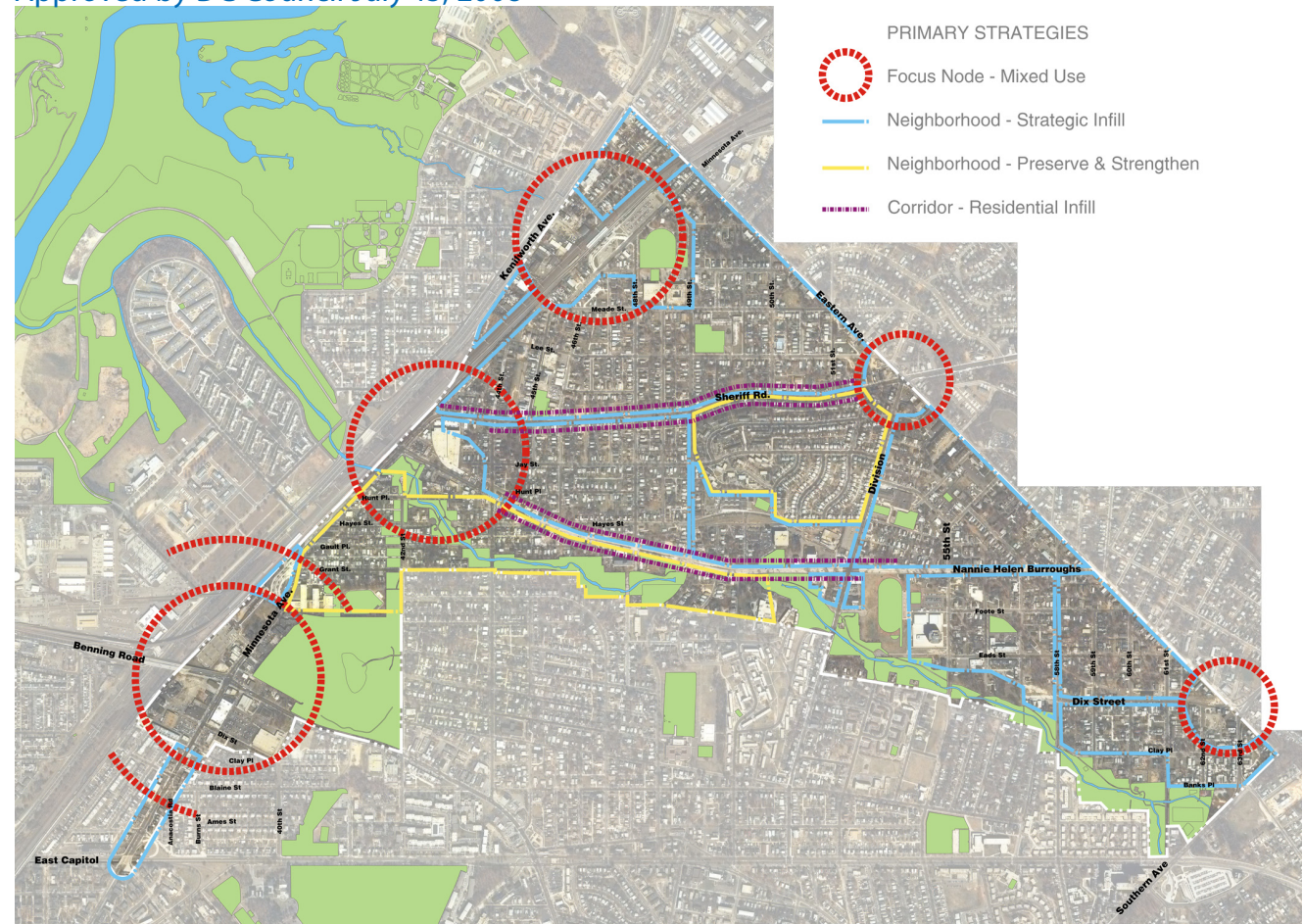


DEANWOOD /
GREAT STREETS – NANNIE HELEN BURROUGHS AVE NE
& MINNESOTA AVE NE

Strategic Development Plan

March 2008

Approved by DC Council July 15, 2008



District of Columbia Office of Planning

ZONING COMMISSION
District of Columbia
CASE NO. 26-03
EXHIBIT NO. 10A

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PREPARED FOR:



DISTRICT OF COLUMBIA OFFICE OF PLANNING

PREPARED BY:

ZIMMER GUNSUL FRASCA ARCHITECTS LLP

RANDALL GROSS DEVELOPMENT ECONOMICS

CIRCLEPOINT

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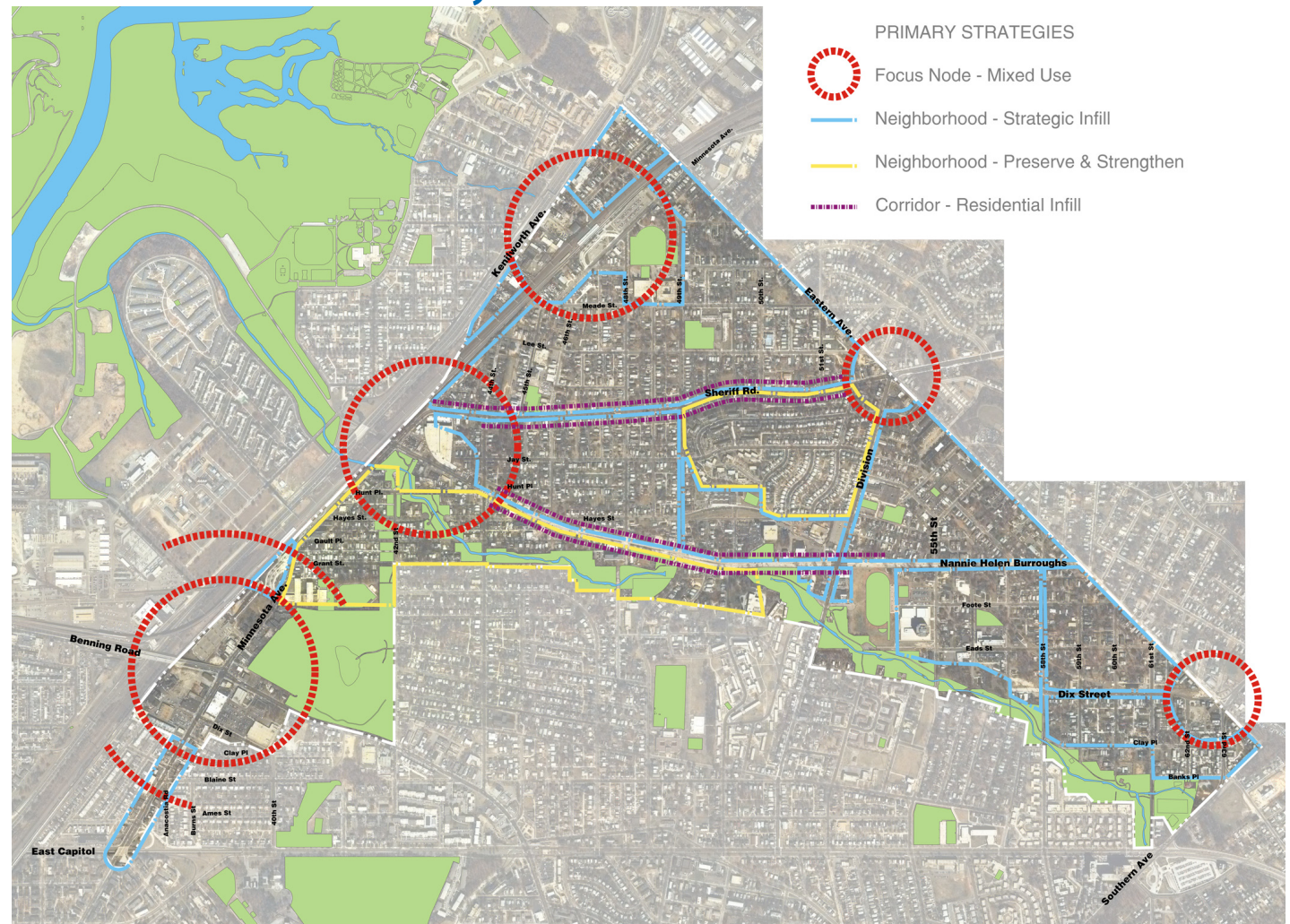
Acknowledgements

