision for future development and general guidelines for issues such as land use and zoning, transportation and historic preservation. The framework is critical to establishing a common vision and approach to developing the study area, if and when development does occur. It does not attempt to prescribe a specific development solution. Much work is yet to be done by the District government, property owners, and all stakeholders

Executive Summary continued...

to develop specific projects that fulfill the vision and correspond to the guidelines outlined in the plan. Any development that does occur within the market area must create, in partnership with business owners and stakeholders, a comprehensive and feasible approach to preserving wholesale and retail business operations.

Plan Purpose & Context

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

- Historic significance of the Florida Avenue Market. This historical significance includes both the physical structures that make up the market area and the presence of the wholesale market throughout the history of the District of Columbia.
- Current conditions and infrastructure of the Study Area. This includes existing property ownership, zoning, uses, surrounding neighborhoods, neighboring development activity, as well as the physical conditions of buildings, signage, pedestrian safety, traffic/parking conflicts, and site access.
- Current economic and real estate analysis of the Study Area. This analysis was broken into four basic elements: an analysis of the economic impact of the market; a comparison with competing or complimentary area markets; an inventory of rents in the Study Area; and the wholesale market's feasibility expressed in the potential impact on rents if the Study Area

includes redevelopment with market rate housing, office, and retail spaces.

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

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

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

Even though there are many issues to balance, this strategic redevelopment initiative views them as opportunities: the opportunity to redevelop an isolated, under-developed, light-industrial area into a mixed-use development that is vibrant

and integrates seamlessly into the surrounding urban fabric; the opportunity to create an area that will compliment other future development initiatives of the city, including *NoMA*, *Northeast Gateway Revitalization Strategy*, and *New York Avenue Corridor Study*; the opportunity to balance the objectives of the many stakeholders in the current market and in its future development; and the opportunity to preserve the unique and historical set of buildings that represent the area's original use.

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

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

From a Framework to Implementation

The *Development Framework* consists of a *Vision*, recommendations for land use, density, transportation and the

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

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

Recommended streetscape renderings and individual street sections illustrate the goal of establishing a pedestrian-friendly environment, suggesting things such as vibrant restaurant and retail-based ground floors, "green" thoroughfares, and public plazas or open space. They also suggest urban design elements that should be consistent throughout the redeveloped Study Area, and outline sustainable and environmentally-friendly design ideas that should characterize the area.

The Small Area Plan concludes with an *Implementation Chart*. This chart

Executive Summary continued...

outlines specific goals from the *Development Framework* for the Florida Avenue Market Study Area, and includes recommendations on how to achieve these goals, who is responsible for tasks, the process, and a general timetable for implementation.

The full participation of all stakeholders, especially property and business owners, in the implementation of the Small Area Plan is critical to achieving the overall vision for a vibrant mixed use community with a wholesale market function. As development projects evolve, every effort should be made to consider how incremental development affects the physical character of the entire site, current business operations, and the quality of life of surrounding communities. Ensuring a collaborative and transparent process during the next stage of development project planning and implementation will be critical to the future success of the market area and its physical and economic incorporation into the broader urban fabric of the District.



Florida Avenue Market Site (FAMS) location in city context

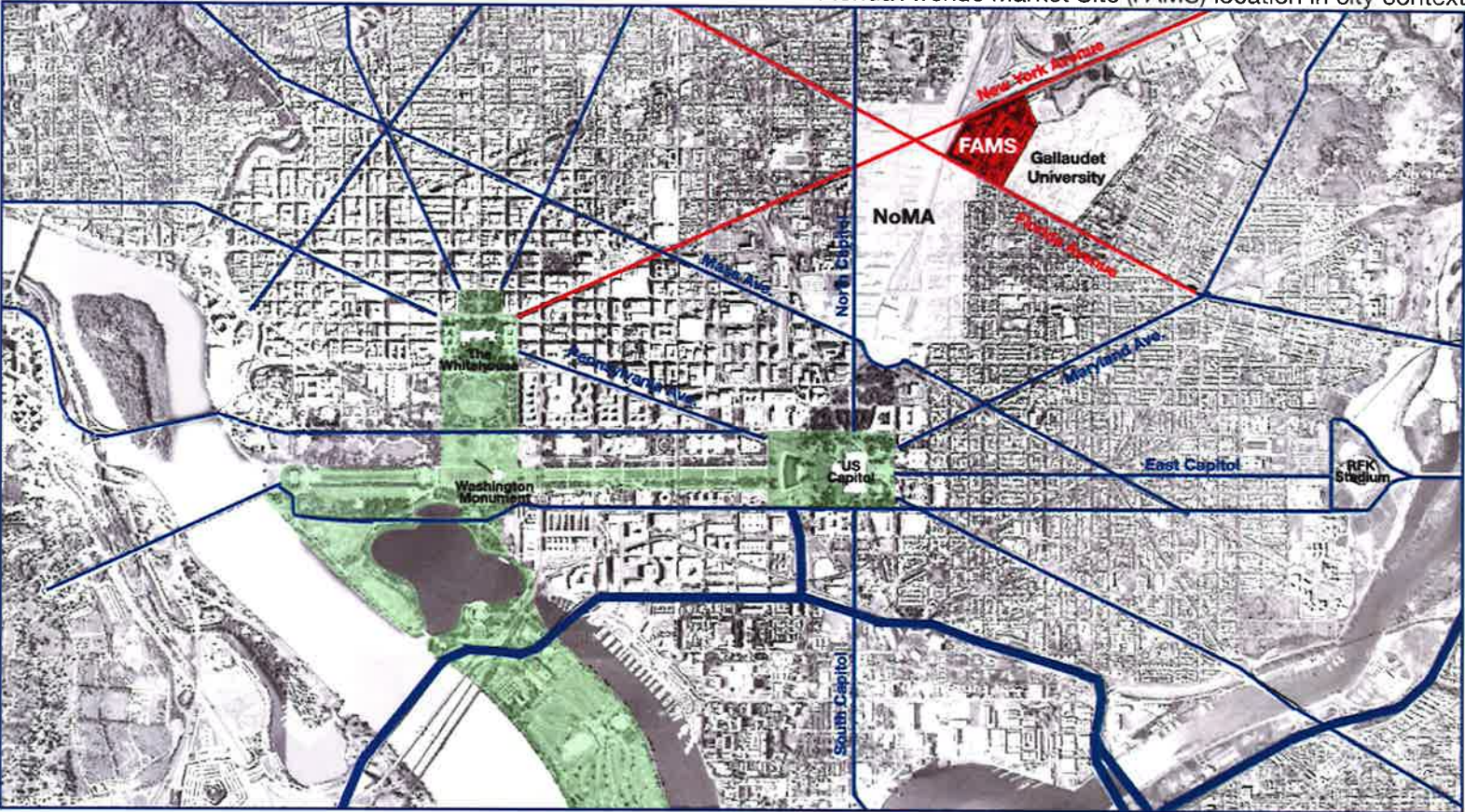


fig. 2.01

II. Introduction

The Florida Avenue Market Site (“FAMS” or “Study Area”) is an approximately 40 acre area in Northeast DC, near the intersections of Florida Avenue and New York Avenue, between Penn Street and 6th Street. The FAMS is a distinct destination that is both an industrial wholesale distribution center and a one-stop retail spot for those residents who know of its unique stores. To some, the Florida Avenue Market is full of old world charm, grittiness and character. For others, the grittiness makes it a prime site for aggressive redevelopment. The challenge laid out in the *2006 Comprehensive Plan for the National Capital* instructs the Office of Planning, in conjunction with the appropriate DC government agencies, area property owners, market tenants, and community stakeholders, to create a redevelopment framework that balances the tensions mentioned above and yet repositions the site to respond to current and future development opportunities and objectives.

In order to accomplish this, the *Florida Avenue Market Study* capitalizes on the features that have helped to create the Study Area’s current form and function: superior transportation access and a distinct architectural character. Both of these are unique assets to the Study Area. This study examines the variety of main interests and their potential to impact the Study Area as it exists today. Currently in the FAMS are several industrial and

wholesale retail markets, a weekend farmer’s market, a few small restaurants/lounges, and a mix of various other small functions. The Study Area is significantly underdeveloped and has over time become increasingly rundown. Many structures need repair, and in some instances, the Market has contributed to situations that raise concern for public safety. Because of these issues, as well as its proximity to the northern city gateway of New York Avenue, the area has come under substantial pressure to be either renewed or redeveloped.

Guiding the Future

Throughout the planning process, Study Area stakeholders have passionately called out the importance of the FAMS - its history, its historic character, its unique economic position, and its potential for the future. Planning for the future of the FAMS has been underway for over two years, and many stakeholders are eager for concrete resolutions to both the short and long term issues. There are many factors that make crafting a specific planning solution or a master plan for this site a complicated task, including the number of property owners and the potential for historic designation of original market buildings. In this context, the Florida Avenue Small Area Plan strives to provide a vision and framework that will guide future development at the site. It is the District’s intention that this plan and the corresponding implementation strategies will allow future development to be responsive to stakeholders needs, while being flexible enough to respond to shifting existing conditions (such as ownership

Introduction continued...

patterns, historic designation, etc) economic and development realities.

Vision Statement

The *Florida Avenue Market Study* provides a framework for the strategic redevelopment of the Florida Avenue Market Study Area as a vibrant, mixed-use neighborhood that protects the look and feel of the historic retail markets, while also providing a basis for new development and rehabilitation. This area will become a critical link between surrounding neighborhoods, the NoMA district, the New York Avenue/Florida Avenue Metro stop, and Gallaudet University. It will be designed to include a mix of commercial and residential uses and will feature pedestrian-oriented retail streets with open spaces and “green” thoroughfares. When implemented, the site will exemplify the District’s transit-oriented development policies and embody the Office of Planning’s objective of creating walkable, distinctive, and amenity-rich neighborhoods.

A Changing City

The coming decade will likely be a time of rapid change in our city. After growing steadily for decades, our region is already seeing a historic decrease in vehicle use (down nearly 4 percent since 2007) and an increase in mass-transit ridership (up 6 percent since 2007). In this context, it is clear that the District, and the larger region, will see a shift in travel behavior. While we cannot accurately predict exactly how behavior will change, we can begin

to cluster new developments and expand transportation choices, thereby shifting some people’s daily trips from single occupancy vehicles to mass-transit, walking, or biking.

At the same time, the recent difficulties in the home mortgage industry have revealed the relative strengths and weakness of home values in the region. The District, because of its stable employment base and unique position as the federal city, is in a more favorable position than our neighboring jurisdictions. Neighborhoods like H Street, NE and Capitol Hill have fared much better than suburban enclaves because of their access to mass-transit, local retail, and a variety of housing choices. As the District’s comparative housing advantage continues to strengthen, we will see changes in housing preferences. Commuting up to two hours a day is often very demanding. As people begin to realize that a “close-to-the-center” residence with low transportation costs is cheaper than the cost of commuting to a far-away home, they are more critically weighing their commuting vs. residence alternatives.

Because of this, the FAMS is poised to take advantage of changing transit and housing preferences to create a vibrant, attractive, and walkable neighborhood and commercial district.

Redevelopment of the site will also offer expanded choices to the adjacent neighborhoods of Near Northeast, Trinidad, and Gallaudet University, all of which have long been underserved by retail and commercial amenities.

Planning and Development Context

The pressure for exploring the redevelopment potential of the FAMS has been building for a number of years based on significant infrastructure investments and planning initiatives that have drawn private sector investment. A critical event to the rising importance of the FAMS was the completion of the New York Avenue Metrorail Station. This multi-billion dollar, multi-stakeholder investment kick-started a wave of investment and development interest in North Capitol, New York Avenue, Massachusetts Avenue areas. Subsequent planning, including the Comprehensive Plan, the NoMA plan and the NE Gateway Plan were all attempts to harness that investment potential and steer development to meeting critical District government and community priorities. This plan builds on those efforts. The following section discusses these initiatives in order to give a greater context to the recommendations and development strategy proposed in this plan.

The Comprehensive Plan

According to the Upper Northeast Area Element of *The Comprehensive Plan for the National Capital, 2006*, the Florida

Avenue Market Site is located in a special treatment area known as “Northeast #1/Eckington” and requires coordinated planning programs. The coordinated planning program called for in the *Comprehensive Plan* is achieved through a Small Area Plan. The *Comprehensive Plan* describes the intent of such a plan as to “guide long-range development, stabilize and improve neighborhoods, achieve citywide goals, and attain economic and community benefits.” It goes on to say that it is a community-driven planning tool to outline policies, actions, and the recommendations for small geographic areas in the city.

The *Comprehensive Plan* emphasizes the need for critical urban design, especially at large redevelopment sites such as the Florida Avenue Market. The Upper Northeast Area Element of the *Comprehensive Plan* calls for the Florida Avenue Market to be redeveloped into a regional destination that may include residential, dining, entertainment, office, hotel, and wholesale food uses. The wholesale market and the adjacent DC Farmers Market are important but undervalued amenities that should be preserved, upgraded, and more effectively marketed. (*UNE-2.1.2: Capitol City Market*)

The Legislation

New Town at Capital City Market Revitalization Development and Public/Private Partnership Act of 2006, (D.C. Law 16-278; D.C. Official Code § 6-1062.01, et seq) was enacted by the Council of the District of Columbia and effective on March 14, 2007. This legislation began the process of addressing issues at the Florida Avenue Market Study Area. The New Town Legislation included specific site requirements and included a request for the Mayor to

Introduction continued...

prepare a final conceptual plan for the Market site that was based on input from key community stakeholders, Market users, and property owners. The Office of Planning, working with its consultant team, began creating the *Florida Avenue Market Study* in April 2007.

In December 2008, the DC Council passed the New Town Boundary Amendment Act of 2008 which changed the boundaries of the New Town Act of 2006 (D.C. Law 16-278) to include: “a 24-acre site bounded by Florida Avenue on the south, 5th Street on the east, Penn Street on the north, and the railroad tracks and Metro rail on the west in northeast Washington, D.C., in Ward 5.” The act was effective on March 20, 2009. The new boundaries reflect a smaller geography than the Small Area Plan Study Area.

Area Planning

The *Northeast Gateway Revitalization Strategy*, prepared in 2006 by the DC Office of Planning, identifies the FAMS as one of four redevelopment opportunity areas. This plan recommends that the FAMS become a mixed-use destination that celebrates local food, history, culture, and business. The FAMS could offer an indoor-outdoor retail food market and eating and drinking establishments, as well as wholesale food distribution. This strategy suggests that the existing wholesale market operations would remain and be enhanced. It further recommends that the existing retail portion of the market (DC Farmers Market) be redeveloped with its functions expanded for a broader and more exciting mix of food and entertainment.

North of Massachusetts Avenue (NoMA) Vision Plan and Development Strategy, completed in 2007, identifies the FAMS as a destination for expanded retail around a food theme.

The *NoMA Plan* encourages mixed-use development that respects the preservation of historic buildings and the market functions. It notes the economic significance of the Market as a wholesale area, as well as a distribution and employment center. The *NoMA Plan* states that other issues like cultural tourism, heritage development, transportation, urban design/public realm, and pedestrian environment also be addressed in future planning for the site.

Gallaudet University Campus Plan & Deaf Space Concept

The Study Area is located adjacent to historic Gallaudet University, a world-renowned academic and cultural center for the deaf community. As a university exclusively for the deaf, it has an extended community of current students, graduates, professors, administrators, and staff that live and work in the immediate neighborhood and surrounding region. Through university classes and early-stage campus planning initiatives, Gallaudet has explored the concept of planning and designing physical space for deaf people. Gallaudet is firmly committed to opening up its campus and connecting it to the broader community across 6th

Street, which forms the western boundary of the campus. The District welcomes Gallaudet's interest in developing both sides of 6th Street with new uses, including creative and cultural amenities that would serve university students, faculty, alumni, and the broader community and create a space for the deaf and hearing communities to interact. Several primary design principles developed by the university are potentially applicable to the planning and design of the Study Area, particularly on 6th Street:

- Optimize visual and physical connectivity
- Optimize visual cues for spatial awareness
- Allow space for visual communication
- Minimize barriers to visual communication
- Provide lighting conditions for visual communication and spatial awareness

Gallaudet University is encouraged to disseminate its Deaf Space planning principles to other property owners and developers within the market area to increase the dialogue about how to design the entire FAMS for universal accessibility.

The Planning Process

The Office of Planning, working with its consultant team, began

developing the *Florida Avenue Market Study* in the spring of 2007. The goal of the study was to evaluate the existing infrastructure, the economic vitality and potential, and the historic significance, in order to prepare a Small Area Plan to guide and evaluate future development proposals.

In addition to the studies and initiatives described above, various other activities informed the planning process, including site analysis, community planning sessions, market studies, and property owner workshops. The Office of Planning also created an Advisory Committee to help guide the process. It consisted of representatives from Ward 5 and Ward 6 ANCs (wards which will be directly impacted), civic associations, the Offices of Wards 5 and 6 Councilmembers Thomas and Wells, Gallaudet University, and New Town Development Partners, LLC.

A series of public meetings was held to solicit feedback from a diverse group of stakeholders. These meetings included formal presentations, as well as break out groups with various participants. Meetings were held during the evening and the daytime to accommodate the greatest number of interested stakeholders.

These meetings were held on the following days:

Public Meeting #1- April 24, 2007

Public Meeting #2- May 14, 2007

Introduction continued...

Public Meeting #3- May 30, 2007

Advisory Committee Meeting #1- August 28, 2007

Public Meeting #4- October 3, 2007

After the fourth community meetings, the Office of Planning conducted a market study of the area to determine the economic strength of the wholesale/retail market and its position in the District's economy. A summary of this study is included later in this report. At the same time, the Office of the Deputy Mayor for Planning and Economic Development held a series of meetings and a charrette with market-area property owners to identify key opportunities and shared areas of interest for the market. The charrette brought together representatives from the New Town Development Partners LLC., J Street Development and Edens & Avant (EAJ), Gallaudet University, and the District. All of these entities have key ownership or stakes within the Study Area. The main objective was to outline the key differences and commonalities between each of the stakeholder's goals for the area. The result of those sessions informed this planning process.

The community planning sessions also resulted in a set of principles that the Office of Planning has drawn upon to create the final plan. These include:

- Mitigate negative impacts of mixed-use development on the economic vitality of the wholesale market;
- Encourage mixed-use development with ground-floor retail and

restaurant use along Florida Avenue that serves as a gateway into the site;

- Improve urban design and safety along 6th Street to calm traffic and encourage positive interaction with the Gallaudet campus and the greater community;
- Ensure that density steps down from the rail tracks to the existing residential neighborhoods;
- Introduce open space, civic, cultural, and recreational uses into the development;
- Preserve historic buildings where possible;
- Create a pedestrian-friendly environment with safe linkages to Metro, Gallaudet University, and neighborhoods south of Florida Avenue, NE; and
- Employ traffic calming strategies to reduce pedestrian/truck conflicts

Feedback from the community and the planning process directly informed and impacted the creation of the *Development Framework* chapter, including a *Vision*, recommendations for land use, density, transportation and the public realm. Within the chapter is also a series of illustrative concept renderings and street sections for key portions of the Study Area, which show how the FAMS could *potentially* be developed based on the

recommendations in the plan. The location of land use uses, the inclusion and site amenities, “green” pedestrian thoroughfares, and recommendations on streetscape solutions are all made in response to, and are a result of, the planning process. The vision and recommendations outlined in the following chapters will be

critical to guiding future development at the FAMS, but there are many implementation steps that require the full participation and collaboration of all stakeholders within the Study Area and the adjacent communities. The *Implementation* chapter describes the follow up activities with associated timelines and responsibilities.

Team Site Diagrams from DMEPD Charrette

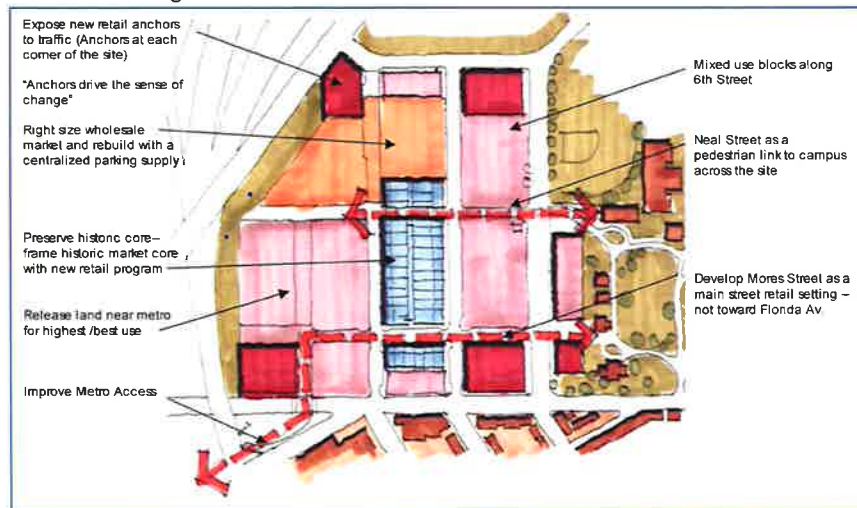


fig. 2.02 (source: Hansel Bauman, 2008)



fig. 2.03 (source: Hansel Bauman, 2008)

Advertisement for Opening Day, 1931



fig. 3.01 (source: *The Washington Post*, 1931)

Farmers' Market at the Union Market Terminal, 1939



fig. 3.02 (source: *Wymer Collection, Evening Star, Historical Society of Washington D.C.*, 1939)

III. History of The Market

Since the city's inception, public markets have occupied a central role in the lives of Washingtonians. Through the mid-twentieth century, public markets supplied the District's households and businesses with fresh produce, meat and other foodstuffs on a daily basis. The precursor to the Florida Avenue Market was Center Market, which was located in the square bounded by Pennsylvania and Constitution Avenues and Seventh and Ninth Streets, NW (the site of the present-day National Archives Building). Built in 1802, Center Market encompassed a farmers' market with over a thousand vendors. The retail-oriented farmers' market primarily provided seasonal goods to households. Commission houses—privately owned wholesale warehouses—were also clustered near Center Market. The commission houses served commercial operations such as stores, restaurants, and hotels. The farmers' market in Center Market enjoyed reciprocity with the nearby commission houses; businesses would shop at both the farmers' market and the commission houses. Although the farmers could not provide a steady supply of produce year round, the commission houses ensured that large purchasers would continue to shop at Center Market.

In 1926, the Public Buildings Act called for the redevelopment of the Federal Triangle area, which encompassed Center Market. Although the market's stalls bustled, the surrounding area had fallen on hard

times. Following the act, Congress directed the Commissioners of the District of Columbia to study potential sites for a new farmers' market. A central concern of the Commissioners was that the farmers' market and wholesale industry be preserved in a single location. The Commissioners sought a centrally-located site with proximity to highways, railroads, and waterways. These criteria led the Commissioners to propose a site on the blocks bounded by 10th and 11th streets and E and G streets in Southwest Washington, D.C. This recommendation sparked great controversy on Capitol Hill. Maryland farmers favored a site closer to their fields and lobbied Congress to select a site in Northeast DC Neighborhood organizations also joined the fray.

While Congress debated the merits of the proposed Southwest site, a group of commission merchants began acting on their own accord to secure a location for a private wholesale market in Northeast DC. In 1928, the federation of wholesalers, later known as the Union Terminal Market Association, purchased 40 acres of the Patterson Tract bounded by Florida Avenue, NE on the south, Sixth Street, NE on the east, Penn Street, NE on the north and the railroad right-of-way to the west. This site provided easy access to the railroad freight yards northeast of Union Station. The Union Terminal Market Association announced that the market would encompass "40 stores of the most modern design and equipment."

Following this announcement, the farmers from the doomed Center Market voted to join the commission merchants in relocating to the Patterson Tract. In return,

History of The Market continued...

Key Architectural Elements of Bullock's Design



fig. 3.03 (source: *Traceries*, 2007)

History of The Market continued...

the Union Terminal Market Association agreed to construct a sheltered open-air farmers' market on a five-acre site adjacent to the wholesale operations. This action preserved a combined retail/wholesale market in D.C. and precluded the development of a public market in Southwest D.C.

