Draft

# BUZZARD POINT/ NEAR SOUTHEAST

VISION 2020

## BACKGROUND REPORT

Framework For The Future

D.C. Office of Planning

Government of the District of Columbia Sharon Pratt Kelly, Mayor October 1992

ZONING COMMISSION
CASE No. 96-3
EXHIBIT No. 2

ZONING COMMISSION
District of Columbia
CASE NO.96-3
EXHIBIT NO.2A1

# BUZZARD POINT/NEAR SOUTHEAST

# VISION 2020

# BACKGROUND REPORT: FRAMEWORK FOR THE FUTURE

DRAFT

D.C. OFFICE OF PLANNING

OCTOBER 1992

CONTENTS


| | | Page |
|---|---|---|
| I. | **INTRODUCTION** | |
| | Vision 2020 | 1 |
| | The Past and the Promise | 1 |
| | The Planning Area | 3 |
| | The Planning Process | 5 |
| | Overview of This Report | 6 |
| II. | **EXISTING CONDITIONS** | |
| | Land Use | 8 |
| | Existing Zoning | 14 |
| | Development Potential | 17 |
| | Land Ownership | 22 |
| | Urban Design | 24 |
| | Transportation and Infrastructure | 28 |
| | Community Facilities | 32 |
| | Housing | 40 |
| | Demographics | 43 |
| | Economic Development | 45 |
| III. | **ADOPTED PLANS** | |
| | The Planning Framework | 49 |
| | Comprehensive Plan: District Elements | 50 |
| | Comprehensive Plan: Federal Elements | 52 |
| | Ward 2 Plan | 52 |
| | Federal Master Plans | 53 |
| | Southeast Federal Center | 54 |
| | Navy Yard | 59 |
| | Fort McNair | 63 |
| | National Park Service | 65 |
| IV. | **PROPOSED PLANS** | |
| | Introduction | 67 |
| | Anacostia Waterfront Study: Phase I | 67 |
| | Anacostia Waterfront Study: Phase II | 70 |
| | Buzzard Point Planning Association (BPPA) | 71 |
| | Capitol Gateway Buzzard Point Group | 72 |
| | Comparison of Plan Proposals | 74 |

V. RESPONSES TO COMMUNITY QUESTIONS

Introduction 94
Questions and Answers 94

VI. PROPOSED PLANNING POLICIES

The Process 117
Plan Elements 117
Plan Elements by Planning Area 121

VII. NEXT STEPS

Recent Progress 127
Immediate Next Steps 127
Mid-Range Planning Development Program 128

ACKNOWLEDGEMENTS 131

MAPS Follows Page

City Plan (1792) 2
City Context 3
Subsections 4
Core Area: Square Numbers 9
Core Area: Existing Land Use 10
Existing Zoning 15
Core Area Development Potential 18
Core Area: Land Ownership 23
Urban Design Elements 24
Existing Transportation System 29
Community Facilities 34
Existing Housing 41
Comprehensive Plan Land Use Map 52
Southeast Federal Center Plan 55
Navy Yard Plan 60
Fort McNair Plan 63
Anacostia Waterfront Master Plan 69
Buzzard Point Planning Association (BPPA) Plan 71
Buzzard Point Illustrative Development Phasing (BPPA) 71
Buzzard Point/Capitol Gateway Group Plan 72

# I. INTRODUCTION

## VISION 2020

On March 7, 1992, the D.C. Office of Planning (OP) launched the "Buzzard Point/Near Southeast: Vision 2020" program with a community meeting at St. Matthew's Lutheran Church, 222 M Street, S.W. Approximately 120 persons attended. A second community meeting was held May 16, 1992 at St. Matthew's Baptist Church, 1105 New Jersey Avenue, S.E. OP also formed a District Government Working Group to assist with the planning program.

The Vision 2020 program has progressed over the past eight months. OP has undertaken field surveys and has also drawn on the large amount of planning work done by others. In the beginning, the focus was primarily on the core area: Capitol South, Capitol Gateway and Buzzard Point subareas. As community discussion continued, it became clear that more attention was needed on existing neighborhoods and that a variety of community concerns needed to be addressed. Consequently, the process of survey, analysis and coordination has been more complex than anticipated.

This report provides a framework for reshaping the Buzzard Point/Near Southeast area into a dynamic new community of Washington, D.C. The "Vision 2020" name indicates that a long-term vision is needed and that it will take 20-30 years (to the year 2020 or longer) to complete the rebuilding of this area.

## THE PAST AND THE PROMISE

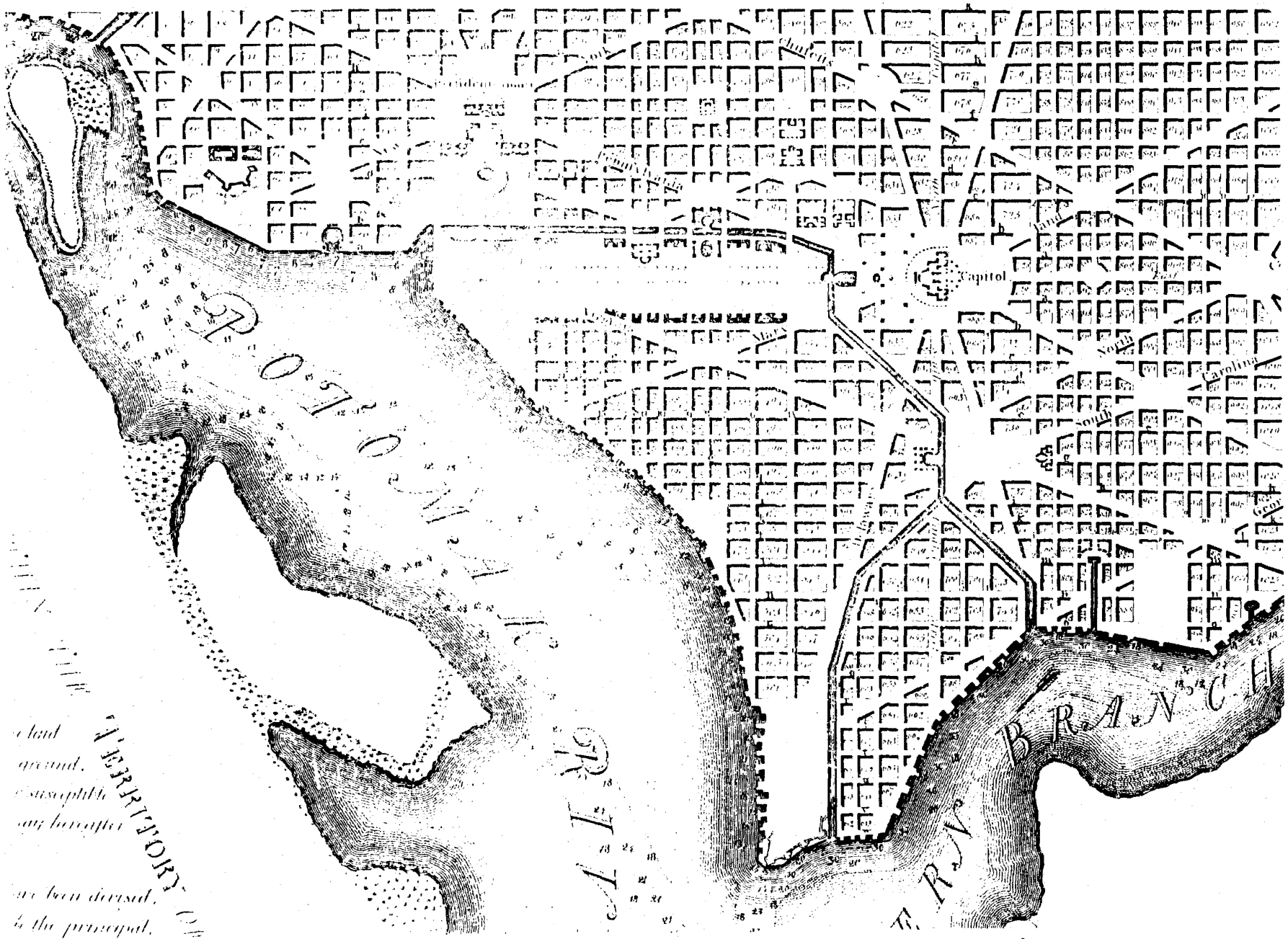
For hundreds of years, the area we now call Buzzard Point/Near Southeast has had a special meaning and has been a place of promise. Archaeological investigations indicate a number of Indian villages along the Anacostia River. Surely the Indians came to the point where the Potomac and Anacostia River join and flow south to the Chesapeake Bay and the sea. In 1608, Captain John Smith commanded a small expedition from Jamestown that explored the Potomac River. Buzzard Point has been "on the map" since 1673 when "Turkey Buzzard Point" appeared on Agustine Herman's map of Virginia and Maryland. Buzzard Point is one of the oldest names on the landscape of the area that is now Washington, D.C. In 1770, Charles Carroll, Jr. laid out the "new town" of Carrollsburg, covering part of what is now Buzzard Point/Near Southeast. However, Carrollsburg remained essentially a "paper town."

In 1791, President George Washington selected the site centered on the Potomac and Anacostia rivers for the new capital of the United States of America. The L'Enfant Plan (1791) for the new capital city, and the revised 1792 Elliott Plan, envisioned an important role for Buzzard Point and the Anacostia waterfront. The shoreline would have been alive with crowded wharfs and related commercial development. However, waterfront trade never developed on the scale envisioned. Development grew west from the Capitol along Pennsylvania Avenue, toward the White House and Georgetown and away from Buzzard Point. Development of the Navy Yard, established in 1800, did spur some residential and commercial development north of M Street, S.E.

Over the past two centuries, the Buzzard Point area developed slowly and was somewhat forgotten. The waterfront and adjacent areas were lined with industrial and warehouse uses, municipal facilities and a major electric generating plant. The 1902 plan of the McMillian Commission proposed an elevated drive along the Buzzard Point waterfront, but that concept was never developed. The Navy Yard expanded west, in phases, to First Street, S.E. Fort McNair expanded during the 19th century. More recently, in the 1940s and 1950s, large areas north and south of M Street, S.E. and S.W. were assembled and cleared for new public housing developments (Carrollsburg Dwellings, Arthur Capper Dwellings, James Creek, Syphax Dwellings and Greenleaf Gardens). Just to the west, the Southwest urban renewal program resulted in major clearance and rebuilding, beginning in the late 1950s and extending through the 1970s.

In the past several decades, especially since 1980, many industrial uses in the Buzzard Point/Near Southeast area have begun to decline or have closed. This was in part due to the obsolescence of such small sites for modern industrial/warehousing activities, but also because it has become clear that the long-term future of the area was for other uses. The 1950 Comprehensive Plan, prepared by the National Capital Planning Commission (NCPC), still indicated industrial land use for Buzzard Point into the 1980's. However, by the early 1960s, NCPC was envisioning a major rebuilding of the area. During this period, planning studies began for transforming the Navy Yard and the Southeast Federal Center (See Chapter III).

Today, the potential of the Buzzard Point/Near Southeast area is beginning to emerge. However, in terms of both physical linkages and "mental image", the area is still somewhat unconnected with the rest of the city.




Portion of the City Plan (1792)

The most recent major development was the opening of the Metrorail Green Line through the area in December 1991, providing access through the Waterfront and Navy Yard Metrorail Stations. These stations provide greatly improved public transit access and are another important step in putting the area "on the map." After many years of preparation, the rebuilding of the Southeast Federal Center is ready to move ahead and improvement of the Navy Yard is underway.

Major public/private planning has been done. The public sector, the private sector and the community are anxious and ready to move forward with creating a new Buzzard Point/Near Southeast area.

## THE PLANNING AREA

The overall Buzzard Point/Near Southeast area is a large and complex area, extending from the Fort McNair (Washington Channel) on the west to the line of 15th Street, S.E. on the east and from the Southeast Freeway (now officially named the Eisenhower Freeway) on the north to the Anacostia River on the south. The entire area encompasses approximately 540 acres (.85 square miles) including street rights-of-way. The shape is irregular.

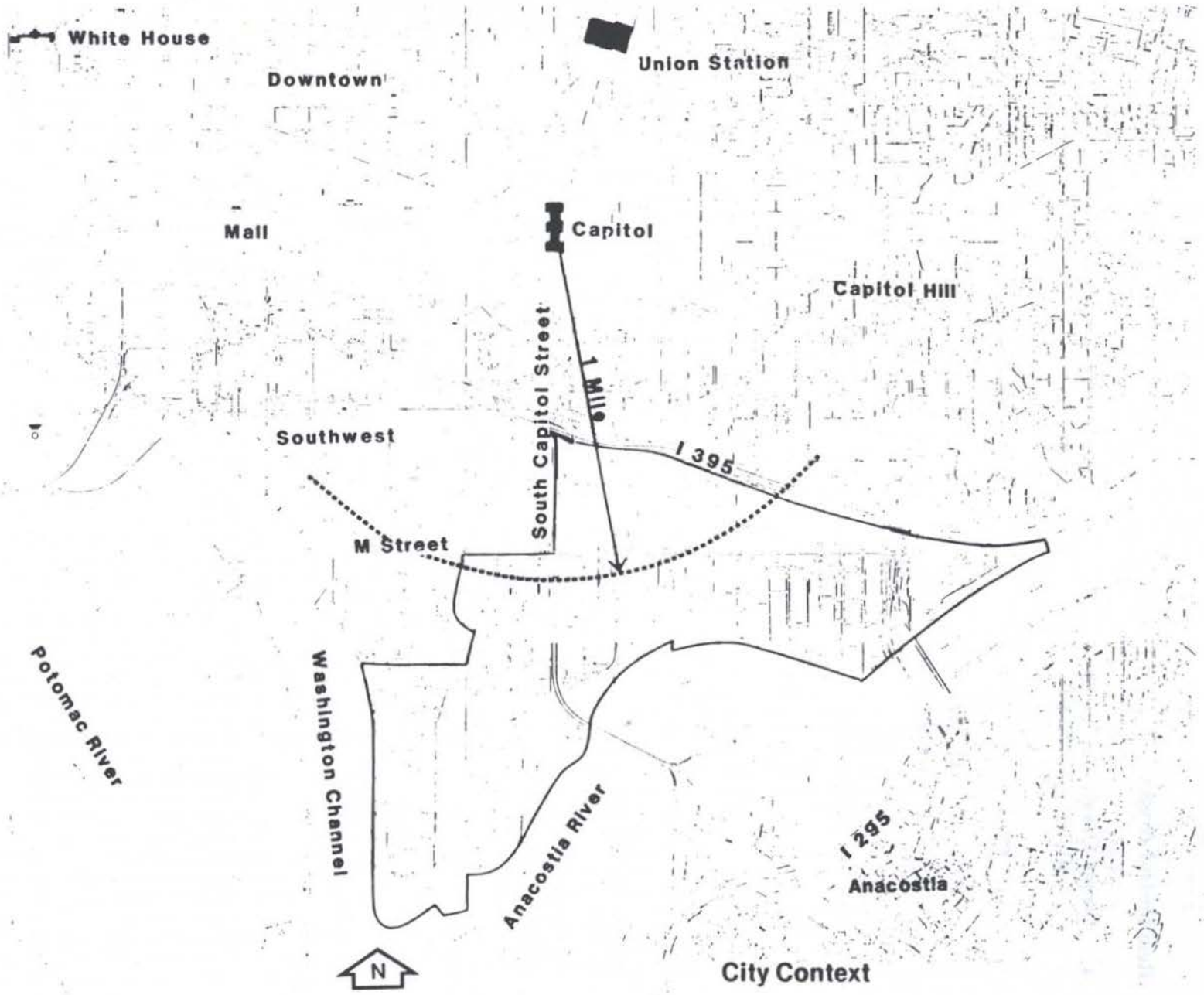
The potential of this area results largely from its proximity to the center of Washington, D.C. The Navy Yard Metrorail Station, at New Jersey Avenue and M Street, S.E., can be considered the center of the area (though not quite the geographic center). This point is less than a mile from the United States Capitol. The Anacostia waterfront is another asset. From the northwestern corner of Fort McNair (P Street, S.W.) the waterfront along the Washington Channel and the Anacostia River extends approximately 17,000 feet to the line of 15th Street, S.E.

### Planning Subareas

To facilitate detailed planning and discussion, the area has been divided into nine (9) planning subareas.

#### The Core Area

1. Capitol South
2. Capitol Gateway
3. Buzzard Point




City Context

**BUZZARD POINT**
**NEAR SOUTHEAST**

VISION 2020

**Residential Areas**

4. James Creek
5. Carrollsburg/Arthur Capper

**Federal Areas**

6. Fort Leslie J. McNair
7. Southeast Federal Center
8. Navy Yard

**11th Street Bridge Area**

9. Washington Gas Light

These nine subareas are described in more detail in Chapter II (existing land use section) with additional information in other sections. The plans for the three federal areas are described in Chapter III.

**Adjacent Areas**

Relationships and linkages between the Buzzard Point/Near Southeast and adjacent areas, both north and south of the Anacostia River, are also important.

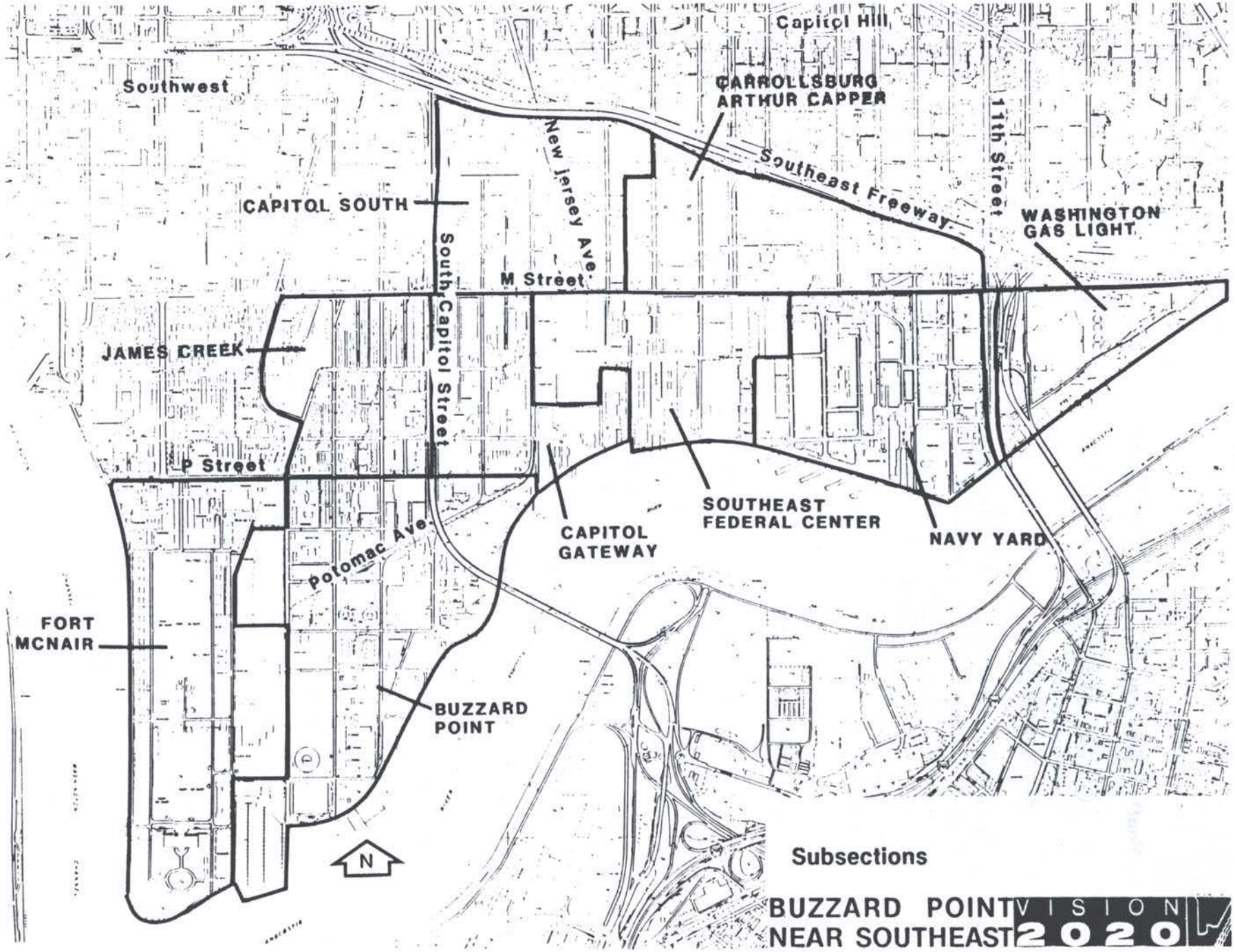
**North of Anacostia River (West Bank)**

- Southwest
- Capitol Complex
- Capitol Hill

The Southwest neighborhood, north of P Street and west of South Capitol Street, is closely connected with Buzzard Point/Near Southeast. Buzzard Point will be, in some respects, a southern extension of Southwest. Southwest residents are concerned about the impacts of future development in Buzzard Point/Near Southeast.

The Capitol Complex is just north of the Southeast Freeway. This proximity is a major incentive to development, especially for the Capitol South area.

The Capitol Hill neighborhood, located north of the Southeast Freeway, is somewhat cut-off from Buzzard Point/Near Southeast, but has an interest in traffic impacts of future development.


Capitol Hill
Southwest
CARROLLSBURG
ARTHUR CAPPER
11th Street
New Jersey Ave.
Southeast Freeway
CAPITOL SOUTH
WASHINGTON
GAS LIGHT
South Capitol Street
M Street
JAMES CREEK
P Street
SOUTHEAST
FEDERAL CENTER
CAPITOL
GATEWAY
NAVY YARD
Potomac Ave.
FORT
MCNAIR
BUZZARD
POINT
N
Subsections
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

**South of the Anacostia River (East Bank)**

- Anacostia Metrorail Station
- Old Anacostia
- Anacostia Bolling

The areas on the east bank of the Anacostia River are part of the District's East of the River Development Zones. The Office of Planning has recently proposed rezoning for part of the Anacostia Metrorail Station Area in order to encourage future development. Design relationships between the west and east banks of the Anacostia River are important. As development on the east bank proceeds, there may be opportunities for "water taxi" service.

## THE PLANNING PROCESS

Major attention and planning effort has been focused on the Buzzard Point/Near Southeast in recent years, including the following:

- 1984-85 District Elements of the Comprehensive Plan for the National Capital adopted, including provisions dealing with Buzzard Point/Near Southeast (see Chapter III).

- 1987 Mayor convened a group to address planning for the Anacostia waterfront (west bank). The Federal City Council was asked to coordinate a planning effort, involving District, federal, private sector and community interests.

- 1988 Anacostia Waterfront Master Plan (Phase I) completed under the coordination of the Federal City Council.

- 1989 Amendments to the District Elements of the Comprehensive Plan adopted, including Ward 2 Plan with many policy statements relating to Buzzard Point/Near Southeast and some land use changes (see Chapter III).

- 1989 Buzzard Point Planning Association (BPPA), a group of major property owners south of P Street, S.W., completed a proposed plan for the area and submitted a rezoning petition to the D.C. Zoning Commission (see Chapter IV).

- 1990 Navy Yard Master Plan approved by the National Capital Planning Commission, culminating various planning programs going back to the 1960s (see Chapter III).

- 1990 Southeast Federal Center Master Plan approved by National Capital Planning Commission, culminating planning efforts going back to 1963 (see Chapter III).

- 1990 Office of Planning (OP) held Buzzard Point Forum at the Library of Congress, October 5.

- 1991 Office of Planning submitted status report on rezoning to the D.C. Zoning Commission, September 3.

- 1991 Buzzard Point/Capitol Gateway Group outlined planning and rezoning concepts, September 5 (see Chapter IV).

- 1991 Navy Yard and Waterfront Metrorail Stations on Green Line opened on December 28, 1991, culminating planning work that began in the 1960's.

- 1992 Anacostia Waterfront Master Plan: Phase II work completed. This phase, dealing with transportation, infrastructure and implementation, was also coordinated by the Federal City Council.

## OVERVIEW OF THIS REPORT

This report provides background information that will help in reaching decisions on the future development of Buzzard Point/Near Southeast area. The report is divided into seven chapters. Each section in Chapters 2-5 includes "implications for the future," indicating what the findings mean for the future development of Buzzard Point/Near Southeast.

I. This section, the **Introduction**, introduces the Buzzard Point/Near Southeast area, including the Vision 2020 Program, a summary of the planning work that has been undertaken for the area and the progress that has been made.

II. **Existing Conditions** provides a summary of the existing conditions in the Buzzard Point/Near Southeast area. This chapter draws on work by OP and various District agencies, as well as past public and private studies.

III. **Adopted Plans** summarizes the framework of adopted plans that are already in place for the Buzzard Point/Near Southeast area, including District and federal elements of the Comprehensive Plan for the National Capital, the Ward 2 Plan and the adopted federal master plans for the Southeast Federal Center, Navy Yard and Fort McNair.

IV. **Proposed Plans** provides an overview of the planning studies and proposals that have been prepared for the Buzzard Point/Near Southeast area, including the Anacostia Waterfront Study: Phase I and II, coordinated by the Federal City Council; the plan for the Buzzard Point subarea (south of P Street, S.W./S.E.) proposed by the Buzzard Point Planning Association (BPPA); and the plan for the Buzzard Point and Capitol Gateway areas proposed by the Buzzard Point/Capitol Gateway Group. Key points of these plans are outlined and evaluated. These plans are the product of a major amount of work, time and resources. The Office of Planning can draw from this body of work without necessarily incorporating all features. Indeed, some features of different proposals are contradictory.