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Strategic Development Plan

March 2008

Executive Summary



Project Purpose

The Deanwood/Great Streets Strategic Development Plan is intended to provide an implementation framework for public and private investment in a broad range of areas, leading to neighborhood stabilization and revitalization over a 10-year horizon.

Vision for Deanwood Plan

- Strengthen the Deanwood Neighborhood as a “historically stable, self-reliant, self-sufficient and close-knit”¹ community.
¹Deanwood History Project
- Enhance Deanwood as the “greenest” neighborhood in the District.
- Promote a “better, safer and responsible future”, which supports a complimentary mix of housing, employment, retail, open space, recreational and institutional facilities.

The workshops provided opportunities for community members to express their concerns and aspirations for Deanwood, and to provide feedback on preliminary ideas.



Goals

Live

- Human capital needs, including health and wellness of the residents, should be an integral part of future development.
- Provide diverse housing opportunities for an inclusive population (families, seniors, young professionals).
- Place priority on increasing opportunities for home ownership with targeted programs and home-ownership education.
- Promote improvement of housing on abandoned and under-utilized property.
- Encourage mixed-use development in the commercial areas.
- Ensure that the character and scale of new buildings is compatible with the character of existing housing.

Worship

- Encourage institutional stewardship of neighborhood revitalization projects.
- Encourage church organizations to play a role in home ownership education.
- Develop a strategy for the community-beneficial siting of future church and related facilities.

Shop

- Provide for daily shopping needs within an easy walk of all residences.
- Place priority on development of community-oriented retail.
- Improved retail opportunities, such as sit-down restaurants.
- Encourage mixed-use development (housing over retail) in the commercial areas and near transit stops.
- Encourage retail activity that supports Marvin Gaye Park revitalization.

Work

- Attract job intensive businesses in the commercial areas that support family wage incomes.
- Encourage the growth of entrepreneurial businesses.
- Provide non-traditional office space such as business incubator space, shared office space and condo offices.

Learn

- Promote a self-sustaining community with educational activities and services for all generations.
- Enhance existing educational facilities.
- Integrate educational institutions within the open space and recreational system.
- Reinforce and strengthen Deanwood’s cultural identity; integrate cultural themes and art in the design of the public realm.

Play

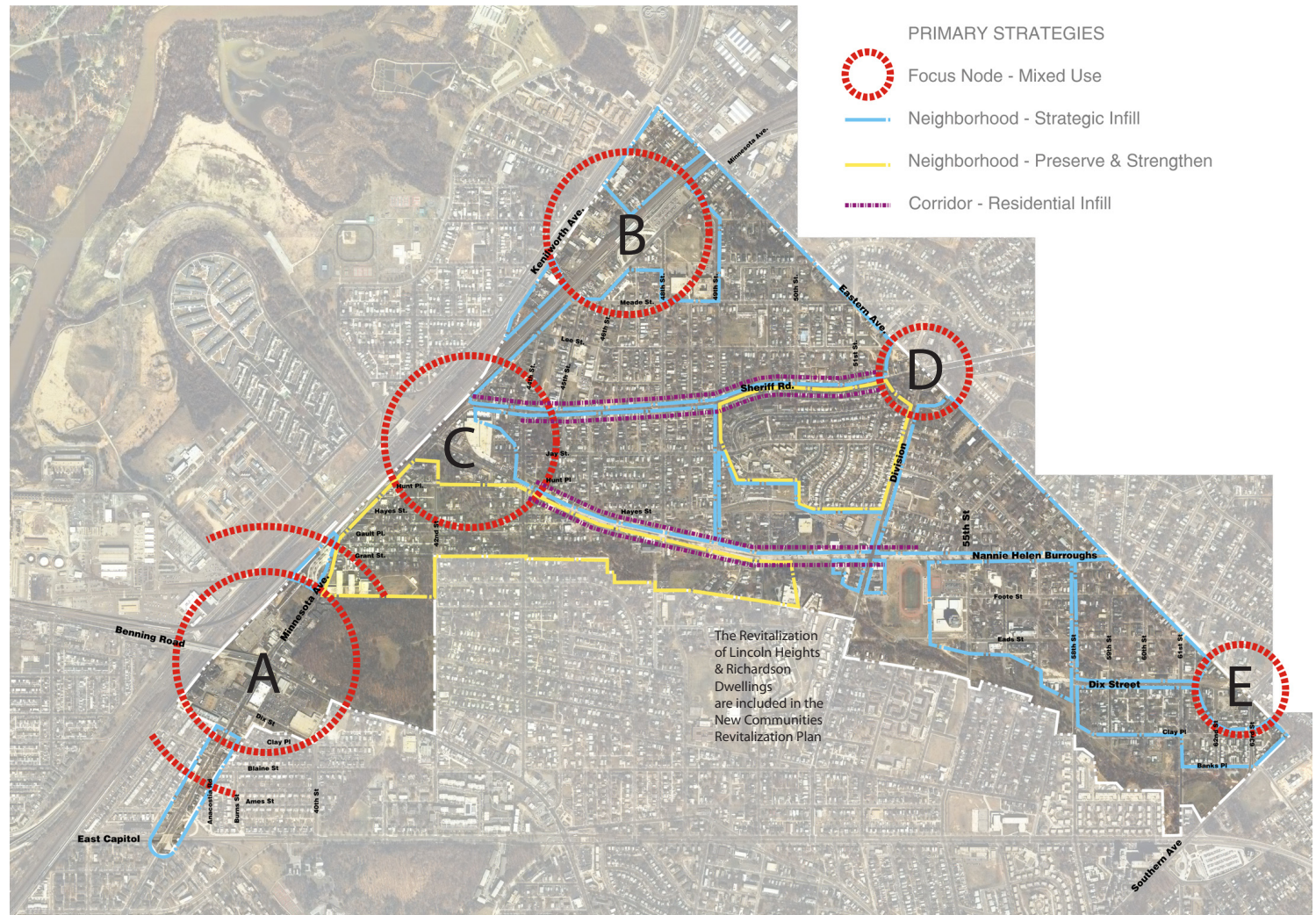
- Promote a self-sustaining community with recreational activities and services for all generations.
- Provide for access to recreational and open space facilities within an easy-walk of all residences.
- Reinforce Marvin Gaye Park as the primary focus of the open space network with convenient pedestrian connections to all points in the community.
- Investigate converting some of the vacant lots into smaller neighborhood amenities such as community gardens.
- Enhance existing cultural resources; attract new cultural facilities.