Following this announcement, the farmers from the doomed Center Market voted to join the commission merchants in relocating to the Patterson Tract. In return, the Union Terminal Market Association agreed to construct a sheltered open-air farmers' market on a five-acre site adjacent to the wholesale operations. This action preserved a combined retail/wholesale market in DC and precluded the development of a public market in Southwest DC.

Construction of the \$1 million Union Terminal Market—the original name of the Florida Avenue Market—began in 1929 under the supervision of local architect E. L. Bullock. The warehouses designed by Bullock are two-story buff brick buildings in a strict Classical style. The buildings are characterized by their overall symmetry and Classical details. Bullock's design was easily replicated and arranged in multiples to form a continuous building the length of each block. The typical building has a covered loading area supported by Doric columns. An arcade connects the continuous line of loading areas.

The standard bay for the buildings, the area between the columns at the arcade, defines ownership and tenancy. The typical second story features three symmetrically-placed windows (originally six-over-six metal frame windows) topped with concrete bas-reliefs. The effect of the building design is realized in the repetition of the building type throughout an entire block where a sense of order and master planning are evident.

The Union Terminal Market officially opened on February 15, 1931. The Evening Star described the layout and amenities of the new Market: "Ample space is provided for the immediate needs of wholesalers...Wide streets are being provided to handle present and future traffic. Extensive parking will be available. The Market's proximity to the center of population, the railroad facilities, the economic distribution factors and the buildings are regarded as valuable assets." The Boyd's City Directory lists the types of operations that constituted the Market in its early days. Although the Market was primarily comprised of wholesale operations, several retail functions were also interspersed throughout the site. In 1932, the Union Terminal Market included 27 produce vendors, seven meat vendors, four delicatessens, two wholesale confectionary companies, and several merchants specializing in eggs or fish. Throughout the 1930s, the construction of buildings continued in the Market. This second phase of construction was characterized by smaller buildings with separate architects. However, the design of these buildings was heavily influenced by the design of the Market's original buildings.

History of The Market continued...

For three decades, the farmers' market continued to operate near the wholesale market, much as it had done at Center Market. In the era of urban renewal, however, city officials came to see this timeless method of food distribution as a public health threat. In 1962, a health inspector found that "hot weather, fast breeding flies and filthy conditions have brought the threat of disease to the market." Consequently, the city restricted sales in the farmers' market to fresh fruit and vegetables. The market management warned, "If people can't get meat and eggs here, they aren't going to come here at all." Soon after the ban went into effect, *The Washington Post* reported that the farmers' market looked like a graveyard. In 1964, the land adjacent to the Union Terminal Market was sold from underneath the moribund farmers' market. The dismantling of the Union Terminal farmers' market marked the end of an era in Washington, DC. In 1967, a modern building was constructed in the Union Terminal Market to replace what had been the last outdoor farmers' market in the city.

Despite the turbulence surrounding the farmers' market, wholesale operations at the Union Terminal Market continued to thrive. During the 1950s, new infill warehouses were constructed alongside the 1930s storefronts. In 1958, a U.S.D.A. report found that nearly all the major wholesalers in Washington DC were located in the Union Terminal Market. However, the Market was entering a period of transition. Supermarkets were establishing their own distribution centers, thus diffusing the role of the Union Terminal Market. When the Market was built, its wide streets were seen as a solution to a problem that had long plagued DC's

markets: congestion. But by the late 20th century, tractor-trailers were jamming the Union Terminal Markets' streets. The Market was also showing signs of a half a century of industrial use. Merchants began leaving the aging Market for modern facilities in the suburbs.

In the early 1980s, the District purchased eight acres adjacent to the western boundary of the Market. The investment was intended to stimulate development of the wholesale food industry in the city. As part of the \$2 million economic development initiative, the District partnered with local developers and wholesale merchants to construct a 200,000 square foot L-shaped building on the city-owned property. The auxiliary building was to enable businesses to expand their operations on-site rather than relocate to a suburban location. Many of the new food suppliers that moved into the expanded market space were owned by Chinese and Korean immigrants. At the same time, new immigrant-owned businesses were also moving into the old market as spaces were vacated. The influx of these diverse wholesalers kept the Market fully occupied despite the flight of several large businesses.

Building Chronology



fig. 3.04 (source: Traceries)

History of The Market continued...

Historic Preservation

The Union Terminal Market is a historically and architecturally significant place. Unlike the public markets that preceded it, the Union Terminal Market was developed by a private cooperative of wholesale merchants. The Union Terminal Market Association saw the market as a means to preserve and enhance the unique relationship that existed between wholesale and retail merchants at Center Market. The Union Terminal Market is also distinguished by its design. Unlike previous markets in DC, the Union Terminal Market is not encompassed in a single building. The historic core of the Union Terminal Market is comprised of five blocks lined with two-story buff brick buildings. The repetition of E. L. Bullock's Classical design gives the market an architectural rhythm and sense of cohesion. The design and importance of the Union Terminal Market in the history and development of the District of Columbia suggests the opportunity to preserve significant buildings.

Historic preservation of the relevant market buildings could be accomplished through listing in the DC Inventory of Historic Sites and the National Register of Historic Places. Although no formal designation has as yet been pursued and no boundaries have been fully determined, the city's preservation community or other interested stakeholders may be poised to pursue such designation. The Office of Planning and the Historic Preservation Office would not initiate the designation process, but based upon the merits of the site, it is likely that the nomination would be supported by the Historic Preservation Review Board.

In particular, the buildings erected during the Market's initial phase of construction, 1929-1931, are considered eligible for listing in the DC Inventory of Historic Sites. These market buildings present an important and cohesive collection of uniformly designed and executed market structures—a rare survivor of this essential building type in the city today. Inspired by the demolition of the city's Center Market, but built as a private venture to accommodate the wholesale and retail food needs of the city's residents, the markets serve as a physical embodiment of an important urban development in the city's history.

In addition to the Market buildings, the site is also home to a Little Tavern building on Morse Street, also considered eligible for listing in the DC Inventory. Harry Duncan founded the Little Tavern hamburger chain in 1927 in Kentucky. A year after he moved his family to the District, the chain opened its first DC location at the Market. By 1939, there were 21 Little Taverns in DC, all following a standard "Tudor cottage" style remarkable for its innovative use of modern materials in an historic style. The Morse Street Little Tavern, one of a handful of Little Tavern survivors in the city, remains intact to its original configuration and modest size and retains much of its original materials.

Little Tavern



fig. 3.05

Union Terminal Market Buildings, 1949



fig.3.06 (source: Wymer Collection, Evening Star, Historical Society of Washington D.C., 1949)

IV. The Study Area Today

Currently, there are many factors influencing the Study Area that are significant in defining its character. These factors will also determine how the area can or will be redeveloped in the future.

In addition to the typical site conditions, such as environmental factors, location within the city, topography, etc., the site has several other unique conditions affecting it. They include:

- A complex property ownership that could potentially make acquiring continuous parcels of land needed for larger developments more difficult;
- Existing low bulk commercial and light industrial zoning that does not permit residential uses;
- Numerous under-developed and vacant sites throughout the entire area;
- A disparate variety of existing land uses;
- Two projects on or near the site already being developed through the PUD process;
- Other planning efforts being developed for the area;
- The site's proposed changes in land use according to the *2006 Comprehensive Plan*
- Economic and real estate potentials or limitations of the area with its current uses.

Potential future redevelopment of the area needs to be cognizant of the existing conditions of signage/wayfinding, pedestrian safety, traffic and parking, site access, and the condition of existing buildings.

Study Area Boundaries

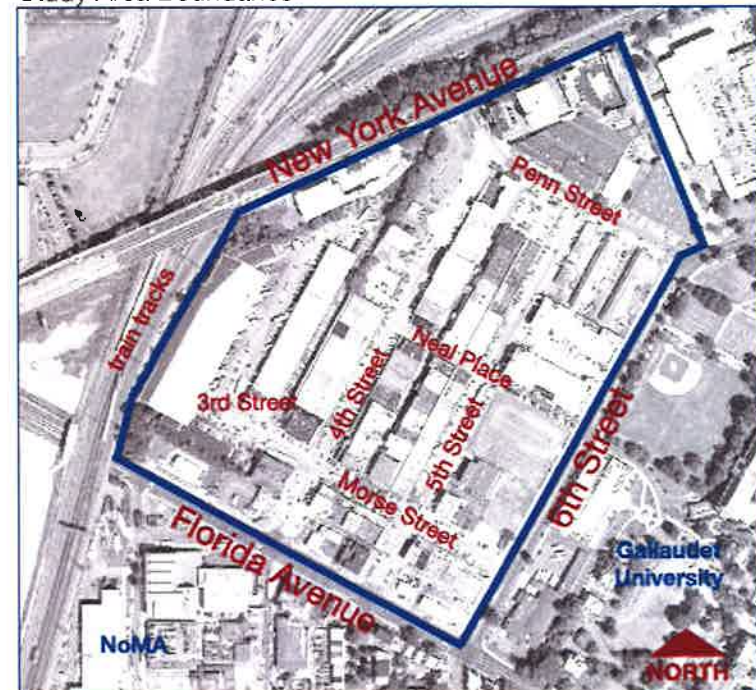


fig. 4.01

Existing Property Ownership

The Study Area, extending from just north of Penn Street to Florida Avenue, and from New York Avenue to 6th Street, NE, currently has 120 lots, owned by approximately 68 different entities. Current owners of the largest parcels of land include Gallaudet University, Maurice Electric, Edens & Avant/J Street Development, and Sang Oh & Company. The remaining lots are owned by individuals. The DC Government owns all streets throughout the area.

Many of the buildings are subdivided to support various sized tenants ranging from large-scale wholesalers to small dry good start-ups. Also, many of the buildings are leased. There is over one million square feet of lot area within the study boundaries.

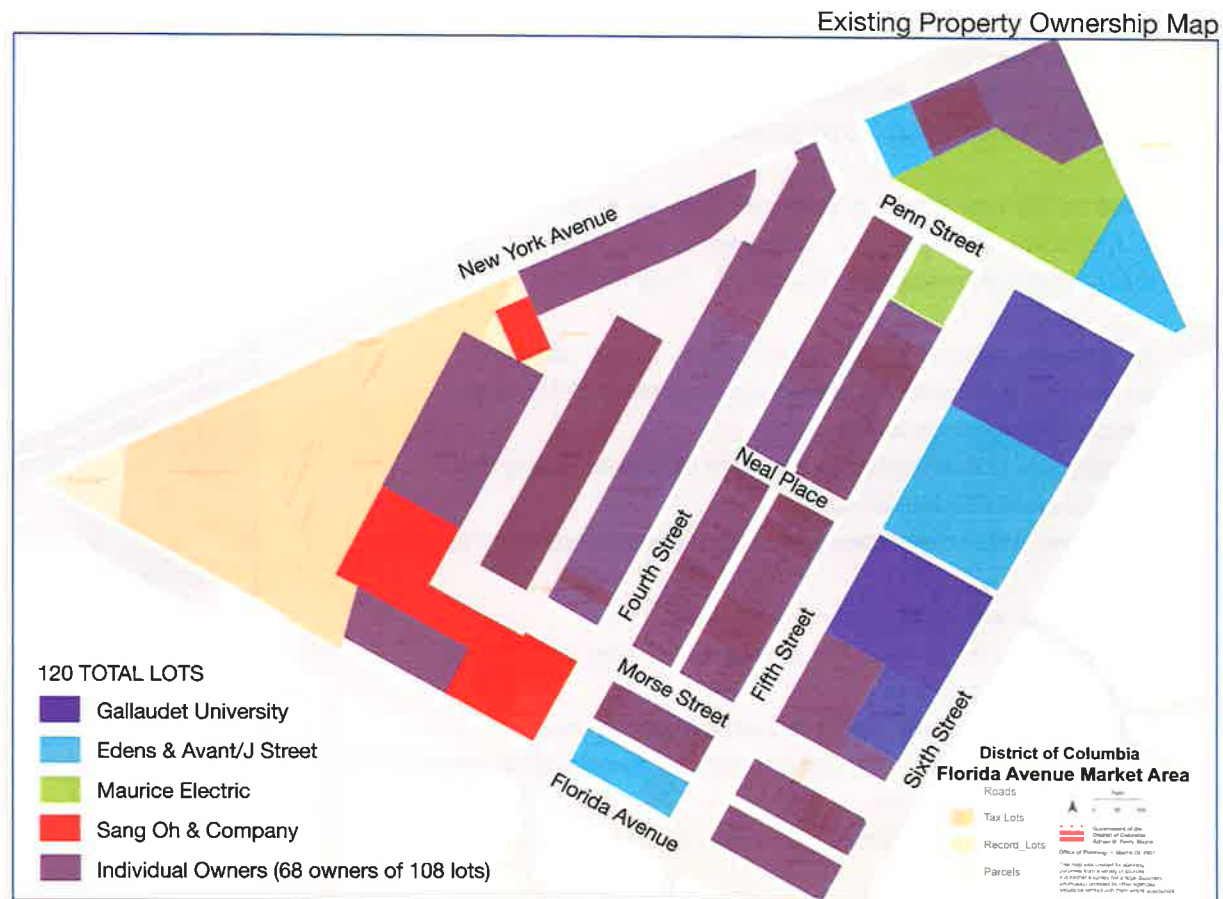


fig. 4.02

Existing Zoning

Existing Zoning Map

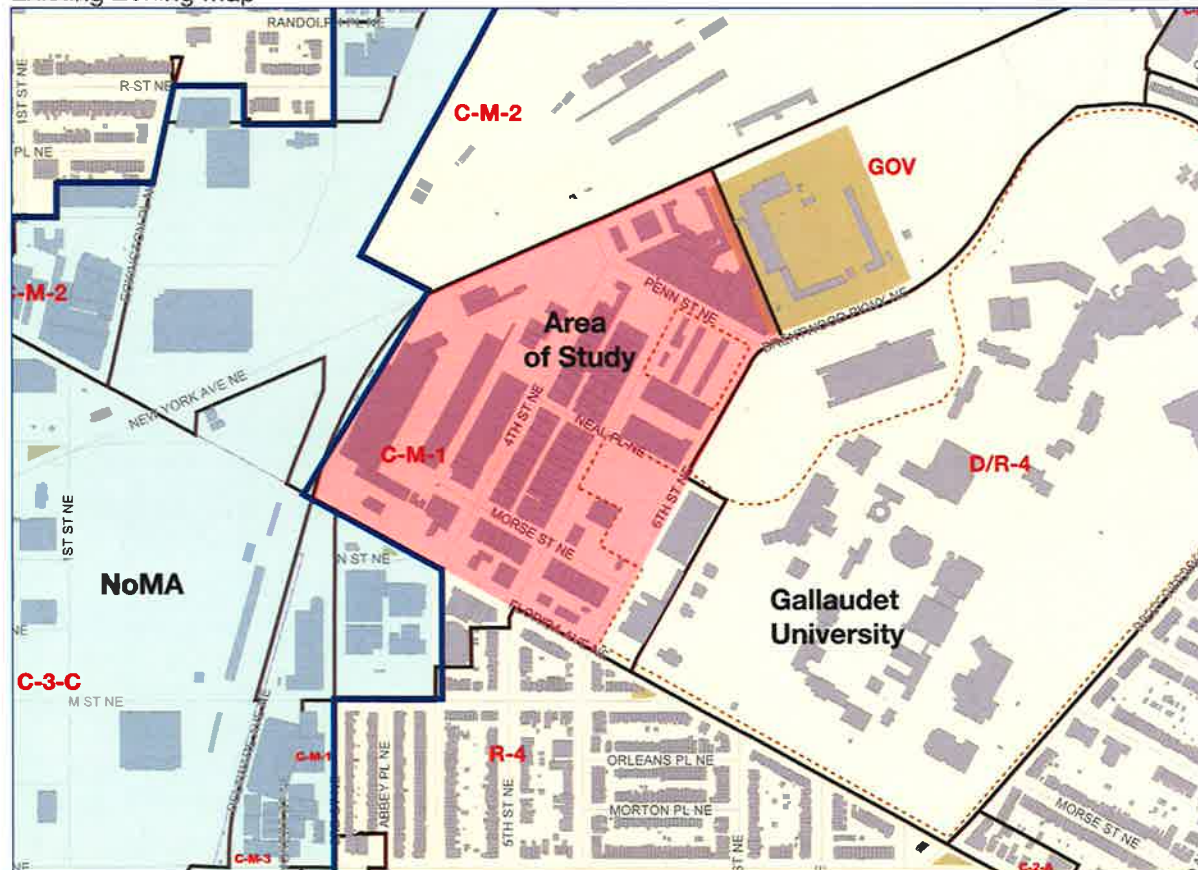


fig. 4.03

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

The neighboring NOMA development plan is zoned C-3-C west of the railroad tracks. A maximum building height of 90'-0" is allowed by right under this zoning, although greater heights of up to 130' are permitted through Transfer of Development right (TDR) processes or through a Planned Unit Development (PUD). Other surrounding zoning includes R-4, (low density residential – detached and rowhouse single family dwellings and flats) to the south; C-M-2 (medium bulk commercial/light manufacturing, maximum by-right building height of 60'-0" or 90'-0" with a PUD) to the north; and D/R-4 on the campus of Gallaudet University to the east.

Existing Uses

The Study Area currently consists of a number of different building uses and types, ranging from wholesale, farmers and flea markets, public retail, parking, several small restaurants/lounges, automotive repair or gas stations, office space, and two hotels. The wholesale function is the primary use of the area and always has been. These wholesale functions include meat, produce, beverages, some textiles, and other general merchandise. Many of the retail vendors throughout the area and in the DC Farmers Market sell items in bulk for the general public. Various Asian and African ethnic or specialty wholesale items are also sold throughout the area.



fig. 4.04

Surrounding Neighborhoods

As previously shown, the Study Area is located in the Upper Northeast element of the Comprehensive Plan and is surrounded by several neighborhoods including Ivy City, Trinidad, and NoMA. All three of these neighborhoods have been undergoing changes over the last 10 years. Ivy City includes Gallaudet University, which was established in area in 1860 and has grown into the nation's premier college for the deaf and hearing impaired.

In NoMA, the opening of the New York Avenue Metro station has helped to bring Class A office development near the Study Area, with an additional 20 million square feet of development planned or under construction in the next few years. In addition to new office space, 1,200 hotel rooms and one million square feet of retail space are planned. Over 25,000 employees already come into the area on a daily basis to work at places such as CNN, CareFirst and Sirius/XM Satellite radio.

Near Northeast, Ivy City, and Trinidad, located to the north of the Study Area, differ from NoMA because they are primarily residential neighborhoods with numerous row houses and single-family dwellings. Historically, these areas have been stable, middle-class neighborhoods. However, today Ivy City and Trinidad are experiencing many of the same challenges facing other

neighborhoods within the District. Rising housing prices make it very difficult for long-term residents to afford to live in these neighborhoods, while vacant property and rising foreclosures add other threats to neighborhood stabilization. In December 2008, the District announced an initiative to turn 37 vacant properties in Ivy City into affordable and market-rate housing for families to help increase the homeownership rate within the community. The District will contribute land and a development subsidy to ensure that some of the homes are affordable to residents earning 30 percent of the area median income.

As the District works to address housing challenges, convenient access to public transportation and other amenities will continue to make these areas more desirable in the future. As these neighborhoods continue to change and grow, their connection and integration with the Study Area will become increasingly important as it provides the much needed retail, housing and park development that will benefit Ivy City, Near Northeast, Trinidad, and the other surrounding neighborhoods.

Comp Plan and Future Land Use Changes

The District's 2006 *Comprehensive Plan Future Land Use Map* defines the Study Area as "Production, Distribution, and Repair." Figure 26.1 shows a magnified portion of the map, where this designation is indicated by a light purple color. This future land use is consistent with the site's current land uses.

However, the 2006 *Comprehensive Plan Generalized Policy Map and the Area Elements* indicate that this is a land use change area by the year 2025. Figure 27.1, a magnified portion of the *Generalized Policy Map*, shows this area as bright red, which is defined as "Multi-Neighborhood Center." This use means that a high emphasis should be placed on a variety of retail and service oriented businesses, with mixed-use infill development encouraged to provide new retail and service uses and additional housing and job opportunities.

Furthermore, the *Area Elements - Upper Northeast* section of the 2006 *Comprehensive Plan* says to, "Redevelop the Capital City Market [Florida Avenue Market] into a regional destination that may

Enlarged 2006 Comprehensive Plan Future Land Use Map

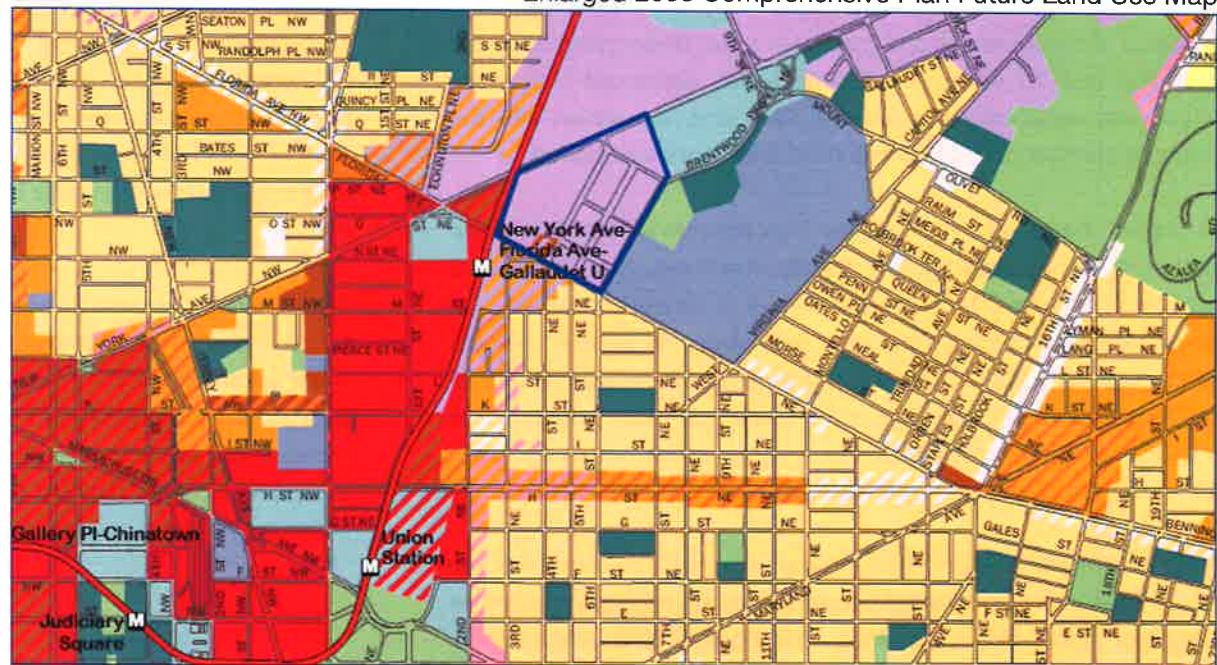


fig. 4.05

Enlarged 2006 Comprehensive Plan Generalized Policy Map

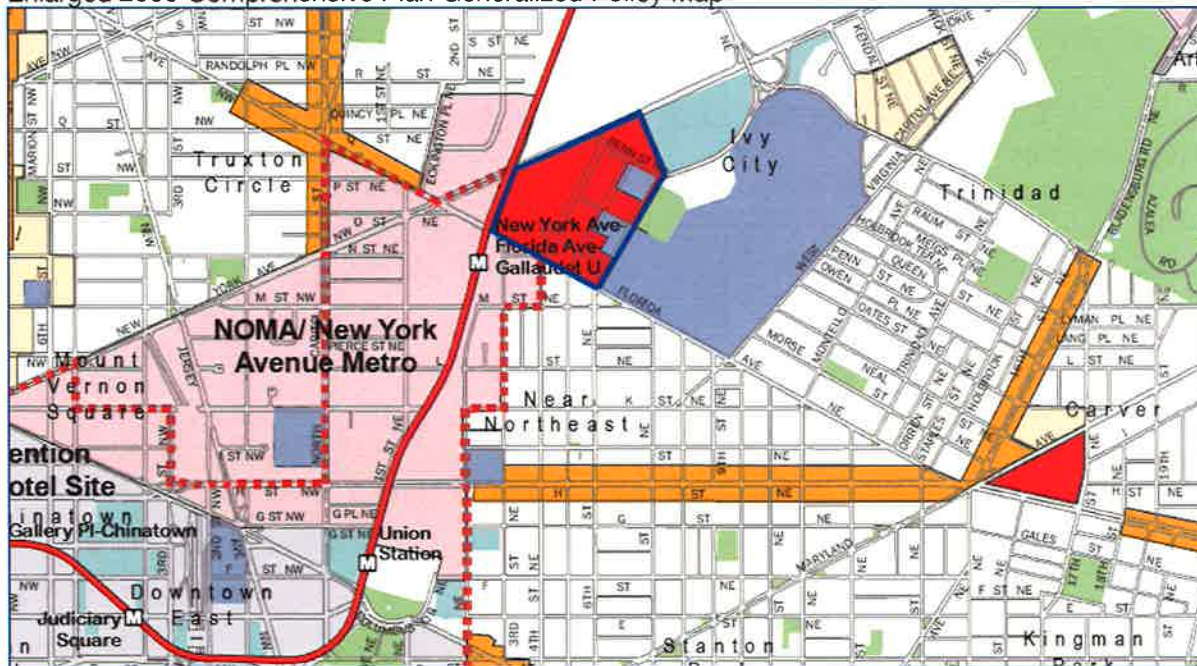


fig. 4.06

include residential, dining, entertainment, office, hotel, and wholesale food uses. The wholesale market and the adjacent DC Farmers Market are important but undervalued amenities that should be preserved, upgraded, and more effectively marketed.” (UNE-2.1.2)

Section UNE-2.1.A goes on to say that these new land uses for future land use maps should be determined through a “collaborative process that involves the landowners and tenants, the project developers, the District government, and the community.

