OFFICE OF ZONING

# NEAR SOUTHEAST NEIGHBORHOOD & WATERFRONT WORKSHOP REPORT

## WASHINGTON, D.C.



PREPARED FOR

**THE U.S. GENERAL SERVICES ADMINISTRATION**

AND

**DISTRICT OF COLUMBIA OFFICE OF PLANNING**

BY

**THE CONGRESS FOR THE NEW URBANISM**

**OCTOBER 15, 2000**

ZONING COMMISSION
District of Columbia
Case 03-06
Exhibit 4

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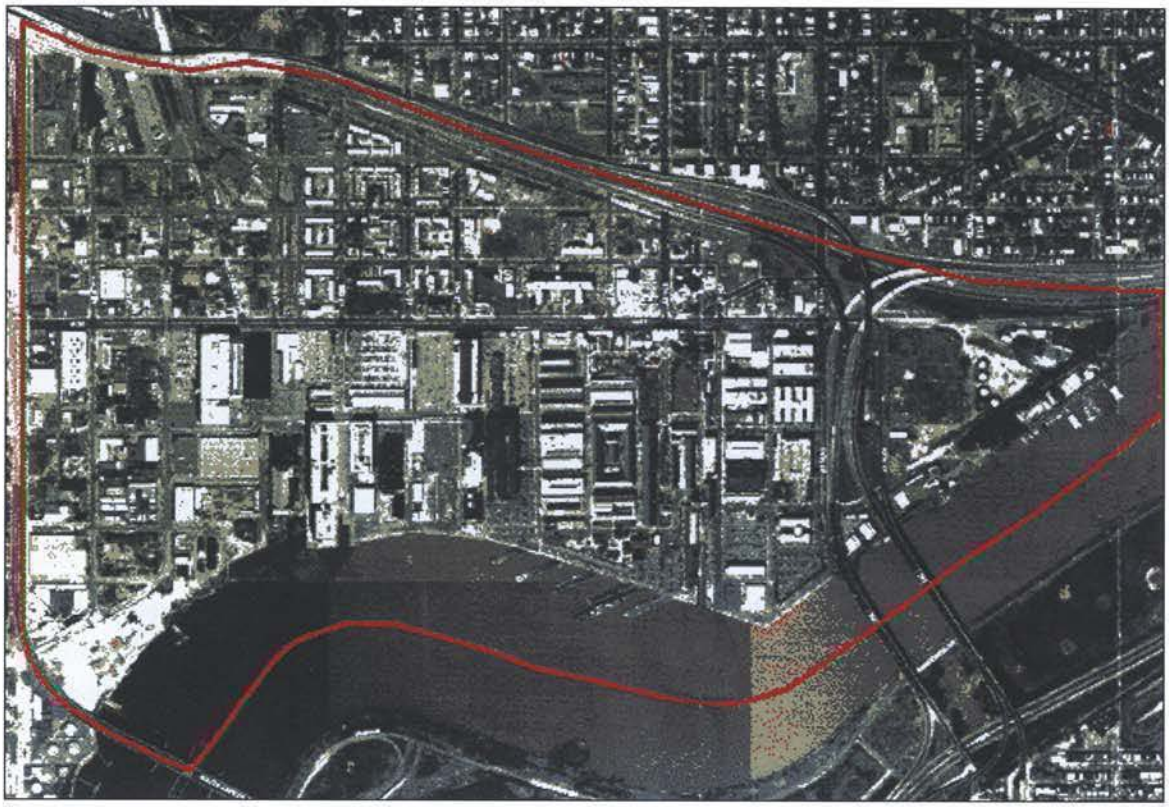
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## THE SE NEIGHBORHOOD & WATERFRONT STUDY MAP

The study area includes the following parameters with M Street as the main East/West corridor running through the area:

- The Northern boundary: Interstate 395
- The Eastern boundary: 11th Street Bridge
- The Southern boundary: Anacostia River
- The Western boundary: South Capital Street


CHARTER OF THE NEW URBANISM

# ABOUT THE CONGRESS FOR THE NEW URBANISM

The Congress for the New Urbanism (CNU) is a San Francisco-based non-profit organization that was founded in 1993. It works with architects, developers, planners, and others involved in the creation of cities and towns, teaching them how to implement the principles of the New Urbanism. These principles include coherent regional planning, walkable neighborhoods, and attractive, accommodating civic spaces.

CNU has over 2,000 members throughout the United States and around the world. It sponsors annual conferences, known as Congresses, for the sharing and discussion of best practices in New Urbanism. CNU is widely recognized as one of the most visionary and effective groups in the growing livable communities movement.

## PREAMBLE TO THE CHARTER OF THE NEW URBANISM

*THE CONGRESS FOR THE NEW URBANISM views disinvestment in central cities, the spread of placeless sprawl, increasing separation by race and income, environmental deterioration, loss of agricultural lands and wilderness, and the erosion of society's built heritage as one interrelated community-building challenge.*

*WE STAND for the restoration of existing urban centers and towns within coherent metropolitan regions, the reconfiguration of sprawling suburbs into communities of real neighborhoods and diverse districts, the conservation of natural environments, and the preservation of our built legacy.*

*WE RECOGNIZE that physical solutions by themselves will not solve social and economic problems, but neither can economic vitality, community stability, and environmental health be sustained without a coherent and supportive physical framework.*

*WE ADVOCATE the restructuring of public policy and development practices to support the following principles: neighborhoods should be diverse in use and population; communities should be designed for the pedestrian and transit as well as the car; cities and towns should be shaped by physically defined and universally accessible public spaces and community institutions; urban places should be framed by architecture and landscape design that celebrate local history, climate, ecology, and building practice.*

*WE REPRESENT a broad-based citizenry, composed of public and private sector leaders, community activists, and multidisciplinary professionals. We are committed to reestablishing the relationship between art of building and the making of community, through citizen-based participatory planning and design.*

*WE DEDICATE ourselves to reclaiming our homes, blocks, streets, parks, neighborhoods, districts, towns, cities, regions, and environment.*



## ABOUT THE GENERAL SERVICES ADMINISTRATION CENTER FOR URBAN DEVELOPMENT

The General Services Administration (GSA) is the nation's largest public real estate organization and the Federal government's landlord. It houses one million workers in 8,000 buildings in more than 1,600 urban centers across the country. Each year in these areas, GSA spends approximately five billion dollars on private contracts for construction, maintenance and security services. And it makes 3,000 location, planning, design and constructions decisions — decisions that can have a tremendous impact on urban vitality.

GSA established the Center for Urban Development in 1999 to help direct its real estate activities to spur local economies in support of smart growth development. The center actively seeks opportunities to work as an economic development partner with cities and other local and regional stakeholders. It offers technical assistance and outreach and encourages place-based projects. It aims to build stronger community relationships and create healthy, vital communities.

In its first year, the center has helped to jumpstart 20 projects, including the Washington, D.C. waterfront workshop, that embody the elements of the Charter of the New Urbanism and its own Good Neighbor principles. Both guide GSA decision making toward the restoration of the nation's urban centers.

The Center for Urban Development works in partnership with the Congress for the New Urbanism.

# ACKNOWLEDGEMENTS

CNU would like to thank the following organizations and individuals for their remarkable assistance before, during, and after the Near Southeast Neighborhood and Waterfront Workshop:

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Councilmember Sharon Ambrose

**U.S. General Services Administration**
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Mike McGill, Senior Project Manager

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Toni Griffin, Deputy Director
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The staff of Van Ness Elementary School
The owners of the yacht Sedona

Dhiru Thadani and Peter Hetzel of the Thadani Hetzel Partnership, Architects

The many residents, property owners, and community leaders who took time out of their busy days to make the workshop a success.

# CNU ADVISORY TEAM

The advisory team assembled by CNU included a variety of technical experts, with input and involvement of local residents and community leaders. The team was interdisciplinary, with both national and local leaders. The advisory team included the following members:

### WORKSHOP MODERATOR

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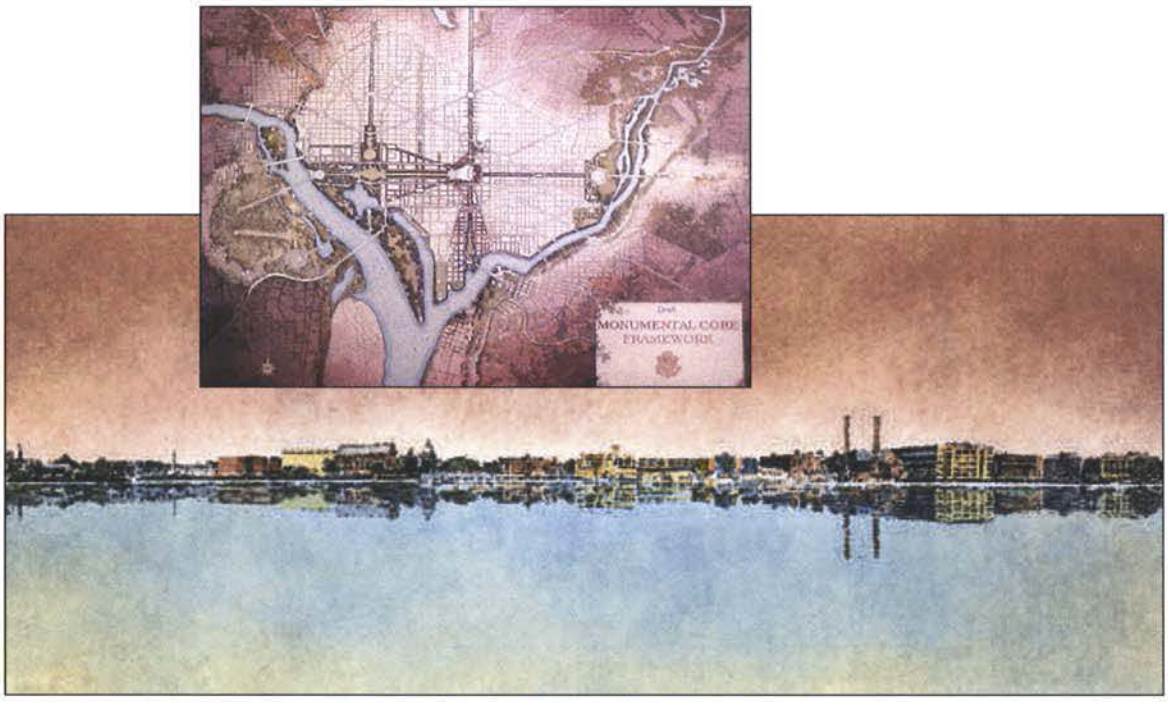
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# I. INTRODUCTION

FOREWORD: INTENT OF THE WORKSHOP

EXECUTIVE SUMMARY

VISION STATEMENT



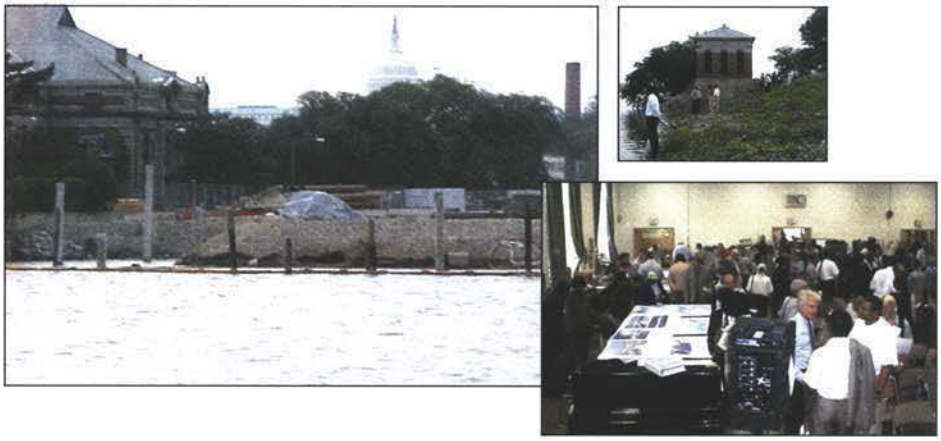

## FOREWORD: INTENT OF THE WORKSHOP

The Near Southeast Neighborhood and Waterfront Workshop was held May 19 to 21, 2000. It was intended to bring together key neighborhood citizens, community leaders, and stakeholders with an interdisciplinary group of experts to discuss the future of the Near Southeast Neighborhood and Waterfront in Washington, D.C.