V. **Response to Community Questions** responds to questions that have been raised by members of the Buzzard Point/Near Southeast community. A wide variety of questions have been raised in the two community meetings (March 7 and May 16, 1992), in smaller meetings and in written communications. These questions have been consolidated into 69 questions and responses.

VI. **Proposed Planning Policies** draws on the work summarized in the preceeding chapters and outlines planning concepts for the Buzzard Point/Near Southeast area. This chapter does not present a final plan but it does indicate a framework. Some planning concepts are more refined than others. For example, the concept for Capitol South is relatively simple while the concept for Capitol Gateway and Buzzard Point is more complex.

VII. **Next Steps** outlines needed work to continue the Vision 2020 planning process that the Office of Planning began in March 1992.

# II. EXISTING CONDITIONS

## LAND USE

Land uses in Buzzard Point/Near Southeast include single- and multi-family residential, many types of commercial and industrial activities and public and private institutional uses. A substantial amount of land in the core area is vacant or devoted to surface parking. In planning most areas, the existing land use pattern is an important factor in outlining the future land use pattern. In Buzzard Point/Near Southeast, in the core area, the existing land use pattern is less important because it is clear that an almost totally new land use pattern will be created in the future.

### The Core Area

#### Land Use Catagories

The core area includes Capitol South, Capitol Gateway and Buzzard Point. Existing uses in the core area are tabulated in the table and summarized below. The three subareas have a total of 154 acres of land (excluding street and alley rights-of-way). Capitol South contains 46 acres, Capitol Gateway has 25 acres and Buzzard Point contains 83 acres of land. Total vacant land accounts for about 43 acres or 23 percent. Industrial and public uses cover 43 acres (27 percent) and commercial uses account for 31 acres (20 percent). Public/Institutional uses cover another 29 acres (18 percent). Residential uses only account for 8 acres (5 percent) of land and are sparsely located in the core area.

**Industrial uses** include electrical generating facilities, equipment and vehicle maintenance storage yards, a boiler works, woodworks, paper printing/distribution operations, recording services, patent reproductions, salvage/recycling services, floor covering services, marble/tile operations, sand/gravel/concrete operations, freight services, an asphalt plant, petroleum refinement plants and warehousing operations. These uses are housed in relatively small- to medium-sized buildings, usually one- and occasionally two-story structures. Many of these buildings are in various states of disrepair. Especially in the Buzzard Point area, many of these are open industrial uses, i.e. sand, gravel and concrete operations, oil storage facilities, open storage and salvage operations. The Potomac Electric Power Company (PEPCO) is the largest industrial use in the area, occupying six squares in the Buzzard Point area with a variety of facilities.

**EXISTING LAND USE**
**CORE AREA**
**BUZZARD POINT/NEAR SOUTHEAST**
**WASHINGTON D.C.**

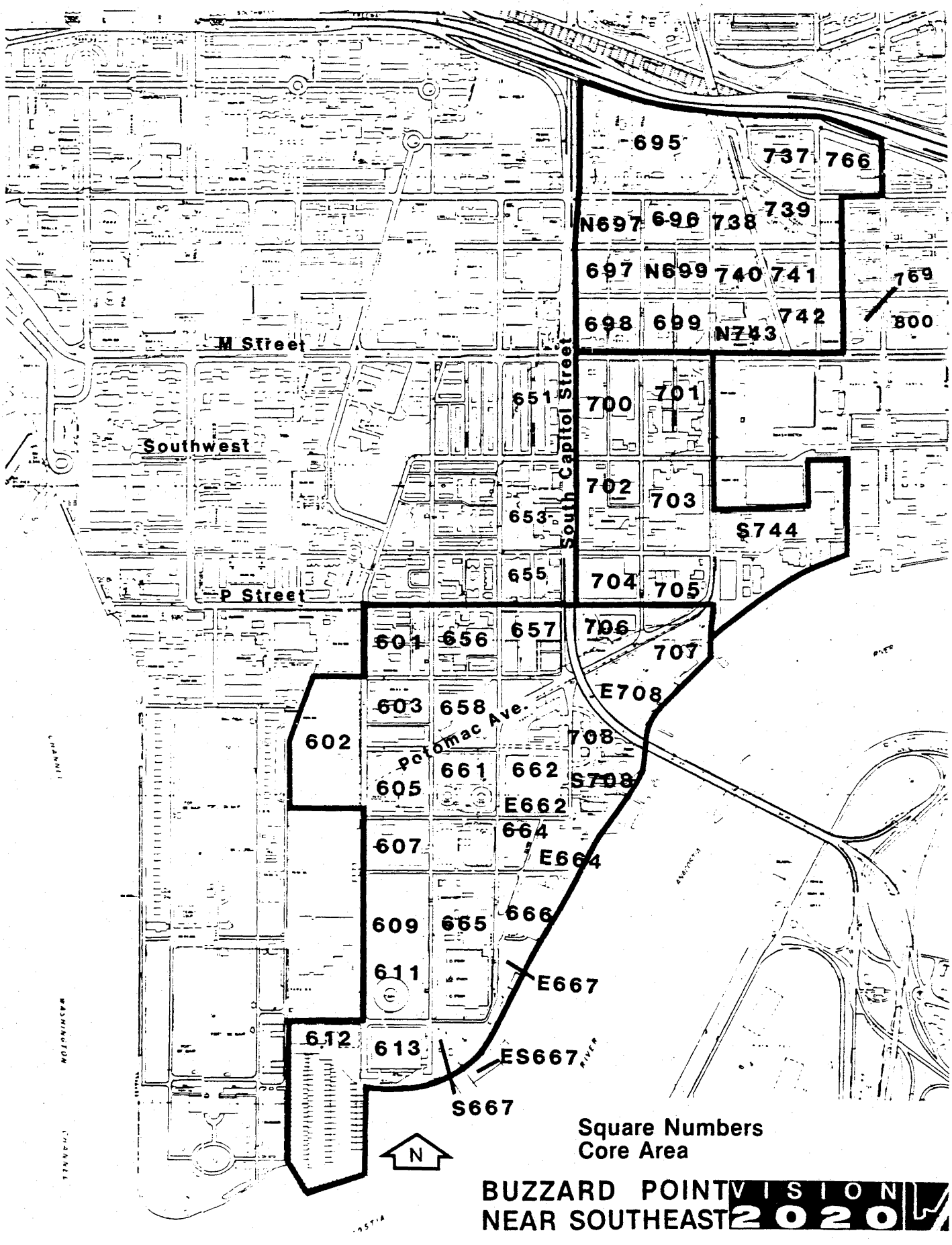
**ACREAGE ***

| | Capitol South | Capitol Gateway | Buzzard Point | Total |
|---|---|---|---|---|
| Industrial | 19.9 | 6.9 | 16.3 | 43.2 |
| Commercial/ Retail | 0.9 | 2.8 | 0.4 | 4.1 |
| Commercial/ Office | 0.2 | 0.1 | 7.3 | 7.5 |
| Commercial/ Other | 6.8 | 4.2 | 8.8 | 19.8 |
| Residential | 4.0 | .4 | 4.0 | 8.4 |
| Instit./Public | 3.8 | 1.7 | 23.7 | 29.2 |
| Vacant/Other | 11.1 | 8.9 | 22.9 | 42.9 |
| TOTAL | 46.7 | 25.0 | 83.4 | 155.1 |

* Excludes public rights-of-way

**Source: Office of Planning**

**Commercial** uses include fast food restaurants, carry-out markets, valet/cleaners, liquor stores, gasoline/auto-service stations, night clubs, commercial parking facilities, a limousine business, coin operated laundries, cafes, barber/beauty shops and offices. These business establishments have no distinct locational pattern. Corner markets and carry-out food stores cater to walk-in customers and persons employed nearby. Two major fast food chains (McDonald's and Wendy's) are located on South Capitol Street. Personal service establishments are not thriving but do support the residents in adjacent areas. These uses are situated on the ground floor of buildings.


695
737
766
N697
696
738
739
697
N699
740
741
769
698
699
N743
742
800
M Street
651
700
701
Southwest
South Capitol Street
702
703
653
S744
655
704
705
P Street
601
656
657
706
707
603
658
E708
602
Potomac Ave.
708
605
661
662
S708
E662
664
607
E664
609
665
666
611
E667
612
613
ES667
S667
N
Square Numbers
Core Area
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

usually on corner lots. Retail uses account for only three percent of land in the core area. Night clubs in converted warehouses draw people from across the city and region. Office space is not a prominent feature in the area. Office space is usually part of larger industrial operations and occupies a very small amount of square footage. The exception is the two large office buildings in Buzzard Point, leased to the federal government.

**Public/Institutional** land includes several District government facilities and land owned by the Washington Metropolitan Area Transit Authority (WMATA). There are two churches in the Capitol South area.

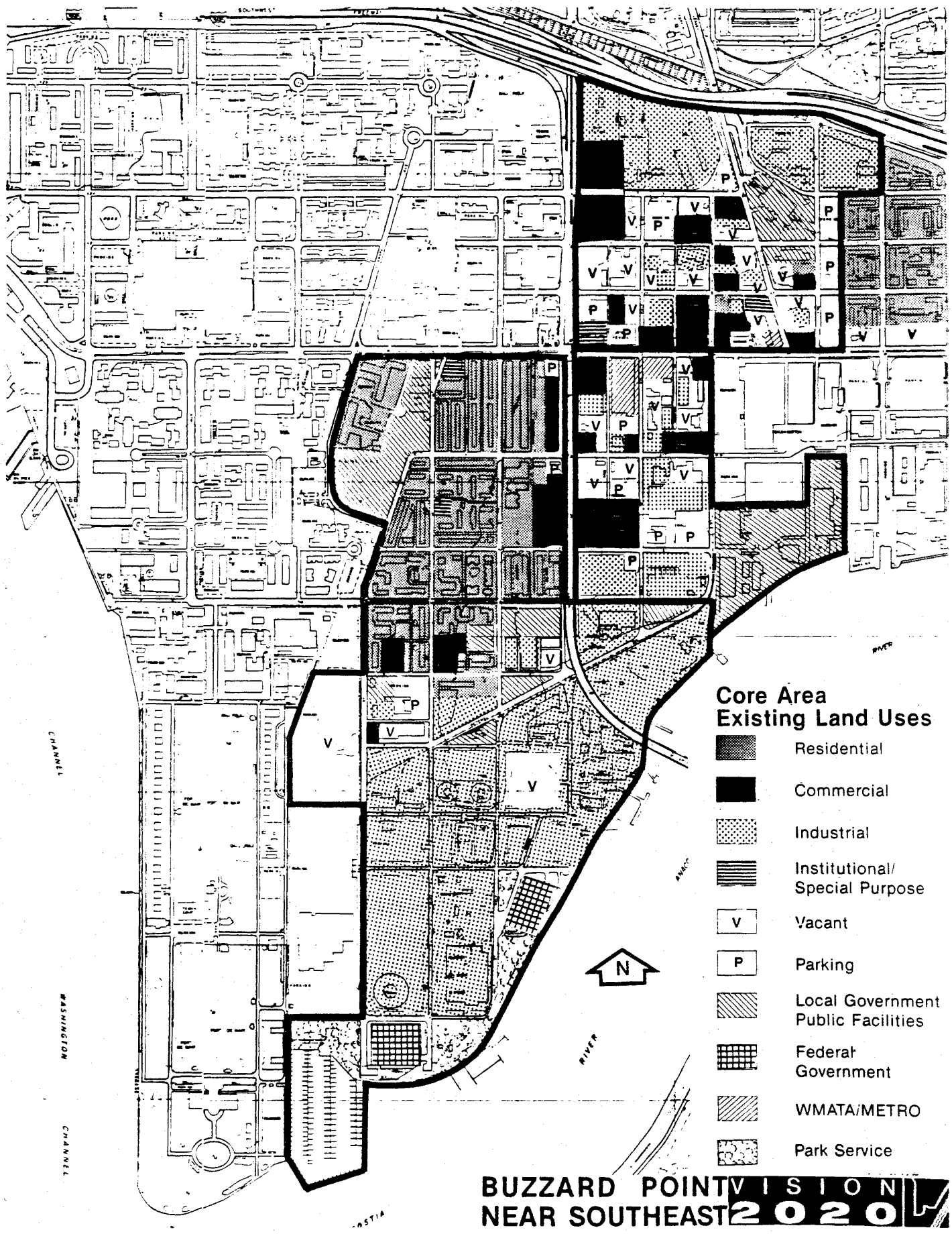
**Residential** uses are not thriving in the core area. Many of the dwelling units are severely deteriorated or have been abandoned and boarded-up. These units are interspersed between vacant lots, run-down store front operations, auto-repair yards and other industrial uses. Existing housing is not anticipated to remain in Capitol South or Capitol Gateway. Some housing in Buzzard Point, generally between P and Q streets, S.W., will remain.

**Open space** in the core includes federal land administered by the National Park Service (NPS), including land leased for the James Creek and Buzzard Point marinas at the tip of Buzzard Point. Three triangular reservations along Potomac Avenue are now being used by the D.C. Department of Public Works (DPW) for storage use.

**Core Subareas**

**Capitol South** consists of approximately 47 acres of underused industrial/commercial land and extends north of M Street to the Southeast Freeway. This area benefits from the Capitol Complex to the north and the Navy Yard Metrorail Station on its southern boundary. The squares between South Capitol Street and First Street have numerous large land assemblies. The area is designated for medium-high density commercial use in the Comprehensive Plan. Considering the location near the Capitol Complex, the Navy Yard Metrorail Station and many assemblies ready for development, this area has high development potential.

Land use includes a variety of light industrial and warehouse operations, three night clubs, auto oriented commercial uses along South Capitol Street (McDonald's, Wendy's, Exxon gas station), scattered residential units, parking lots and considerable vacant land. The D.C. Department of Public Works (DPW) occupies the former trash transfer facility on Square 739. The five story Washington Post building on Square 766 is the largest building and


Core Area
Existing Land Uses
Residential
Commercial
Industrial
Institutional/
Special Purpose
V Vacant
P Parking
Local Government
Public Facilities
Federal
Government
WMATA/METRO
Park Service
N
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

industrial operation in the area. Washington Post warehouses, including a warehouse leased to the federal government, are located on adjacent Square 737. A variety of warehouses and storage uses are found in Square 695, the large individual tract of land north of I Street, S.E. St. Matthews Baptist Church and St. Vincent DePaul Catholic Church are located in the area. The Washington Metropolitan Transit Authority (WMATA) owns property occupied by the west entrance of the Navy Yard Metrorail Station at New Jersey Avenue and M Street, S.E. and property occupied by a chiller plant in Square 697. The wide public right-of-way of Second Street, S.E. is used for parking school buses and automobiles. Perhaps the most surprising use is a small horse stable, tucked away under the Southeast Freeway at the north end of the area.

**Capitol Gateway**, south of M Street between First Street S.E. and South Capitol Street, consists of six squares extending south to P Street, S.E. and the Department of Public Works (DPW) O Street Yard east of First Street, S.E. Capitol Gateway has good transit access through the Navy Yard Metrorail Station. Existing uses in this area include the Southeast Metrobus garage at Half and M Streets, S.E., warehouses, paper recycling operations and an asphalt plant. There are a few remaining residential units and scattered small stores. The Southeast Metrobus garage is to be expanded to occupy all of Square 700 and most of Square 702. Capitol Gateway is important because of its development potential and its central location between M Street, the Navy Yard Metrorail Station and the Buzzard Point area south of P Street, S.E. The waterfront section of DPW's O Street Yard (1,000 feet) occupies a strategic location on the Anacostia waterfront.

**Buzzard Point**, a 115-acre subarea, shares the peninsula south of P Street S.E. with Fort McNair on its west. Uses include sand and gravel operations, warehouses, oil storage and transfer yards, Potomac Electric Power Company (PEPCO) generating plant and facilities, salvage yards, open storage areas, two large private office buildings (leased to the federal government) and National Park Service (NPS) parkland, including land leased for the James Creek and Buzzard Point marinas. Garden apartment buildings and rowhouses are located between P and Q Streets, S.W. in the northwest corner, adjacent to Fort McNair.

Major property owners in the area joined together to form the Buzzard Point Planning Association (BPPA) and outlined a plan and zoning proposal for the area. Another group of property owners, the Buzzard Point/Near Southeast Group, has also outlined a development concept for the area (See Chapter IV). Some industrial uses, especially the sand gravel and concrete operations (and the asphalt plant in Square 705 in Capitol South), are concerned about maintaining their operations as long as possible.

**Residential Areas**

Two existing residential areas, James Creek and Carrollsburg/Arthur Capper, are the focus of community life in Buzzard Point/Near Southeast and will be important in the future.

**James Creek**, a moderate density residential neighborhood of garden apartments, rowhouses, and two high-rise apartments, west of the core area, is bounded on the west by Delaware Avenue and Canal Street, S.W., on the south by P Street, S.W., on the east by South Capitol Street and on the north by M Street, S.W.

**Carrollsburg/Arthur Capper** is bounded by Second, M and 11th Streets, S.E. and the Southeast Freeway. The Carrollsburg Dwellings and Arthur Capper public housing areas extend between Second and Seventh streets, S.E. Some units have been renovated and others are awaiting renovation. Private dwellings in the area are concentrated along L Street and Potomac Avenue. They include 2-3 story structures along L Street (between 7th and 9th Streets) and other structures varying from 2-4 stories along Potomac Avenue between 7th and 10th Streets. A mixture of private commercial and residential uses, focused on Eighth Street, S.E extend from Seventh Street to Eleventh Street,S.E. The predominant business use in the area is fast food shops and restaurants. These services appear to draw their clientele from the nearby Navy Yard, the adjacent community (Arthur Capper/Carrollsburg) and a steady flow of commuters who make Metrobus connections in this area. The Psychiatric Institute is located in the large building on Square 907 at 8th and M streets, S.E.

**Federal Areas**

The federal areas are key elements of the Buzzard Point/Near Southeast (see Chapter III).

**Fort Leslie J. McNair** is an historic 105 acre army post on the western edge of Buzzard Point/Near Southeast. It houses the headquarters of the Military District of Washington, the National Defense University and the Inter-American Defense College. The newest building, housing the National Defense University, was completed in 1991 on the east side of the attractive campus area. No major new development is anticipated. Current employment is 2,100 and is expected to increase to 2,400 in the future.

**Southeast Federal Center** is a 55 acre site, now owned by the General Services Administration (GSA), which was formerly a part of the Navy Yard. It consists of industrial buildings of various sizes and ages and vacant land, primarily used for parking. A master plan for the area was conditionally approved in 1990, with final approval in 1992. GSA is moving forward with a development program which will result in new and renovated buildings, eventually housing 23,000 employees compared with 3,100 employees currently.

**Navy Yard** generally consists of industrial buildings of various sizes and ages. A number of buildings have been converted to office use and that process is continuing in accordance with the 1990 Master Plan. Leutze Park, bordered by the oldest buildings, is the historic focus of the Navy Yard. Three museums and a waterfront park area enhance this area. Current employment is approximately 7,000 and is projected to increase to 12,000 in the future.

**11th Street Bridge Area**

The **Washington Gas Light** area extends east from 11th Street, S.E. and consists of property owned by the Washington Gas Company, Steuart Petroleum Company and the National Park Service (NPS). The Washington Gas property, currently vacant, is being treated to eliminate environmental problems dating from an earlier gas plant. Though the area is now somewhat isolated, it is important for future use and possibly as a replacement site for industrial uses in the core area. The Steuart property, at the eastern tip of the area, is used for oil storage tanks. NPS land extends in a strip between Water Street and the Anacostia River. The NPS land is essentially undeveloped for recreational use and portions of this land area are used by the D.C. Department of Public Works (DPW). Further east, some NPS land is leased to yacht clubs.

**Implications for the Future**

- The existing land use pattern in the core area will almost completely change from today's scattered industrial/commercial uses to the commercial and commercial/residential patterns called for in the Comprehensive Plan.

- Provision must be made for existing industrial uses to continue as new development occurs.

- Intensity of development, now very low, will greatly increase.

- The James Creek and Carrollsburg/Arthur Capper areas will retain essentially the existing land use pattern, with appropriate improvements.

- The Southeast Federal Center and the Navy Yard will undergo major land use changes in accordance with their adopted master plans.

## EXISTING ZONING

Zoning regulations (text and map), which govern the use and intensity of private land, are a key factor in guiding the future development of Buzzard Point/Near Southeast. A variety of zoning districts are currently mapped in the planning area. Federal lands are not zoned.

Portions of Southwest are shown as UR (Urban Renewal) on the map, because these areas are governed by urban renewal plan controls rather than zoning. However, this situation is changing because the urban renewal controls in Southwest expire in 1992, 1995 and 1996. In zoning actions separate from the Buzzard Point/Near Southeast study, the Office of Planning is recommending new zoning to replace urban renewal controls. The Zoning Commission held a public hearing on October 1, 1992 on Zoning for Area B. The Zoning Commission is expected to enact new zoning for that area by the end of the year.

### The Core Area

The core area has a range of industrial districts: C-M-1, C-M-2, C-M-3 and M. This zoning is essentially obsolete and must be changed to zoning districts that are in conformity to the Comprehensive Plan. The manufacturing districts do not allow residential development which the Comprehensive Plan mandates south of M Street, S.E./S.W. Many manufacturing uses allowed as a matter-of-right in the industrial districts would not be desirable in new commercial and mixed use areas mandated by the Comprehensive Plan. The C-M-3 and M districts allow office buildings with FAR of 6.0, a provision included to allow for occasional office buildings in industrial areas.

### Capitol Point PUD

The most recent zoning action in Buzzard Point/Near Southeast is the Capitol Point Planned Unit Development (PUD) in Square 602 on the west edge of the Buzzard Point area. The 8.51 acre site was once part of Fort McNair but wasdeclared surplus and sold for private use several years

ago. An August 10, 1990 zoning application requested final approval of a PUD and related change of zoning from unzoned property to W-1 and W-3. The developer, Riverside Associates, proposes to build a 12-story mixed use development, with office, residential and retail uses. After hearings, the zoning order was approved February 10, 1992. The lengthy review of the complex included consideration of design, security issues related to Fort McNair, the timing of residential development and the amount of recreation space. The office portion of the project fronts on Second Street, S.W. with a maximum height of 110 feet. The residential portion is adjacent to Fort McNair and steps up from a height of 40 feet adjacent to Fort McNair. The project is to have a maximum FAR of 5.5 which permits 1.2 million square feet of commercial space and a minimum of 500 market rate condominium and rental units.

**Zoning Case 89-1**

The Buzzard Point Planning Association (BPPA) has proposed rezoning the Buzzard Point area (south of P Street) from the existing zoning districts to a new Buzzard Point (BP) Special Development District. This plan and proposed zoning is discussed in Chapter IV. The Zoning Commission has not scheduled a public hearing, pending completion of an overall plan for the area.

**Residential Areas**

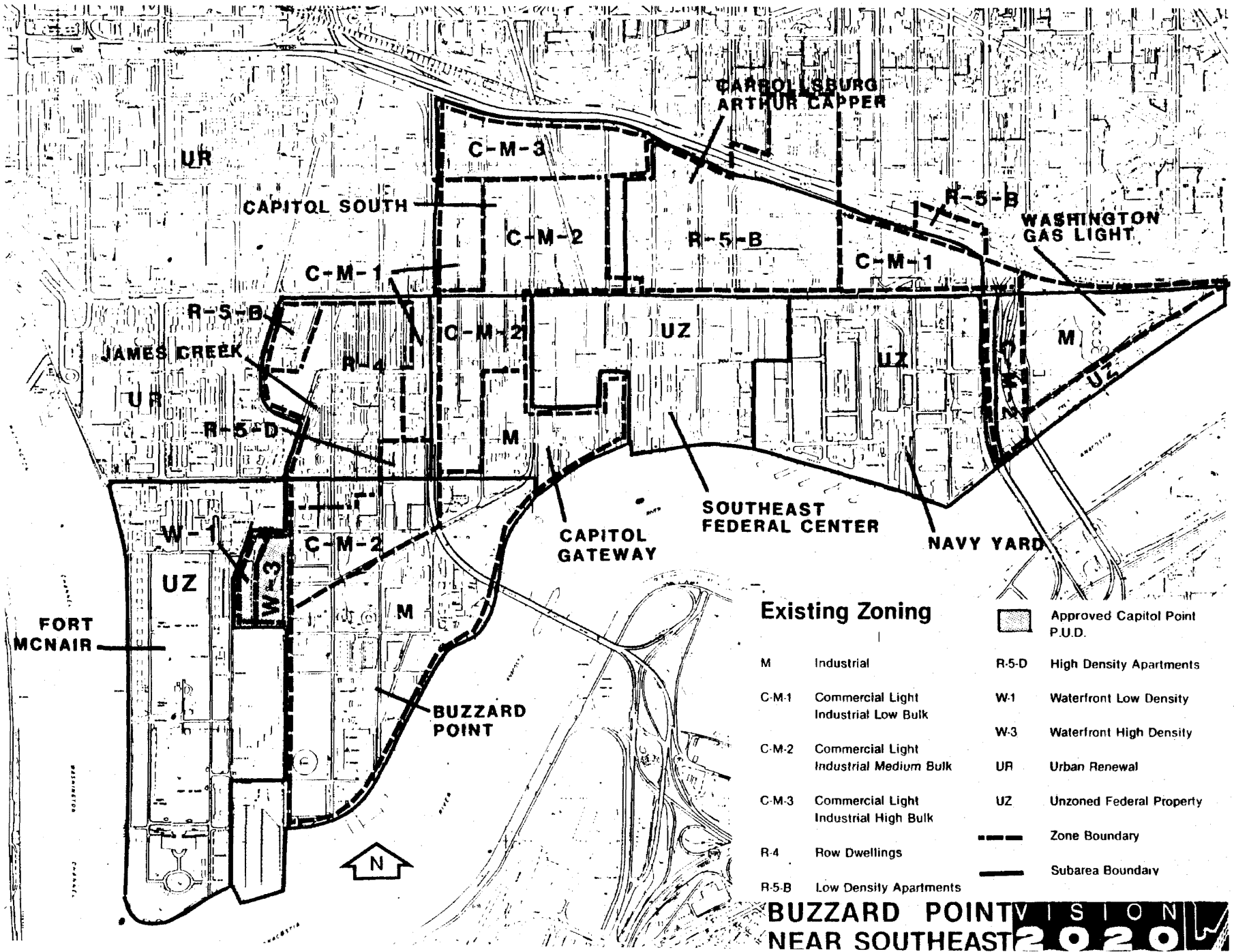
The residential zones adjacent to the core area are R-4, R-5-B and R-5-D. The R-4 District extends one block south of P Street into the Buzzard Point area, covering the Syphax Gardens apartment buildings that extend south of P Street. Square 654, bounded by O, P and First streets, S.W. and South Capitol Street, is zoned R-5-D, a high density residential district, but is actually developed with R-4 scale townhouses. The R-5-B District covers the area of Carrollsburg/Arthur Capper public housing developments.

