

Pennsylvania Avenue SE Corridor

Land Development Plan
January 2008

Approved by DC Council July 15, 2008



TABLE OF CONTENTS

Table of Contents

Executive Summary.....	5
Chapter 1 Study Background.....	9
Introduction & Project Context.....	10
Coordination with Other Planning Efforts.....	15
Chapter 2 Study Area Conditions.....	16
Historic Resources.....	17
Government & Institutional Resources & Facilities...	19
Parks & Open Space.....	21
Transportation.....	23
Land Use & Zoning.....	25
Chapter 3 Market Assessment.....	29
Background & Methodology.....	30
Existing Market Conditions.....	31
Development Opportunity Projections.....	34
Market Economics.....	37
Chapter 4 Redevelopment Opportunities.....	39
Overview.....	40
Capitol Hill Sub-Area.....	43
Potomac Avenue Sub-Area.....	46
L'Enfant Sub-Area.....	55
Randle Highlands Sub-Area.....	62
Penn Branch Sub-Area.....	64
Fort Davis / Fairfax Village Sub-Area.....	70
Chapter 5 Implementation.....	75
General Corridor Improvements.....	76
General Recommendations.....	76
Strategies for Catalyzing Development.....	77
Site Characterization.....	77
Implementation Tables.....	78
Acknowledgements.....	82
Appendix- Notes on the Final Plan	

Tables

Table 1.1: Meetings.....	12
Table 2.1: Historic Resources.....	17
Table 2.2: Government and Institutional Resources and Facilities.....	19
Table 2.3: Parks and Open Space.....	21
Table 2.4: Zoning Categories.....	27
Table 3.1 Summary of Market-Driven Development Opportunity Projections, 20-Year Period..	36
Table 5.1 Pennsylvania Avenue SE Corridor Strategy and Implementation Plan.....	78
Table 5.2 Public Agency Action Agenda (I).....	79
Table 5.3 Public Agency Action Agenda (II).....	80
Table 5.4 Public Agency Action Agenda (III).....	81

Figures

Figure 1.1: Pennsylvania Avenue SE in the District of Columbia.....	10
Figure 1.2: Pennsylvania Avenue SE Study Area.....	13
Figure 1.3: Project Sub-Areas.....	14
Figure 2.1: L'Enfant Plan for Washington, D.C.....	17
Figure 2.2: Pennsylvania Avenue SE Historic Resources.....	18
Figure 2.3: Capitol Hill Cluster School.....	19
Figure 2.4: Metropolitan Police Department.....	19
Figure 2.5: Randle Highlands School.....	19
Figure 2.6: Pennsylvania Avenue SE Government & Institutional Resources.....	20
Figure 2.7: Fort Dupont Park.....	21
Figure 2.8: Penn Branch.....	21
Figure 2.9: L'Enfant Square.....	21
Figure 2.10: Pennsylvania Avenue SE Parks & Open Space.....	22
Figure 2.11: Pennsylvania Avenue SE Planned Transportation Improvements.....	24
Figure 2.12: Pennsylvania Avenue SE Corridor Land Development Plan.....	26
Figure 2.13 Pennsylvania Avenue SE Existing Zoning	28
Figure 3.1 Existing Land Uses.....	31
Figure 3.2 COG Household Projections, District of Columbia.....	32
Figure 3.3 COG Household Projections, PA Ave Corridor.....	32
Figure 3.4 Map of Demographic Sub-Areas, PA Ave Corridor.....	32
Figure 3.5 Household Incomes, 2006.....	32
Figure 3.6 Household Densities, 2006.....	34
Figure 3.7 Single-Family Housing Values, 2006.....	34
Figure 3.8 Supportable Square Feet per Household, 2006.....	34
Figure 3.9 Number of Households Required to Support a Typical Retail Establishment, 2006.....	34
Figure 3.10 High-Rise: 8+ Stories with Underground Parking.....	38
Figure 3.11 Mid-Rise with Podium Parking: 6 to 8 Stories.....	38
Figure 3.12 Donut: 3 to 5 Stories Wrapped Around Above-Grade Structured Parking.....	38
Figure 3.13 Garden: 3 to 5 stories with Surface Parking.....	38



TABLE OF CONTENTS

Figure 4.1	Pennsylvania Avenue SE Redevelopment Sites.....	42	Figure 4.35	L'Enfant Square.....	58	Figure 4.69	Fairfax Village/Fort Davis Sites	73
Figure 4.2	Capitol Hill Sub-Area.....	43	Figure 4.36	L'Enfant Square	58	Figure 4.70	Plan - Fort Davis Shopping Center.....	73
Figure 4.3	Capitol Hill Sub-Area.....	44	Figure 4.37	Plan, 2300-2500 Penn. Ave SE	59	Figure 4.71	View - Fort Davis Shopping Center.....	73
Figure 4.4	Capitol Hill Sub-Area.....	44	Figure 4.38	Plan, 2500-2700 Penn. Ave SE	59	Figure 4.72	Concept Illustration - Fort Davis Shopping Center.....	74
Figure 4.5	Capitol Hill Sub-Area.....	44	Figure 4.39	L'Enfant Square Sites	59			
Figure 4.6	Capitol Hill Sub-Area.....	44	Figure 4.40	L'Enfant Square Sites.....	60			
Figure 4.7	Capitol Hill Sub-Area.....	44	Figure 4.41	View, L'Enfant Square Sites	60			
Figure 4.8	Butterfield House	45	Figure 4.42	Concept Illustration - L'Enfant Sq Sites.....	61			
Figure 4.9	Potomac Ave Sub-Area	46	Figure 4.43	Randle Highlands Sub-Area	62			
Figure 4.10	Potomac Ave Sub-Area	47	Figure 4.44	Randle Highlands Sub-Area	63			
Figure 4.11	Potomac Ave Sub-Area	47	Figure 4.45	Randle Highlands Sub-Area	63			
Figure 4.12	Potomac Ave Sub-Area	47	Figure 4.46	Randle Highlands Sub-Area	63			
Figure 4.13	1401 Penn. Ave, SE.....	49	Figure 4.47	Randle Highlands Sub-Area	63			
Figure 4.14	1401 Penn. Ave, SE.....	49	Figure 4.48	Penn Branch Sub-Area	64			
Figure 4.15	Jenkins Row Development.....	49	Figure 4.49	Penn Branch Sub-Area	65			
Figure 4.16	Jenkins Row Development.....	49	Figure 4.50	Penn Branch Sub-Area	65			
Figure 4.17	Plan, 1401 Penn Ave, SE	50	Figure 4.51	Penn Branch Sub-Area	65			
Figure 4.18	View, 1401 Penn Ave, SE	50	Figure 4.52	Penn Branch	67			
Figure 4.19	1401 Penn. Ave, SE.....	50	Figure 4.53	Penn Branch	67			
Figure 4.20	Concept Illustration - 1401 Penn Ave, SE ..	51	Figure 4.54	Penn Branch	67			
Figure 4.21	Barney Circle	52	Figure 4.55	Penn Branch	67			
Figure 4.22	Barney Circle	52	Figure 4.56	Penn Branch Sites.....	67			
Figure 4.23	Barney Circle	52	Figure 4.57	Plan - Penn Branch Shopping Center	68			
Figure 4.24	Barney Circle	52	Figure 4.58	View - Penn Branch Shopping Center	68			
Figure 4.25	Barney Circle Sites.....	53	Figure 4.59	Concept Illustration - Penn Branch Shopping Center	69			
Figure 4.26	Plan - Barney Circle Sites	53	Figure 4.60	Fairfax Village/Fort Davis Sub-Area	70			
Figure 4.27	View - Barney Circle Sites	53	Figure 4.61	Fairfax Village/Fort Davis Sub-Area	71			
Figure 4.28	Concept Illustration - Barney Circle Sites..	54	Figure 4.62	Fairfax Village/Fort Davis Sub-Area	71			
Figure 4.29	L'Enfant Square Sub-Area	55	Figure 4.63	Fairfax Village/Fort Davis Sub-Area	71			
Figure 4.30	L'Enfant Square Sub-Area	56	Figure 4.64	Fairfax Village/Fort Davis Sub-Area	71			
Figure 4.31	L'Enfant Square Sub-Area.....	56	Figure 4.65	Fairfax Village/Fort Davis.....	72			
Figure 4.32	L'Enfant Square Sub-Area.....	56	Figure 4.66	Fairfax Village/Fort Davis	72			
Figure 4.33	L'Enfant Square	58	Figure 4.67	Fairfax Village/Fort Davis.....	72			
Figure 4.34	L'Enfant Square	58	Figure 4.68	Fairfax Village/Fort Davis.....	72			





EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Background

As one of the city's most important thoroughfares, Pennsylvania Avenue both deserves and requires special attention and consideration to retain its stature and vitality. The communities along this corridor are very active and passionate about their neighborhoods. While there are differences in the characters and needs of these neighborhoods, everyone agrees that Pennsylvania Avenue deserves sensitive redevelopment, special public realm treatment and better retail opportunities. Community leaders have been striving to achieve these goals for many years.

Vision

The guiding vision for the project is a revitalized urban corridor lined with the types of uses and services needed by the surrounding neighborhoods: housing, employment, and retail opportunities for all residents, long-time and new. This study has been undertaken with the understanding that solutions must balance neighborhood goals and city-wide objectives with market realities, and that redevelopment activities must complement the established character of the communities bordering on Pennsylvania Avenue, SE. The portion of the corridor west of the Anacostia River has seen an increase in development in recent years, and communities there seek to successfully manage this growth, some of which is occurring within an established historic district. There is also a need to balance issues of scale with proximity to two Metrorail stations and the city's desire for having denser land uses near transit. East of the river has seen very little activity to date, and the communities there are hungry for investment. Attraction of good quality development and retail is the focus here, with sensitive design. The lack of Metrorail

stations here demands increased attention to bus service and walkability.

The Pennsylvania Avenue SE Land Development Plan provides the framework and foundation to guide redevelopment of key sites along the corridor. The elements of the plan are based on extensive research, professional analysis and substantial public input that helped guide the conclusions. This information was factored into the final recommendations contained in this report.

Findings

Initial findings concluded that, in large part, the core physical fabric along the corridor remains reasonably strong and intact. However, it was obvious that certain portions, particularly those east of the river, remain underutilized and do not fully support the needs of the surrounding community. The study also found that the current range of uses along the corridor does not mesh with the expressed needs of the community, nor does it provide the range of goods and services specified by the residents during this and earlier public input processes.

As a result, it is imperative that redevelopment activities be undertaken and promoted that complement the nature of the different neighborhoods and satisfy the needs of their residents. As the community, the District and the private sector implement the plan, it is critical that all stakeholders remain actively engaged in the process and committed to its success. Patience and perseverance will be required to maintain perspective and protect the established vision, recognizing that progress will be incremental over time.

Recommendations

Recommendations and approaches have been developed for seven redevelopment sites along the corridor. These sites represent the greatest potential for generating a positive impact, and are designed to guide the redevelopment process and focus resources. On top of these specific site examples, general design guidelines and other recommendations serve to guide any development within the various sub-areas along the corridor.

West of the River Sites

This area has a number of redevelopment opportunities given its smattering of stand-alone fast food restaurants and other uses inconsistent with the original urban design of the street. The area will retain and expand its neighborhood-serving retail base, while preserving the existing architectural fabric and character. New development will occur in existing commercially zoned parcels, within the parameters of existing zoning. New buildings will be of high-quality architecture and designs compatible with the historic nature of the street. Specific sites include:

- 1401 Pennsylvania Avenue, SE
- 1539-1557 and 1550 Pennsylvania Avenue, SE

East of the River Sites

This area has a greater number of redevelopment opportunities, as well as significant unmet retail demand. The area will retain and significantly expand its neighborhood-serving retail base. Existing retail architecture is largely of inconsistent quality, and does not reflect the importance of Pennsylvania Avenue, the vitality of the surrounding residential neighborhoods, or today's retail standards. New development



will better front the street, making ground floor retail more accessible to pedestrians and leaving most parking in the rear or underground. With the exception of the Penn Branch Shopping Center parking lot, currently zoned for residential use, new development will occur only in existing commercially zoned nodes. Existing buildings in residentially zoned areas are not considered for redevelopment. New buildings will be of high-quality architecture, and provide modern retail space attractive to a wide range of quality tenants. Any development in these nodes will likely include a mix of uses, much in the same way recommended for the area west of the river, with opportunities for new housing and office to better support new retail establishments.

- L'Enfant Square – 2300 block (south side)
- L'Enfant Square – 2500-2600 block (south side)
- Penn Branch Shopping Center
- Fort Davis Shopping Center

Density, Transportation and Retail Links

At every public meeting held for this plan, the public called out for more and better retail opportunities along the corridor. At the same time, most people also expressed a strong interest in maintaining low density at area commercial nodes. Currently, most of the existing retail space is not of high quality (because the spaces are too small, poorly maintained, etc.), and will likely need to be redeveloped to attract the types of retailers desired by the community. In order to finance the redevelopment of aging retail spaces, developers very often must cross-subsidize with office and residential development.

The proposed land use recommendations made in this document along with planned transportation improvements all work together to create an environment that can sustain the type of retail development desired by the communities along Pennsylvania Avenue, SE. The corridor cannot support continuous retail frontage,

and therefore this plan recommends concentrating clusters of commercial, residential and limited office uses along the corridor at strategic distances from one another. New residents and office workers combine with existing residents to support new and existing retail establishments morning, afternoon and evening. These clusters of residents and workers also justify future investments in rapid bus or other transit services that reduce dependencies on automobiles. Better pedestrian access also means that more people can choose to walk rather than drive when they are able, with increasingly convenient nearby retail destinations. Slower traffic means that drivers are better able to see what retail options are available, and are more likely to stop on their way home to shop. Coming full circle, having a variety of local retail options means that fewer people have to get in their cars and drive to other areas for their shopping needs.

Will targeted commercial and housing development along Pennsylvania Avenue, SE add more people onto an already crowded corridor? Yes. But it will not make traffic appreciably worse, and growth can be leveraged to increase local transit and mobility options, expand housing choices, attract the kind of new retail the community has been seeking for years, and improve pedestrian and vehicular safety. For these reasons, this study suggests that the benefits to the community of targeted redevelopment far outweigh any potential negative impacts on traffic, and will ultimately increase quality of life for everyone.

Zoning

What does the above discussion mean for zoning? Actually, only one zoning modification. With one exception, the density and mix of uses needed to redevelop these key sites can be achieved within the existing zoning of commercial areas along the corridor. Most commercial sites are zoned C2A,

which allows for low to moderate density commercial development with 3-4 story (50 feet) buildings as a matter of right, and 5-6 stories (65 feet) if developed through the Planned Unit Development (PUD) process. The one exception is the Penn Branch Shopping Center, which is zoned C1, or low-density commercial, and R-1-B in the rear (currently a parking lot), or low-density residential. Penn Branch actually has the greatest potential of any site along the corridor to help meet pent up retail demand, but its current zoning makes it a serious challenge for viable redevelopment to occur. This Plan recommends altering the zoning at this one site, including the residentially zoned area currently used for surface parking, to allow for moderate density commercial and residential development, consistent with the other commercial nodes along the corridor. This would be achieved through a Planned Unit Development (PUD) application submitted by a developer before redevelopment.



Appendix Reference 1

This plan will serve as an amendment to the Future Land Use Map of the Comprehensive Plan, which currently calls for continued low density commercial and residential uses at the Penn Branch Shopping Center site. Given the community's desire for retail, and the position of Penn Branch Shopping Center as the best opportunity for providing that retail, we feel it is a necessary change that will result in a short and long term win for current and future residents.

It is also worth reiterating here that this plan does NOT recommend changing any existing residentially zoned land along the corridor other than the current site of the Penn Branch Shopping Center parking lot.

Office of Planning's Development Review division will be embarking on a review and update of zoning regulations for the entire city in late 2007. This 2-3 year process will ensure that all future zoning is consistent with this plan, small area plans for other neighborhoods, and the Comprehensive Plan.



Major Implementation Items

In addition to the development opportunity sites, this plan lays out several sub-area and corridor-wide implementation items that will be the responsibility of various DC government agencies and other groups. These items fall under five basic categories: Transportation & Infrastructure, Economic Development, Clean & Safe, Land Use and Housing. Some of the major items under each category include . . .

Transportation & Infrastructure

- Implement Great Streets roadwork and streetscaping east of the river
- Encourage community groups west of the river to request from DDOT similar streetscape improvements
- Explore rapid bus service along the corridor

Economic Development

- Create a marketing strategy to attract new retailers to vacant spaces
- Conduct analysis of technical assistance needs of existing businesses
- Use commercial façade improvement grant program to create more attractive storefronts where buildings are not expected to be redeveloped

Clean & Safe

- Explore creation of a “Clean & Safe” team
- Conduct “Operation Fix It” at all commercial sites along the corridor

Land Use

- Ensure that Zoning Review & Updates create zoning for the corridor that supports the type of recommended redevelopment

Housing

- Utilize District and Federal resources to support a variety of mixed-income housing opportunities near key redevelopment sites east of the river





CHAPTER 1

study background

STUDY BACKGROUND

introduction & project context

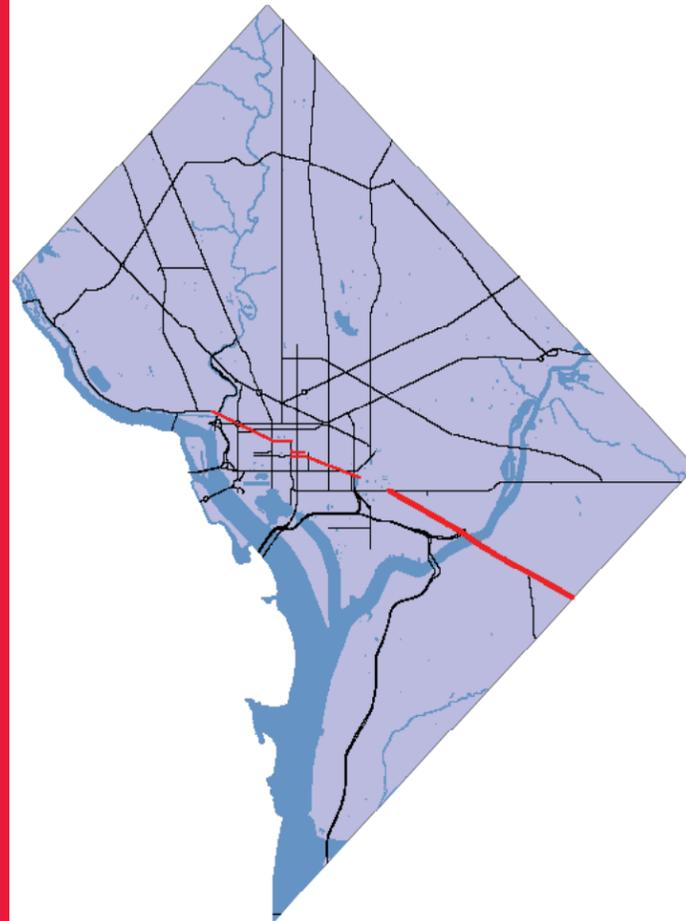


Figure 1.1: Pennsylvania Avenue SE in the District of Columbia

The District of Columbia Office of Planning conducted the Pennsylvania Avenue SE Corridor Land Development Plan (“the Plan”) to identify development options for key sites that reflect community goals, market analysis and site features. These development options will be used to guide future decisions for these key sites which have the potential to serve as catalysts for corridor-wide revitalization. The study area includes all properties fronting on Pennsylvania Avenue SE from Independence Avenue SE/2nd Street SE eastward to Southern Avenue. The study area is more than three miles long and runs through parts of Wards 6, 7, and 8 in the District of Columbia.

Serving as a gateway to the nation’s capital, Pennsylvania Avenue SE in Washington, DC is often referred to as “America’s Main Street.” In addition to its historic and symbolic importance to the District of Columbia and to the nation, it serves a vital role as a busy arterial road, a vibrant commercial hub, and a focal point for surrounding neighborhoods.

The District of Columbia designated Pennsylvania Avenue SE as one of seven major corridors as part of its Great Streets Initiative, a multi-disciplinary corridor-based program to spur redevelopment and increase neighborhood livability. The program uses strategic public investments to improve local quality of life and to attract private investment. The Great Streets Initiative is a partnership of the Office of the Deputy Mayor for Planning and Economic Development (ODMPED), the District of Columbia Department of Transportation (DDOT), and the District of Columbia Office of Planning (OP).

The Plan includes the following four distinct but interrelated components:

1. Land-use and zoning analysis - A detailed examination of existing land-use and zoning along the corridor and evaluation of potential land-use strategies to further the community’s vision for the future.
2. Urban design - Recommendations for functionality, form of development, and preservation and enhancement of neighborhood character.
3. Market and real estate analysis – Evaluation of the corridor’s capacity for development and potential market support for different goods and services and identification of strategies for retail and commercial investment.
4. Public participation – Active and ongoing community participation through a broad range of outreach activities.

Through the study process, seven sites were identified that held the highest potential for redevelopment and revitalization:

- 1401 Pennsylvania Ave
- 1539-1557 Pennsylvania Ave
- 1550 Pennsylvania Ave
- L’Enfant Square - 2300 block (south side)
- L’Enfant Square - 2500 & 2600 blocks (south side)
- Penn Branch shopping center
- Fort Davis shopping center



Community Involvement

A very important component of the study was ongoing community involvement through a variety of means including an Advisory Committee, multiple community meetings including a multi-day design charrette in December 2006, a project website (www.pennavese.com), email blasts to stakeholders and also door-to-door canvassing by OP staff. During the course of the study, the District Department of Transportation (DDOT) conducted a concurrent streetscape study for the corridor east of the Anacostia River. The two study efforts, including public participation activities, were closely coordinated.

Pennsylvania Avenue SE Advisory Committee

The Office of Planning, in coordination with the Offices of Councilmembers Vincent Gray, Marion Barry and Sharon Ambrose¹, formed the Pennsylvania Avenue SE Advisory Committee. The Advisory Committee included representatives from the many stakeholders in the study area, including government agencies and Councilmembers, Advisory Neighborhood Commissions (ANC's), neighborhood and civic organizations, business associations, business and property owners and investors, and faith-based and non-profit organizations. The Advisory Committee worked closely with the Office of Planning, the consultant team, and other government agencies in guiding and developing the Corridor Land Development Plan. The Committee met five times during the study in April, July and October of 2006,

¹ Councilmember Sharon Ambrose retired from office at the end of her term. The Honorable Tommy Wells was elected to succeed her as the Ward 6 Councilmember. Councilmember Vincent Gray was elected as Council Chair, vacating his Ward 7 seat in January. The Honorable Yvette Alexander was elected to succeed him as the Ward 7 Councilmember on May 1, 2007.

and in April and December 2007.

Advisory Committee Members

Marge Francese
Councilmember Sharon Ambrose's Office
Will Hill
Advisory Neighborhood Commissioner 6B-06
Antonette Russell
Advisory Neighborhood Commissioner 6B-09
Reuben Hameed
Barney Circle Neighborhood Watch
Association
Elizabeth Haverkamp
Capitol Hill Association of Merchants and
Professionals
Susan Perry
Capitol Hill Business Improvement District
(BID)
Dick Wolf
Capitol Hill Restoration Society (CHRS)
Jill Downing
Penn East, Inc.
John Begert
JPI
Ed Copenhaver
Frager's Hardware
Dawn Slonneger
Councilmember Vincent C. Gray's Office
Gilbert Bussy
Penn Branch Citizens/Civic Association
Vincent M. Spaulding
Hillcrest Community Civic Association
Barbara Morgan
Dupont Park Civic Association
Akili Cooper
Fort Davis Civic Association
Cornelius Bailey
Randle Highlands Civic Association
Barbara Morgan
Pennsylvania Avenue Task Force Committee

Villareal Johnson
Advisory Neighborhood Commissioner 7A-07
Lillian Moore
Advisory Neighborhood Commissioner 7B-03
Raymond Keith
Advisory Neighborhood Commissioner 7B-06
Robin Marlin
Advisory Neighborhood Commissioner 7B-05
Thelma Jones
Fairlawn Civic Association
Anthony Muhammad
Advisory Neighborhood Commissioner 8A-01
Christopher Jerry
Fairlawn Civic Association
Brad Chesevoir
Brooks Properties
Stylianos Christofides
Infrastructure Capital Group
Gayle Hazelwood
National Park Service-US Department of the
Interior
Brenda Richardson
Councilmember Marion Barry's Office

STUDY BACKGROUND

introduction & project context



STUDY BACKGROUND

introduction & project context

Community Meetings

Seven community meetings were held throughout the study process, including the following (see Table 1.1):

- A presentation on the study by OP staff at the Jun 29, 2006 kick-off meeting for the DDOT Pennsylvania Avenue Streetscape
- Participation by OP staff and the Consultant team in DDOT's multi-day charrette – Jul 26 – 29, 2006
- A Community kick-off meeting held Sep 25, 2006 at the St. Francis Xavier Catholic Church
- A joint OP/DDOT meeting on Nov 9, 2006 held to allow citizens to gain information and provide comments on both study efforts

Charrette

The public charrette organized in December 2006 was an important component of the study and provided valuable public input for redevelopment of catalyst sites on the Pennsylvania Avenue corridor. Efforts were focused on bringing about a positive interaction between all stakeholders, including community residents, design consultant teams, municipal officials and developer groups.

The charrette opened with an overview of the project, charrette goals and schedule presented by the consultant team which tied together the economic and urban design aspects for establishing corridor wide planning principles and vision. While the objective of this session was to get a sense of what people want along the corridor, the following two full day workshops were targeted for gathering public input on type and character of development desired on specific sub-areas – Potomac Avenue, L'Enfant Square, Penn Branch, Fairfax Village and Fort Davis. Expression of need and desires by the community defined distribution of uses amongst study areas, for example – we can only support one grocery store, where

should it go? The discussions served as an initial reality check on general development scenarios for corridor revitalization, addressed identified conflicts and highlighted areas of agreement.

On the final day, the consultant team presented a summary and analysis of relevant information and conceptual sketches as an opportunity for open comment and review by the various public stakeholder groups involved.