The area includes the Southeast Federal Center, the Navy Yard, and surrounding neighborhoods. The land is under a complex mix of federal and local jurisdictions. In general, this waterfront district is seen as underutilized.

The area is ripe for development. Private developers have expressed an interest in building new offices and residential uses; federal agencies and arts groups see the federal lands as opportunities for new facilities; and the neighborhood is facing substantial change. However, adopted plans and zoning standards are out of date. All of these factors speak to the need to develop a coordinated vision for the Near Southeast Neighborhood and Waterfront.

On May 19, 2000 the Congress for the New Urbanism, GSA Center for Urban Development, GSA National Capital Region, and the D.C. Office of Planning convened a three-day workshop to address these pressing issues in our nation's capital. In consultation with GSA and D.C. Office of Planning staff, CNU helped prepare workshop materials and planned, organized, and led the workshop. District of Columbia planning staff and consultants took major responsibility for the preparation of briefing material for the workshop, conducting advanced meetings with community leaders and stakeholders, and assisted with meeting logistics.



## THE WORKSHOP ACTIVITIES INCLUDED:

- Review of the existing and projected conditions of the area.
- Assessment of the key development issues that need to be addressed.
- Hearing the concerns and views of local residents, current businesses and tenants, prospective developers, and other stakeholders in the area.
- Identifying an overall strategy for development in the Near Southeast Neighborhood and Waterfront.
- Outlining guidance for implementing a revitalization strategy, including appropriate land uses, urban design considerations, market considerations, zoning concepts, design principles, and policy amendments that will need to be addressed as federal agencies and private developers move forward.



Importantly, the workshop had in-depth public participation. This included interaction bwtween residents and the CNU advisory panel during stakeholder interviews, breakout groups, and "reporting back" sessions as a part of the process.

The workshop did not go to the point of designing specific buildings or improvements, or writing detailed zoning amendments. Rather, it set forth a general vision and direction that could then be further refined by the various parties involved and set the tone for future requests for proposals.

The GSA Center for Urban Development contracted with the Congress for the New Urbanism for the Near Southeast Waterfront Workshop for support to: 1) examine, learn from, and highlight GSA work with communities, 2) convene a group of experts to examine current practices and help guide future decisions, and 3) provide technical assistance to GSA project efforts in the field.



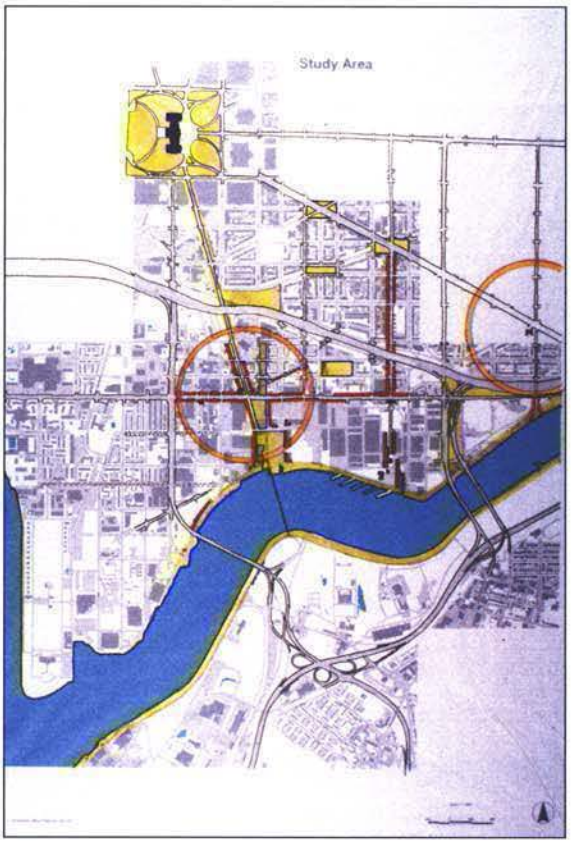
## EXECUTIVE SUMMARY

More than 200 residents and business leaders met with architects, planners, and local and federal officials in a three-day workshop (May 19 – 21, 2000) to create a joint vision for the Near Southeast Neighborhood and Waterfront. The workshop was organized by the Congress for the New Urbanism, U.S. General Services Administration and D.C. Office of Planning as a collaborative partnership.

The stimulus for the workshop was impending job growth at the Washington Navy Yard. The Navy will soon be moving approximately five thousand more personnel into the Navy Yard. Their presence will generate a demand for up to 1.5 million square feet of office space for defense contractors that must, by law, be located nearby. The 55-acre Southeast Federal Center is also slated for redevelopment, and the U.S. Department of Transportation may relocate there. Both of these federal facilities have prime locations on the Anacostia River waterfront, at the center of the 250-acre neighborhood. The growth of these facilities will have a dramatic impact on the adjacent neighborhoods, which contain the City's highest concentration of public housing residents.

Although the neighborhood is only six blocks from the US Capitol, it is isolated. There are major barriers to movement on all sides of the neighborhood. Major roads — South Capital Street and I-395 — mark the north and west edges of the neighborhood, while the Anacostia River marks an impassable southern and eastern boundary.

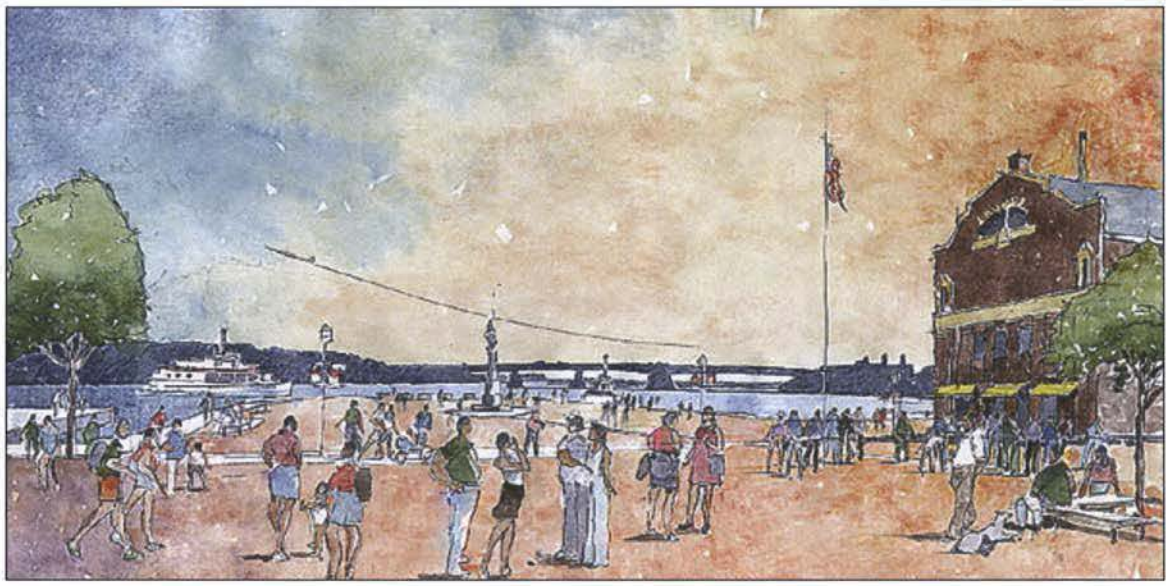
The workshop produced plan alternatives that extend the historic L'Enfant street grid, improve access to adjoining neighborhoods and the waterfront, and provide for the eventual re-establishment of Virginia Avenue in place of I-395. The plans suggested a range of strategies for residential, retail, and office development.




The workshop developed plans for environmental improvements throughout the neighborhood. Environmentally sound transportation would include bicycle routes, jitney bus routes, ferry services, and a pedestrian bridge. The neighborhood would gain substantial green space. Treatment proposals for surface runoff would improve the river's water quality. The Anacostia River flood plain provides areas of opportunity to establish a park connected to a continuous waterfront walkway.

**The plan includes specific actions to begin implementation:**

- The District of Columbia should immediately implement zoning changes in the study area to allow mixed-income residential and mixed-use commercial developments – at the appropriate building scales and with sensitivity to environmental factors.
- The GSA should develop the Southeast Federal Center as a mixed-use project. GSA should be sure to retain and develop historic buildings on the site to reflect the area's industrial past, develop at the appropriate building scales, and be sensitive to environmental factors.
- The Navy Yard should reconfigure its operations as to allow for public access to the waterfront via the 8th Street corridor. There should be public access along the entire length of the waterfront. The only identification checkpoints should be at building entrances. The new Naval History Museum under consideration should be sited appropriately with regard to public spaces, and the new museum should highlight the Navy's experience with sustainable technologies.



*THE NEAR SE WASHINGTON WATERFRONT VISION*

## VISION STATEMENT

The Near Southeast Neighborhood and Waterfront could be an "Urban Village" with a rich, seamless mix of appropriately scaled residential, public, and commercial uses. It could have a distinct sense of place, community, and environmental quality that highlights its special waterfront location. Future planning efforts should strive to:

- Create a mixed-use neighborhood experience that builds upon the unique character and strengths of existing neighborhoods, the Navy employment center, and waterfront.
- Make strong connections to existing surrounding neighborhoods on both sides of the river.
- Provide for clear and direct public access to the waterfront, and a variety of public waterfront spaces.
- Improve the river's water quality and enhance the natural environment.
- Develop new infill housing and improve existing housing as a necessary component of transformation in the neighborhood.
- Help to diversify the City's economy by attracting technology-oriented businesses.
- Encourage commercial development that is appropriately scaled and integrated into the existing neighborhood fabric.
- Strive to incorporate public events as well as learning and research opportunities on the public waterfront.



- Create multiple urban gathering places at the water's edge as gateways to the waterfront. They should be activity centers that integrate the employment centers with the housing.
- Most importantly, support existing residents. They need improved access to the enhanced waterfront as well as housing, employment and related community-building opportunities.

Likewise, there is a need to minimize the actual and perceived barriers in the study area. In particular there is a need to:

- Mitigate negative impacts of the Southeast Expressway (I-395).
- Mitigate negative impacts of the historic Navy Yard wall running along M Street.
- Physically enhance M Street and improve the management of vehicular, transit and pedestrian traffic.
- Limit Navy security to building entrances to the extent possible.
- Continue to offer public recreation and green space within the Navy Complex.
- Continue to provide community building outreach programs currently offered by the Navy.
- Continue to provide committed, facilitative leadership and a climate that encourages constructive participation.