**Federal Areas**

The three federal areas (Southeast Federal Center, Navy Yard and Fort McNair) are unzoned. The National Park Service properties in Buzzard Point are also unzoned, though not specifically indicated on the zoning map.

**11th Street Bridge Area**

The area east of 7th Street, S.E. to 11th Street, S.E. is zoned C-M-1 and the Washington Gas Light area is zoned M.


CARROLLSBURG
ARTHUR CAPPER
UR
C-M-3
CAPITOL SOUTH
C-M-2
R-5-B
C-M-1
WASHINGTON
GAS LIGHT
C-M-1
R-5-B
JAMES CREEK
C-M-2
UZ
M
UR
R-4
UZ
R-5-D
M
UZ
SOUTHEAST
FEDERAL CENTER
CAPITOL
GATEWAY
NAVY YARD
W-1
C-M-2
W-3
UZ
FORT
MCNAIR
M
BUZZARD
POINT
N
Existing Zoning
M Industrial
C-M-1 Commercial Light Industrial Low Bulk
C-M-2 Commercial Light Industrial Medium Bulk
C-M-3 Commercial Light Industrial High Bulk
R-4 Row Dwellings
R-5-B Low Density Apartments
R-5-D High Density Apartments
W-1 Waterfront Low Density
W-3 Waterfront High Density
UR Urban Renewal
UZ Unzoned Federal Property
Approved Capitol Point P.U.D.
Zone Boundary
Subarea Boundary
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

**Existing Zoning District in Buzzard Point/Near Southeast**
**Washington, D.C.**

| Zoning District | Floor Area Ratio (FAR) | Maximum Height |
|---|---|---|
| Residential | | |
| R-4- Row dwellings conversion and apartments | | 40' |
| R-5-B General Residence, medium density | 1.8 | 60' |
| R-5-D General Residence, high density | 6.0 | 90' |
| Industrial | | |
| C-M-1 Commercial-light manufacturing low bulk | 3.0 | 40' |
| C-M-2 Commercial-light manufacturing medium bulk | 4.0 | 60' |
| C-M-3 Commercial-light manufacturing high bulk | 6.0 | 90' |
| M General Industry | 6.0 | 90' |

Source: D.C. Zoning Regulations

**Implications for the Future**

- Rezoning of the core area will be one of the most important actions resulting from the Buzzard Point/Near Southeast Vision 2020 program. Development in the near future is likely to be limited. However, once zoning is in place, initial projects can move ahead.

- New zoning should be sufficient to guide new development and be as clear as possible.

- Some manufacturing uses will remain in the area for many years, perhaps undergoing alterations or expansions. New zoning should not penalize continued industrial use.

## DEVELOPMENT POTENTIAL

Assessing the "development potential" of an area is a product of two types of evaluations. The first evaluation involves the review of each piece of land in the study area in order to make a judgment of the likelihood of development. Questions include:

- Is the land vacant, a parking lot or vacant except for a few scattered structure?

- Is the existing building of substantial size or is it a building that could easily be demolished?

- Is the existing building serving a useful economic purpose or does it appear to be at or near the end of its economic life? Is the building deteriorated, boarded up or vacant? Does the building still serve some useful public purpose?

- Should the building be retained because it is historic in some respect, or because it has some special meaning or purpose to the community, such as a church?

- Is the physical condition or topography of the land suitable for new use or development?

- Is the land assembled in sites of sufficient size for new development? This condition is covered in the next section but is a consideration in assessing development potential.

The second set of evaluations involve outside forces which affect the use of the land. Questions include:

- Is there a market for new development?
- Are public improvements present or planned to support new development?
- Is the land accessible?
- What do public policies say about the future use of the land?

All of these types of questions go into evaluating the development potential of land in a given time period. In the end, there still has to be a judgment made of how likely a piece of land is likely to change. The judgment on many pieces of land provides a view of the development potential of an area.

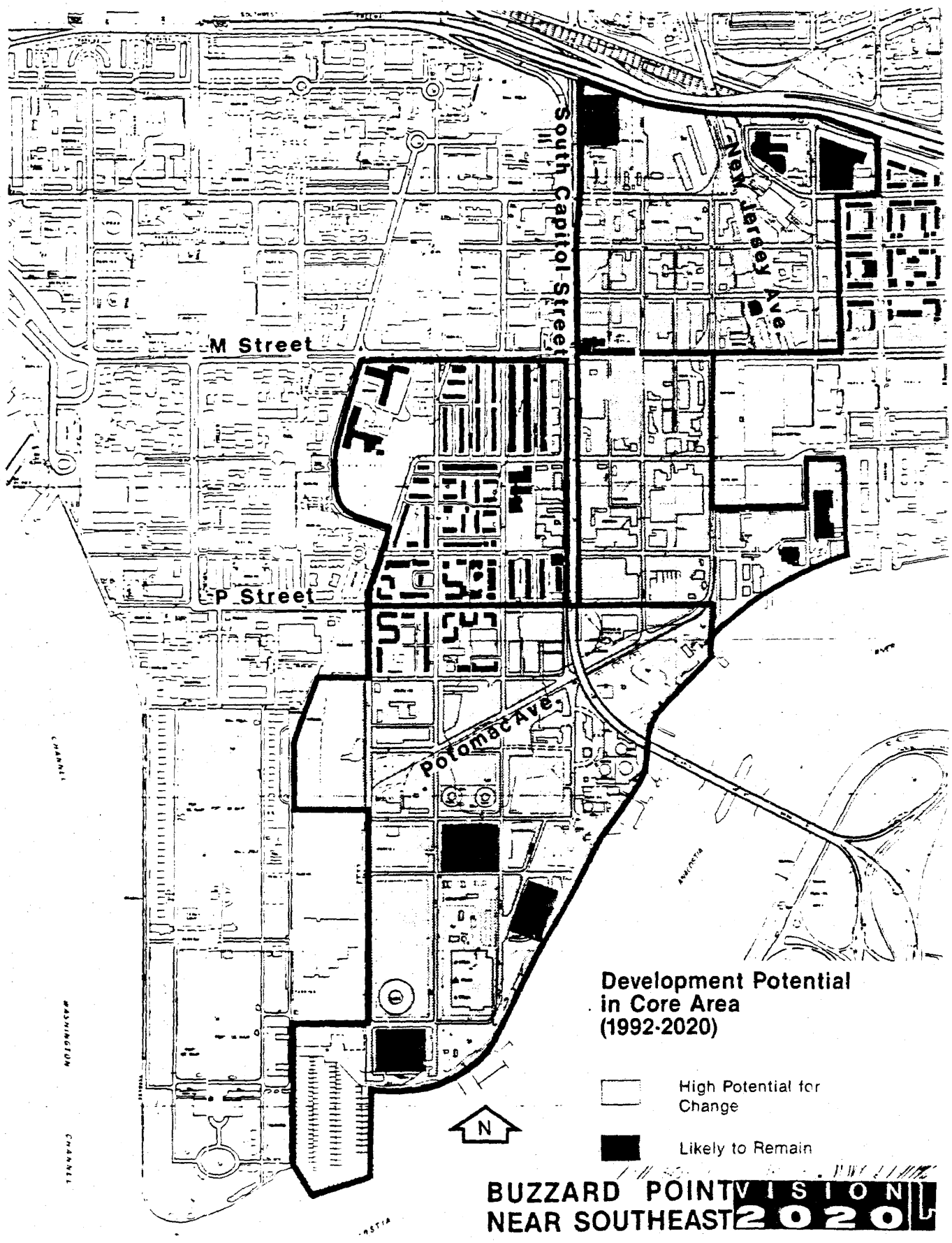
The Office of Planning has conducted an evaluation of the development potential of land in the core area of Buzzard Point/Near Southeast, plus some adjacent areas. The evaluation considers the likely potential for change over the next 20-30 years. Given the condition of land and buildings in each area, the potential of the area for major new development and public adopted policies, the judgment is quite clear: Almost all the core area is subject to change over the planning period. What cannot be said with certainty is the speed at which the change will occur. In economic development terms, there is no need to hurry the departure of an existing building or activity that is still serving a useful purpose. In some cases, there may even be some expansion of an existing use, or a short-term new use, before land is developed more extensively in the future.

**The Core Area**

**Capitol South**

Almost all the land in Capitol South is ready for change to more intensive development in response to market forces. Much of the land is now vacant or used for surface parking. There are only seven buildings or structures that appear likely to remain over the planning period (the year 2020):

- St. Vincent dePaul Catholic Church (Square 698)
- St. Matthew's Baptist Church (Square N743)
- Washington Post Building (Square 766)
- Washington Post warehouses (Square 737)
- Electric substation (Square 695), an open use that might be consolidated.


South Capitol Street
New Jersey Ave
M Street
P Street
Potomac Ave
N
Development Potential
in Core Area
(1992-2020)
High Potential for
Change
Likely to Remain
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

Two other structure are considered replaceable under special conditions.

- The District's former trash transfer station on Square 739, now used for storage of Department of Public Works trucks and equipment, could be demolished and the site redeveloped if a new location could be found for the existing functions.

- The WMATA chilled water plant in Square 699 serves the Navy Yard and Waterfront Metrorail stations. It must remain in the general area, but could be placed on top of a new building, as has been done at Metro Center and Farragut North stations.

In addition, there are two parcels to the east on M Street between Second and Fourth streets, S.E. in Squares 769 and 800. Both sites are vacant and ready for development. These sites face the Southeast Federal Center across M Street, S.E. Carrollsburg Dwellings buildings are located on the north side of each square.

**Capitol Gateway**

Capitol Gateway has two sections. The first section consists of six squares between South Capitol Street and First Street, S.E. The major factor shaping this section will be Washington Metropolitan Area Transit Authority (WMATA) land. The proposed expanded Southeast Metrobus Garage is to include all of Square 700 and most of Square 702, the two squares south of M Street, S.E. between Half Street, S.E. and South Capitol Street. Construction of the bus garage will involve demolition of the new self-storage building on South Capitol Street. WMATA also owns property in Square 701, around the entrance to the Navy Yard Metrorail Station, and proposes purchase of additional property in Square 703 for bus garage employee parking. Over the next 20-30 years, it appears that all remaining properties in this section are subject to change.

There are some properties in the first section with special conditions. The expansion of the bus garage site excludes properties on the southern end of Square 702, facing N Street, S.E. These properties now house a variety of night clubs. These buildings are likely to remain for some years, but appear suspectible to rebuilding at some future time as the area develops. All of Square 705 is occupied by an asphalt plant. The site is subject to rebuilding but there is an issue of where the asphalt plant can relocate.

The second major section of Capitol Gateway is a four acre site owned by the District government east of First Street, S.E. and used as the "O Street Yard" by DPW (Square S744). Two major buildings on the site must remain: the old sewage pumping station (1906) and the new sewage pumping station. These buildings serve a vital purpose and are related to underground sewage lines that converge here from across the city. Sewage is pumped to the Blue Plains treatment plant from this site. The remainder of the yard includes open storage of DPW equipment and several garage buildings. DPW has indicated that these functions could be relocated to another site if such a site were available in the general area.

**Buzzard Point**

The Buzzard Point subarea south of P Street is occupied by scattered warehouses, Potomac Electric Power Company (PEPCO) property and facilities, open industrial uses and two large private office buildings which are leased to the federal government.

South of Potomac Avenue there are only three sites that are likely to remain over the next 20-30 years. There is a large office building on Square 666 at T Street, S.W. and another on Square 613 at V Street between First and Second streets, S.W. Both buildings are owned by Lazzio Tauber, Jr. and leased to the federal government. The Square 666 building is occupied by the Washington Metropolitan Office of the Federal Bureau of Investigation (FBI) and other government agencies. The second building on Square 613 is occupied by the Coast Guard. Both buildings were constructed in the mid-1970s and occupy key waterfront sites. The assumption is that these buildings will remain for some time but are subject to being replaced in the future. The third site that is resistant to change is Square 663 where the PEPCO combustion turbines are located. These turbines are used to generate additional electricity during peak demand periods. PEPCO has indicated that these combustion turbines are to be retained at this location at least through the year 2020. Other PEPCO facilities in the area have been or are being phased out of use and the PEPCO land will be available for future development. The PEPCO underground high voltage lines, which come into this area under the Anacostia River, are important to consider in planning future utilities in the area.

North of Potomac Avenue, most property is subject to change. However, existing housing in Squares 601 and 656, bordered by P, Half, Q and First streets, S.W., poses a policy question that is not yet resolved. The housing includes some Syphax Gardens buildings, owned and operated by the

D.C. Department of Public and Assisted Housing (DPAH) and some private housing, all generally two-three stories high. These squares form the transition from the lower scale James Creek area to Buzzard Point area which is proposed to be higher scale and density. The housing could be retained, with higher density development beginning south of O Street, S.W. The alternative would be to replace the housing at a future date with higher density housing or with mixed use (residential/commercial) development. If the second approach is followed, the existing housing should be maintained in good condition (perhaps even improved) until new development takes place. Additional study is needed of this transition area.

**Residential Areas**

**James Creek**

The policy for the James Creek area is to retain and enhance the residential function of the neighborhood. However, there is a strip of underused commercial land on the west side of South Capitol Street between M and O street, S.W. Between M and N streets S.W., this strip of land is only 45 feet wide. It will difficult to accommodate much more development than the existing one-story commercial buildings. The strip of land between N and O streets, S.W. is wider (179 feet) and could accommodate more intensive development if the land were to be assembled. Existing buildings appear subject to change.

**Implications for the Future**

- Approximately 90 percent of the core area is judged to have high development potential, i.e. the land is either vacant, used for open storage or open industrial uses or capable of being cleared with little effort.

- District owned properties (the old trash transfer station on Square 739 in Capitol South and the O Street Yard in Capitol Gateway) occupy key sites and are subject to reuse in whole or in part, if existing functions can be relocated elsewhere.

- Reuse of key sites, now used for sand and gravel operations, oil transfer and asphalt manufacturing, will require consideration of where these uses can relocate.

- The PEPCO combustion turbines on Square 663 in the Buzzard Point area are projected to remain through the year 2020. They must be considered in the development of the area.

- The two existing large office building in Buzzard Point on Squares 666 and 613, now leased to the federal government, will likely remain over the next 20-30 years and must be considered in staging development.

- Additional study is needed of how to treat existing housing in squares 601 and 656 between P and Q streets, S.W. in the Buzzard Point area.

## LAND OWNERSHIP

### The Core Area

Patterns of land ownership in terms of the type (private, public, institutional), and the degree to which land is assembled, influence future development trends and patterns. The objectives of land owners for using their property will also influence development. For example, considerable land in the Capitol South area is owned by persons or companies who are assembling land for future development.

However, some land owners along the Buzzard Point waterfront, while not unmindful of future development opportunities, are primarily interested in continuing their current businesses (sand and gravel operations, oil transfer, asphalt plant). The District government owns several key properties in Capitol South and Capitol Gateway that have development potential, but the District must consider where existing uses could be accommodated.

### Capitol South

Land ownership in Capitol South is predominantly private. In the areas between South Capitol Street and First Street, S.E. (six squares), major assembly has already taken place. Most squares have only two or three owners and further assembly can be expected to take place in the future. As indicated in the previous section, almost all of Capitol South has development potential. Public land in Capitol South includes property owned by the Architect of the Capitol in Square 695, a federal warehouse on Square 699 and the District's former trash transfer station property on Square 739. The Washington Metropolitan Area Transit Authority (WMATA) owns land surrounding the New Jersey Avenue entrance to the Navy Yard Metrorail Station and land occupied by a chilled water plant in Square 698. Two churches occupy sites in the area and are expected to remain.

**Capitol Gateway**

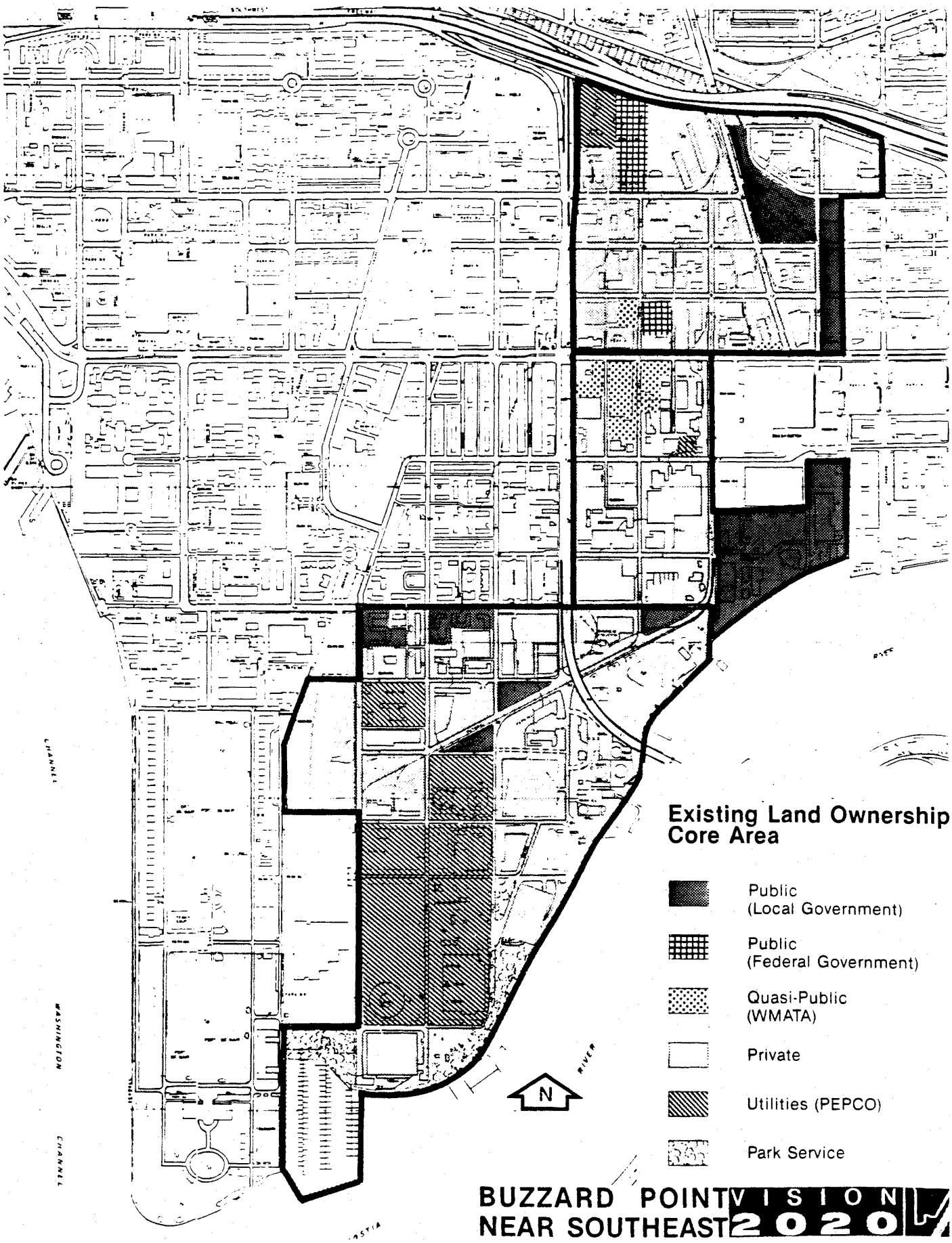
This area consists of six squares south of M Street plus the District's O Street Yard east of First Street, S.E. WMATA owns land in Square 700 occupied and related to the existing Southeast Bus Garage and in Square 701 around the western entrance to the Navy Yard Metrorail Station. WMATA plans to acquire all of Square 700 and most of Square 702 (except for properties facing O Street). WMATA also plans to purchase property in Square 703 for employee parking related to the expanded bus garage. The remainder of the other three squares is in private ownership, generally in relatively large parcels due to assembly or reflecting existing industrial uses. The District's O Street Yard has been discussed in the Development Potential section.

**Buzzard Point**

Most of the Buzzard Point land is in large private ownerships and most owners are interested in future development. Most of the owners have joined together in one of two groups, the Buzzard Point Planning Association (BPPA) or the Buzzard Point/Capitol Gateway Group (BP/CGG), discussed in Chapter IV. PEPCO is the single largest landowner in the area, with 24.3 acres on six squares in the center and south end of Buzzard Point. Sand and gravel, concrete and oil companies own tracts of land in the northeast corner of the area, both north and south of Frederick Douglas Bridge. Riverside Associates owns the 8.5 acres Capitol Point site on the west side of the area. The Zoning Commission has approved a PUD for this site.

Some property is in public ownership. The National Park Service administers park land at the south end of Buzzard Point, most of which is leased for the Buzzard Point and James Creek marina operations. Some additional park service properties extend north along or near the waterfront. The District government owns three park reservations along Potomac Avenue. In addition, the Department of Public and Assisted Housing (DPAH) owns the land occupied by Syphax Dwellings in Squares 601 and 656.

The amount of land in large ownership simplifies the development potential of Buzzard Point. However, the situation is complicated by the need to make significant changes to the existing pattern of streets and open spaces and, of course, to almost completely change the land use pattern. The key to successful development of Buzzard Point is achieving the desired use pattern within the framework of other amenities, such as the continuous waterfront open space, new squares and circles and improved street system. The BPPA proposal and the BP/CGG proposals both recognize the need to combine zoning and planning requirements in such a way that existing landowners and the public can work together to shape a new pattern of development.




BUZZARD POINT
NEAR SOUTHEAST

VISION 2020

**Implications for the Future**

- Much of the core area land is assembled in large parcels, which will facilitate future development.

- Phasing of development must consider the needs and relocation possibilities of major industrial users (sand, gravel, concrete and asphalt operations).

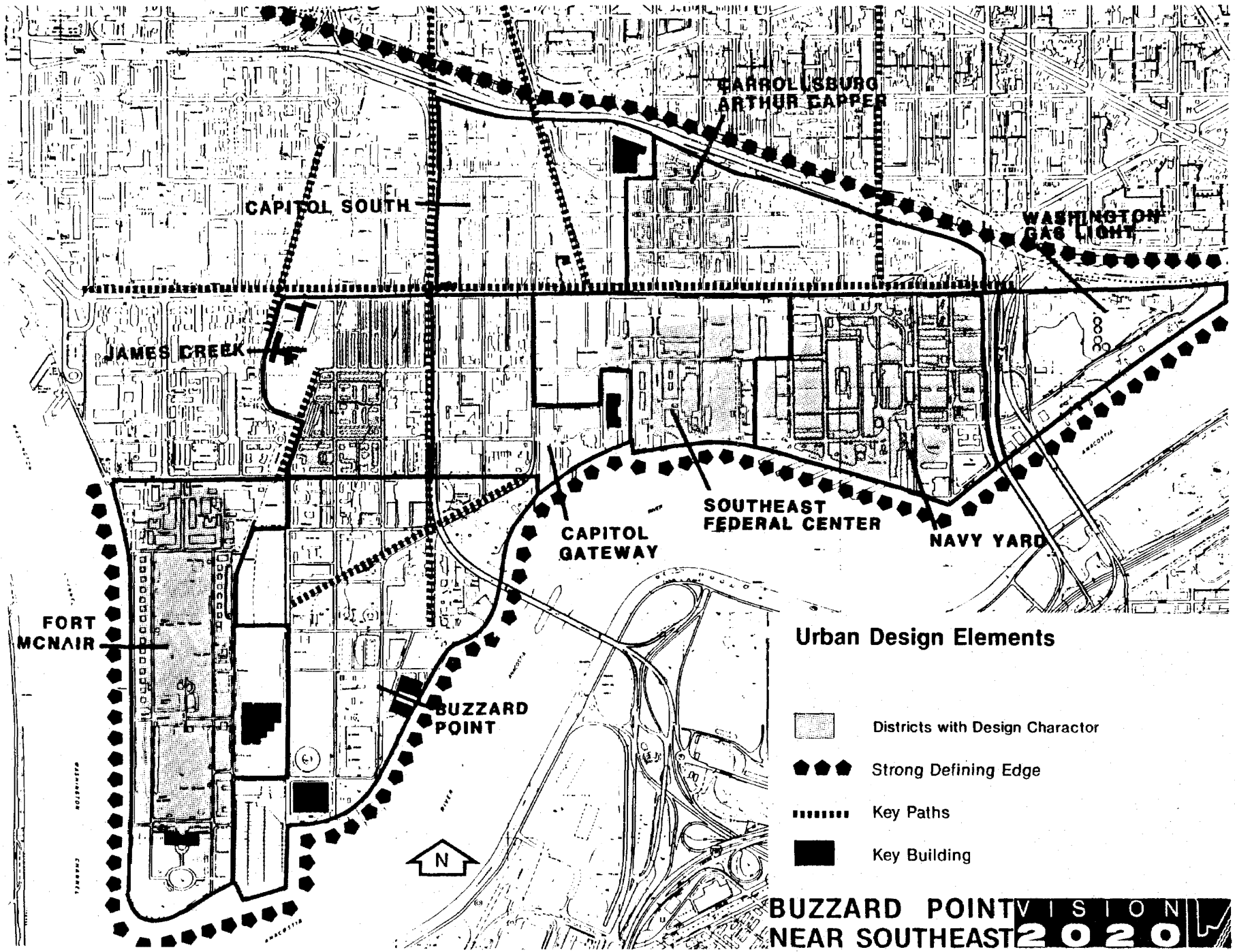
- District properties (Department of Public Works) occupy key sites but reuse is not possible without finding new sites for existing uses.