Themes and Goals

Throughout the study, the project team heard consistent themes for the community's goals and desires for future revitalization and redevelopment:

Redevelopment

- Consistent design guidelines
- Diversity of housing types
- More affordable housing
- Increased mixed-use development

Streetscape Aesthetics/Mobility

- Need a more attractive streetscape – landscaping, trees, street furniture (benches, planters, etc.)
- Define L'Enfant Square - possibly through gateway treatments
- Improve connections across the Anacostia River
- More trees and green space
- Mid-block pedestrian crossings
- New and better sidewalks
- Better access and connection to the Anacostia River

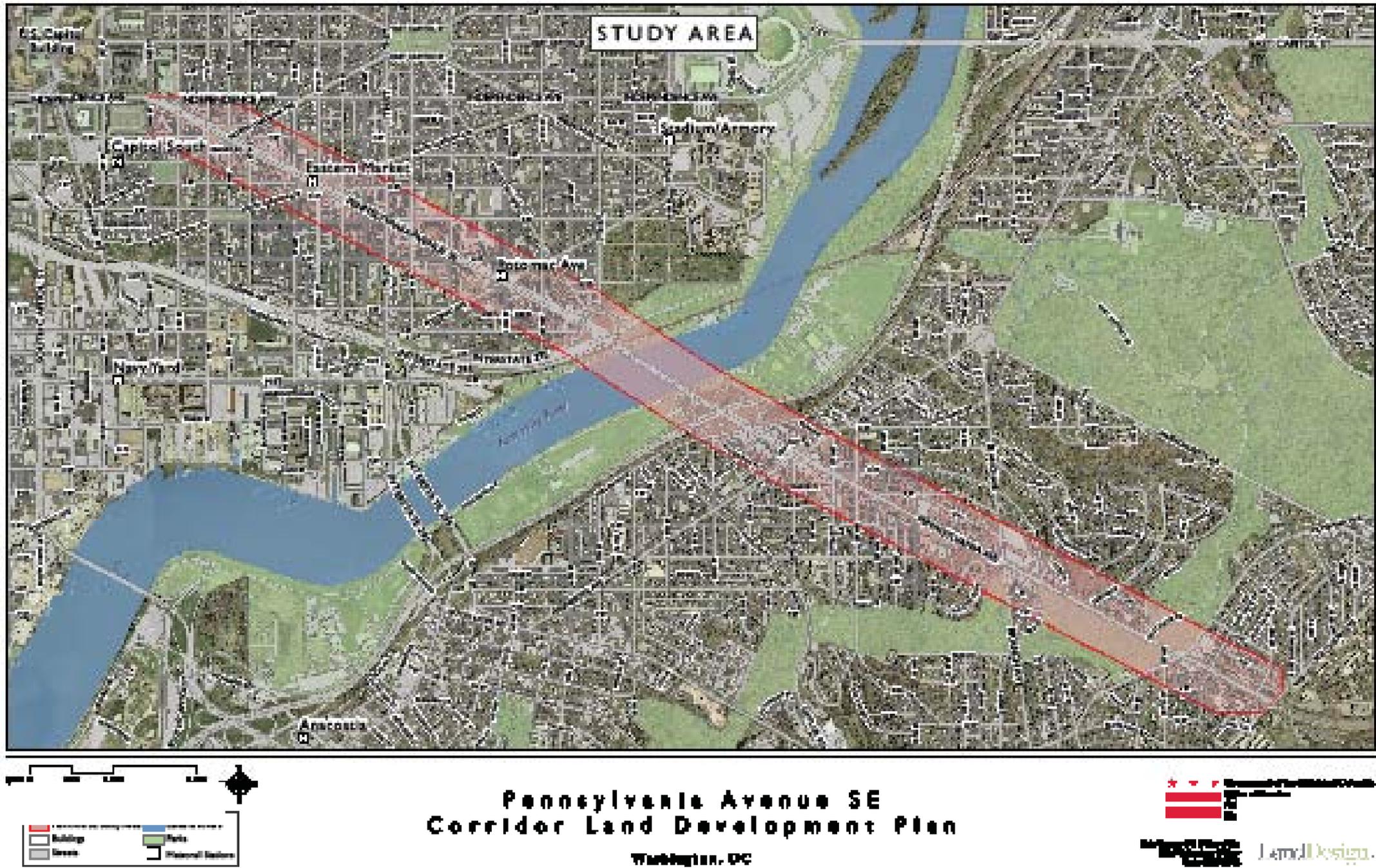
Retail Attraction

- Retail that has more of a “street presence”
- Large grocery store East of the River
- Marketing campaign to attract people East of the River
- Increase neighborhood-oriented commercial uses
- More sit-down restaurants
- Redevelopment has to address parking issues
- More cultural opportunities

Table 1.1: Meetings

6/29/2006	Community Meeting
7/20/2006	Advisory Committee Meeting
7/26/2006 - 7/29/2006	District Department of Transportation Multi-Day Charrette
9/25/2006	Community Meeting PROJECT KICKOFF
10/23/2006	Advisory Committee Meeting
11/9/2006	Joint OP and DDOT Meeting
12/7/2006 - 12/11/2006	Multi-day Charrette
2/20/2007	Ward 6 Capitol Hill Restoration Society Corridor Study Briefings
2/26/2007	Ward 6 Barney Circle Neighborhood Association Corridor Study Briefings
3/5/2007	Ward 7 Fort Dupont Civic Association Corridor Study Briefings
3/5/2007	Ward 8 ANC 8A Corridor Study Briefings
3/13/2007	Ward 6 ANC 6B Corridor Study Briefings
3/13/2007	Ward 7 Penn Branch Citizens/Civic Association Corridor Study Briefings
3/17/2007	Ward 7 Fort Davis Civic Association Corridor Study Briefings
3/20/2007	Ward 7 Dupont Park Civic Association Corridor Study Briefings
3/22/2007	Ward 7 Randall Highlands Citizens Civic Association Corridor Study Briefings





**STUDY
BACKGROUND**
study area

Figure 1.2: Pennsylvania Avenue SE Study Area



STUDY
BACKGROUND
project sub-areas

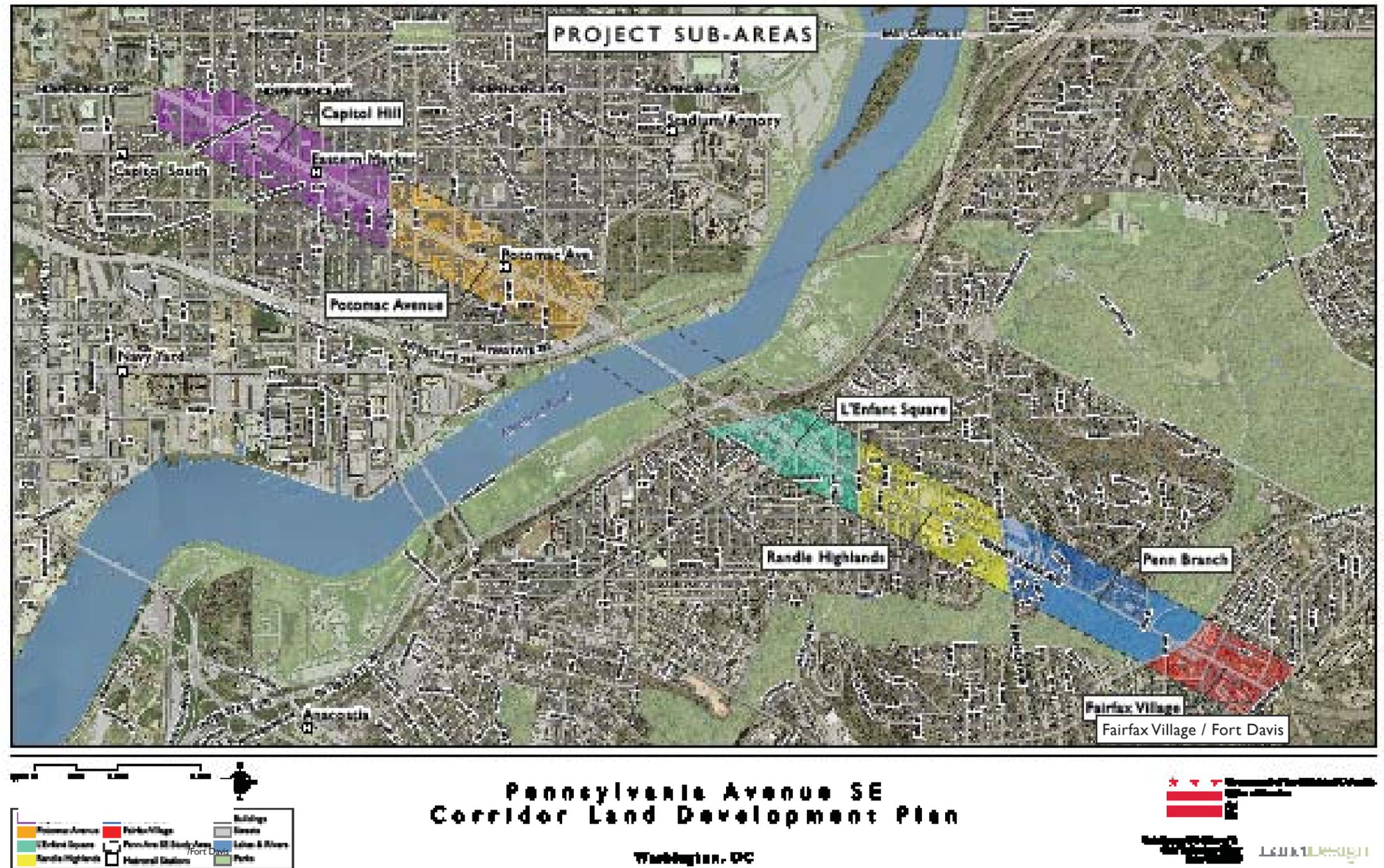


Figure 1.3: Pennsylvania Avenue SE Project Sub Areas



Coordination with Other Planning Efforts

This plan strives to reflect and incorporate, wherever possible, major recommendations of the multiple planning and project development activities in the corridor. DDOT is responsible for several planning efforts in the study area that have impacted the study process. The following list identifies DDOT Plans, Studies and Projects recently completed or currently underway. For further description see Page 21.

Previous DDOT Plans and Studies

- Pennsylvania Avenue SE Transportation Study
- Pennsylvania Avenue Scenic Byway Corridor Management Plan
- District of Columbia Transit Improvements Alternatives Analysis
- Middle Anacostia River Crossings Transportation Study
- Capitol Hill Transportation Study
- Anacostia Waterfront Transportation Master Plan

Studies and Projects Currently Underway:

- 11th Street Bridges Environmental Impact Statement (EIS)
- Middle Anacostia Near Term Improvements Design (including reconfiguration of Pennsylvania Avenue and Potomac Avenue Intersection)

- Pennsylvania Avenue SE Great Streets Design (East of Anacostia River)
- District of Columbia Rapid Bus Study - Pennsylvania Avenue Corridor

Other relevant past studies include the following:

- The Memorials and Museums Master Plan was developed by the National Capital Planning Commission. It identified one hundred potential sites for future memorials and museums in the District of Columbia and provided general guidelines for the placement of these facilities. It included inventories of existing memorials and museums, a projection of future requirements, an urban design framework for locating future sites, and policies to guide federal agencies in their review of future museums and memorials.
- Strategic Neighborhood Action Plans (SNAPs) were prepared by the DC Office of Planning, starting in 2000, for each of the District of Columbia's thirty-nine neighborhood clusters. The SNAPs outline the top priority issues in each neighborhood and inform decisions on the city budget.

Pennsylvania Avenue Task Force

For the last seven years, a group of citizens composed of representatives from local ANCs, civic associations, and other community groups have worked together to form a vision for the Pennsylvania Avenue, SE corridor east

of the river. Members of this group have been actively involved in this planning process. A market study was conducted in 2002 showing a demand and desire from the community for more sit down restaurants, cafes, drug stores, clothing stores, a hardware store, and other locally serving retail. Market strengths noted by this study included the area's stable population and high traffic volumes. Several weaknesses were also pointed out, including that the area is so close to other larger shopping areas such as Skyland Shopping Center, East River Shopping Center, and a variety of options in Prince George's County. This study suggested that the Pennsylvania Avenue corridor is most likely to attract very locally serving retailers, and others that can take advantage of the commuter traffic. Recommendations for attracting new retail included 1) Building a critical mass of new retail space large enough to overcome negative perceptions of the area, 2) Placing retail attractive to commuters on the south side of the street to attract people on their way home from work, 3) Making parking visible, ample and secure, 4) Improving pedestrian linkages across Pennsylvania Avenue, 5) Providing subsidies to developers and retailers to offset the high costs of construction and the need for reasonably priced leases, and 6) Marketing the area aggressively to new retailers and shoppers alike.

This plan takes the results of all of these previous studies into consideration, and incorporates them into its final recommendations.

STUDY BACKGROUND

coordination with other planning efforts



CHAPTER 2

study area conditions



The Pennsylvania Avenue SE corridor includes several historic resources, some of which are included on the National Register of Historic Resources and/or the DC Inventory of Historic Sites. The National Register of Historic Places is the official national list of historic properties considered worthy of preservation and is maintained by the National Park Service in the U.S. Department of the Interior. Listing on the National Register does not automatically protect a building or district from demolition or other modification; however, it does require federal, state and local government agencies to take into consideration the effect of their plans or projects on the listed properties.

The DC Inventory of Historic Sites is a listing of properties designated by the District of Columbia Historic Preservation Review Board (HPRB). District of Columbia Historic Preservation Law protects all properties listed in the DC Inventory of Historic Sites and provides the HPRB with the authority to approve or deny proposed changes to historic landmarks and historic districts.

Additional buildings or sites along the Pennsylvania Avenue, SE Corridor may be considered for historic designation. Future redevelopment suggested by this plan shall fully respect any historic resources designated after this plan is published. HPRB will guide sensitive preservation and incorporation of these buildings within the context of new development.

Table 2.1: Historic Resources

Name	Location	National Register of Historic Places	District of Columbia Inventory of Historic Sites
Capitol Hill Historic District	Roughly bounded by Virginia Avenue SE., S. Capitol Street, F Street NE., and 14th Streets SE & NE	Yes	Yes
Congressional Cemetery	1801 E Street SE	Yes	Yes
Old Naval Hospital	921 Pennsylvania Avenue SE	Yes	Yes
Fort Dupont	In proximity to intersection of Pennsylvania Avenue SE and Alabama Avenue SE	Yes (Civil War Fort Sites)	Yes (Fort Circle Parks)
Fort Davis	In proximity to intersection of Pennsylvania Avenue SE and Alabama Avenue SE	Yes (Civil War Fort Sites)	Yes (Fort Circle Parks)
Eastern Market	7th and C Streets SE	Yes	Yes
Seward Square	All Addresses	No	Yes
Engine Company #19	2813 Pennsylvania Avenue SE	No	Yes (Pending Landmark)
Friendship House	619 D Street SE	Yes	Yes

STUDY AREA CONDITIONS

historic resources

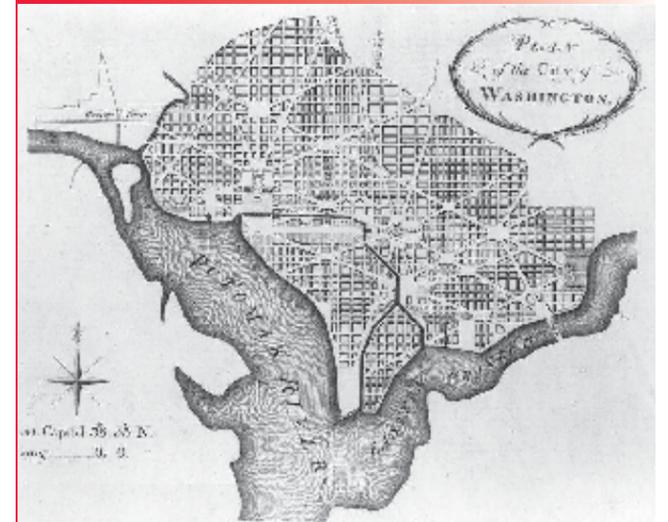


Figure 2.1: L'Enfant Plan for Washington, D.C.



STUDY AREA
CONDITIONS
historic resources

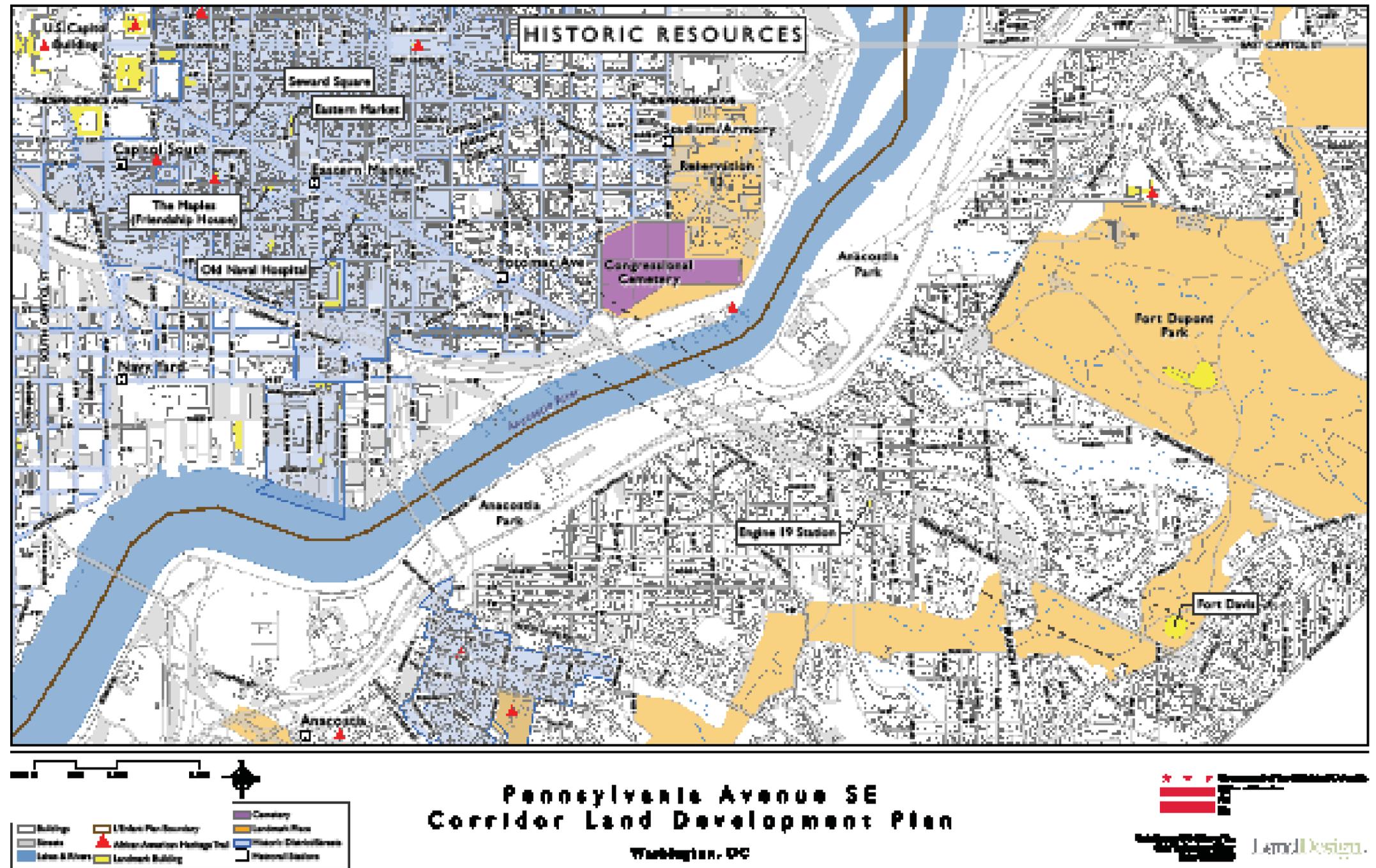


Figure 2.2: Pennsylvania Avenue SE Historic Resources

The study area includes significant government and institutional resources and facilities including Fire and Emergency Medical Services Department buildings, Metropolitan Police Department facilities, public and private schools, and a library. A list of these resources is included in Table 2.2 and their locations are noted in Figure 2.6 on page 18.



Figure 2.3: Capitol Hill Cluster School



Figure 2.4: Metropolitan Police Department

Table 2.2: Government and Institutional Resources and Facilities

NAME	LOCATION
Fire And Emergency Medical Services Department	
Engine Company 18	414 8th Street, SE
Engine Company 19	2813 Pennsylvania Avenue, SE
Metropolitan Police Department Facilities	
Metropolitan Police Department Sixth District Substation	2701 Pennsylvania Avenue, SE
Metropolitan Police Department Regional Operations Command-East	3244 Pennsylvania Avenue, SE
Public Schools	
Hine Junior High School	335 8th Street, SE
C. Watkins Elementary School	420 12th Street, SE
Friendship-Edison PCS Chamberlain Campus (Public Charter School)	1345 Potomac Avenue SE
Randle Highlands Elementary School	1650 30th Street, SE
Private Schools	
Saint Francis Xavier School	2700 O Street, SE
Libraries	
Southeast Neighborhood Library	403 7th Street, SE
Other Resources	
University Legal Services	3220 Pennsylvania Avenue SE
District of Columbia Department of Human Services	3851 Alabama Avenue SE
Friendship House Association	619 D Street SE

STUDY AREA CONDITIONS

government & institutional resources & facilities

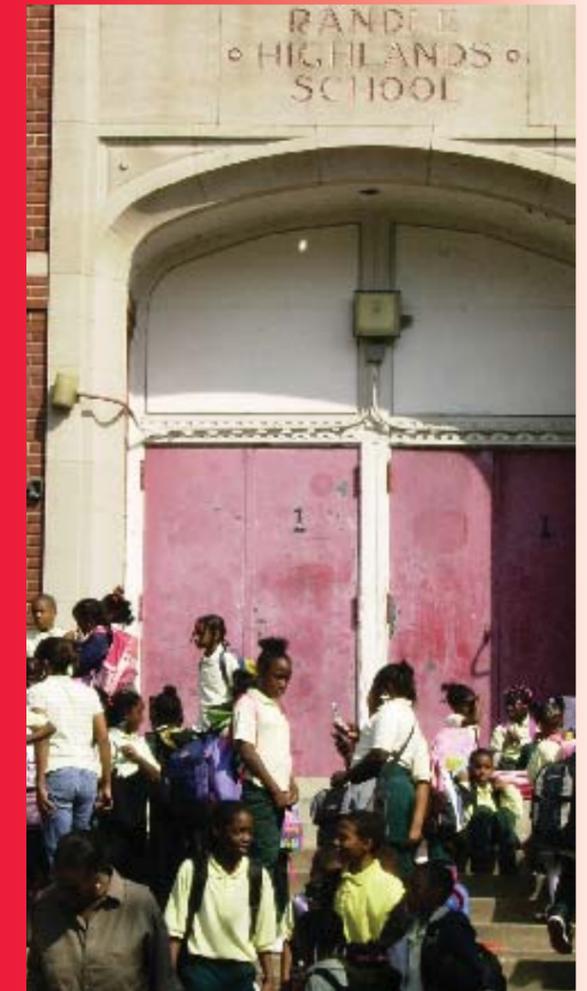


Figure 2.5: Randle Highlands School



STUDY AREA CONDITIONS

government &
institutional resources

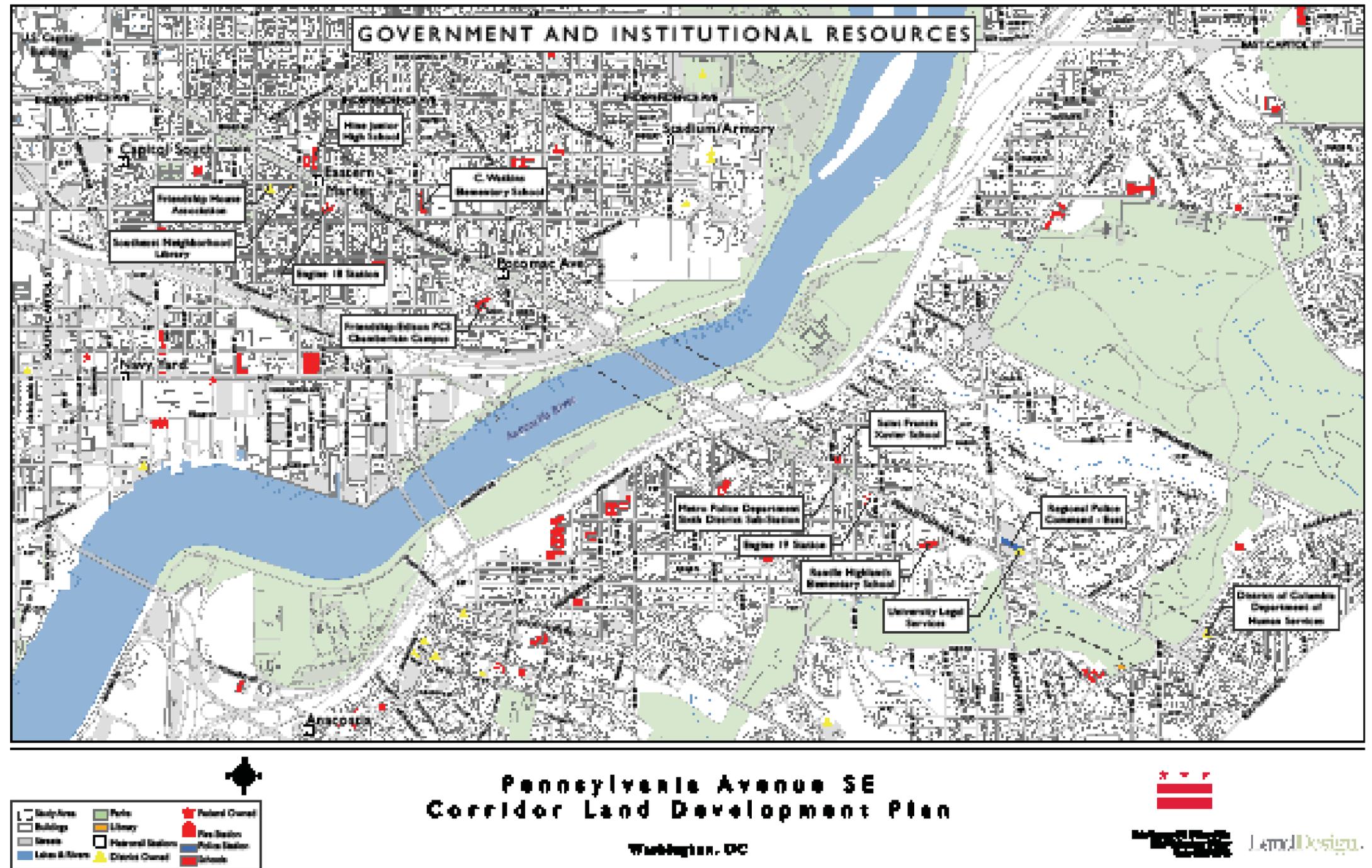


Figure 2.6: Pennsylvania Avenue SE Government & Institutional Resources

The study area for The Plan includes numerous parks and open space areas.

At 376 acres, Fort Dupont Park is one of the largest parks in Washington, DC. The fort was built in 1861 and is one of the forts that are collectively known as the Civil War Defenses of Washington, or the “Fort Circle Parks”.

Anacostia Park encompasses over 1,200-acres and includes Kenilworth Park and Aquatic Gardens, Kenilworth Marsh, and the historic Langston Golf Course. The park has hundreds of acres of ballfields, basketball and tennis courts, playgrounds, picnic areas, a boat ramp, wetlands and other natural areas.

The eastern point of Fort Circle Parks (also known as Civil War Defenses of Washington) crosses the study area near the Alabama Avenue intersection. This forested corridor of parkland, situated prominently on a topographic ridge that flanks the eastern environs of the City, is an important urban design element that adds to the unique character of the nation’s capital. It includes the earthen remains of Fort Davis and the Fort Davis Drive connects the study area with Fort Dupont Park to the north. The 376-acre Fort Dupont Park is one of the largest and most diverse parks in DC.



Figure 2.7: Fort Dupont Park

In addition to large public parks, the study area includes several urban open space areas including Seward Square, Eastern Market and L’Enfant Square.

Table 2.3: Parks and Open Space

NAME	SUB-AREA LOCATION
Seward Square	Capitol Hill
Eastern Market Metro Plaza	Capitol Hill
Potomac Avenue	Potomac Avenue
Barney Circle	Potomac Avenue
Congressional Cemetery	Potomac Avenue
Anacostia Park	Potomac Avenue and L’Enfant Square
L’Enfant Square	L’Enfant Square
Fort Circle Parks (Fort Davis Park & Fort Dupont Park)	Penn Branch

STUDY AREA CONDITIONS

parks & open space



Figure 2.8: Penn Branch

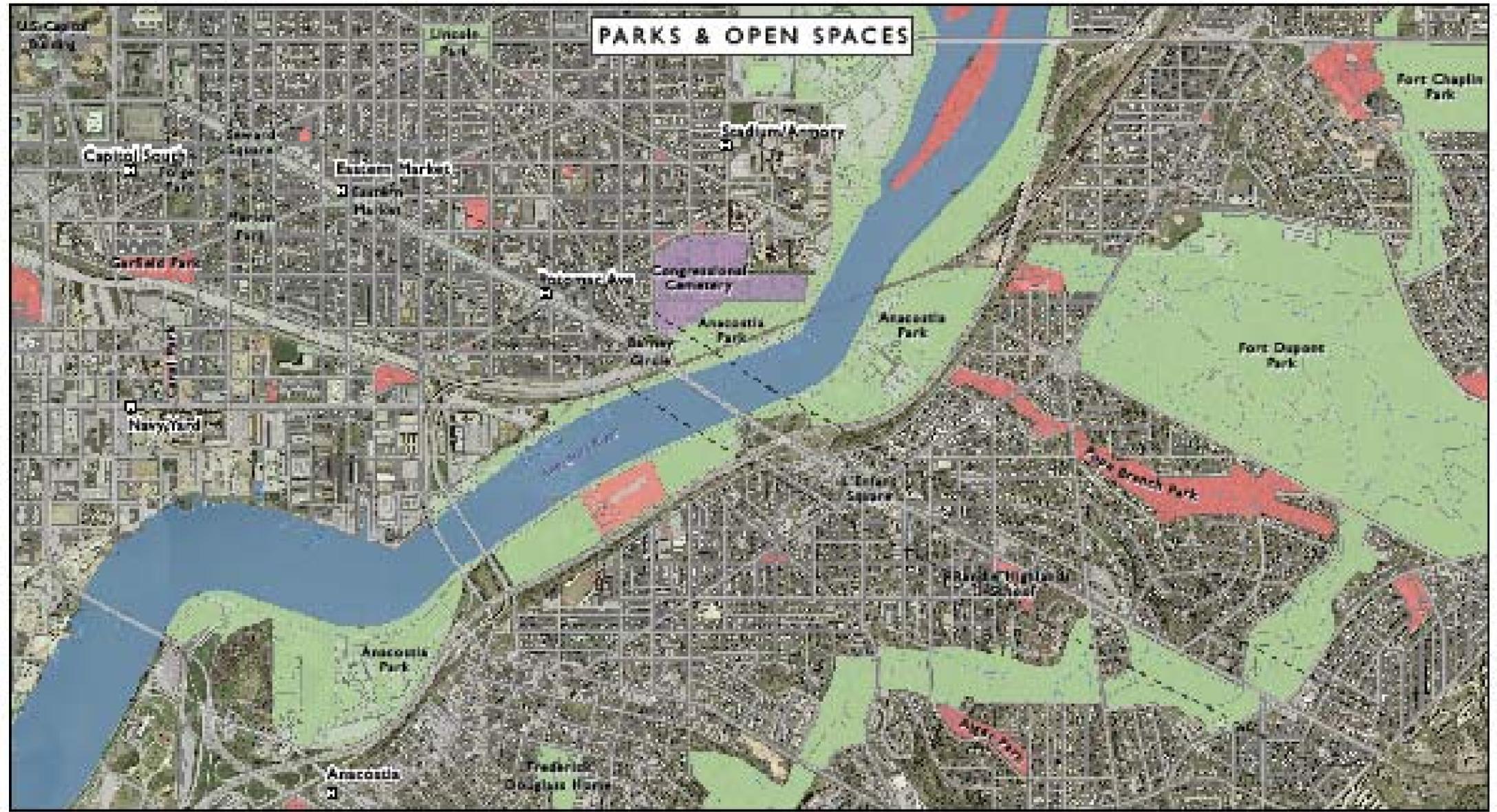


Figure 2.9: L’Enfant Square



STUDY AREA CONDITIONS

parks & open spaces



**Pennsylvania Avenue SE
Corridor Land Development Plan**
Washington, DC



Figure 2.10: Pennsylvania Avenue SE Parks & Open Spaces



Transportation Introduction and Background

The Pennsylvania Avenue SE Corridor is an important transportation corridor in the District of Columbia. Pennsylvania Avenue SE is classified by the District Department of Transportation as a principal arterial road and is crossed by collector, local, and minor arterial roads and the Anacostia Freeway (I-295) on the east side of the Anacostia River and the Southeast Freeway on the west side of the Anacostia River.