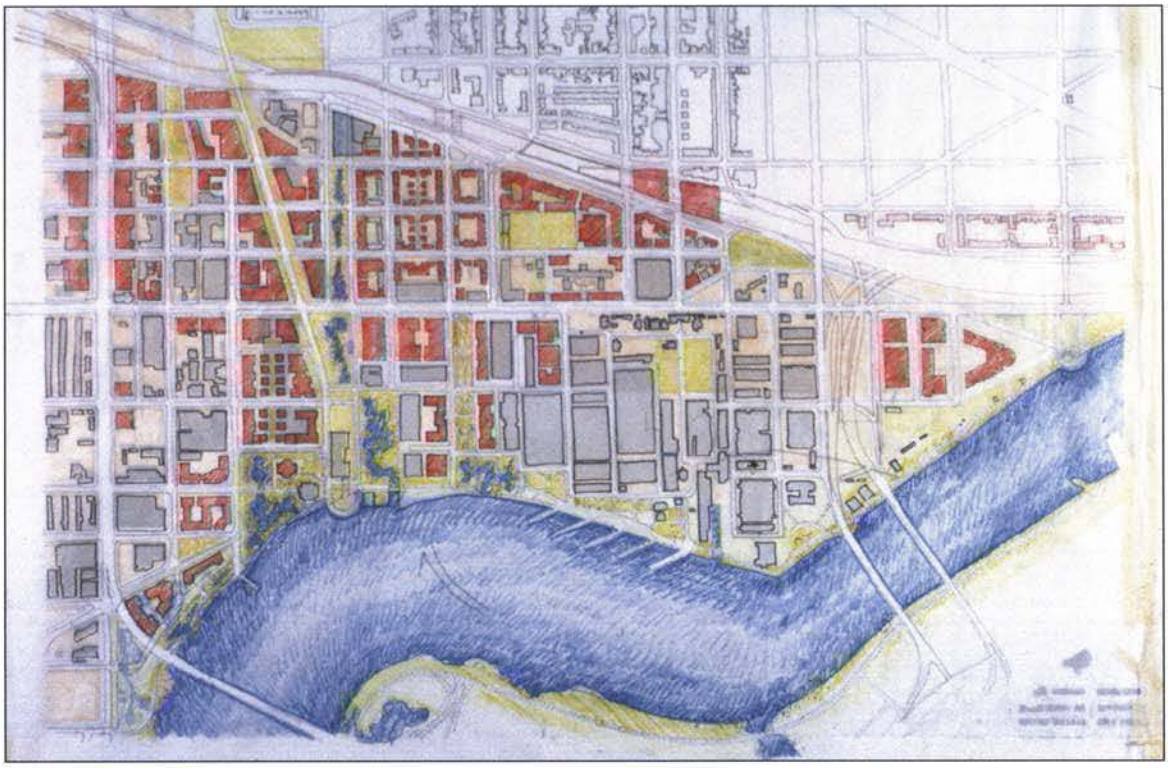
# II.
# The Southeast Washington D.C. Waterfront Plan

ECONOMIC DEVELOPMENT

HOUSING & COMMUNITY DEVELOPMENT

ENVIRONMENTAL STRATEGIES

CIRCULATION



*THE NEAR SE NEIGHBORHOOD & WATERFRONT CHARRETTE PROPROSAL*

# ECONOMIC DEVELOPMENT

## BACKGROUND

The City offers many unique competitive advantages that make it a desirable place to live, work, learn, and play, as evidenced by:

- Increases in annual tourist visitation
- Increases in office occupancy rates and rents
- Increases in market-rate and affordable housing construction
- Increases in middle-income households moving to the city
- Increases in residential property values

The City strives to strengthen and diversify the local economy by investing in Industry Networks (clusters) that drive and sustain economic growth. The cornerstone of the City's economic strategy is based on the following strategic priorities:

- Attracting strategic industries through business promotion and an improved business climate
- Developing strategic populations through workforce development, attracting and retaining residents
- Targeting strategic areas for workforce development, attracting and retaining residents



The Washington economy is diversifying, private employment and capital investment are rising,and public safety and social conditions are improving. Recent government downsizing and a boom in technology companies have accelerated the diversification of the regional employment base . Private sector employment doubled between 1970 and 1996 and accounts for 80% of all metropolitan jobs.

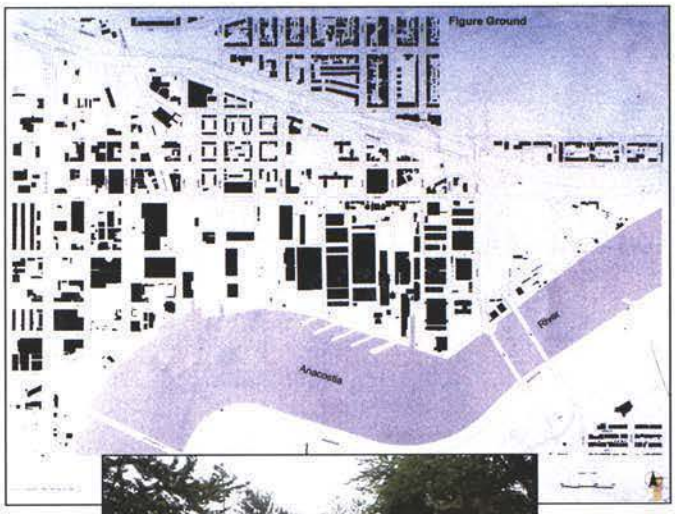
However, recent studies indicate that workers living outside of the city hold most of the higher-paying, higher-skilled private sector jobs created by federal procurement. The direct and indirect benefits of job growth resulting from increased federal spending are having a significantly greater impact in suburban Virginia and Maryland.



## Strategies

Agencies involved in revitalizing the Near Southeast Neighborhood and Waterfront should follow these guidelines:

- Establish a coordinated implementation strategy and structure commesurate with the depth and breadth of the public-private partnership challenge.
- Meaningfully involve the community.
- Proactively try to attract developers committed to the City's vision. Close the gap between that vision and economic reality.
- Leverage public investment to attract complementary private development.
- Continue to prioritize the Anacostia River Clean-Up Initiative and related environmental issues.

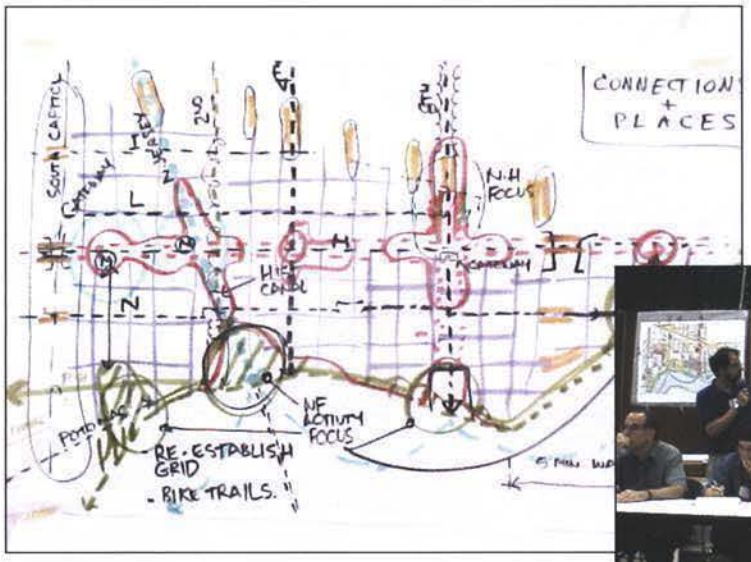









- Leverage Navy Yard opportunities to promote district master-planning that includes both sides of the river.
- Appropriately develop the waterfront with active and passive uses to achieve short- and long-term strategic objectives.
- Encourage public waterfront events that promote education as well as business development by emphasizing the importance of technology and the environment.
- Assess whether HOPE VI housing and related programs are appropriate for this area. Can they strengthen housing, workforce development, and family support opportunities?
- Improve linkages to the Capitol Hill neighborhood that will strengthen all nearby neighborhoods without displacing existing public housing residents.
- Establish a neighborhood commercial strategy that supports existing local businesses, attracts new businesses, and improves strategically important retail centers, such as the 8th Street corridor and the intersection of 8th and M Streets.
- Within existing regulatory constraints, control the scale and character of M Street office development in order to minimize incompatible uses that will constrain the City's ability to guide development consistent with the vision.







## Opportunity

Development in the Waterfront District is an opportunity to advance many other plans and ideals. The city has a broader economic agenda, both the Navy Yard and Southeast Federal Center are growing.

The Waterfront District can:

- Leverage neighborhood strengths to help expand, retain and diversify key industry networks.
- Use the Navy employment center expansion (as well as existing and proposed neighborhood amenities) to entice technology companies to locate within the City.
- Attract new residents and retain existing residents that will live and work in southeast neighborhoods, in order to create an economically integrated community.
- Protect and conserve the natural environment, especially the Anacostia River.
- Preserve community assets that will enhance the livability of the neighborhood.
- Expand public access to the waterfront.
- Expand southeast neighborhood housing, employment and business opportunities without displacing existing residents.



*8TH STREET*

## STRENGTHS

The Near Southeast Neighborhood has location and market advantages including:

- A strong mixture of public lands and private initiative.
- Strong regional economy.
- Increase in private sector employment.
- Strong demand for office and housing.
- Convenient location relative to downtown and the region.
- Adjacency to established residential neighborhoods that have a strong sense of community.
- Priority initiatives to clean up the Anacostia River and protect the environment.
- Committed stakeholder leadership with a workable agreement and plan for future collaboration.



The expansion of the Navy Yard also has many advantages:

- Projected job increase and concentration.
- Waterfront land assemblage under central public control.
- Leadership desire to better integrate Navy expansion with the community and make a difference in the lives of residents.
- Desire to improve access to the waterfront and provide complementary public programming.
- Desire to minimize actual and perceived barriers



## Community Building & Outreach

Finally, it is vital that economic development in the area go hand in hand with improving the lives of those already residing in the study area. This includes:

- Insuring that development and economic activities improve the livability of adjacent public housing.
- Strengthening workforce development efforts to train and link local workers with job opportunities at the Navy Yard and in the region.
- Improving transportation and childcare to support local residents.
- Keeping residents informed when decisions are to be made.
- Providing adequate information to allow residents to evaluate costs and benefits of proposed actions.
- Transparency and inclusion of stakeholders in the process.



# HOUSING & COMMUNITY DEVELOPMENT

## Guiding Principles

Residential and office development in the Near Southeast Neighborhood and Waterfront will be a necessary component of transformation in the neighborhood. In coordination with other development, housing will create a mixed-use community. The Near Southeast Waterfront will be a sustainable and diverse urban neighborhood. In order to achieve this, the following principles must guide all policy, planning, and development proposals in the future:

- Build upon and strengthen existing assets in the neighborhood. Identify the human, cultural, and physical characteristics of the neighborhood as resources that will help build the neighborhood's future. All planning efforts will work toward improving the lives of, not displacing, existing residents.
- Citizen and community involvement. Engage residents, neighbors, civic leaders, policy makers, school administrators, community-based organizations, developers and landowners, in neighborhood planning efforts. Existing low-income and public housing residents shall meaningfully participate and "be at the table" in such efforts.
- Create a sufficient housing density to attract and retain neighborhood retail, services, and small businesses. Plan for the development of housing to accommodate a minimum of approximately 3,500 residents who will live, work, shop, and play in the neighborhood.







- Create a diverse housing stock. Provide a broad range of housing types and sizes, including opportunities for live-work, families, small and large households, and other living arrangements to bring people of diverse ages, races, cultures, and incomes into daily interaction.
- Develop housing affordable to a broad range of household incomes. Throughout the neighborhood, there should be home-ownership and rental opportunities that are affordable to a broad range of household incomes — from luxury to high quality units for low-income households.
- Preserve existing affordable housing in the neighborhood. Capitalize on housing set-aside policies and subsidy programs so that extremely low-income and public housing residents are a part of the future improvements of the neighborhood in which they currently reside. Any public housing proposal shall not result in a net loss of public housing units.
- Design and construct all housing — subsidized and market-rate — at the high quality that promotes a sense of pride. The image and character of all housing should respond to the best traditions of existing and surrounding residential architecture and streets. Any public housing proposal shall consider various ways in which to eliminate the social and physical isolation of the residents. Initially, the public housing authority, residents, property management, and other community-based resources, might work together to determine ways in which the quality of life for the existing residents might be improved.