## URBAN DESIGN

Urban design is the art of combining buildings, streets, open spaces, and natural features of the land in an efficient and attractive manner. Urban design must consider land use, transportation, community needs and social/economic factors. Central Washington, including Buzzard Point/Near Southeast, has a strong design heritage as a result of the L'Enfant Plan and various design modifications over the past 200 years. However, not all the design modifications have been positive. Buzzard Point/Near Southeast, and especially the Anacostia waterfront, has been cut off from the center of the city by a railroad, the Southeast Freeway and waterfront industries. The key word to describe Buzzard Point/Near Southeast is disconnected; isolated from the surrounding urban fabric and with unconnected subareas. Shaping the future urban fabric must be based on an understanding of the natural setting and the existing built environment.

**Natural Features**

Two hundred years after the City of Washington was established, the original features of the land have been considerably altered. The major natural feature is the Anacostia River. The original ragged shoreline has been smoothed out and extended into the river after many years of fill. In most places, today's shoreline is 100-200 feet south of the original location. The original topography has been graded and filled. With the exception of steep banks at the water riverbank, the existing topography is generally gentle, sloping up from approximately five feet at the tip of Buzzard Point to about 30 feet near Potomac Avenue and First Street, S.W. North of M Street, S.E. the land begins a gradual rise toward Capitol Hill, with an elevation of approximately 30 feet at New Jersey and I Street, S.E. The topography will not be a major factor in the development of the area.


CARROLLSBURG
ARTHUR CAPPER
CAPITOL SOUTH
WASHINGTON
GAS LIGHT
JAMES CREEK
SOUTHEAST
FEDERAL CENTER
CAPITOL
GATEWAY
NAVY YARD
FORT
MCNAIR
BUZZARD
POINT
N
Urban Design Elements
Districts with Design Charactor
Strong Defining Edge
Key Paths
Key Building
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

## The Built Environment

Understanding and structuring the built environment requires an understanding of the components of urban design: paths, edges, districts, nodes, landmarks, views and vistas. Today, there is a limited sense of place in the Buzzard Point/Near Southeast. Much of the land within the planning area, especially the core areas of Capitol South, Capitol Gateway and Buzzard Point, contain vacant land or industrial uses. There are deteriorating pavements, crumbling or absent bulkheads and scattered debris.

### Paths

The street system forms the main paths through the area. The L'Enfant Plan, as modified by others, forms a system of diagonal avenues overlaid by a grid of streets. However, some streets had been eliminated and most streets have limited defining building frontages. Key streets are M Street, S.E.; South Capitol Street; Potomac Avenue, S.E./S.W.; New Jersey Avenue, S.E. and Eighth Street, S.E. M Street could emerge as a main street with denser clusters of development near the Southeast Federal Center and Navy Yard station. Areas north and south of M Street could develop differently from one another, since the area to north will be in closer proximity to the Capitol. South of M Street, orientation is likely to be directed to the Anacostia River. Potomac Avenue must be considered the principle "urban thoroughfare" of the area south of M Street. South Capitol Street, which is the main north-south arterial street into Buzzard Point/Near Southeast, now acts as a divider. Half Street, S.E., which does not seem important in the original plan is now proposed (in the Anacostia Waterfront Master Plan) to be a major connection between M Street and the waterfront. The street system needs to be defined to better link subareas together and to connect with adjacent areas.

### Edges

Buzzard Point/Near Southeast has strong edges: the Southeast Freeway on the north, the Washington Channel on the west and the Anacostia River on the south and east. The Southeast Freeway is a strong barrier that will remain, somewhat separating the area from Capitol Hill and the Capitol Complex. Design measures are needed to soften the impact and to improve connections.

The Anacostia waterfront provides the key potential of the area. The entire waterfront, including Fort McNair and extending east to the line of 15th Street, S.E., is over 17,000 feet long (more than three miles). Today, the waterfront is generally inaccessible and is broken up into unconnected segments. The goal should be to connect these pieces, allowing continuous public access to and along the waterfront, creating "Washington's next great waterfront".

**Districts**

A "district" is a part of a city that has a unique character or physical image, generally with clear boundaries. In the urban design sense, there are five "districts" currently existing in Buzzard Point/Near Southeast: Fort McNair, the Navy Yard, the Southeast Federal Center, James Creek and portions of the Carrollsburg Dwellings and Arthur Capper housing complexes.

Fort McNair has been designed in a manner reminiscent of a campus plan. There is a central open space around which all of the major buildings of the fort are organized. From the central mall, there are incredible views across the Washington Channel towards Virginia and toward the Monumental Core. The Navy Yard has a different character, with industrial buildings spaced fairly close together. The open space is smaller and more enclosed than the open space of Fort McNair. Fort McNair and portions of the Navy Yard are designed as "historic districts". The Southeast Federal Center has more recent industrial buildings. James Creek contains primarily low-scale rowhouses and garden apartments with a recreational facility and open space located along Delaware Avenue, S.W. The western portion of the Carrollsburg/Arthur Capper area has a low scale but defined character. These existing "districts" need to be enhanced and the remaining portions of Buzzard Point/Near Southeast need to be designed to have a distinct character.

**Nodes**

A "node" is a strategic point in a city where there is a concentration of some particular use, physical characteristic, activity or convergence of major pathways. Examples of existing nodes in Washington, D.C. are Farragut Square, Dupont Circle, the corner of Wisconsin Avenue and M streets, N.W. in Georgetown, and 14th and U Streets, N.W. in the Shaw area.

In the case of the Buzzard Point/Near Southeast, there are a number of areas where potential nodes of activity could exist. The new urban square that is to be located at the terminus of New Jersey Avenue in the Southeast Federal Center has the potential of being a well defined open space that will be used by employees and visitors. An urban open space, on axis with South Capitol Street at the waterfront, could serve as another focal point. A special place or node should be developed at the west entrance to the Navy Yard Metrorail Station (M and Half streets, S.E.).

**Landmarks**

There are different types of "landmarks" within Buzzard Point/Near Southeast. Some are official historic landmarks, such as the National War College (Theordore Roosevelt Hall) on the grounds of Fort McNair and the Latrobe Gate at the intersection of 8th and M streets, S.E., which marks the entrance to the Navy Yard. Other landmarks in the area are not historic, but are significant within the area because of size or some other characteristic. Examples include the Washington Post Building in Capitol South, the two large office buildings in Buzzard Point and the Sewage Pumping Station near O and First Street, S.E. The Frederick Douglas Bridge and the 11th Street Bridges are also "landmarks" in the waterfront setting. Art works, including sculpture, can be a landmark or provide a sense of place. However, there are few art works in the area.

**Views and Vistas**

Development of Buzzard Point/Near Southeast should consider key views and vistas. Examples include the views toward the Capitol along South Capitol Street and New Jersey Avenue, S.E., and the views from the Frederick Douglas Bridge and the Anacostia Freeway toward the Capitol and the Washington Monument. Views out of the area, south to the Anacostia River east bank are also important.

**Implications for the Future**

- The Anacostia waterfront is the key urban design opportunity that can provide a major new amenity and image for Buzzard Point/Near Southeast.

- Historic street and open space patterns resulting from the L'Enfant plan can be used as structuring elements that will help reintegrate Buzzard Point/Near Southeast into the fabric of the city.

- Approximately 90 percent of the core area is subject to change. There is an opportunity to shape a new physical image for this area.

- Outside of Fort McNair, Navy Yard, and Southeast Federal Center, the architectural character of the Buzzard Point Planning Area is limited.

- Visual and physical links to the waterfront are weak in the core area, and need to be enhanced.

- The design character of existing "districts" needs to be enhanced and a new character created in now formless areas.

- M Street, S.W./S.E., New Jersey Avenue S.E., and South Capitol Street are special streets and need special design treatment.

- Art works are almost totally lacking in Buzzard Point/Near Southeast. The role of the arts in rebuilding the area needs additional consideration.

## TRANSPORTATION AND INFRASTRUCTURE

### Streets

The Buzzard Point/Near Southeast study area is served by two major arterials of regional importance; the Southeast Freeway and South Capitol Street. These arterials provide access to the study area from the east, south and west. In 1991, average daily traffic (ADT) on these major arterials was 103,000 vehicles per day on the Southeast Freeway and 60,400 vehicles per day on South Capitol Street. Access to the study area is further augmented by the three Anacostia River crossings, which include the Frederick Douglass Bridge (South Capitol Street), the 11th Street Bridge (I-295) and the John Philip Sousa Bridge (Pennsylvania Avenue S.E.). The 1991 ADT volumes for these bridges were 73,900 vehicles on the Frederick Douglass Bridge, 85,600 vehicles on the 11th Street Bridge and 81,600 vehicles on the Sousa Bridge, for a total ADT on these three bridges of 241,100 vehicles.

M Street and Maine Avenue S.W. are the study area's most important principal arterials. M Street S.W. carried an average of 28,100 vehicles daily in 1991, while M Street S.E. carried (29,100 vehicles). Maine Avenue is the study area's major western portal. Its 1991 ADT was 24,000 vehicles. Other minor arterials and collectors that provide access to the study area include 8th Street, 11th Street and New Jersey Avenue S.E. The 1991 ADT volumes for these streets was 11,400 vehicles for 8th Street, 9,100 vehicles for 11th Street and 3,400 vehicles for New Jersey Avenue.

Several collectors help to distribute traffic within the James Creek and Buzzard Point subareas south of M Street S.W. These include P Street S.W., (1991 ADT of 8,800 vehicles), 4th Street S.W. (1991 ADT of 3,300 vehicles), 1st Street S.W. (1991 ADT of 4,000 vehicles) and Potomac Avenue S.W. (1991 ADT of 2,000 vehicles).

Physical road conditions vary within the study area from excellent along M Street (reconstructed in 1991 after Metrorail construction) and portions of the Southeast Freeway to virtually unpaved dilapidation on Potomac Avenue. In general, streets in the study area's industrial sections, including Potomac Avenue, are characterized by deteriorated pavement, missing or poorly-maintained sidewalks and (in the cases of Potomac Avenue and First Street S.E.) abandoned railroad tracks. These streets are in need of reconstruction and resurfacing.

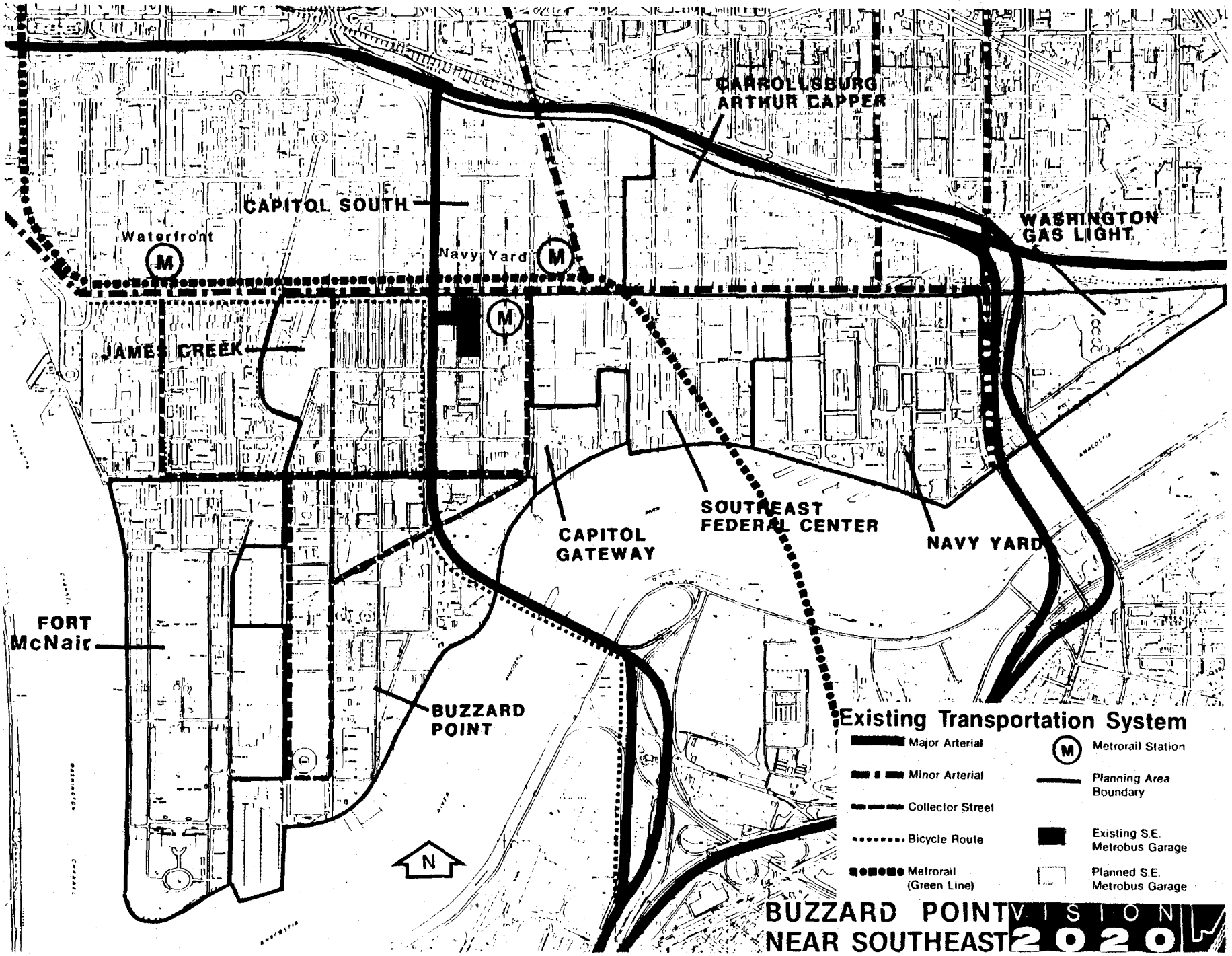
**Transit**

The study area is served by a number of all-day Metrobus routes. Most of these routes connect downtown with two Metrorail stations east of the Anacostia River: Anacostia Metro and Minnesota Avenue Metro. These routes run primarily along M and South Capitol streets. Other routes connect portions of the study area with upper Northwest Washington and Silver Spring. Several of these routes provide all-night or "Owl" service.

Metrorail service is provided at the Waterfront and Navy Yard Metrorail stations, both of which opened in December 1991. The Navy Yard station is located within the core area (Capitol South/Capitol Gateway) on M Street S.E., with entrances at Half and M Streets S.E. and New Jersey Avenue and M Street S.E. Current daily ridership at the Waterfront Metrorail Station is 3,400 persons. Current daily ridership at the Navy Yard Metrorail Station is 1,200 persons. However, WMATA indicates that both stations can handle up to 12,000 passengers per hour.

**Bicycle Routes**

An existing on-street segment of the Potomac Heritage (bicycle) Trail runs along M Street S.W. to South Capitol Street, where it turns south to cross the Frederick Douglass Bridge. The Potomac Heritage Trail is part of a network of existing and planned regional bicycle routes designed to connect the District with its Maryland and Virginia suburbs. The city is currently evaluating proposed improvements to the existing Potomac Heritage Trail link within the study area as well as a proposed South Capitol Street bicycle route connecting this link with the proposed Metropolitan Branch Trail in Northeast Washington.


CARROLLSBURG
ARTHUR CAPPER
CAPITOL SOUTH
Waterfront
Navy Yard
WASHINGTON
GAS LIGHT
JAMES CREEK
CAPITOL
GATEWAY
SOUTHEAST
FEDERAL CENTER
NAVY YARD
FORT
McNair
BUZZARD
POINT
N
Existing Transportation System
Major Arterial
Minor Arterial
Collector Street
Bicycle Route
Metrorail
(Green Line)
Metrorail Station
Planning Area
Boundary
Existing S.E.
Metrobus Garage
Planned S.E.
Metrobus Garage
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

**Pedestrian Access**

While much of the new development currently proposed for the study area is within a 10-minute walk of the Waterfront or Navy Yard Metrorail stations, the existing pedestrian environment in portions of this area is neither attractive nor safe. Many streets in the industrial areas south of M Street lack sidewalks and/or curbs. Where sidewalks are present, they are often deteriorated, broken up by multiple curb cuts and even blocked by parked vehicles. In addition, public access to the waterfront is possible only at the two marinas adjacent to Fort McNair. Within residential areas, better-designed sidewalks and curbs contribute to a safer and more attractive pedestrian environment. This is also true within the Southeast Federal Center and Navy Yard areas, where the pedestrian environment is further enhanced by dedicated sidewalks and pathways, and developed waterfront access.

**Air and Water Transportation**

Air Pegasus Helicopter Services currently operates a commercial helipad on South Capitol Street just south of the Frederick Douglass Bridge. This facility is in limited use based on Federal Aviation Administration (FAA) approval to operate under a helipad license granted the former owners of the site, Steuart Petroleum. Air Pegasus would like to expand the facility to serve regular commercial intercity and local helicopter flights.

Water transportation in the study area consists primarily of freight barges (petroleum products, sand and gravel), tugboats and small pleasure craft. Only the Frederick Douglass Bridge is designed to allow tall ships to pass because of its swinging center span. Low bridge clearances and the Anacostia River's shallow depth combine to limit commercial ship traffic east of the 11th Street Bridge. Two pleasure craft marinas are located within the Buzzard Point area adjacent to Fort McNair. Four yacht clubs are located along Water Street S.E. east of the 11th Street Bridge.

**Implications for the Future**

The Anacostia Waterfront Planning Study, prepared under the auspices of the Federal City Council in 1992, cites several elements of the existing transportation system that will serve as constraining factors on new development in the Buzzard Point/Near Southeast planning area. These include:

- Regional highway links such as the Southeast Freeway (existing and likely future capacity). The study assumed this factor to be beyond its scope and therefore did not include these links in its analysis.

- Portal streets (existing and likely future capacity).

- Waterfront and Navy Yard Metrorail stations (existing and likely future capacity).

- Proposed parking supply for planned development in the study area (one parking space for every five employees).

Because of environmental and fiscal constraints, the District currently has no plans to significantly increase the capacity of the existing road network. As a result, road capacity constraints will combine with limited parking to require future employees and visitors to use public transit and ride sharing to a significant degree. The report recommends a transportation demand management (TDM) approach. A variety of strategies are recommended, including:

- Employer-supported ridesharing programs.

- Enhancements to competing modes of transportation (e.g. shuttle service between the Buzzard Point area and the nearby Metrorail stations, preferential parking for carpool and vanpool vehicles, and local streetscape improvements to encourage walking and bicycling within the study area)

  Alternatyive work schedules (flextime)

**Water Supply**

According to the D.C. Water and Sewer Utility Administration (WASUA), the study area is adequately supplied with water from existing city water mains. Reserve capacity of the existing water supply system serving the area is expected to handle future development.

**Storm Drainage and Sanitary Sewer Systems**

The study area west of South Capitol Street (Buzzard Point, James Creek and lower Southwest) is served by separate storm and sanitary sewer networks. Because the city's existing stormwater management regulations prohibit any increase in stormwater runoff from privately developed property, WASUA estimates that the storm sewer network in this area is more than adequate for future development. The existing sanitary sewer network in this area is also seen by WASUA as adequate to handle future development.

The study area east of South Capitol Street (Capitol South, Carrollsburg/Arthur Capper, Gateway, Southeast Federal Center and Navy Yard) is served by a sanitary sewer network that is partially a combined sanitary and storm sewer system.

**Implications for the Future**

- A constraint to development east of South Capitol Street results from the fact that the sewer network in that area is in part a combined storm and sanitary sewer system. It will be necessary to replace existing combined sewers with separate storm and sanitary sewers on an incremental basis as new development proceeds in this area.

## COMMUNITY FACILITIES

The identification of community facilities and services in the Buzzard Point/Near Southeast area is essential in assessing the amenity level and in determining the future needs for the community in the year 2020. Community facilities include parks, recreation centers, day care centers, community service centers, schools, fire and police stations, libraries and other public buildings utilized by the public.

Community facilities are now limited in the Buzzard Point/Near Southeast area. In many cases, residents have to rely on services located outside the community to meet their needs. Review of community facilities must address the adequacy of existing facilities and the need for future facilities. Community facilities that serves the Buzzard Point/Near Southeast area are described in the following sections. Throughout this section, facilities actually in Buzzard Point/Near Southeast area are marked with an asterisk(*).

**Educational Facilities**

The District of Columbia Public School (DCPS) system provides public education to citizens of the District of Columbia ages 6-20, living in and near the Buzzard Point/Near Southeast area. Educational programs are also available for adults over 20 years of age.

The D.C. Public Schools (DCPS) system operates four (4) elementary schools, one (1) junior high school and one (1) warehouse within or near the Buzzard Point/Near Southeast area.

- Amidon Elementary School
  4th and Eye Streets, S.W.

- Bowen Elementary School
  M Street between 1st and 2nd Streets, S.W.

- Van Ness Elementary School*
  5th and M streets, S.E.

- Syphax Elementary School*
  Half Street,S.W. between N and O streets, S.W.

- Jefferson Junior High School
  H Street between 7th and 9th streets, S.W.

- Harbor Garage Warehouse
  7th and H streets, S.W.

Students of high school age who live in Buzzard Point/Near Southeast attend Anacostia High School. A large number of students also attend Ballou Senior High School.

The Harbor Garage Warehouse is used for storing office supplies. It is also utilized for the D.C. Public School/Federal Government Science program. The building, on loan from the District of Columbia government. The warehouse is located across the street from Jefferson Junior High School.

All of the facilities that are operated by the public school system are in need of some improvement. The extent of those improvements has not yet been determined.

**Recreational Facilities**

The D.C. Department of Recreation and Parks (DRP) operates recreational activities at five (5) locations in Buzzard Point/Near Southeast. Recreational programs include services for the general public, therapeutic recreation services for physically and mentally disabled persons, youth-directed recreational services, adult sports leagues, and recreational programs for senior citizens.

There are three types of recreational centers, defined according to the size and kind of activities they offer: recreational-based, school-based, and housing-based.

Recreational based programs are located at:

- Randall Recreation Center
  South Capitol and I streets, S.W.

- Joy Evans Therapeutic Recreation Center*
  5th and L Streets, S.E.

Housing-based programs are located at:

- Arthur Capper*
  6th and L streets, S.E.

- King-Greenleaf*
  Canal and M streets, S.W.

A school-based program is located at

- Syphax Elementary School*
  Half and N streets, S.W.

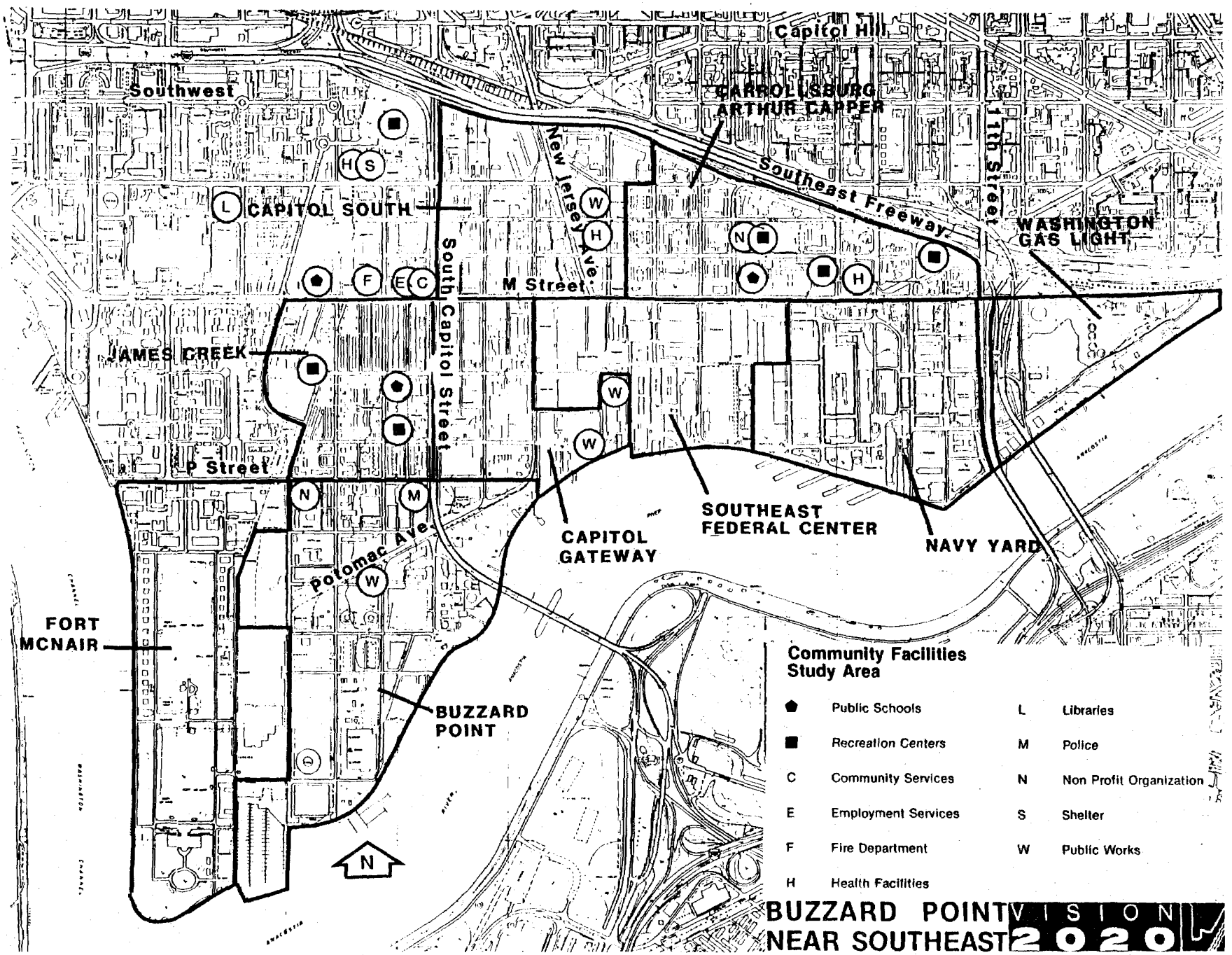
Recreational facilities in Buzzard Point/Near Southeast are in fair or good condition. In all instances, they are in need of repair or replacement. DRP will require additional open space for parks and recreation facilities to serve future residents resulting from new development.