Transportation Plans, Studies, and Projects

- Middle Anacostia River Crossings
 - 11th Street Bridges Environmental Impact Statement (EIS)
 - Middle Anacostia Near Term Improvements Design (including reconfiguration of Pennsylvania Avenue and Potomac Avenue Intersection)
- Capitol Hill Transportation Study
- Pennsylvania Avenue Streetscape Design (East of Anacostia River)
- 11th Street Bridge Realignment
- Pennsylvania Ave SE Transportation Study
- The District of Columbia Transit Improvements Alternatives Analysis
- Pennsylvania Avenue Scenic Byway Corridor Management Plan
- District of Columbia Rapid Bus Study - Pennsylvania Avenue Corridor

The Capitol Hill Transportation Study includes Pennsylvania Avenue SE from Independence Avenue SE and 2nd Avenue SE to Barney Circle. An important element of the Capitol Hill Transportation Plan study (originally contemplated in the Middle Anacostia River Crossings effort) is recommended improvements at the intersection of Potomac

Avenue SE and Pennsylvania Avenue SE. These recommendations include reconfiguring the intersection entirely and creating a fully functioning traffic circle as well as other recommendations with a key goal of mitigating vehicle and pedestrian conflicts. Other recommendations emphasized pedestrian safety at the Eastern Market intersections with the goal of providing safer connections between bus, Metro, and pedestrian travel. These and other recommendations in the plan could potentially impact Pennsylvania Avenue as they would significantly alter the land-use and circulation patterns along the corridor.

A second DDOT initiative is a streetscape design process for Pennsylvania Avenue SE east of the Anacostia River. The project has recommendations for intersection improvements and operational solutions and is part of the Great Streets program. DDOT held a four-day community workshop to identify, discuss, and review potential streetscape design options for the corridor. An important element of this study is recommendations for the design and layout of the L'Enfant Square intersection at Pennsylvania Avenue SE and Minnesota Avenue SE and a landscaped median running along the Avenue from L'Enfant Square to Southern Avenue. Proposed changes to the design and layout of the road could have significant implications on land use and economic development for surrounding properties and thus could potentially impact the Plan. The Plan, however, is a living document, and can be amended to address any future transportation impacts.

A third important DDOT initiative is the proposed replacement of the twin 11th Street Bridges over the Anacostia River and improvements to the interchanges at either end. Based on the

recommendations from the Middle Anacostia River Crossings Transportation Study, the proposed improvements include constructing new ramps east of the Anacostia River to connect both directions of the Anacostia Freeway with the crossriver bridges. Local traffic would be separated from freeway traffic. Wide, shared-use paths for easy walking, jogging, and bicycling would tie into existing and planned trails on both sides of the river. The 11th Street Bridges project will provide additional connections between interstate highways in the vicinity of the study area and potentially reduce cut-through traffic on local streets. The project is currently in the environmental documentation phase. The 11th Street Bridges Draft Environmental Impact Statement (DEIS) was published in June 2006 and the Final Environmental Impact Statement (FEIS) was published in Fall 2007.

DDOT is also working to increase transit options in the Pennsylvania Avenue SE Corridor. A comprehensive study of the WMATA metrobus 30's route, which operates in the Pennsylvania corridor, is currently underway. This study will examine the current service and recommend short range service improvements. The recommendations will compliment the findings of the District of Columbia Rapid Bus Study - Pennsylvania Avenue Corridor.

The Pennsylvania Avenue SE Transportation Study documented the volume of automobiles traveling along the Pennsylvania Avenue SE corridor and presented recommendations for improvements to community cohesiveness and amenities, pedestrian accessibility, transit facilities, and overall circulation. DDOT is currently finalizing the District of Columbia Transit Alternatives Analysis (DCAA). The study outlines recommendations for increasing

surface transit options within the District and addresses service gaps in the existing Metro bus and rail system. The implementation timeframe extends over a thirty (30) year period and will include various premium transit technologies.

The Pennsylvania Avenue Scenic Byway Corridor Management Plan was prepared by DDOT for the National Scenic Byways Program. The plan is meant to encourage the conservation and enhancement of Pennsylvania Avenue's historical and cultural qualities and to promote tourism and economic development.

How Land Use Informs Transportation Decisions:

To the average citizen, the link between land development and transportation is not always clear. The process begins with the Office of Planning's State Data Center (SDC). At least once a year, the SDC staff looks at population and development growth throughout the city, and makes predictions for growth in the coming year. The last update occurred in January 2007, and the next will be early in 2008. The Metropolitan Washington Council of Governments (MwCOG) then takes this information to create travel demand models that show expected traffic increases and impacts on a regional level. DDOT takes this data and refines it to a more local level. In this way, future development is considered every time DDOT conducts a study.

More information on MwCOG's travel model can be found on line at:

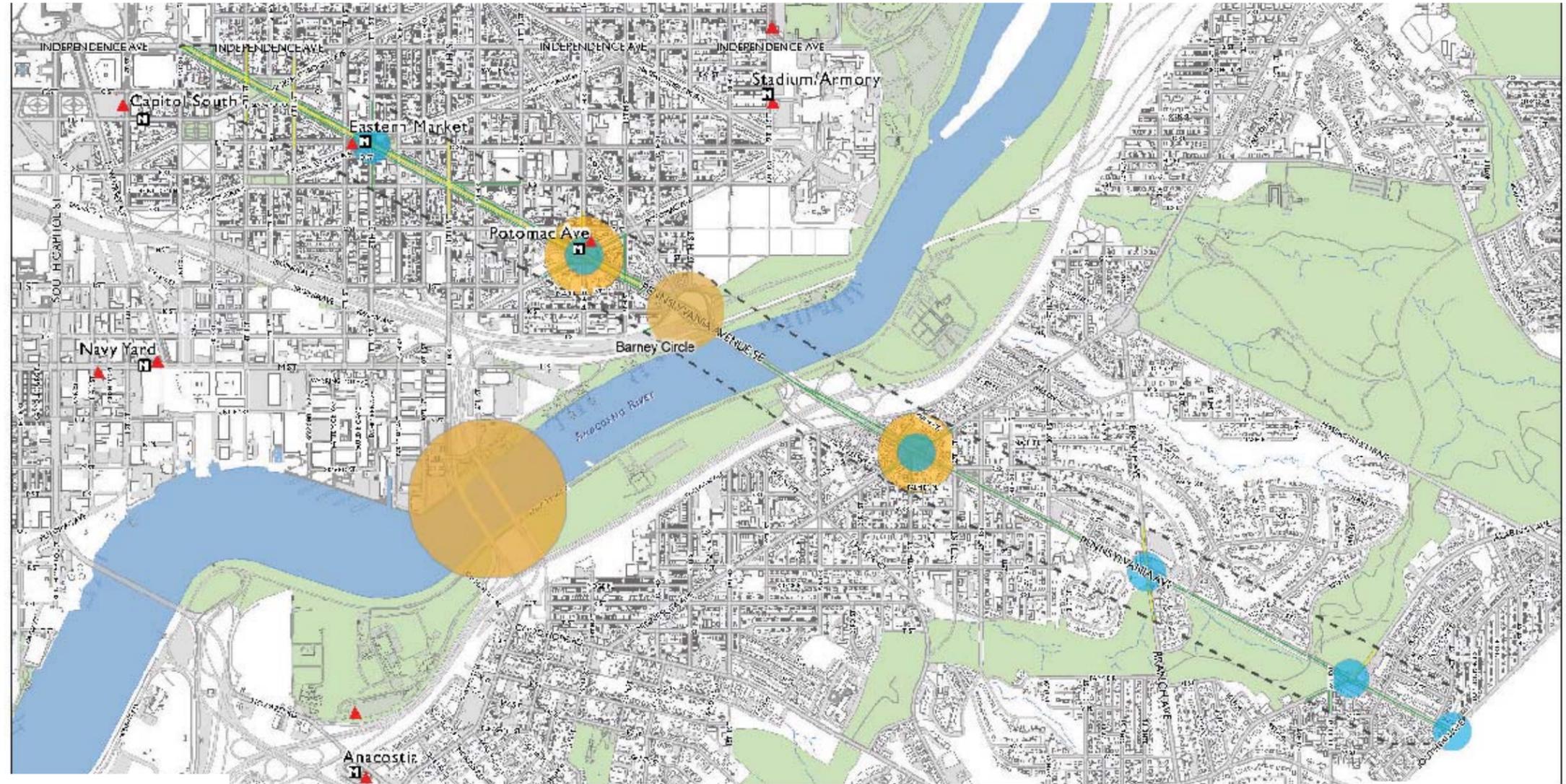
<http://www.mwcog.org/transportation/activities/models/current.asp>.



STUDY AREA CONDITIONS

planned transportation
improvements

Planned & Recommended Transportation Improvements



- Yellow lines: Proposed bicycle lanes
- Orange circles: Proposed transportation improvements
- Blue circles: OP-recommended Bus Rapid Transit stops
- Red triangles: Metrorail station entrances

Figure 2.11: Pennsylvania Avenue SE Planned & Recommended Transportation Improvements

Land Use and Zoning

Cities use zoning regulations as part of a coordinated approach to implementing land use policies and community vision. At the most basic level, zoning regulations classify the city into different zoning districts. Each district has rules governing the character of the development allowed, such as permitted uses, building scale, parking, setbacks, and development intensity. These regulations are created to guide development, and prevent unwanted and incompatible land uses and construction. Zoning itself does not promote or foster development, rather it prevents projects not in compliance with the regulations.

As this is a land use plan, careful consideration and analysis of existing uses and zoning is essential. The land use maps here reflect data from the District of Columbia and site visits by the consultant team. The sub-area maps that follow provide a more detailed description of existing land use conditions and are also based on data from the DC Office of the Chief Technology Officer and site visits.

Corridor Land Use and Character

The corridor began its rich history as an extension of the L'Enfant Plan, see Figure 2.1, and was built on an axis with the U.S. Capitol Building. It was designated as a National Scenic Byway by the U.S. Department of Transportation. The Pennsylvania Avenue SE Corridor includes a variety of land uses as shown in Figure 2.12 on page 24. West of the Anacostia River, the corridor is predominantly commercial with adjacent residential development. There are significant parks and open space areas in this portion of the study area at Seward Square, Eastern Market, Potomac Avenue, and Barney Circle and along the median on Pennsylvania

Avenue SE. The portion of the Pennsylvania Avenue SE corridor east of the Anacostia River from Fairlawn Avenue to 30th Street SE is more commercial in character. East of 30th Street, the corridor is more residential in character with commercial nodes at Branch Avenue SE and Alabama Avenue SE. This segment also includes significant Public/Institutional and Parks and Open Space land use designations.

The consultant team conducted several site visits to assess the overall condition and character of the corridor. These observations are described below for both east and west of the Anacostia River, and also later on for the individual sub-areas in Chapter 4.

Pennsylvania Avenue East of the River

- Use as a major river crossing severely impacts the corridor and divides the community
- Less ceremonial than the west side of the corridor
- Retail pockets are automobile oriented and offer limited services
- Large setbacks and a green boulevard
- Mostly fronted by single-family homes
- Several major parks and small pocket parks - poor pedestrian access to parks due to automobile orientation
- Lack of access to the Anacostia River because of I-295 and the interchange
- L'Enfant Square is a congested and dangerous intersection; roadways split the open space into traffic islands
- Vehicular Right-of-Way widens appreciably once in Maryland
- Defined by single-family and multi-family residential with clearly defined retail and employment zones
- L'Enfant Square is a prominent gateway

to the neighborhoods East of the River

Pennsylvania Avenue West of the River

- Prototypical DC historic architecture and land uses dominate
- Majority of the homes are row houses constructed around the turn of the 19th century and earlier
- Some of the District's earliest row houses are in the Capitol Hill community
- Scattered among the row houses are attractive small apartment buildings and corner stores
- Slow and steady transformation of the neighborhood's commercial areas
- Excellent public transportation including connections to Metrorail Stations
- Where 7th and 8th Streets SE cross Pennsylvania Avenue SE, they create a lively intersection of services
- The renowned Eastern Market farmers market anchors the 7th Street commercial area and provides a hub for weekend shopping
- 8th Street SE, south of Pennsylvania Avenue SE, is known as Barracks Row and is a growing neighborhood retail area
- Includes historic Old Naval Hospital, school buildings, community garden, and pocket parks
- Pennsylvania Avenue SE intersects Seward Square, which was one of the original L'Enfant Squares and was named after President Lincoln's Secretary of State
- New trees in the median

STUDY AREA CONDITIONS

land use & zoning



STUDY AREA
CONDITIONS
existing land use

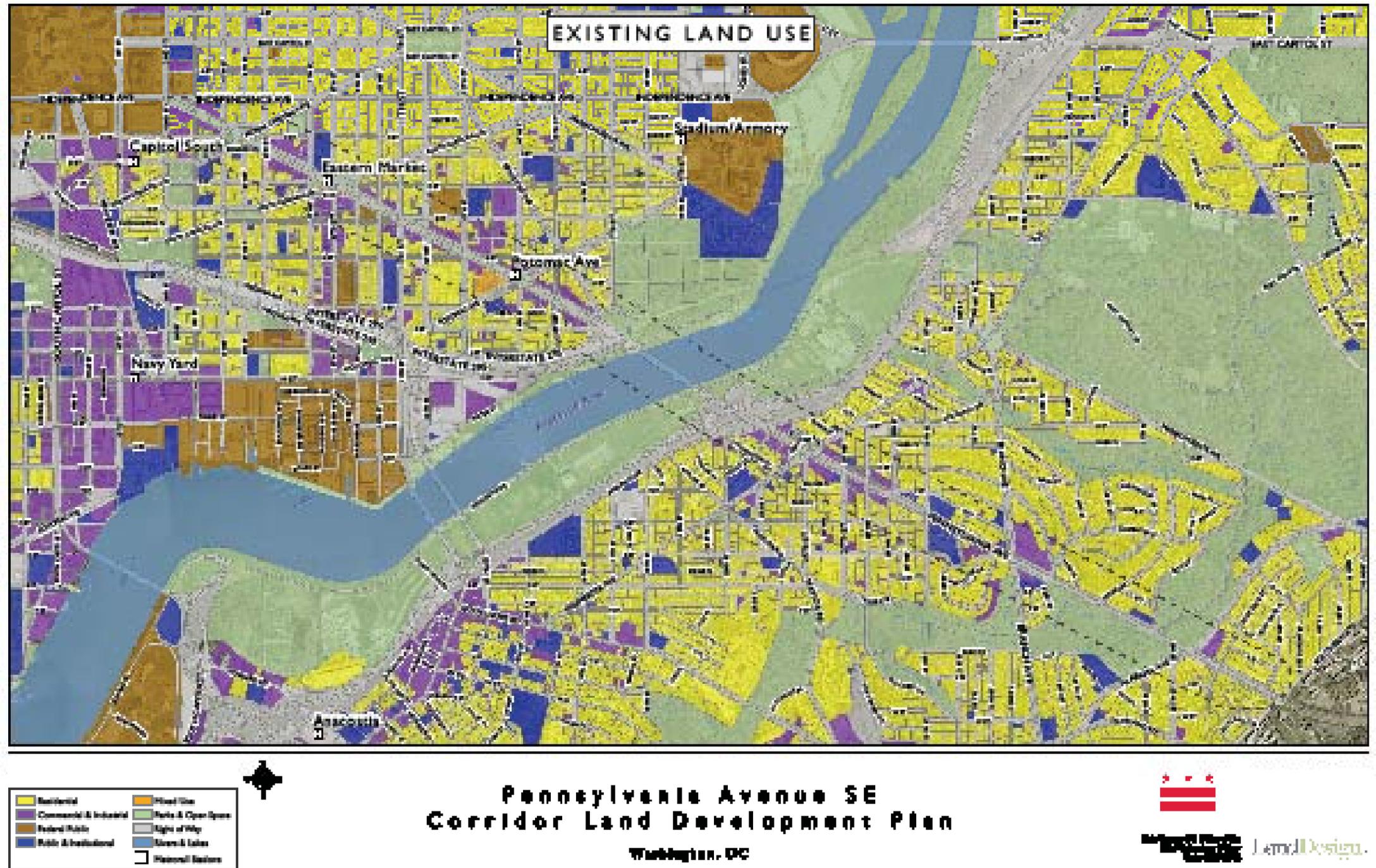


Figure 2.12: Pennsylvania Avenue SE Existing Land Use

The following zoning categories are all those that currently exist along the corridor, as shown in figure 2.13. Parcels fronting Pennsylvania Avenue, SE west of the river are predominantly zoned commercial, while east of the river the zoning consists of commercial nodes spaced between residential areas.

Table 2.4: Zoning Categories

R-1-B	Permits matter-of-right development of single-family residential uses for detached dwellings with a minimum lot width of 50 feet, a minimum lot area of 5,000 square feet, a maximum lot occupancy of 60% for a church or public school use and 40% for all other structures; and a maximum height of three (3) stories/forty (40) feet.	C-1	Permits matter-of-right neighborhood shopping and low density development to a maximum lot occupancy of 60% for residential use, a maximum FAR of 1.0, and a maximum height of three (3) stories/forty (40) feet.
R-2	Permits matter-of-right development of single-family residential uses for detached and semi-detached structures, with a minimum lot width of 40 feet and lot area of 4000 square feet for detached structures, and 30 feet and 3000 square feet for semi-detached structures; a maximum lot occupancy of 60% for church and public school use and 40% for all other structures, and a maximum height of three (3) stories/forty (40) feet.	C-2-A	Permits matter-of-right low density development, including office, retail, and all kinds of residential uses to a maximum lot occupancy of 60% for residential use, a maximum FAR of 2.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of fifty (50) feet
R-4	Permits matter-of-right development of single-family residential uses (including detached, semi-detached, row dwellings, and flats), churches and public schools with a minimum lot width of 18 feet, a minimum lot area of 1,800 square feet and a maximum lot occupancy of 60% for row dwellings, churches and Flats, a minimum lot width of 30 feet and a minimum lot area of 3000 square feet for semi-detached structures, a minimum lot width of 40 feet and a minimum lot area of 4000 square feet and 40% lot occupancy for all other structures; and a maximum height of three (3) stories/forty (40) feet. Conversions of existing buildings to apartments are permitted for lots with a minimum lot area of 900 square feet per dwelling unit.	C-2-B	Permits matter-of-right medium density development, including office, retail, housing, and mixed uses to a maximum lot occupancy of 80% for residential use, a maximum FAR of 3.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of sixty-five (65) feet.
R-5-A	Permits matter-of-right development of single-family residential uses for detached and semi-detached dwellings, and with the approval of the Board of Zoning Adjustment, new residential development of low density residential uses including row houses, flats, and apartments to a maximum lot occupancy of 40%, 60% for churches and public schools; a maximum floor area ratio (FAR) of 0.9, and a maximum height of three (3) stories/forty (40) feet. Conversion of existing buildings to Flat or Apartment use is permitted as a matter of right provided all other provisions of the zoning regulations are complied with.	C-M-1	Permits development of low bulk commercial and light manufacturing uses to a maximum FAR of 3.0, and a maximum height of three (3) stories/forty (40) feet with standards of external effects and new residential prohibited.
R-5-B	Permits matter-of-right moderate development of general residential uses, including single-family dwellings, flats, and apartment buildings, to a maximum lot occupancy of 60%, a maximum FAR of 1.8, and a maximum height of fifty (50) feet.	Capitol Hill Commercial (CHC)	Established along the principal commercial corridors in the Capitol Hill Historic District to provide incentives for small office and retail development for all permitted uses. Except in the CAP Overlay District, the CHC Overlay will increase the maximum permitted FAR to a maximum of 3.0 FAR for all permitted uses, allowing 100 percent (100%) commercial occupancy as a matter-of-right. In the CAP Overlay District, the CHC Overlay will increase the maximum permitted FAR to 2.5 FAR for all permitted uses. A planned unit development in the CHC Overlay District may not exceed the maximum FAR permitted in the CHC Overlay District. The CHC Overlay does not affect the underlying C-2-A or CAP Overlay height limitations or any other applicable area or use restriction.
		Capitol Interest District (CAP)	Permits development of uses that are consistent with the US Capitol Master Plan, to a maximum FAR of 1.8, and a maximum height of three (3) stories/forty (40) feet. This district is mapped in combination with other districts.

STUDY AREA CONDITIONS

zoning categories



STUDY AREA
CONDITIONS
existing zoning

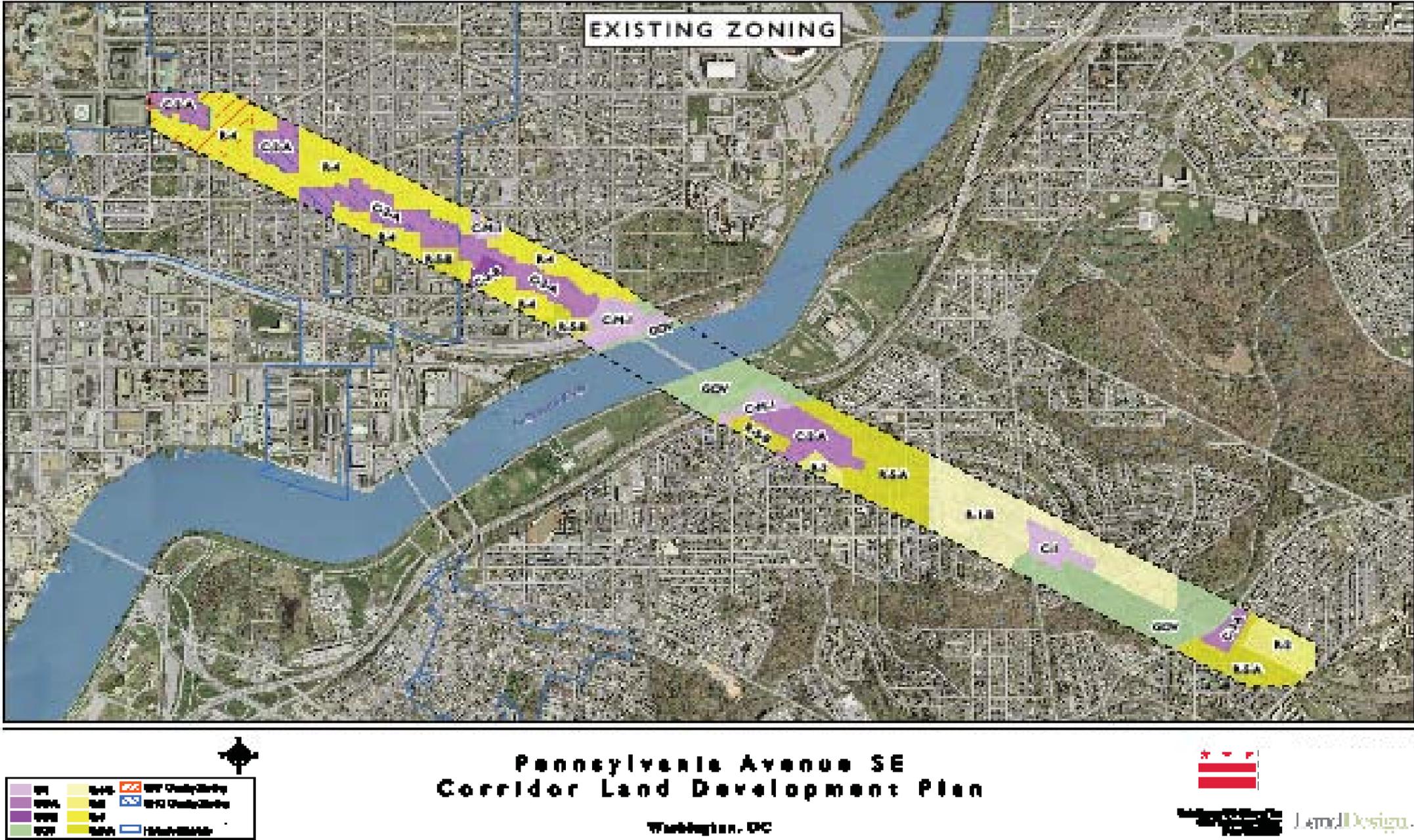


Figure 2.13: Pennsylvania Avenue SE Existing Zoning



CHAPTER 3

market assessment



MARKET ASSESSMENT

background & methodology

The Pennsylvania Avenue corridor is incredibly diverse with regard to current market conditions and future market opportunities. The part of the corridor west of the Anacostia River ranges from established, mixed-use areas to emerging cores of activity; the market opportunities in this part of the corridor are near-term. The part of the corridor East of the River includes a mix of stable, middle-class neighborhoods and areas of physical blight and socioeconomic distress. There are opportunities for both near and longer-term redevelopment here, with a few pending projects close to approval at important locations.

The market assessment component of the study has helped guide the planning process to ensure that the plan is based upon achievable market and development assumptions within all sub-areas in the corridor. The objective of the market assessment component is to provide a broad overview of the future market conditions along the corridor, and the achievable demand assumptions by land use over the next 20-year period. The market assessment also addresses the market economics of the development opportunities and constraints along parts of the corridor, in particular the financial feasibility of specific types of development and the critical issues density and site capacity.

Specific tasks of this market assessment have included:

- An assessment of existing land use conditions and current development trends along the corridor.
- An analysis of demographic and market trends within the corridor and its submarkets.
- A calculation of future demand by land use based upon demographic and market trend data, specifically:
 - o Multifamily residential
 - o Retail
 - o Office
- A broad assessment of site capacity in selected cores of activity, with a specific focus on those areas that present immediate opportunities and those that are more site capacity constrained.
- An assessment of the financial feasibility of specific types of development, given expected rents and prices along the corridor



MARKET ASSESSMENT

existing market conditions

Existing Land Uses

The corridor offers a wide diversity with regard to the character and quality of land uses (see Figure 3.1 on page 41). The area West of the River has a greater concentration of commercial uses than the area East of the River, and the commercial uses in the western area tend to be healthier and are more effectively integrated within a vibrant, mixed-use environment. The quality of the commercial uses in the western portion of the study area does decline in the cores closest to the Sousa Bridge.

The area of the corridor East of the River has relatively few commercial nodes, the quality of these commercial nodes are generally poor, and the commercial activity is not as effectively integrated into surrounding neighborhoods. Much of the retail in the eastern portion of the study area serves the retail needs of passing commuters as much as those of local residents.

Multifamily housing is dispersed throughout the corridor, with a greater share of this housing type West of the River. The multifamily housing stock West of the River tends to be better integrated within mixed-product, mixed-use neighborhoods, and generally this stock of housing is healthier and more stable.

The multifamily housing East of the River tends to be more concentrated, with significant pockets of distress; there are pockets of stable, healthy, moderate and middle-income multifamily housing, as well as a small amount of new, market-rate housing.

The Pennsylvania Avenue corridor is not a significant office market, and the office space

that does exist within the corridor is generally located West of the River within the Capitol Hill neighborhood. This office space tends to be smaller, boutique space. There are DC government offices East of the River, but this activity is not indicative of broader, private sector office demand.