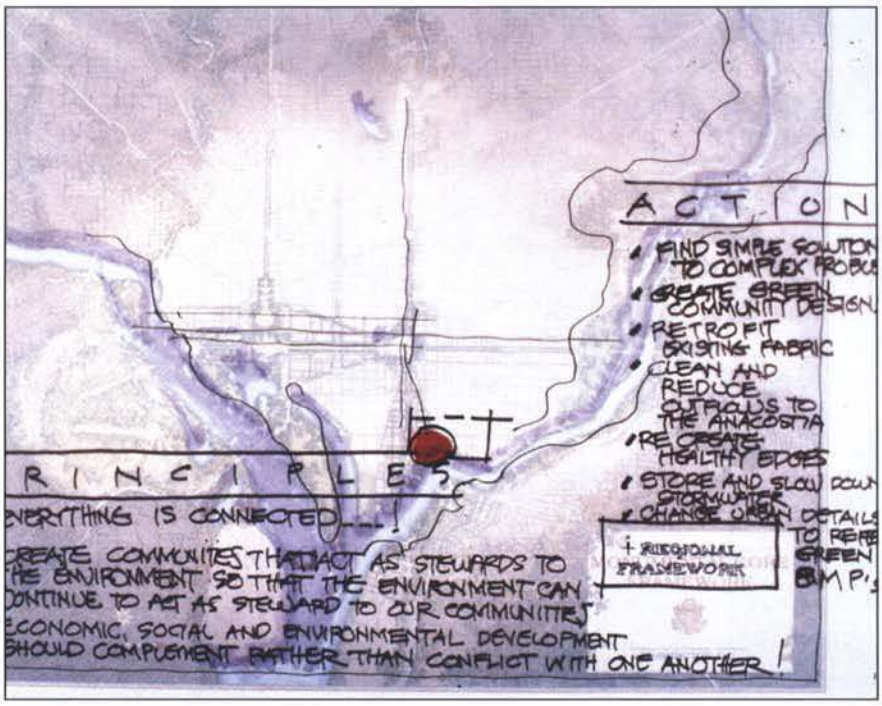




- Promote safe residential streets. Encourage infill development that maintains a vibrant residential neighborhood character, and encourages pedestrian-friendly streets. Housing should contribute to a sense of "eyes on the street", should clearly define the public and private realm of streets and sidewalks that safely link people and places through and within the neighborhood.

## Human and Community Development

- Invest in the local residents by treating the community's populace as an employable, contributing resource that will work toward the positive development of the neighborhood's future.
- Citizen and community involvement: Support local educational efforts to help residents take advantage of new housing and employment opportunities. Initially, residents identified the need for credit counseling,property management training, and leadership development. Credit counseling could increase the economic stability of households. Property management training would allow residents to collaborate with the public housing authority in developing strategies for safety and community improvements. Leadership development could build a sense of community among residents. (The Washington D.C. Department of Social Services was identified as a possible resource for assistance.)
- Create economic opportunities: Provide for qualified local, minority-, and woman-owned companies to contract and provide services for new development occurring in the neighborhood. Target strategies that will increase employment opportunities for community residents. Initially, residents identified the need for employment training, an employment center to connect residents with the new jobs in the neighborhood, and construction contract requirements that would provide apprenticeship opportunities. (The Washington D.C. Department of Employment Services was identified as a possible resource for assistance.)




# ENVIRONMENTAL STRATEGIES

## Guiding Principles

In short, the following guiding principles are recommended for consideration in environmental planning for the Near SoutheastWaterfront Neighborhood:

- Create communities that act as stewards to the environment so that the environment can continue to act as a steward to our communities.
- Economic, social and environmental development should complement rather than conflict with one another.
- Find simple solutions to complex problems.
- Create green community designs.
- Retrofit the existing fabric of the area.
- Clean and reduce gray- and black-water outflows to Anacostia River.
- Recreate healthy edges along the Anacostia River.
- Store and slow down storm water runoff.
- Change urban details to reflect green principles.
- Recognize that everything is connected.



## The Anacostia River

One of the most challenging issues that the advisory team faced while assessing the existing conditions in the Near Southeast Neighborhood and Waterfront is the health of the Anacostia River. While efforts are underway by both the federal government and the District of Columbia to improve the health of the river, major "non-point" pollution of the river remains a problem. Non-point pollution is pollution that does not come from a single location, but is rather spread out throughout an area.

There are two primary sources of non-point pollution in the river. They are polluted surface runoff from streets, parking lots, and lawns, and overflows from the combined storm and sanitary sewers. Surface runoff carries enormous amounts of toxins, nutrients, bacteria, and other pollutants from impervious surfaces. Sewers overflow in the District during rains or snowmelts of one half an inch or more. A large proportion of non-point pollution of the river occurs upstream in Maryland.

There are two approaches to preventing polluted surface runoff. 1) Stop pollution before it occurs. That requires public education to keep household chemicals and wastes out of the stormwater system; encouraging limited use of pesticides and fertilizers; and discovering and removing illicit business discharges. 2) Keep pollutants on impermeable surfaces from entering the sewer system. This requires detention structures and similar "best management practices," on-site filtration, and effective street cleaning. Effective control of surface runoff pollution is a daunting task.

Combined sewer overflows can also be controlled. It is possible to increase storage capacity in the current system with inflatable dams, larger pumps, or the use of abandoned pipes. It is also possible to build additional treatment facilities or to separate the storm drains from the sanitary sewers.



In order to mitigate existing degradation to the river from non-point source pollution, and in order not to exacerbate degradation of the river, the team recommended the following strategies:

- Separate stormwater from sewage water where possible.
- Create stormwater retention areas in order to allow for natural infiltration to occur, and slow discharge into the river.
- Utilize the stormwater retention areas as open space and greenways where appropriate.
- Locate stormwater retention areas inside the one hundred-year flood plain zone, along the public easement where the historic canal was located, and inland of the new sea wall being installed in front of the Southeast Federal Center and Navy Yard, where appropriate. (Please note that the relocation of DOT to the Southeast Federal Center would preclude use of certain areas of the historic canal.)
- Remove the wall on the south side of the river so wetlands can help clean pollution from the river.
- Restore wetlands where possible on the north side of the Anacostia River to assist in natural cleansing activities.

## Green Building Technologies

Advisory team members made a number of general recommendations with regards to the use of "green building technologies."

- For energy efficiency, consider solar orientation with regards to the height and placement of buildings; and natural daylighting within buildings.
- Use street trees and shade trees to mitigate solar gain on buildings and in pedestrian areas.

- Use sustainable materials in the construction of buildings and public infrastructure improvements
- Encourage the Navy to highlight its experience with sustainable technologies if the new proposed Navy Museum is built.
- Recruit green technology industries to the study area to foster sustainable development at large.

## Proximity of Uses

One of the subtlest ways in which the advisory team recommendations are environmentally friendly is in the concept of an "urban village." By definition, an urban village is a mix of uses — residences, workplaces, stores, schools, and recreation areas — in close proximity to one another. In an urban village, it is possible to access local stores by walking or riding a bike. Such neighborhoods reduce reliance upon the automobile, resulting in fewer trips per household and fewer vehicle miles traveled (VMT).

## Biourbanism

Another concept promoted by advisory team members at the workshop was that of "biourbanism." Biourbanism is the notion that smart community design approaches social, economic and environmental problems simultaneously; that the social, economic and environmental systems must work together as a biological organism. When this strategy is properly employed all three factors tend to reinforce one another.

For example, the urban village can reduce vehicle use. That means lower household transportation costs, so people can better afford other necessities such as housing. In other words, there is an environmental benefit from less automobile use, there is an economic benefit from more spendable income for the local resident, and there is a social benefit in that local residents can better afford the necessities of life.

Another example is that of the stormwater retention recommendations above. There is an environmental benefit to the health of the river. There is an economic benefit to the District — saving money on traditional treatment facilities, so it can instead be invested in parks, open space, or the canal easement. There is a social benefit in that the public gets open space and park lands. This is a "win–win–win."

## Circulation

Another area in which the advisory teams recommendations are environmentally friendly is through the circulation improvements discussed below. The multi-modal planning includes proposals for bicycle routes, jitney bus routes, ferry services, and possibly a new pedestrian bridge linking both sides of the Anacostia River.







*"M" STREET IMPROVEMENTS*

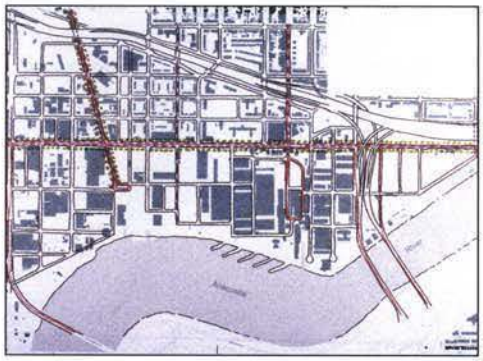
# CIRCULATION

## Guiding Principles

The Near Southeast Waterfront Area has transportation challenges to overcome as well as opportunities from which the area can take advantage. The Near Southeast Waterfront Area contains many barriers to travel. The I-395 freeway creates a physical and a psychological barrier between neighborhoods. The overpasses of South Capitol Avenue segregates the Near Southeast Neighborhood from the Southwest neighborhood. The 11th Street and Anacostia Bridge approaches divide east from west. Remnants of the historic grid street system remain but it is largely broken up by the Navy Yard, the Southeast Federal Center and other large public and private development. Poorly maintained streets, dilapidated bus stops, and inadequate pedestrian and bicycle facilities discourage people from walking or using transit.

Despite the challenges, the Near Southeast Waterfront Area has a number of opportunities that could make the area a well-connected multi-modal large-scale activity center. The Navy Yard Metrorail station is within a 5-minute walk of nearly the entire district, and several bus lines travel through the area. Several of the corridors accessing the Near Southeast Waterfront Area connect to important activity centers, providing an opportunity to implement small-scale transit or jitney service. The Anacostia River provides an opportunity for ferry service and water taxis. While there are gaps to fill, the district has numerous access streets from the west, north, and east. Within the district these streets are discontinuous, but hold opportunities to close the gaps and make the connections.





*STREET GRID OPTIONS*

**The following guiding principles and actions should guide policy, planning, development proposals, and funding for capital improvements in the Near Southeast Waterfront Area.**

## REESTABLISH THE HISTORIC L'ENFANT STREET PLAN

There are many opportunities to revive the historic street grid throughout the Near Southeast Neighborhood. These include removing I-395,

Develop a phased plan to remove the I-395 freeway, from the Anacostia and 11th Street Bridge approaches to South Capitol Avenue, and extend and reconstruct Virginia Avenue as multi-lane, tree-lined boulevard, re-establishing this artery as the grand avenue originally envisioned L'Enfant. The recreation of Virginia Avenue SE would accomplish several goals that are crucial to the success of this plan:

- Virginia Avenue would be connected to the original Washington D.C. grid of streets, creating a seamless and integrated system that could accommodate pedestrians, bicyclists, and automobile traffic.
- Well designed boulevards, with appropriately timed stoplights and traffic-calming features, can carry as many, and in some cases more, automobiles than elevated highways. Virginia Avenue's integration into the city's grid network of streets will allow for a number of different routes through town, which can ease traffic congestion.
- Bike lanes on Virginia Avenue would encourage cyclists to use this route for both commuting and recreational use, further reducing traffic and pollution.
- The current interstate right-of-way, now lined with vacant lots, will become valuable land for redevelopment. Office and apartment buildings, hotels, museums, and a number of other structures along Virginia Avenue would create a lively and welcoming urban environment. Such development would also increase the District's tax base and attract more people to live in the city.