The coordinated planning program called for in the *Comprehensive Plan* is achieved through a Small Area Plan. The *Comprehensive Plan* describes the intent of such plans to “guide long-range development, stabilize and improve neighborhoods, achieve citywide goals, and attain economic and community benefits.” It provides guidance on how this area of the city can shift from “Production, Distribution, and Repair” to a “Multi-Neighborhood Center.”

Current Planning & Development Activity

There are currently two projects on or near the site that have applied for Planned Unit Developments (PUDs). These projects directly effect the Study Area's strategic redevelopment. Both developments have required either a permanent zoning map change or a project-specific zoning change to permit residential use in the industrially-zoned area.

The first project, indicated by the number (1) in figure 29.1, is the Washington Gateway Project. It is to be a 130 feet tall, three tower development, containing retail space, office space, residential space, and hotel space. Even though this project is not within the boundaries of the Study Area, it is important to note because of its height and density. The city's approval of this PUD helps set a precedent for other future developments along New York Avenue.

The second project, indicated by the number (2) in figure 29.1, is the Gateway Market & Residences. The approved PUD for this development allows for a total maximum height of 120 feet with retail, office, and residential uses. Along Florida Avenue, the ground floor will provide space for two traditional retail or service spaces (such as a bank or restaurant) and some flexible space for market-like retail stalls. The ground floor at Morse Street will be more of this same type of flexible space. There is no retail along Fourth Street, but it does provide an entry to residential and community (ANC) space.

Washington Gateway Project (#1) is actually a part of this development. NoMA intends to redevelop approximately 358 acres (or 50 city blocks) into 10,000 - 13,000 new residential units, providing housing for between 16,000 and 24,000 people and into 10-13 million square feet of new office space, which will provide employment opportunities for between 40,000 and 58,000 daytime workers. Numerous other civic and public amenities are also included in the plan. NoMA's ultimate goal is to provide "A vibrant neighborhood with a mix of residential, commercial, recreation, and supporting retail uses."

Planned Unit Development (PUD) - A large-scale development in which conventional zoning standards (such as setbacks and height limits) are relaxed in order to conserve sensitive areas, promote the creation of public amenities such as parks and plazas, and encourage the mixing of different land uses. *(from the 2006 Comprehensive Plan)*

Nearby Developments

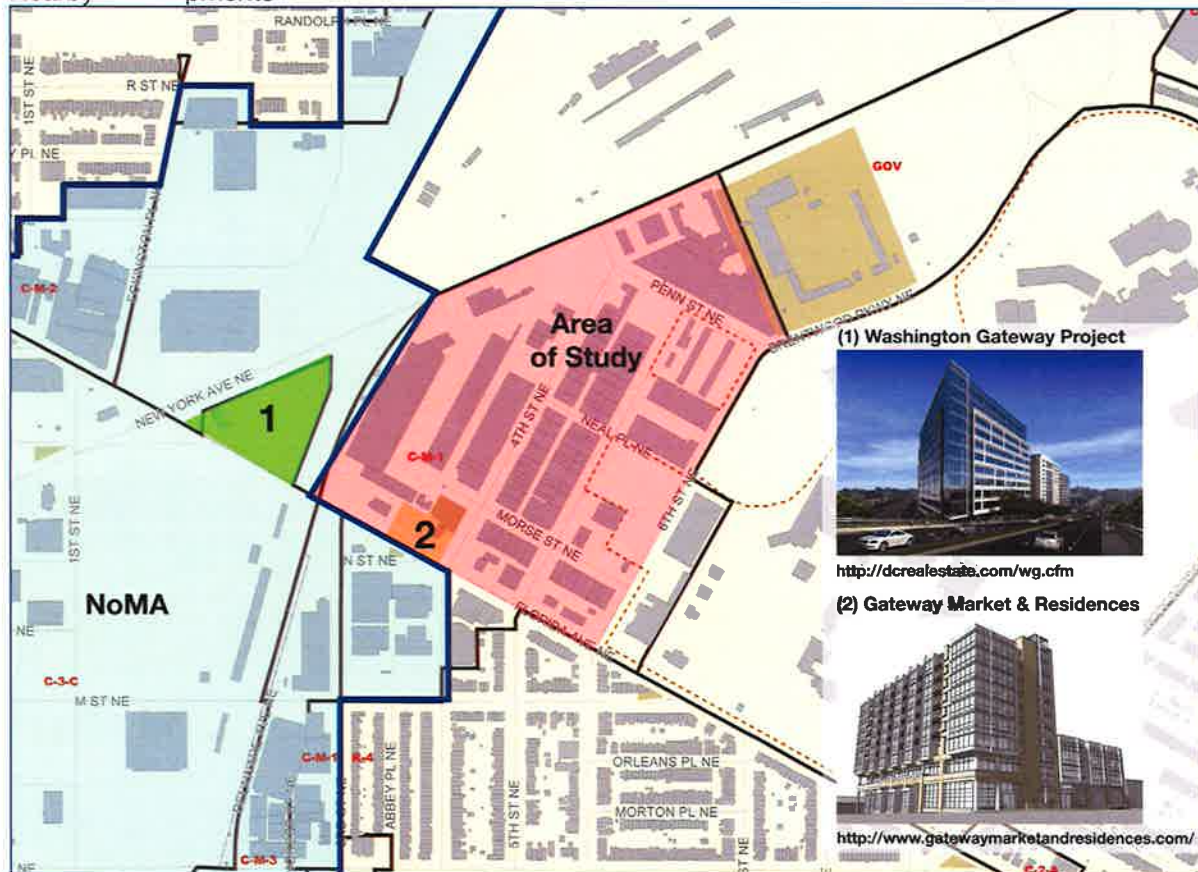


fig. 4.07

The Study Area's direct adjacency to this major initiative is very important. It has the potential to:

- Help pull more positive development to the east.
- Create a stronger connection across Florida Avenue.
- Strengthen the connection to the Metro and other public transportation.
- Set a precedent for appropriate size, density, and character for new development.

Existing Environs

Signage/Wayfinding: Over the last 75 years, the Study Area has evolved culturally due to demographic shifts, thus giving it an ethnically-diverse identity, perhaps one of the most diverse pockets in the city. The Florida Avenue Market is beloved by some locals for its “authenticity.”

However, general public awareness of the Study Area’s offerings remains limited due to poor signage and wayfinding devices on the site. The Market itself is not clearly identified and no branding exists to help distinguish it or provide a sense of place. The historic flagpoles atop some of the original structures are still visible, but much of the signage that exists throughout the site is faded, missing characters, or illegible.



fig. 4.13



fig. 4.08



fig. 4.09



fig. 4.10



fig. 4.11



fig. 4.12



fig. 4.14



fig. 4.15

Condition of Buildings: The Study Area has a wide range of building scales and designs that are a result of various changes in building construction over time. Many of the structures are slab on grade, with very few utilizing second floor space. There have also been significant changes to many of the original historic buildings throughout the site, yet many of their integral elements remain visible and reflect the original design of the Market buildings. It has also become an example of deterioration and poor upkeep. The historic buildings, as well as the more recent additions to the area, suffer from weather deterioration, inappropriate infill, and an overall breakdown in materials, largely due to tough industrial use and lack of maintenance.



fig. 4.16



fig. 4.17



fig. 4.18

Pedestrian Safety: Currently, the area is not very pedestrian friendly, due to the overlapping mix of vehicles (including semi-trailer trucks) and people. The site is most active in the early morning; the lack of activity at night creates a safety concern. Most of the buildings are not handicap accessible and the sidewalks often double as loading docks. One-way streets have only minimally improved traffic flow throughout the area. Often, trash in the streets is a by-product of the industrial and wholesale uses. Green space and trees are very few, with no public seating or streetscaping to encourage pedestrian traffic through the site to/from Gallaudet University to the New York Avenue/ Florida Avenue Metro Station. New York Avenue is also one of the streets identified by the District Department of Transportation (DDOT) as a “Priority Corridor” in its 2008 *Pedestrian Master Plan*. An enlarged portion of the Final Priority Pedestrian Corridor Map, showing the Study Area can be seen in figure 35.2. The red lines indicate a priority corridor.



fig. 4.22



fig. 4.19



fig. 4.20



fig. 4.21



fig. 4.23

DDOT Final Priority Pedestrian Corridor Map



fig. 4.24

Enlarged Final Priority Pedestrian Corridor Map

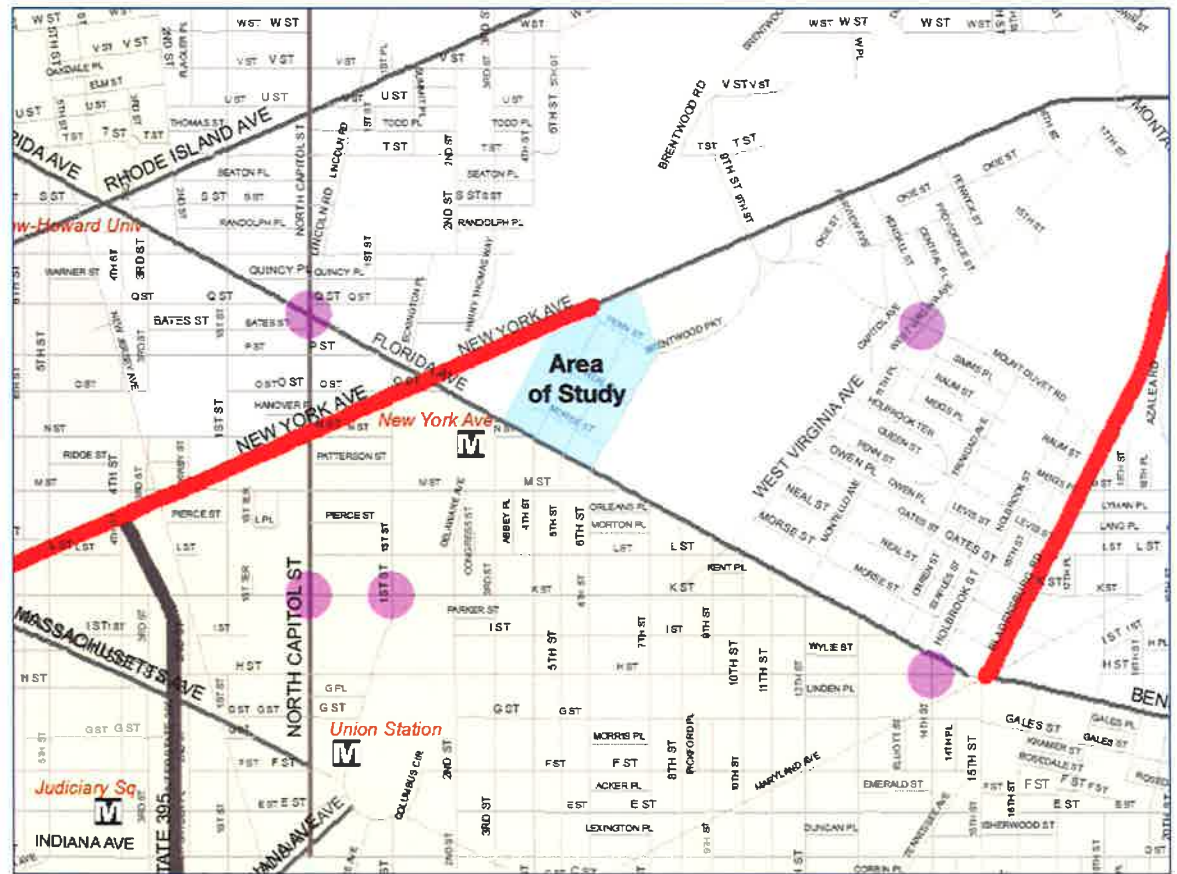


fig. 4.25

Traffic and Parking: As previously noted, there is an overlapping mix of vehicles and people throughout the Study Area. There is also a significant overlap of parking, loading, and traffic flow. Because of the uses within the Study Area, large semi-trailer trucks and medium sized box trucks are forced to share the road with smaller vehicles. Many of the existing buildings are loaded and serviced through the front, which creates conflicts with parking and pedestrians. Also, large volumes of delivery traffic at concentrated times of the day (early in the morning) and relatively none at other times, complicates the traffic flow and congestion even more. Two examples of these issues can be seen in figures 37.1 and 37.2 on the adjacent page. The timing of concentrated traffic and types of traffic also creates noise issues throughout the area.

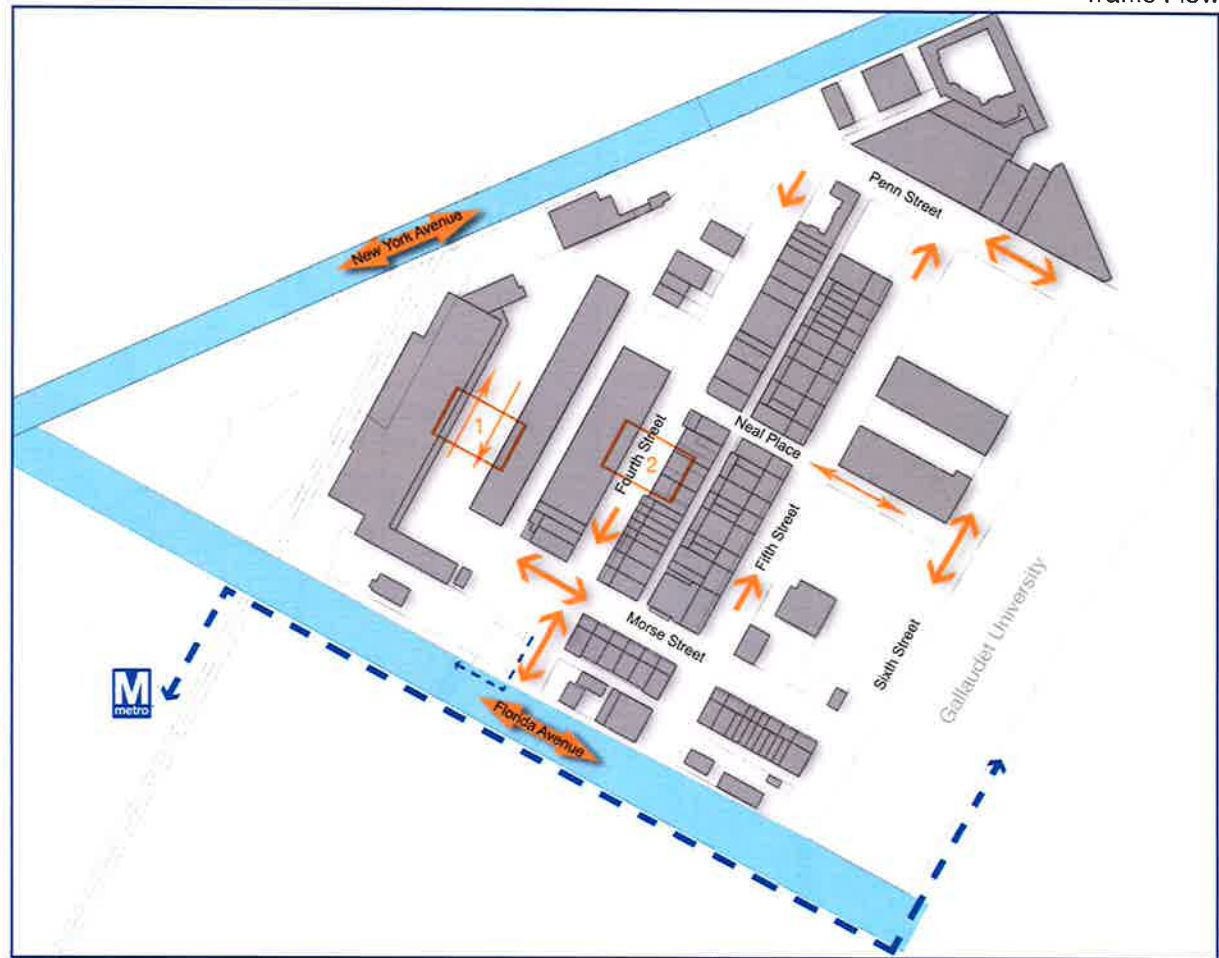
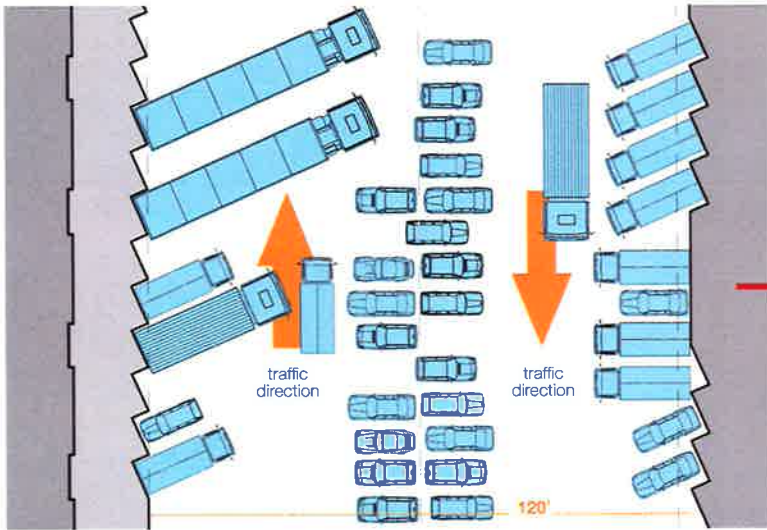
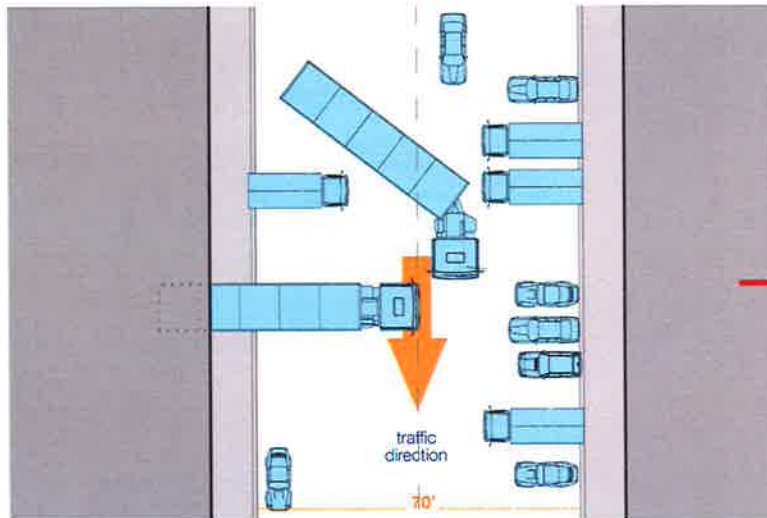


fig. 4.26



1
fig. 4.27



2
fig. 4.28



Site Access and Circulation: The Study Area is accessible by public transportation via several main bus lines and the New York Avenue/Florida Avenue Metro stop, which was opened in November 2004. No Metrobus lines go directly through the area, but the 90, 92, 93, and X3 buses all make stops along Florida Avenue, adjacent to the Study Area. It is located between two of the major traffic arteries in and out of the city. According to the District Department of Transportation (DDOT) *New York Avenue Corridor Study* in 2006, approximately 60,300 vehicles pass by the area on New York Avenue each day. In 2025, this number is projected to be approximately 81,000 vehicles a day. According to the same study, approximately 31,000 vehicles pass by the area on Florida Avenue each day. In 2025, this number is projected to average 55,000 vehicles a day. The Study Area is also near several of the existing major bike paths or proposed bike paths as part of the 2005 District Department of Transportation (DDOT) *District of Columbia Bicycle Master Plan*. Figure 39.2, shows the Study Area in relation to the proposed and existing multi-use trails on New York Avenue and the Metropolitan Branch Trail (the brown dashed lines), as well as the proposed bicycle lanes down Sixth Street (the light blue dashed line).



fig. 4.31

View of Study Area from Metro platform



fig. 4.30

Main entrance at New York Ave. & Penn St.



fig. 4.29

View of entrance off Florida Avenue

DDOT Proposed Bicycle Facilities Map



fig. 4.32



Enlarged Proposed Bicycle Facilities Map



fig. 4.33

Economic & Real Estate Analysis of The Market

Economics Research Associate's (ERA) was retained by CORE architecture + design and the Washington DC Office of Planning to perform an analysis of the Study Area and assessment of its redevelopment potential.

The Florida Avenue Market serves primarily wholesale customers who do not buy at the volumes necessary to receive drop-off delivery or meet the minimum order requirements from other large wholesale suppliers. The Florida Avenue Market finds its niche in this market group, as the large-scale wholesale food distribution market is dominated by the state-subsidized Maryland Wholesale Food Cord in Jessup, Maryland. The Florida Avenue Market also contains a number of other businesses; however, ERA estimates that the majority of sales result from the wholesale trade and food and beverage stores.

This study is broken into four basic elements: an analysis of the economic impacts of the Market, a comparison with competing or complimentary area markets using cases studies, an inventory of rents in the Market, and wholesale market feasibility expressed in the potential impact on rents if the project area includes redevelopment with market rate housing, office, and retail spaces. In preparation for the analyses, ERA worked with the DC Office of Planning to gather data and complete an analysis of the Market's current condition. OP and the consultant team attempted to obtain data through onsite interviews and requests for information from individual market business owners, requests for data from the Florida Avenue Market Merchants Associations, and requests for information from the Office of Tax and Revenue and the Department of

Retail stall inside DC Farmers Market



fig. 4.35

Economic & Real Estate Analysis of The Market continued...

Consumer and Regulatory Affairs. The analysis involved creating an inventory of existing business as well as doing a qualitative assessment of the site through a combination of both sources and should serve as conservative estimates, as they were not derived through primary sources. Data gathering was hindered by a lack of available tax data and by the unwillingness of the majority of business owners to share complete information. Specific data points were unavailable, but critical analysis included: payroll and employment information, business income tax, client and distribution lists.

ERA was able to gather data from a limited number of businesses and through in-house data banks; however, many data inputs have been extrapolated through a combination of both sources and should serve as conservative estimates, as they were not derived through primary sources. As a result, the economic analysis was driven by a qualitative analysis based on interviews and available data.

The case studies of comparable facilities revealed that there are no facilities acting like the Florida Avenue Market – a combination of public retail and privately-owned wholesale and retail space within the same market. However, there are other facilities that provide information about how other cities' markets are

organized. Some are publicly owned, such as the state-owned Maryland Food Center Authority wholesale-only facilities in Jessup, Maryland, the City-owned Baltimore Public Markets retail facilities, and the City-owned Reading Terminal Market in Philadelphia. The Chelsea Market in New York City is a privately-owned retail market facility.