**Libraries**

D.C. Public Library provides library services and sponsors several community programs at the Southwest Branch Library, 902 Wesley Place, S.W (northeast of Waterside Mall). There is no library in the planning area.

**Public Safety**

The Buzzard Point/Near Southeast area is part of the First Police District, with headquarters located at 415 Fourth Street, S.W. A substation is located at 500 E Street, S.E. The Metropolitan Police Department's Fleet Management Division is located in Buzzard Point, at 1501 South Capitol Street, S.W. Citywide departmental vehicle maintenance is performed at this facility.


Capitol Hill
Southwest
CARROLLSBURG
ARTHUR CAPPER
Southeast Freeway
11th Street
WASHINGTON
GAS LIGHT
CAPITOL SOUTH
New Jersey Ave
South Capitol Street
M Street
JAMES CREEK
P Street
Potomac Ave
CAPITOL
GATEWAY
SOUTHEAST
FEDERAL CENTER
NAVY YARD
FORT
MCNAIR
BUZZARD
POINT
N
Community Facilities
Study Area
Public Schools
Recreation Centers
C Community Services
E Employment Services
F Fire Department
H Health Facilities
L Libraries
M Police
N Non Profit Organization
S Shelter
W Public Works
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

There is no fire station in the Buzzard Point/Near Southeast area. Fire protection is provided by:

- Engine Company No. 7, Half and M streets, S.W.
- Engine Company No. 18, at 414 Eighth Street, S.E.

## Health and Human Services

### Medical Services

The Department of Human Services (DHS) manages the Southwest Health Center on 850 Delaware Avenue, S.W. Services include dental care, family health care, AIDS counseling, and OB/GYN (obstetric and gynecology). Health care services are also provided at Randall School and the Arthur Capper Neighborhood Health clinic*.

### Drug Treatment

The Services Helping Addicts Come Klean (SHACK) Clinic at 123 K Street, S.E. (near New Jersey Avenue and 2nd Street, S.E.), operated by the D.C. Department of Human Services, offers a drug treatment program to the general public. SHACK provides services to heroin abusers, including individual and group counseling. Narcotics Anonymous meetings are held at the clinic.

### Mental Health

PSI Associates Incorporated, at 770 M Street, S.E., provides services to person who have been diagnosed as being mentally retarded or emotional disturbed. Psychiatric evaluation is also offered.

### Homeless Shelter

The Office of Emergency Preparedness operates a shelter for single adults and families at the former Randall School, First and I streets, S.W. Families receive temporary housing for 24 hours a day, seven days a week. Single adults receive overnight shelter from 7 p.m. until 7 a.m. Case management and social services are provided at the shelter.

**Public Works**

The D.C. Department of Public Works (DPW) has two major facilities in Buzzard Point/Near Southeast which serve a much larger area.

- The former Solid Waste Transfer Station at 900 New Jersey Avenue, S.E. (Square 739) in the Capitol South area, is now used for storing and maintaining a variety of street equipment. As indicated in the Development Potential section, these operations could be relocated if a suitable site could be found.

- The "O Street Yard" is located in the Capitol Gateway area at First and N Streets, N.W., and borders the Anacostia River on the south. The two sewage pumping stations must remain. Other space and buildings are used for fleet management and snow removal operations. Some of these operations might be relocated if a suitable site could be found.

- Three public reservations (triangles) along Potomac Avenue are used for storage space by DPW, including a new salt dome at Potomac Avenue and R Street, S.W.

**Employment Services**

The Department of Employment Services (DOES) has an office, with other D.C. Government agencies, at the Mayor's Buzzard Point Community Empowerment Center (25 M Street, S.W.). DOES has a staff person that provides two programs five days a week:

1) Regional Resource Center for Homeless Applicants, a Department of Human Services (DHS) program includes counseling services, referral to days work or other jobs (1217 Good Hope Road S.E.), referral to training and testing (1000 U Street, N.W.) and referral to DHS for other services (medical, dental).

2) Ex-Offender Parole Resource Assistance (DHS Program) Services include counseling, referral to training, referral to DHS for support services (medical, dental, etc) and referral to jobs (1217 Good Hope Road, S.E.)

In addition to the two above programs, DOES staff provides a full array of employment and training services. DOES anticipates an increase in services for residents of this area as the population increases. DOES also anticipates an increase in serving low income families in the 18-35 age range. The department believes residents will need counseling, job training, testing, placement as area employment sites increase.

**Neighborhood Service Center**

The Mayor's Community Empowerment Program is operated from Neighborhood Service Center (NSC) Number Five at 25 M Street, S.W. The purpose of this center is to ensure that city services are accessible to the community and coordinated to address the needs and problems of families and youths in Soutwest and Buzzard Point/Near Southeast. The integration of city services and the private sector allows NSC to provide an opportunity for various organizations (government or non-profit) and neighborhood volunteers to work together in reducing violence. Services include employment counseling, training and registration, housing, human services (health, crisis intervention, substance abuse control etc), recreation, senior citizens, and youth programs, and environmental services (i.e street cleaning, removal of abandoned cars, debris and trash removal, seal vacant buildings, etc). This program serves the Southwest Buzzard Point/Near Southeast communities.

**Churches**

Religious institutions provide spiritual guidance, training and a place of refuge for individuals and families seeking help with social and economic problems. The religious institutions located in or near Buzzard Point/Near Southeast include:

Bethel Pentecostal Tabernacle
Carron Baptist Church*
Christ United Methodist Church
Friendship Baptist Church
Riverside Baptist Church
Second Baptist Church of Southeast
St. Augustine's Episcopal Church
St. Dominic's Catholic Church
St. Matthew's Baptist Church*
St. Matthew's Lutheran Church
St. Paul ANP Church*
St. Vincent DePaul Catholic Church*
Temple Micah
Westminster Presbytarian Church

**Community Organizations**

Residents in Buzzard Point/Near Southeast and adjacent areas take pride in their neighborhoods through participation in various community organizations. The following organizations operate in and near the planning area:

ACE (Arthur Capper/Carrollsburg/Ellen Wilson)
Advisory Neighborhood Commissions 2-D and 6-B (Part of District Government)
Arthur Capper Senior Citizens Tenant Association
Arthur Capper Tenant Association
Capitol South Community Improvement Corporation
Carroll Resident Council
First District Police Advisory Council
Metropolitan Washington Planning and Housing Association
Neighborhood Planning Council
Southwest Neighborhood Assembly
Waterfront Washington Association
Waterside Towers Residents Association

In addition, there are several community-based programs that serve the Buzzard Point/Near Southeast community. Some of them are dedicated towards providing support services and programs that will enhance self-esteem, enrich educational opportunities, provide family support, and promote health care.

- **Talented Educated and Makin It (TEAM) Program**: The (TEAM) Program, located in the Community Center at 1000 Fifth Street S.E., is a community based organization funded by the Federal Office of Substance Abuse Prevention. It provides an intensive, comprehensive approach towards drug and alcohol abuse for third through sixth graders who live in Carrollsburg/Arthur Capper public housing and are at high-risk for use of drugs and alcohol. TEAM services 40 children and their families per year. The program adopts an Afro-centric approach to designing all project materials. It is aimed at combatting feelings of low self esteem, enhancing parenting skills, sending a message of drug-free health relationship, promoting health care and other life skills that are helpful to the community.

- **Southwest Community House (SWCH)**: The Southwest Community House* at 156 Q Street, S.W. is the primary social service agency for the Southwest/Southeast neighborhood. Their clients include persons from all segments of the community. Services include crisis intervention, employment services, job placement and referral, literacy classes, emergency food distribution, and drug and housing counseling.

- **Church of the Reformation**: The Church of the Reformation, located at 212 East Capitol Street, S.E. provides community services to residents residing in Buzzard Point/Near Southeast. The church offers tutoring to 25 boys and girls on Tuesdays, Wednesdays and Thursdays for one hour per evening. The program is extended to the weekends to include outings, such as attending the zoo and picnics on the Mall. The church also operates a health center in the Arthur Capper complex, staffed by a physician and part-time nurse. Residents pay for services on a sliding fee scale or medicaid. The center provides counseling, family care and makes referrals for surgical problems.

- **Friendship House Senior Citizen Programs**: Friendship House (619 D Street, S.E.) provides services directly to senior citizens with the assistance of D.C. Department of Recreation and Parks and the Metropolitan Police Department. Services include homebound meals, recreation and socialization, transportation, food stamp certification, call-n-ride program and commodity foods. The Metropolitan Police Department operates a community office in the Greenleaf Senior Building. Seniors are given security information.

**Implications for the Future**

- Existing community facilities must be maintained and improved and new facilities added in order to serve population and employment growth.

- With approximately half of the existing population of Buzzard Point/Near Southeast living at the poverty level, providing services, income supplements and employment opportunities to raise incomes is a key need.

- Public and private community services will need to be increased to serve future residential and employment populations.

- "Community building" efforts are necessary to strengthen ties between existing residents of James Creek, Carrollsburg/Arthur Capper and Southeast and the future residents of Capitol Gateway and Buzzard Point.

- New community facility and program needs will increase gradually over the next 20-30 years, but need to be planned for in advance. Public/private/non-profit coordination is important.

- New community facilities should be designed and located so as to help define the future Buzzard Point/Near Southeast community.

## HOUSING

Maintaining and improving existing housing in Buzzard Point/Near Southeast, as well as developing new housing, is a critical component of the Vision 2020 program. Housing improvement should be concerned with the entire residential environment. Housing is discussed below in terms of existing housing in the Carrollsburg/Arthur Capper area, James Creek area and the Core Area.

The D.C. Department of Public and Assisted Housing (DPAH) is a key actor in providing housing in the area. DPAH administers the Greenleaf Gardens, James Creek, Syphax Gardens, Carrollsburg Dwellings, Carroll Apartments and Arthur Capper Dwellings housing complexes.

### Carrollsburg/Arthur Capper

The Arthur Capper housing complex and the Carrollsburg Dwellings are designeated as Housing Opportunity Areas in the Comprehensive Plan.

### Carrollsburg Dwellings

The Carrollsburg public housing complex is adjacent to the Arthur Capper complex and is bounded by Third Street, S.E. to the west, I Street, S.E. to the north, Fifth Street, S.E. to the east and M Street, S.E. to the south. Carrollsburg Dwellings consists of 314 units which include garden apartments and townhouses. These units house approximately 750 residents. Comprehensive modernization was completed in 1991 at a cost of $20.3 million.

The Carroll Senior Citizen Building is located just south of Carrollsburg Dwellings, on M Street between fourth and fifth streets, S.E. There are also several small groupings of private housing in the Carrollsburg Dwellings area.

### Arthur Capper Dwellings

The Arthur Capper public housing complex is bounded by Second Street,S.E. on the west, M Street, S.E. on the south, Seventh Street, S.E. on the east and Virginia Avenue, S.E. on the north, and extends both east and west of Carrollsburg Dwellings. The complex has a total of 672 units consisting of townhouses and mid and high-rise buildings. Comprehensive modernization of 79 high-rise units was completed in 1989 at a cost of $6.1 million. These units house approximately 200 residents. Design work is underway for renovation of a mid-rise building (now vacant).

**Eighth Street Area**

The area east of Arthur Capper Dwellings, from Seventh to 11th streets, S.E. between the Southeast Freeway and M Street, S.E., is a mix of commercial and (private) residential uses. Housing includes apartments and single family row dwellings, some of which have been renovated and others which are deteriorating.

**James Creek**

The James Creek neighborhood is bounded on the west by Delaware Avenue and Canal Street, S.W., on the south by P Street, S.W., on the east by South Capitol Street and on the north by M Street, S.W. The James Creek neighborhood includes three public housing developments: Greenleaf Gardens, James Creek Dwellings and Syphax Gardens.

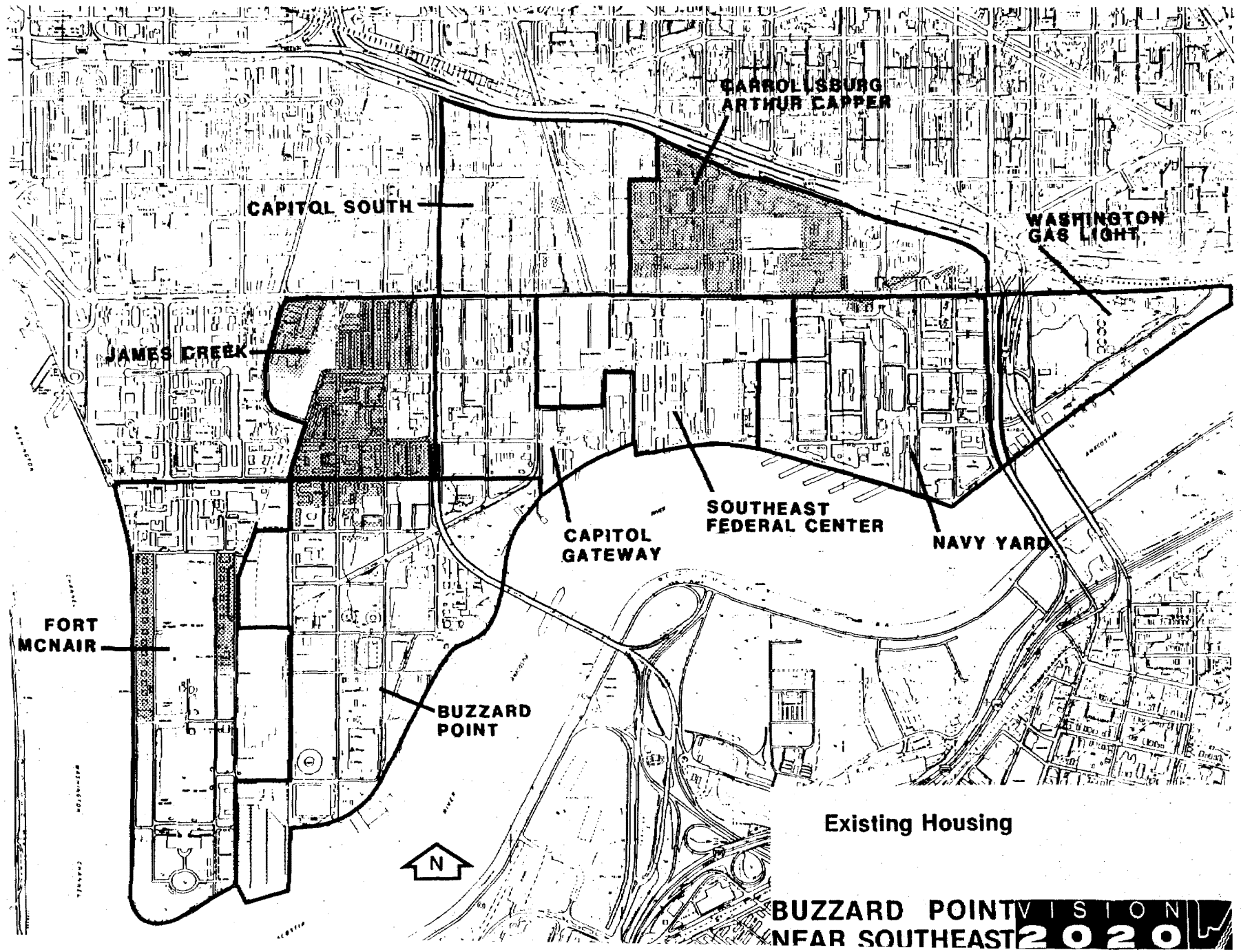
**Greenleaf Gardens**

The two high-rise Greenleaf Gardens buildings occupy the northwestern section of the James Creek area. This designated Housing Opportunity Area is bounded by M Street, S.W. to the north, First and Canal streets, S.W., to the east and Delaware Avenue, S.W., to the south and west.

The 493-unit Greenleaf complex includes a 215-unit senior citizen building (which underwent comprehensive modernization in 1990 at a cost of $14.1 million) and 278 family units in a second building. The entire complex houses approximately 1,200 residents. The 278 family units at Greenleaf Gardens were the first to be included in Operation Rebound, a recently launched effort by the Department of Public and Assisted Housing to improve conditions at public housing properties. Under Operation Rebound, vacant units at Greenleaf were returned to occupancy and extensive cleaning and repair work was completed. In addition, a fence was installed to secure the property. There are no plans at this time to modernize the family units. Improvement of the portion of the Greenleaf Gardens public housing complex north of M Street, S.W. (just outside the planning area) is also important for improvement of this area.

**James Creek Dwellings**

James Creek Dwellings, also a designated Housing Opportunity Area, is bounded by M Street, S.W. to the north, Canal Street and Delaware Avenue S.W., to the west, P Street, S.W. to the south and South Capitol Street to the east. The 239 townhouse units at James Creek house approximately 600 residents. Comprehensive modernization of James Creek was completed in 1983 at a cost of $1.7 million. James Creek is a model public housing development and often serves as a showcase for housing officials visiting the nation's capital.


CARROLLSBURG
ARTHUR CAPPER
CAPITOL SOUTH
WASHINGTON
GAS LIGHT
JAMES CREEK
SOUTHEAST
FEDERAL CENTER
CAPITOL
GATEWAY
NAVY YARD
FORT
MCNAIR
BUZZARD
POINT
N
Existing Housing
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

**Syphax Gardens**

The 174-unit Syphax Gardens development (ten garden apartment buildings) houses approximately 500 residents. Syphax Gardens apartments provide a residential transition area between Buzzard Point and the James Creek area. The complex includes five buildings in the James Creek area (north of P street, S.W.) and five buildings south of P Street, S.W. in the Buzzard Point area. Housing units in Syphax Gardens are in varying conditions, from good to in need of extensive renovation. There are no current plans for construction or renovation.

**Private Housing**

In addition to the three public housing complexes, there is also considerable private housing in the James Creek area (both owner-occupied and rental housing) in two-three story row houses and garden apartments. Concentrations of private housing are located along Carrollsburg Place, S.W. and on the east side of Half Street, S.W. between M and N Streets, S.W. Another group of relatively new townhouses is located in Square 655, bounded by South Capitol Street and O, P and First streets, S.W. Scattered private housing is located on O and P streets, S.W., between the James Creek and Syphax Gardens complexes.

**The Core Area**

As discussed in the land use and development potential sections, the remaining housing in the Capitol South and Capitol Gateway areas is scattered and generally in deteriorated condition. Many units are vacant and boarded up. In the long-term, none of this housing is expected to remain.

In the Buzzard Point area, there is a concentration of housing (plus other uses) in squares 601 and 656, between P and Q streets, S.W., and Half and Second streets, S.W. This includes the southern portion of the Syphax Gardens complex (south of P Street, S.W.) and various row houses and garden apartments. This is the transition area between James Creek and Buzzard Point. Additional study is needed of how this transition should occur.

**Implications for the Future**

- Special emphasis needs to be placed on retaining and improving existing housing in the James Creek and Carrollsburg/Arthur Capper areas. The Department of Public and Assisted Housing (DPAH) has a major role, since there are a total of 1,588 public and assisted housing units in the various complexes in Buzzard Point/Near Southeast, housing almost 4,000 residents.

- Planning for future improvement of the public and assisted housing should include consideration of conversion of some units to private ownership for low and moderate income residents.

- Planning for the James Creek and Carrollsburg/Arthur Capper areas must consider protection and enhancement of the neighborhoods as a whole, with housing as a key element.

- Additional study is needed of future development pattern between P and Q streets, S.W, the transition area from the James Creek Buzzard Point areas.

- The amount, location and type of new housing in the Capitol Gateway and Buzzard Point area must be determined.

## DEMOGRAPHICS

The people of Buzzard Point/Near Southeast include residents who live in the area, employees who work in the area and visitors who come to the area for a variety of purposes. All these people interact at various times of the day. However, when we talk of the people of Buzzard Point/Near Southeast, we usually think of residents. Characteristics of the resident population of the Buzzard Point/Near Southeast are summarized below and are based primarily on 1990 census data. The Buzzard Point/Near Southeast includes three census tracts:

| | |
|---|---|
| Census Tract 72 | East of South Capitol Street to 11th Street, S.E. |
| Census Tract 64.1 | All of James Creek and the western portion of Buzzard Point. |
| Census Tract 63.2 | Fort McNair |

The only part of the planning area not covered is the Washington Gas Light area east of Eleventh Street, S.E. However, there is no population in that area. The following information is for census tracts 72 and 64.1 and does not include the population living at Fort McNair.

- The resident population in 1990 for the Buzzard Point/Near Southeast area was 4,605, compared to 6,429 in 1980. Over the last decade the population in this area decreased 29 percent, an average of about three percent a year.

- Females constituted 54 percent of the area's population in 1990.

- Persons under 18 years of age comprised 28 percent of the area's population. Of the 1,311 persons in this age group, 51 percent were males.

- Persons 65 years and over comprised 11 percent of the area's population. Of the 516 persons in this age group, 68 percent were females.

- The black population of 4,134 residents comprised 90 percent of the area's population in 1990. The white population of 425 in 1990 comprised 9 percent of the area's population. The population of the other races category (includes races other than black or white) was 46 or about one percent of the area's population.

- The 49 Hispanics comprised approximately one percent of the area's population. The hispanic population is not a racial group.

- In 1990 there were 1,666 households in the area.

- According to the 1990 census, 1,836 persons 16 years and over were employed in 1989.

- The median household income in 1989 was $10,977.00

- The median family income in 1989 was $13,202.00

- In 1989, 48 percent of the households were in poverty.

- Of the area's 3,294 persons 18 years and over, 28 percent are high school graduates and 12 percent have completed four years of college or more.

**Implications for the Future**

- Over the next 20-30 years, the time frame of the Vision 2020 planning progress, there will be changes in the population living in existing housing in the James Creek and Carrollsburg/Arthur Capper area. Some residents will move out of the area, new residents will move in and there will be births and deaths. Since the District's policy is to retain and improve housing in these two areas, the future number of housing units, and the total population, should be about the same as 1990, plus some additional units and population that will result from the renovation of the now boarded-up building in Arthur Capper Dwellings.

- The major increase in housing units and population will come from construction of new housing in the Capital Gateway and Buzzard Point areas, south of M Street, S.E. The goal for the number of housing units has not been set. The Anacostia Waterfront Study indicated a potential for 5,880 new housing units in the area. If that amount of housing were achieved, and assuming an average of 1.6 persons per unit, approximately 9,400 new residents would be added. This is a substantial number compared to the 4,605 residents in Buzzard Point/Near Southeast area in 1990. By comparison, the adjacent Southeast area had 8,696 residents in 1990.

- The number of residential units will increase gradually over the next 20-30 years, with most of the increase coming in the 2000-2020 period. Whatever the final housing number, the full housing buildout, and therefore the full population, would not be achieved until about 2020, or perhaps later.

## ECONOMIC DEVELOPMENT

Economic development is a key goal of the District government. The future development of Buzzard Point/Near Southeast offers a major opportunity for future economic development. However, considerable "front-end" and public-private planning and investment will be necessary to achieve that economic development in the years ahead. Economic development will come in many ways:

- Employment opportunities for District residents
- Property tax revenues from new private development
- Business development opportunities
- Income tax revenues from new residents
- Sales and other revenues from employees, residents and visitors
- Multiplier effects of development in this area for businesses in other sections of the city.

In addition, there are major benefits from rebuilding a deteriorated section of the city into an attractive and more productive area. The image of the city will also be improved through development of this area.

**Employment**

Information developed in the Anacostia Waterfront Study indicates approximately 20,000 employees currently (1990) in the area south of M Street, almost all employed in the Navy Yard, Southeast Federal Center, Fort McNair and the two federal (lease) office buildings in the Buzzard Point area. The addition of the area north of M Street brings the total to approximately 21,000 existing employees in the Buzzard Point/Near Southeast area.