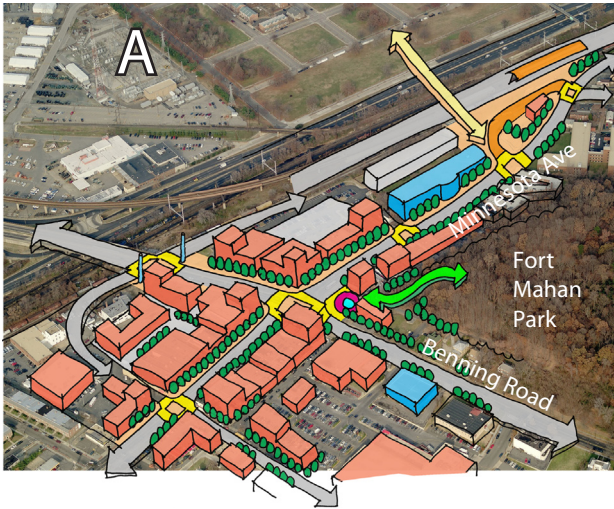
Connect

- Maximize neighborhood connectivity and accessibility to jobs and services for new and existing residents by providing multi-modal transportation options.

The Development Framework identifies Four Primary Strategies:

1. Strengthen and enhance "Focus Nodes" in Deanwood with higher quality commercial and mixed-use development.
2. Focus strategic residential infill in the areas where there are significant vacant lots. Explore alternative community-beneficial uses for vacant lots, such as community gardens.
3. In areas with few lot vacancies, develop strategies to preserve and strengthen the neighborhood.
4. Promote residential infill along Nannie Helen Burroughs Avenue and Sheriff Road.





Minnesota Avenue & Benning Road NE

"Downtown Ward 7"

Destination Civic, Shopping & Entertainment Hub

- Architectural character and scale of new buildings compatible with existing neighborhood
- Transit-oriented development (TOD) with preference for mixed residential and commercial uses
- Potential destination specialty retail: apparel & accessories, home furnishings, restaurants & entertainment, specialty goods
- New civic space/linkage to Fort Mahan Park
- Enhanced historic resources, such as the Senator Theater
- Improve pedestrian mobility at major intersections
- Est. 30,000 - 50,000 sf additional retail demand.



Deanwood Metro Station

- Priority on attractive, pedestrian-friendly design and de-emphasis on auto-oriented uses and surface parking
- New residential development fronting on the park
- Appropriate buffering between new development and adjacent residential areas
- Expanded neighborhood-serving commercial uses
- Coordination with WMATA to be consistent with current or future station requirements
- Convenience retail – potential for up to 10,000 sf.
- New zoning required for consistency with Comp. Plan change from industrial to mixed use.



Nannie Helen Burroughs Gateway

- Development to reinforce Marvin Gaye Park entrance
- Community-serving convenience node including: neighborhood grocer, dry-cleaner, pharmacy, hardware, banks, community support services and dining
- Access to recreational and open space facilities within an easy walk for all residences
- A zone change to support moderate density mixed-use is recommended
- Potential for 35,000 to 45,000 sf retail.



Sheriff / Eastern Gateway

- Prominent gateway design and pedestrian improvements to improve mobility
- Community-serving convenience node including: neighborhood grocer, barber, pharmacy, and dining
- Transit linkages to other nodes
- Consolidation of convenience use: potential for 20,000 sf retail.

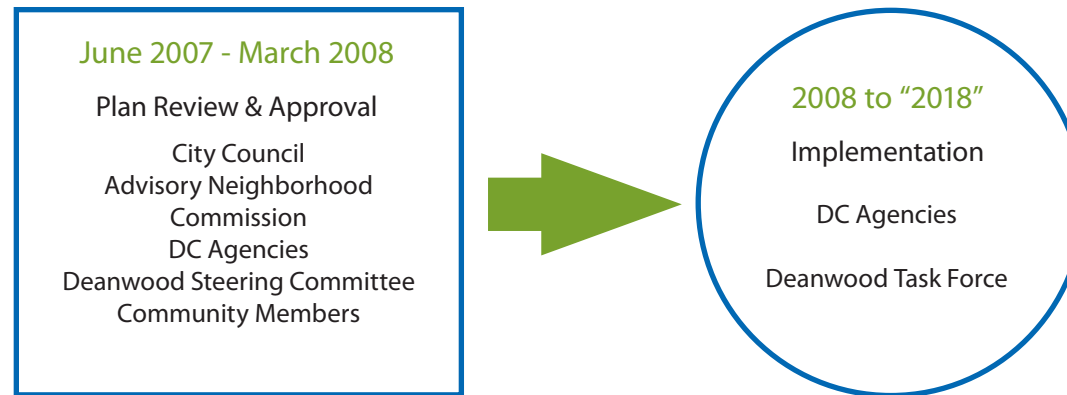


Dix Street / Seat Pleasant Gateway

- Cooperative gateway effort with Seat Pleasant
- Business & non-profit office/service district
- Convenience/community retail at center.
- Mixed-Use infill opportunities
- Faith-based redevelopment and community services
- Zone change along the Dix Street Corridor to support moderate density mixed use
- Transit improvements.

Implementation

Establish a Deanwood Task Force



Action Plan Summary

Live

- Support Homeownership programs
- Encourage Housing rehabilitation
- Promote programs for residential infill
- Develop "enforceable" residential design guidelines
- Support neighborhood policing activities
- Establish sustainability opportunities for "Green" Housing.

Worship

- Encourage Church-sponsored housing and community oriented programs
- Coordinate with faith-based development activities.

Shop & Work

- Utilize the upcoming District Retail Action Strategy to bring higher quality retail to Ward 7
- Promote Storefront Revitalization
- Coordinate Marketing Strategy for Deanwood Businesses
- Support Business Development in Focus Areas
- Foster existing Business Associations and create Business improvement Districts
- Encourage the growth of entrepreneurial businesses.

Learn & Play

- Implement School Revitalization Projects
- Create faith-based community learning facilities
- Complete Community Facility projects (Deanwood Library, Marvin Gaye Park Recreation Center)
- Support Marvin Gaye Park Revitalization
- Develop Deanwood Cultural Facilities and Public Art Plan
- Pursue strategy to utilize vacant lots as Community Gardens
- Implement improvement to Fort Mahan Park through Capital Space Initiative and Fort Circle Parks Plan.

Connect

- Implement DDOT Great Streets Projects
- Implement Bicycle Master Plan.