The Florida Avenue Market is unique. While there may be social advantages to its current configuration and structure such as ethnic, small business development opportunities and an alternative outlet for fresh produce and meats for District residents, the economic advantages of the current Florida Avenue Market are limited. In any future redevelopment scenario, the future arrangement of Florida Avenue Market as a retail and wholesale market may need to be reconsidered.

The complete ERA report, "Florida Avenue Market Phase 2 IMPLAN Market Impacts Report," with all supporting data, charts, and analysis, can be found in Appendix B at the end of this document.

V. Issues and Opportunities

The Key Issues to Address

Through this strategic redevelopment process for the Study Area, several key issues have been identified. These issues prohibit the area from being developed to its full potential of highest and best use; they create public safety concerns throughout the area; they create traffic, loading, and parking congestion; and they affect the overall desirability of a very unique and historic area becoming a public destination point.

Original Union Market Terminal signage and building



fig. 5.01

Key issues include:

- **Site Conditions:** The nature of many of the wholesale and industrial businesses in the area creates challenges for trash, debris, and safety. Many of the buildings in the area need significant repairs and/or replacement.
- **Traffic and Safety:** Truck traffic and loading create congested traffic flow throughout the area and create an unsafe pedestrian environment.
- **Circulation:** There are no distinct public spaces. Oversized street widths (to accommodate morning truck traffic) and deteriorated sidewalk systems deter pedestrian circulation from nearby residential neighborhoods and Gallaudet University through the area to the Metro station.
- **Environmental Impacts:** Vast expanses of paved surfaces and empty lots negatively impact the natural environment and emphasize the current lack of green space.
- **Economic Growth:** There are many empty lots and undeveloped areas that sit unused and thus do not contribute to the economic growth of the area or the city as a whole.
- **Neighboring Communities:** The Study Area and many of its uses do not compliment the nearby residential neighborhoods, Gallaudet University, or the future neighboring NoMA development.
- **Image:** Currently, the site does not strengthen the public image of the city for the high volume of traffic arriving from the north via New York Avenue or for residents in adjacent neighborhoods.

The Key Issues to Address continued...

- **Stakeholders:** A complex ownership map and the vested interests of many, including the city government, Gallaudet University, neighboring developments, and the surrounding community, make a cohesive master plan more difficult to achieve.
- **Economic Pressures:** The economic and real estate advantages of the wholesale/retail market as it currently exists are very limited, which increases the pressure to rehabilitate or redevelop.
- **Zoning:** The existing CM-1 zoning reflects the current warehouse uses on the site, but would not permit the broader range of uses that may be desirable on this site, and would not provide densities or heights that will encourage quality redevelopment appropriate to this location on major circulation routes and close to a metro station.

The Opportunities Provided

This strategic redevelopment initiative attempts to create a solution-based redevelopment plan that seamlessly integrates the surrounding urban fabric, while tackling current negative perceptions of the study area. It provides a unique opportunity for this area to evolve from an island of under-developed, light-industrial sites to a development that is vibrant and unified with its adjacent communities. Additionally, it works to facilitate development that will compliment the future developments outlined in the *NoMA*, *Northeast Gateway Revitalization Strategy*, and *New York Avenue Corridor* studies.

This strategic redevelopment also provides an opportunity to balance the objectives of the many stakeholders in the current wand in its future development. These parties include the city and Office of Planning, current Study Area landowners, tenants and users, the surrounding community, neighboring Gallaudet University, and any future developers interested in the site. It also allows for preservation of the unique and historical set of buildings that represent the area's original uses - the Union Market Terminal.

View down 6th Street towards the Capitol



fig. 5.02

VI. Development Framework

Introduction

A first-time visitor to the Florida Avenue Market today may feel a sense of bewilderment. The experience can be rather chaotic; trucks parked helter-skelter, cars weaving around them way too fast, the mingled odors of raw chicken, international spices, and sometimes garbage. Where is the farmers market? Which of these businesses sell retail? Am I allowed to go into any of these stores?

On the other hand, for people who know the Market well, and for those who thrive on exploring the lesser-known parts of Washington, the Florida Avenue Market is an exciting, vital place, full of unique resources and shopping opportunities. The grittiness is part of the allure, and makes the Market feel like a real, genuine place. Such people don't deny the chaos, but see it more as a loosely orchestrated daily ballet of early morning truck maneuvering, and people shopping for the goods that keep their restaurants, grocery stores, and home kitchens running. It may be messy, but it gets the job done.

What both groups of people can agree on is that something has to change at the Florida Avenue Market. For the former, the grittiness, unclear pedestrian ways, lack of signage and sense of being unsafe are all barriers to attracting large numbers of retail customers, and perhaps some wholesalers. For the latter,

inefficient parking and loading practices slow down wholesale transactions, and outdated facilities drive many wholesalers to far-out suburban alternatives.

The Florida Avenue Market area can and should work for both groups of people. There are many examples of successful, clean, thriving, mixed-use wholesale/retail markets throughout the world that efficiently fulfill their industrial purpose of supplying fresh foods to restaurants and grocers, while also serving as a hub for retail food vending and even tourism. In fact, with a more efficient layout and facilities, the Florida Avenue Market site can be leaner and more productive, leaving space for new complimentary mixed-use development.

This section outlines a vision for the Florida Avenue Market that retains its industrial purpose and character, while introducing changes that are necessary for the Market to adapt and survive into the future. What will this look like? Who will the Market serve? What new uses will be introduced to compliment the existing uses? The vision takes into consideration years of discussions and meetings with business owners, property owners, retail and wholesale customers, residential and institutional neighbors and local political leaders. It is not perfect, but is a very necessary starting point for controlled change. Left alone, the Market will continue to struggle. The hope for this vision is that it will give everyone who cares about the area the tools needed to ensure that this very special corner of Washington is maintained and developed conscientiously and sustainably.

The Vision

Function – *What does it do?*

The Florida Avenue Market area will be a mixed-use neighborhood that serves a variety of purposes. Wholesale market businesses continue to thrive in a leaner, more efficient, modern facility. Retail businesses expand in scale and variety, but with an emphasis on food and food-related merchandise and services. Other regional and neighborhood-scale retailers and restaurants are established to serve the day-to-day needs of existing and new residents on site and in the surrounding areas. People come to work in new office space, live in new residential buildings, and take advantage of community services and new recreational options.

Character – *What does it look like?*

The historic origins of the market area are present, with preserved, renovated, or adaptively reused original market buildings at the heart of the site. New buildings on the east end of the site will enhance the adjacent market buildings and the Gallaudet University campus. The buildings here will reach out to one another as a visible signal of connection between the areas. New buildings to the south east will respect the bordering townhouse community of northern Capitol Hill and the nearby residential neighborhoods. The character to the west and north will complement the character of the new, modern-style anticipated along New York Avenue, and in the NoMa neighborhood just over the railroad tracks.

Sense of Place – *What does it feel like?*

The Florida Avenue Market of the future will continue to be an exciting, bustling place, full of surprises. People looking for a quiet residential neighborhood, or a sterile office environment should look elsewhere. Activities will begin early in the morning on most days, and continue into the evening. The rumble of truck traffic in the morning is joined by the scent of foods from around the world, and visitors know they're in a unique place, a working place. In the afternoon and evening, people feel free to explore the shops and restaurants. There is a sense of safety, security and order, but also a thrilling acknowledgement that this is a hub of commerce and activity.

Allure – *Why do people go there?*

There has been a tremendous amount of new development in Washington over the past 10 years, and despite the economic downturn, Washington has one of the best outlooks for new development in the country. With all of this new development, why will people care about Florida Avenue Market over any other place? Wholesalers, for one, come to take advantage of the only such place left in Washington, right at the heart of the region's well-known restaurant industry and the city's international scene, fueled by embassies and consulates. Wholesale customers come

The Vision continued...

for the proximity to their restaurants and grocery stores, ensuring freshness and saving them precious time. Retail customers come for an experience like no other in the DC region where such a varied supply of local and international food products, merchandise, and services is available. Offices locate here to take advantage of the proximity to Metro, and the amenity to their employees being on top of the Market's resources. New residents are also attracted to the Metro-accessible location and the excitement of living near the market's unique activities, amenities, and services. The potentially historic market buildings are a significant allure for everyone, grounding and defining the area in a way that sets it apart from other new developments in the city.

Connectivity/Transportation – *How do people get and move around there?*

The Florida Avenue market is positioned to take advantage of a wide variety of transportation options. Much of the area is a five to 10 minute walk to the New York Avenue Metro Station, and the major adjacent streets are well served by bus lines. New residents, office workers, market workers, and casual visitors will likely take Metro on a regular basis. The Metropolitan Branch Trail that runs along the railroad tracks from Union Station should connect over to the market area, offering a significant bicycle connection to the

site. Bicyclists can also come from Sixth Street, a major bicycle route being planned by the District Department of Transportation. Vehicular access is available from Florida Avenue, Sixth Street and New York Avenue; and drivers will have access to both metered and off-street garage parking. Pedestrian conditions have greatly improved in the Market with visible, convenient, and safe access throughout the site.

Public Realm – *What do people do/experience there?*

The public realm will be much different from what it is today, but in many ways will be similar to the Market's early days in the 1930s. Sidewalks are clean and in good repair. Signage for pedestrians is of a consistent style and is located in prominent spots to direct visitors to shops, restaurants, services, parking, and nearby resources such as Metro and Gallaudet University. New open space, in the form of pocket parks or urban plazas, creates a respite from the bustle of the area, and tall tree canopies make for pleasant strolls along any street. Crosswalks are clearly marked, and planted median strips, along particularly busy streets, serve as havens for pedestrians. Pedestrian-oriented streets are lined with outdoor dining areas and retail displays in good weather, and there is room for people to linger, or to hurry and get their business done. The public realm must and will take on the diversity of uses and users of the area, making room for all.

The Vision continued...

Sustainability – *How environmental sustainable is the site?*

The District of Columbia is firmly committed to environmentally friendly and “green” practices in building design, infrastructure and other aspects of city life. Sustainability is not a goal or end in itself, but rather something that permeates and integrates with all of the categories discussed above. It should be noted here that all future development in the Study Area will be characterized by sustainable design, to the level required by the *DC Green Building Act of 2006* or beyond. Particular attention should be paid to high performance building design, energy efficiency, storm water management, air quality management, environmental noise reduction and the careful placement of sustainable, usable and attractive open space. These elements are not only important to the environment, but also help to strengthen the ideas of “green thoroughfares and canopies” as recommended by this plan, improving quality of life in a place now dominated by concrete and asphalt.

Historic Preservation

Three principal goals of the District of Columbia Historic Preservation Office are:

- (1) to identify and recognize historic resources;
- (2) to protect those historic resources; and
- (3) to capitalize on those historic resources.

Historic preservation within the FAMS offers the city an opportunity to showcase the history and the unique architectural qualities of the original market buildings, while also allowing for compatible new construction. If designated to the DC Inventory of Historic Sites, additions and alterations to the historic buildings will be reviewed by the Historic Preservation Office and the Historic Preservation Review Board, thereby ensuring architectural compatibility between the old and the new buildings. Historic Preservation also provides for opportunities to highlight the history of the site through interpretive signage, walking tours, brochures and other educational tools.

Putting The Vision to Work

The remainder of this chapter uses The Vision to create specific recommendations that will be needed to realize it. The following sections explore the process for doing this, and recommended strategies for zoning, land use, historic preservation, transportation, place making and more. A vision is just a vision if it's only in your head or on the page. What comes next are the tools that can help bring it to life.

Summary of The Vision:

- **Function:** New residential, office, and retail uses create a vibrant mixed use destination that retains a revitalized wholesale/retail market.
- **Character:** A mix of densities ranging from moderate to medium to high density, designed in such a way to be integrated into surrounding development and community fabric.
- **Sense of Place:** An environment that is functional, safe, dynamic and appealing to the senses.
- **Allure:** A site that capitalizes on its unique assets and appeals to residents, office workers, market workers, visitors, and students.
- **Public Realm:** A vibrant public realm that creates user friendly spaces and active ground floor uses with common design elements and human scaled development and design.
- **Connectivity:** Streetscapes that promote improved vehicular circulation and traffic calming while enhancing pedestrian circulation and access and decreasing pedestrian and truck conflicts.
- **Sustainability:** Development that embraces site and system sustainability features including applicable requirements of the *Green Buildings Act of 2006*, LEED certification, and best practices in stormwater management.
- **Historic Preservation:** A site that includes preserved and adaptively reused market buildings and commemorates the site's unique history with signage and other design features

Land Use and Development Recommendations

Changes to the current location and operation of wholesale and retail businesses in the FAMS are dependent upon their interest and participation in any proposed redevelopment. Should this occur, this plan recommends that wholesale uses be relocated to the northwestern portion of the site, closest to New York Avenue and Penn Street. This would allow for convenient truck access off of New York Avenue and separate new mixed use development from industrial uses. The recommendations also promote the goals of the community for development, and enhance existing assets. In general, the recommendations are intentionally flexible to allow for creativity in site planning, diversity in heights and design, and appropriateness in relation to future market demand. Multiple owners may make a cohesive, comprehensive development complicated, therefore the flexibility in the recommendations is meant to ensure that individual development goals can be achieved within the context of the larger redevelopment vision for the entire market area.

Land Use

As described in The Vision statement, the revitalized market area should feature a mix of land uses such as retail, office, and residential. The following general guidance applies to the entire Study Area:

- *Mix of Uses:* The plan supports a diversity of land uses throughout the study area and on individual development parcels. Coordination among property owners is essential to ensure that a balance of uses is achieved throughout the site to achieve the goals of this plan.

- *Wholesale Uses:* Changes to the current location and operation of wholesale and retail businesses in the FAMS are dependent upon their interest and participation in any proposed redevelopment. Should this occur, this plan recommends that wholesale uses be relocated to the northwestern portion of the site, closest to New York Avenue and separate new mixed use development from industrial uses. The feasibility of relocation of these uses is dependent upon the existing businesses and willingness of a property owner to construct a new facility. A determination of the feasibility and specifications of a new wholesale facility will be a critical next step. A future economic analysis and engineering study would be required to determine the cost and feasibility of relocating and constructing wholesale functions on the northwest parcel. Given the current age and configuration of the wholesale buildings, it's likely that new construction could potentially create overall cost savings through economies of scale, shared uses, energy efficient design and other technologies which would better serve to preserve and promote the long term viability of independent business owners in the wholesale business.
- *Food Retail and Related Uses:* There is a unique opportunity to cluster food retail and related uses in the FAMS to highlight its unique character and history. There are many ways to achieve this including restoring the historic market complex as a retail market

similar to Pikes Place in Seattle, or Granville Island in Vancouver. Other enterprises such as catering companies, cooking supply stores, culinary schools, and retail stores can also realize this opportunity.

- *Street Activating Uses:* To fulfill the public realm and sense of place vision for the Study Area, it is essential that street activating or pedestrian enlivening activities are featured in the ground floors of development or within the public space of key streets such as Sixth Street, Fifth Street, Morse Street, Florida Avenue, and Neal Place. These uses can take the form of retail spaces with vibrant facades and highly transparent storefronts or public realm activities such as plazas, vending stations, or outdoor cafes.
- *Operation and Uses* – Although this plan can not determine when future development will occur within the FAMS, it does recognize the importance of addressing short term issues that affect the Study Area today. As an interim measure, prior to future development or a full transportation study, the plan recommends that the District work with business and property owners to conduct an Operations Study. The study should address market uses and functions that minimize pedestrian and vehicle conflicts, improve cleanliness and overall management to create a safe and inviting environment.

Historic Preservation & Adaptive Reuse

The potentially historic market complex consists of a collection of structurally viable buildings that provide physical evidence of the city's past. As historic buildings with a story to tell, the market buildings should be retained and adapted to new uses as necessary. Through good and sensitive design, new construction can be successfully achieved alongside these historic buildings, and/or incorporated into them.

If the market is listed in the DC Inventory of Historic Sites, the historic preservation process will ensure such compatibility. Development and architectural team(s) will work with the Historic Preservation Office and the Historic Preservation Review Board to develop a project whereby important characteristics of the buildings are maintained and the additions are designed to complement the historic surroundings. As part of the review process, development and architectural team(s) will meet early on and regularly with historic preservation staff to ensure compatibility before making a more formal presentations to the Review Board for its official ruling.

In addition, if designated as historic sites, the project may take advantage of federal preservation tax incentives. In particular, if the preservation element of the development project complies with the Secretary of the Interior's Standards for Rehabilitation, the federal tax credit allows 20% of rehabilitation costs to be taken by the development company as a tax credit. Although achieving the expected level of compliance represents a commitment from the developer(s), the Historic Preservation Office will provide

guidance to the development team on how to successfully secure such tax credits. The Federal Rehabilitation Tax Credit program is essentially the only direct financial incentive for historic preservation of such a development. Rehabilitation of the potentially historic buildings may take advantage of federal preservation tax incentives that allow 20% of rehabilitation costs to be taken as a tax credit.

Zoning & Intensity of Development

As a result of this small area plan, the zoning for the study area could be changed through the zoning map amendment process, which requires public review and approval by the District’s Zoning Commission. The zoning recommendations in the plan are designed to accomplish three objectives:

1. Provide opportunities for additional density and associated building height, especially in areas designated as “High Density” or “Medium-High Density”
2. Facilitate the preservation, renovation and adaptive reuse of the potentially historic structures in the Study Area
3. Provide for a broader range of uses in keeping with the vision for the area.

Figure 57.1 illustrates the height and density recommendations for each sub-area within the FAMS. Maximum height and density illustrated in the second column would only be achievable through:

- A Planned Unit Development (PUD) that includes the provision of significant amenities as identified in this plan or in the *New Town Act*, or
- A Partnership PUD between potentially historic properties and non-historic properties, even if the subject properties are non-contiguous (described in the Draft Plan as a TDR process). Extra density could be transferred from the historic property to the non-historic property, with the expectation that the historic property would be preserved and rehabilitated.



Land Use and Development Recommendations continued...

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

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

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

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

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

* or less if restricted by the Height Act

Zoning and Intensity Plan

- HIGH Density
- MEDIUM - HIGH Density
- MODERATE - MEDIUM Density



Per a Development Review and approval, maximum density and buildable heights are able to be achieved in adjacent zones through a combined lot(s) exchange with the existing historic Union Market Terminal buildings, outlined by the dashed blue line.

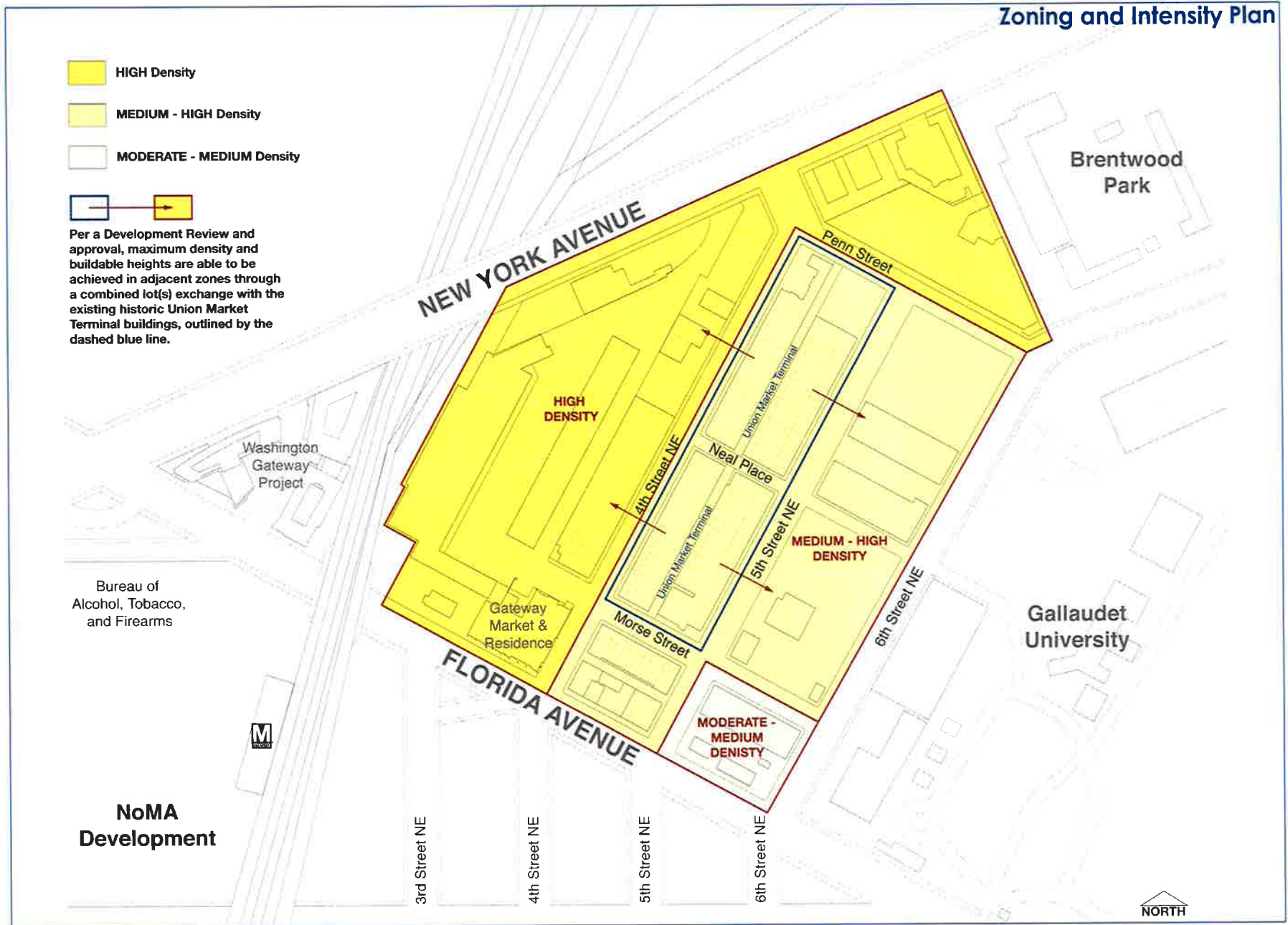


fig. 6.01

Urban Design

As discussed throughout this plan, the complexity of development at the FAMS creates many planning challenges that can not all be solved at this point in time. In this context, this plan establishes a vision and framework for how development could occur within the study area. Establishing a comprehensive set of urban design guidelines is not the objective of this framework plan; however the general urban design approach that will guide future development is as follows:

- Enhance and respect the unique architectural features of the original market buildings through preservation and adaptive reuse of those buildings.
- Develop innovative architectural solutions that seamlessly blend new construction into its surroundings in order to enhance architectural and scale compatibility; opportunities to reflect and interpret the unique architectural features of the original market buildings in new construction are highly encouraged.
- Feature a variety of building heights in all sub-areas, paying particular attention to designing new construction to step down in height to existing lower scale structures, specifically the potentially historic structures within the study area and the adjacent row-house neighborhood across Florida Avenue. It is expected that new development south of Florida Avenue utilize design techniques, such as upper floor set backs, to address scale transition and architectural compatibility issues. In the Medium-High Density sub-area, it is expected that any high density development step down to transition to the Moderate-Medium Density sub-area.
- Utilize design features on the ground floor and building facades to contribute to a pedestrian-friendly, safe, publicly accessible, and active public realm.
- Enhance connectivity and the openness of the site by featuring pedestrian scaled blocks or using design features that break up building façades.

The following section, *Transportation and Public Realm Recommendations*, discusses additional urban design elements related to the public realm in greater detail.

Transportation and Public Realm Recommendations

Some of the challenges to realizing a thriving and functional Florida Avenue Market include traffic congestion, vehicle/pedestrian conflict, lack of clear pedestrian throughways and open space, and other issues that make navigating the market difficult and visiting an unpleasant experience. The public space (including the streets and sidewalks and tree boxes) of the Florida Avenue Market has the potential to define an image that reinforces the market

Transportation and Public Realm Recommendations continued...

as a destination, creates a distinct character, and that connects it to adjacent neighborhoods. The areas existing characteristics, site conditions, and public realm plans for adjacent areas present opportunities for how the public space can be programmed and designed.