Development Trends

The Capitol Hill sub-area – the western most portion of the corridor, from 2nd Street to 11th Street – is an established, vibrant, mixed-use core. This market condition is moving eastward, and has already generated development opportunities east of 11th Street, (most notably the mixed-use Jenkins Row project). The Potomac Avenue sub-area is therefore already experiencing significant redevelopment pressures, and the next logical step in the near term is further reinvestment in the Potomac Avenue Metro core and the stretch of underutilized parcels from 14th Street to the Sousa Bridge. These redevelopment pressures will impact, and be impacted by, the ongoing efforts to recapture the Anacostia waterfront.

The design of Barney Circle, the I-395 spur, and the Sousa Bridge represent significant physical barriers, and this has historically limited the real and perceived market connection between the west and east sides of the River. Over time, this connection will strengthen, as redevelopment opportunities in the areas West of the River become more limited, and the redevelopment market forces continue to spread eastward.

The neighborhoods East of the River also are experiencing significant redevelopment pressures due to strong pent-up demand for

higher-quality housing and retail from within the existing community. The East of the River market has historically been mostly ignored by the real estate development community; however, this is beginning to change as investment dollars seek out new opportunities in a highly competitive regional marketplace.

Demographic Characteristics

The District of Columbia, after decades of household losses, is projected to add approximately 40,000 net households from 2005 to 2025, after an estimated net gain of 15,600 households from 2000 to 2005 (see Figure 3.2 on page 42). The estimated and projected turnaround in household growth in the District is founded on the assumption that the District offers a variety of housing options in attractive and safe neighborhoods. The revitalization of the entirety of the Pennsylvania Avenue corridor is a key part of this overall growth assumption.

The Pennsylvania Avenue corridor is projected to capture a share of this net household growth (see Figure 3.3 on page 42). This household growth data is based upon the traffic analysis zone (TAZ) districts, as defined by Washington Metropolitan Council of Governments (COG), that border the corridor (see map, Figure 3.4 on page 42).

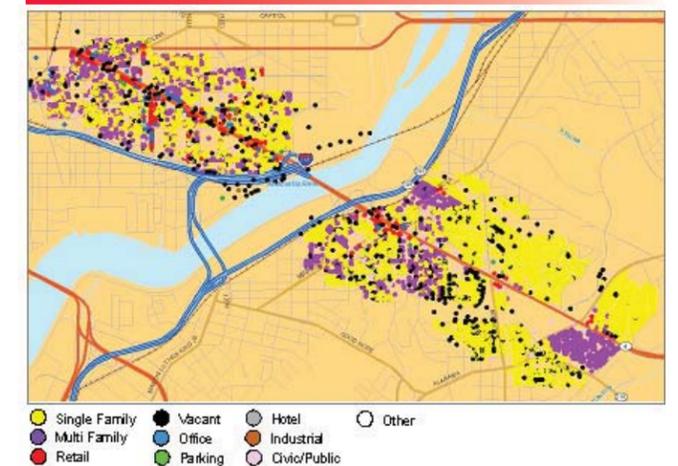


Figure 3.1: Existing Land Uses



MARKET ASSESSMENT

existing market conditions

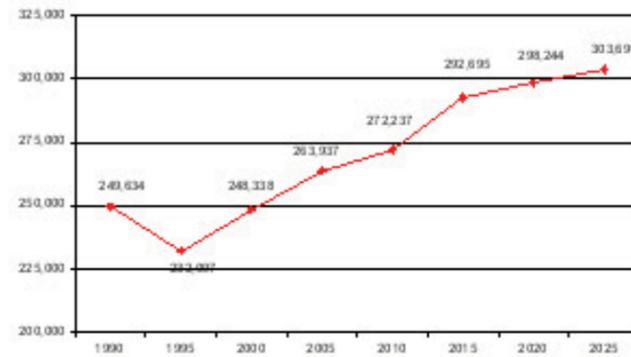


Figure 3.2: COG Household Projections, District of Columbia

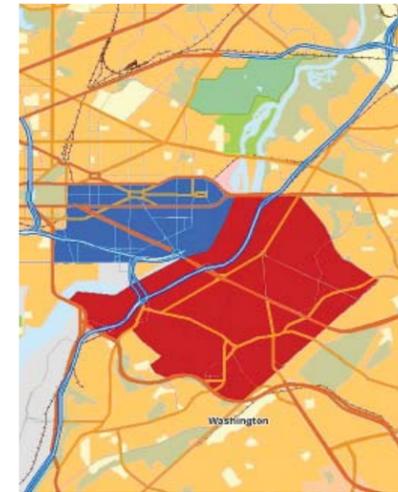


Figure 3.4: Map of Demographic Sub-Areas, PA Ave Corridor



Figure 3.5: Household Incomes, 2006

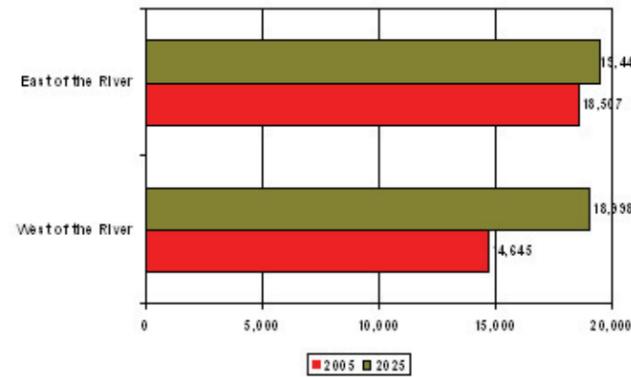


Figure 3.3: COG Household Projections, PA Ave Corridor

Net household growth along the Pennsylvania Avenue corridor is projected to be concentrated West of the River – approximately 4,350 net households in this part of the corridor from 2005 to 2025, or more than 10% of the District total. This represents an increase of 28% over this 20-year period. The projected net household growth West of the River is driven by the expected expansion of the Capitol Hill market into neighborhoods with significant development opportunities, including larger sites adjacent to the corridor (such as Hill East Waterfront).

The projected net household growth from 2005 to 2025 in the Pennsylvania Avenue corridor East of the River is relatively limited – with only approximately 900 net new households, or 3.2% growth, over 20 years. These projections are especially low, given that the same COG numbers estimate that from 2000 to 2005, this same area added approximately 1,200 households, or 8% of the District total net household growth.

The project team has analyzed the COG

projections, and utilized this data to help understand future housing demand; however, it is very likely that these projections do not account for the full depth of demand for new housing along the corridor, and thus the project team conducted an independent analysis of housing demand conditions, as discussed below.

The corridor is varied with regard to household incomes (Figure 3.5 on page 42). The western part of the corridor has the largest concentrations of census tracts with high median incomes. The highest income households are generally concentrated around the Capitol Hill neighborhood core, with the census tracts immediately west of the Anacostia River having, in general, more modest household incomes.

In the part of the corridor East of the River, incomes are more modest in most of the surrounding census tracts. There are significant pockets of middle-income households in the stable, single-family neighborhoods along Branch Avenue, most notably the neighborhood around Fort Dupont Park.

Housing Characteristics

The area West of the River has higher household densities than the area East of the River (as shown in Figure 3.6, Claritas, Inc., estimates). Density is often, wrongly, equated with lower overall housing values; in fact the area West of the River has significantly stronger housing values than the lower-density neighborhoods East of the River. Single-family home values (Figure 3.7, Claritas, Inc., estimates), in particular, show this contrast.

Single-family home values are indicative of the overall strength of residential market demand. Within the corridor, the highest single-family home values are concentrated in the Capitol Hill sub-area, with typical values decreasing as one heads eastward from Capitol Hill.

Based on 2000 Census data, 51% of total housing units in the census tracts along the corridor are owner-occupied – higher than the District as a whole. The area East of the River has a slightly higher rate of homeownership (52%) than the area West of the River.

The concentration of lowest single-family values is concentrated in the L'Enfant Square area, as well as the northern part of the Fairfax Village / Fort Davis sub-area. There are, however, large concentrations of stable single-family neighborhoods in the Randle Highlands and Penn Branch sub-areas East of the River.

Within the tenure data there are a variety of market conditions. The higher-income census tracts around the Capitol Hill core has a homeownership rate right around 50%, with a significant number of middle and high-income renters – both in multifamily buildings and in rented single-family homes. The area East of the River has a more varied experience, with the lower-income census tracts experiencing

relatively low rates of homeownership (30% to 45%), but the stable, single-family neighborhoods experiencing high rates of homeownership (75% to 85%).

Housing vacancy rates along the corridor were at 9% per the 2000 U.S. Census. Vacancy rates were slightly higher East of the River (11%), with some census tracts experiencing vacancy rates as high as 15%. This is still below the 2000 average for the District as a whole (16%).

Retail Expenditures

Retail demand is derived from household expenditures, which is driven in great part by household incomes – although the relationship between retail expenditures for different types of retail and household incomes is not directly correlated, as many retail expenditures represent basic needs of all households, and some are more discretionary.

The supportable square feet of retail per households for different store types, for the market areas west and East of the River, is shown in Figure 3.8 on page 44. This analysis is based upon an analysis of the retail expenditures for these two market areas, as well as assumptions on sales per square foot thresholds based upon industry thumb rules.

Figure 3.9 provides another look at the same data – this time showing the number of households required to support a typical establishment. Certain store types require much larger formats, and thus require a much larger trade area.

Given income disparities, the market area West of the River supports more retail than the market area East of the River. The differences between the two market areas are less stark

in everyday needs – such as grocery stores (5% difference), pharmacies (14%), and convenience goods (20%). More discretionary retail expenditures are more sensitive to changes in income between the two trade areas. Some retail uses are partly discretionary, but also represent everyday needs – such as discount department stores, warehouse, grocery stores, and limited-service restaurants, where the difference in expenditures between the two market areas ranges from 25% to 30%. In the most discretionary categories, such as comparison goods and full-service restaurants, the differences between the two market areas range from 50% to 90%.

This data also shows the significant number of households required to support the larger anchor retailers. The local market areas along the corridor do not come close to supporting these destination retailers, and therefore if these retailers were to consider a location along this corridor, they would need to draw from a much larger market area.

Office Market Trends

The corridor today is not an established office core. The total Class A&B office space inventory in the corridor is 275,000 square feet, and all of this space is located in the Capitol Hill core. There is scattered Class C (or below) space East of the River, but it is limited in quantity and quality, and not generally indicative of broader trends toward new, multi tenant office development. The Capitol Hill core is very healthy, with current vacancy rates under 2% and rents in the \$35 to \$40 (full service) per square foot range. Net absorption – defined as the net new office space occupied – has been limited in the past five years, but absorption has been constrained by the lack of new inventory, as evidenced by the very low vacancy rate in the market today.

MARKET ASSESSMENT

existing market conditions



MARKET
ASSESSMENT
development
opportunity projections



Figure 3.6: Household Densities, 2006

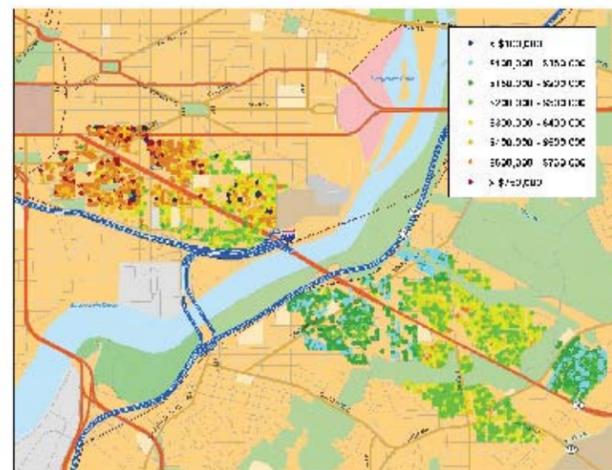


Figure 3.7: Single-Family Housing Values, 2006

There are very strong future market opportunities to leverage positive market trends in the District of Columbia and along the corridor, and increase the amount of development activity in this corridor, especially in the under-served markets East of the River.

Multifamily Residential Development Opportunities

If the District of Columbia is to accommodate

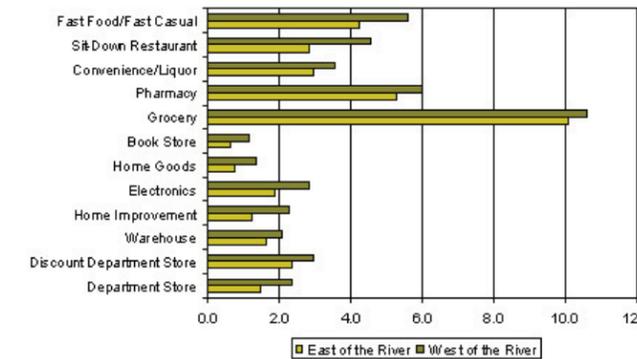


Figure 3.8: Supportable Square Feet per Household, 2006

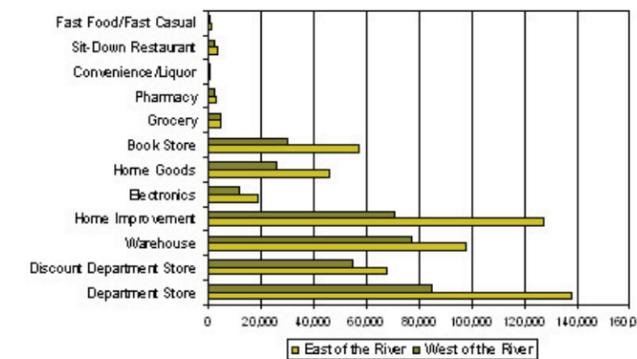


Figure 3.9: Number of Households Required to Support a Typical Retail Establishment, 2006

its projected residential growth, underutilized corridors and sites will need to be revitalized and redeveloped. Given land values/costs of available sites, the predominant housing product type in the District will be multifamily housing.

In order to determine depth of future multifamily residential demand along the Pennsylvania Avenue corridor, the projected District-wide

multifamily housing demand was distributed among all the Great Streets corridors (with a share of demand set aside for non-Great Streets residential growth cores), based upon the known development pipeline and an assessment of the near, mid and long-term attractiveness of the corridors.

The net housing demand West of the River will be driven primarily by the ability to find and develop sites, then the ability to capture available demand, over the next 20 years. The Capitol Hill core will have few sites that can be effectively redeveloped in the foreseeable future, especially at a high enough density to add a significant number of net new households, and thus demand for housing will continue to head eastward from Capitol Hill into the Potomac Avenue sub-area. While the Potomac Avenue sub-area has a number of underutilized sites, these sites are not very large, and will likely be able to accommodate a small amount of the total development potential. Overall, the corridor West of the River is projected to be able to capture 1,000 to 1,500 net new households in multifamily housing by 2025.

The portion of the corridor East of the River will not experience similar market pressures in the near term, but already has shown the ability to capture demand for new, market-rate housing. The initial source of demand will be pent-up demand for higher-quality housing from the local market area, with demand spillover from the neighborhoods West of the River having a greater impact in the mid and long terms. Overall, the corridor East of the River is projected to be able to capture 850 to 1,425 net new households in multifamily housing by 2025. The range reflects different assumptions on the pace of growth in the District as a whole.



Retail Development Opportunities

Retail growth typically follows household growth, but in urban environments, there often exists significant pent-up demand for retail services from under-served residents. This is the case in the Pennsylvania Avenue corridor, especially East of the River.

Retail demand was determined based upon an analysis of retail demand for a variety of retail store types from selected retail trade areas, including trade areas outside of the immediate neighborhoods surrounding the corridor's submarkets. Capture rates of available demand were based upon the competitiveness of the identified sub-areas for retail development – visibility, access, surrounding land uses, etc. – as well as the quantity and quality of existing and planned retail nodes in other competitive locations. The corridor is not an ideal location for destination retail, especially given the proximity of existing and planned retail cores that will serve this demand. There are few, if any, sites available along the corridor that could accommodate the critical mass of retail – typically between 500,000 and 1,000,000 square feet – required to create a destination retail core. The neighborhoods along the Pennsylvania Avenue corridor are or will be served by several existing or planned destination retail cores, including Union Station area, the Baseball District, Poplar Point, and the redeveloped Skyland Mall.

The Capitol Hill core, including Barracks Row, is an existing local destination for entertainment, restaurant, and boutique retail uses, and we project that this will continue to be a position of market strength for this core. However, most of the available demand for these uses has been accommodated, and the future evolution of this retail core will focus more on strengthening the existing base through replacement and repositioning, rather than significant net new

retail square footage.

The strongest retail market opportunity along the corridor is infill neighborhood-serving retail, especially in the parts of the corridor that are today vastly underserved. Much of the projected retail development will replace older, lower-quality existing retail that is not adequately serving its customer base. The Potomac Avenue sub-area will be able to support an additional 200,000 to 250,000 square feet of local-serving retail, which includes the Harris Teeter grocery store that is currently under construction at 13th and Pennsylvania. The retail will likely be developed in small components, as part of mixed-use projects.

Approximately 300,000 to 350,000 square feet of retail development can be supported along the corridor East of the River. This includes demand for a new, full-scale grocery store, a pharmacy, other in-line neighborhood-serving tenants, and a mix of local-serving limited-service and full-service restaurants.

The natural location for the largest retail concentration of this new development is L'Enfant Square, given the strong visibility and access created by the intersection of Pennsylvania Avenue and Minnesota Avenue, the proximity to I-295, and its role as a gateway to the east side of the River neighborhoods. However, L'Enfant Square has few sites that can realistically accommodate this scale of retail, and given these constraints, it is more likely that L'Enfant develops as a smaller-scale retail core (50,000 to 75,000 square feet) focusing on convenience retail, boutique retail, and restaurants. The next logical destination for a node of neighborhood-serving retail is the Penn Branch sub-area, specifically the site that currently holds the older, obsolete Penn Branch center. This site could accommodate,

from a market demand perspective, 150,000 to 200,000 square feet of retail, assuming a grocery anchor. A more limited, unanchored retail program would support 30,000 to 50,000 square feet of retail. A smaller, local-serving retail node in the Fairfax Village sub-area could support 25,000 to 35,000 square feet of convenience retail and restaurants.

Office Development Opportunity

The office development opportunities along the corridor are relatively limited. The Capitol Hill core could certainly accommodate additional boutique office development, given the low vacancy rates and the access provided to the Capitol district. The depth of this additional demand is based more on the viability of specific projects, but it is safe to assume that 50,000 to 75,000 square feet of additional office space could be accommodated over the next 20 years. As with multifamily housing, site availability is a significant constraint.

Office development potential East of the River is relatively limited, as this area is not expected to benefit from any significant spillover from neighboring office cores. However, there is likely some pent-up demand from local-serving, service-oriented office tenants that aim to serve the local population. This demand is estimated at between 20,000 and 40,000 square feet in higher-activity cores such as L'Enfant Square and Penn Branch, specifically as part of a larger, mixed-use redevelopment.

Publicly-driven office uses operate outside of the broader market context, and could provide viable office tenants for any planned office space along the corridor.

MARKET ASSESSMENT

development opportunity projections



**MARKET
ASSESSMENT**
development
opportunity projections

Table 3.1 Summary of Market-Driven Development Opportunity Projections, 20-Year Period

Sub-Area	Residential Opportunity	Retail Opportunity	Office Opportunity
Capitol Hill	Infill development opportunities over 20-year period, but site availability a significant constraint	Continued strengthening of existing retail base, but relatively limited net new retail development opportunities	50,000 to 75,000 square feet of net new office can be supported, but limited by site availability
Potomac Avenue	800 to 1,200 net new multifamily units along the corridor	200,000 to 250,000 square feet of neighborhood-serving retail	Limited
L'Enfant Square	400 to 800 net new multifamily units	50,000 to 75,000 square feet of neighborhood-serving and boutique retail and restaurant	20,000 to 40,000 square feet of local-serving, boutique office space
Randle Highlands	Limited, given lack of infill sites	Limited	Limited
Penn Branch	400 to 800 net new multifamily units	150,000 to 200,000 square feet of neighborhood-serving retail and restaurants	20,000 to 40,000 square feet of local-serving, boutique office space
Fairfax Village	100 to 200 net new units, although availability of sites is a constraint	25,000 to 35,000 square feet of local-serving retail	Limited



MARKET ASSESSMENT

market economics

Market demand is only one component of future development opportunities. An area that could attract demand must also have the sites available to accommodate this demand, and the proposed projects must be financially feasible given expected revenues (achievable prices or rents) and development costs. On a broad level, we have assessed the market economics of the projected development potential along the corridor, and provided some preliminary strategies on how to overcome near-term market constraints.

Site Opportunities and Constraints

Site capacity is defined by a variety of factors:

- **Value/Cost of Land** (Including the cost of razing existing improvements): Existing uses, even if undesirable and not sustainable in the near term, can often support a land value that makes redevelopment difficult. Also, market speculation can often prohibit development for a period of time, at least until the actual value of the land catches up to the speculative value. These are often limiting factors for redevelopment efforts in emerging locations.
- **Lot Size:** Lot size includes not only the total square footage, but also the width and depth. An appropriate size greatly depends on the type of product that can be supported in any given location. Specifically, without costly solutions to parking needs (such as underground parking), many infill sites are nearly impossible to develop at a critical mass that makes financial sense.
- **Site Ownership:** Since many redevelopment areas are comprised of smaller sites, land assembly is often a critical, and often costly, step in the redevelopment process. To the extent that a relatively few number of land owners are involved, land assembly can be realistically accomplished. In an area

where site ownership is fractured, land assembly is a very significant impediment without direct public sector involvement (e.g., eminent domain).

Much of the corridor is impacted by some, or all of these constraints. The sites within the Capitol Hill core (and on its fringe) are able to overcome these constraints through the strength of the market opportunity – achievable rents and prices can afford to pay for additional development costs. In the Potomac Avenue sub-area, the near-term view is that growing market pressures will also help overcome many existing site constraints.

In the sub-areas East of the River, there are also significant site constraints, but while market demand exists, in the near term the strength of the market forces may not be able to overcome the significant constraints for many sites. L'Enfant Square represents the most significant redevelopment challenge, given the large number of small sites with fractured ownership. The Penn Branch shopping center, in contrast, offers a strong redevelopment market opportunity, given the size of the site and the motivations of a single owner.

Financial Feasibility of Various Product Types

The strength of the market opportunity drives the type of product that can be financially supported, as higher revenue potential allows a site to accommodate denser and more costly construction types (including more costly parking solutions). The following is a review of a sample of residential product types, and their relationship to redevelopment opportunities in the sub-areas within the corridor:

- **High-Rise:** 7+ stories with underground parking. Only supportable in established urban cores, such as the Capitol Hill core (although height limitations and the historic designation make this product type highly

unlikely in the Capitol Hill neighborhood). In the longer term may be supportable in the L'Enfant Square core – a gateway project with world-class views of the Capitol.

- **Mid-Rise with Parking:** 5 to 7 stories above parking. Currently supportable in the Potomac Avenue sub-area, although near-term ability to deliver in this product in this submarket may be constrained by market softness. Supportable in the mid and long terms in mixed- or multiple-use cores East of the River.
- **Donut:** 3 to 5 stories wrapped around above-grade structured parking. Does not offer enough density to make financial sense in an established location, except in cases where achievable density is limited by regulatory constraints.
- **Garden:** 3 to 5 stories with surface parking. Likely there are no sites that can realistically be redeveloped at this level density, given land values as well as the sizes of available sites, with the exception of smaller-scale projects where more creative parking solutions (such as on-street parking) are available.

All along the corridor, the Mid-Rise with parking product type is the most viable for larger parcels, while the Donut type is most likely for smaller, or oddly shaped lots. High-Rise and Garden style are unlikely anywhere along the corridor.

Note: The cost of affordable housing requirements, established as a market norm through the city's Inclusionary Zoning policy, will be passed on to land values, thus reducing the strain on vertical construction costs.



MARKET
ASSESSMENT
various product types



Figure 3.10: High-Rise: 8+ Stories with Underground Parking



Figure 3.12: Donut: 3 to 5 Stories Wrapped Around Above-Grade Structured Parking



Figure 3.11: Mid-Rise with Podium Parking: 6 to 8 Stories



Figure 3.13: Garden: 3 to 5 stories with Surface Parking



CHAPTER 4

redevelopment
opportunity sites

REDEVELOPMENT OPPORTUNITY

overview

There are many influences on successful development, including community needs and desires, market analysis, transportation and traffic impacts, retail attraction and retention practices, urban design qualities, etc., and how density can be used to tie them all together. The ultimate recommendations made for each corridor sub-area and specific redevelopment opportunity site were developed by considering all of these factors, and balancing sometimes conflicting priorities.

Beginning in June 2006, OP and the project team carried out an array of activities, including extensive community outreach, market and demographic analysis and urban design to identify the most promising opportunity sites and realistic development programs. In early December, 2006, a multi-day community design charrette was held at the Randle Highlands Elementary School to gain further input on preferred options for redevelopment for the seven opportunity sites. Following the design charrette, the project team identified development programs with the type and intensity of use for each of the sites. The team also prepared illustrative renderings and graphics. OP staff met with several community groups during February, March and June of 2007 to review the proposed development programs for the following sites:

- 1401 Pennsylvania Ave
- 1539-1557 Pennsylvania Ave
- 1550 Pennsylvania Ave
- L'Enfant Square - 2300 block (south side)
- L'Enfant Square - 2500 & 2600 blocks (south side)
- Penn Branch shopping center
- Fort Davis shopping center

The development program for each of the sites intends to illustrate their potential for redevelopment to act as catalytic anchors, in order to achieve a cohesive and vibrant development along the Pennsylvania Avenue SE Corridor.

The final preferred development programs for the seven sites mentioned above, along with the community's comments on goals and concerns, are included in this chapter, along with a discussion of recommendations for land use and design form. The development programs presented for each site are for schematic illustrative purposes only. Future development will be determined by public regulatory processes, private market decisions and ongoing public input from concerned communities.

In the context of this project, the current zoning on each opportunity site was analyzed to ensure that overly restrictive regulations are not impeding desired redevelopment and reinvestment. Current zoning was used as the basis for creating a development template throughout the corridor that reflects both community and real-estate constituency desires for redevelopment and reinvestment.

Understanding the Links: Density & Transportation

The qualities of the surrounding single family neighborhoods East of the River that make them attractive also provide a "catch-22" for potential retail development. The density of the area is among the lowest of the city, and the area experienced a decline in population through the 2000 Census. The trade area surrounding the single family neighborhoods, while denser,

has a population that is significantly poorer than many other parts of the city. The Metropolitan Washington Council of Governments (MWCOG) projected a net growth of 1,200 households from 2000 to 2005 in the Pennsylvania Avenue corridor east of the river. MWCOG projections for the same area from 2005 to 2025 show only approximately an additional 900 net new households, a significant slow down. Further, the economic analysis shows that a significant number of households are needed to support new retail. For example, it would take over 3500 households in the neighborhoods east of the river to support one sit-down restaurant. As it currently stands, all of the opportunity sites are operating well below the allowable development potential. More importantly, the obsolete format in which these commercial centers exist provides a serious challenge to addressing the urgent community need for retail.

Even with all of this being said, a broader look must be taken at how retail development along Pennsylvania Avenue, SE can and will be shaped from a regional perspective, especially from other parts of Wards 7 and 8. Currently, the Good Hope Marketplace is a fairly new neighborhood retail center offering a decent line of retail services. Adjacent to the site, is the future development at Skyland Shopping Center, which will offer a major retail anchor, along with convenience oriented shopping and housing. Potential development at Poplar Point could become a major regional shopping and entertainment venue for not only the District, but also Virginia and Maryland. The efforts to revitalize Anacostia and the Minnesota Avenue/Benning Road commercial district ("downtown Ward 7) also play a critical role in shaping the retail landscape for the entire East of the



River region. In this context, new development on Pennsylvania Avenue, SE will have to be competitive with these other regional developments, or else intensely localized in focus.

In these challenging economic times, success in attracting retail will not come automatically. It will require persistence, coordinated development, and sound financing. It is worth repeating here the findings of the Pennsylvania Avenue Task Force market study from 2002, still relevant today, which found the following components critical for development success:

- **Critical Mass** – Rehabilitation or new construction of only a few small buildings will have little chance of success. Whatever is to be done must be done on large enough scale to overcome the negative perceptions that exist concerning this area.
- **Parking** – There must be ample parking and it must be secure and visible. The overwhelming majority of shoppers will come by car, and their needs must be met if the retail development is to succeed. Good signage is also highly important.
- **Linkage** – It will be difficult to create a flow of shoppers from one side of Pennsylvania Avenue to the other given the width of the street, the wide median strip and the heavy vehicular traffic. The planned transportation improvements by the District Department of Transportation will provide a safer pedestrian environment on both sides of Pennsylvania Avenue SE, thereby increasing neighborhood foot traffic.
- **Aggressive Pricing** – Southeast Washington is a highly price sensitive market. Leasing will need to be at very competitive rates and terms. Very likely, subsidies – possibly substantial ones – will be necessary to offset the high costs associated either with new construction or substantial rehabilitation.
- **Extensive Marketing** – It is unrealistic to think that tenants will appear as if by magic. Concentrated

and extensive marketing programs, employing all available tools, will be essential to securing the kinds of tenants desired by the community.