- Extend New Jersey Avenue to N Street, completing the connection to the waterfront with a pedestrian and bicycle facility.
- Extend all north-south streets to the waterfront where possible.



- Extend east-west streets (south of M Street) through the Southeast Federal Center and into and through the Navy Yard.
- Reestablish South Capitol Avenue as a boulevard and eliminate the M Street grade-separation.
- Consider implementing a one-way couplet system utilizing the South Capitol Avenue and Half Street corridors.
- Reestablish the street grid system east of 11th Street and south of I-395, at the appropriate scale, where possible.
- Reestablish the street grid system north and south of M Street with variations that respect the existence of historic buildings, and scaled to accommodate local traffic and pedestrian use.

### Make M Street the area's primary multi-modal corridor

M Street connects the Potomac and Anacostia Rivers, and serves as the primary pedestrian connection between the Metrorail station and employment centers. The plan reallocates the street width to balance the needs of pedestrians, bicycles and vehicles.

### Improve pedestrian facilities on all streets

The plan proposes to improve the pedestrian orientation of all streets in the Near Southeast Neighborhood by:

- Eliminating one travel lane in each direction on M Street, widening sidewalks, adding bike lanes, and repairing deteriorated sidewalks, curbs, and parkrows.
- Installing pedestrian-scaled lighting.
- Providing pedestrian amenities such as shade trees, benches, and plazas.
- Conforming to Americans with Disabilities Act requirements.
- Developing urban design and streetscape standards and guidelines consistent with the rest of the District of Columbia, but unique to the southeast neighborhood's waterfront character.

### Other major improvements

- Improve existing, and establish new, pedestrian, bicycle and vehicular connections between the southeast and southwest neighborhoods.

- Link the Potomac Metrorail station to the southeast neighborhood. This would require a way for pedestrians to cross I-395. The plan proposes to extend 13th Street over I-395 or, at a minimum, provide a pedestrian overcrossing.
- Reinvest in the maintenance and upgrade of existing streets.
- Introduce ferry service to the Near Southeast Waterfront Area.
- Improve the gateways into the area to invite linking between neighborhoods. In the interim prior to reestablishing Virginia Avenue, build or improve underpasses under I-395 to create linkages between the neighborhoods north and south of the freeway.

### Demand-side transportation management

Acknowledge that it is impractical to build the region's way out of congestion.

- Implement an aggressive Transportation Demand Management Program to reduce automobile travel, and use Transportation System Management techniques to improve traffic flow.
- Develop a comprehensive transportation plan linked to the existing regional plan.
- Integrate the Near Southeast Waterfront Area with the regional bicycle transportation system.

### Transit

Make the most of the transit infrastructure and augment existing transit systems by:

- Improving bus stops with shelters and benches, and improving the maintenance of the surrounding properties and landscaping.
- Augmenting fixed route bus service with small-scale transportation systems to connect key destinations including local circulator buses, and/or privately operated jitney and shuttle service along the 8th Street, New Jersey Avenue, M Street, and South Capitol Avenue corridors.
- Providing a loop shuttle system connecting both sides of the Anacostia River.
- Considering the establishment of a commuter rail station along the existing railroad parallel to Virginia Avenue.

Please note that the proposal to eliminate of I-395 is not a small item coming out of the workshop recommendations. It can not be dismissed as "pie in the sky" or an impossible dream. Some members of the CNU advisory panel thought that eliminating I-395 is crucial to the success of this new vision for the area. They felt that although the Federal government may be reluctant to help finance this project, doing so would foster economic development benefiting both the neighborhood and the Federal facilities located there.

# III.
# IMPLEMENTATION

STRATEGIES FOR ACHIEVING THE VISION

LOCAL AND FEDERAL CONTROL

STRATEGIES FOR USE

STRATEGIES FOR IMPLEMENTATION



*PROPOSAL FOR NEW JERSEY AVENUE*

## STRATEGIES FOR ACHIEVING THE VISION

The advisory team proposed the following strategies and action items to achieve the vision for the development of the Near Southeast Neighborhood and Waterfront:

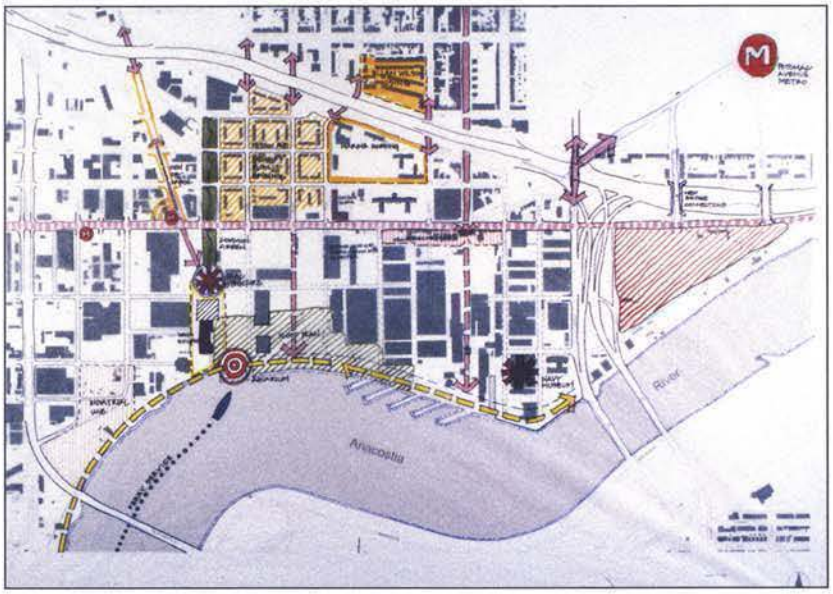
- Improve and economically integrate neighborhood housing by creating a broad range of housing types and sizes, increasing low-income housing ownership, and improving public housing while ensuring no net loss of public housing units.

- Create a mixed-use waterfront neighborhood at the Southeast Federal Center, through a public-private partnership, to provide a park, museum, offices, shops, restaurants, housing, and walkable public streets and squares.

- Develop the neighborhood along sustainable principles, utilizing the existing flood plain area in the Southeast Federal Center to create a riverfront walkway and wetlands park system that extends north into the neighborhood along the route of the historic Second Street canal. (Relocation of DOT would preclude use of certain portions of the historic canal.)

- Emphasize new residential development both north and south of M Street, especially by developing a residential area between South Capitol Street and the Southeast Federal Center.

- Stimulate housing, retail, and office development north of M Street, with a possible emphasis on high-technology jobs.




- Improve neighborhood character by preserving historic buildings, possibly as infill housing and integrating new Marine Corps barracks into the fabric of the neighborhood.
- Extend L'Enfant's historic street grid to the Southeast Federal Center, and extend Second, Fourth and Eighth Streets SE to the Anacostia River to improve pedestrian access to the waterfront for both residents and office workers.
- Extend the historic street grid to the Washington Gas property east of Eleventh Street SE at the appropriate scale, and extend Fourteenth Street SE to the river to improve neighborhood access to waterfront and to the Potomac Avenue Metrorail Station at Pennsylvania Avenue SE.
- Transform M Street SE into a pedestrian-friendly boulevard by reducing the roadway from six to four travel lanes, and providing wide sidewalks, bike lanes, and a jitney bus route connecting the neighborhood with the Southwest Waterfront.
- Establish New Jersey Avenue SE as a gateway and civic boulevard joining new public spaces at the Southeast Federal Center with the U.S. Capitol.
- Strengthen the Eighth Street SE retail corridor, anchoring it with a public space near the water, and providing bike lanes and a jitney bus route.
- Connect the neighborhoods on both sides of the Anacostia River through water taxi services, bike lanes and jitney bus routes on the bridges, and a possible pedestrian bridge.
- Provide for the replacement of I-395 with the re-establishment of Virginia Avenue SE as a boulevard, which would link the waterfront neighborhood with the Capitol Hill neighborhood while providing substantial green space along its length.



# ZONING IN SOUTHEAST WASHINGTON

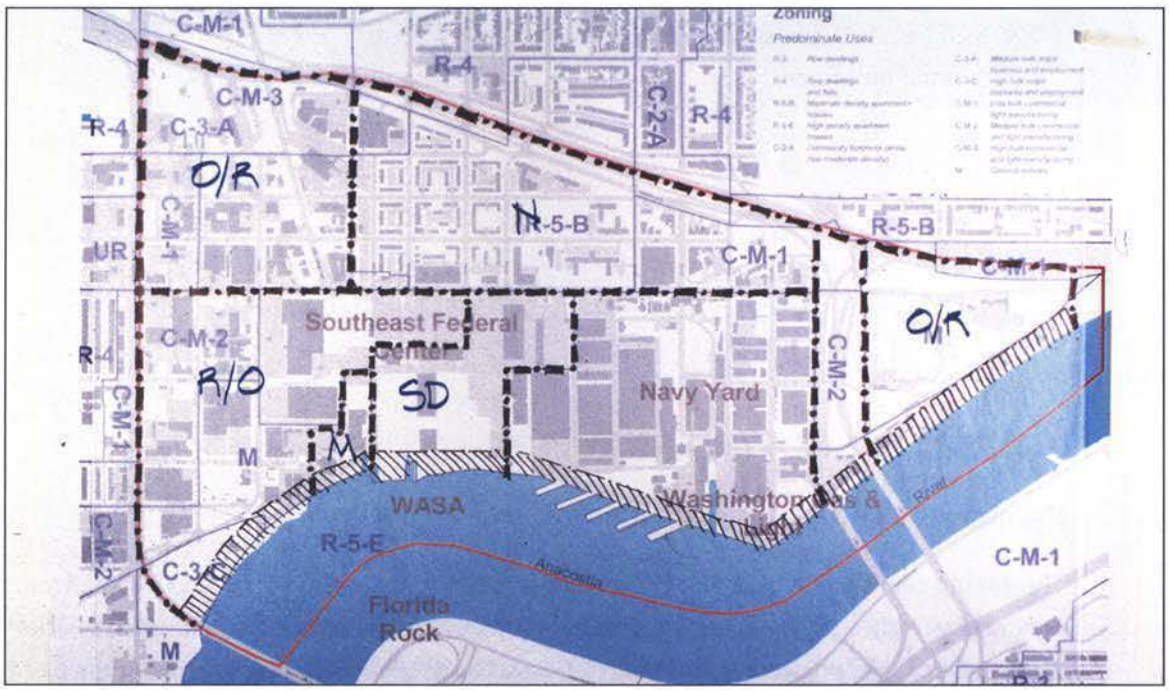
## Problems and Opportunities

The zoning south of I-395, east of South Capitol Street and north of the Anacostia River currently reflects a policy that the area should be primarily a back-up and support district for the rest of Washington west of the Anacostia River, plus providing a location for concentrated public housing. The Washington Navy Yard and the Southeast Federal Center, being Federal property, are not subject to the zoning and planning process of DC.

The zoning no longer reflects the policy of the District Government. *This is a zoning emergency.* As long as the current mapped designations in the zoning code remain the law, development can proceed in accordance with the zoning, or lack of zoning. The District Government will continue to be forced to approve development in a form that it doesn't really want.

The zoning is also old-fashioned, single-category designations, without any of the design guidelines found in more modern zoning codes. *This is a lost opportunity,* depriving the District government and the National Capital Planning Commission of the tools they will need to implement a comprehensive plan for the area.