Introduction



Project Purpose

In early 2006, the Office of Planning, in conjunction with the Office of the Deputy Mayor for Planning and Economic Development (ODMPED) and the District Department of Transportation (DDOT) was charged with creating a plan for Deanwood as part of the Great Streets Initiative. Great Streets is a multidisciplinary approach to corridor improvement comprised of public realm investments, strategic land use plans, public safety strategies, and economic development assistance. The primary purpose of the Deanwood Strategic Development Plan is to provide clear policy direction for land use and development within Deanwood and its major corridors. It proposes future land use and provides guidelines for development related to development intensity and other development characteristics. The plan offers development concepts for selected focus areas that represent a range of development opportunities throughout the project area.

The Deanwood Strategic Development Plan was created as a complementary piece to the District of Columbia's Comprehensive Plan for the Deanwood study area. Plan recommendations take into consideration policies from the comprehensive plan. Within the study area, designated land use features include: Regional Centers, Main Street mixed-use corridors, and Neighborhood commercial centers. The plan does not propose any significant changes to these comprehensive plan designations; however, it adds definition to the area specific guidance of the comprehensive plan through the addition of a future land use map. This map will be integrated with complementary maps from other small area plans, becoming part of a map that provides land use guidance for the entire city.

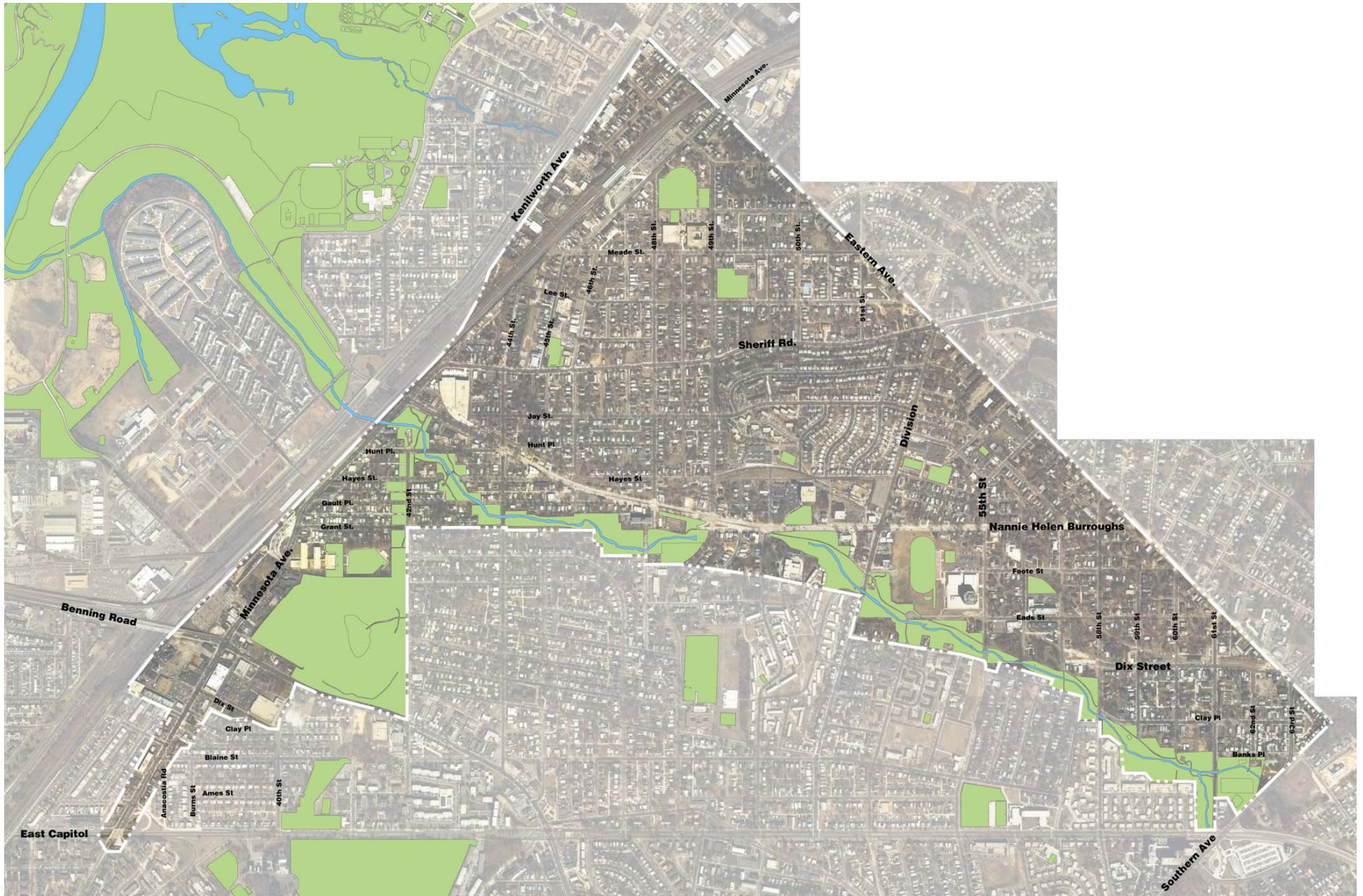
The project area consists of Eastern Avenue to the Northeast, 55th Street NE to the East, Marvin Gaye Park to the South, and Kenilworth Avenue/CSX railway to the West (See following page). Contained within the project area are Nannie Helen Burroughs and Minnesota Avenues, both of which have been identified as Great Streets. The Deanwood Strategic Development Plan builds upon the successes of and knowledge obtained by previous projects in the area, including the:

- Downtown Ward 7 -- Minnesota Avenue NE Conceptual Design
- Lincoln Heights & Richardson Dwellings New Communities Revitalization Plan
- Minnesota Avenue Government Center

This plan combines community aspirations with professional research and analysis to set a framework for how Deanwood will improve over the next ten years. The plan merely sets the framework for development and investment; it cannot anticipate all of the details and decisions that will need to be made to implement the vision. This is just the beginning, the big picture goals that the community and the District Government will be striving towards. Many specific recommendations are made in this document, and Office of Planning is committed to working with the community and other DC agencies in the coming years to make sure that the additional work and action items are completed, and that they are done so with community input throughout the process.

Project Overview

Project Study Area - The Study Area Boundaries included Kenilworth Avenue to the west, Eastern Avenue to the north, and Marvin Gaye Park to the south.



Project Objectives

As part of the Deanwood Strategic Development Plan, a set of objectives and goals were established relative to outcomes of the plan. These objectives include:

1. To establish a Great Streets development program and investment strategy which leads to neighborhood stabilization through private investment activity.
2. To create a neighborhood and corridor plan and massing scenario that defines new neighborhood centers of convenience and other retail, housing, education/culture and office uses while highlighting opportunities for assemblage and infill development attractive to private investors.
3. To determine a detailed implementation strategy that outlines the roles and responsibilities of public and private stakeholders and includes recommendations for select public site disposition, development phasing and financing.