Development is sometimes a matter of trade offs. In this instance the need for additional density and height is needed in order to obtain certain retail amenities desired by the community. There is a pent-up demand for many retail services, especially in neighborhoods East of the River. What are the implications for new physical development? A mix of uses will be needed, including residential and office, to attract and support new retail. This will result in many positives for the community; not only new neighborhood-serving retail, but new jobs, more housing choices, and ultimately better transit and transportation options.

Regarding transportation, one of the major concerns for area residents has been the increased traffic that would occur as a result of new development. As stated earlier in this document and in numerous community meetings, traffic along the portion of Pennsylvania Avenue, SE east of the Anacostia River is quite congested. The commuter-oriented nature of the corridor will continue and traffic pressure will remain strong, due to inevitable growth in the abutting Maryland suburbs. Nevertheless, critical mass can be reached by strategically concentrating clusters of commercial, residential and limited office uses along the corridor. Enough new residents and office workers combine with existing residents to support new and existing retail establishments in the morning, afternoon and evening. These clusters of residents and workers also justify future investments in rapid bus or other transit services that reduce dependencies on automobiles.

In short, traffic is bad and getting worse. The additional density needed to attract quality retail will indeed impact traffic further, but only to a very small extent compared to existing and future commuter traffic. And though it may seem counterintuitive at

first, adding strategic nodes of mixed-use density and locally serving retail can actually serve to reduce traffic impacts. When daily needs can be met within a neighborhood, more people walk or bicycle, and there are fewer car trips that originate locally. The community should consider this as new development is proposed along the corridor. Is it worth giving up access to better local retail in exchange for a negligible impact on traffic?

In This Chapter

The following chapter takes a closer look at six sub-areas along the corridor: Capitol Hill, Potomac Avenue, L'Enfant Square, Randle Highlands, Penn Branch, and Fairfax Village/Fort Davis. These sections make recommendations for corridor-wide issues such as land assemblage, vacant property, and facade improvements. They also lay out a vision for each sub-area and a list of urban design guidelines for new development. This is followed by an analysis of seven specific sites that serve as the best or most catalytic opportunities for redevelopment.

REDEVELOPMENT OPPORTUNITY

overview



STUDY AREA
CONDITIONS
capitol hill sub-area

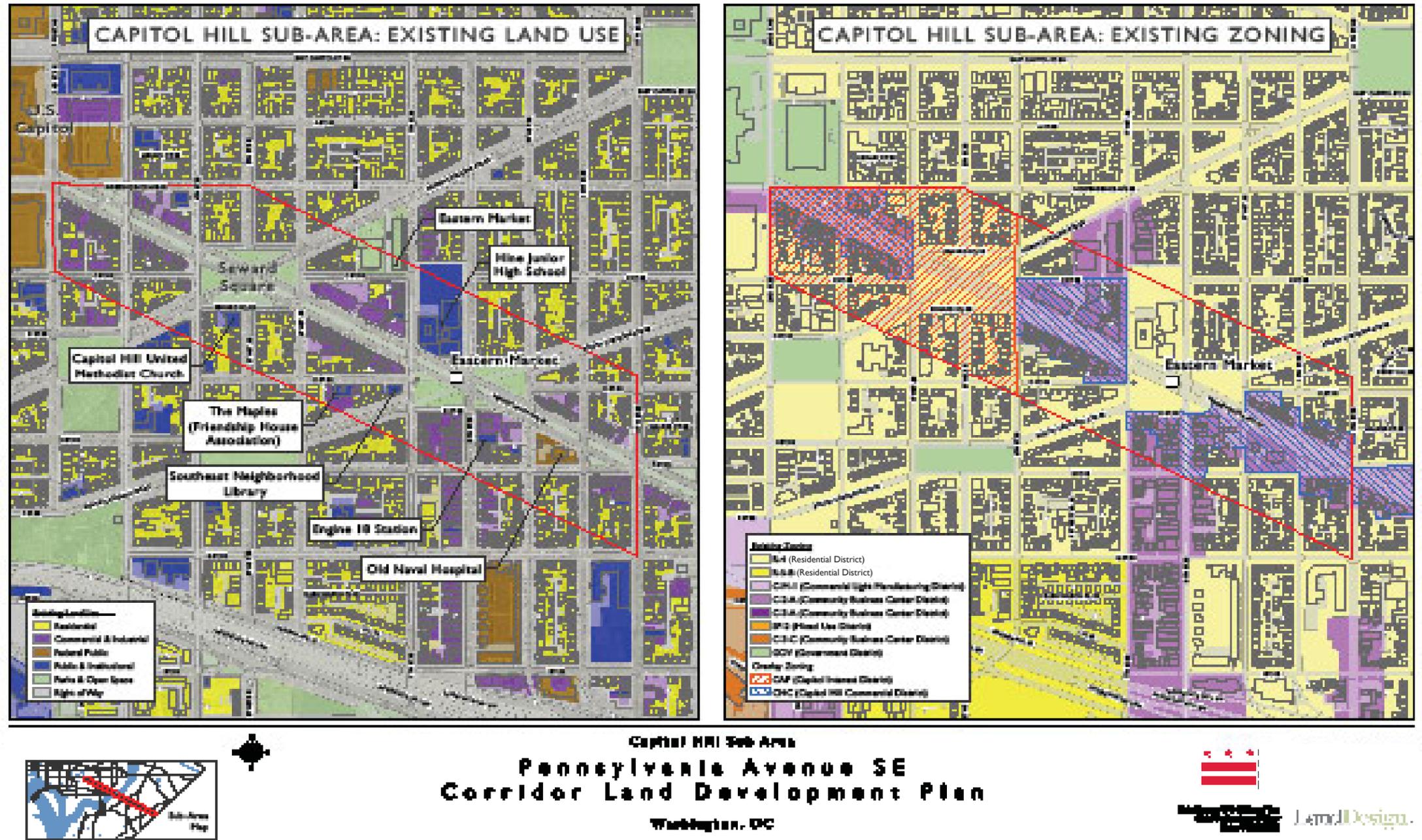


Figure 4.2: Pennsylvania Avenue SE Capitol Hill Sub-Area



CAPITOL HILL SUB-AREA

Introduction

The Capitol Hill Sub-Area stretches from 2nd Street, SE to 11th Street, SE and falls entirely within the Capitol Hill Historic District. This area has only a limited opportunity for infill development, as most parcels are occupied by historic buildings.

Existing Land-Use

Significant land uses include Eastern Market, a public market located in a 19th century brick building which is included in the National Register of Historic Places. Eastern Market, located on 7th Street SE, has operated as a public market since 1873. The first in a larger city-owned public market system intended to attract residents to the City, it is the last of the city's public markets still in operation. Recognized as the unofficial "town center" of Capitol Hill in the early 20th Century, it still serves as a working farmers' market and popular attraction for tourists and residents. Tragically, Eastern Market was severely damaged by fire on April 30, 2007. The District Government has placed the highest priority on rebuilding Eastern Market.

Observations of the consultant team:

Land Use

- Predominantly commercial land use; little underutilized land
- Residential uses generally row houses on narrow lots
- Commercial and residential zoning; portions within Capitol Hill Commercial (CHC) and Capitol Interest (CAP) Overlay

Districts

- Northwest end boasts a wide variety of restaurants, cafes, specialty stores, and other neighborhood oriented retail services
- Buildings set close to the street
- On-street parking
- Significant open space at Seward Square and Eastern Market
- Pleasant sidewalks, trees, and parks
- New condominium development at Butterfield House

Historic, Cultural, and Institutional Resources

- Eastern Market Metrorail Station
- Capitol Hill Historic District
- Eastern Market
- Old Naval Hospital
- Hine Junior High School
- Southeast Neighborhood Library
- Capitol Hill United Methodist Church

Existing Zoning (see Fig. 4.2)

- R-4 (Residential District)
- R-5-B (Residential District)
- C-M-1 (Commercial Light Manufacturing District)
- C-2-A (Community Business Center District)
- C-3-A (Community Business Center District)
- SP-2 (Mixed Use District)
- C-3-C (Community Business Center District)
- GOV (Government District)
- CAP Overlay (Capitol Interest District)
- CHC Overlay (Capitol Hill Commercial District)



Figure 4.3: Capitol Hill Sub-Area



Figure 4.4 Capitol Hill Sub-Area



Figure 4.5: Capitol Hill Sub-Area

STUDY AREA CONDITIONS

capitol hill sub-area



Figure 4.6: Capitol Hill Sub-Area



Figure 4.7: Capitol Hill Sub-Area

Future Vision

This portion of the corridor, along with “Barracks Row” on 8th Street, SE, serves as the retail and commercial center of the Capitol Hill Neighborhood. Historic buildings continue to be lovingly restored, and commercial spaces are filled with a mix of thriving businesses, from restaurants and bars, to small groceries and pharmacies, to specialty retail shops and gas stations. In the short term, existing streetscape elements are maintained at good levels or better as defined by DDOT and DPW. In the long term, a community-led initiative results in new streetscaping and wayfinding signage that honors this gateway to the Nation’s Capitol.

There are no major redevelopment opportunities in this sub-area, but some targeted infill redevelopment is possible in the near to mid term. Local non-profit groups have been raising funds to redevelop the Eastern Market Metro Plaza along Pennsylvania Avenue, SE between 7th and 9th Streets, SE. This redevelopment can include landscaping, park programming, relocation of bus stops, etc., and should be a collaboration between local community groups and relevant government agencies. This project conforms with Comprehensive Plan Action CH-2.2-B: Eastern Market Plaza. As neighboring Hine Junior High School is currently scheduled to merge with Eliot Junior High School in Northeast Capitol Hill, there is potentially an opportunity to redevelop the school site in conjunction with DC Public Schools so that a new building (or buildings) better fronts Pennsylvania Avenue and offers new opportunities for ground floor retail, community space, DSPS office space and possibly housing.

The Old Naval Hospital on Pennsylvania Avenue, SE between 9th and 10th Streets, SE changed hands from the Federal government to the District of Columbia in 2007. The DC Office of Property Management released an RFP to renovate and reuse this historic property. Over the next two years, the group with the winning proposal will create a new community facility with classrooms, meeting rooms and small offices for local non profit organizations, among other things. This project conforms to Comprehensive Plan Action CH-1.2-F: Old Naval Hospital.

Urban Design

The following basic urban design guidelines should be considered for any infill projects that occur in this sub-area.

Site Planning

- Lot Coverage and Density: Should conform with regulations in existing zoning.
- Mix of Housing Type and Land Uses: Should conform with regulations in existing zoning. Active ground floor retail is encouraged, and the CHC overlay allows great flexibility for providing either office or residential on upper stories as the market and building configuration demands.
- Preservation of Natural, Historic, and Cultural Features: This portion of the corridor is fully within the Capitol Hill Historic District, and infill development will respect all relevant design guidelines.

Site Layout/Development Pattern

- Development Setbacks: This portion of Pennsylvania Avenue has a consistent streetwall set back which will be conformed to by all new development.
- Location of Parking: The historic district allows waivers for parking requirements. Any new parking provided will be either in the rear or below grade.

Relationship to Surrounding Development

- Connectivity between land uses: There is a mix of retail, office and residential spaces throughout this sub area. Existing zoning allows for further mixed use.
- Transition between land uses: New retail or restaurant/bar spaces proposed beneath or adjacent to residential buildings will continue to enter into voluntary agreements with the local ANC to ensure compatibility.

Vehicular and Pedestrian Access and Circulation

- Vehicular Access and Circulation: This will take place completely from alleys or side streets, with no new curb cuts on Pennsylvania Avenue.
- Pedestrian Access and Circulation: Maintaining a consistent set back will enhance the ease of pedestrian flow and access.

Building Design

- Building Massing and Façade Treatment: Must meet all zoning and preservation guidelines for the Capitol Hill Historic District, and respect the historic building characteristics on the street, including the strong townhouse form.



Figure 4.8: Butterfield House - 11th Street & Pennsylvania Avenue, SE
This is a good example of appropriate infill development in the Capitol Hill Sub-Area.

- Building Materials/Colors: Must meet all historic preservation guidelines for the Capitol Hill Historic District.
- Entrances: Should face Pennsylvania Avenue (or may face the corner if located on an intersection).
- Ground Floor Ceiling Heights: Should be at least 14 feet tall from floor to ceiling to attract quality retail whenever possible, unless such a ceiling height would disrupt the existing ground floor flow within the Historic District.
- Transparency: At least 50% of ground floor street frontage should be made of transparent materials to enhance and activate the street. Buildings within the Historic District must comply with all relevant window guidelines.

Landscaping & Screening

- Site Perimeter Landscaping Abutting Street Edges: Should be incorporated whenever public space is being utilized (i.e. for outdoor dining), but is often not possible since most buildings directly abut the sidewalk.
- Fencing and Walls: There should be no fences or walls - though low planters and other dividers may be approved through the public space permitting process, particularly for outdoor dining.
- Service Area Screening: All service areas will be in the rear, and should be screened from neighboring residential uses.

STUDY AREA CONDITIONS

potomac avenue
sub-area

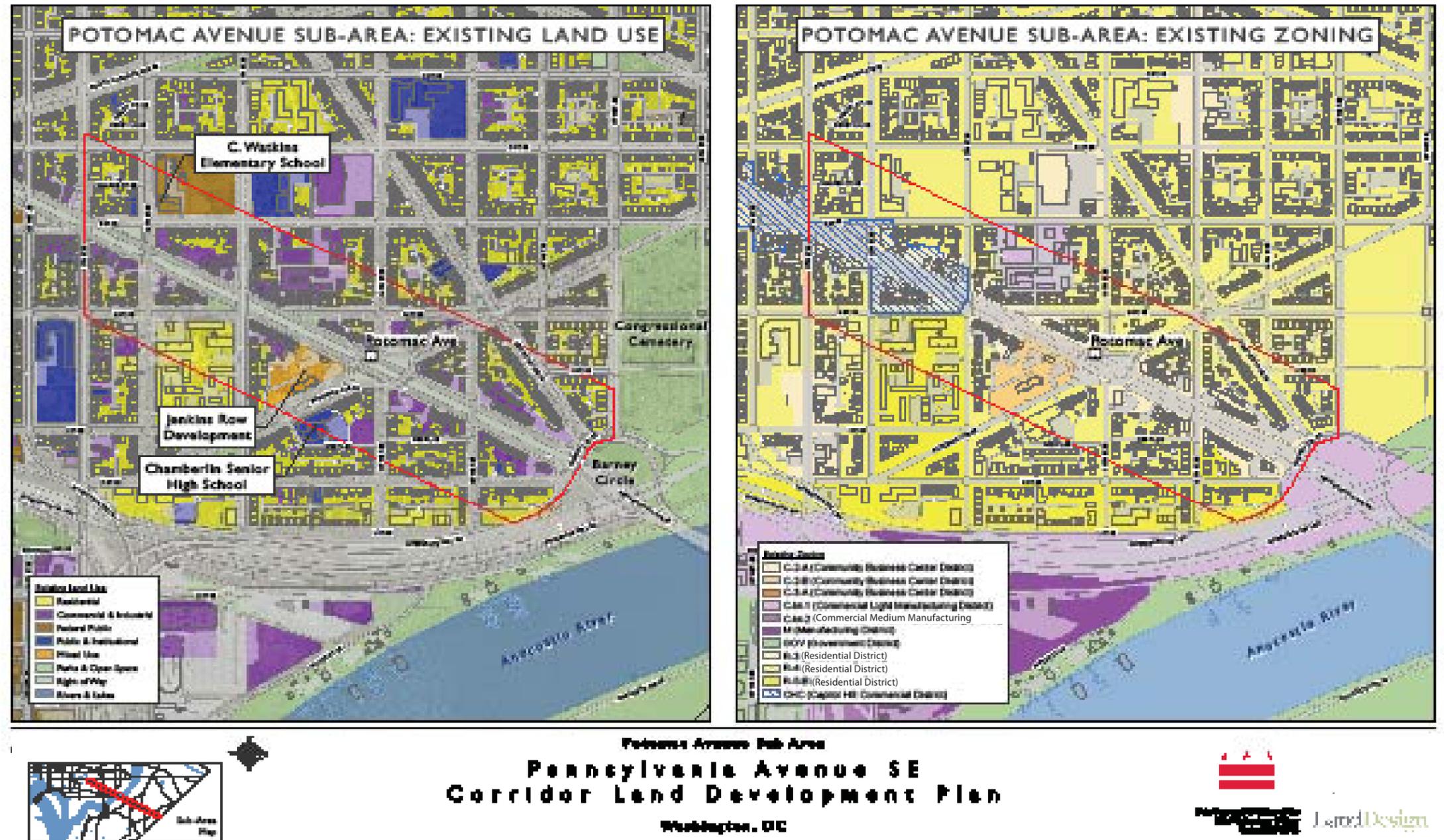


Figure 4.9: Pennsylvania Avenue SE Potomac Avenue Sub-Area

POTOMAC AVENUE SUB-AREA

Introduction

The Potomac Avenue Sub-Area stretches from 11th Street, SE to Barney Circle, SE. The Capitol Hill Historic District currently ends at 13th Street, SE. However, there is much discussion in the community about expanding the historic district or creating a new one. In fact, an application from the Barney Circle neighborhood seeking historic district designation has been recently approved (though it does not include commercial properties along Pennsylvania Avenue). This area has a greater number of redevelopment opportunities than the Capitol Hill Sub-Area, given its smattering of stand along fast food restaurants and other uses inconsistent with the original urban design of the street.

Existing Land-Use

This sub- area extends from 11th Street SE to Barney Circle. The Potomac Avenue Metro station lies in the middle of this sub-area. This is currently an open plaza, with escalators and an elevator carrying passengers below ground to the underground Orange and Blue Lines of the regional subway system. There is a significant amount of bus traffic, and a few taxis regularly wait for passengers. Much of the existing development is either mixed use or residential in two-to-four story buildings built close to the street. Directly across Pennsylvania Ave, SE is a restaurant. There is a used car lot that fronts on Barney Circle on the north side of Pennsylvania Ave, and a fast-food restaurant fronting on Barney Circle on the south. The building form of these establishments is out of character with the area as they are set back from the street behind large parking areas- which is more typical of a suburban development

pattern. There is a large mixed residential / commercial development under construction on the southeast corner of Potomac Avenue and Pennsylvania Avenue. This will have almost 200 residential units above a grocery store that is expected to draw customers from around the region.

Observations of the consultant team:

Land Use

- Mix of commercial and residential land uses
- Commercial and residential zoning; portions within Capitol Hill Commercial (CHC)
- Two and three-story commercial and residential buildings
- Automobile-oriented retail not consistent with the historic character of the neighborhood
- More sparsely developed retail - predominantly fast food restaurants, liquor stores, and convenience stores
- Surface parking fronting on Pennsylvania Avenue SE
- Mixed-use Jenkins Row development at Potomac Avenue Metrorail Station
- Gas stations at prominent corner locations



Figure 4.10: Potomac Avenue Sub-Area

- Row houses with curb cuts on Pennsylvania Avenue SE
- Barney Circle is an automobile-oriented traffic circle
- Transitions from pedestrian-oriented commercial uses to car-oriented commercial uses
- On-street parking, street trees, deep sidewalks, and the wide green median serve to connect dramatically different segments of the avenue between 9th Street SE and the Anacostia River
- Neighborhood-scale and feel

Historical, Cultural, and Institutional Resources

- Potomac Avenue Metrorail Station
- Congressional Cemetery
- C. Watkins Elementary School
- Friendship-Edison PCS Chamberlain Campus

Existing Zoning (see Fig. 4.9)

- C-2-A (Community Business Center District)
- C-2-B (Community Business Center District)
- C-3-A (Community Business Center District)
- C-M-1 (Commercial Light Manufacturing District)
- C-M-2 Commercial Medium Manufacturing District)
- M (Manufacturing District)
- GOV (Government District)
- R-3 (Residential District)
- R-4 (Residential District)
- R-5-B (Residential District)
- CHC (Capitol Hill Commercial District)

STUDY AREA CONDITIONS

potomac avenue sub-area



Figure 4.11: Potomac Avenue Sub-Area



Figure 4.12 Potomac Avenue Sub-Area

Future Vision

This portion of the corridor will retain and expand its neighborhood-serving retail base. Existing architectural fabric and character will be preserved. New development will occur only in existing commercially zoned parcels, within the parameters of existing zoning (including PUDs and inclusionary zoning). New buildings will be of high-quality architecture and compatible with the historic nature of the street. This all complies with Comprehensive Plan Policy CH-2.2.6: Potomac Ave Metro Station.

In the long term, this portion of the corridor will have a more attractive, unifying and user-friendly public realm, building off of any design cues from a renovated Eastern Market Metro Plaza. The area around the Potomac Ave Metro Station will be formalized into a public plaza with new landscaping, seating, kiosks, etc. It will serve as a local meeting point, funded, in part, by public amenity proffers from nearby developments.

Urban Design

The following basic urban design guidelines should be considered for any projects that occur in this sub-area.

Site Planning

- Lot Coverage/Density: Should conform with current zoning regulations.
- Mix of Housing Type: Should conform with regulations in existing zoning. Housing types are most likely to include condominiums and apartments with some potential for townhouse or stacked townhouse styles.
- Other Land Uses: Active ground floor retail is encouraged, with upper story small offices or residential.
- Preservation of Natural, Historic, and Cultural Features: Infill development within the Capitol Hill Historic District will respect all relevant design guidelines. Development outside the Historic District is highly encouraged to also use these guidelines.

Site Layout/Development Pattern

- Development Setbacks: This portion of Pennsylvania Avenue has a traditional streetwall set back which has been breached by some more modern development, including stand alone fast food restaurants. New developments will maintain or rectify the traditional setbacks to form a more consistent streetwall.

- Location of Parking: The historic district allows waivers for parking requirements. Any new parking within or outside the Historic District will be either in the rear or below grade.

Relationship to Surrounding Development

- Connectivity between land uses: There is a mix of retail, office and residential spaces throughout this sub-area. Existing zoning allows for further mixed use.
- Transition between land uses: New retail or restaurant/bar spaces proposed beneath or adjacent to residential buildings will continue to enter into voluntary agreements with the local ANC to ensure compatibility.

Vehicular and Pedestrian Access and Circulation

- Vehicular Access and Circulation: Will take place from alleys or side streets, with no new curb cuts on Pennsylvania Avenue.
- Pedestrian Access & Circulation: Set backs consistent with other buildings on the street will maintain good pedestrian access.

Building Design

- Building Massing and Façade Treatment: Must meet all zoning and preservation guidelines for the Capitol Hill Historic District, and respect the historic building characteristics on the street, including the strong townhouse form. While developments outside the Historic District are not required to meet these design guidelines, it is strongly encouraged that they do so. Taller development should step down in the rear if it abuts existing townhouses.
- Building Materials/Colors: Must meet all historic preservation guidelines for the Capitol Hill Historic District if within the boundaries. Properties outside the boundaries are highly encouraged to do the same.
- Entrances: Should face Pennsylvania Avenue (or may face the corner if located on an intersection).
- Ground Floor Ceiling Heights: Should be at least 14 feet tall from floor to ceiling to attract quality retail, unless such a ceiling height would disrupt the existing ground floor flow within the Historic District.
- Transparency: At least 50% of ground floor street frontage should be made of transparent materials to enhance and activate the street. Buildings within the Historic District must comply with all relevant window guidelines.

Landscaping & Screening

- Site Perimeter Landscaping Abutting Street Edges: Should be incorporated whenever public space is being utilized (i.e. for outdoor dining).
- Fencing and Walls: There should be no fences or walls - though low planters and other dividers may be approved through the public space permitting process, particularly for outdoor dining.
- Service Area Screening: All service areas will be in the rear, and should be screened from neighboring residential uses.

FUTURE VISION/ URBAN DESIGN

potomac avenue
sub-area

REDEVELOPMENT OPPORTUNITY

1401 penn ave, se



Figure 4.13: 1401 Penn Ave, SE



Figure 4.14: 1401 Penn Ave, SE

1401 Penn Ave (Pizza Restaurant)

The southeast corner property along Pennsylvania Avenue and 14th Street is a prime location for redevelopment for higher density occupancy considering its immediacy to the Potomac Avenue metro station. At present, 1401 Pennsylvania Avenue belongs to a pizza restaurant and associated surface parking. This surrounding area presents a mix in scale and uses comprising of residential and small businesses as well as an institutional use offered by the Friendship-Edison PCS Chamberlain Campus Public Charter School.

Interesting recent developments in the vicinity of the present pizza restaurant property increase its viability as a successful catalyst site for revitalization of the corridor. The Jenkins Row project, located at the intersection of Pennsylvania and Potomac Avenues is being developed to include approximately 247 condominiums, a 47,000 SF Harris Teeter grocery store and an additional 5,000 SF of retail space.

Based on recommendations for the Middle Anacostia River Crossings Transportation Study and the Capitol Hill Transportation Study, the District Department of Transportation is designing improvements to the intersection of Pennsylvania Avenue, Potomac Avenue, and 14th Street SE. The reconfiguration of this intersection will create a more pedestrian-friendly streetscape and improve the pedestrian connections between the Metro Station, the traffic circle and the subject site. New development at this site should take advantage of this enhancement by offering ground floor retail serving immediate residents, pedestrians and commuters.

The property comes under the current zoning C-2-A which allows commercial and residential uses. However this potential is unrealized in its present use.

Opportunities and Recommendations

- Optimum utilization of the property under current zoning by containing a mix of residential and commercial use.
- 4 to 6 stories is appropriate for this site, and developers are encouraged to build no taller than the Jenkin's Row project in order to form a consistent frame for the Potomac and Pennsylvania Avenues intersection.
- Commercial uses may include accommodating existing small businesses in the area like the pizza restaurant itself.
- Explore the potential to leverage funds from development to create a public plaza at corner of site facing the Park Square at traffic intersection.
- Completes a "neighborhood center" formed by the Potomac Avenue Metro Plaza, grocery store, neighborhood-serving retail, and transit.



Figure 4.15: Upcoming Jenkins Row Development



Figure 4.16: Upcoming Jenkins Row Development

Note: The following site plan, massing model and concept illustration were prepared as conceptual examples, and represent the type and scale of development appropriate for each location.

Site Name: 1401 Pennsylvania Avenue, SE
Site Area: 0.54 acres

- A range of 30-50 condominium units possible above ground floor retail.
- Appropriate for upper-floor small office development such as doctors' offices, law firms, and other service-based businesses.
- Parking underground, can accommodate roughly 60-65 spaces.
- 5 story building falls within appropriate height range.
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- A range of 6,000 – 14,000 square feet of retail space is possible, which could accommodate a sit-down restaurant, or 3-4 small shops.
- Building has a strong face on Pennsylvania Avenue.
- Rounded corner presents a strong counterpoint to Jenkin's Row to the west.
- Vehicular access off side streets and alleys, no curb cut on Pennsylvania Avenue.