The following section discusses general principles for effectively dealing with these issues through streetscape improvements and transportation system enhancements. Recommendations are organized into four categories: Sense of Place, Public Realm, Open Space, and Transportation. Together, they are a major component of realizing the vision laid out at the beginning of this chapter. This section is followed by specific recommendations for each street in the Study Area.

Sence of Place

- Renovate and adaptively reuse the core of original market buildings to increase the opportunity for street enlivening uses on the ground floor.
- Utilize design techniques in new construction to enhance the sense of place and pedestrian character of the FAMS.
- Utilize the public realm to strengthen the site's long tradition of food-oriented businesses through vending, cafes, display windows, etc.

Open Space

- Introduce thoughtful public open space to the market. Location factors should include visibility from multiple streets and placement on both the west and east sides of the study area.
- Include amenities in open space for users, such as benches, water fountains, etc.
- Create defensible open space that is well-lit, with clear sightlines from multiple points in and near the market.
- Ensure accessibility for a wide range of users - both physical accessibility and obvious visual cues will that ensure people know the space is public.
- Utilized an enhanced streetscape as part of the open space system.

Public Realm

- Create a pedestrian-friendly environment with clear pathways throughout the market and visual links with surrounding communities and resources.
- Improve sidewalk conditions, increase street trees, and improve lighting,
- Encourage active ground-floor uses (such as restaurants and retail) along expected pedestrian routes to increase visual interest and safety.
- Create distinctive wayfinding signage, business façade signage and banners, etc. to identify the market area and improve navigation.

Transportation

- Increase pedestrian connectivity to/from the New York Avenue Metro Station, the market area, and other surrounding institutions.
- Reestablish a more complete street grid in the study area – such streets may be pedestrian-only or multi-modal, so long as they provide safe, convenient and welcoming environments.
- Evaluate each new development proposal to ensure that vehicular navigation, truck traffic in particular, runs smoothly, encouraging the separation of vehicular and pedestrian traffic whenever possible and the placement of loading docks to the rear and side of buildings.

Street-by-Street Recommendations: What follows are recommendations specific to each street in the Study Area, covering the same four categories discussed above: Sense of Place, Public Realm, Open Space, and Transportation. This is paired with an image of a street section that shows proposed roadway and sidewalk widths, planting areas, etc. These have been determined based on the needs of each street, and also on the precedent set by existing street plans for neighboring areas such as NoMa, Mount Vernon Triangle and New York Avenue, as well as District streetscape and public realm goals. Some of the more prominent streets also have illustrative renderings of what they may look like in the future after all recommendations have been implemented. These drawings do not represent actual development plans, rather the aspiration of a dynamic, safe, and efficient public realm and transportation system. Further, the guidance provided for each of the categories illustrates ideal conditions that would realize The Vision for the market. As development progresses in the Study Area, more detailed transportation analysis and recommendations will be needed to refine the guidance provided in this plan and respond to unique site conditions.




Florida Avenue - Gateway Boulevard to the Market, City, and Beyond

<p>Sense of Place</p> <ul style="list-style-type: none"> Florida Avenue will be enhanced as a major symbolic entryway to the city and to the Florida Avenue Market area. Increased plantings of tall trees and other greenery will convey to drivers and pedestrians alike the importance of Florida Avenue, and will give it the feel of a gracious boulevard. Buildings along this street will change character and height as they reflect a more modern commercial character near the railroad tracks to the north, and a residential, historic townhouse community to the east. 	<p>Public Realm</p> <ul style="list-style-type: none"> Wide sidewalks will provide ample room for pedestrians. Ground floors of buildings will be built to a pleasing human scale, and facades should consist of at least 50% transparent materials, in order to maintain the interest of pedestrians. Wide tree box/furnishing area will be situated along the street for visual beauty and to create a buffer from passing vehicles. Ground floors will be filled with community services and regional-scaled retail that can take advantage of the high volume of vehicles passing by each day.
<p>Open Space</p> <ul style="list-style-type: none"> Street trees and plantings green the streetscape and provide shade for pedestrians. Public spaces in the interior of the Study Area should be visible from Florida Avenue, creating strong visual cues that will draw pedestrians into the site. 	<p>Transportation</p> <ul style="list-style-type: none"> No proposed change to the existing street width (6 lanes of traffic) as Florida Avenue will continue to be a major vehicular artery into the city. The District should explore opportunities to slow traffic, increase pedestrian safety, and improve efficiency. New curb cuts should be avoided on Florida Avenue whenever possible.

Recommendations:

- A. Wide planting beds at the street to create a safety buffer**
- B. Large shade trees to create a “green canopy”**
- C. 8-foot sidewalks for pedestrian circulation**
- D. Buildings facades to be at least 50% transparent and of human scale**
- E. Regional-scaled retail and community services**
- F. Existing street width to remain to accommodate high volumes of traffic**



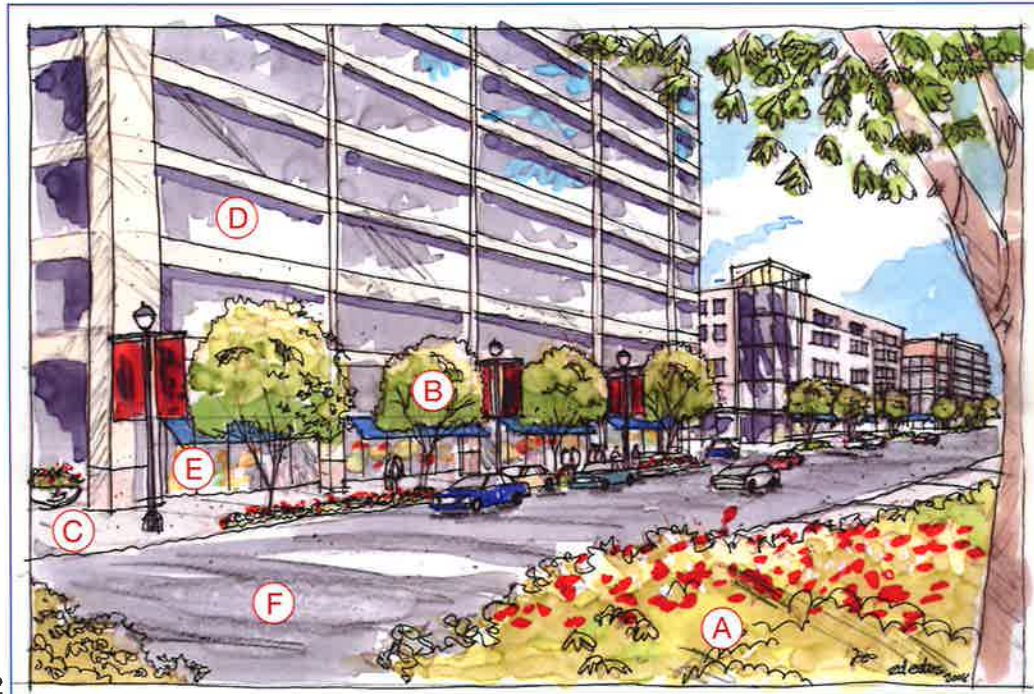


fig. 6.02

(source: DC Office of Planning, 2009)

streetscape rendering
Florida Avenue

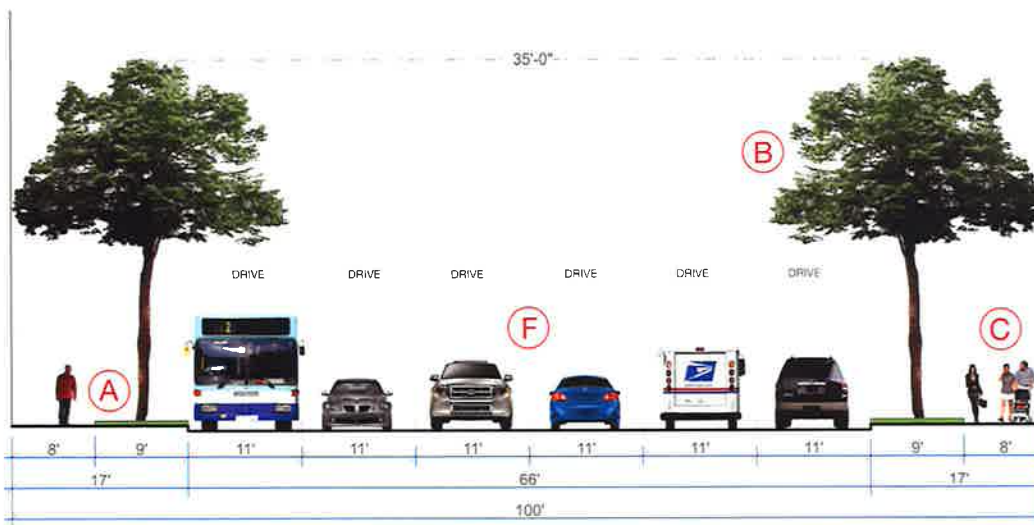


fig. 6.03

All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

street section
Florida Avenue

Fifth Street, NE - Pedestrian Heart of the Florida Avenue Market

<p>Sense of Place</p> <ul style="list-style-type: none"> • Fifth Street will be inviting and green, inviting pedestrians to slow down and stroll by the array of local shops and restaurants. • Adaptive reuse of original market buildings grounds visitors create contribute to creating the unique sense of plan and connection to history and continuity. • Ground floors will be filled with neighborhood-scaled retail shops and restaurants that can take advantage of the high volume of pedestrians passing by each day. • Vistas to Gallaudet University remind visitors of the connection between the two places. 	<p>Public Realm</p> <ul style="list-style-type: none"> • Fifth Street will serve as a major north/south pedestrian connection linking a revitalized historic market area with new development and existing neighborhoods; therefore generous sidewalks are needed to accommodate heavy pedestrian traffic. • The public realm should be wide enough to accommodate a generous <i>spill zone</i> or <i>public parking area</i> for outdoor dining, retail displays and other such activities. • Large (6-10 feet) tree box/furnishing area will be situated along the street for visual beauty and to create a buffer from passing and parked vehicles. • Ground floors of buildings will be built to a pleasing human scale, and facades will consist of at least 50% transparent materials, in order to maintain the interest of pedestrians.
<p>Open Space</p> <ul style="list-style-type: none"> • Large shade trees will create a “green canopy” matched with smaller plantings. • Plazas and open spaces at key intersections along Fifth Street are highly encouraged. 	<p>Transportation</p> <ul style="list-style-type: none"> • There will be two lanes of traffic in each direction, but at least one lane in each direction should be reserved for on-street parking during most hours of the day. This will help calm traffic and provide temporary parking spots for retail customers.

- Recommendations:**
- A. Major north-south pedestrian pathway**
 - B. Continuous wide planting beds containing both large shade trees (to create a “green canopy”) and understory trees**
 - C. 16-foot sidewalks to accommodate both pedestrian circulation and café tables/ chairs or retail displays**
 - D. Neighborhood-scaled retail shops and restaurants**
 - E. Relatively narrow streets with parking on each side to limit traffic volume and speeds**

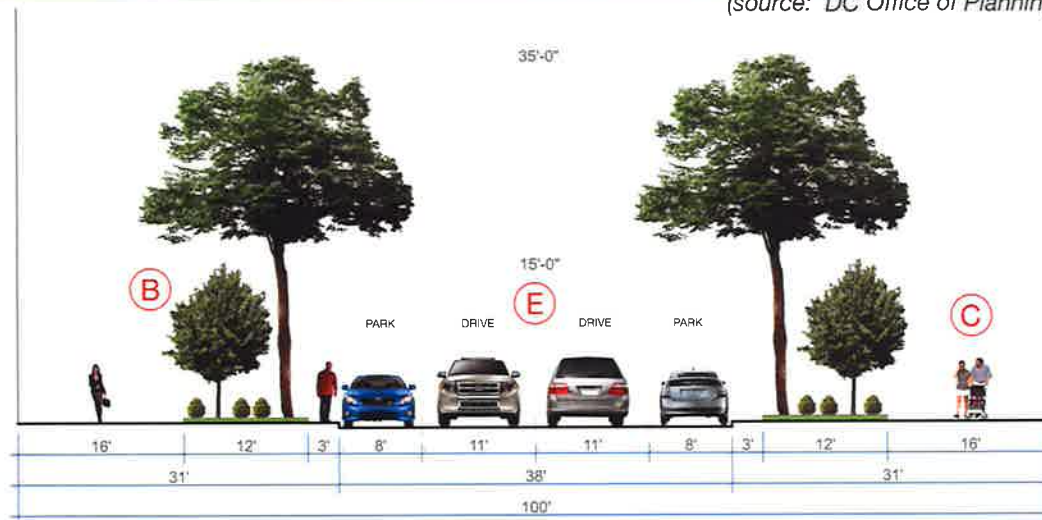




streetscape rendering
Fifth Street, NE

fig. 6.04

(source: DC Office of Planning, 2009)



street section
Fifth Street, NE

fig. 6.05

All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Morse Street - Walkable Link Between History and the Future

<p>Sense of Place</p> <ul style="list-style-type: none"> • Morse Street will physically link the historic core of the market to new development. It also ties together the various uses of the site, from institutional, to commercial, to wholesale, to residential. • Pedestrians are inclined to slow down and stroll by the array of local shops and restaurants. • Ground floors will be filled with neighborhood-scaled retail shops and restaurants that can take advantage of the high volume of pedestrians passing by each day. 	<p>Public Realm</p> <ul style="list-style-type: none"> • Morse Street will serve as a major east/west pedestrian connection between Gallaudet University, Florida Avenue Market, the New York Avenue Metro Station, and the NoMa neighborhood; therefore generous sidewalks are needed to accommodate heavy pedestrian traffic • The public realm should accommodate a generous <i>spill zone</i> or <i>public parking area</i> for outdoor dining, retail displays, or vending in front of new development. • Large (6-10 foot) wide tree box/furnishing area will be situated along the street for visual beauty and to create a buffer from passing and parked vehicles. • Ground floors of buildings will be built to a pleasing human scale, and facades will consist of at least 50% transparent materials, in order to maintain the interest of pedestrians.
<p>Open Space</p> <ul style="list-style-type: none"> • Large shade trees will create a “green canopy” matched with smaller plantings. • A large public plaza or series of smaller public spaces along Morse Street, especially at the western end of the street, is strongly encouraged. 	<p>Transportation</p> <ul style="list-style-type: none"> • There will be two lanes of traffic in each direction, but one lane in each direction should be reserved for on-street parking during most hours of the day. This will help calm traffic and provide temporary parking spots for retail customers.

Recommendations:

- A. Major east-west pedestrian pathway**
- B. Continuous wide planting beds containing both large shade trees (to create a “green canopy”) and understory trees**
- C. 15-foot sidewalks to accommodate both pedestrian circulation and café tables/ chairs or retail displays**
- D. Neighborhood-scaled retail shops and restaurants**
- E. Relatively narrow streets with parking on each side to limit traffic volume and speeds**





streetscape rendering
Morse Street

fig. 6.06

(source: DC Office of Planning, 2009)

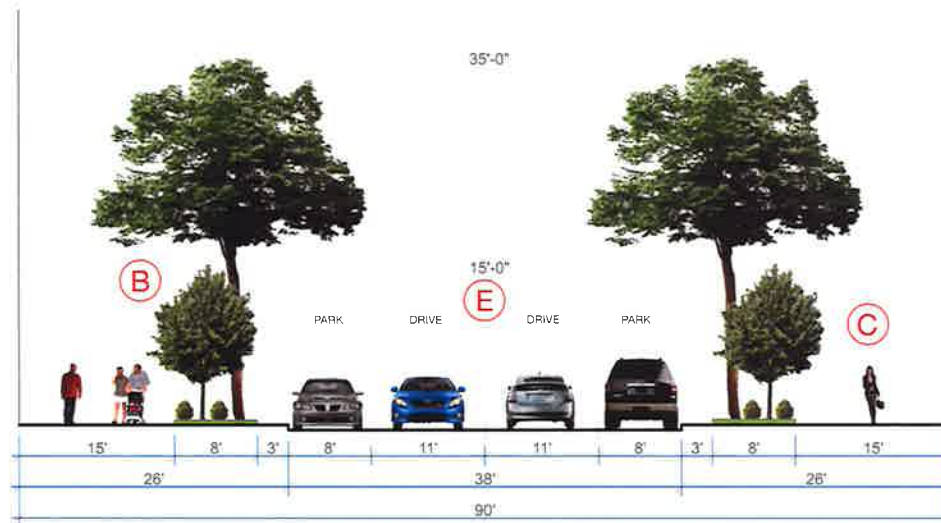


fig. 6.07

street section
Morse Street


All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

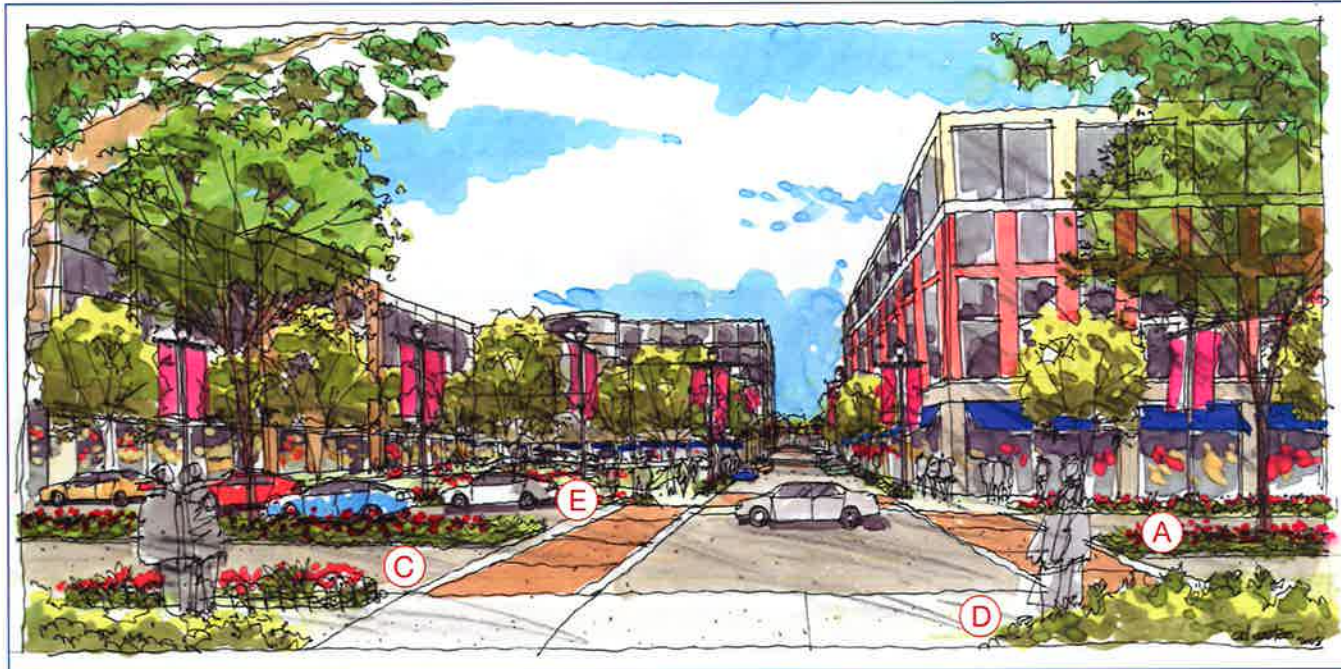
Sixth Street, NE - Bridge Between Commerce, Education and Established Neighborhoods

<p>Sense of Place</p> <ul style="list-style-type: none"> • Sixth Street will read as the eastern border of the site, but also as a bridge to neighboring Gallaudet University to the east, the Capitol Hill neighborhood to the south and the Brentwood neighborhood to the north. • A more dynamic and pedestrian friendly streetscape combined with new development, transforms the sense of place here. • Ground floors will be filled with neighborhood-scaled retail that can take advantage of the proximity to Gallaudet University 	<p>Public Realm</p> <ul style="list-style-type: none"> • The public realm should be wide enough to accommodate both sidewalks and spill zones in order to enliven the street and encourage walkability along this highly traveled street. • In one street section, a landscaped median could beautify and green the street while providing a safe haven for pedestrians crossing the street
<p>Open Space</p> <ul style="list-style-type: none"> • Large shade trees will create a “green canopy” to be enjoyed by pedestrians and drivers alike. • Public plazas, especially at the intersection of Sixth and Neal Street or Sixth and Morse Street, are encouraged to provide needed open space and to create a pedestrian gateway to the University. 	<p>Transportation</p> <ul style="list-style-type: none"> • Traffic calming measures should be implemented to ensure slower speeds as well as more efficient handling of higher volumes of traffic. • 5-foot bicycle lanes will be provided in both directions. • On street parking lanes will be included on both sides of the street, calming traffic and forming a buffer for pedestrians on the sidewalk.

Recommendations:

- A. Generous right of way safely accommodates multiple transportation modes, while efficiently moving vehicles connecting to adjacent neighborhoods.**
- B. Bike lanes to comply with DDOT’s Bicycle Master Plan**
- C. Wide streets to accommodate high volumes of traffic**
- D. 6 to 10-foot-wide sidewalks for adequate pedestrian circulation**
- E. Parking lanes for a safety buffer between pedestrians and vehicles.**

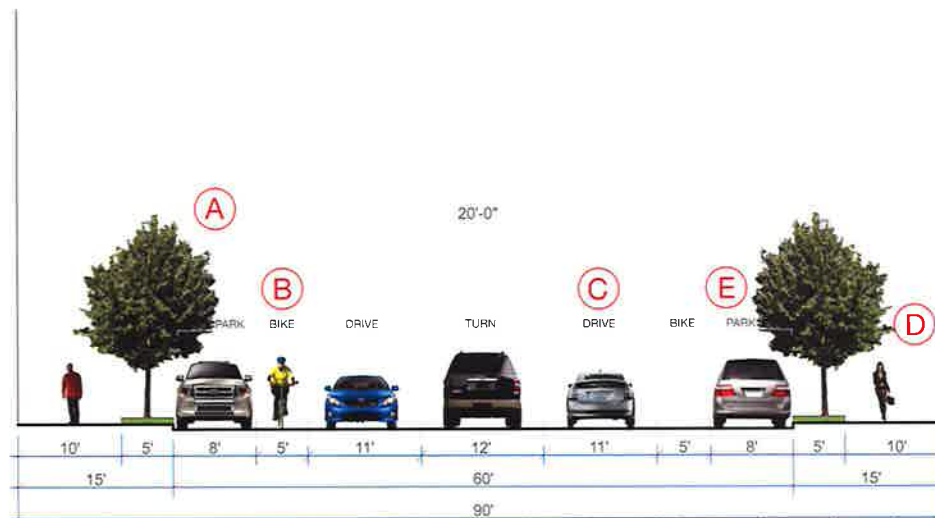




streetscape rendering
Sixth Street, NE

fig. 6.08

(source: DC Office of Planning, 2009)



street section
Sixth Street, NE

fig. 6.09


All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Third Street, NE - Reestablishing the Grid

<p>Sense of Place</p> <ul style="list-style-type: none"> • Third Street (or any pedestrian-way located along its alignment) is a new extension of the street grid that improves access to the western end of the Study Area. • Pedestrians especially experience a grade change along this street as a small hill rises from Florida Avenue up to the middle of the site. This grade change may inspire pedestrian-only walkways to Florida Avenue if multi-modal streets are not manageable or practical. • Third Street runs through the densest portion of the site, with tall, multi-use buildings situated nearest the Metro station. 	<p>Public Realm</p> <ul style="list-style-type: none"> • Wide will make ample room for pedestrians. • Tree box/furnishing area will beautify the street and create a buffer from passing vehicles. • Ground floors here are not expected to be as active as along other streets, but entrances should still be clearly marked and transparent to promote safety.
<p>Open Space</p> <ul style="list-style-type: none"> • Street trees and greening features are encouraged along the street, especially if pedestrian only paths are pursued with development. • A large public plaza at the intersection of Morse Street and Third Street or a series of public plazas along Morse Street is strongly encouraged. 	<p>Transportation</p> <ul style="list-style-type: none"> • One lane of traffic in each direction should be sufficient for this local traffic. • Alternatively a pedestrian only connection can be made through larger development sites along the Third Street alignment so long as the path is safe, well lit, visually appealing and publically accessible. • Parking lanes on both sides of the street will buffer pedestrians from street traffic and provide for short-term parking during certain times of day.