The Anacostia Waterfront Study projected net new employment after buildout at 102,000 employees, for a total of 122,000 employees. The Anacostia Waterfront Study used a 2010 buildout date, but it is generally agreed that this number is not likely to be reached until at least 2020. Addition of approximately 23,000 net new jobs in the Capitol South area brings the total to about 145,000 employees in the area by 2020, a net increase of about 125,000 employees over a 30 year period.

This amount of employment growth provides major job opportunities for District residents; for residents of existing residential areas, for new residents who move into Buzzard Point/Near Southeast and for residents in other parts of the city. Many of these new jobs will be filled by suburban residents, however, the more District residents who work in the area the greater the economic and activity return to the city. The key is education and job training, so that District residents are prepared for these jobs as they become available.

The rebuilding of the Buzzard Point/Near Southeast area over the next 30 years means almost continuous construction activity, both in public works and in new private development, generating many jobs in construction and related industries over that period.

**Business Development**

The development of Buzzard Point/Near Southeast provides major opportunities for both existing and future business in development, construction, retail trade and a variety of business services. Many businesses will choose to locate in new buildings in the Buzzard Point/Near Southeast because of the proximity to the Capitol Complex, the transportation access through the Navy Yard Metrorail Station and the waterfront amenities.

### Short-range Business Needs

In preparing the business development plan for the Buzzard Point/Near Southeast area, it seems appropriate to focus on the long-term vision. However, there are a number of businesses in Buzzard Point/Near Southeast that are performing useful economic services today and will likely continue providing jobs and tax revenues for another 5-15 years, and possibly more. It is important to have a "short-range" business development program as well as planning from the next 20-30 years.

To address this need, the Office of Planning prepared a business questionnaire and distributed it to approximately 65 existing businesses in the Buzzard Point/Near Southeast. The information obtained from this questionnaire will be used to help develop a short-range business improvement program.

### Industry (Re)location Needs

Some of the industries in the Buzzard Point area are directly related to water transportation -- especially the sand, gravel and concrete operations and the oil storage operation north and south of the Frederick Douglas Bridge and the nearby asphalt plant on Square 705. The sand, gravel, concrete operations are important to the city's construction and development industry. Special consideration needs to be given to where these construction related industries, with water linkages, could relocate. Other industries may relocate elsewhere in the city, although relocation sites are limited.

## Tax Revenues

### Property Tax

The Buzzard Point/Near Southeast area returns relatively little to the city in property taxes at the present time, since much of the land is vacant or used at low intensity. For the 1991 tax year, the assessed value of all private property in the Buzzard Point/Near Southeast area was $302.2 million. Property revenues will rise significantly over the next 20-30 years as new office, retail and residential buildings are constructed.

**Income Tax**

The growth in residential population in Buzzard Point/Near Southeast over the next 20-30 years will result in an increase in income tax revenues from new residents. The District recognizes that a key part of the economic development program is to stabilize the population of the city and then begin to increase the population again. Buzzard Point/Near Southeast is one place where a significant population increase can be obtained through residential development in a compact area.

**Sales Tax**

The new employees, residents and visitors in Buzzard Point/Near Southeast will spend money for a variety of goods, resulting in new tax revenues to the city from this area. Spending by these new residents and employees in other parts of the city will also result in tax revenues.

**Implications for the Future**

- The most significant change in Buzzard Point/Near Southeast will be a major increase in employment.
- Education and job training programs will be necessary so that area residents, and other District residents, are prepared for new employment opportunities.
- Short-term business improvement programs for the area are needed.
- Special attention needs to be given to the relocation needs of some existing industries.

# III. ADOPTED PLANS

## THE PLANNING FRAMEWORK

Washington, D.C. has a three-tier District and federal government planning structure. In planning for Buzzard Point/Near Southeast, it is necessary to review plans from all three tiers.

| | | District | Federal |
|---|---|---|---|
| 1. | Comprehensive Plan | District Elements | Federal Elements |
| 2. | Sectors of City | Ward Plans | Federal Sector Plans |
| 3. | Small Areas | Small Area Plans | Facility Master Plans |

The first tier, the Comprehensive Plan for the National Capital is a citywide plan. Both the District and federal elements include a number of goals, policies and objectives which relate to Buzzard Point/Near Southeast.

The second tier focuses on sectors of the city. Ward plans, the District's second planning tier, apply the citywide Comprehensive Plan elements on a ward and neighborhood level. Ward plans analyze neighborhood trends, identify needs and opportunities, and recommend strategies to improve or stabilize neighborhood conditions. Plans for wards 1, 2 and 6 were adopted in 1989 (D.C. Law 8-129) and became law in 1990. At that time, Ward 2 extended east to 11th Street, S.E., covering all of Buzzard Point/Near Southeast, except for the area east of 11th Street, S.E. Currently, the boundary between Ward 2 and Ward 6 is located along South Capitol Street. When the Comprehensive Plan is amended in 1993, the Ward 2 and Ward 6 plans will be amended to reflect this boundary change. For this report, the adopted Ward 2 Plan is used as a source of objectives and policies for Buzzard Point/Near Southeast.

At the present time, there is no federal sector plan for a sector of the city that includes the Buzzard Point/Near Southeast area. However, the National Capital Planning Commission (NCPC) is preparing a "Monumental Core Plan"that may provide some federal policy guidance.

Small area studies form the third tier of Washington's planning structure. These studies are detailed and geographically specific. A District small area plan may cover a section of a ward, a single neighborhood or just a few blocks. These plans provide detailed land use and zoning proposals, recommend needed capital improvements, and target public services to resolve physical, social and economic issues. Small area studies generally focus on Special Treatment Areas, Development Opportunity Areas and Housing Opportunity Areas that are designated in the Comprehensive Plan. The Buzzard Point/Near Southeast: Vision 2020 program will contribute to a small area plan for this important section of the city.

Federal small area plans generally take the form of master plans for federal facilities. In Buzzard Point/Near Southeast, the National Capital Planning Commission has approved facility master plans for the Southeast Federal Center, the Navy Yard and Fort Leslie J. McNair.

This chapter summarizes information about: (1) the District and federal elements of the Comprehensive Plan, (2) the Ward 2 Plan, and (3) the adopted federal plans for the Southeast Federal Center, the Navy Yard and Fort McNair, plus some discussion of National Park Service lands.

## THE COMPREHENSIVE PLAN

### District Elements

The Comprehensive Plan is the first planning tier and the only one mandated by the Home Rule Act (Section 203). It has a 20-year time frame and provides overall policy guidance for planning and public and private decision-making.

The 11 District Elements of the Comprehensive Plan are: Economic Development, Housing, Environmental Protection, Transportation, Public Facilities, Urban Design, Preservation and Historic Features, Downtown, Human Services and Land Use.

The District elements of the Comprehensive Plan, which consists of text and four land use maps, include a number of general objectives and policies which relate to the Buzzard Point area -- especially with respect to land use, transportation, housing and urban design. Key objectives and policies relating to the Buzzard Point/Near Southeast area include:

- Support appropriate development for the Buzzard Point area.

- Encourage multi-unit housing development near selected Metrorail stations.
- Protect and enhance the aesthetic and recreational qualities of the waterfront.
- Use the river for transportation and recreational purposes.
- Promote cooperation between the District government and the National Park Service concerning development activities along the waterfront.
- Address the future design and development along the waterfront of the Potomac and Anacostia rivers.
- Preserve buildings and areas with historic significance, including streets, places and neighborhoods.
- Maintain the integrity of the form and design of special streets and places.

**The Land Use Element**

The Generalized Land Use Map (1) designates a large area south of M Street, S.E., for mixed use: high density residential, medium-high density commercial and production and technical employment (PTE). This general land use designation covers almost all of the Buzzard Point subarea south of P Street S.W./S.E., and all of the Capitol Gateway area. North of M Street, S.E. the Capitol South area is designated medium-high density commercial. The remainder of the James Creek subarea and the Carrollsburg/Arthur Capper subarea (except for the recreation portion) are designated medium density residential. Fort McNair, Southeast Federal Center and the Navy Yard area are, of course, shown as federal land on the land use map. The Washington Gas Light area east of 11th Street is designated PTE. Note: there is an error in the Buzzard Point/Near Southeast area on the Generalized Land Use Map wehich will be corrected when the Comprehensive Plan is amended in 1993. The mixed use pattern extends into the James Creek area, an area that should be primarily medium density residential.

The Generalized Commercial and Production and Technical Employment (PTE) Land Use Policies Map (3) establishes the Buzzard Point/Near Southeast area as a Metrorail Station Development Opportunity Area (related to the Navy Yard Metrorail Station). The Generalized Residential Land Use Policies Map (2) establishes Greenleaf Gardens, James Creek and Arthur Capper as Housing Opportunity areas. The Arthur Capper designation actually includes both the Arthur Capper and Carrollsburg complexes.

**Federal Elements**

The federal elements of the Comprehensive Plan focus on federal lands and interest in the National Capital Region. Eight federal elements were adopted by the National Capital Planning Commission between 1977 and 1984. The federal elements for the National Capital are: Federal Facilities, Federal Employment, Foreign Missions and Federal Environment, Visitors to the National Capital and Preservation and Historic Features. Key federal policies for the area include:

- Promote and complete a system of shoreline parks which maximize public access along the shores of the Potomac and Anacostia Rivers.
- Retain and enhance major features of the Potomac and Anacostia Rivers system.
- Develop federal employment at the Southeast Federal Center and the Navy Yard.

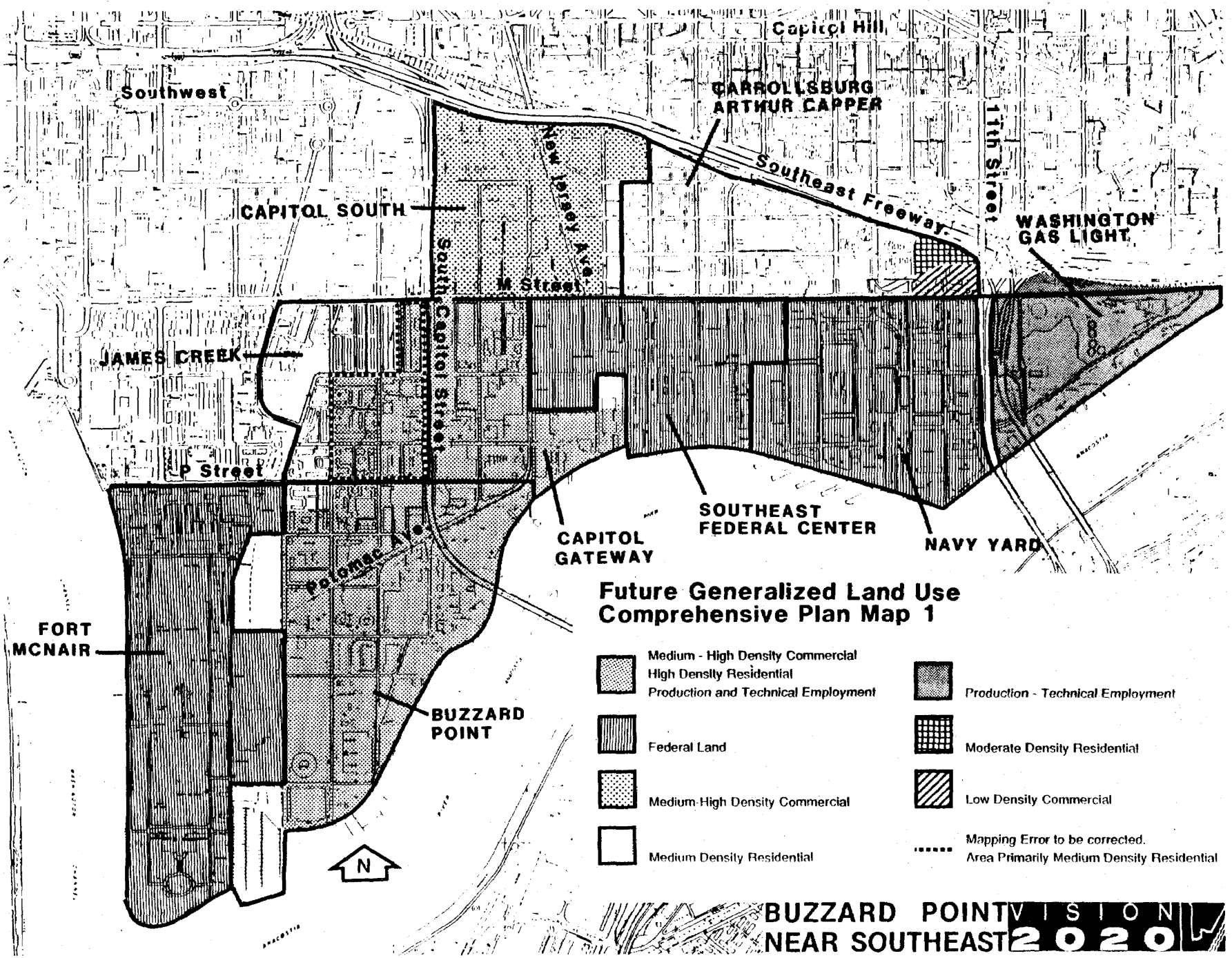
**WARD 2 PLAN**

The Ward 2 Plan contains numerous objectives, policies, and recommendations that are directly related to Buzzard Point/Near Southeast planning and the adjacent Southwest area. Key objectives and policies are:

- Retain and increase federal jobs in the Southeast Federal Center and the Navy Yard.
- Encourage the construction of housing units in appropriate locations.
- Develop adequate pedestrian walkways in development plans.
- Develop the Anacostia waterfront in an coordinated manner.

**Implications for the Future**

- District and federal plans, at all levels, must be clear, accurate and provide an appropriate level of policy guidance. The District and federal elements of the Comprehensive Plan, the Ward 2 Plan, and the federal facility master plans have "gaps" in policy guidance. Major attention is given to some elements, such as waterfront development, while other issues are not adequately addressed.


Capitol Hill
Southwest
CARROLLSBURG
ARTHUR CAPPER
Southeast Freeway
11th Street
New Jersey Ave.
CAPITOL SOUTH
South Capitol Street
M Street
WASHINGTON
GAS LIGHT
JAMES CREEK
P Street
Potomac
CAPITOL
GATEWAY
SOUTHEAST
FEDERAL CENTER
NAVY YARD
FORT
MCNAIR
BUZZARD
POINT
N
Future Generalized Land Use
Comprehensive Plan Map 1
Medium - High Density Commercial
High Density Residential
Production and Technical Employment
Federal Land
Medium-High Density Commercial
Medium Density Residential
Production - Technical Employment
Moderate Density Residential
Low Density Commercial
Mapping Error to be corrected.
Area Primarily Medium Density Residential
BUZZARD POINT
NEAR SOUTHEAST
VISION
2020

- The Buzzard Point/Near Southeast small area plan needs to be as specific as possible in order to fill these gaps and provide clear guidance. The District elements of the Comprehensive Plan, including the Ward 2 Plan, are now being amended. The Mayor is to submit proposed revisions to the Council of the District of Columbia by March 31, 1993. The coverage and clarity of maps and text recommendations relating to Buzzard Point/Near Southeast should be improved. Errors in the land use map should be corrected.

- The Ward 2 and Ward 6 plans should be reviewed to improve policy guidance and to adjust recommendations to new ward boundaries.

- Federal master plans and future detailed design and development work should be coordinated, especially as planning and development of the Southeast Federal Center and the Navy Yard move forward.

## FEDERAL MASTER PLANS

Master plans have been prepared for the three major federal areas in Buzzard Point/Near Southeast:

| Federal Area | Agency Preparing Master Plan |
|---|---|
| Southeast Federal Center | General Services Administration |
| Washington Navy Yard | Department of the Navy |
| Fort Leslie J. McNair | Department of the Army |

These master plans have been approved by NCPC. In addition, the National Park Service (NPS) administers considerable land in the Buzzard Point/Near Southeast area and plans for these areas are included in concept plans for larger areas.

These federal master plans are the equivalent of the District's small area plans. They are especially important for the Buzzard Point/Near Southeast area because they guide the development of major subareas and because these plans will set urban design, waterfront development and transportation management patterns in adjacent areas. Key points of these federal master plans are summarized in this report and major "implications for the future" are noted.

## Southeast Federal Center

### Background

The Southeast Federal Center (SEFC), 55 acres in size, occupies a key location in the center of the Buzzard Point/Near Southeast area. It has 1,110 feet of waterfront along the west bank of the Anacostia River. The land now comprising the SEFC was originally acquired by the federal government for expansion of the Washington Navy Yard. A variety of industrial buildings in this area were constructed between 1911 and 1917 for activities related to manufacture of naval armaments. Navy Yard activity reached its peak during World War II. The west portion of the Navy Yard was transferred to the General Services Administration (GSA) in 1963 as manufacturing was phased out. This western section became the SEFC. Later a small area (about five acres) on the east side of the SEFC was transferred back to the Navy Yard. Over the past 30 years, GSA has accommodated a variety of federal office and service functions at the SEFC. Some industrial buildings have been recycled for office use. Current employment is approximately 3,100 employees.

### Master Plan

Various plans have been proposed for the SEFC, including plans in the 1960s prepared by GSA and the NCPC. In 1983, GSA contracted with Keyes Condon Florence Architects to prepare a new master plan. That plan served as the basis of a 1989 master plan by the same firm (with a team of other consultants) that was approved by NCPC in January 1990. Under the approved plan, the SEFC, when completed, will have approximately 23,000 employees. The Commission formal approval to the master plan in July 1992, providing for an extension of the New Jersey Avenue vista through the urban square, and on to the Anacostia River, and allowing for demolition of Building 159.

#### Land Use

OFFICE: GSA will provide office space totaling approximately 5.6 million gross square feet in new buildings and renovated buildings. New office space will be concentrated near the Navy Yard Metrorail Station (New Jersey Avenue and M Street S.E.) reducing the dependence on automobiles.

RETAIL: GSA proposes to construct a total of 189,000 square feet of retail space, primarily in historic buildings along Tingey Street, S.E. from New Jersey Avenue, S.E. (at the new urban square). Shops and eating establishments will serve employees of the SEFC and visitors. In addition, the plan includes space for child care facilities and physical fitness facilities.

DENSITY: The greatest development density on the site is located in the northwestern sector. This corresponds to the location of the Metrorail station, the urban square, and the primary entrances to the complex. The area east of New Jersey Avenue and south of Tingey Street is of medium density, decreasing toward the waterfront and the Navy Yard. This density allows new construction and reuse of buildings that are compatible with the industrial character and scale of the area, and the adjacent Navy Yard.

Transportation

PUBLIC TRANSPORTATION: The SEFC is located adjacent to the Navy Yard Metrorail Station. Forty (40) percent of SEFC's employees are expected to commute on Metrorail. Approximately 6,300 peak hour trips are expected from the SEFC. The Navy Yard Metrorail Station design includes a knockout panel which will permit future construction of an additional station exit on the south side of M Street at New Jersey Avenue.

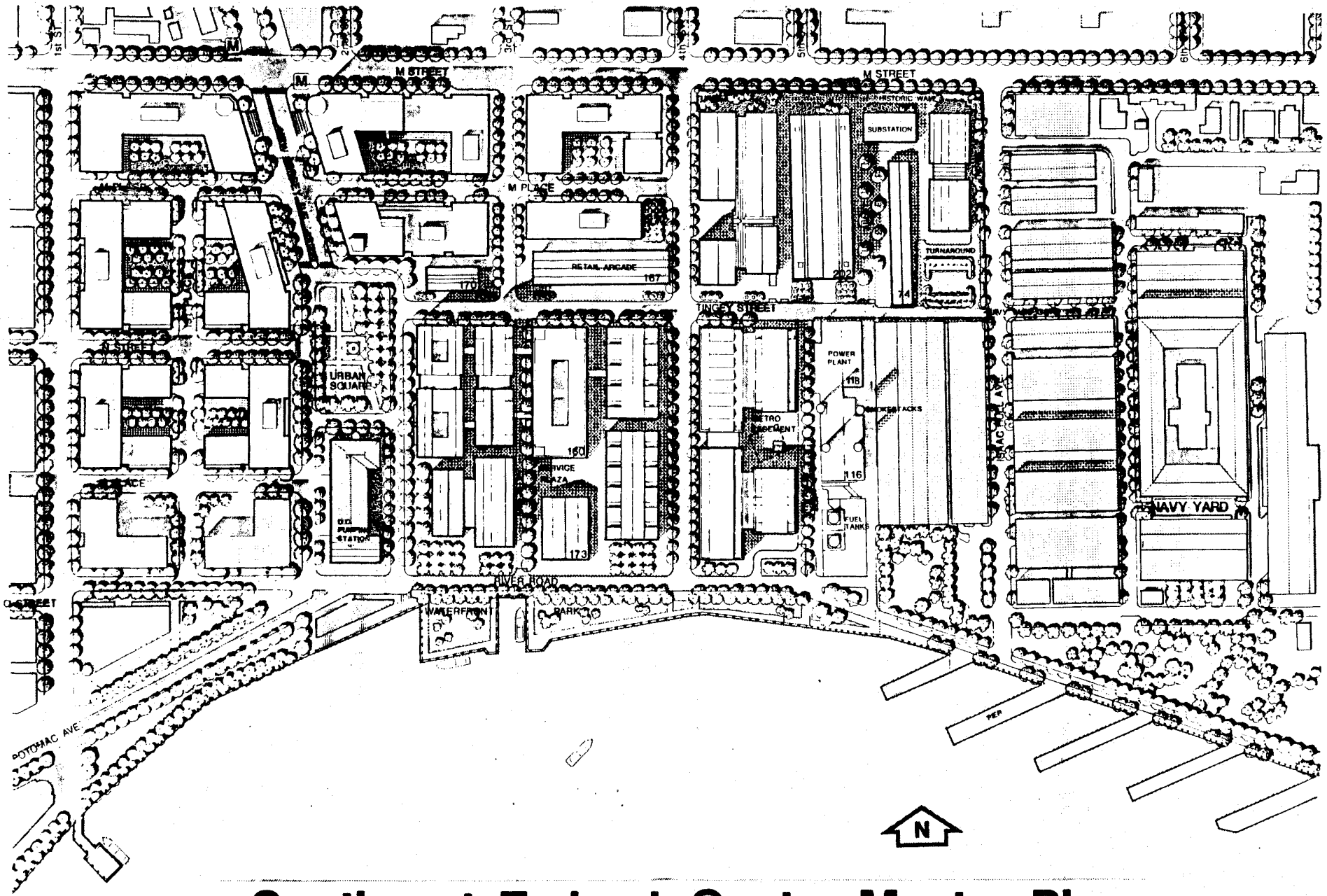
PRIVATE VEHICLES: Fifty-five (55) percent of the employees will commute by private vehicle. This is expected to generate more than 3,200 afternoon peak hour vehicular trips in and out of the site.

MAJOR STREETS: New Jersey Avenue will continue as a two-way street and will be extended south from M Street, S.E. into the SEFC, forming one of the major approaches. N Street (which becomes Tingey Street in the site) will serve as the major internal east-west collector street and connect with the Navy Yard.

PARKING: Approximately 5,500 underground parking spaces will be located on the site. There will be approximately one space for every five employees or one space for every three employees who commute by car.

INTERNAL TRANSIT: Internal transit service will be provided on the site. GSA expects to provide two types of services. The existing bus routes that operates along M Street could be diverted into the site at First Street and Isaacc Hull Avenue. The buses would operate along Tingey Street, where high density employment is concentrated. A transit shuttle (buses or trolley) would operate between the Navy Yard Metrorail Station, the Southeast Federal Center and the Navy Yard.

PEDISTRIAN AND BICYCLE CIRCULATION: New Jersey Avenue will serve as primary entry to the site, especially for pedestrians who use Metrorail. The avenue will have broad, landscaped sidewalks and designated bicycle lanes. Tingey Street and the waterfront promenade are the major east-west connectors. Tingey Street will accommodate pedestrians with typical sidewalks plus




# Southeast Federal Center Master Plan

several pedestrian plazas. Bicycles will be limited to the roadway. The promenade, a minimum of twenty-feet wide, will serve both pedestrians and bicycles along the waterfront edge.

Urban Design

LINKAGE: A key design concept of the plan is to link the SEFC back into the city. Public spaces, including the urban square and waterfront, are to be accessible to the general public. The wall along M Street is coming down, except for the eastern portion which is considered historic. New Jersey Avenue will be extended south of M Street, focusing on the new urban square. The avenue vista will continue through the square and to the waterfront.

URBAN SQUARE: A new urban square, surrounded by ground level retail, will be created at New Jersey Avenue and its intersection on Tingey Street. The square will be located near the Metrorail station and enclosed by the tallest buildings on the site. Traffic will travel in a one-way direction around the square. The square will be a civic space similar in size and surrounding density to Farragut Square. The District's old sewage pumping station, a Beaux-Arts building constructed in 1906, will define the square's southern edge, serving as a back-drop for this focus of activity.

DESIGN CHARACTER: In order to be sensitive to the historic character of the old Navy Yard, the SEFC will have an "industrial character zone," where old buildings will be preserved and new office buildings will have an "industrial design character. Historic shop buildings will be converted to sidewalk oriented retail spaces. A "new business zone" of new tall office buildings is located on the northwest portion of the site. Building heights will range from 90 feet to 130 feet or 8-10 stories. The tallest buildings will be located on New Jersey Avenue. Along M Street to the east, the new building heights will step down to 40 feet, similar to the structures found in SEFC.

WATERFRONT: The SEFC waterfront extends from the southern side of Building 159 eastward to the power plant. The waterfront at this site is completely man-made and is currently used for parking. During the early 1900s, the land was filled when the Navy Yard expanded and a concrete and timber pier and seawall was built. GSA plans to replace the pier and seawall prior to the development of the waterfront. It's objectives for developing the waterfront are to:

- Create an irregular urban edge to reflect the industrial nature and historic character of the area. Heavy metal bollards will be anchored to the pier bulkhead to recall the maritime history of the riverfront and as a place for ships and boats to anchor.