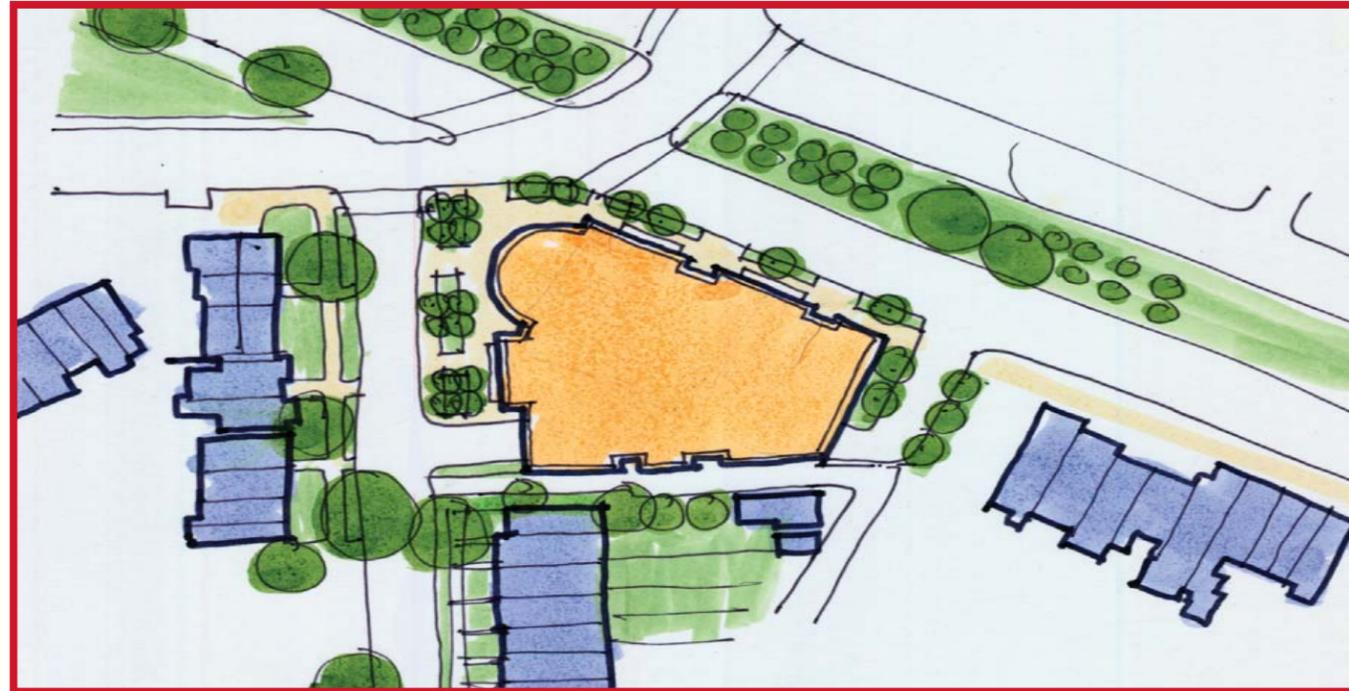


Figure 4.17: Plan - 1401 Penn Ave, SE



Figure 4.18: View - 1401 Penn Ave, SE

REDEVELOPMENT OPPORTUNITIES

1401 penn ave, se

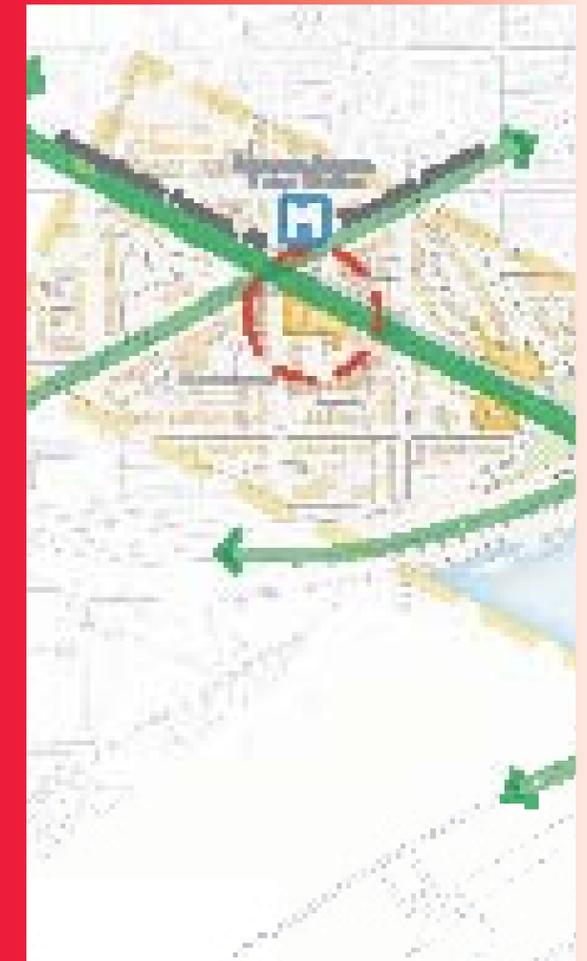


Figure 4.19: 1401 Penn Ave, SE



Not to Scale



Figure 4.20: Concept Illustration - 1401 Penn Ave, SE - Respects townhouse character of the neighborhood and provides a strong anchor at the intersection of Pennsylvania and Potomac Avenues, SE

*Barney Circle Sites:
1550 Penn Ave & 1539-1557 Penn Ave*

Barney Circle is an important transportation landmark along the Pennsylvania Avenue corridor marking its intersection with Southeast Freeway and M Street which pass under it. The two sites flanking this traffic intersection on either side are currently occupied by a used car lot and fast food restaurant.

The presence of a used car lot is suggestive of an economically unproductive and blighted neighborhood pocket, and its particular location in this case leaves a significant impact on the quality of development in areas surrounding it. Current land-uses on these two important sites and lack of a neighborhood scale destination have added to the automobile oriented character of Barney Circle.

Opportunities and Recommendations

- The two sites flanking Barney Circle should be treated in a unified manner in architecture and massing as the Eastern Gateway to the Capitol Hill area and the Anacostia River.
- Explore allowable mix of uses under the current C-2-A zoning on these two sites.
- Tap potential view of the Anacostia River and Park which can be offered to condo occupants residing above ground level.
- Provision of a mixed scale and type of housing including condominiums, townhouses, and stacked townhouses to complement the existing residential fabric.
- Increased public presence encouraged by convenience retail stores and small scale dining destinations may result in decreased automobile dominance around Barney Circle and a more pedestrian-friendly character.



Figure 4.21: Barney Circle



Figure 4.22: Barney Circle

REDEVELOPMENT OPPORTUNITIES

barney circle sites



Figure 4.23: Barney Circle



Figure 4.24: Barney Circle

REDEVELOPMENT OPPORTUNITIES

barney circle sites



Figure 4.25: Barney Circle Sites



Not to Scale

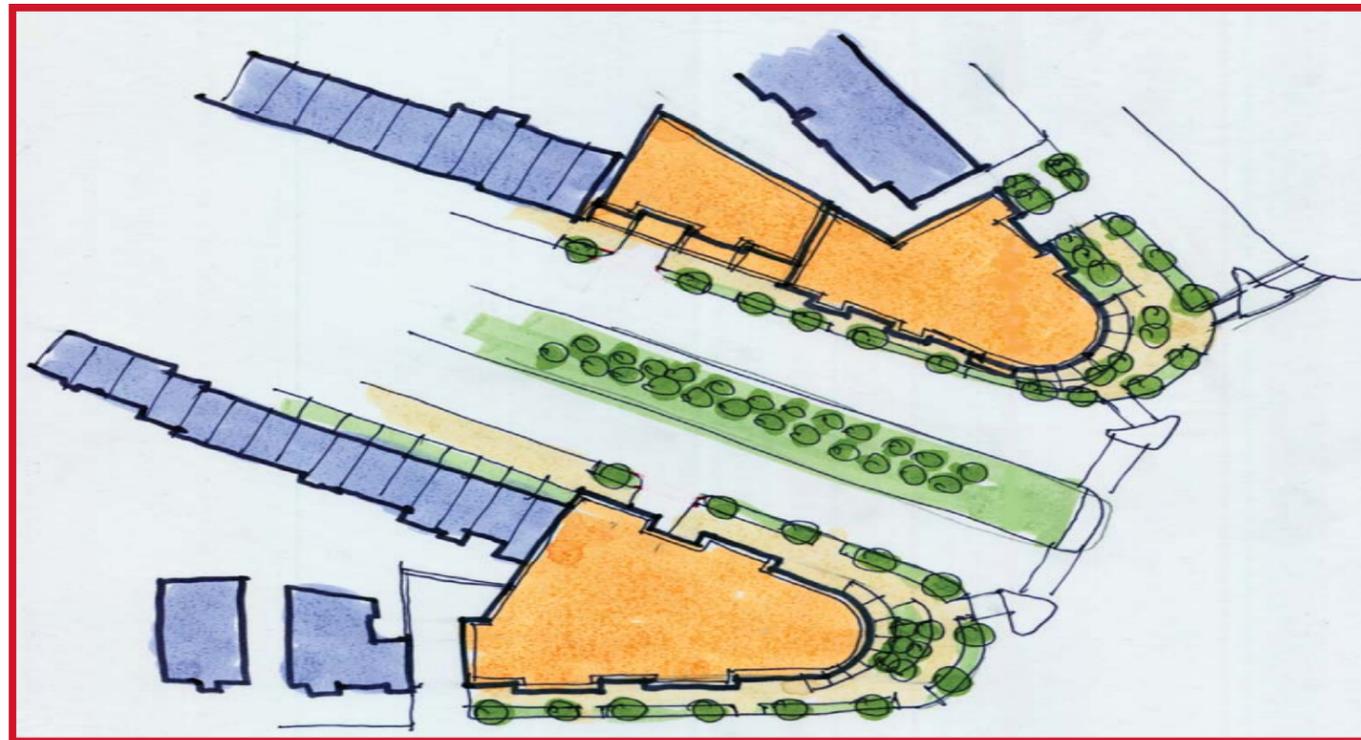


Figure 4.26: Plan - Barney Circle Sites



Figure 4.27: View - Barney Circle Sites

Note: The following site plan, massing model and concept illustration were prepared as conceptual examples, and represent the type and scale of development appropriate for each location.

Site Name: 1539-1557 Pennsylvania Avenue, SE
(fast food restaurant)
Site Area: 0.45 acres

Site Name: 1550 Pennsylvania Avenue, SE
(Used car lot)
Site Area: 0.41 acres

- A range of 25-35 condominium units possible above ground floor retail at each site, or a combination of townhouses or stacked townhouses and condominiums.
- Parking underground if possible, though a limited number of surface parking spots might be necessary.
- 4 story buildings fall within appropriate height range.
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- A range of 5,000 – 6,000 square feet of retail space is possible on each site, which could accommodate a cafe, or 1-2 small shops.
- Both buildings have a strong face on Pennsylvania Avenue and help to re-anchor the triangular blocks of the L'Enfant grid.
- Rounded corners present strong gateway features on either side of Barney Circle.
- Vehicular access off side streets and alleys, curb cuts on Pennsylvania Avenue should be avoided if at all possible.

Figure 4.28: Concept Illustration, Barney Circle Sites - This image represents the type of development appropriate at either site. It reflects the townhouse character of the street and offers a strong gateway statement into Capitol Hill and the Anacostia River area.



STUDY AREA
CONDITIONS
l'enfant sub-area

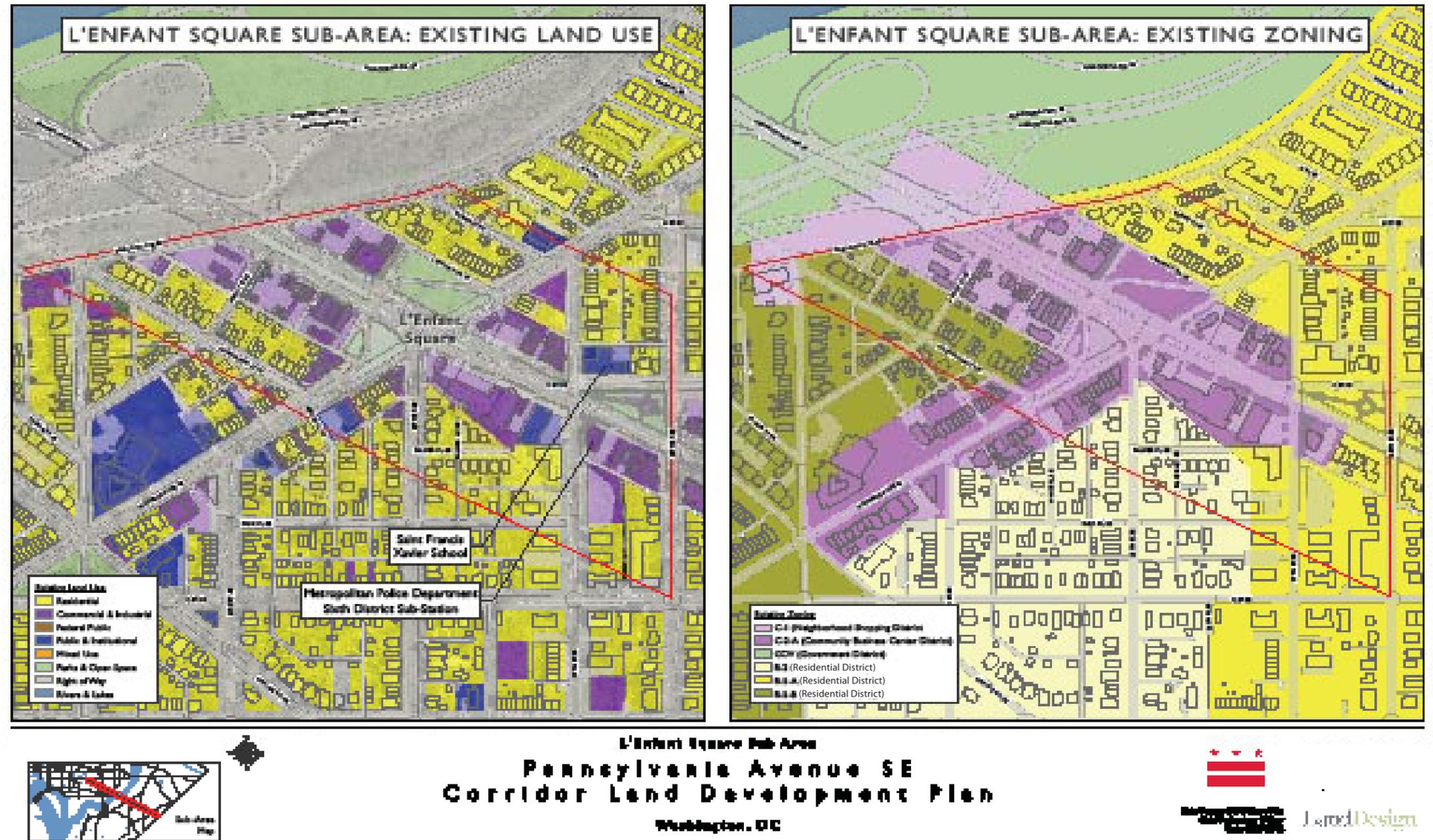


Figure 4.29: Pennsylvania Avenue SE L'Enfant Square Sub-Area



L'ENFANT SQUARE SUB-AREA

Introduction

The L'Enfant Square sub area extends from Fairlawn Avenue SE and the parkland along the Anacostia River to 18th Street SE. It is bisected by Minnesota Avenue SE.

Existing Land Use

Most existing development is small to medium sized commercial in the area around the intersection of Pennsylvania and Minnesota avenues. Gas stations occupy almost all of the high-profile intersections in the heart of the sub-area. Many facades on these commercial structures are in need of attention and repair. Building setback distances are not uniform, and some structures are drawn up to the street, while others are separated from the sidewalk by off-street parking areas. The Metropolitan Police Department Sixth District Substation is located to the southern end of the study area and is located across Pennsylvania Avenue from the Saint Francis Xavier School. L'Enfant Square itself is a small green space that is bound on all sides by very busy roadways, and is dissected by Pennsylvania Avenue, as well as turning lanes that carry Minnesota Avenue traffic. In its current form, the Square is not a usable pedestrian amenity.

Observations of the consultant team:

Land Use

- Predominantly commercial land use and zoning with some residential development
- Automobile-oriented convenience retail and surface parking
- Large building setbacks; wide sidewalks at points
- Underutilized and vacant properties
- No continuous building line
- Gas stations are prominent features at entry location
- Diminished pedestrian experience
- Roadways splitting open space at L'Enfant Square rendering it into traffic islands
- Pocket park on the north side of Pennsylvania Avenue from 27th Street SE to 28th Street SE
- L'Enfant Square lacks aesthetic appeal and is underutilized urban space
- Limited amount of retail goods and services
- Dominated by traffic

Historical, Cultural, and Institutional Resources

- Metropolitan Police Department 6th District Sub-Station
- Saint Francis Xavier School

Existing Zoning (see Fig. 4.29)

- C-1 (Neighborhood Shopping District)
- C-2-A (Community Business Center District)
- GOV (Government District)
- R-2 (Residential District)
- R-5-A (Residential District)
- R-5-B (Residential District)



Figure 4.30: L'Enfant Square Sub-Area

STUDY AREA CONDITIONS

l'enfant square sub-area

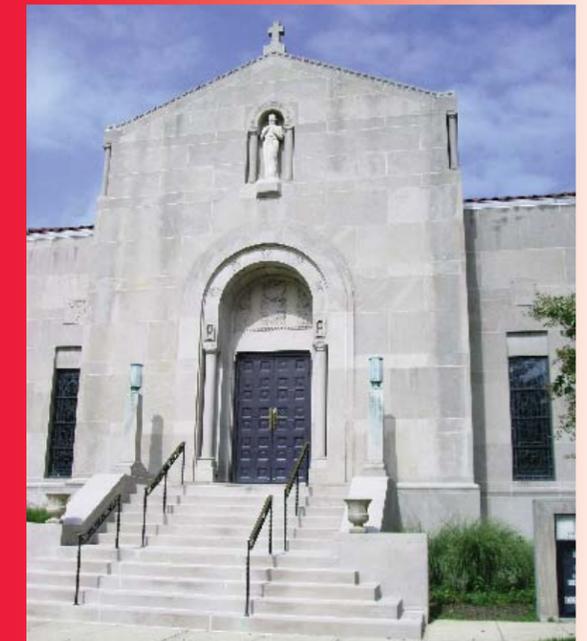


Figure 4.31: L'Enfant Square Sub-Area



Figure 4.32: L'Enfant Square Sub-Area

FUTURE VISION/ URBAN DESIGN

l'enfant square sub-area

Future Vision

This portion of the corridor should expand its neighborhood-serving retail and housing base. The quality of the existing retail is not conducive to uses that residents have desired; however, by creating a mix of land uses at a moderate density scale, the retail capacity of this neighborhood will thrive. The reconfiguration of L'Enfant Square will also aid in improved pedestrian mobility along the corridor, allowing residents to walk to newly-created retail nodes which provide the desired neighborhood-serving uses, such as a drycleaners, coffee, and boutique shops. Vacant properties will be redeveloped, and existing storefronts will be physically improved and beautified. Ground floors transparency and clear, but unobtrusive, signage will further enhance the pedestrian experience. While some gas stations will be maintained to serve the community, others will be redeveloped to help realize the vision described above.

Should any buildings in this sub-area be designated historic in the future, any redevelopment incorporating these structures will cooperate with the Historic Preservation Review Board to ensure that their salient historic features are preserved while they are adaptively reused to better serve the community.

Urban Design

The following basic urban design guidelines should be considered for any projects that occur in this sub-area.

Site Planning

- Lot Coverage and Density: Should conform

with regulations in existing zoning.

- Mix of Housing Type: Should conform with regulations in existing zoning. Housing types are most likely to include condominiums and/or apartments.
- Other Land Uses: Active ground floor retail is encouraged, with upper story small offices and/or residential as the market allows.
- Development Setbacks: Building setbacks should conform with existing zoning requirements
- Location of Parking: Any new parking should be located below grade wherever possible, and to the rear where this is not possible.

Relationship to Surrounding Development

- Connectivity between land uses: There is a mix of retail, and residential spaces throughout this sub area. Existing zoning allows for a further mix of uses.
- Transition between land uses: New retail proposed adjacent to residential buildings will continue to enter into voluntary agreements with the local ANC to ensure compatibility.

Vehicular and Pedestrian Access and Circulation

- Vehicular Access and Circulation: This will take place completely from alleys or side streets, with no new curb cuts on Pennsylvania Avenue.

Building Design and Materials

- Building Massing and Façade Treatment: Building development must meet all zoning requirements. For PUD submissions, the Office of Planning will provide guidance on architec-

tural components related to the project. Developments should respect neighboring lower-scale buildings by stepping down to them on the side and to the rear.

- Building materials should be of high quality, using primarily brick and glass. These materials should be used to break up the massing of the structure and provide a differentiated rhythm along the building's facade.
- Entrances: Should face Pennsylvania Avenue (or may face the corner if located on an intersection).
- Ground Floor Ceiling Heights: Ceiling height should be 14 feet tall from floor to ceiling to attract quality retail
- Transparency: At least 50% of ground floor street frontage should be made of transparent materials to enhance and activate the street.

Landscaping & Screening

- Site Perimeter Landscaping Abutting Street Edges: Should be incorporated whenever public space is being utilized (i.e. for outdoor dining), but is often not possible since most buildings directly abut the sidewalk.
- Fencing and Walls: There should be no fences or walls - though low planters and other dividers may be approved through the public space permitting process, particularly for outdoor dining.
- Service Area Screening: All service areas will be in the rear, and should be screened from neighboring residential uses.

L'Enfant Square Sites: 2300-2500 & 2500-2700 Penn. Ave

L'Enfant Square is the first major node on Pennsylvania Avenue SE after the Sousa Bridge. Under transportation improvements proposed as part of the Great Streets Initiative, the corridor will undergo a major change at the intersection of 25th Street SE, Minnesota and Pennsylvania Avenues. The preferred plan allows the high volume of Pennsylvania Avenue through-traffic to continue through the square as it does today, but redirects all turning traffic and Minnesota Avenue traffic around the outside of the park square.

The two parks to be developed on either side of Pennsylvania Avenue will act as a green pocket between the corridor's new landscaped median throughout the corridor and the park is intended to perform the function of gathering spaces for surrounding communities. These enhancements are targeted to bring about an increase in pedestrian and bike use, and can be a driving factor in discouraging automobile oriented retail pockets which are prolific in areas east of Anacostia at present.

As mentioned in the market assessment chapter (Chapter 3) there is a possibility for the L'Enfant Square core area to support high rise (7+) stories with underground parking in the longer term, as a prominent gateway to neighborhoods East of the River with views of the Capitol. Even at six stories, the recommended maximum here, this should prove to be a dramatic vision for an area that is currently dominated by traffic, marked by underutilized and vacant properties with gas stations at prominent locations and lacking a continuous building line. As per development

opportunity projections, this area can support about 400 to 800 new multifamily units, about 50,000 to 75,000 SF of retail and additional 20,000 to 40,000 SF of boutique office space.

In light of the previously mentioned planned improvements and future possibilities, the two sites South of L'Enfant Square lying on either side of Minnesota Avenue have immense redevelopment potential to result in a unified design for a vibrant and reconfigured public park. The existing zoning allows development on these sites as Community Business Center District (C-2-A) and Neighborhood Shopping District (C-1). Presence of Public and Institutional uses such as Saint Francis Xavier School and the Metropolitan Police Department Sixth District Substation provides a desired mix of uses in the surrounding areas.



Figure 4.33: L'Enfant Square

Opportunities and Recommendations

- *2300 - 2500 Block:* Maximum of 5 to 6 stories with 65' maximum height and 5' bonus for ground floor non-residential uses. Any upzoning will occur in design review process such as PUD.
- *2500 - 2700 Block:* Maximum of 5 to 6 stories with 65' maximum height and 5' bonus for ground floor non-residential uses.
- Create opportunities for an enhanced pedestrian environment that provides connectivity at L'Enfant Square
- Expand development area at 2300 block to north side of the street to create a major redevelopment node
- Pursue alternate uses for some gas station sites (particularly the site on the south side of the 2300 block) to provide pedestrian friendly and neighborhood serving activities (recognizing that maintaining some gas stations along the corridor is a positive thing for the community). In the near term, encourage improved landscaping and screening.



Figure 4.34: L'Enfant Square

REDEVELOPMENT OPPORTUNITY

l'enfant square sites



Figure 4.35: L'Enfant Square



Figure 4.36: L'Enfant Square



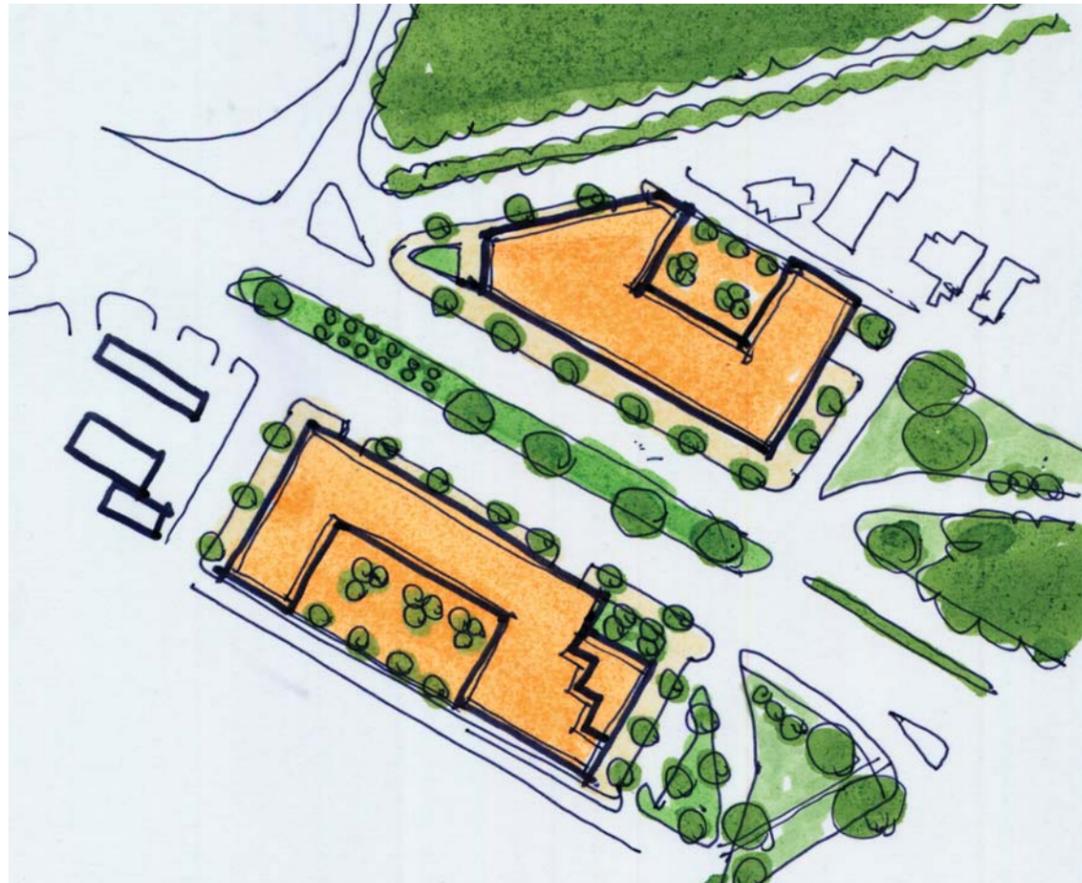


Figure 4.37: Plan - 2300-2500 Penn Ave, SE

Note: The following site plans, massing model and concept illustration were prepared as conceptual examples, and represent the type and scale of development appropriate for each location.