Recommendations:

- A. Wide planting beds at the street to create a safety buffer**
- B. 10-foot sidewalks for pedestrian circulation**
- C. Potential for pedestrian-only pathways where grade changes are deemed too steep or unsafe for multi-modal streets**
- D. 1 lane of traffic in each direction to accommodate local, but not through traffic**
- E. Parking lanes for a safety buffer between pedestrians and vehicles.**



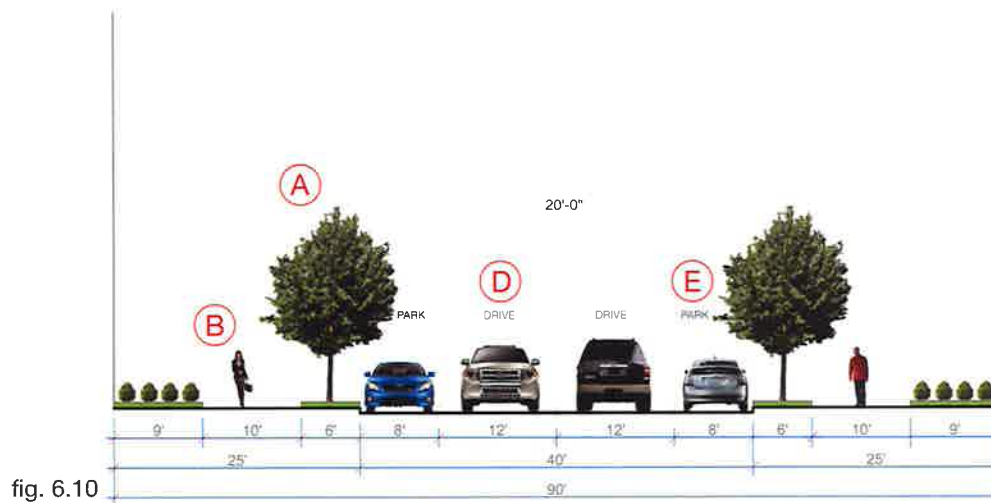


fig. 6.10

street section
Third Street, NE


All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Fourth Street, NE - Commercial Lifeline of the Market

<p>Sense of Place</p> <ul style="list-style-type: none"> • Visitors to Fourth Street will feel the excitement of a working market. A trip down this street, by foot or by car, will leave no doubt of the area’s commercial vitality. • Visitors are drawn to this street either for wholesale activities or to take advantage of distinctive retail food shops. The rumble of trucks will be common to the north, along the center of the wholesale business area. Mixed use development to the south will also buzz with commerce, office and residential buildings. • Ground floors will be filled with a variety of retail shops with a particular emphasis on food. • 4th Street has a 120’ right-of-way at New York Ave. which can provide a prominent gateway to the site 	<p>Public Realm</p> <ul style="list-style-type: none"> • Generous sidewalks will make ample room for pedestrians. • Large tree box/furnishing area will be situated along the street for visual beauty and to create a buffer from passing vehicles. • Wholesale businesses will have clear, attractive signage and entryways. • Special attention should be paid in design the public realm, access, and circulation patterns for the portion of Fourth Street near the wholesale market area in order to reduce pedestrian/truck conflicts and ensure safe, efficient operations.
<p>Open Space</p> <ul style="list-style-type: none"> • Medium shade trees and plantings will create a “green canopy” to be enjoyed by pedestrians and drivers alike. • A small public plaza is provided along Fourth Street between Morse Street & Neal Place in Illustrative Site Plan 2. 	<p>Transportation</p> <ul style="list-style-type: none"> • Traffic calming measures should be implemented to ensure slower speeds, especially for trucks. • Eight-foot wide parking lanes on both sides of the street will buffer pedestrians from street traffic and provide for short-term parking during certain times of day. • Loading entrances to wholesale facilities located on Fourth Street should be positioned in the rear of buildings wherever possible.

Recommendations:

- A. Wide planting beds at the street to create a safety buffer**
- B. Bike lanes to comply with DDOT’s Bicycle Master Plan**
- C. Wide streets to accommodate high volumes of traffic**
- D. 10-foot-wide sidewalks for adequate pedestrian circulation**
- E. Parking lanes for a safety buffer between pedestrians and vehicles.**



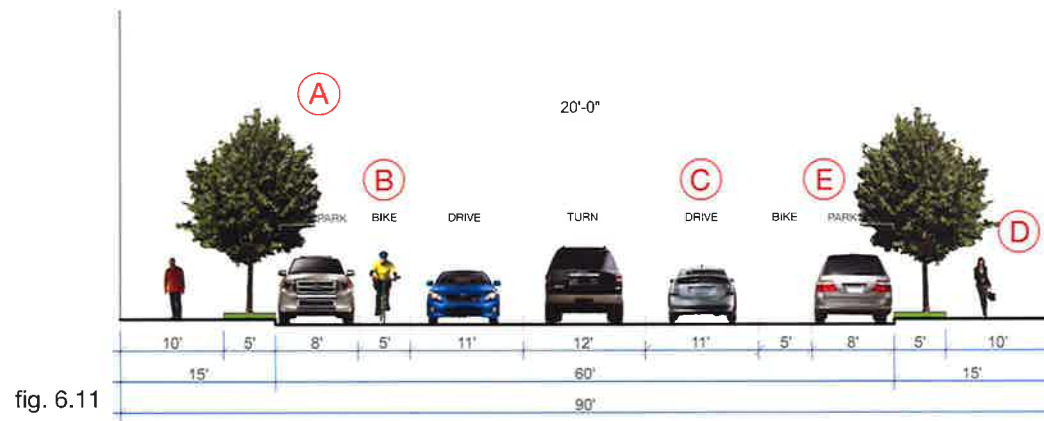



fig. 6.11

street section
Fourth Street, NE

All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Neal Place - Pulling it All Together

<p>Sense of Place</p> <ul style="list-style-type: none"> • Neal Place, like Morse Street, pulls together all the various uses of the site, from institutional, to commercial, to wholesale, to residential, to recreation. • Neal Place is narrow and intimate – a place for exploring “off the beaten path.” • People are drawn into the market from Gallaudet University at Neal Street – the eastern pedestrian gateway to the Study Area. • Ground floors will be filled with a variety of small, neighborhood-scaled retail shops and restaurants, some of which are likely to have main entrances on adjoining north-south streets. 	<p>Public Realm</p> <ul style="list-style-type: none"> • Neal Place will likely serve as a minor pedestrian thoroughway between Gallaudet University, retail, wholesale and other functions in the market area; therefore sidewalks along this narrow street should be wide enough to accommodate pedestrian traffic while still providing room for street trees or plantings. • Ground floors of buildings will be built to a pleasing human scale, and facades for buildings with main entrances on Neal will consist of at least 50% transparent materials, in order to maintain the interest of pedestrians. 	<p>Recommendations:</p> <ul style="list-style-type: none"> A. 5-foot planting beds at the street to create a safety buffer B. Medium shade trees to create a small “green canopy” C. 9-foot sidewalks for pedestrian circulation D. Buildings facades to be at least 50% transparent and of human scale E. Neighborhood-scaled retail F. Existing street width to remain narrow to accommodate low volumes of traffic G. Neal Pl. is extended to 6th 
<p>Open Space</p> <ul style="list-style-type: none"> • Street trees or planting should be provided as feasible given the width of the existing street. • Public plazas, especially at the intersection of Sixth and Neal Street or Sixth and Morse Street, are encouraged to provide needed open space and to create a pedestrian gateway to the University. 	<p>Transportation</p> <ul style="list-style-type: none"> • This narrow street will accommodate only one lane of traffic in each direction. • Due to the narrowness of the street, on street parking will be challenging. 	

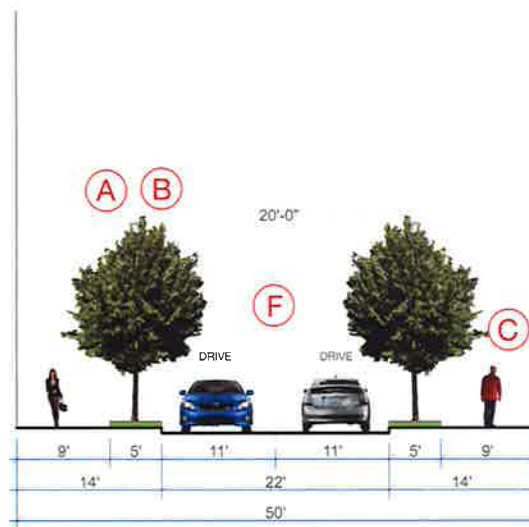



fig. 6.12

street section
Neal Place

All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Penn Street - *Where the Industrial Action Is*

<p>Sense of Place</p> <ul style="list-style-type: none"> • Penn Street will in many ways read as the northern border of the site and function as the main gateway for truck traffic arriving from New York Avenue. • Plantings of tall trees in a new median will help make visitors feel secure, even among busy truck traffic. • Particularly during morning hours, Penn Street will be an active industrial corridor. 	<p>Public Realm</p> <ul style="list-style-type: none"> • Special attention should be paid in design the public realm, access, and circulation patterns for Penn Street in order to reduce pedestrian/truck conflicts and ensure safe, efficient operations of the wholesale market area. • Gateway signage should be placed on Penn Street where it begins at New York Avenue, both as a welcome and as wayfinding for truck traffic. 	<p>Recommendations:</p> <p>A. Center median with large shade trees to create a “green canopy,” and for pedestrian safety at crosswalks and traffic calming</p> <p>B. Wide streets to accommodate high volumes of traffic</p> <p>C. 10-foot-wide sidewalks for ample pedestrian circulation</p> <p>D. Parking lanes for a safety buffer between pedestrians and vehicles.</p> <p>E. Direct access to New York Avenue and Brentwood Parkway</p> 
<p>Open Space</p> <ul style="list-style-type: none"> • Large shade trees will be arranged in a wide planting median to create a “green canopy” to be enjoyed by pedestrians and drivers alike. 	<p>Transportation</p> <ul style="list-style-type: none"> • Two lanes of traffic will be accommodated in each direction. • Traffic calming measures should be implemented to ensure slower speeds as well as more efficient handling of higher volumes of traffic. • Penn Street is the logical entry point for truck traffic given its access to New York Avenue and Brentwood Parkway; additional study to mitigate potential impacts from truck traffic should be pursued. • The feasibility of on street parking should be explored in the context of truck circulation and access. 	

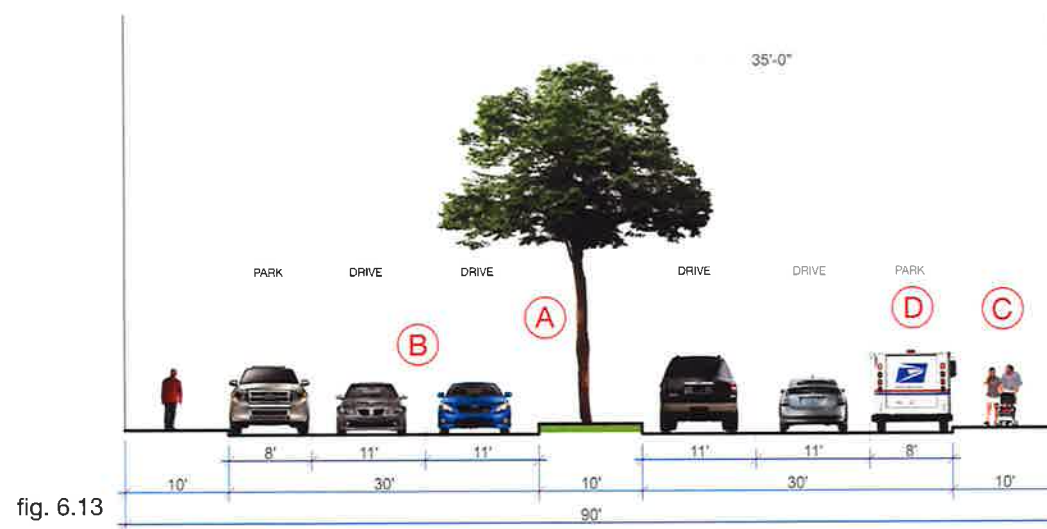


fig. 6.13

street section
Penn Street

All street sections are for illustrative purposes only and are subject to change based on future development and a future transportation analysis.

Illustrative Site Plans

There can be many versions of site plans for the Study Area that fulfill The Vision of this small area plan and utilize the guidance provided in the Development Framework Chapter. For illustrative purposes, this plan includes two site layouts that demonstrate options for how development can occur at the Florida Avenue Market. All sites within the FAM study area have the potential to be mixed use in their future development. Details of that mix are not part of the illustrative site plans. As development progresses in the Study Area, more detailed site plans will be proposed and additional analysis provided by property owner. Until then, these illustrative site plans provide a glimpse of the development potential and opportunity to transform the market area in line with The Vision articulated in this plan.

Illustrative 1 shows a mixed use development with active ground floor retail, services and amenities concentrated along Sixth Street, Fifth Street, Morse Street, Neal Place, and Florida Avenue. Fifth and Morse Streets are green boulevards that provide north/south and east/west connectivity throughout the site, linking the site's various uses and amenities. The pedestrian gateways are located at Third Street and Florida Avenue, and Sixth and Neal Place, while New York Avenue is a vehicular gateway. Finally the plan features significant open spaces at Sixth and Neal and at the terminus of Morse Street which serve as public gathering places or sites for farmers markets and special events.

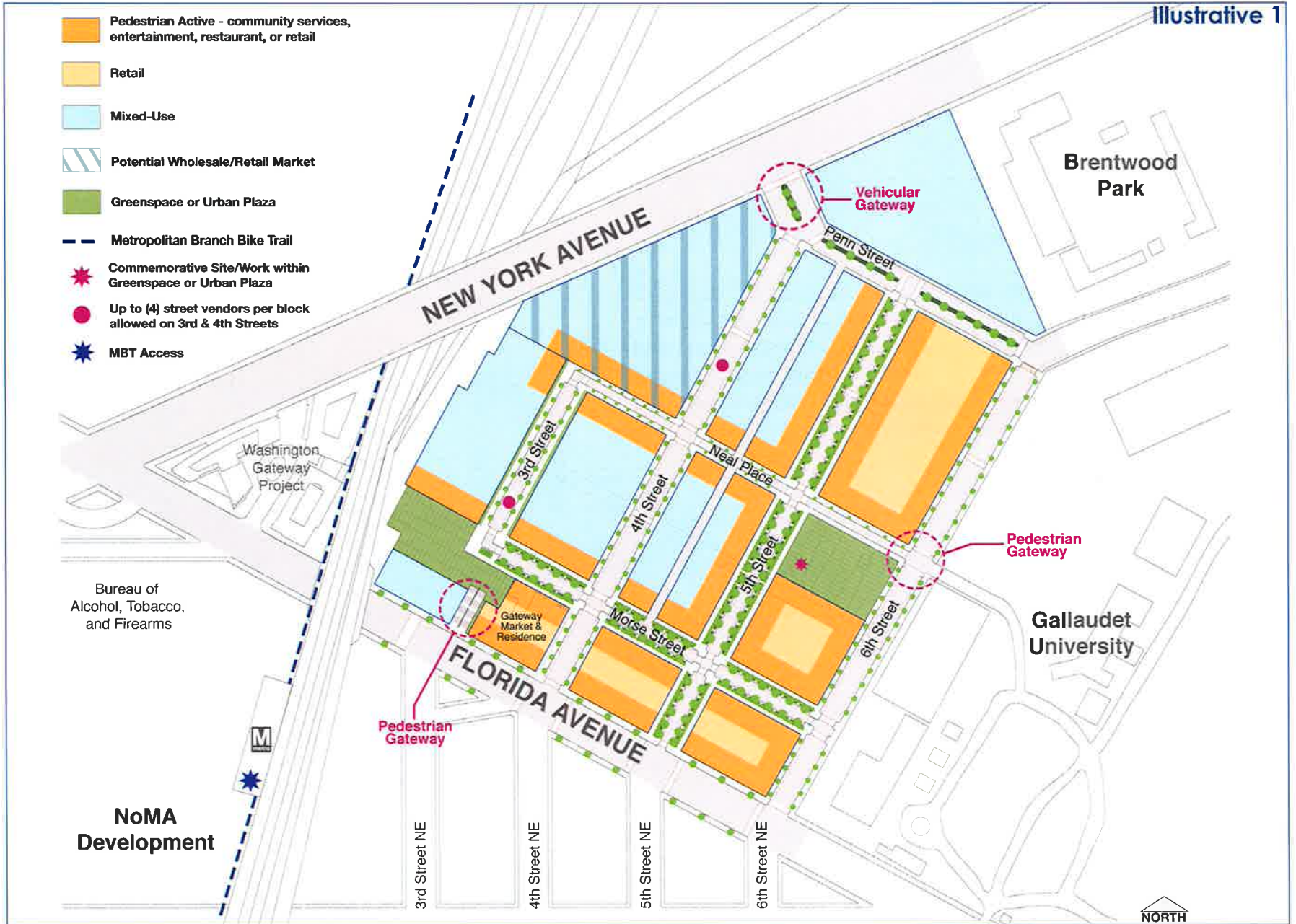


fig. 6.14

Illustrative Site Plans continued...

Illustrative 2 proposes a series of smaller public spaces occurring on both sides of Neal Place along Sixth Street, also at the western terminus of Morse Street and along 4th Street between Morse Street and Neal Place. This configuration offers a more equitable distribution of open space throughout the site creating centrally located opportunities for cultural activities, small scale festivals and markets and pedestrian retreats.

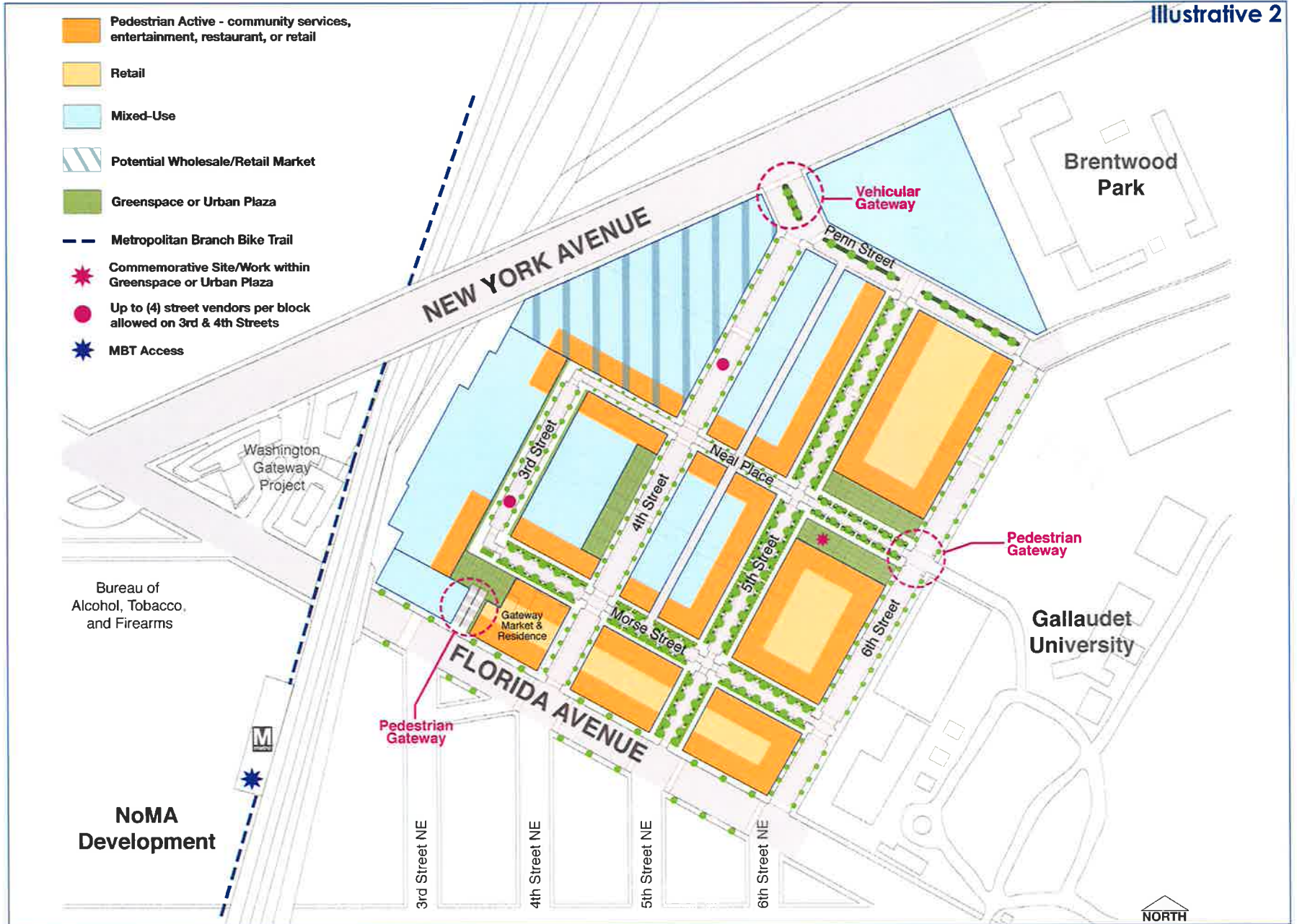


fig. 6.15

VII. Implementation

The following chart lists specific goals from the Development Framework for the Florida Avenue Market Study Area. It also includes recommendations on how to achieve these goals, as well as who is responsible for tasks, the process and provides a general timetable for implementation.

By following these implementation strategies, the negative perceptions of the Florida Avenue Market can be effectively addressed and redeveloped into a unique, safe and vibrant area of the city that seamlessly integrates into the surrounding urban fabric. The strategies will compliment the future developments outlined in the *NoMa*, *Northeast Gateway Revitalization Strategy*, and *New York Avenue Corridor* studies and balance the objectives of the many stakeholders in the current market and in its future development.

The full participation of all stakeholders, especially property and business owners, in the implementation of the Small Area Plan is critical to achieving the overall vision for a vibrant mixed use community with a wholesale market function. As development projects evolve, every effort should be made to consider how incremental development affects the physical character of the entire site, current business operations, and the quality of life of the surrounding communities. Ensuring a collaborative and transparent process during the next stage of development project planning and implementation will be critical to the future success of the market area and its physical and economic incorporation into the broader urban fabric of the District.

Implementation continued...

GOAL

RECOMMENDATIONS

<p>Support development within the market area that includes a mix of land uses (including office, retail, residential, open space, and market uses) and provides amenities for multiple stakeholders</p>	<ol style="list-style-type: none">1. Develop Florida Avenue Market zoning and finalize zoning tools as identified in the plan.2. Ensure that the vision and recommendations for land use, zoning, urban design, and transportation are being met with each increment of new development; encourage broad stakeholder participation through the PUD and other zoning processes.3. Encourage Florida Avenue Market developers to utilize the Deaf Space Design principles developed by Gallaudet University in their developments so that new development is accessible to all.4. Work with Gallaudet University on its campus plan to address development and placemaking opportunities along the east side of 6th Street.5. Encourage the retention of existing retail food uses and clustering of new food related activities, such as cooking schools, test kitchens, and hospitality job training, within the market area.
---	---

Implementation continued...

IMPLEMENTATION STRATEGY/ PARTNERSHIPS	PROGRAM, INITIATIVE, ACTIVITY	TIMEFRAME/PROJECTED COMPLETION
--	-------------------------------	-----------------------------------

OP	Development Review	Short Term
OP	Site Review and PUD Process	Ongoing
DDOT	Partnership with Gallaudet	Ongoing
OP	Partnership with Gallaudet	Mid Term
OP, WDCEP, DMPED		Ongoing

Short Term –
Actions initiated up to 2 years after plan adoption
Mid Term –
Action initiated between 3-5 years after plan adoption
Long Term –
Actions initiated 5 years after plan adoption
Ongoing –
Actions are continuous after plan adoption

Implementation continued...