Recently enacted legislation will make it easier for the General Services Administration to work with private investors to develop portions of the Southeast Federal Center. If Federal property is sold, then that property is subject to the zoning and planning process of the D.C. Office of Planning. However, Federally owned property in the District is exempt from local zoning controls. Instead, jurisdiction over this property is exercised by the National Capital Planning Commission (created by Congress specifically for that purpose), the Commission on Fine Arts, and the Advisory Council on Historic Preservation. GSA currently has an approved master plan for Southeast Federal Center, but the agency has expressed willingness to work with the D.C. Office of Planning to reduce the scale and seek mixed-use development for the site. As long as the property remains in federal ownership, the federal agencies listed above retain the authority to review and approve any changes in the current master plan. Should the property be sold to a private developer, however, then it would fall within the jurisdiction of the Office of Planning.




*ZONING RECOMMENDATIONS*

## Priority Actions

The highest priority is to change all the zones in the area that permit manufacturing to less permissive zones. One method of achieving this objective would be to use existing zoning categories.

However, a better alternative would be to create modern zoning districts that permit a variety of uses and building types, and which can contain appropriate design guidelines.

For the study area there could be 4 new zones, neighborhood, residential/office, office/ residential, and Southeast Federal Center.

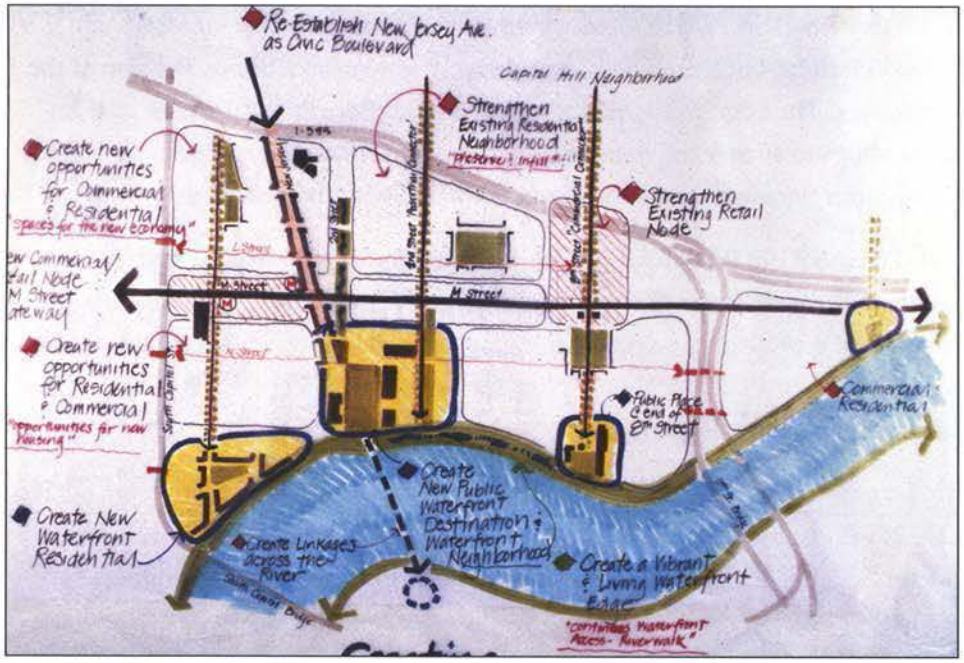
- The NEIGHBORHOOD ZONE would permit a mix of residential building types from town houses to small-scale apartment buildings. Live-work and neighborhood commercial uses would also be permitted. The zone would include design guidelines to regulate the relationship of buildings to streets and to public open space, and to regulate building heights so that buildings remain in scale with each other and with the neighborhood zone as a whole. The existing retail-overlay district on 8th Street should be extended south to M Street.
- The RESIDENTIAL/OFFICE ZONE would permit a mix of office buildings and residential buildings, but the emphasis would be on the residential uses. Limits would be imposed on the size of individual office buildings permitted in this district. The zone would include design guidelines to regulate the relationship of buildings to streets and to public open space, and to regulate building heights so that buildings remain in scale with each other and with the district as a whole.

- The OFFICE/RESIDENTIAL ZONE would permit a mix of office buildings and residential buildings, but there would be relatively few restrictions on the size of the office buildings. The zone would include design guidelines to regulate the relationship of buildings to streets and to public open space, and to regulate building heights so that buildings remain in scale with each other and with the district as a whole.

- The SOUTHEAST FEDERAL CENTER. If GSA decides to sell all or a portion of the Southeast Federal Center to a private developer, then the Office of Planning should consider establishing a special planning category for this 55-acre site. Given its size, the Office of Planning should consider establishing a special zoning designation that applies only to the site.

  Specific plans are similar to planned unit developments. That is, the entire area that is controlled by one owner is planned as a unit and the plan then becomes the law. In some states, notably California, Specific Plans can be created that are similar to planned unit developments but cover land with multiple owners. Each of the zones described above could be backed up by a specific plan covering all or part of the district. If the District does not have this power, it should seek enabling legislation from Congress as soon as possible.

A Design Review Committee that reports to the District of Columbia Zoning Commission will review development in these zones. The Design Review Committee will make recommendations about each proposed development to the Zoning Commission based on the way in which the development implements the design guidelines.




***SCHEMATIC PLAN***

## STRATEGIES FOR USE

### GUIDING PRINCIPLES

In order to fully develop the potential within the Near Southeast Neighborhood and Waterfront and Southeast Federal Center, the GSA and D.C. Office of Planning should: respond to market realities, diversify employment-housing types to strengthen the city's tax base and economy, and build upon significant market opportunities. These opportunities include:

- Navy Yard expansion.
- Southeast Federal Center redevelopment.
- Private sector employment growth in the region and in the District.
- Highlighting all aspects of the area that will build a distinct image and identity.

On this last point, there are major opportunities to reuse historic buildings, maximize access to the water, create a mix of uses, and emphasize "green" infrastructure and development to support the ecological health of area and the district.

### ACTIONS

In addition to immediately strengthening the land use regulatory framework through the create of a specific plan and/or zoning changes, there exists the opportunity to:

- Develop design guidelines,
- Select key catalyst projects to "kick start" new development in the area, and
- Develop marketing materials articulating the vision for the new SE waterfront

## Sub-area Concepts

The advisory team at the workshop divided the Near Southeast Neighborhood and Waterfront into seven "sub-areas." These are:

**Area 1:** Office/Residential: East of South Capitol Street, south of I-395, west of New Jersey Avenue, and north of M Street. This sub-area potential includes: a) its location being within walking distance of the Capitol, b) containing the old Daily Star building as a catalyst site, c) its proximity to the metro station, and d) the opportunity for retail nodes.

**Area 2:** Residential/Office: East of South Capitol Street, south of M Street, west of New Jersey Avenue, and north of the Anacostia River. This sub-area potential includes: a) proximity to the metro station and the Southeast Federal Center, b) lying in a transition area to the river, c) containing the Metro building as a catalyst site, and d) the opportunity for retail nodes.

**Area 3:** Residential – mixed income, mixed density: East of New Jersey Avenue, south of I-395, west of 11th Street, and north of M Street. This sub-area benefits from a) the strong sense of community from its residents, b) public housing facilities, c) labor base, d) the opportunity for mixed income infill development at appropriate densities and scales, e) public school, f) Park/community center, and g) neighborhood serving retail along 8th street as a catalyst site.

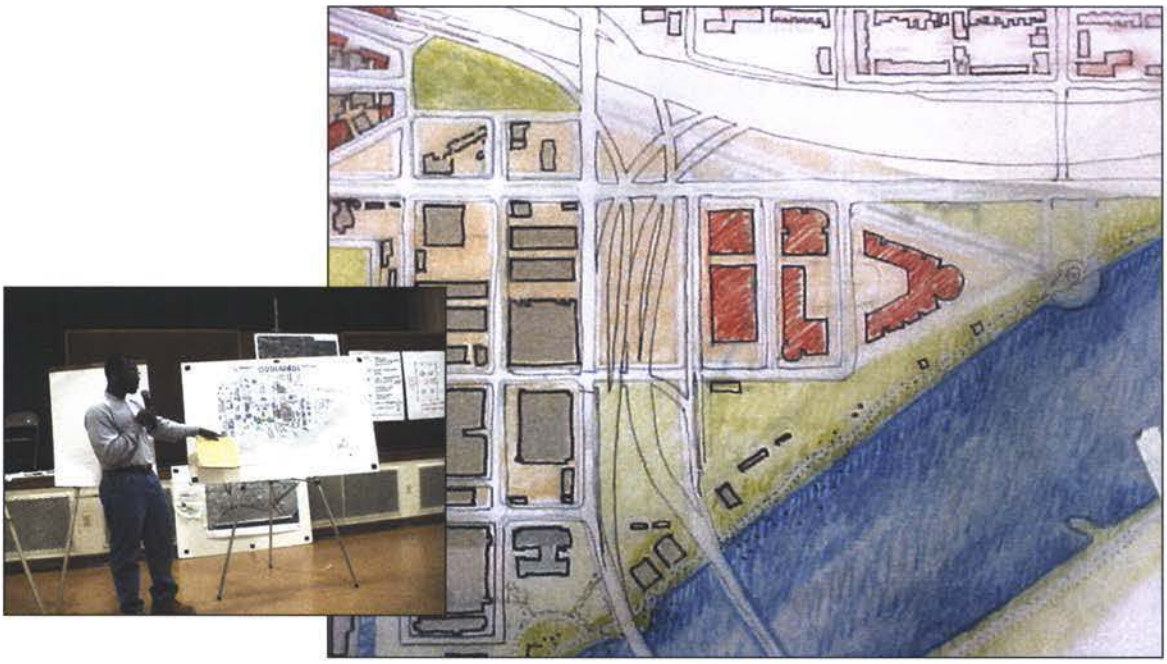
**Area 4:** Southeast Federal Center: This area has different parts to it. One part has high market value but low "catalyst" potential. The other area has historic buildings, is right on the water, and lies within the one hundred-year flood plain, so it has real potential for public benefits. These benefits include the potential for a pubic square with riverfront access and walkway, and green space that also acts as a storm water retention area thereby creating capacity in the pumping station, and mitigating environmental degradation to the Anacostia River. By developing the latter early GSA will create a civic focal point and increase value on its more desirable property.



In addition, the advisory team suggested; a) using historic structures for blend of public/private uses (office, residential, museum, public part, appropriate retail), b) Continuing the L'Enfant plan by extending New Jersey Avenue to a new waterfront plaza and green space, and c) connecting across the river via either the waterfront walkway linked to 11th Street and/or the South Capitol Street, or via a new pedestrian "theme" bridge across the river. (Relocation of DOT may preclude the extension of New Jersey Avenue toward the waterfront.)

**Area 5:** Navy Yard: (see zoning map for location) This area has great potential for a) commercialization of technology, b) technology training and resources, and c) attractions like the new Naval Museum and ships.

**Area 6:** Office Residential: East of 11th Bridge, south of I-395, north of Anacostia River (see map at right). This area benefits from: a) access to the river, b) the potential for a catalyst influence with a proposed new development (the Lincoln project), and c) potential to act as a link to the river for the neighborhood immediately north of I-395.



*LINCOLN PROJECT*

# STRATEGIES FOR IMPLEMENTATION

## Guiding Principles

- Commitment to a collaborative process involving the community, government interests, and private land holders.
- Commitment to a transparent process, planned and carried out in public, with accessibility to the public
- Commitment to an articulated process with a preconceived and announced program, established steps, events, timing and products, decision makers and a known process for decision making
- Commitment to a process with adequate resources with contributions from all parties that can afford it, resources granted directly into the hands of local residents for participation, and dedicated staffing and budget
- Commitment to sustained public involvement with frequent events, frequent communication, arrangements to foster ongoing involvement of directly affected people, and venues for input from other interest groups and individuals
- Commitment to managing short-term proposals to be as consistent as possible with the new vision and to keep compatible options open for the new area plan.