Process

This document was developed with extensive public involvement. The City and its consultants worked with a Steering Committee made up of representatives from the community as well as City elected officials. Committee members offered guidance in the development of the plan. Additionally, five community meetings were held to provide information and receive input from the broader community. The public outreach schedule was as follows:

- #1 Thursday, March 22nd, 2007
Project Kick-Off and Community Mapping
- #2 Tuesday, May 8th, 2007
Market Analysis & Preliminary Framework
- #3 Thursday, May 24th, 2007
Development of Concepts
- #4 Thursday, June 28th, 2007
Presentation of Draft Plan
- #5 Wednesday, September 26th, 2007
Presentation of Final Plan

The first two workshops provided opportunities for community members to express their concerns and aspirations for Deanwood, and to review preliminary ideas.



Community Input

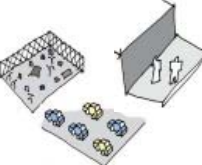
Issues

As part of the project kick-off meeting held on March 22 and again on May 8, approximately 60-70 Deanwood residents participated in a community mapping exercise. Participants were given comment cards identifying issues and opportunities for improvement in the neighborhood. The cards were affixed to areas on the map that corresponded with that particular issue or opportunity. The notes below correspond to the numbered icons on the adjacent map.



Community members discuss their neighborhood with DCOP staff.

Issue:
Existing Development
Vacant Lots and Buildings,
Surface Parking?



Comments _____

- 1 Vacant former junk yard;
Trash & neglected lots
- 2 Inaccessible/unfriendly
underpass
- 3 Poor maintenance of public
streetscape elements
- 4 Bars on windows &
poorly kept facades need
attention

Issue:
Existing Open Space
Problems, Concerns?



Comments _____

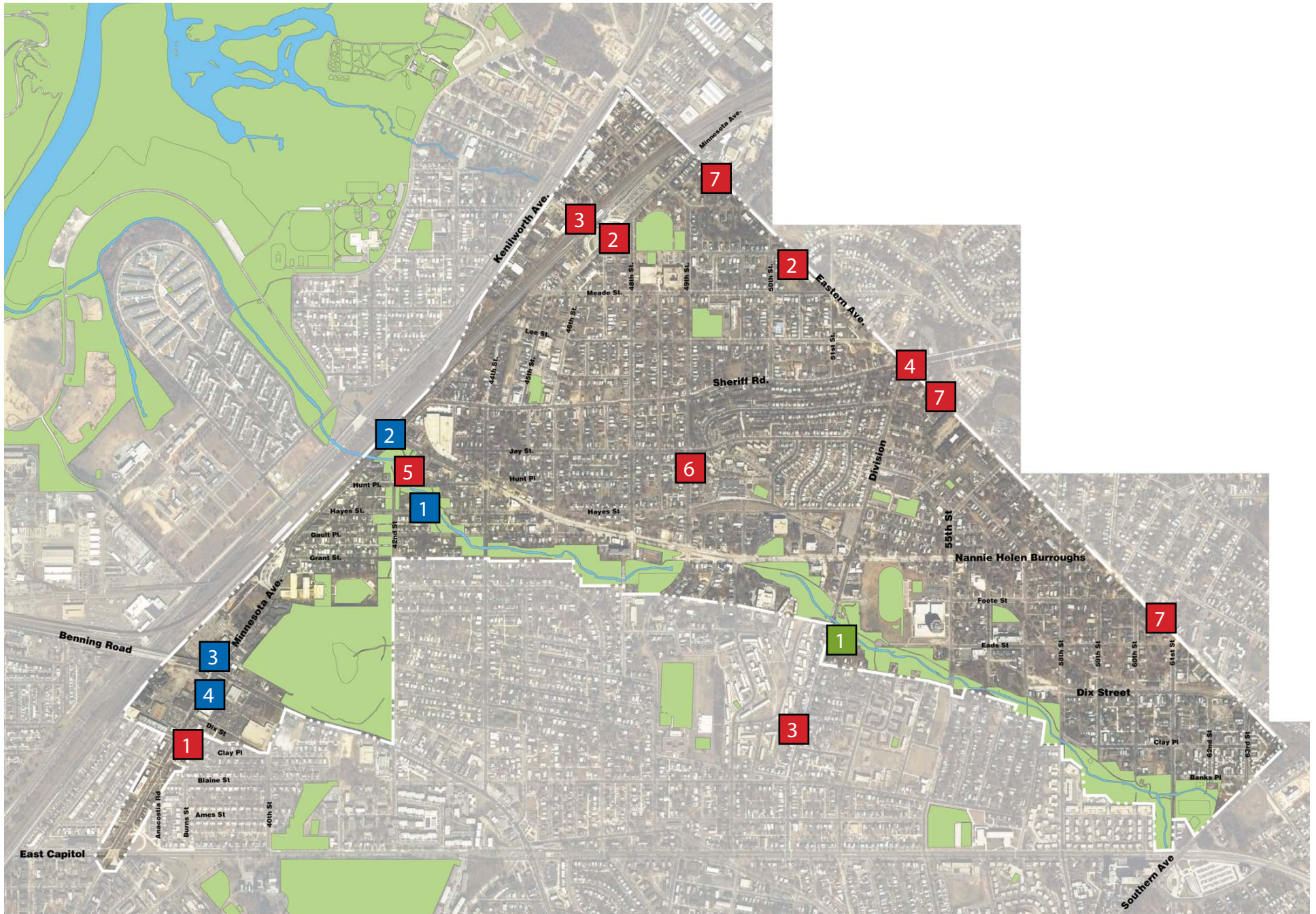
- 1 Invest more in
maintenance & policing of
public spaces

Issue:
Public Safety
Concerns, Areas?



Comments _____

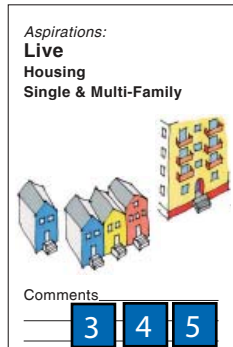
- 1 Traffic light needed at
Minnesota & Blaine
- 2 Lacking sidewalks
- 3 Speeding traffic; request
for traffic calming efforts
- 4 More policing
- 5 Drug trafficking area
- 6 Gang activity; unsafe after
dark
- 7 Frequent prostitution; low
police presence



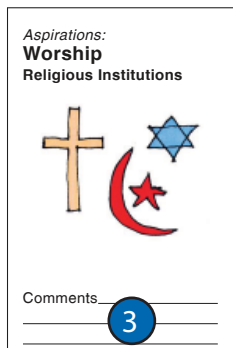
Community Input Aspirations

After identifying community concerns, participants focused on six aspirational categories; Live, Worship, Shop, Work, Play and Learn. The resulting recommendations seek to pool the resources of a wide array of DC government agencies, community groups, non-profits, and the private sector to make the neighborhood of Deanwood a self-sustaining one. The notes below correspond to the numbered icons on the adjacent map, representing comments and ideas in these categories.