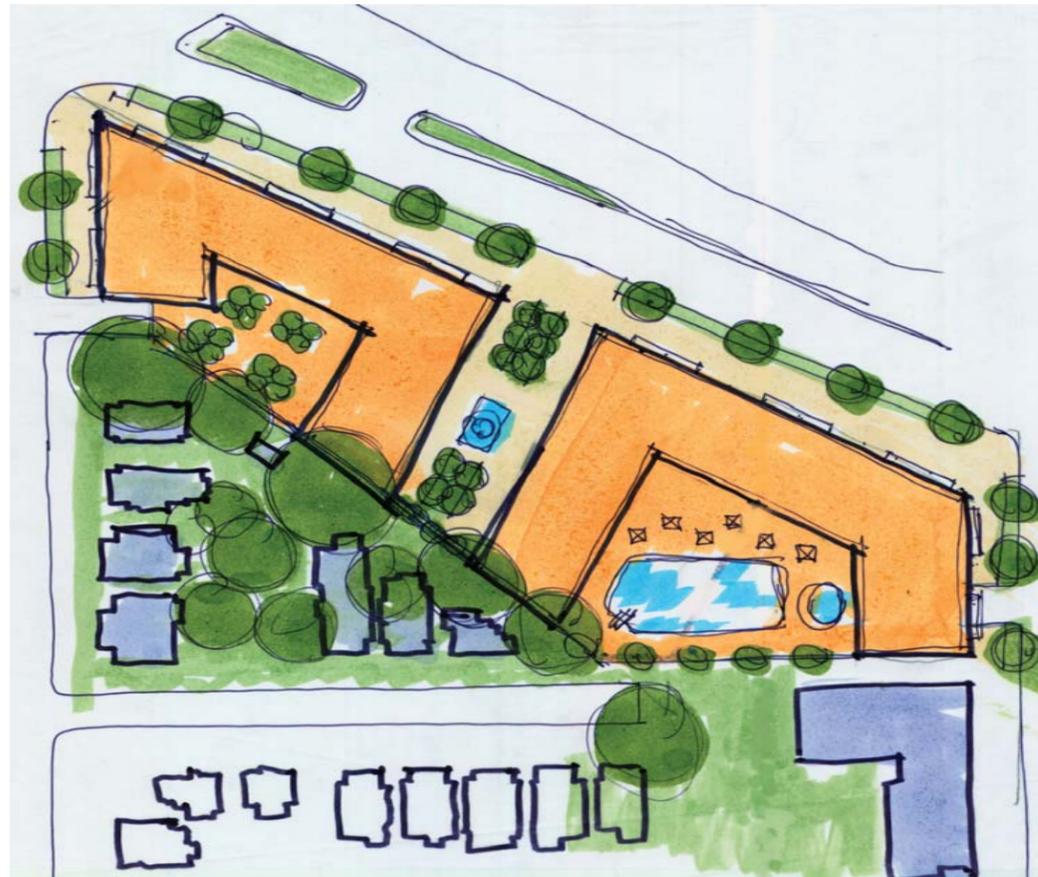


Figure 4.38 Plan - 2500-2700 Penn Ave, SE

REDEVELOPMENT OPPORTUNITIES

l'enfant square sites

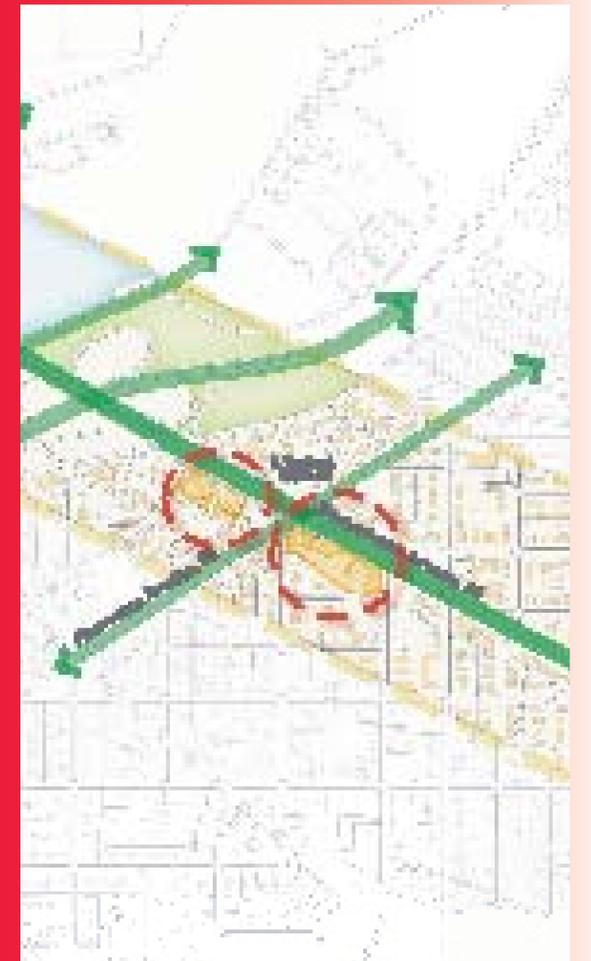


Figure 4.39: L'Enfant Square Sites



Not to Scale



REDEVELOPMENT OPPORTUNITY

l'enfant square sites



Figure 4.40: L'Enfant Square Sites

Not to Scale



Figure 4.41: View, L'Enfant Square Sites (Note: For illustrative purposes only - does not reflect zoning lot-occupancy requirements.)

Site Name: 2300-2500 L'Enfant Square
Site Area: 0.69 acres

- 50 condominium units with ground floor retail.
- All parking will occur below grade.
- Maximum building height of 5-6 stories totaling no more than 65 feet (not including 5' bonus for ground floor retail).
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- Approximately 22,000 square feet of retail space is possible on this site, which could accommodate a cafe, 1-2 small shops and possibly a sit-down restaurant.
- Vehicular access off side streets and alleys, curb cuts on Pennsylvania Avenue should be avoided if at all possible.

Site Name: 2500-2700 L'Enfant Square
Site Area: 0.42 acres

- 65-70 condominium units with ground floor retail.
- All parking will occur below grade.
- Maximum building height of 5-6 stories totaling no more than 65 feet (not including 5' bonus for ground floor retail).
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- Approximately 42,000 square feet of retail space is possible on this site, which could accommodate a cafe, several small shops and possibly a sit-down restaurant.
- Vehicular access off side streets and alleys, curb cuts on Pennsylvania Avenue should be avoided if at all possible.



Figure 4.42: Concept Illustration, L'Enfant Square sites - This image represents the type of development appropriate in the L'Enfant Square area.



STUDY AREA CONDITIONS

randle highlands
sub-area

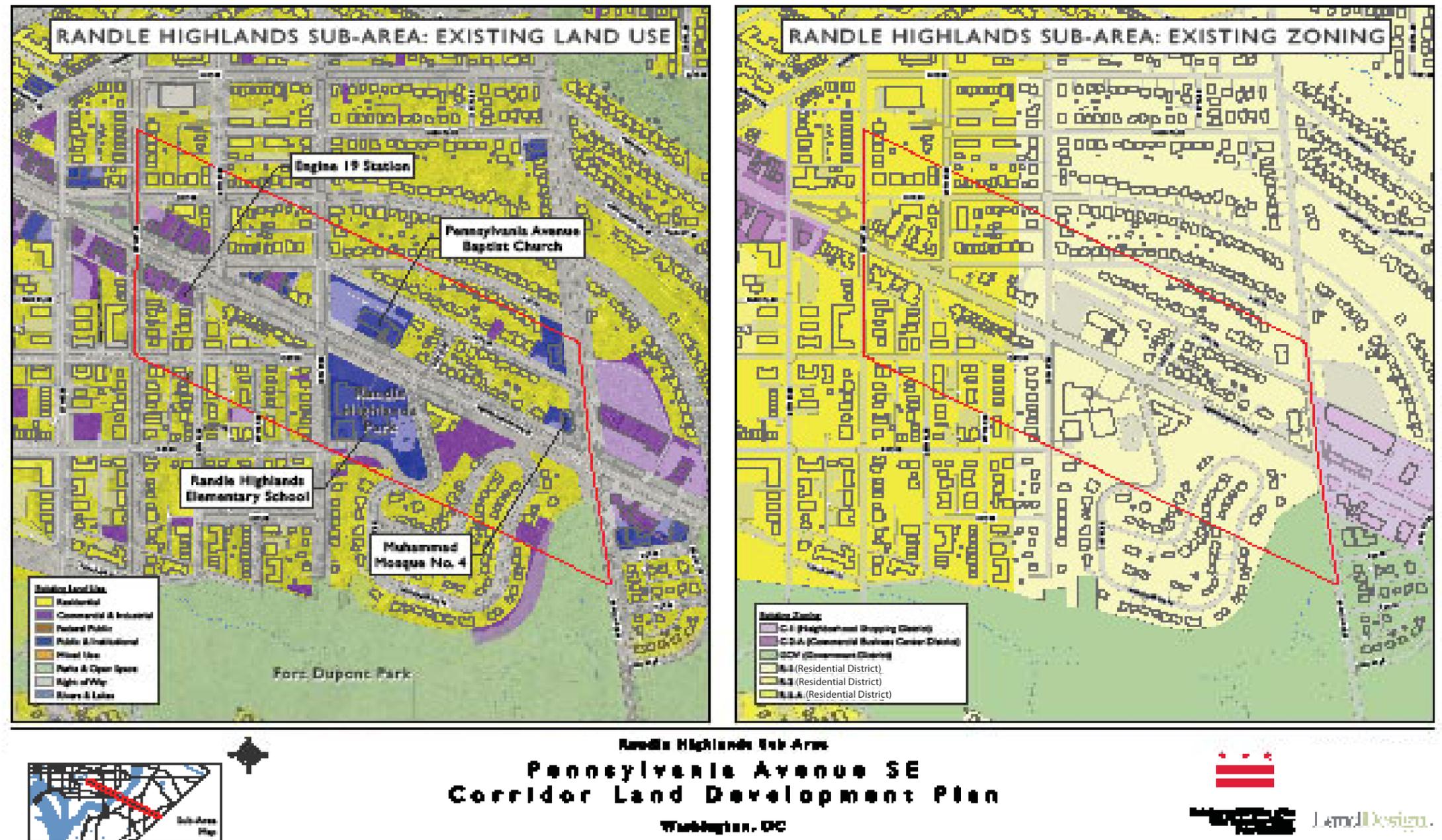


Figure 4.43: Pennsylvania Avenue SE Randle Highlands Sub-Area

RANDLE HIGHLANDS SUB-AREA

Introduction & Existing Land Use

The Randle Highlands sub-area extends from 28th Street SE to Branch Avenue SE. This area is mostly single family and low scale (less than five-story) multifamily housing, punctuated by some significant institutional uses. The Randle Highlands Elementary School is in the middle of the sub-area, and is directly across the street from the Pennsylvania Avenue Baptist Church. The Randle Highlands Fire Station (Engine 19) is located in a historic structure on the northern end of the sub-area. Most of the buildings are set back from the sidewalk behind a lawn or other landscaping, contributing to a boulevard-like feel.

Observations of the consultant team:

Land Use

- Residential mixed with significant institutional land uses
- Primarily residential zoning
- Single-family and multi-family residential structures
- High-speed traffic
- Incomplete sidewalk network
- Large setbacks giving it a feel of a green boulevard
- Narrow sidewalks
- Steep topographic changes

Historical, Cultural, and Institutional Resources

- Randle Highlands Elementary School
- Randle Highlands Firehouse
- Pennsylvania Avenue SE Baptist Church
- Muhammad Mosque No. 4

Existing Zoning (see Fig. 4.43)

- C-1 (Neighborhood Shopping District)
- C-2-A (Commercial Business Center District)
- GOV (Government District)
- R-1-B (Residential District)
- R-2 (Residential District)
- R-5-A (Residential District)

Future Vision

Randle Highlands is a vibrant residential community located on the south side of Pennsylvania Avenue. Current land use is primarily single-family residential with a few multi-family structures scattered throughout. Randle Highlands Elementary School is also located within this neighborhood. Preserving the character and land use of this community is a strong desire of existing residents. Although no new development has been proposed for this sub-area, any new development should be consistent with the existing character of the neighborhood. With its close proximity to L'Enfant Square and Penn Branch Shopping Center, Randle Highlands residents will be able to utilize the proposed retail establishments located at each of these sub-areas.



Figure 4.44: Randle Highlands Sub-Area



Figure 4.45: Randle Highlands Sub-Area



Figure 4.46: Randle Highlands Sub-Area

STUDY AREA CONDITIONS

randle highlands sub-area



Figure 4.47: Randle Highlands Sub-Area



STUDY AREA CONDITIONS

penn branch sub-area

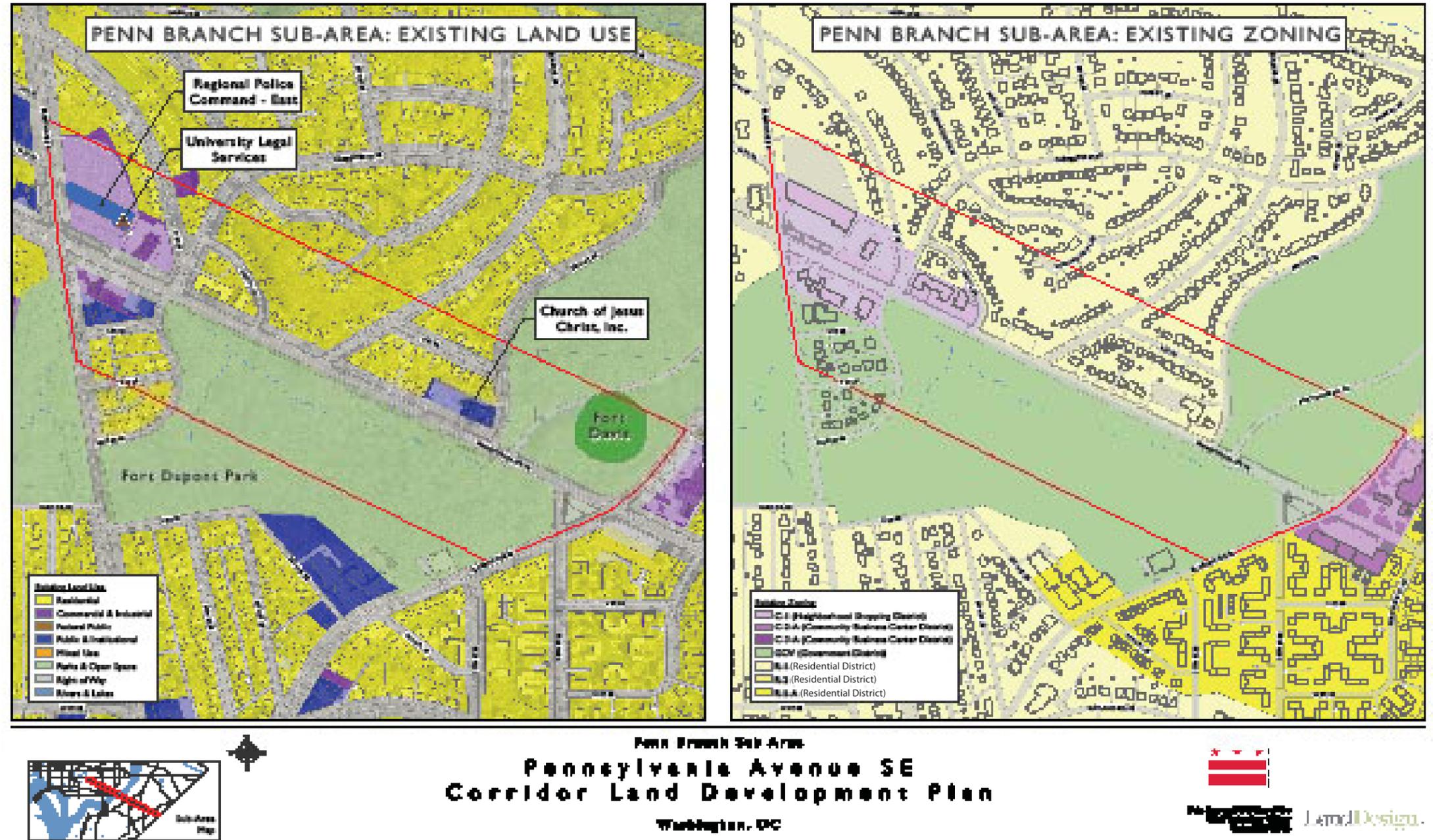


Figure 4.48: Pennsylvania Avenue SE Penn Branch Sub-Area



PENN BRANCH SUB-AREA

Introduction & Existing Land Use

The Penn Branch sub-area extends from Branch Avenue SE to Alabama Avenue SE. The northern end of the area is highlighted by the Penn Branch Shopping Center at the intersection of Pennsylvania Avenue and Branch Avenue. This two-story center is surrounded on all sides by a large off-street parking area, which is more characteristic of a suburban shopping area. The building is occupied by subprime tenants, and the façade and structure are in need of repair and updating. The southern side of the corridor is dominated by the Fort Dupont Park, which extends from the 3rd Street SE intersection to Alabama Avenue SE. This parkland makes pedestrian travel along Pennsylvania Avenue difficult because there are no sidewalks along the frontage and the terrain is fairly steep. The remaining portions of the sub-area are mostly single family and small multifamily residential in good condition.

Observations of the consultant team:

Land Use

- Remaining area is residential, institutional, and open space
- Predominantly residential zoning with commercial zone at Pennsylvania Avenue and Branch Avenue intersection
- Open space on majority of south side of Pennsylvania Avenue SE
- Penn Branch Shopping Center
 - o Commercial node and defining feature
 - o Automobile-oriented strip development
 - o Large surface parking lots in front and behind building
 - o Abutting property is an abandoned laundromat on large lot

- o Large setbacks
- o Lacks pedestrian connectivity
- Commercial land uses on southwest portion of sub-area
 - o Gas station at prominent corner location
 - o Parking in front
 - o Large building setbacks
- Incomplete sidewalk network
- Includes a small amount of local-serving retail establishments
- Inadequate parking at Penn Branch Shopping Center and resulting spillover parking in residential neighborhoods
- Traffic problems created by vehicles entering and exiting Penn Branch Shopping Center

Historical, Cultural, and Institutional Resources

- Fort Dupont Park
- Fort Davis
- Metropolitan Police Department - Regional Police Command East
- Church of Jesus Christ, Inc.

Existing Zoning (see Fig. 4.48)

- C-1 (Neighborhood Shopping District)
- C-2-A (Community Business Center District)
- C-3-A (Community Business Center District)
- GOV (Government District)
- R-1-B (Residential District)
- R-2 (Residential District)
- R-5-A (Residential District)



Figure 4.49: Penn Branch Sub-Area

STUDY AREA CONDITIONS

penn branch sub-area

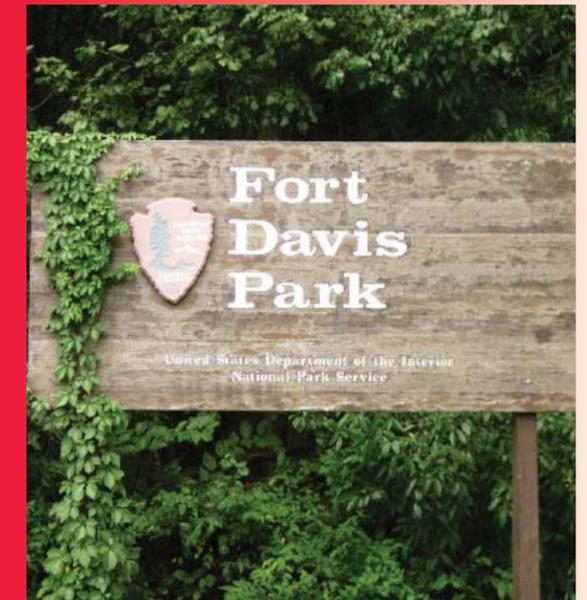


Figure 4.50: Penn Branch Sub-Area



Figure 4.51: Penn Branch Sub-Area

FUTURE VISION/ URBAN DESIGN

penn branch sub-area



Note 1 (See Appendix)



Future Vision

This sub-area represents the best opportunity for new retail in the corridor. It will be anchored by a newly redeveloped Penn Branch Shopping Center, which will consist of visually attractive architecture and landscaping, and provide high-quality, modern retail and office space, as well as mixed-income housing. Other smaller redevelopment in the sub-area, including the laundromat and gas station sites, will add to the retail mix, and form a node at which local residents can take care of many of their daily needs. This node will be pedestrian and bicycle friendly, allowing residents to take advantage of the resources there without having to drive. Development in this sub-area, and particularly at the Penn Branch Shopping Center, will respect the adjoining residential neighborhoods, stepping down towards them and preserving their view sheds whenever possible.

Urban Design

The following basic urban design guidelines should be considered for any projects that occur in this sub-area.

Site Planning

- Lot Coverage and Density: Should maximize the proposed range of lot coverage within a moderate-density scaled development project.
- Mix of Housing Type: Should conform with requirements of moderate scale zoning. Housing types are most likely to include condominiums, with some potential for townhouse styles as the market permits.
- Other Land Uses: Active ground floor retail is encouraged, with limited opportunities for second floor retail. A strong office component is expected, particularly on second and third stories, with government services and other service businesses. Housing is expected to make up the rest of the site.
- Development Setbacks: Recognizing Pennsylvania Avenue as the grand boulevard it was intended to be, any development at this site should be brought to street level with appropriate setbacks for sidewalks and pedestrian mobility.
- Location of Parking: Any new parking should be located below grade wherever possible, and to the rear where this is not possible.

Relationship to Surrounding Development

- Connectivity between land uses: The predominant land use throughout this sub area is residential. A change from the existing zoning to moderate density at key nodes will allow for a mix of uses needed to support the desired retail of the community.

- Transition between land uses: New development should physically step down towards existing residential uses, particularly to the side and rear, and provide a buffer of trees and other plantings.

Vehicular and Pedestrian Access and Circulation

- This will take place from alleys or side streets, with no new curb cuts on Pennsylvania Avenue.

Building Design

- Building Massing and Façade Treatment: Building development must meet all zoning requirements. For PUD submissions, the Office of Planning will provide guidance on architectural components related to the project.
- Entrances: Should face Pennsylvania Avenue (or may face the corner if located on an intersection).
- Ground Floor Ceiling Heights: Should be at least 14 feet tall from floor to ceiling to attract quality retail.
- Transparency: At least 50% of ground floor street frontage should be made of transparent materials to enhance and activate the street. Any second story retail should have prominent display windows.

Landscaping & Screening

- Site Perimeter Landscaping Abutting Street Edges: Should be incorporated whenever public space is being utilized (i.e. for outdoor dining), but is often not possible since most buildings directly abut the sidewalk.
- Fencing and Walls: There should be no fences or walls - though low planters and other dividers may be approved through the public space permitting process, particularly for outdoor dining.
- Service Area Screening: All service areas will be in the rear, and should be screened from neighboring residential uses.





Penn Branch Shopping Center Site:

Note 1 (See Appendix)

The Penn Branch Shopping center is located on a large property of area about 1.7 acres along the intersection of Pennsylvania Avenue and Branch Avenue. The size and location of this site make it particularly suitable for redevelopment into a neighborhood defining landmark project in the future. This property currently houses the DC Department of Human Services, an automobile-oriented small retail pocket and a large rear portion occupied by surface parking. Surrounding properties include a church, a gas station and single family residences.

Analysis shows that the current split zoning of C-1 and R-1-B may create an impediment to redevelopment. Under the current zoning, the present structure occupies maximum height and floor area allowed. This means that any new building in the same zoning will be approximately of the same size. Unfortunately, realities of the marketplace make this option unlikely as the cost of replacing the existing building with a similarly sized building would be higher than the likely returns on this investment. Furthermore, it is likely that the types of tenants will not improve as the existing building is sub-standard in the present retail and office market. This site needs design flexibility that will increase the likelihood of redevelopment in a manner that attracts the types of tenants desired by the surrounding community.

It is important that any construction on the property respect the adjoining residential neighborhood. For example, the conceptual plan on the following page portrays the bulk of the building located along the street edges, with terraces transitioning down towards the single family homes abutting the rear end of the Penn Branch Shopping Center site.

The Council Resolution for this plan requested that the Office of Planning clarify its intent on the following point:

1. The height of development at the Penn Branch Shopping Center opportunity site shall be measured from the lowest point of the existing grade.



Opportunities and Recommendations:

Note 1, 2 & 3 (See Appendix)

- Change in zoning through the PUD process to support a mix of moderate density commercial and residential development.
- Development of this site will be 5 stories from the lowest point of the site with 65' maximum height, 5 stories with 65' maximum height on south side of Pennsylvania Avenue as well. New development and redevelopment within Neighborhood Commercial Areas must be managed to conserve the economic viability of these areas while allowing additional development that complements existing uses.
- New retail to respond to requirement of neighborhood serving convenience stores like coffee shop, small restaurant, possibly a small grocer or pharmacy
- Underground parking garage for property uses and spill-over public parking spaces
- Improve access and circulation edging the property to encourage pedestrian connection from surrounding areas and bus transit stop



Figure 4.52: Penn Branch

REDEVELOPMENT OPPORTUNITIES

penn branch



Figure 4.53: Penn Branch



Figure 4.54: Penn Branch



REDEVELOPMENT OPPORTUNITY

penn branch shopping center



Figure 4.56: Penn Branch Sites

Not to Scale

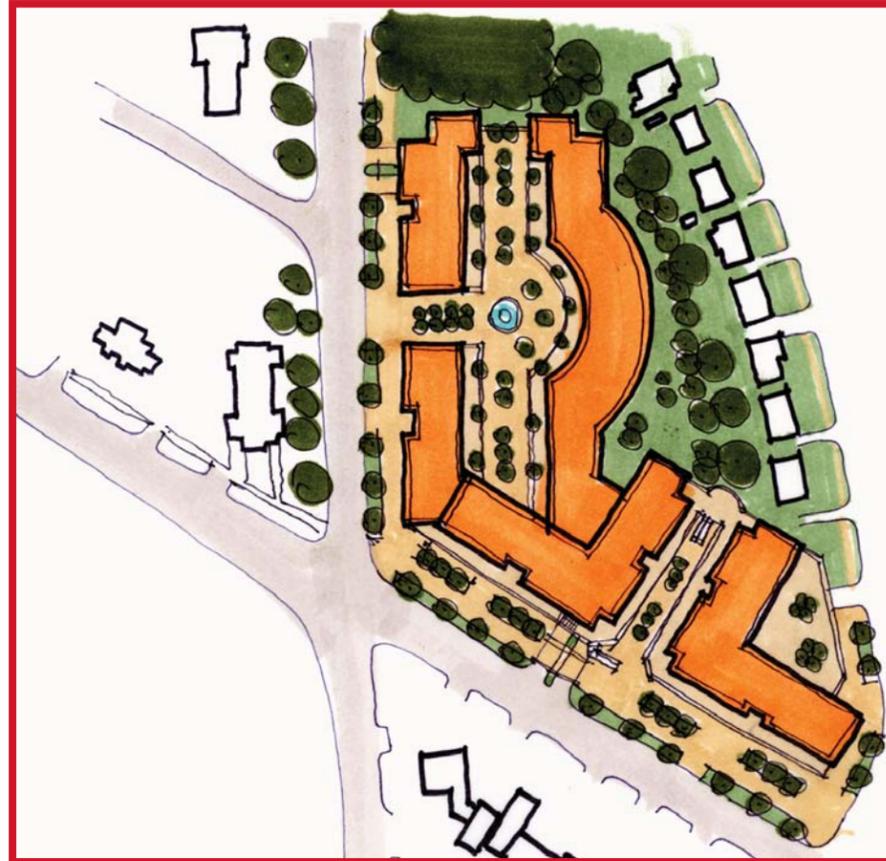


Figure 4.57: Plan - Penn Branch Shopping Center



Figure 4.58: View, Penn Branch Shopping Center

Note: The following site plan, massing model and concept illustration were prepared as conceptual examples, and represent the type and scale of development appropriate for each location.

*Site Name: Penn Branch Shopping Center
Site Area: 1.72 acres*

- A range of 20,000 – 30,000 square feet of retail space is possible, which could accommodate a restaurant/cafe and several small shops.
- A range of 150-180 condominium units possible to help support desired new retail.
- A range of 20,000 - 40,000 square feet of office space remains for small service businesses and government services.
- Parking underground, with a limited number of surface parking spots.
- 5 story buildings fall within appropriate height range, though due to the site's topography, this is likely to read closer to 3 stories on Pennsylvania Avenue.
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- A green space with trees and other plantings to the rear buffers new development from existing single-family homes.
- Combining lots provides a strong face on Pennsylvania Avenue to attract shoppers.
- Sensitive design provides an attractive environment for new and existing residents, shoppers and employees.
- Vehicular access off side streets and alleys; no new curb cuts on Pennsylvania Avenue.





Figure 4.59: Concept Illustration, Penn Branch Shopping Center - This rendering is an example of how the site could be sensitively redeveloped as an attractive new asset to the community.