GOAL

RECOMMENDATIONS

Provide reliable and integrated multi-modal travel options; focus on pedestrian and bike access and safety.

1. Through new development, implement streetscape and transportation recommendations, including reopening 3rd Street to create an urban street grid.
2. Improve pedestrian safety along Florida Avenue from 6th Street to the Metro Station by implementing underpass design improvements, reviewing sidewalk conditions, reviewing crosswalk signalization, and monitoring vehicle speeds.
3. Support linkages to the Metropolitan Branch Trail for cyclist with bikeways throughout the development area.
4. Work with private sector to install a Smartbike location in this area.
5. Conduct an interim study on FAMS operations that will address pedestrian and vehicle conflicts, overall management of the site, cleanliness and ways to promote a more inviting environment.
6. Conduct a detailed transportation study to assess circulation, access, and connectivity; develop recommendations for infrastructure and streetscape enhancements that respond to the public realm and transportation recommendations in this plan.

Implementation continued...

**IMPLEMENTATION STRATEGY/
PARTNERSHIPS** **PROGRAM, INITIATIVE, ACTIVITY** **TIMEFRAME/PROJECTED
COMPLETION**

DDOT, Private Sector	Site Review and PUD Process	Ongoing
DDOT	Traffic Study	Short to Mid Term
DDOT		Long Term
DDOT, OP/ANC, Private Sector	Smartbike/DDOT	Long Term
DDOT/OP/ANC/Private Sector	Interim Operations Study	Short term
DDOT	Transportation Study	Mid Term

Short Term –
Actions initiated up to 2 years after
plan adoption
Mid Term –
Action initiated between 3-5 years
after plan adoption
Long Term –
Actions initiated 5 years after plan
adoption
Ongoing –
Actions are continuous after plan
adoption

Implementation continued...

GOAL

RECOMMENDATIONS

<p>Create green spaces for public and recreational uses, such as as a farmers market.</p>	<ol style="list-style-type: none">1. Through the PUD process, encourage applicants to create publically accesible and well designed open space as a public benefit within proposed new development. Open space can be defined broadly, but prefered locations are identified in the Illustrative Plans.2. Explore opportunities for outdoor farmers market both in the short term and mid term as development occurs.3. Integrate new open spaces within the FAMS into the greenspace and recreation system that serves the broader NoMa, Near Northeast, Ivy City, and Trinidad communities to ensure efficiency in programming, access, and promotion.
<p>Promote Sustainable Design Principles for the entire area.</p>	<ol style="list-style-type: none">1. Encourage excellence in sustainable design both in individual buildings and site systems within the development area. Encourage LEED certification for new construction through the PUD process.2. Require Low Impact Development (LID) best practices in all streetscape design.

Implementation continued...

**IMPLEMENTATION STRATEGY/
PARTNERSHIPS** **PROGRAM, INITIATIVE, ACTIVITY** **TIMEFRAME/PROJECTED
COMPLETION**

OP Site Review and PUD Process Mid to Long Term

OP Short Term

DPR,OP, Community, Private Sector Mid Term

DDOE, Private Sector, WASA, OP Site Review and PUD Process Ongoing

DDOT Ongoing

Short Term –
Actions initiated up to 2 years after
plan adoption
Mid Term –
Action initiated between 3-5 years
after plan adoption
Long Term –
Actions initiated 5 years after plan
adoption
Ongoing –
Actions are continuous after plan
adoption

Consultant Team

**CORE architecture +
design**

Dale A. Stewart, AIA
Principle

**Cassandra Cullison,
AIA, LEED AP**
Project Manager

Ryan L. Misner, AIA

**Economic Research
Associates (ERA)**

Tom Moriarity
Vice President, Principal-in-Charge

Mac Nichols
Principal & Project Manager

Patricia Folan
Senior Associate

Christine Graziano
Associate

Abubakari Zuberi
Senior Analyst

EHT Traciers, Inc.

Laura Hughes
Principle

Catherine Miliaras
Historic Preservation Consultant

Paul Singh
Preservation Planner



VIII. Acknowledgements

Office of Planning

Harriet Tregoning

Director, Office of Planning

Rosalynn Hughey

Deputy Director, Citywide and
Neighborhood Planning

Geraldine Gardner

Associate Director,
Neighborhood Planning

Deborah Crain

Neighborhood Planning
Coordinator - Ward 5

Melissa Bird

Neighborhood Planning
Coordinator - Ward 6

Jeff Davis

Neighborhood Planning
Former Coordinator - Ward 6

Joel Lawson

Associate Director,
Development Review

Matthew Jesick

Development Review

David Maloney

Associate Director,
Historic Preservation

Chris Shaheen

Revitalization Program Manager

Ed Estes

Urban Planner

Advisory Committee

Harry Thomas, Jr.

Councilmember Ward 5

Anita Bonds

ANC 5C, Chairman

George Boyd

Mt. Olive Heights Association

Alexander Chi

Joseph Fengler

ANC 6A

Paul Kelly

Gallaudet University

Wilhelmina Lawson

Trinidad Concerned Citizens for Reform

Raphael Marshall

6A01

Arvie Parks

Ivy City/Trinidad Citizens Association

Paul Pascal

Florida Avenue Market Merchants
Association

Daniel Pernell, III

Near Northeast Citizens

Anne Phelps

6C04

William Shelton

ANC 5B, Chairman

James Simmons, III

New Town Development Partners,
LLC

Timothy Thomas

ANC 5A, Chairman

Fred Weiner

Gallaudet University

Karen Wirt

ANC 6C, Chairman

Appendix A

History of the Union Terminal Market
See Volume II

Appendix B

Florida Avenue Market Phase 2 IMPLAN Market Impacts Report
See Volume II

Appendix C: The Public Process

The Public Process, Supporting Diagrams, and Community Comments

The Office of Planning, agency partners, and the consultant team worked intensely with the FAMS stakeholders and adjacent communities during a two year planning process to develop the vision and recommendations reflected in the current plan. The following appendix provides additional detail on the public meetings and community feedback from that process.

Public Meeting #1 - 24 April 2007

On April 24, 2007, the first public meeting concerning the Florida Avenue Market Site took place. The presentation was given by representatives of the Office of Planning and its consultants, CORE architecture + design, EHT Traceries Inc., and Economic Research Associates (ERA). The meeting was held in Foster Auditorium, on the campus of Gallaudet University, directly adjacent to the site. In order to allow the maximum number of community participants, the same presentation was given at 3:30 in the afternoon and again at 6:00 p.m. It was also presented in English and translated in ASL, Chinese, and Korean. As pointed out to the public by Harriet Tregoning, Director of the Office of Planning, the purpose of this meeting was to present the consultants findings on the Market as it currently exists and to better understand what the local communities thought this area could become.

The first public meeting presentation consisted of four main parts:

- 1.) *The historic aspects of the site:* this included its early origins of being located on the National Mall, the building chronology spanning from 1929 to post 1959, and the analysis of the original 2 story Union Market Terminal buildings designed by E. L. Bullock, Jr. The explanation of the Bullock designed buildings included their architectural significance and key or distinctive historic features. This portion of the presentation concluded with an assessment of the existing conditions of the structures and the historic elements that can help to give the Florida Avenue Market a distinct sense of place.

Union Terminal Market Buildings, 1949

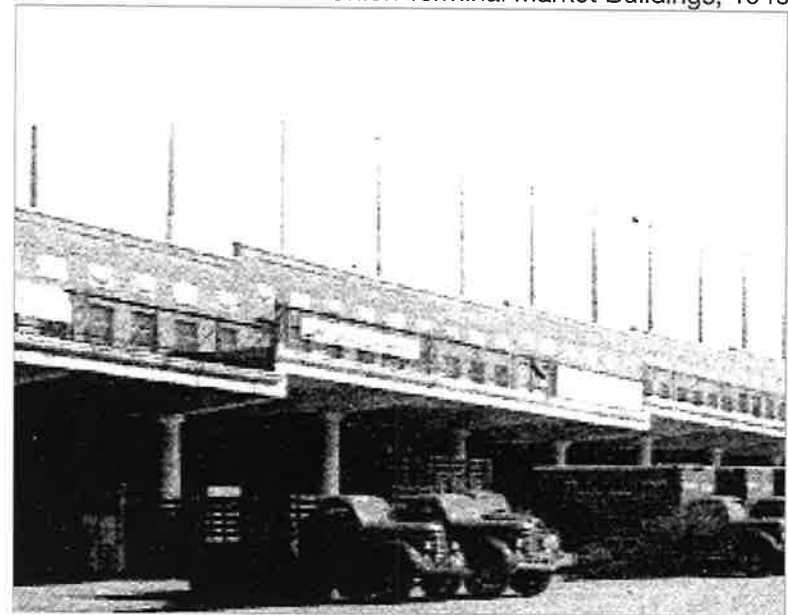


fig. c.01 (source: Wymer Collection, *Evening Star*, Historical Society of Washington D.C., 1949)

Public Meeting #1 continued...

2.) *An architecture and urban analysis of the site:* this included the Florida Avenue Market's relation to the original L'Enfant Plan for the city, current property ownerships, current uses of the site, current zoning and zoning by right limits, current conditions of wayfinding/signage, pedestrian safety, & site access limitations. It ended with the current P.U.D.s on or near the site that are in the development pipeline and will affect other developments on the Florida Avenue Market site.

3.) *An economic analysis of the Market's functions and impact on the regional economy:* based on several physical and market assumptions over a 15-20 year analysis period, projections were presented from both economic development and real estate development perspectives. The uses of Light Industrial/Public Market, Residential, Retail, and Offices were all evaluated for the site. This was done with regards to overall current uses, trends in households and income data, and supply characteristics. These uses were also evaluated against competitive developments with similar uses planned or proposed in the nearby area.

4.) *Public question and answer:* at the conclusion of the presentation portion, the public was allowed ask questions and provide feedback on their thoughts of what this area could become.

Flex/Industrial Space in DC vs. NoVa

3 rd Qtr 2006	District of Columbia		Northern Virginia	
	Flex	Industrial	Flex	Industrial
No. of Bldgs.	20	102	431	574
GLA	1,397,834	5,061,705	24,658,574	33,638,805
Vacancy	52.7%	8.0%	12.5%	6.2%
Average NNN Rent	\$16.02	\$10.61	\$13.41	\$8.90
YTD Absorption	38,876	56,737	589,090	448,850
Under Construction	0	0	406,205	1,330,603
% UC Leased	--	--	5.3%	43.9%

fig. c.02

Public Meeting #2 - 14 May 2007

The second public meeting was held on May 14, 2007, again on the campus of neighboring Gallaudet University. Unlike the first public meeting, which was a presentation with community feedback, this meeting was an interactive public workshop. It was again held at two separate times in order to accommodate the maximum number of community participants.

For the purpose of the workshop, the site was divided into 5 different zones, as can be seen in figure c.06-1 to the right. Zones 1 and 2 were created because of their frontage to Florida and New York Avenues, respectively. Zone 4 was established by the existing “central core” created by the Union Market Terminal buildings. Zones 3 and 5 filled the remainder of the site.

A station was set up for each of the zones in order to obtain community feedback on two items: land use and maximum building height. Community feedback on traffic and general site issues/problems were also obtained.

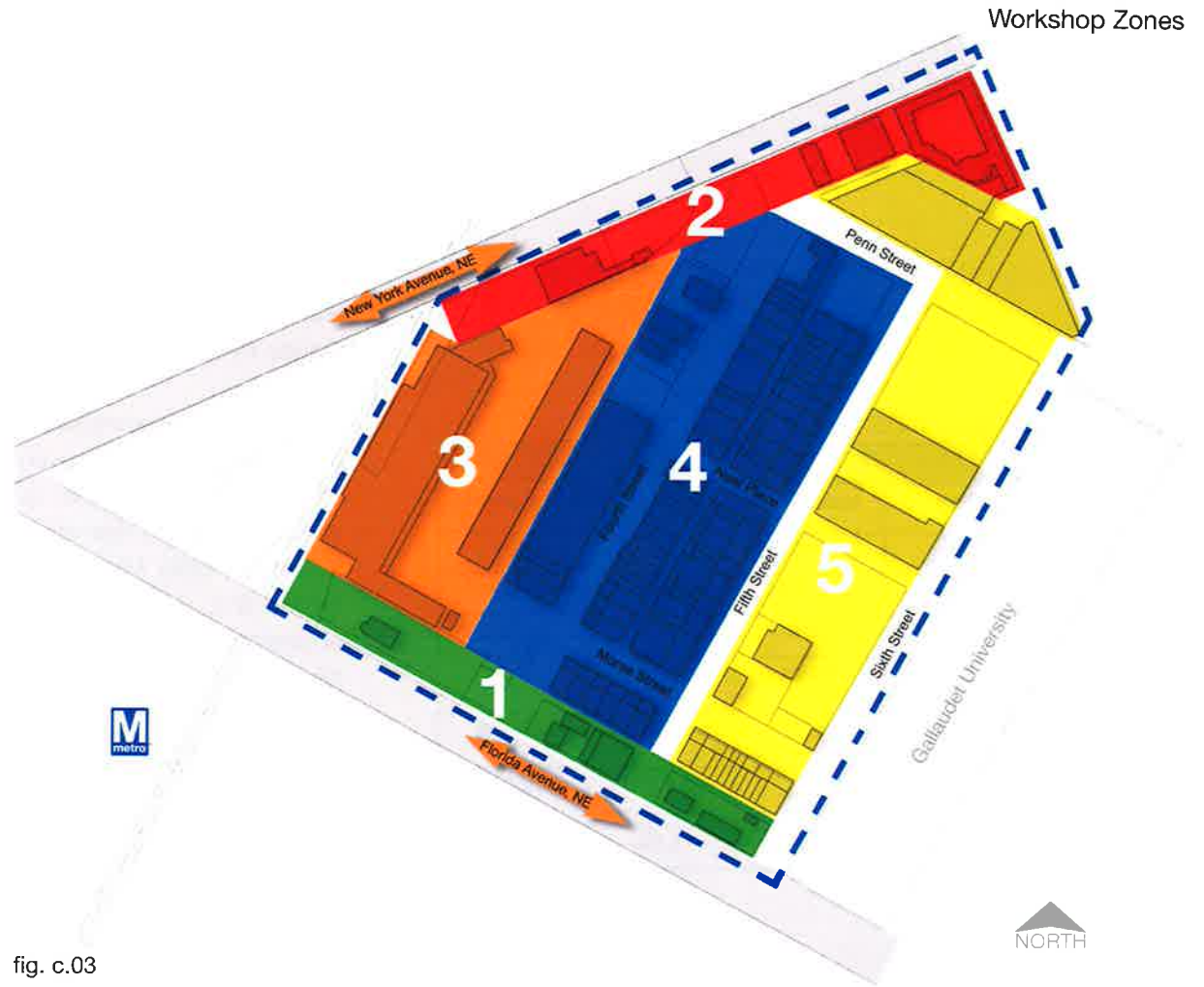


fig. c.03

Public Meeting #2 continued...

Participants were asked to first decided which land uses were most appropriate in each of the 5 zones. Their choices were Industrial/Wholesale, Farmer's Market, Multi-Family Residential, Retail/Restaurant, Office, Institutional, Civic, Cultural, Green/Public Space, and Mixed-Use/Other.

Each participant was given 5 "dot" stickers for each zone and were to place their dots in the column of the land uses) they thought were most appropriate for that zone of the site. They were also encouraged to leave comments regarding the zone or the land uses.

Secondly, participants were asked to decide was the maximum building height appropriate for each zone. Similar to the land use exercise, each participant was given *one* "dot" sticker for each zone and were to place it in the column of the maximum building height they thought was most appropriate for that zone. Their height choices were 40'-0," 50'-0," 65'-0," and 90'-0." Comments were again also encouraged.

The third, and very important piece of community feedback that was gathered at this meeting, was regarding traffic, walkability, and connectivity. Several large maps of the entire site were placed

in the workshop room(s). Participants were asked to write directly on the maps where they thought major issues currently existed in moving through the site, either by vehicle or by walking.

The last portion of the community participation was to fill out a short survey prepared by ERA. The contents of the survey to were to help gauge where the workshop participants were from, how often they currently use the market and for what items, and the participants priorities of use and historic preservation of the site.

FLORIDA AVENUE MARKET STUDY

LAND USE

ZONE 1
Florida Avenue

What are the appropriate land uses for this zone?



Comments:

14 May 2007

*** Prepared for the District of Columbia Office of Planning



Land Use board from Community Workshop on May 14, 2007







fig. c.04

FLORIDA AVENUE MARKET STUDY

BUILDING HEIGHT

ZONE 1
Florida Avenue

What is the appropriate maximum building height for this zone?

	maximum building height of 40'-0"		maximum building height of 50'-0"		maximum building height of 65'-0"		maximum building height of 90'-0"	
								
Comments:								

14 May 2007

Prepared for the District of Columbia Office of Planning

ERA

Building Height board from Community Workshop on May 14, 2007

fig. c.05

FLORIDA AVENUE MARKET STUDY

TRAFFIC, WALKABILITY & CONNECTIVITY

Traffic, Walkability, & Connectivity board from Community Workshop on May 14, 2007

ZONE 1 Florida Avenue



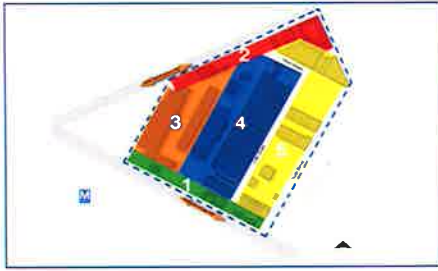
Comments:

14 May 2007

Prepared for the
District of Columbia
Office of Planning



fig. c.06



Community Workshop Results

In each zone, the community workshop yielded some interesting preferences and concerns among the participants. The results of the dot exercise for land use categories are shown in the bar graphs (figure c.11-1 through figure c.13-2). Each graph represents a different zone. With the exception of Zone 4, the Central Core, each zone seemed to have an overwhelming preference of use.

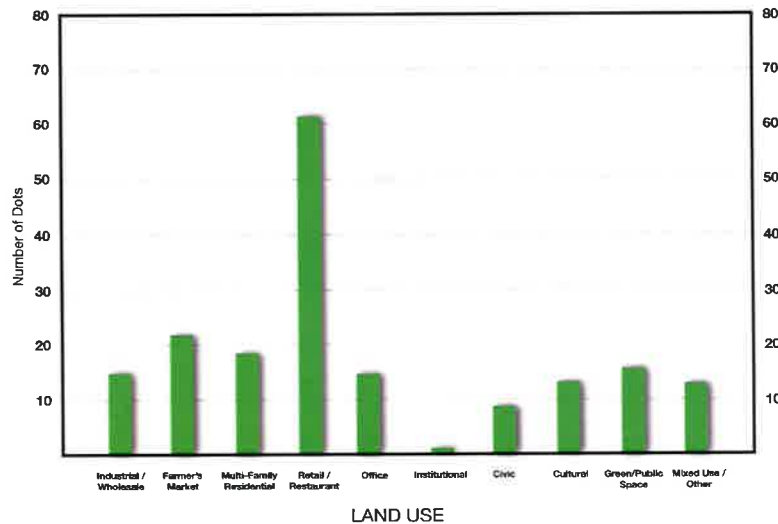


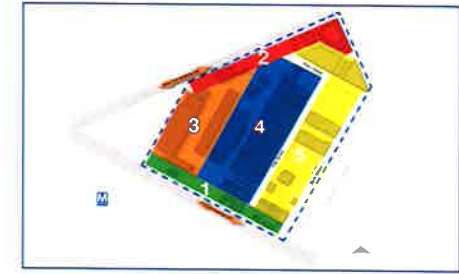
fig. c.07

Zone 1- Florida Avenue

Top Preference of Use: Retail and Restaurant

Community Comments or Concerns for this Zone:

- a. Pedestrian safety along Florida Avenue
- b. Providing a more pedestrian friendly look to the streetscape/buildings
- c. A better linkage between the metro, the market, and Gallaudet University



Workshop Results continued...

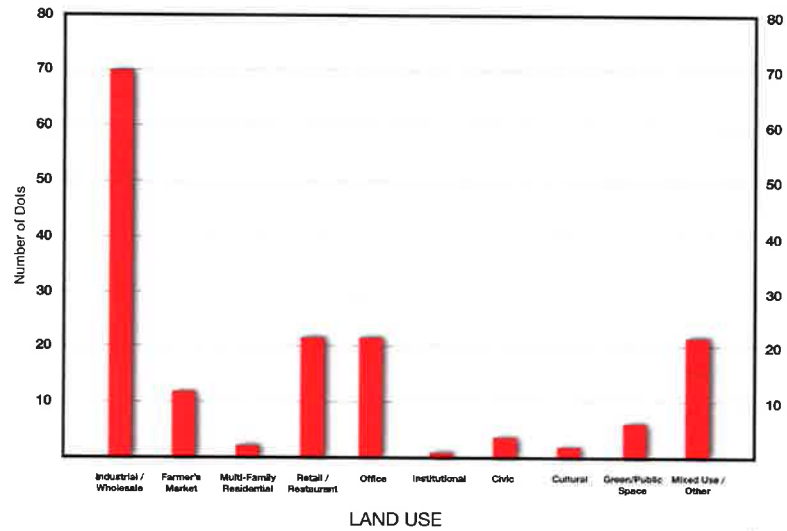


fig. c.08

Zone 2 - New York Avenue

Top Preference of Use: Industrial/Wholesale

Community Comments or Concerns for this Zone:

- a. Traffic congestion at New York Avenue and Penn Street
- b. Limited site access

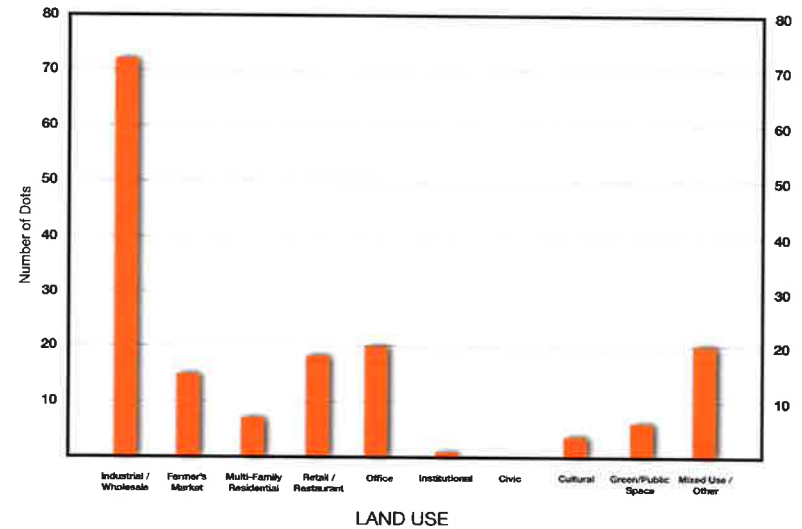


fig. c.09

Zone 3- West Morse Street

Top Preference of Use: Industrial/Wholesale

Community Comments or Concerns for this Zone:

- a. Traffic control and direction
- b. Conflicting traffic patterns that now exists between car, truck, and pedestrian traffic
- c. Parking and loading conflicts



Workshop Results continued...