Live & Worship

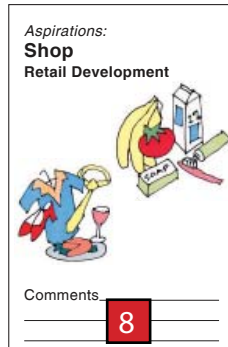


- 1 Retain suburban feel, but fix up abandoned & dilapidated housing.
- 2 More sidewalks, paved & lighted alleyways
- 3 Integrate new housing with current types
- 4 Home rehab program to facilitate exterior & landscape improvements
- 5 Plan for future housing, design guidelines
- 6 Housing above retail
- 7 Hold owners accountable for vacant properties

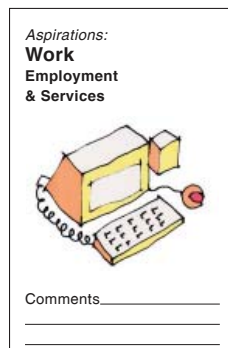


- 1 Neighborhood alliance of Churches and city planners
- 2 No more churches on Sheriff Road
- 3 Encourage churches to partner with residents to develop property

Shop and Work



- 1 Highly under-utilized shops; try to increase density
- 2 No carry-outs; no barbershops; no liquor stores
- 3 Environmental dry-cleaners; hardware store; bookstore
- 4 Coffeeshops; Sit-down restaurants
- 5 Staples or Kinkos needed
- 6 Vendor's market place and information station/gateway
- 7 Full-service grocery store needed
- 8 Quality, upscale store for clothing & shoes
- 9 Potential Retail/Commercial on Eastern Ave.

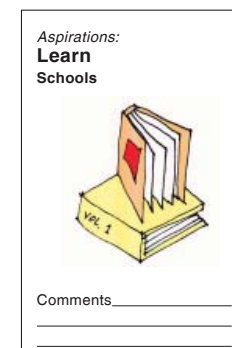


- 1 Support an office market that adds to daytime traffic and attracts quality retail
- 2 Encourage government agencies & private sector to locate in Deanwood
- 3 Future site of CDC office; possible related retail

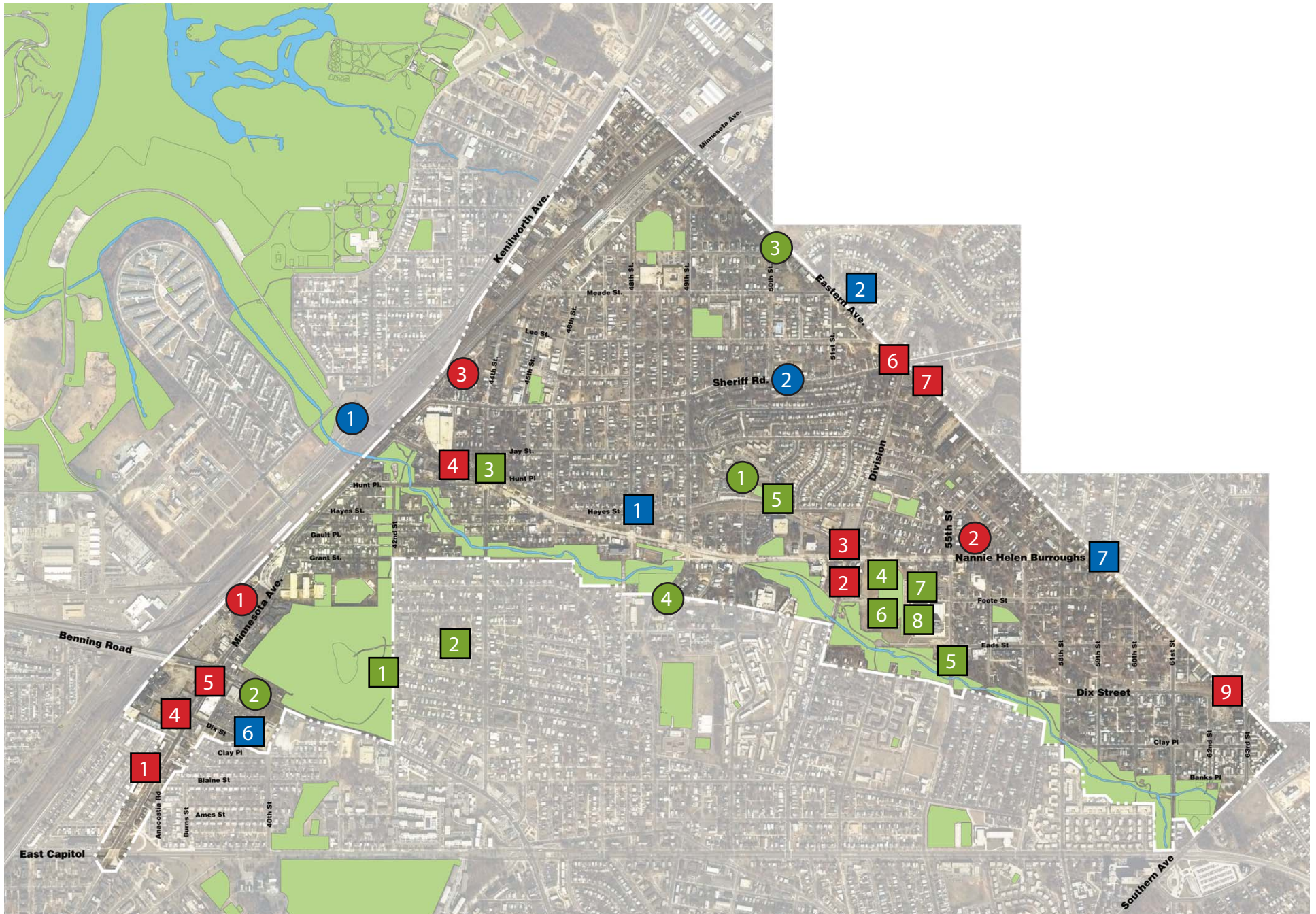
Play and Learn



- 1 More ways of using Fort Mahan Park; more activities
- 2 Greater accessibility, better lighting, more public art
- 3 Schools should use parks more
- 4 Strand might house a non-profit or business incubator
- 5 More recreational opportunities for children
- 6 Temporary murals to cover Strand
- 7 Better accessibility to environment & nature
- 8 Recreation Ctr. next to park



- 1 Schools need state of the art facilities & safe playground equipment
- 2 Great site to incorporate the new Benning Rd. Library
- 3 New School for special needs children and adult education
- 4 Opportunity for preservation and educational enhancement



Deanwood Today



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Introduction

This section provides a summary assessment of Deanwood today.

The section starts with a compilation of current projects which will influence the future development of Deanwood, followed by a physical assessment of the study area.

As part of the planning exercise, a physical assessment of existing conditions was analyzed to determine the strengths, weaknesses, opportunities, and threats of the Deanwood neighborhood. Topics relative to transportation, urban design, open space, land use and zoning were identified, and recommendations formulated based on the goals and outcomes relative to these topics.

Following the physical assessment, a summary of the Housing and Retail Market Assessment is included. The full document can be found in the appendix.

Deanwood History

Deanwood is one of East Washington's oldest communities; much of its housing stock dates from the early 20th century. Several well-known African-American architects, including W. Sidney Pittman and Howard D. Woodson, and many skilled local craftsmen designed and built many of its homes. The neighborhood was once home to Nannie Helen Burroughs, an early civil rights leader and the founder of the National Training School for Women and Girls, an independent boarding school for African-American girls founded in 1909 and located on 50th Street NE. From 1921 to 1940, Deanwood was also home to Suburban Gardens (50th and Hayes NE), a black-owned amusement park that served thousands of African-American residents during a time of racial segregation.