- Create a river road at the scale of a residential street. Major pedestrian crossings will be well-defined through special crosswalk paving and signage. The river road will provide convenient public access to the waterfront and allow for a continuous connection of the SEFC with the Navy Yard to the east and Capitol Gateway and Buzzard Point to the west.

- Create a pedestrian promenade with landscaped lawn areas along the water's edge to encourage recreational use of the waterfront. The pedestrian promenade will be defined by a double row of canopy trees and will allow for both pedestrian and bicycle traffic. The design and materials of the paving, street furniture, and lighting will recall the area's industrial heritage.

Implementation

The SEFC will be developed according to an open-ended schedule and in three phases:

- PHASE I which includes the area east of New Jersey Avenue, S.E., provides for development at the Metrorail station with minor disturbance of existing activities. It includes several key urban design elements such as the New Jersey Avenue extension, the new urban square and development along the new street grid. In addition, it establishes the contrast between "industrial character" and "new business" zones. This phase also introduces retail space at the square and the commercial arcade on Tingey Street. It creates a sense of arrival for people using Metrorail and helps to define the primary entrance to the SEFC at New Jersey Avenue.

  Funding has been approved for initial site improvements and for a new GSA headquarters building. Authorization is pending for four other buildings to house the Office of Personnel Management, the U.S. Army Corps of Engineers, a GSA support facility and the Federal Emergency Management Administration.

  GSA expects to select a development manager by the end of 1992. Additional site planning and building design will take place in FY 1993. Construction of site improvements and the new federal buildings will begin in FY 1994. Occupancy of the GSA Building, with approximately 4,000 employees, will begin in late 1996.

- PHASE II is the area west of the urban square and south of Tingey Street, S.E.

- PHASE III includes the area west of New Jersey Avenue and north of Tingey Street, S.E. and allows long term use of the present Building 213. This leaves the areas of the site with the highest proposed densities to be built to their highest use at a future date as a result of Metro-related and Capitol Gateway development.

The phasing is based on incremental development, both of buildings and of required infrastructure. In most cases, roadways, parking, and utilities are to be built as part of the building projects to which they relate.

**Implications for the Future**

Development of the Southeast Federal Center (SEFC) will be a key step in the development of Buzzard Point/Near Southeast, with the following implications:

- Development of the new federal buildings in the first phase of the SEFC's development will set the tone for the area in terms of economic development and urban design.

- Initial development of the SEFC will likely spur private development in the nearby Capitol South, Capitol Gateway and Buzzard Point subareas.

- Development of the SEFC is important in retaining federal employment in the city and can provide job opportunities for area residents.

- Urban design initiatives in developing the site, especially the urban square, the waterfront and comprehensive streetscape treatments, will be important in creating a new image and in establishing a model for development of nearby areas.

- The design philosophy of "tearing down the wall" and extending the street grid south into this area will help integrate the SEFC site back into the city.

- As the new federal buildings are completed, the General Services Administration (GSA) and the agencies in the building will need to address various transportation demand management (TDM) programs, including car pooling, transit subsidies, staggered work hours and bus shuttle service to the Navy Yard Metrorail Station. These actions will establish a model for later private development.

- Some retail uses are planned in the SEFC and these may serve neighborhood residents. If festive retail uses are included, the retail may draw from a larger area.

- Development of the SEFC presents an opportunity to strengthen economic development opportunities for adjacent areas and to increase amenities and resources for the community. GSA has indicated an interest in "reaching out" to the adjacent community in terms of employment opportunities and community development. However, the master plan is focused on the SEFC and does not address outreach economic and social programs or housing. Additional planning and programming will be necessary to address how economic and social linkages can be forged between SEFC and nearby neighborhoods.

## Navy Yard

### Background

The Washington Navy Yard serves as the headquarters for the Naval District of Washington and as the capital city's ceremonial center for the Navy. It is the oldest U.S. Navy installation in continuous use, originally founded as a shipbuilding yard in 1800 and later developed as a manufacturing center. The Washington Navy Yard was the first home port of the U.S. Navy and the major manufacturing center of early Washington. The Navy Yard was burned by the British in the War of 1812 but was rebuilt and continued to expand in increments up until 1944, when it stretched between First and 11th streets, S.E., south of M Street. In 1963, when naval weapons manufacturing came to an end, the western portion of the Navy Yard was released to the GSA. The eastern portion of the Washington Navy Yard , including the earliest and most historic structures, is located east of Fifth Street, S.E. and now encompasses 73 acres. The base employment is expected to increase from 7,000 (1990) to approximately 12,000 employees (2010). Planned facilities will include parking, office space and retail amenities.

### Master Plan

An initial plan for the Navy Yard, prepared in 1967, called for major demolition. A 1979 plan called for a new approach including recycling the industrial buildings and retaining and enhancing the historic character of the Navy Yard. A 1989 plan, prepared by Notter Finegold and Alexander, Inc., refined this conservation and reuse concept. The Navy Yard Master Plan was approved by the National Capital Planning Commission in 1990. The "recycling" of the Navy Yard has been underway since 1980 and major improvement is already visible.

Land Use

OFFICE: Industrial buildings will continue to be converted to predominantly office use with a net gain of approximately 700,000 gross square feet.

RETAIL: Building 46 will serve as the retail focus for employees, providing convenience retail goods. Food services will be provided on the ground floor of Building 22, with the ground floor opened for pedestrian movement to Tingey Street, S.E.

MUSEUMS: The museums now include the Navy Museum in Building 76, the U.S.S. Barry docked at Pier No. 2, the Marine Corps Museum in Building 58, the Navy Historic Center in Buildings 108 44 and 57, and the Combat Art Gallery. A submarine museum is also being proposed.

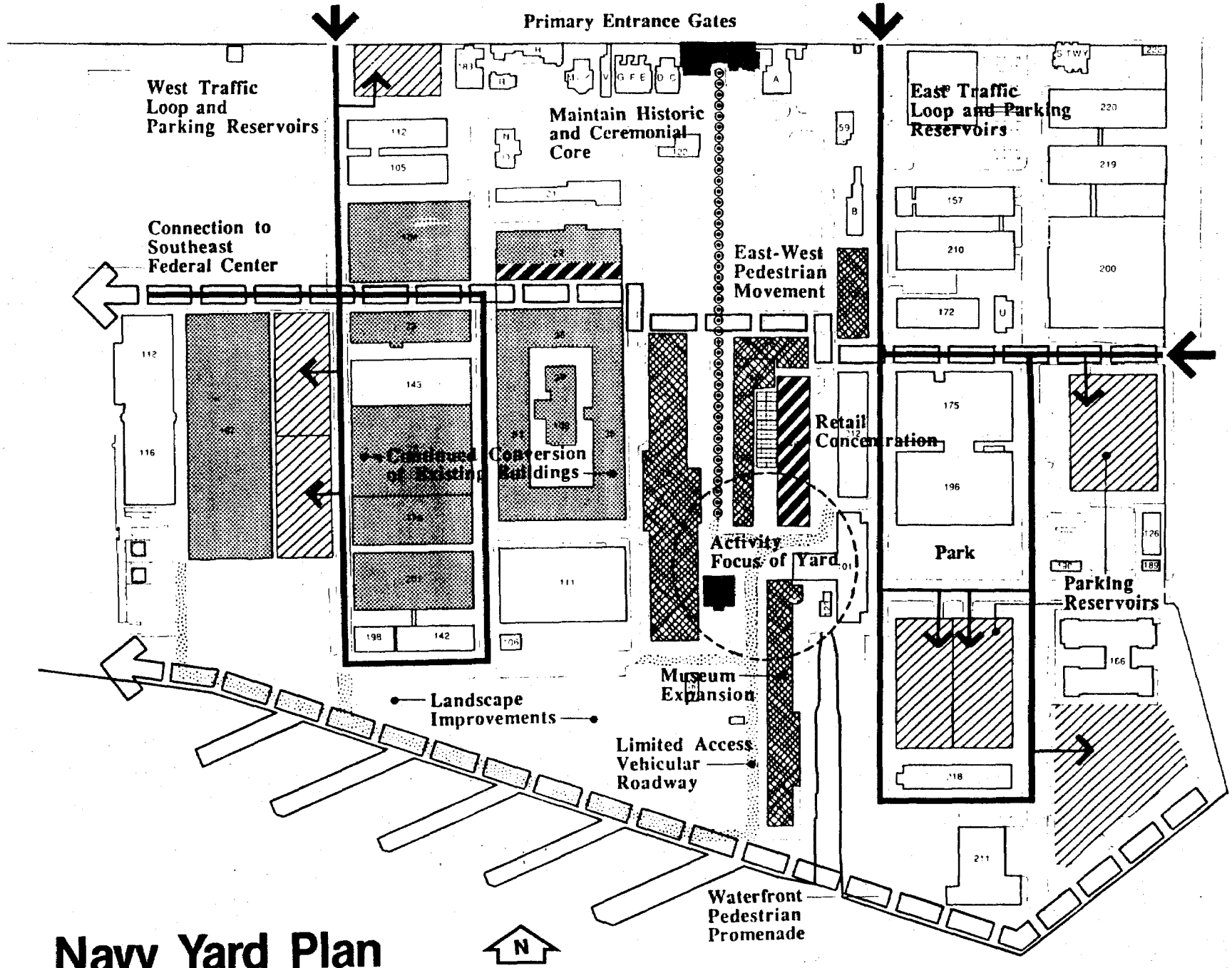
SUPPORT SERVICES: Proposed uses include new locker facilities and health club, two tennis courts, two basketball courts an six squash or racquetball courts, a day care and personnel support facility.

Urban Design

HISTORIC PRESERVATION: A number of buildings in the Navy Yard have architectural significance. Located within the historic district between Isaac Hull and Parsons avenues, are high-bay industrial buildings which will be renovated as the Navy Yard is transformed to office use. Preservation and enhancement of the overall character of the historic district is important.

PEDESTRIAN PATHWAYS: Pedestrian paths have been identified to encourage pedestrian activity and limit vehicular circulation. A northern pedestrian route is designated along N Street, S.E., Kidder Breeze, the edge of Building 76, through Building 22 to Tingey Street, thereby connecting the employment sectorsin this area of the Navy Yard. A southern route is proposed along the waterfront, with a critical link being a retractable bridge across the opening to Slip 1, which will encourage greater use of the waterfront. The north-south streets, with sidewalk and landscaping improvements, will connect these east-west routes. Vehicular traffic will be restricted around Building 46, creating a pedestrian zone.

CONNECTION TO THE SEFC: The Navy Yard and SEFC Master Plans are expected to transform this section of the city. Tingey Street and N Street are projected as the primary route between the two and their redevelopment should provide pedestrian improvements from the Navy Yard Metrorail Station into the Navy Yard. Shuttle bus service to the Navy Yard Metrorail Station




# Navy Yard Plan

with stops at Building 22, 46 and 200, would serve to further connect the Navy Yard with the SEFC. Pedestrian walks and landscaping improvements along the waterfront will be continuous between the Navy Yard and the SEFC.

WATERFRONT DEVELOPMENT: Willard Park is to be transformed into the primary open space serving the Navy Yard and the link between the waterfront and activities of the base. The park will extend south to the waterfront and incorporate a waterfront promenade with pedestrian paths, restricted lanes for buses and pier service vehicles, new lighting and seating areas. The waterfront promenade can also connect to the waterfront of the Southeast Federal Center. The Navy Yard has 2,320 feet of waterfront frontage. Naval history can be enhanced through interpretative displays of military hardware. The existing structural grandstand will be replaced by a multi-functional amphitheater. Willard Park will expand in size from approximately 1.6 acres to 6.0 acres.

LEUTZE PARK: This open space, the historic heart of the Navy Yard, contains the earliest buildings such as Tingey House (now the home of the Chief of Naval Operations), the Second Officer's Quarters and Benjamin Latrobe's Main Gate, all of which survived the British attack in 1814. Frequently used in the summer for naval ceremonies, Leutze Park has a more private character than the waterfront. Leutze Park will be retained essentially in its present configuration.

Transportation and Parking

The transportation and parking systems are based upon adaptation of the existing roadway and designation of specific parking for areas. This policy is intended to limit vehicular movement and control parking in order to provide improvements to the public space and an orderly development of the Navy Yard.

TRAFFIC MOVEMENT: Proposed traffic patterns will direct vehicles to two internal loops (east and west sides of the Yard) tying the proposed parking structures to the existing gates and minimizing the need for east-west vehicular traffic internal to the Navy Yard.

PARKING: Parking structures are provided at five sites to support the expanded working population and to supplement extensive surface parking now existing at the waterfront. Four of the five sites will be structured parking.

PUBLIC TRANSPORTATION: Major emphasis is placed on encouraging public transportation, including shuttle bus service to the Navy Yard Metrorail Station (actually located west of the Navy Yard at New Jersey Avenue and M streets, S.E.).

**Timing of Development**

Development of the Navy Yard anticipates a three-phase process, allowing for an orderly pace of work as well as flexibility within the appropriation process.

1) Initial Construction involves the completion of the Quadrangle complex. This initial phase should be completed by approximately the year 1997.

2) Mid-range development includes completion of the retail concentration, demolition of Buildings 66 and 67, public space improvements, ongoing conversion of industrial building to office use, development of parking structures. Mid-range development should be completed by approximately the year 2005.

3) Final projects include completion of building renovations and public space improvements to the Navy Yard, development of the parking structure adjacent to the Sixth Street, S.E. gate, renovation of buildings adjacent to the retail concentration, public space improvements along the waterfront, conversion of Building 70 to museum use, renovation of the Officer's Club, demolition of Building 184 to construct a park, and ongoing development of structured parking. Final phase improvements should be completed by approximately the year 2010.

**Implications for the Future**

- The plan for recycling and improving the Washington Navy Yard is a sophisticated program that is already beginning to show impressive results.

- The "visitor attraction" power of the Navy Yard will increase, both for area residents and out-of-town visitors, as new museums are opened and the historic character of the Navy Yard is enhanced.

- Connections with the Southeast Federal Center (SEFC) will enhance the attractiveness of both areas.

- Experience with waterfront development in the Navy Yard will provide examples for other parts of Buzzard Point/Near Southeast.

- The Navy Yard will need to give increased attention to establishing transportation demand management (TDM) program as Navy Yard employment increases.

- Provision of waterfront access through the Navy Yard, allowing connections with the SEFC waterfront to the west and the area east of 11th Street, S.E. to the east is especially important. Public access should be allowed while allowing for appropriate Navy security arrangements.

- Expansion of employment from 7,000 to 10,000 employees provides, over time, employment opportunities for District residents and opportunities for business development in adjacent areas.

**Fort Leslie J. McNair**

**Background**

Fort McNair is the headquarters of the Military District of Washington and the National Defense University, composed of the National War College and the Industrial College of the Armed Forces. The Inter-American Defense College is also located at Fort McNair. The site was shown as a location for fortifications in the 1791 L'Enfant Plan. The fort was established in 1794 as the Washington Arsenal. The fort was later expanded north to P Street, S.W.

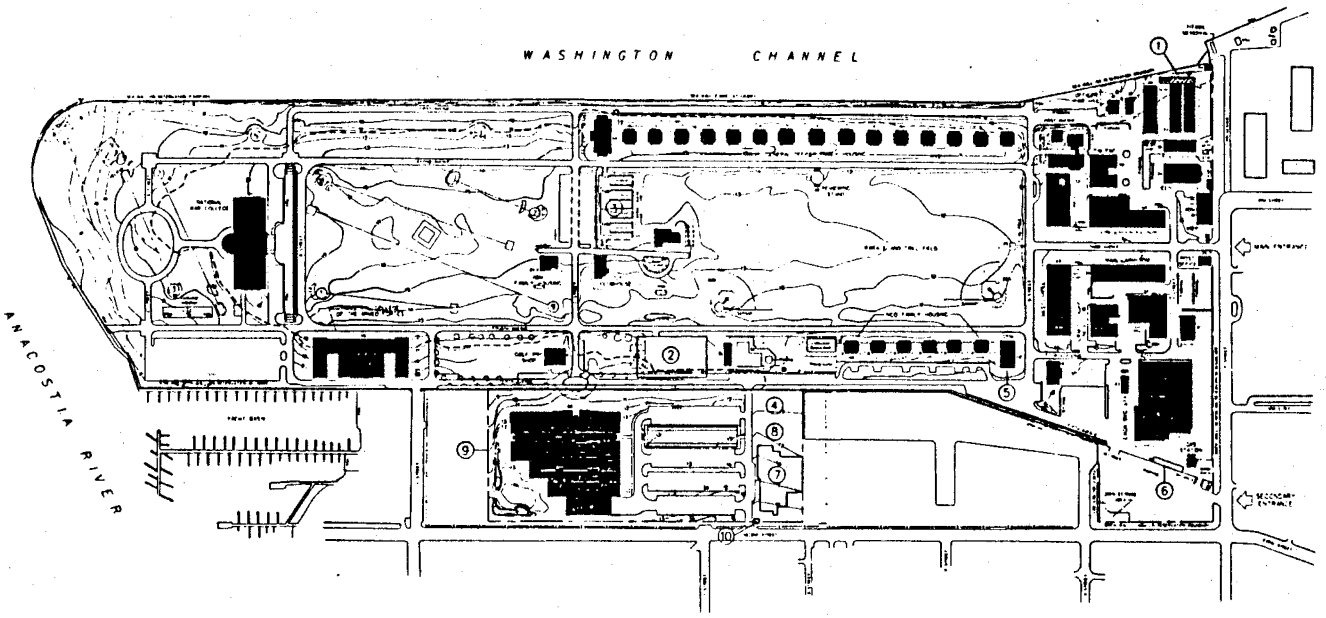
Fort McNair is the second oldest U.S. Army post in continuous use. It has served as the site of one of the country's first arsenals, the U.S. Penitentiary where the Lincoln assassination conspirators were tried and executed, and the general hospital where Water Reed's research led to control of malaria. In 1903, the fort was redesigned by the architectural firm of McKim, Mead and White into a Beaux Arts campus-like setting for the new Army War College and Army Engineer School.

The McKim, Mead and White plan of 1903 included a long and wide central axis, extending from the entrance gate on P Street south approximately 3,000 feet to the terminus in the large domed National War College building at the end of the peninsula. Although some of the buildings originally envisioned were never constructed, the fort today reflects the McKim, Mead and White plan. The fort is listed on the National Register as a National Historic District.

Fort McNair forms the western edge of the Buzzard Point/Near Southeast area. Major features include:

- Barracks and administrative buildings at the north end, near the P Street gate.

# Fort McNair Plan




NOTE: FORT MCNAIR HAS BEEN NOMINATED AS A NATIONAL HISTORIC DISTRICT AND BUILDING NO. 61 HAS BEEN ENTERED INTO THE NATIONAL REGISTER OF HISTORIC PLACES.

## MULTI-YEAR PLAN PROJECTS

| PROJECT NUMBER | PROJECT TITLE | SCOPE |
|---|---|---|
| (1) | DEMOLISH BUILDING 61 | 1 BD |
| (2) | CONSTRUCT NEW TENNIS COURTS | 4 EA |
| (3) | RECONFIGURE C STREET PARKING AREA | 1 BD |
| (4) | CONSTRUCT NEW PARKING LOT | 1 BD |
| (5) | RENOVATE GYM FOR POST CHAPEL | 8,970 SF |
| (6) | CONSTRUCT POST ENGINEER STORAGE AREA | 1 BD |
| (7) | CONSTRUCT PHYSICAL FITNESS CENTER | 29,900 SF |
| (8) | FUTURE INDOOR POOL | 1 BD |
| (9) | CONSTRUCT NEW BRICK AND IRON WALL | 1 BD |
| (10) | CONSTRUCT NEW SENTRY STATION | 1 BD |

## LEGEND

EXISTING / PROPOSED

- BUILDING OR STRUCTURE PERMANENT
- BUILDING OR STRUCTURE SEMIPERMANENT
- BUILDING OR STRUCTURE TEMPORARY
- ROAD
- FENCE
- RESERVATION BOUNDARY
- INDEX CONTOUR
- INTERMEDIATE CONTOUR
- DEPRESSION CONTOUR
- 100-YEAR FLOOD BOUNDARY

NOTE
OVERALL PLAN BY STV/LYON ASSOCIATES
SPECIFIC SITE PLANS BY OTHERS

SCALE IN FEET
CONTOUR INTERVAL 1 FOOT

| REV NO | DATE | DESCRIPTION | INITIAL |
|---|---|---|---|
| | | | |

STV/LYON ASSOCIATES
ENGINEERS, ARCHITECTS & PLANNERS
BALTIMORE, MARYLAND

US ARMY ENGINEER DISTRICT
CORPS OF ENGINEERS
BALTIMORE, MARYLAND

FORT LESLEY J. McNAIR
WASHINGTON, DC

GENERAL SITE PLAN

FUTURE DEVELOPMENT PLANS

| | | |
|---|---|---|
| | DATE | |

- A central mall, extending south from the entrance buildings to the National War College. Some Civil War era buildings, related to the previous U.S. Penitentiary, remain in the center of the open space.

- A row of houses for senior officers extends along the west side of the mall, overlooking the Washington channel. Other residences are located on the east side of the mall.

- The waterfront on the west and south is attractively landscaped. The total length of the Fort McNair waterfront is approximately 5,700 feet.

- The National War College (Theodore Roosevelt Hall) terminates the mall vista. The southernmost part of Fort McNair is named Geenleaf Point.

- Marshall Hall (Library and Academic Center), part of the National Defense University, is the new building (1991) on the east edge of Fort McNair.

Fort McNair has an assigned work force of 1,609, (834 military and 775 civilian employees). In addition, 405 officer/students (or civilian equivalents) are assigned to the service college. Most of the work force and students live off-post, a total of approximately 1,844 persons. On post there are 48 family quarters, 15 of which are General Staff Officer's housing. The housing includes 31 units for unaccompanied officers, usually reserved for foreign students. Barracks house 88 enlisted personnel. The master plan calls for the assigned workforce to increase by 334 person (all military), or 21 percent. In addition, the student population is projected to increase from 405 officers to 457. Both the current and projected student populations include 155 temporary duty students, some of whom are officer-equivalent civilians.

**Master Plan**

The current master plan was approved by NCPC in 1977. Revision of the master plan is underway. Future improvements include construction of a new physical fitness facility and various building renovations. Overall, future change to the existing appearance and level of activity will be relatively limited.

**Implications for the Future**

There appears to be three major implications for the future role of Fort McNair in relationship to the surrounding area.

- As the adjacent area develops, and as the special historic quality of Fort McNair becomes better known, it may attract additional local and out-of-town visitors. The fort grounds are generally open to the public, with appropriate security at the P Street gate.

- The Fort McNair waterfront is a key amenity. Future planning should address how increased public access to the waterfront might be accommodated, subject to appropriate security requirements.

- Development of future high-rise commercial and residential buildings in Buzzard Point will be visible, in part from within the fort and will serve to frame the fort in visual terms. Buildings on the west side of Buzzard Point should step down to a lower height adjacent to Fort McNair to appropriately relate to the historic district.

<u>National Park Service</u>

The National Park Service (NPS) administers federal land in the Buzzard Point/Near Southeast area. This includes the two important parcels at the southern tip of the Buzzard Point area which are used as public concessionaire-operated marinas. The James Creek Marina is located between Second Street S.W. and Fort McNair. Major improvements to the marina were completed in 1991. The design of a new marina "clubhouse" has been approved by the National Capital Planning Commission and the Commission of Fine Arts and construction is expected to begin in 1993. A second concessionaire operates the Buzzard Point Marina, located east of Second Street, S.W. Additional small pieces of federal parkland, relatively undeveloped, are located nearby.

NPS also administers a strip of waterfront land east of the 11th Street bridges. Some of this land is now used for D.C. Department of Public Works storage uses under agreement with the National Park Service. Further east, some land is leased for use by the Eastern Power Boat Club, District Yacht Club, the Washington Yacht Club and Seafarers Yacht Club.

NPS has plans to develop a major recreation area on the east bank of the Anacostia River. This large site is visually related to the Buzzard Point/Near Southeast area.

**Implications for the Future**

- Coordinated development of NPS lands at the south end of the Buzzard Point area will be especially important in development of the Buzzard Point waterfront, especially the concept of a continuous waterfront promenade. Additional study is needed to address both short range and long-range improvements.

- Planning for the future development of National Park Service lands east of the 11th Street bridges should be coordinated with plans for the Washington Gas Light property north of Water Street. If this area were to be used for relocated industrial uses with waterfront access needs, easements across park property would be necessary.

- As development of the east and west banks of the Anacostia River proceed, it may be feasible to institute some type of "water taxi" service in the future. Plans for both sides of the river should accommodate such activity.

# IV. PROPOSED PLANS

## INTRODUCTION

In addition to adopted District and federal plans for the Buzzard Point/Near Southeast area (summarized in Chapter III), four planning studies have been undertaken for parts of the planning area:

- Anacostia Waterfront Master Plan: Phase I (1988)
- Anacostia Waterfront Master Plan: Phase II (1992)
- Buzzard Point Master Plan (prepared by the Buzzard Point Planning Association, 1989)
- Buzzard Point/Capitol Gateway Group Plan (1991)

Major provisions of these plans are summarized and compared in this chapter.

## ANACOSTIA WATERFRONT STUDY

The most significant planning effort for the area has been the Anacostia Waterfront Study, a public/private effort coordinated by the Federal City Council that began in May 1987. Participants in this study included District officials, representatives of federal agencies with a major interest in the area, WMATA, private landowners and community representatives.