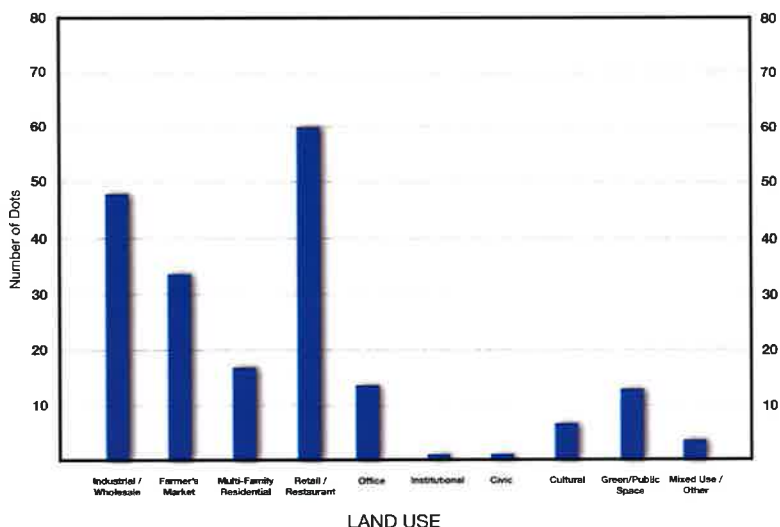


fig. c.10

Zone 4 - Central Core

Top Preference of Use: Retail and Restaurant & Industrial/Wholesale

Community Comments or Concerns for this Zone:

- a. A general desire to keep the historic feel and restore it to its original use and characteristics
- b. Improve conditions of the buildings and the streetscape
- c. The need for traffic control and signage
- d. Create a destination that will activate the historic core

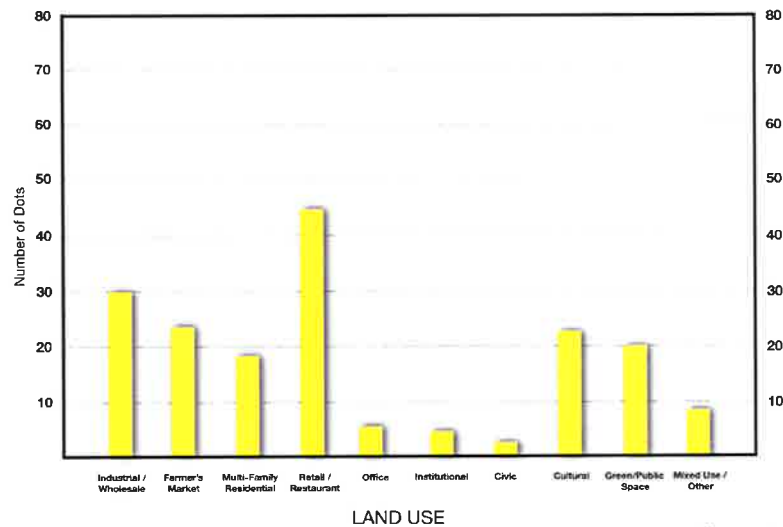


fig. c.11

Zone 5 - Sixth Street

Top Preference of Use: Retail and Restaurant

Community Comments or Concerns for this Zone:

- a. Control traffic speeds and flow along Sixth Street
- b. Conflicts with parking creates dangerous pedestrian pathways
- c. Enhance connection with Gallaudet University

Appendix C
Workshop Results
continued...

Compiled community comments from Traffic, Walkability, & Connectivity Board from Community Workshop on May 14, 2007. These comments were presented at the May 30, 2007 Community Meeting.

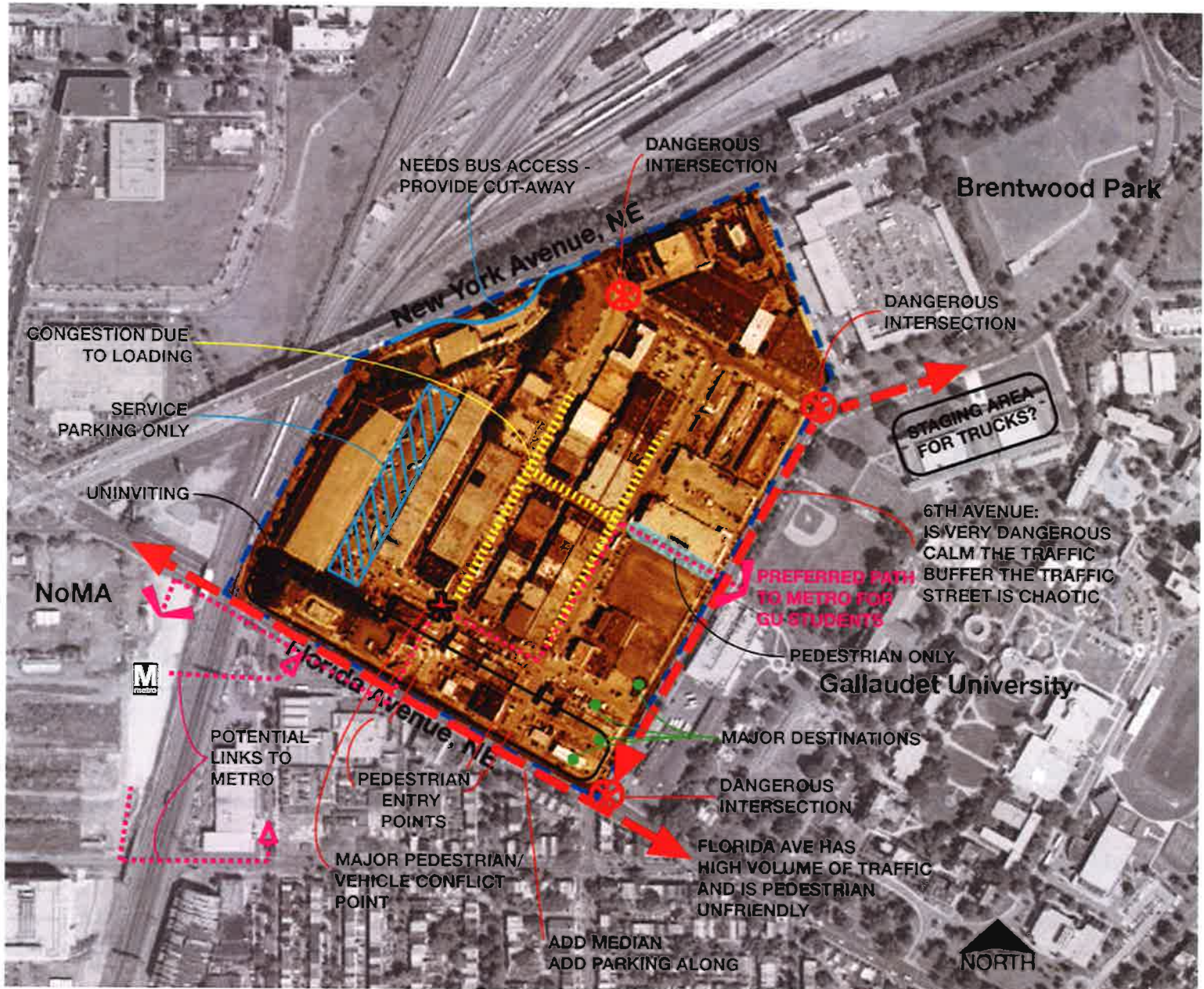


fig. c.12

Workshop Results continued...

<p>Florida Avenue Market Study Community Vision Workshop Survey</p> <p>1) How do you travel to the Capital City / Florida Avenue Market?</p> <p>a) Walk b) Metrorail c) Metrobus d) Drive my own vehicle e) Ride with friends/family f) Other _____</p> <p>2) Where do you reside?</p> <p>a) Washington, DC b) Virginia c) Maryland d) Other _____</p> <p>3) If you live in Washington, DC, within which ward do you reside?</p> <p>a) Ward 5 b) Ward 6 c) Other _____</p> <p>4) Which of the following uses do you think are desirable uses to be located on the Florida Avenue Market site? (circle all that apply)</p> <p>a) Retail – Food to consume away from the market b) Food service – Food to be consumed somewhere at the Market (restaurant, cafe, etc.) c) Retail – Nonfood d) Retail services (banks, hair salons, laundry, etc.) e) Wholesale food distribution and warehouse f) Wholesale non-food distribution and warehouse g) Residential (rental apartments or condominiums)</p> <p>Page 1 May 14, 2007</p>	<p>h) Offices i) Public storage facilities j) Industrial uses k) Public green space l) Other _____</p> <p>Shopping at the Capital City / Florida Avenue Market</p> <p>5) Do you shop at the Capital City Farmers Market building on 6th Street?</p> <p>a) Yes b) No</p> <p>6) Do you shop at other Florida Avenue Market businesses in addition to the Farmer's Market?</p> <p>a) Yes b) No</p> <p>7) If yes, where? _____ _____ _____</p> <p>8) How often do you shop at the Florida Avenue Market?</p> <p>a) Very often (once a week or more) b) Often (once a month) c) Occasionally (every few months) d) Rarely (a couple of times a year) e) Never</p> <p>9) What do you buy at the Florida Avenue Market? (circle all that apply)</p> <p>a) Food to use at home b) Food to eat at the market or away from home c) Non-food items</p> <p>Page 2 May 14, 2007</p>	<p>Historic buildings at the market should be preserved as a part of any new plan or redevelopment</p> <p>1 2 3 4 5</p> <p>Historic buildings may be altered to some extent to accommodate new uses.</p> <p>1 2 3 4 5</p> <p>The market should become part of a heritage tourism trail</p> <p>1 2 3 4 5</p> <p>17) Please use space below to offer your thoughts, opinions, concerns regarding the Capital City / Florida Avenue Market study area:</p> <p>_____ _____ _____ _____ _____ _____ _____ _____</p> <p>(Survey form may be reused to 902 460 6930 by May 21, 2007)</p> <p>Page 4 May 14, 2007</p>	<p>d) Nothing, I don't shop at the market.</p> <p>10) Are your purchases for:</p> <p>a) Use by you and your family? b) To invest in your own business?</p> <p>Relationship with Florida Avenue / Capital City Market</p> <p>11) Do you own property at the Florida Avenue Market?</p> <p>a) Yes b) No</p> <p>12) Are you or a member of your family employed at Florida Avenue Market?</p> <p>a) Yes b) No</p> <p>13) If you answered "Yes", how many people in your family are employed at the Florida Avenue Market? _____</p> <p>14) Do you own a business located at the Florida Avenue Market?</p> <p>a) Yes b) No</p> <p>15) If you own a business, how many people do you employ at the Florida Avenue Market? _____</p> <p>Historic Resources at the Market</p> <p>16) Please circle the number that best represents your opinion to the statements:</p> <table border="1"> <thead> <tr> <th></th> <th>Strongly Disagree</th> <th>Disagree</th> <th>Neutral</th> <th>Agree</th> <th>Strongly Agree</th> </tr> </thead> <tbody> <tr> <td>The history of the market is important.</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>Historic buildings are important features of the market.</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>Historic buildings contribute to a sense of place at the market.</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> </tbody> </table> <p>Page 3 May 14, 2007</p>		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	The history of the market is important.	1	2	3	4	5	Historic buildings are important features of the market.	1	2	3	4	5	Historic buildings contribute to a sense of place at the market.	1	2	3	4	5
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree																						
The history of the market is important.	1	2	3	4	5																						
Historic buildings are important features of the market.	1	2	3	4	5																						
Historic buildings contribute to a sense of place at the market.	1	2	3	4	5																						

The final portion of from the public meeting and community workshop on May 14, 2007, was the survey prepared and administered by ERA. It was used in order to help gauge where the workshop participants were from, how often they currently use the market and for what items, and the participants priorities of use and historic preservation of the site. The results are on the following page.

Workshop Results continued...

There, were 39 survey respondents, a number far lower than those who actually participated in the workshop. However, of the respondents, the following data was drawn:

- High positive response/support for:
 - a. Retail food for off-site consumption (72%)
 - b. Retail food for on-site consumption (82%)
 - c. Wholesale food (72%)
- Limited support for industrial (10%)
- Of those who participated in the survey:
 - a. 59% were DC residents
 - b. 36% were from Maryland
 - c. 36% were from Ward 5
 - d. 13% were from Ward 6
- Almost 2/3 (62%) shop at the DC Farmer's Market
- 38% shop at other businesses at the Market site
- 31% shop weekly (or more)
- 26% shop monthly
- 23% shop every few months
- 69% purchase food to use at home
- 33% buy non-food items
- 26% were Market property owners
- 15% were business owners, representing over 200 employees (note: one business had 160 employees)
- Very high priority rankings for retention, re-use and renewal of historic buildings

Workshop Results continued...

The following are some of the comments, questions or concerns the public raised during the open forum of Public Meeting #1, held on Apr. 24, 2007:

- a. Whatever happens here, their needs to be public amenities for the surrounding neighborhoods.
- b. The surrounding public needs and has the right to be a part of the decisions about this.
- c. One wholesaler last year had a customer base of almost 3,300 customers, approximately 2000 from DC and 1300 from the surrounding area.
- d. Is this going to become an example of gentrification?
- e. How many understand what “Deaf Space” really is?
- f. Gallaudet University feels isolated.
- g. Deaf students would like a place that “looks deaf” similar to the way Chinatown looks Asian.
- h. Define the culture of the market.
- i. Provide greenspace.
- j. Give it a sense of identity.
- k. Make it walkable.
- l. There is currently a high level of anxiety among the merchants. This is a different group with different objectives than the owners.
- m. This has the potential to become a “great food market.”
- n. Provide youth education, recreation and opportunities on the site.
- o. Many comments concerning the need to have public involvement in this process.
- p. Many (non specific) comments both for and against the New Town proposal.
- q. This doesn’t need to be a piece-meal of buildings. Provide a cohesive plan. See the Atlantic Station project in Atlanta, Georgia. (It should be noted that Atlantic Station is about 4 times the size of the Florida Market site.)
- r. Is there really anything here worth keeping? It doesn’t look that historical.
- s. Concerns over parking at the site and traffic congestion in the city that already exists.
- t. There is no “old flavor.” “Families are raised in homes, not condominiums.” No more new looking condos and retail is needed.
- u. The Boston and Philly markets were given as examples of markets people liked.
- v. Randolph Street Market in Chicago was also given as an example.
- w. No Ruby Tuesdays. We don’t need another Bed Bath and Beyond.
- x. Are current owners going to be worked with or is this eminent domain?
- y. Think about the secondary effects of whatever happens here.
- z. Provide greenspace.
- aa. It can/should continue as is (a market) but needs to be revitalized and improved.
- bb. No façade only solutions. That is disrespectful to historical preservation.
- cc. People are unaware of what the market is currently.
- dd. It has a uniqueness to DC; there are no other markets like this in DC. Jessup, Maryland is the closest and only provides produce and fish.
- ee. Industrial and residential can’t exist in same location—noise factor.
- ff. Think about the cultural implications and being able to provide goods for African embassies.
- gg. What is going to be done with merchants during improvements?
- hh. Signage and wayfinding needs to be provided.
- ii. The market has its own character.

Public Meeting #3 - 30 May 2007

The third public meeting was held on May 30, 2007 at Foster Auditorium on the campus of neighboring Gallaudet University. It was again a public presentation, held twice in order to allow for the maximum number of community participants. As with the previous public meetings, translators were on hand for translation to ASL, Chinese, and Korean.

The purpose of this public meeting was to review with the public the previous two meetings, to present the results of the community workshop (as previously outlined in this report), and to present the first conceptual plan for the Florida Avenue Market Site.

The initial step in developing the conceptual plan was to develop a *Bubble Diagram* outlining the desired uses and where they are most appropriately located on the site. Based upon the community feedback, as well as the appropriate uses given the economic and real estate pressures, the uses determined to be located on the site were: Industrial/Wholesale Market, Wholesale Market/Artist Housing, Mixed Use (hotel and office), Retail/Restaurant, and Mixed Use (green space, institution, retail, housing, and office). Given the existing site conditions, location of some existing site uses, and other developments planned surrounding the site, the *Bubble Diagram*, figure c.19-1 shown to the left, was developed.

Conceptual Bubble Diagram

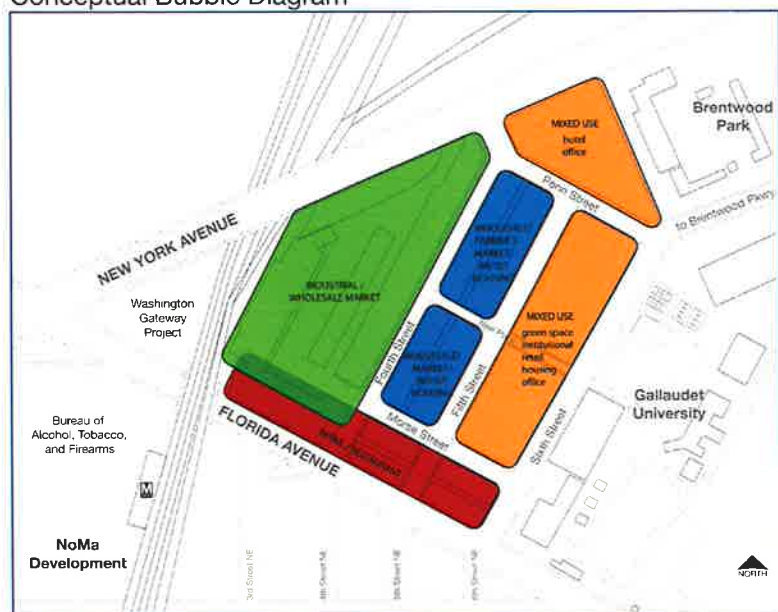


fig. c.13

Appendix C

Public Meeting #3 continued...

From the *Conceptual Bubble Diagram*, a *Conceptual Land Use Plan* (figure c.20-1) was developed. This plan locates the desired uses for site in more specific locations.

Overlaid on top of this were diagrams on how pedestrians would theoretically move through the site (figure c.20-2). This helped to inform where major zones of ground floor retail should be located (figure c.20-3).

Conceptual Plan:
Land Use



fig. c.14

Conceptual Plan:
Pedestrian Pathways



fig. c.15

Conceptual Plan:
Ground Floor Retail



fig. c.16

Public Meeting #3 continued...

With all of the various forms of retail and delivery/receiving functions located on the site, particular attention needed to be paid as to how vehicular traffic moves through the site and how below ground parking was accessed. Specific diagrams were developed for major truck traffic, major and minor traffic, and parking and loading locations (figures c.21-1, c.21-2, and c.21-3).

Conceptual Plan:
Major Truck Traffic



fig. c.17

Conceptual Plan:
Major and Minor Traffic



fig. c.18

Conceptual Plan:
Parking and Loading



fig. c.19

Public Meeting #3 continued...

Overlaying all of these factors led to the final version of the *Conceptual Plan* (figure c.20). This plan, which was presented to the public, not only combined many of the concerns of the public, but also worked to preserve many of the historic aspects of the original Union Market Terminal, and to create a plan that responded positively to the current and future trends of the real estate and economic markets within the city.

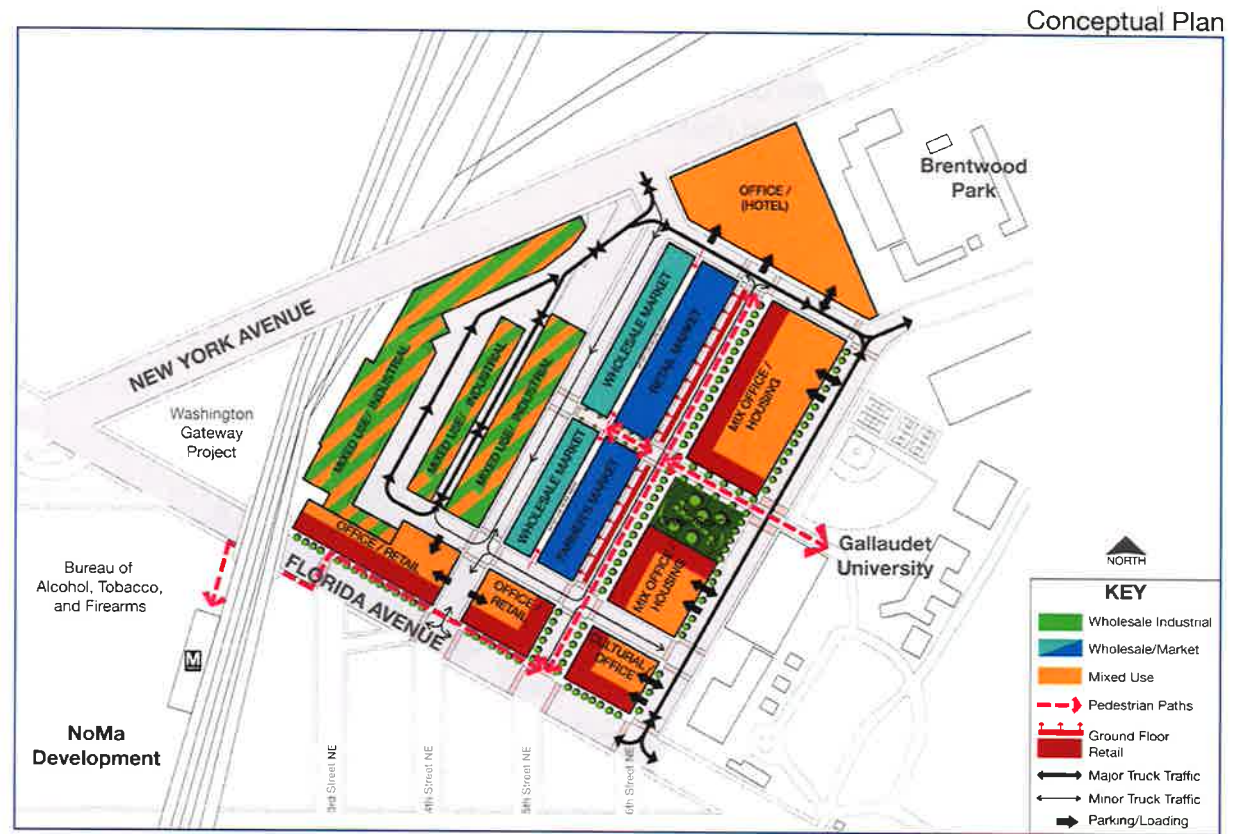


fig. c.20

Public Meeting #4 - 03 October 2007

The last public meeting of this portion of the Strategic Redevelopment Plan for the Florida Avenue Market was held on October 03, 2007. As with all of the previous meetings, the same meeting was held twice in order to allow for the maximum number of community participants. The afternoon meeting was held at the Market Lounge, a bar on the Florida Avenue Market site, and the evening meeting was held at McKinley Tech High School, a nearby DC public high school. The main objective of this meeting was to obtain additional community feedback on the previously presented *Conceptual Plan* and for the Office of Planning to present a set of guiding principles for further development of the Florida Avenue Market Site. These principles were handed out to the public at this meeting for their review. (They were also made available on the Office of Planning website.) At the public meeting, people were asked to respond specifically to each principle. The choices for response were a.) I support this principle; b.) I support this principle with caveats; and c.) I do NOT support this principle. Individuals were also encouraged to explain their answers.

The meeting concluded with open forum discussion on the pros/cons of the *Conceptual Plan* and of the guiding principles.



fig. c.21

List of Appendix C Figures

- c.01 Photo - *original Union Market Terminal building*
- c.02 Flex/Industrial Space in DC vs. NoVa - *chart from ERA report presented at the 1st Public Meeting*
- c.03 Workshop Zones - *diagram showing 5 different zones of study area used in public workshops*
- c.04 Land Use - *land use preferences participation board used in public workshops*
- c.05 Building Height - *building height preferences participation board used in public workshops*
- c.06 Traffic, Walkability & Connectivity - *pedestrian concerns participation board used in public workshops*
- c.07 Graph - *results of workshop for land use preferences for Zone 1*
- c.08 Graph - *results of workshop for land use preferences for Zone 2*
- c.09 Graph - *results of workshop for land use preferences for Zone 3*
- c.10 Graph - *results of workshop for land use preferences for Zone 4*
- c.11 Graph - *results of workshop for land use preferences for Zone 5*
- c.12 Map - *compiled map of community comments regarding traffic, walkability, & connectivity*
- c.13 Diagram - *conceptual bubble diagram of study area land uses*
- c.14 Land Use - *conceptual plan of land uses for study area*
- c.15 Pedestrian Pathways - *conceptual plan of pedestrian pathways for study area*
- c.16 Ground Floor Retail - *conceptual plan of ground floor retail locations within the study area*
- c.17 Major Truck Traffic - *conceptual plan for major truck traffic routes within the study area*
- c.18 Major and Minor Traffic - *conceptual plan for major and minor traffic routes within the study area*
- c.19 Parking and Loading - *conceptual plan for parking and loading locations within the study area*
- c.20 Conceptual Plan - "final" *conceptual plan for the study area*
- c.21 Photo - *photo of Washington Cash & Carry at the corner of 4th Street, NE and Neal Place, NE*

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