Deanwood's relatively low density, small wood-frame and brick homes, and dense tree cover give it a small town character that is unique in the District of Columbia. At the same time, there are hundreds of vacant single family lots in the community, creating the potential for future infill housing on many blocks. Some of the vacant properties have caused problems in the past, attracting crime, dumping, and neighborhood blight. Non-conforming uses, including an illegal trash transfer station, further challenge neighborhood integrity and environmental quality.

Because much of Deanwood has suffered from disinvestment over the past 40 years, it was necessary to conduct a planning study that would address several of the issues plaguing this community. The Deanwood Strategic Development Plan presents an opportunity to take stock of what exists in Deanwood and develop recommendations that will realize the aspirations of a diverse group of local stakeholders.

Current Projects

The Fenty administration and the Council have focused a tremendous amount of attention on Deanwood through marquee infrastructure, housing, government office, and community facility projects. The projects marked on the map at right demonstrate the high level of public investment coordination and the evolving interest of the private market.

The Deanwood Strategic Development Plan will act in concert with, and build on the momentum of projects currently planned or underway. While future projects, driven in part by this plan, may also direct growth in Deanwood, this plan acknowledges the substantial impact and initiative these projects will have on attracting private capital that can leverage the District's investment.

In addition to the planning process for Deanwood, DDOT has also developed streetscape improvement plans as part of the Minnesota Avenue, Benning Road and Nannie Helen Burroughs Avenue NE Great Streets Projects.

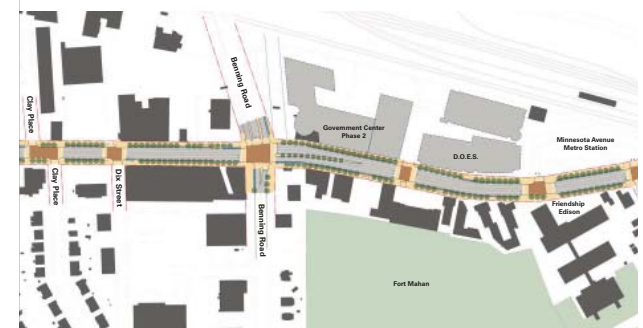
Minnesota Avenue is an important residential street that connects several east-of-the-river neighborhoods through a well-built pedestrian environment with high-quality transit service and retail amenities. This corridor intersects three Great Streets - Pennsylvania Avenue, SE, Benning Road, NE, and Nannie Helen Burroughs Avenue, NE and is an integral part of the District's transportation network. Following the completion of several pedestrian-oriented connections across the Anacostia River, Minnesota Avenue will serve as a high-quality connector improving access to the varied public spaces, transit, and commercial amenities that fall along the avenue.

Proposed improvements for Nannie Helen Burroughs Avenue include additional street trees, rain gardens, permeable pavement, a "road diet" reduction of impervious asphalt, bioretention cells, multi-chamber catch basins and other Stormwater / Best Management Practices (BMPs). By greening Nannie Helen Burroughs, DDOT aims to reduce the volume of stormwater runoff, urban heat island effect, and energy consumption, while enhancing stormwater quality, restoring urban habitats, catalyzing economic development, and improving the quality of life of local residents.

Planned civic and community facility projects for the area include a new Department of Employment Services (DOES) headquarters, new co-located Deanwood Recreation Center and Library and a new HD Woodson High School. The Office of Planning is also leading an interagency task force to coordinate improvements within Marvin Gaye Park and the Watts Branch Stream Valley. The goal of the task force is to facilitate project coordination and develop shared project outcomes.

Just south of the study area, the District has devoted significant resources towards the revitalization of public housing, including the Capitol Gateway Hope VI project and the Lincoln Heights Richardson Dwellings New Communities Initiative.

These are just a few of the initiatives in place that will provide a framework for public and private investment in a broad range of areas, leading to neighborhood stabilization and revitalization over a ten-year period.



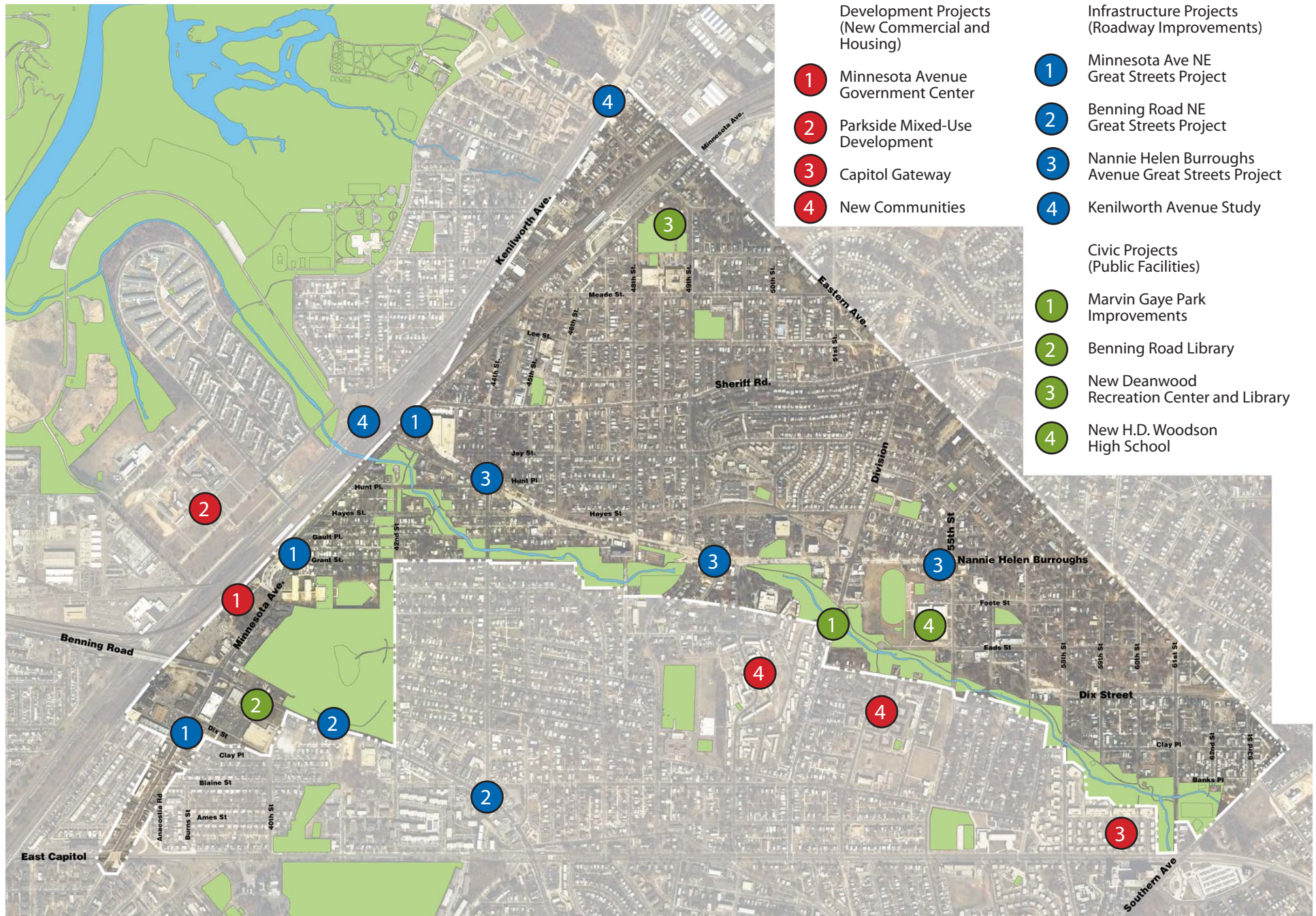
The Minnesota Avenue NE Great Streets Project