## Actions

Convene the following primary parties, and achieve their continued commitment to a collaborative process under the Anacostia Waterfront Initiative Memorandum of Understanding (MOU):

- District of Columbia Goverrnment: Office of Planning and Public Housing Authority
- Federal Government Landowners: General Services Administration, Navy, and National Park Service
- Community: Public housing residents, Private landowners, and Adjacent community representatives

Engage other special interest groups for input.

Implement the tools for collaboration, mutually consistent action and accountability

- Continue the Anacostial Waterfront Initiative Memorandum of Understanding among government agencies (e.g., MOU partners; GSA, DC, OMB, Naval District Washing ton, Commandant 11th Wing, Commanding Officer Marine Barracks Washington, DOL, DOT, NPS, USACOE, EPA, DHUD, DCHA, Washington Metropolitan Area Transit Authority and Smithsonian Institution).
- Develop and sign a "Protocol Contract" among all stakeholders
- Create an institution for ongoing implementation (such as the new National Capital Revitalization Corporation)

To facilitate collaboration, cooperation and communication:

- Jointly manage planning and action through a stakeholder Steering Committee.
- Operationalize a procedure for public monitoring, over viewing of and input into individual development proposals and specific government actions.
- Assign area planning staffing and budget.
- Arrange community participation funding grants.

Undertake a comprehensive small area planning process building from the new vision.

- Plan from the conceptual (principles) to the specific in stages with corporate/community formal agreement at each stage
- Ensure renewed public involvement at each stage with a known program, public hearings, regular meetings, and regular communications.

Arrange for collaborative, accountable implementation.

Implement as soon as possible changes to the status quo to enable the new process and acknowledge the new area vision; and to the extent possible, influence projects already in the approval process to encourage their compatability with the long term vision for this area.

# IV. APPENDIX

CNU ADVISORY TEAM

WORKSHOP SCHEDULE

ANACOSTIA WATERFRONT MEMORANDUM OF UNDERSTANDING

# CNU ADVISORY TEAM

## WORKSHOP MODERATOR

### KEN GREENBERG

As an urban designer and architect, and partner of Urban Strategies, Ken Greenberg takes a holistic approach to city building, crossing traditional designs between planning, design, transportation, and municipal engineering. His work has focused on the revitalization of downtowns and waterfronts, as well as master planning for educational institutions including the University of Minnesota and the University of Toronto. Mr. Greenberg's work has garnered awards from the Canadian Institute of Planners, Progressive Architecture, Canadian Architect, and the American Planning Association.

## WORKSHOP ADVISORY TEAM

### JONATHAN BARNETT

Jonathan Barnett has been an urban design advisor to many U.S. cities and to U.S. Government agencies, and has participated in the design of large urban redevelopment projects, planned communities, and master plans for suburban areas. He is also a professor of city and regional planning at the University of Pennsylvania. Books by Jonathan Barnett include Urban Design as Public Policy, Introduction to Urban Design, The Elusive City: Five Centuries of Design Ambition and Miscalculation, and The Fractured Metropolis: Improving the New City, Restoring the Old City, Reshaping the Region. A Magna cum Laude graduate of Yale, Mr. Barnett also holds an M.A. degree from the University of Cambridge and an M. Arch. from Yale. He is also a fellow of the American Institute of Architects and a member of the American Institute of Certified Planners.

### LARRY BEASLEY

Larry Beasley is co-director of Planning and Director of Current Planning for the City of Vancouver. Formerly, as Director of Central Area Planning, he developed a new downtown plan, and he continues to lead new planning initiatives in Vancouver's inner city. He also manages major rezonings, large development applications, and heritage planning throughout the City. He has sat on Vancouver's Urban Design Panel, is a voting member of the Development Permit Board, and exercises all Charter authorities of the Director of Planning.

With over 24 years of civic service, Mr. Beasley has been the City's Senior Area Planner in charge of neighborhood revitalization. He directed the Vancouver Legacies Program in 1986, raising $3.5 million from the private sector for civic projects. He is also the project manager for the Vancouver Trade and Convention Centre Expansion Program.

Mr. Beasley has studied architecture and has degrees in geography and political science (B.A.) and planning (M.A.). He has advised Toronto's Royal Commission on the Harbourfront, the City of Auckland, New Zealand, and the cities of Xi'an and Tianjin in China. He sits on an advisory commission for Ottawa's National Capital Commission. he was the founding president of the Forum for Planning Action and helped to found the Little Mountain Neighborhood House. He is an adjunct professor at the University of British Columbia and sits on the board of the Vancouver International Film Festival.

**DENA BELZER**

Dena Belzer has been a practitioner in the field of urban economics and planning for over 20 years. She has expertise in strategic and long-range planning, and specializes in connecting regional economic growth trends to real estate development activity and land use policy. A current focus of Ms. Belzer's work is to develop research techniques combining employment, real estate, land use, and tax base data with spatial analysis to provide multi-dimensional place-based tools for defining policies to address growth-related issues at the neighborhood, city, and metropolitan scales. She has worked on a variety of smart growth plans and general plan updates for municipalities. She organized and is supporting the Treasure Valley Partnership, a regional collaboration of elected officials from throughout the region of Boise, Idaho.

Ms. Belzer holds a Master of City Planning from the University of California-Berkeley, and a Bachelor of Arts in psychology from Pitzer College. She is on the Board of Directors of Community Economics, Inc., a non-profit organization specializing in affordable housing finance. She has written New Jobs for the Timber Region: Economic Diversification for Northern California (1982), and Visioning the Future: Strategies for Community Change (1994).

**MAURICE COX**

Maurice D. Cox is an architectural educator, urban designer and City Councilor for the City of Charlottesville. He is a native of New York City where he received a Bachelor of Architecture from the Cooper Union School of Architecture in 1983. In 1996, he co-founded the architectural practice of RBGC, Architecture, Research and Urbanism with Craig Barton, Giovanna Galfione and Martha Rowen in Charlottesville, Virginia. Civic activism and community service has characterized all aspects of his teaching, professional practice and academic scholarship, and he is widely known as an advocate for citizen participation in the important planning decisions that affect a community's life. He was elected to the Charlottesville City Council in 1996. He serves on the Charlottesville Housing and Redevelopment Authority as a transportation representative to the Metropolitan Planning Organization.

**JAMES M. DAISA**

James M. Daisa, P.E., is a principal with the firm of Fehr & Peers Associates in the San Francisco Bay Area. He is a licensed Professional Traffic Engineer with over 12 years of experience in transportation planning and traffic engineering. In addition to his work in conventional highway and town planning, Mr. Daisa is one of the firm's specialists in the planning and design of pedestrian and transit-oriented communities, traffic calming and multi-modal street design. His accomplishments include authoring "Creating Livable Streets: Street Design Guidelines for 2040" for Portland's Metropolitan Planning Organization. This publication won the Environmental Protection Agency's "Way to Go" Award in 1998. He also assisted in the development of "The Design of Efficient Suburban Activity Centers", a handbook of design principles published by the Federal Transit Administration.

**DANIEL HERNANDEZ**

Daniel Hernandez is a Senior Associate at Stockard, Engler & Brigham, a real estate development and neighborhood planning firm based in Cambridge, Massachusetts. He joined the firm after working as the Executive Director of Mission Housing Development Corporation, one of the San Francisco Bay Area's largest and oldest community non-profit development corporations.

Mr. Hernandez combines his education in architecture and planning with real estate development principles, and has a notable portfolio of mixed-use and residential projects. His work has received several awards for exemplary design, as well as for innovative approaches to development, property management, and resident community-building programs. Mr. Hernandez is a Loeb Fellow at the Harvard Graduate School of Design.

**PRES KABACOFF**

Mr. Kabacoff, a native of New Orleans, has been the President of Historic Restoration Incorporation (HRI) since the company's inception in 1982. The HRI is a full-service real estate company and a leader in the adaptive reuse of historic buildings or new construction in historic neighborhoods in partnership with the public, private, and non-profit sectors. He is also District Chairman of the Urban League Institute, whose mission is to provide responsible leadership in the use of land in order to enhance the total environment. He is an Advisory Board member of the Brookings Institution's Center of Urban and Metropolitan Policy. Mr. Kabacoff has degrees from the University of Denver and Louisiana State University Law School.

**DANA NOTTINGHAM**

Dana Nottingham is the President of Nottingham & Associates, a strategic planning and management consulting firm that specializes in real estate, economic development and community engagement projects. Prior to this, he was President of Disney's America, the proposed theme park of the Walt Disney Corporation and Vice President of the Rouse Company. He is also active in the State of Virginia College Board Authority, the Urban Land Institute, and the International Council for Shopping Centers. He has experience in mixed use, retail/entertainment, and redevelopment projects in many regions around the United States. Mr. Nottingham has a Bachelor of Architecture from the Hampton University School of Architecture and a Master of City Planning from the Massachusetts Institute of Technology.

**AMY WEINSTEIN**

Amy Weinstein is a Principal at Weinstein Associates Architects. She has taught at the University of Maryland, Catholic University and as a Visiting Professor at the University of Virginia, School of Architecture. A registered architect in the District of Columbia, Maryland, and Virginia, she is active in the National Capital Planning Commission, the American Institute of Architects' Center for Livable Communitites Committee and the the General Services Administration (GSA) Design Excellency Program.

**DANIEL WILLIAMS**

Daniel Williams has been a driving force in the design, protection, and preservation of communities through thoughtful urban design and planning. His projects include architectural and planning projects running the gamut of scales: from the design of a regional watershed system to playground and children's furniture design that has received national recognition. He has helped communities work out sustainable development plans while protecting their social and economic future.

Mr. Williams' efforts continue to connect the natural system functions within community development. This work simultaneously directs development away from important agricultural lands and regional natural systems while improving the community economics. This work integrates community development into the resources of the landscape. Through this design process, the long-and short-term economic health of the region is achieved.

He chairs the Task Force on the Environment for CNU and won the 1999 and 2000 National Honor Awards for Urban and Regional Design from the American Institute of Architects and the Catherine Brown Award for Urban Design in the American Landscape.

**SHELLEY POTICHA**

Shelley Poticha has been the Executive Director of the Congress for the New Urbanism (CNU) since July 1997. During her tenure, Ms. Poticha has guided CNU's growth into a nationwide coalition with a prominent voice in national debates on urban revitalization, growth policy, and sprawl. Before joining CNU, Ms. Poticha was a planner and consultant for 17 years, working with urban and suburban communities, regional agencies, nonprofit groups, community activists, and developers. She served as the San Francisco Bay Area representative for the Surface Transportation Policy Project and was also a Senior Associate with Calthorpe Assocates. She has co-authored several significant HUD publications, Charter of the New Urbanism, and The Next American Metropolis: Ecology, Community, and the American Dream, with Peter Calthorpe. She holds a Master of City Planning from the University of California at Berkeley and a Bachelor of Arts from the University of California, Santa Cruz.

**JAMES M. MOORE**

James Moore serves as Director of Advisory Services for the Congress for the New Urbanism. He is currently working with a variety of organizations throughout North America in order to grow an understanding of New Urbanist principles as defined in the Charter of the New Urbanism. This includes work with the Sierra Business Council, the Treasure Valley Partnership in Boise Idaho, and 1000 Friends of New Mexico. In addition, Mr. Moore is assisting with the HUD HOPE VI Regional Design Training workshops, and managing the planning for the next CNU annual conference slated for New York City in June 2001. Before joining CNU, Mr. Moore was an urban designer and planner for 10 years, working with urban and suburban communities, regional agencies, municipal governments, non-profit groups, community activists, and developers. During this period Mr. Moore held two positions in the public sector working with community development, housing, and redevelopment agencies. In addition, for the last six years he has taught part-time as adjunct faculty for the University of Southern California (USC) School of Policy, Planning and Development – where he has conducted extensive research on the area immediate adjacent to the USC Campus in South Central Los Angeles. Mr. Moore currently serves as a Planning Commissioner for the City of Sausalito, California. Mr. Moore holds a Master of City Planning from the University of California at Berkeley and a Bachelor of Arts from the University of California, Berkeley.