In January 1988, the Federal City Council contracted with Wallace Roberts Todd to prepare a plan for the Anacostia waterfront area. The resulting report, Anacostia Waterfront Master Plan, was completed in November 1988. This work is now called Phase I. A second stage of work, focusing on transportation, infrastructure and capital improvements, began in fall 1990 and was completed in early 1992. It is referred to as the Anacostia Waterfront Master Plan: Phase II. Both phases of the Anacostia Waterfront Master Plan have a study area extending to M Streets, S.W./S.E. on the north and therefore do not include the Capitol South and Carrollsburg/Arthur Capper areas which are included in the Office of Planning's Vision 2020 program. Major elements of the plan are summarized below and the proposed long term land use pattern is illustrated.

## Phase I Plan

### Land Use

- James Creek area remains in residential use, with continued rehabilitation and upgrading of subsidized units. The study area also incorporated the portion of Southwest south of M Street, S.W., that would remain residential.

- Fort McNair remains essentially as it exists.

- A mixture of residential and commercial uses is proposed for the core area east of Second Street S.W. and south of N Street, S.W. and M Streets, S.E. Designations are made for predominantly commercial and residential areas.

- Full development of approximately 23 million square feet is proposed (including the Capitol Point project in Buzzard Point) with an overall Floor Area Ratio (FAR) of approximately 5.5. Approximately 25-30 percent would be in residential use with the remainder in commercial (office and retail) and other uses.

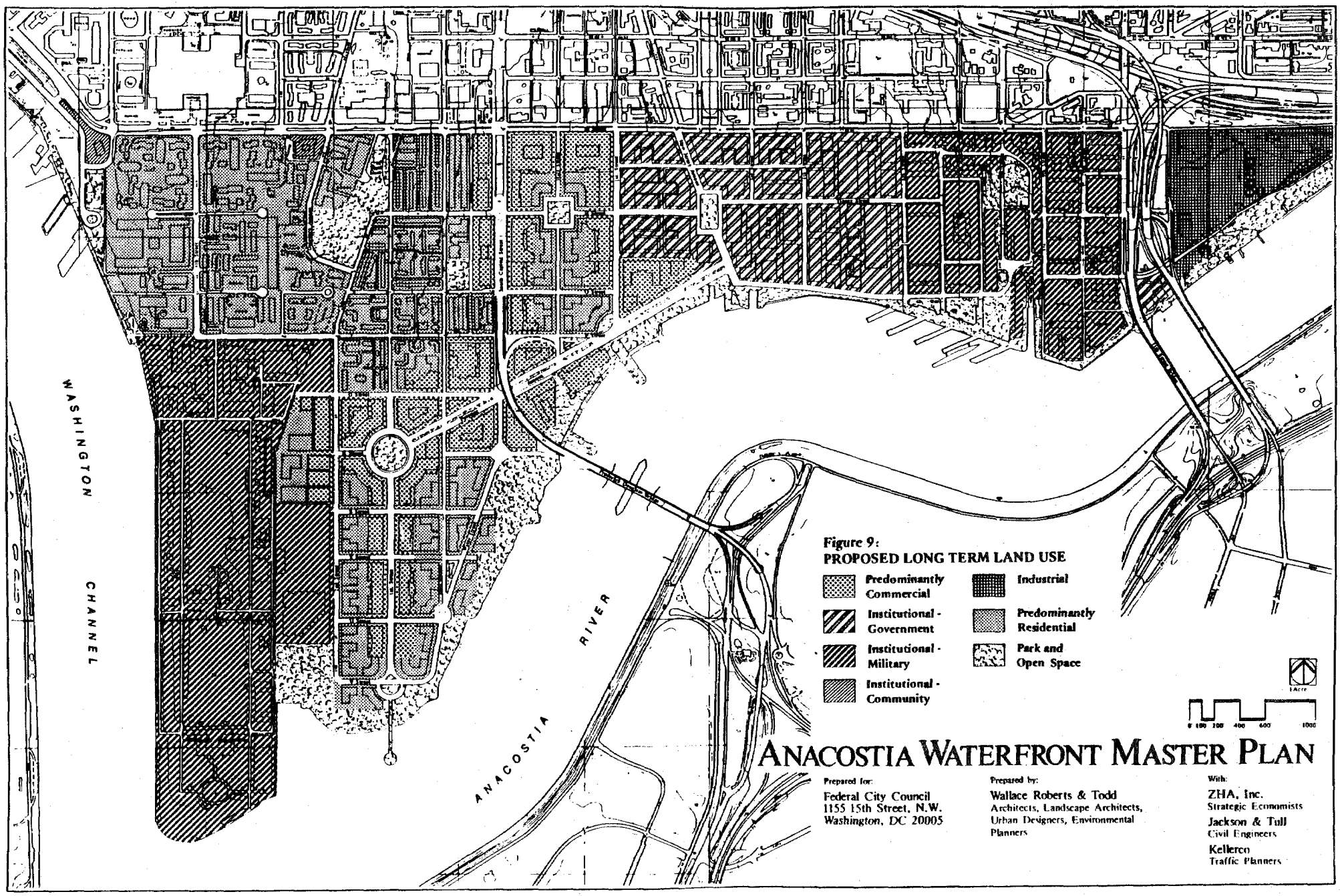
- New office development is located along First Street, S.W., Potomac Avenue, South Capitol Street, M Street, S.W. and First Street, S.E.

- The area on the waterfront northeast of Frederick Douglas Bridge is the preferred location for a destination retail complex and possibly a hotel. The site to the east is identified as a site for major institutional or public use.

- Residential use is grouped to create neighborhoods, with service retail allowed. Residential areas are on the west side of the Buzzard Point area (along Second Street, S.W., facing the waterfront, centered on Half Street, S.W., and along Half Street, S.E. between M and P streets, S.E.).

- SEFC and Navy Yard are to develop as indicated in respective approved master plans.

- Land east of 11th Street, S.E. is recommended for industrial use, possibly accommodating water-dependent uses which relocate from the Buzzard Point area.


WASHINGTON CHANNEL
ANACOSTIA RIVER
Figure 9:
PROPOSED LONG TERM LAND USE
Predominantly Commercial
Institutional - Government
Institutional - Military
Institutional - Community
Industrial
Predominantly Residential
Park and Open Space
ANACOSTIA WATERFRONT MASTER PLAN
Prepared for:
Federal City Council
1155 15th Street, N.W.
Washington, DC 20005
Prepared by:
Wallace Roberts & Todd
Architects, Landscape Architects, Urban Designers, Environmental Planners
With:
ZHA, Inc.
Strategic Economists
Jackson & Tull
Civil Engineers
Kellerco
Traffic Planners

- The waterfront is developed as publicly-accessible park and open space, hard-edged from Navy Yard to Frederick Douglas Bridge. East of Navy Yard and south of Frederick Douglas Bridge, the edge treatment should be soft. Minimum depth of the hard-edge promenade should be 50 feet. Naturalistic park should be developed south of Frederick Douglas Bridge to S Street, S.W. Waterfront open space extends through Fort McNair, with appropriate security.

**Urban Design**

- The street grid is continued and new streets are added to follow the "L'Enfant Plan" concept. Potomac Avenue is upgraded to a landscaped boulevard.

- New Jersey Avenue is extended to the water's edge (through SEFC) and Potomac Avenue is extended to New Jersey Avenue, S.E.

- Major public squares are developed at Q and First streets, S.W., N and Half street, S.E. and N and Tingey streets, S.E. (new urban square in SEFC).

- New Urban spaces are created along Potomac Avenue and at places along the waterfront.

- Half Street, S.E. is a spine for new residential development, south of M Street, and provides a connection to the waterfront.

- Building heights are moderated along the waterfront to protect view corridors.

**Transportation**

- Major streets in the area south of M Street, S.E./S.W. are linked together.

- First Street, S.E. and Potomac Avenue are major streets.

- New ramps are developed between Potomac Avenue and Frederick Douglas Bridge.

- Phase I street improvements are proposed at a total cost of approximately $16 million.

**Implementation**

- A new zoning district to address special issues and opportunities of the core area would be created and would provide for a minimum amount of certain uses, such as residential. This zone would use a transfer of development (TDR) approach.

- A new organization with appropriate powers to implement the plan would be created. A public/private management entity is proposed.

**Phase II Plan**

The Phase II plan focused on transportation, infrastructure and management with the following findings and recommendations.

- Over the next 20+ years (2020), approximately 5,880 dwelling units and 102,000 net new employees are projected to be added, for a total of 122,000 employees in the study area.

- Without a transportation demand management program, only about 50 percent of potential development could be supported by the highway system.

- A detailed transportation management program is recommended.

- A new highway interchange is recommended at Potomac Avenue and Frederick Douglas Bridge.

- An internal bus system (shuttle bus) is essential to extend the range of uses of Waterfront and Navy Yard Metrorail stations.

- Traffic management is necessary to protect neighborhoods (James Creek, Southwest).

- A high quality pedestrian environment is necessary.

- A ferryboat dock on Anacostia River is recommended.

- Infrastructure and transportation improvements will cost $138 million (current dollars) over the next 20 years.

- The operating cost of transportation management programs, including shuttle buses, is approximately $4.3 million/year, in current dollars.

- An Anacostia Waterfront Transportation Association should be organized.

- Options of a Congressionally-charactered area development corporation or a District of Columbia entity should be explored.

## BUZZARD POINT PLANNING ASSOCIATION PLAN

The Buzzard Point Planning Association (BPPA), a group of property owners in the Buzzard Point area (south of P Street) has proposed a Buzzard Point Master Plan and zoning proposal. This proposal was submitted to the D.C. Zoning Commission in January 1989 (Zoning Commission Case 89-1). The plan was proposed by a team of consultants headed by Keyes Condon Florence Architects (planning and urban design) and Wilkes Artis Hedrick and Lane (zoning and implementation). Overall management of the BPPA program is provided by the JBG Companies.

### Land Use

- Provides mixed use development, 20 percent residential and 80 percent office, retail and hotel. At full build-out, there would be over 14 million square feet of commercial uses and 3,500 residences. Commercial and residential development would be mixed throughout the area.

- Mixed use zoning results in a mixed pattern of uses. There is no specific designation of residential and commercial areas.

- Floor Area Ratio (FAR) averages 6.29. A commercial density bonus (25%) is granted for areas dedicated to a waterfront esplanade.

- Creates economic incentives to produce housing by linking full commercial and retail build-out to residential construction.

### Urban Design

- Creates an urban design and development pattern, intended to link the area with the city and establish an urban design character (see illustrative plan). The plan is based on the principles of the L'Enfant Plan.

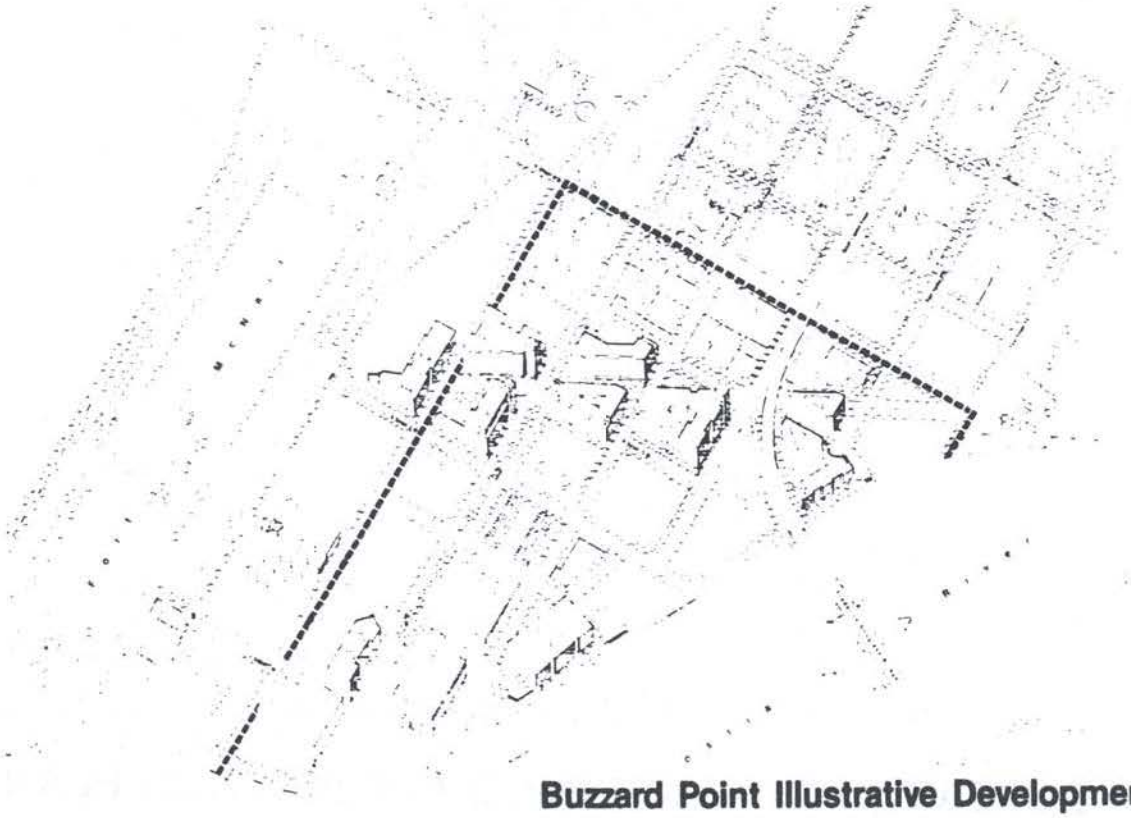
  Creates a continuous waterfront with hard edged waterfront promenade, generally 65 feet wide.



BPPA BUZZARD POINT PLANNING ASSOCIATION PLAN

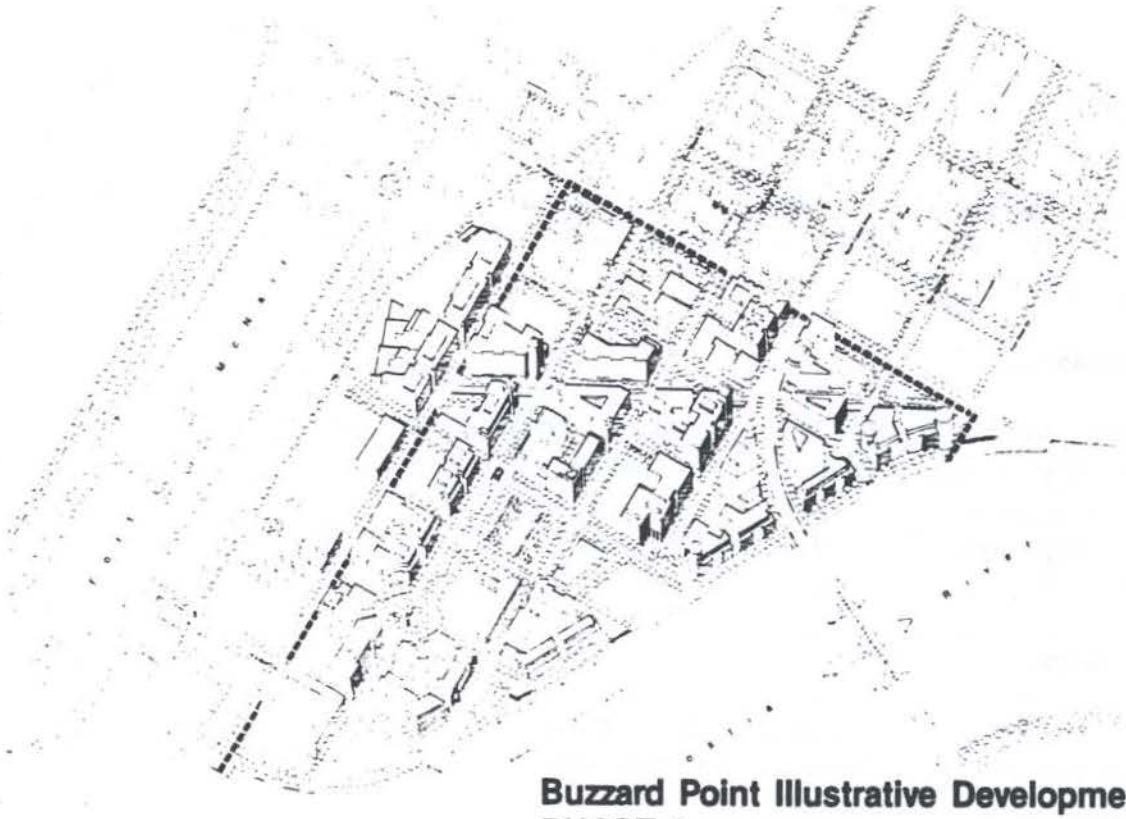


**Buzzard Point Illustrative Development Phasing**
**EXISTING CONDITIONS**

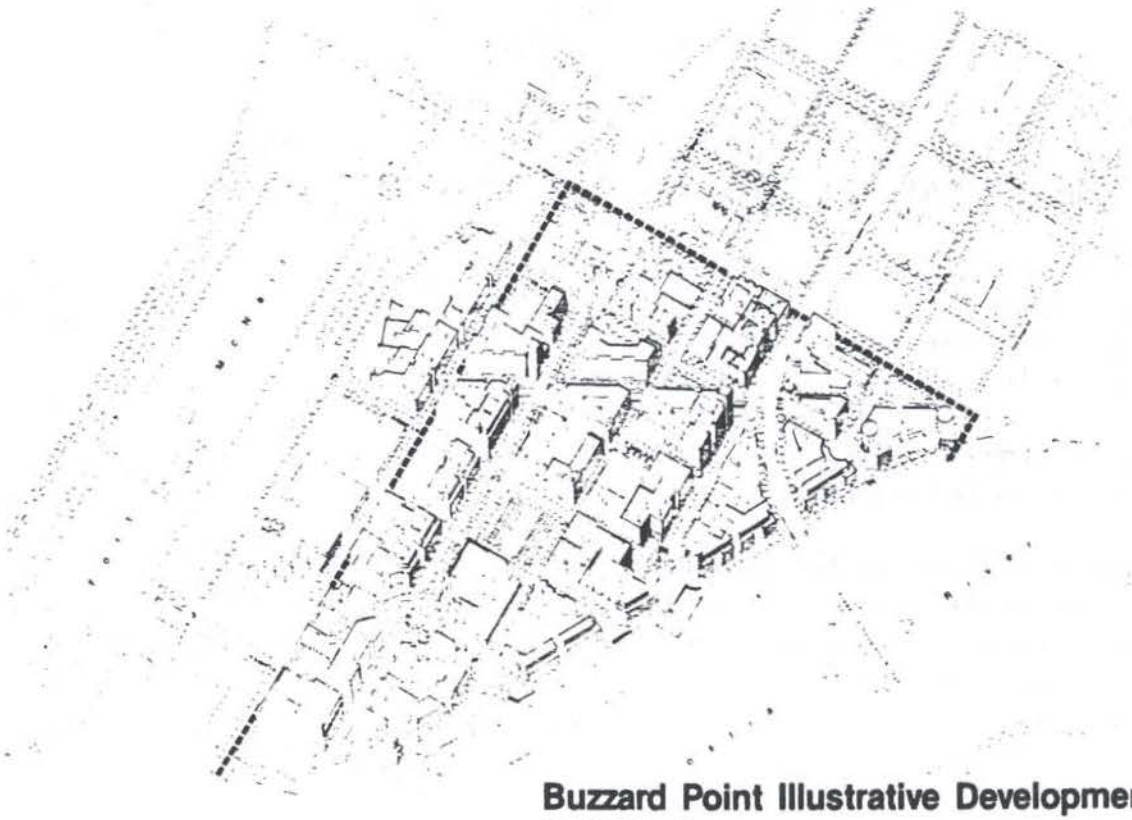


**Buzzard Point Illustrative Development Phasing**
**PHASE 1**: 4,000,000 Square Feet

Buzzard Point Planning Association (Revised Plan)



**Buzzard Point Illustrative Development Phasing**
**PHASE 2** : 9,000,000 Square Feet



**Buzzard Point Illustrative Development Phasing**
**PHASE 3**: 13,000,000 Square Feet

- Creates a series of new public spaces, one at South Capitol Street and S Street, S.W., one at First and U streets, S.W., plus waterfront space at the tip of Buzzard Point.

**Transportation**

- Potomac Avenue S.E./S.W. is a major access street into area and First Street, S.W. is a major entry to the center of Buzzard Point.

- New ramps are proposed at South Capitol Street and Frederick Douglas Bridge.

**Implementation**

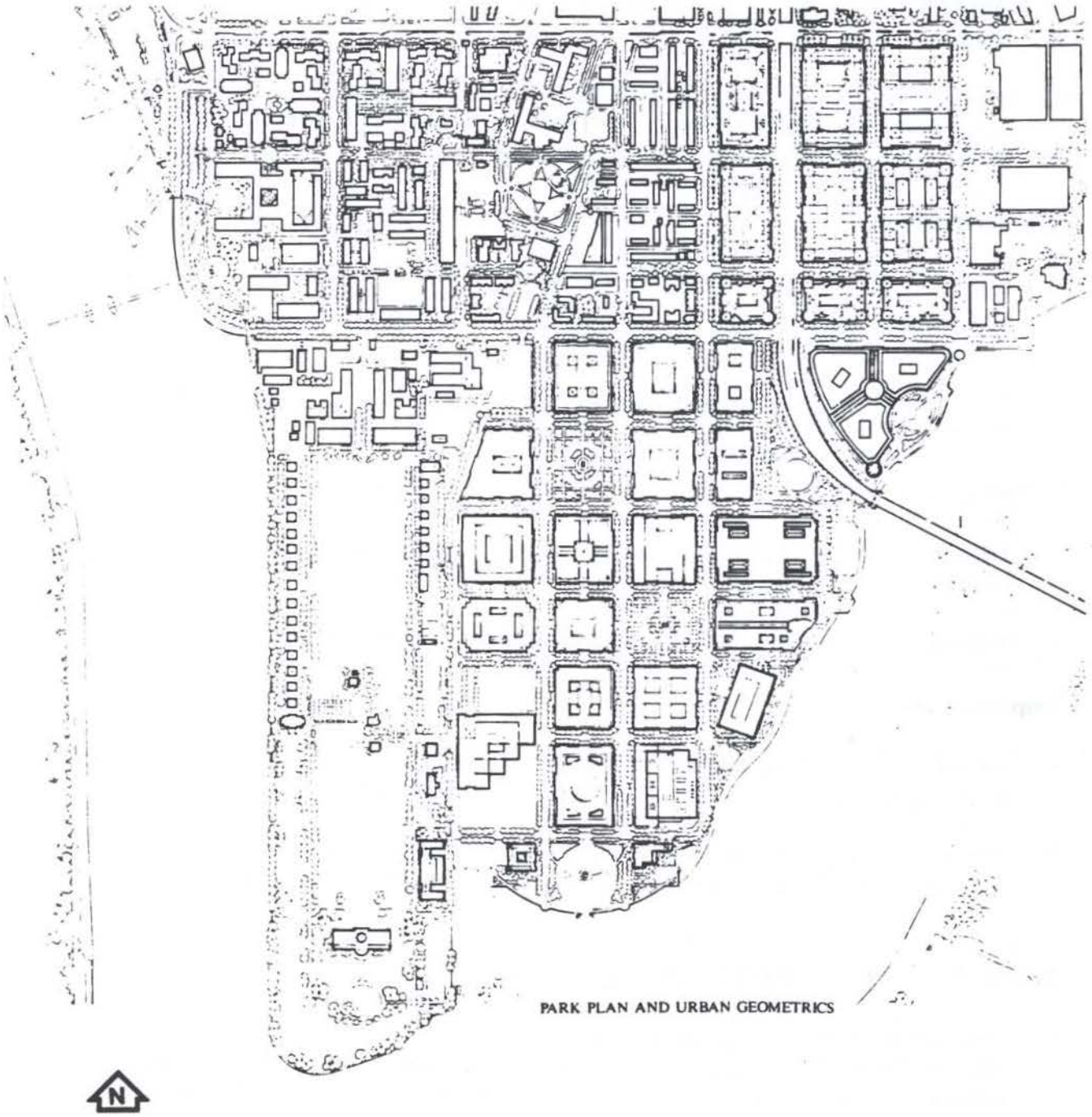
- Create a new Buzzard Point Special Development District; including zoning provisions, a development plan and urban design provisions.

Since the original plan was submitted to the Zoning Commission, the BPPA team has continued to coordinate with the Office of Planning on specific planning and design issues. A somewhat revised urban design concept has been outlined, with a boulevard (with median) along First Street, providing the main entrance into the area from Potomac Avenue. BPPA has also outlined a schematic illustration of how Buzzard Point might develop in stages over the next 20-30 years. The drawings are illustrative only but are intended to show how the development of the Buzzard Point area might proceed.

## BUZZARD POINT/CAPITOL GATEWAY GROUP PLAN

A second group of property owners in the Buzzard Point and Capitol Gateway areas has prepared a concept plan for those areas. The plan was submitted to the Zoning Commission in a memorandum on September 5, 1991 and revised in a letter on November 8, 1991. Since that time, some additional concepts have been outlined. Zoning and implementation concepts have been prepared by J. Kirkwood White of Dunnells, Duvall and Porter and planning and urban design work is by Davis Buckley.

The proposal focuses on the Buzzard Point area (south of P Street) but diagrammatic concepts are outlined for development of the Capitol Gateway area and the eastern edge of the James Creek area.




BUZZARD POINT/CAPITOL GATEWAY GROUP
PLAN