Benning Road NE Great Streets Project



Marvin Gaye Park



Physical Assessment

Street Character

The Deanwood neighborhood is connected by a road system that includes different street types, characterized by their scale, traffic intensity, pedestrian friendliness and adjacent development. Proposals for future development requires evaluating the success of these streets in their current form, particularly on Minnesota Avenue and Nannie Helen Borroughs, both of which are expected to undergo significant public investment and design improvements.

Generally, there are three tiers of streets in the Deanwood neighborhood. The first is the District Connector. These streets provide access to the Washington, DC metropolitan area, and tend to carry high volumes of traffic at high speeds. Examples include Kenilworth Avenue, East Capitol, and Eastern Avenue.

The second street type is the Neighborhood connector, which connect neighborhoods within and directly adjacent to Deanwood. They support

limited retail uses and medium traffic volume and speed. Examples of the Neighborhood Connector include Sheriff Road, Division Street, and Nannie Helen Burroughs.

Finally, the Residential Connector is the most common street type in the Deanwood neighborhood. These are the streets that serve the homes, schools and parks in the interior of Deanwood. They are narrower, quieter, and have very little retail or commercial activity.

Within these categories, there are clearly further distinctions that can be made that help to define individual streets. Minnesota Avenue below is both a District Connector and a major retail environment. Gay Street, at right, is a Residential Connector with a very pedestrian scale, but lacks the sidewalks found on Nash Street [bottom right]. Sheriff Road, bottom left, is a street with single family homes and convenience retail.



Gay Street, a Residential Connector.



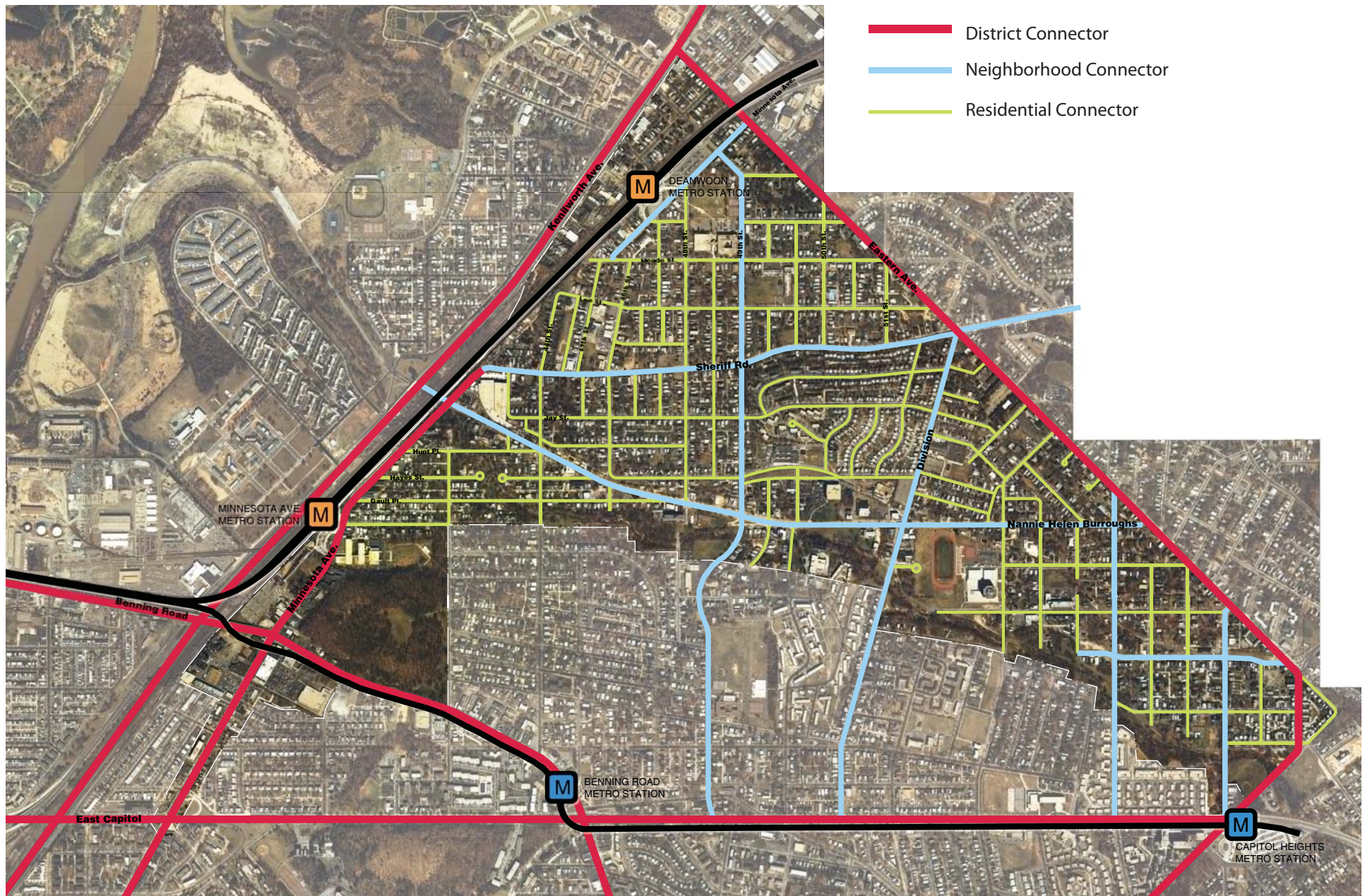
Sheriff Road, a Neighborhood Connector.



Minnesota Avenue, a District Connector.



Nash Street, a Residential Connector.



Physical Assessment

Neighborhood Character

Strategies for future development will best serve the community when they are designed to enhance Deanwood's strengths, character and heritage. Because the neighborhood is not characterized by one pervasive style or character, there are smaller areas within the larger Deanwood neighborhood that have unique characteristics that deserve attention.

Distinguishing Criteria:

Age

Era in which most housing was built, notwithstanding infill projects that were built in subsequent periods

Setbacks & Lot Sizes

Distance of houses from street and each other

Housing Types & Scales

Size of buildings and number of units per building; multi-family vs. duplex vs. single family housing

Physical Barriers & Edges

Rail, Highways, large properties and other elements that prevent continuity of street system & access

Natural Features

Streams, hills and other natural features that define and distinguish parts of the neighborhood from others



Duplex housing.



Multi-Family Housing.



Single Family Housing.