## Near Southeast Neighborhood and Waterfront Community Workshop

**Schedule of Event: May 18 – 21, 2000**

**Van Ness Elementary School, 5th & M Street, SE**

### Day 1: Thursday

| | |
|---|---|
| AM | Set up studio (Staff) |
| PM | Team arrives |
| 6:30 PM | Orientation for Team/Dinner |

### Day 2: Friday

| | |
|---|---|
| 9 AM | Team arrives at site |
| 9:30 AM | Site and Area tour for team and reporters |
| 11 AM | Reconvene at workshop site. Team identifies key questions for afternoon interviews. |
| 12 PM | Lunch |
| 1 PM | Press conference with Mayor Williams and others |
| 2 PM | Interviews w/ Community Leaders & Stakeholders |
| 4-6 PM | Team Huddle to Identify Key Issues |
| 6-8 PM | Public meeting: Summary of Key Issues to be Addressed by Workshop (Opportunities & Constraints), Audience Comments/Questions |

### Day 3: Saturday

| | |
|---|---|
| 8 AM | Team Huddle: Debrief on last evening. Identify key issues to resolve in Stakeholder Workshop |
| 9 AM | Stakeholder Workshop<br>(3 hour session at tables w/ interdisciplinary groups and team members to review opportunities/constraints & prepare development alternatives) |
| 12:30 PM | Lunch for Workshop Participants |
| 1:30 PM | Team Synthesizes Results of Stakeholder Workshop & Prepares Alternatives |
| 4:30-6 PM | Public Presentation of Alternatives<br>Public Comment/Critique |
| 6-8 PM | Team Selects Preferred Alternative |

### Day 4: Sunday

| | |
|---|---|
| AM | Team Refines Preferred Alternative & Prepares Design Guidelines and Implementation Strategies |
| PM | Team Prepares Presentation Drawings/Maps/Charts |
| 4:30-6 PM | Public Presentation of Plans |
| 6 PM | Adjourn |

# MEMORANDUM OF UNDERSTANDING

**THIS MEMORANDUM OF UNDERSTANDING** is entered into this 22nd day of March 2000, by and among the following entities:

**General Services Administration**
**The Government of the District of Columbia**
**Office of Management and Budget**
**Naval District Washington**
**Military District Washington**
**Commanding Officer Marine Barracks Washington**
**U.S. Department of Labor**
**U.S. Department of Transportation**
**National Park Service**
**U.S. Army Corps of Engineers**
**Environmental Protection Agency**
**District of Columbia Housing Authority**
**Washington Metropolitan Area Transit Authority**
**National Capital Planning Commission**
**District of Columbia Sports and Entertainment Commission**
**District of Columbia Water and Sewer Authority**
**National Arboretum of the United States Department of Agriculture**
**U.S. Small Business Administration**

*(Each a "Party" and collectively, the "Parties").*

## PREAMBLE

The Parties, each of whom owns land on, or otherwise has an interest in the waterfront of the District of Columbia, have joined together to create a new partnership that will help to attain a vision for the waterfront areas. This partnership will build on the great historic plans for the District of Columbia as an investment undertaken in partnership with the people of the District of Columbia (the "Waterfront Revitalization Endeavor" or "Endeavor"). The Waterfront Revitalization Endeavor envisions a new, energized waterfront for the next millennium that will unify diverse waterfront areas of the District of Columbia into a cohesive and attractive mixture of recreational, residential, and commercial uses by capitalizing on one of the City's greatest natural assets, its shoreline. The Waterfront Revitalization Endeavor will contribute to the revitalization of surrounding neighborhoods, provide enhanced park areas, develop Government-owned land for the benefit of the people of the District of Columbia and the Federal and District of Columbia Governments, where appropriate, increase access to the water, where appropriate, and enhance visitor participation in the activities and opportunities provided along the new waterfront. The Waterfront Revitalization Endeavor

will contribute to urban revitalization through better coordination of waterfront development, as well as provide greater access to adjacent neighborhoods, where appropriate, and connect the waterfront and its adjacent neighborhoods with Downtown, the Mall, Georgetown, Capitol Hill, Southwest and the Anacostia neighborhoods. The Waterfront Revitalization Endeavor will provide for investment in building the capacity of surrounding communities to create wealth and jobs, as well as mechanisms for enhancing local labor force development through training and apprenticeships. Upon completion of the Waterfront Revitalization Endeavor and concurrent private and community efforts, the Parties believe that the waterfront of the District of Columbia will rival that of any of the great cities of the world and serve to maintain the City as one of the most beautiful capital cities in the world.

The Waterfront Revitalization Endeavor is made possible by the commitment of the United States Government and the Federal Parties listed above to devote time and resources, as agreed upon by the parties to the Waterfront Revitalization Endeavor, and by the willingness of the District of Columbia Government to engage in the Waterfront Revitalization Endeavor. In furtherance of the Waterfront Revitalization Endeavor, the District of Columbia Office of Planning will develop a plan for the Anacostia Waterfront in partnership with the National Park Service and the General Services Administration. Over seventy percent of the subject land area and over ninety percent of the subject shoreline is currently publicly owned, with the Department of Defense and the National Park Service among the major landowners.

The Parties have joined together to sign and implement this Memorandum of Understanding to set forth their goals and requirements for the Waterfront Revitalization Endeavor in a spirit of cooperation and shared vision. By working together, the Parties believe that they can cause the dream of a new waterfront for the Federal City and the District of Columbia to become a reality. This is a great and good endeavor which will leave an inspired legacy for the future citizens of the District of Columbia and the people of this great nation. It will be one of the most important partnerships ever made between the District of Columbia and Federal Governments.

## AGREEMENT

**The Parties agree as follows:**

**1. Specific Goals.**

Among the specific goals of the Waterfront Revitalization Endeavor are the following:

**a. To realize the full potential of the District of Columbia's waterfronts (the "Waterfronts") in order to enhance the quality of life for residents of, and visitors to, the greater Washington**, D.C. area through a partnership which will provide access to, where appropriate, and improvement of the Waterfronts. For purposes of this Memorandum of Understanding, and as more fully described in Exhibit A, the Waterfronts consist of, *inter alia,* both shores of the

Anacostia and Potomac Rivers, and landmarks such as the Southwest Waterfront, Fort McNair, the Navy Yard, RFK Stadium, the Anacostia River parks, the National Arboretum and the Kenilworth Aquatic Gardens. It is clearly understood by all of the parties to this agreement that security is the number one priority of military installations. Consequently, where issues arise concerning public access to waterfront areas on military installations, the installation commanders will be the ultimate decisionmakers.

b. **To ensure that the Waterfronts are planned and developed to provide the appropriate development potential for the District of Columbia and the Federal Government.** This development will preserve the environment and encourage the use of sustainable development techniques. Waterfront development should be planned to take advantage of its location, particularly view corridors and where appropriate, access to green spaces.

c. **To build on existing relationships to ensure that Waterfronts are planned and developed with the participation and input of surrounding communities and community organizations.** The Waterfront Revitalization Endeavor will build on existing relationships between the City, Federal Agencies, and the Washington, D.C. community (e.g., the Bridges to Friendship initiative).

d. **To assess existing infrastructure with respect to anticipated future demand, particularly with respect to transportation, storm water management, wetland restoration, and bulkhead rehabilitation.** The infrastructure will be planned in order to support the mix of private development and park protection and rehabilitation desired by the District of Columbia Government, the Federal Government, and the surrounding communities.

e. **To build a framework by which the Parties will develop a cooperative plan for the Waterfront Revitalization Endeavor.**

f. **To develop a timetable and appropriate implementation and management mechanisms for the realization of the Waterfront Revitalization Endeavor.** The implementation should assess the impact of development in the project area on environmental quality, economic development, access to open space, where appropriate, and sustainability of the entire region.

g. **To build on existing plans for the District of Columbia, including the L'Enfant Plan and the McMillan Plan, to create consistent and compatible development.**

h. **To bring economic development, employment, and recreational opportunities to the communities surrounding the Anacostia River consistent with all applicable laws.**

**2. Endeavor.**

The parties agree to partner in the Endeavor for the purpose of carrying out the terms of this Agreement. The signatories, or their designees, for each of the constituent federal agency parties shall meet with the Mayor of the District of Columbia, once a year, to review the status of the Endeavor and the progress of the Waterfront Revitalization Endeavor.

**3. Management.**

The coordination of the Endeavor will be the responsibility of a Joint Management Committee comprising of one or more representative(s) from each of the Parties. The primary responsibility for coordinating the affairs and activities of the Joint Management Committee shall be borne jointly by the representative of the General Services Administration and the District of Columbia Office of Planning. The Parties agree to appoint their initial representatives to the Joint Management Committee on or before April 19, 2000 and to schedule an initial meeting of the Joint Management Committee on or before April 26, 2000. The Joint Management Committee will make recommendations regarding joint planning and project development matters. The individual agency or agencies affected will be responsible for obtaining all required approvals from planning and permitting agencies and ensuring compliance with all applicable local and Federal rules, regulations and statutes. The Party that appointed a member may remove and replace that member at its sole discretion.

**4. Community Participation Process.**

The parties recognize the importance of public participation in the planning and implementation of projects along the Waterfront. To that end, when appropriate, outreach will be made to the community and stakeholders to discuss proposals and plans. As appropriate, the Endeavor will work with existing organizations and others. This process is only for the area designated in Appendix A and will not supersede requirements and missions of the parties.

**5. Planning.**

The Parties involved with the Endeavor will collaborate with the overall planning effort for the Anacostia Waterfront that is being developed by the District of Columbia Office of Planning in partnership with the National Park Service and the General Services Administration.

**6. Funding for the Waterfront Revitalization Endeavor.**

It is the intention of the Parties that the costs of the planning process may be funded by the parties involved, consistent with the missions, authority, and budget process of each constituent Party.

**7. Implementation.**

It is the intention of the Parties that implementation will be an effort by the appropriate parties and others in the private and public sectors as will be determined by the Joint Management Committee. The Joint Management Committee shall make recommendations with respect to implementation and where appropriate, shall facilitate coordination among relevant stakeholders. Recommendations shall be coordinated with appropriate federal and local bodies.

**8. Timetable.**

Within sixty (60) days of the date the parties enter into the MOU, the Joint Management Committee will agree to the initial scope of the Endeavor's planning efforts, including community participation mechanisms for the Waterfront Revitalization Endeavor; will establish mechanisms to review projects and provide recommendations to appropriate agencies/organizations; and will develop a list of initial projects that can be completed relatively quickly to further the stated goals of the Endeavor and to provide momentum for the Waterfront Revitalization Endeavor.

**9. Miscellaneous Provisions.**

**a. Entire Agreement.**

This agreement constitutes the entire agreement among the Parties with respect to the subject matter thereof.

**b. Admission.**

Parties who own land on or otherwise have an interest in or concern about the waterfront of the District of Columbia may join the Endeavor at any time throughout the term of the Endeavor.

**c. Amendment/Modification.**

This Agreement may be amended or modified with respect to a party upon notice by a party to the agreement.

**d. This agreement** is intended only to improve the management and collaboration on the matters referenced herein and does not create any new regulatory, permit, zoning, or other Federal or District of Columbia approval requirements or any enforceable rights against the United States, its agencies, its offices or any person.

CONGRESS FOR THE NEW URBANISM

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