STUDY AREA CONDITIONS

fairfax village /
fort davis sub-area

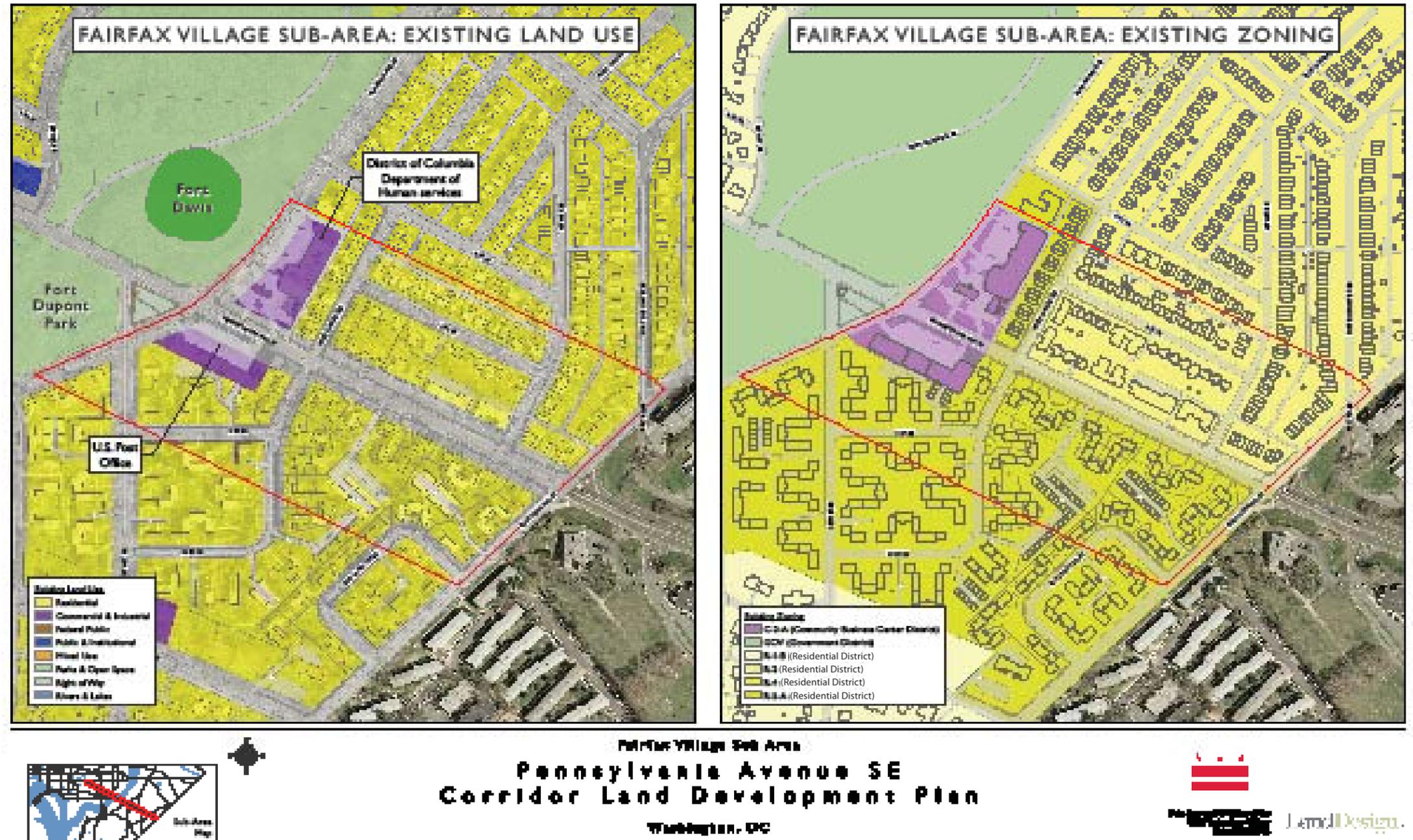


Figure 4.60: Pennsylvania Avenue SE Fairfax Village / Fort Davis Sub-Area



FAIRFAX VILLAGE/FORT DAVIS SUB-AREA

Introduction & Existing Land Use

The Fairfax Village/Fort Davis sub-area extends from Alabama Avenue SE to the end of the corridor at Southern Avenue SE (the District/Maryland line). At the intersection of Pennsylvania and Alabama Avenues, there is significant commercial use contained by Fairfax Village Shopping Center and Fort Davis Shopping Center. While the two properties offer retail uses, they are automobile-oriented developments fronted with surface parking lots. A gas station caters to passing traffic thereby leaving a very small proportion serving the surrounding residential community. Fort Davis Shopping Center currently houses the DC Department of Human Services, drawing in a mix of government/institutional uses.

The Fairfax Village Shopping Center is fairly stable, although it is experiencing some problems with parking. Neighbors and shop owners comment that much of the insufficient parking issue can be attributed to commuters from out of the area using the parking lot for full day parking. The surrounding area is predominantly multi-family residential setback from the street behind attractive lawns and landscaping. A gas station is located on the southwest corner of the Fort Davis Shopping Center, and the actual center has most of its frontage on Alabama Avenue.

Observations of the consultant team:

Land Use

- Mostly residential land use and zoning
- Significant commercial land use and zoning at intersection of Pennsylvania Avenue SE and Alabama Avenue SE
- Mostly multi-family with large setbacks
- Fairfax Village Shopping Center and Fort Davis Center
 - Automobile-oriented strip development

- Surface parking lots in front
- Stable high-quality residences
- Gas station at prominent corner location
- Large concentration of multi-family on the southeast side of the subarea
- Includes small local-serving retail
- Large setbacks
- Lacks pedestrian connectivity

Historical, Cultural, and Institutional Resources

- U.S. Post Office
- DC Department of Human Services Office

Existing Zoning (see Fig. 4.60)

- C-2-A (Community Business Center District)
- GOV (Government District)
- R-1-B (Residential District)
- R-2 (Residential District)
- R-4 (Residential District)
- R-5-A (Residential District)

Future Vision

Fairfax Village continues to be a viable and distinctive neighborhood shopping center, serving the surrounding neighbors with quality retail options. The unique neo-colonial buildings and surrounding landscaping are upgraded and well maintained. The parking area is redesigned to improve access. Redevelopment is not expected here until the buildings reach their natural life span, and will eventually place new buildings to the street edge with parking in the rear.

The Fort Davis Shopping Center represents the best near term opportunity for development and can accommodate a mixture of ground floor retail, and upper story office space and housing.

Both properties will serve as attractive and appropriate gateways into DC.



Figure 4.61: Fairfax Village Sub-Area



Figure 4.62: Fairfax Village Sub-Area



Figure 4.63: Fairfax Village Sub-Area

**STUDY AREA
CONDITIONS/
FUTURE VISION**

fairfax village /
fort davis sub-area



Figure 4.64: Fairfax Village Sub-Area



URBAN DESIGN/ REDEVELOPMENT OPPORTUNITY

fairfax village / fort davis



Figure 4.67: Fairfax Village / Fort Davis



Figure 4.68: Fairfax Village / Fort Davis

Urban Design

The following basic urban design guidelines should be considered for any projects that occur in this sub-area.

Site Planning

- Lot Coverage and Density: Should maximize the proposed range of lot coverage within a moderate scaled density development project
- Mix of Housing Type: Should conform with requirements of moderate-scale zoning. Housing types are most likely to include condominiums with some potential for townhouse styles.
- Other Land Uses: Active ground floor retail is encouraged. A small but significant office component is expected at Fort Davis, with government services and other service businesses.
- Development Setbacks: New development at this site should conform to moderate-scale density setback requirements.
- Location of Parking: Any new parking should be located below grade wherever possible, and to the rear where it is not.

Relationship to Surrounding Development

- Connectivity between land uses: The predominant land use throughout this sub area is residential. Moderate density zoning will allow for a mix of uses.
- Transition between land uses: New development should physically step down towards existing residential uses, particularly to the side and rear, and provide a buffer of trees and other plantings.

Vehicular and Pedestrian Access and Circulation

- Vehicular Access and Circulation: This will take place from Alabama Ave or alleys, with no new curb cuts on Pennsylvania Avenue.

- Pedestrian Access and Circulation: Maintaining a consistent set back with other buildings on the street will improve pedestrian access.

Building Design

- Building Massing and Façade Treatment: Building development must meet all zoning requirements. For PUD submissions, the Office of Planning will provide guidance on architectural components related to the project.
- Entrances: Should face Pennsylvania Avenue (or may face the corner if located on an intersection).
- Ground Floor Ceiling Heights: Should be at least 14 feet tall from floor to ceiling to attract quality retail, unless such a ceiling height would disrupt the existing ground floor flow.
- Transparency: At least 50% of ground floor street frontage should be made of transparent materials to enhance and activate the street.

Landscaping & Screening

- Site Perimeter Landscaping Abutting Street Edges: Should be incorporated whenever public space is being utilized (i.e. for outdoor dining), but is often not possible since most buildings directly abut the sidewalk.



Figure 4.65: Fairfax Village / Fort Davis



Figure 4.66: Fairfax Village / Fort Davis

- Fencing and Walls: There should be no fences or walls - though low planters and other dividers may be approved through the public space permitting process, particularly for outdoor dining.
- Service Area Screening: All service areas will be in the rear, and should be screened from neighboring residential uses.

Opportunities and Recommendations:

- Explore potential under current zoning classification on the site and promote higher density mix use residential and retail development
- DC Department of Human Services and the US Post office may be re-housed in the project, thus maintaining a mix of uses offered in the present scenario
- New retail to be oriented towards neighborhood serving establishments like a small coffee shop, dining place, barber shop, deli, etc.

REDEVELOPMENT OPPORTUNITIES

fort davis shopping center

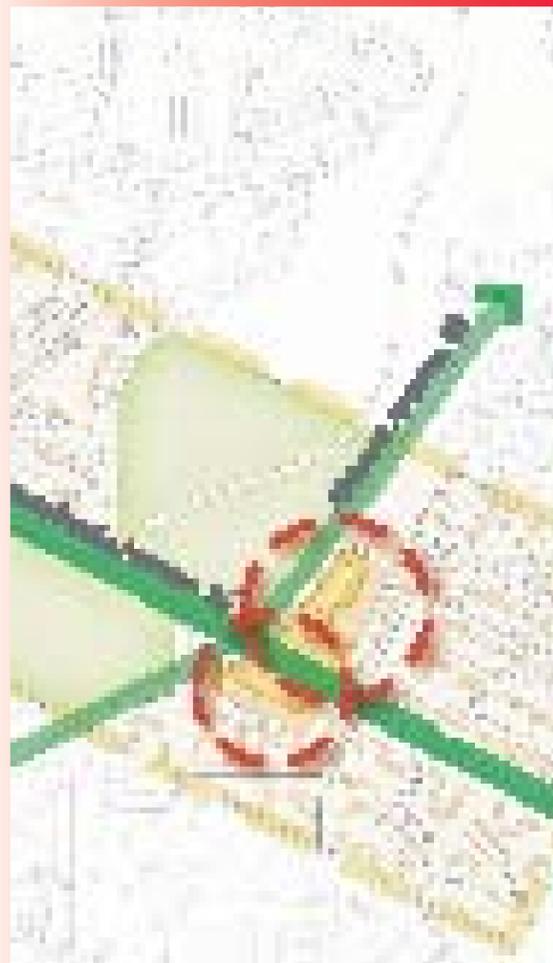


Figure 4.69: Fort Davis / Fairfax Village Sites

Note: The following site plan, massing model and concept illustration were prepared as conceptual examples, and represent the type and scale of development appropriate for each location.

Site Name: Fort Davis Shopping Center
Site Area: 1.57 acres

- A range of 24,000 – 28,000 square feet of retail space is possible, which could accommodate a cafe and several small shops.
- Continued space for small service businesses and government services offices.
- A range of 50-55 condominium units possible to better support ground floor retail.
- Parking underground, though a limited number of surface parking spots might be necessary.
- 4-5 story buildings fall within appropriate height range.
- 14-foot heights from floor to ceiling on the ground level to attract quality retailers.
- Buildings front Alabama Avenue, but the portion facing Pennsylvania Avenue has entrances to shops and does not read as the “side” of the building.
- Facade takes advantage of prominent corner of Pennsylvania and Alabama Avenues.
- Vehicular access off Alabama Avenue and alleys; no new curb cuts on Pennsylvania Avenue.
- Fairfax Village Shopping Center across the street is renovated, but not redeveloped, in the near future.



Figure 4.70: Plan, Fort Davis Shopping Center (background)



Figure 4.71: View, Fort Davis Shopping Center (left).





Figure 4.72 Concept Illustration, Fort Davis Shopping Center - takes advantage of its prominent corner location and presents active faces for both Pennsylvania and Alabama Avenues.

CHAPTER 5

implementation



General Recommendations

This section discusses recommendations that are either appropriate to the whole corridor or more general in nature.

The Plan presents a framework for guiding the redevelopment of key opportunity sites along the corridor. The plan for these sites has been developed with an understanding that, in large part, the existing fabric of the corridor is strong and intact. However, portions of the corridor, especially those East of the River, are underutilized and detract from the overall character of the surrounding community. Furthermore, the current range of uses does not functionally serve the surrounding community with the range of goods and services that the residents need and desire. In many cases, existing development is more suited to commuters traveling through the area, both in design and use.

As the community and the District move forward with this plan, it is important that all stakeholders remain involved and committed. These stakeholders include individuals and neighborhood groups, businesses and property owners, developers and investors, non-profit organizations, elected officials and District staff of every agency. It should be recognized that sustainable change does not happen overnight, rather it progresses incrementally. Patience and perseverance are both required to maintain vision and perspective that guarantee long-term success.

In an effort to more effectively service the communities arranged along Pennsylvania Avenue SE, it is important to promote activities that are complementary to the different neighborhoods. The purpose of this chapter is

to help guide this transformation from the current roadway into a Pennsylvania Avenue that lives up to the characterization as “America’s Main Street.” The chapter is divided into two general sections. The first section provides general recommendations or guidance that is applicable all along the corridor. The second section speaks to specific redevelopment sites.

General Corridor Improvements

- *Continuity and Connections:* The District should move forward with the Pennsylvania Avenue roadway improvements to enhance linkages between the east and west sides of the Anacostia River.
- *Streetscape and Signage:* The District should consider developing identifiable streetscaping elements and signage that carries themes contained in the Sousa Bridge design to other portions of the corridor. These identifying elements should celebrate the neighborhoods and landmarks in the vicinity of the corridor and promote the concept of “America’s Main Street.” This signage should also help guide residents and visitors to key landmarks and destinations in the vicinity, including historic areas, parks, and the Metro stations at Pennsylvania Avenue, SE.
- *Promoting Existing Businesses:* The District should utilize funds available through the Office of Deputy Mayor for Planning and Economic Development to promote existing business establishments so that they may grow and prosper. Examples of different

business assistance programs include the small business loans provided by the DC Department of Small and Local Business Development (currently through the reSTORE DC program), which assists neighborhood business districts with restructuring, promotion, design improvements, and other enhancements. In order to receive the reSTORE assistance, it would be necessary to create a business district for portions of the corridor east of the Anacostia. Starting an organization akin to a “Main Street” program would make available further funds and technical assistance for all types of corridor improvements.

- *Design and Preservation:* For portions of the corridor west of the Anacostia, there is a desire to develop design and use provisions to guide future construction and renovation. The best strategies for achieving this include extending the Capitol Hill Historic District further into the corridor, or creating a new historic district.
- *Green Space:* While portions of the corridor east of the Anacostia benefit from the Anacostia River Park and Fort Davis Park, there are not as many recreation opportunities West of the River. The District should explore creating a green linear park along the Pennsylvania Avenue median in this portion of the corridor in cooperation with the National Park Service, which owns this land.

IMPLEMENTATION

general
corridor improvements

general
recommendations

IMPLEMENTATION

strategies for catalyzing development

Strategies for Catalyzing Development

In redeveloping corridors there is often the need for non-market interventions in order to capitalize emerging market trends. Strategies that can be employed include:

- *Identifying and Investing In Catalytic Site Redevelopment:* In this study, a number of catalytic sites have been identified. Catalytic sites are those sites that are in critical locations, and will create a critical mass of activity that can impact the marketability of surrounding redevelopment sites. The strategy is to leverage the development on these sites – and any public investment -- to spur future private investment. The development of catalytic sites is a critical step towards generating market momentum and proving market acceptance of pioneering concepts.
- *Site Acquisition Funds:* Public dollars are not only spent on infrastructure, but can also be used to overcome key pre-development constraints, most notably site assembly. A public fund to help acquire sites, in order to create a larger redevelopment site, is often a critical step towards revitalization in areas with fractured site ownership and emerging, but not yet established, market demand. In the context of this study, L'Enfant Square is the most appropriate destination for this type of public sector intervention. Predevelopment for determining project feasibility is just as important as site acquisition. DHCD has predevelopment and site acquisition funds, but there is also the possibility of

working with Community Development Finance Institutions to target resources in the area.

- *Facade Improvement Funds:* Redevelopment is only one method to improve the quality and value of an area. Often, a more limited amount of investment is required. Specifically, low-cost loans or grants for façade improvements can often have a significant, near-term impact where full-scale redevelopment is not wanted, needed, or feasible. Funding sources include: reSTORE DC, DHCD, DMPED, and existing or future CDCs.
- *Project-level Financial Assistance:* At the project level, public assistance can sometimes be required to cover economic feasibility gaps. The most common form of this assistance is tax increment financing (TIF), where future tax revenues are used to float a bond that pays for up front infrastructure – typically structured or underground parking in an area where density is highly preferred, but the near-term revenues of the project are not supportive of costly parking solutions. The use of this tool should be used on a case-by-case basis, where it is clear that there is a real gap in the economics of project that is viewed as critically important to the broader revitalization of the area. In order to determine the possibility of using TIF financing for a project a feasibility analysis must be undertaken. Other financial tools from the public and private sector should also be applied.

Table 5.1: Pennsylvania Avenue SE Corridor Strategy and Implementation Plan

Priority	Site Location	Issue	Current Zoning	Proposed Actions	Partners	Projected Completion
Note: all redevelopment opportunity sties are privately owned.						
West of the Anacostia River						
	1401 Pennsylvania Avenue Se	Existing structure and lot detracts from overall character of the area. Potential for property to be redeveloped into a higher density use that compliments the corridor	C-2-A	Opportunity for significant redevelopment. Monitor development applications and activity.	n/a	
	1550 Pennsylvania Avenue SE	This corner serves as a gateway to the western portion of the corridor and Capitol Hill. Current development is a visual eyesore.	C-2-A	Opportunity for significant redevelopment. Monitor development applications and activity. Require minimum façade improvements and building elevation to create visual cues to the entryway	OP; reSTORE DC; DHCD; WDCEP; and existing or future CDCs	
	1539-1557 Pennsylvania Avenue SE					
East of the Anacostia River						
	2300-2700 Pennsylvania Avenue SE L'Enfant Square	Current buildings present a very haphazard appearance. Little building uniformity. Many structures in poor state of repair. Poor pedestrian experience throughout L'Enfant Square Area	C-2-A	Major redevelopment opportunity. Reestablish L'Enfant Square as a true square. Pursue funds from other city agencies to promote redevelopment. Pursue façade improvement monies for buildings not being replaced. New development will occur within the parameters of a maximum of 5-6 stories with 65' maximum height and 5' bonus for ground floor non-residential uses.	DMPED; DDOT ; NCRC; OP; reSTORE DC; DHCD; WDCEP; and existing or future CDCs	
	Penn Branch Shopping Center	Current structure outdated and in need of improvement. Current development form very suburban, creates a poor pedestrian environment. Current tenants do not adequately serve neighborhood needs. Ideal size for a significant neighborhood-serving use.	C-1/R-B-1	Development of this site will be 5 stories from lowest point of the site with 65' maximum height. 5 stories, with the same parameters on the south side of Pennsylvania Avenue as well. New development and redevelopment within Neighborhood Commercial Areas must be managed to conserve the economic viability of these areas while allowing additional development that complements existing uses. This is the only site for which a zoning change is recommended to allow the development described above.	DMPED; NCRC; OP	
	Fort Davis Shopping Center	Gasoline station located in prominent corner of site. Property serves as gateway to DC from points outside of the District. Current uses inadequate for neighborhood needs.	C-2-A	Explore site assemblage or façade improvements. Pursue programs to improve range of tenants in the site and ultimately redevelop.	DMPED; NCRC; OP; reSTORE DC; DHCD; WDCEP; and existing or future CDC's	
	Fairfax Village Shopping Center	Current building present an attractive appearance, but do not house the range of tenants adequate to serve the needs of neighborhood residents. Current parking lot routinely filled by commuters from other areas.	C-2-A	Pursue programs to improve the range of tenants in the site. Explore parking facility improvements such as gates or meters to reduce the number of spaces occupied by non-customer vehicles. Maintain existing structure.	DMPED; NCRC; OP	

IMPLEMENTATION

strategy and implementation plan



IMPLEMENTATION

public agency action agenda

The following tables summarizes actions that should be taken by key public agencies to promote the implementation of this plan and revitalization of the Pennsylvania Avenue SE. It also shows links to relevant supporting text in the comprehensive plan. Full implementation of the various recommendations proposed in this Plan are generally intended to happen in the next seven to ten years. However, full implementation of these actions may occur in a longer timeframe, or a shorter timeframe, depending on market conditions, development activity, landowner actions, and levels of investment. The timeframes are defined as follows:

- Near-term: 12-18 months
- Mid-term: 19 months- 4 years
- Long-term: 4 years or more.

Abbreviations used in the table are as follows:

- OP = Office of Planning
- DDOT = District Department of Transportation
- DMPED = Deputy Mayor for Planning and Economic Development
- DHCD = Department of Housing and Community Development
- NPS = National Park Service
- WDCEP = Washington DC Economic Partnership
- DSLBD = Department of Small and Local Business Development

Priority	Proposed Action	Potential Lead & Active Partners	Program/ Funding Source	Timeframe/ Potential Start	Relation to Comprehensive Plan
TRANSPORTATION & STREETSCAPING					
High	Implement Great Streets improvements as planned for the corridor east of the Anacostia River, including roadwork, median improvements, streetscaping and signage elements.	DDOT	DDOT	Underway	Far Northeast and Southeast Area Element- Action FNS-2.6.B: Great Streets Improvements
High	Implement recommendations from the Middle Anacostia River Crossings Study. Particularly those that aid in reducing regional traffic along Pennsylvania Ave, SE and provide greater access to I-295 North.	DDOT	DDOT	Underway	Far Northeast and Southeast Area Element- Action FNS-2.6.A: Pennsylvania Avenue SE Transportation Study
High	Explore Rapid Bus service along the Pennsylvania Avenue, SE corridor. Improved mass transit opportunities will be critical for serving the neighborhoods and supporting new clusters of retail and housing development, and should be a high priority for DDOT.	DDOT/WMATA	DDOT/WMATA	Currently a long-term project, OP recommends that DDOT strive to fund a study within the next two years.	Far Northeast and Southeast Area Element- Policy FNS-1.1.9: Congestion Management
High	Improve all public realm infrastructure west of the river to at least "good" level, as determined by DDOT's public realm rating criteria, within two years. Maintain this level of quality. (East of the river public realm infrastructure will be upgraded as described above, and also maintained at a "good" level.)	DDOT		Near-Term. Infrastructure should be at "good" levels within two years.	Capitol Hill Area Element - Action CH-2.2-A: Streetscape Improvements
Moderate	Stakeholders in the greater Capitol Hill community are encouraged to lobby DDOT for more extensive streetscape improvements west of the river. The community is empowered to seek streetscape improvements to enhance the corridor's role as the ceremonial gateway to the US Capitol, including landscaping, street furniture and street lighting improvements, maintenance of the esplanade and small parks, pedestrian improvements, and traffic management measures. DDOT and the community will also have to work with NPS as they maintain ownership over the median "esplanade."	DDOT, NPS, Community Groups	DDOT Transportation Enhancement Program	The community is encouraged to contact DDOT with this request whenever they are able.	Capitol Hill Area Element - Action CH-2.2-A: Streetscape Improvements
Moderate	Explore possibility of creating a heritage trail	Cultural Tourism DC, Stakeholder Groups	Heritage Trail development and signage costs about \$250,000 and can be funded from a variety of sources.	Mid-term (Creating a heritage trail is about a 2 year process, once it gets going)	Far Northeast and Southeast Area Element- Action FNS-1.2.2: Connecting to the River

Table 5.2: Public Agency Action Agenda: Transportation & Streetscaping



IMPLEMENTATION

public agency action
agenda

Economic
Development

Priority	Proposed Action	Potential Lead & Active Partners	Program/ Funding Source	Timeframe/ Potential Start	Relation to Comprehensive Plan
ECONOMIC DEVELOPMENT					
High	Create marketing plan for vacant and new retail spaces - work with property owners to promote spaces to desired retailers and local business owners.	ReStore DC, DMPED, DSLBD	ReStore DC has limited funds for such an effort	Near-Term (Could start late 2007 and continue as new retail space comes on board)	Economic Development Element- Action ED-2.1.B: Marketing Programs
High	Identify existing businesses along Pennsylvania Ave, SE and evaluate specific needs for technical assistance.	ReStore DC	ReStore DC has limited funds for such an effort	Near-Term (Could start late 2007 and continue as new retail space comes on board)	Economic Development Element- Action ED-1.2.B: Technical Assistance
High	Encourage the identification or creation of a stakeholder coalition that can apply for public funding for business development, business area services, facade improvements, etc. Such a group is necessary before funds can be released.	OP		Near-Term (Should explore possibilities very soon with existing organizations such as the Ward 7 Business Association, Pennsylvania Ave Task Force, etc.)	Economic Development Element- Policy ED-3.1.7: Community Equity Investment
High	Extend pre-development assistance at key sites on the corridor east of the Anacostia River.	DMPED, DHCD			Economic Development Element- Action ED-1.2.3: Procurement and Outsourcing Opportunities
High	Create strategy for retention and/or relocation of existing businesses during any future construction or redevelopment. Should include physical plan and ways for businesses to remain viable and retain customers.	DSLBD, DMPED	DSLBD	Near Term (Should get going no later than early Spring 2008 to be ready before first redevelopment projects get started.)	Economic Development Element- Policy ED-3.2.7: Assistance to Displaced Businesses
High	Enlist the services of the Washington DC Economic Partnership to provide analysis and strategies that will aid in recruiting quality retailers for the identified development sites.	WDCEP, DMPED, ReStore DC, DSLBD	WDCEP	Near-term	Economic Development Element-Policy ED-3.1.5: Public-Private Partnerships
Moderate	Plan for how Tax Increment Financing (TIF) District funds will be most effectively utilized.	DMPED		Near-term to Mid-term	
Moderate	Expand the commercial facade improvement program to aid in the renovation of commercial properties along Pennsylvania Ave, SE	DHCD	Façade Improvement Grants	Near-term to Mid-term	Far Northeast and Southeast Area Element- Action FNS-1.1.A: Façade Improvements
Moderate	Implement recommendations for the 2300-2700 blocks of Pennsylvania Ave, SE as part of OP's citywide Retail Action Strategy.	OP		Near-term (This study will be finalized in April 2008, and will include recommendations for this section of the corridor)	Economic Development Element-Action ED-2.2.A: Retail Action Agenda

Table 5.3: Public Agency Action Agenda: Economic Development



Priority	Proposed Action	Potential Lead & Active Partners	Program/ Funding Source	Timeframe/ Potential Start	Relation to Comprehensive Plan
CLEAN & SAFE					
High	Encourage creation of a "Clean & Safe" team	DSLBD, OP	ReStore DC has limited funds for such an effort	Near-Term (Can get started after ReStore DC completes its assessment of the corridor)	Economic Development Element-Policy ED-3.1.4: Assistance for CDCs
Moderate	Conduct "Operation Fix It" at all commercial sites along the corridor to ensure regulatory compliance.	MOCRS (with DCRA, OTR, ABRA, OAG, MPD, etc.)	MOCRS - Operation Fix It	Near-Term (Sessions already held at Fairfax Village and Fort Davis Shopping Centers in May 2007)	Economic Development Element-Policy ED-3.1.1: Neighborhood Commercial Vitality
LAND USE					
High	Complete Zoning Review Process of current zoning code to make sure that zoning accurately reflects the intent of this Plan and the Comprehensive Plan.	OP	OP - Development Review	Mid-term (This will begin October 2007 and continue for 2-3 years)	Housing Element-Action H-1.1.A: Rezoning of Marginal Commercial Land
HOUSING					
High	Utilize Site Acquisition Fund Initiative to secure affordable housing opportunities near key redevelopment sites east of the river.	DHCD	SAFI	Mid-term	Far Northeast and Southeast Area Element- Policy FNS-1.1.2: Development of New Housing
Moderate	Encourage funding of mixed-income developments at key opportunity sites along the corridor	DHCD		Mid-term	Far Northeast and Southeast Area Element- Policy FNS-1.1.2: Development of New Housing

Table 5.4: Public Agency Action Agenda: Clean & Safe, Land Use and Housing

IMPLEMENTATION

public agency action agenda

Clean & Safe

Land Use

Housing



District of Columbia

The Honorable Adrian M. Fenty - Mayor of the District of Columbia

Councilmembers

Vincent Gray - Chairman of the Council

Tommy Wells - Member–Ward 6

Yvette Alexander - Member–Ward 7

Marion Barry - Member–Ward 8

Sharon Ambrose - Former Member–Ward 6

Office of Planning

Harriet Tregoning - Director

Rosalynn Hughey - Deputy Director, Citywide and Neighborhood Planning

Project Management Staff

Geraldine Gardner - Associate Director, Neighborhood Planning

Jeff C. Davis - Neighborhood Planning Coordinator, Ward 6

Evelyn D. Kasongo - Neighborhood Planning Coordinator-Ward 7

Aubrey Thagard - Neighborhood Planning Coordinator, Ward 8

Ed Estes - Community Planner/Graphic Design

Chris Faust - GIS Specialist

Agency Partners

Office of the Deputy Mayor for Planning & Economic Development

Neil O. Albert - Deputy Mayor

Ayris Scales

Derrick Woody

District Department of Transportation

Emeka C. Moneme - Director

Karina Ricks - Associate Director

Ali Shakeri - P.E.

Department of Housing & Community Development

Department of Parks & Recreation

D.C. Housing Authority

D.C. Housing Finance Agency

D.C. Public Library

D.C. Public Schools

Advisory Committee Members

Marge Francese

Councilmember Sharon Ambrose’s Office

Will Hill

Advisory Neighborhood Commissioner 6B-06

Antonette Russell

Advisory Neighborhood Commissioner 6B-09

Reuben Hameed

Barney Circle Neighborhood Watch Association

Elizabeth Haverkamp

Capitol Hill Association of Merchants and Professionals

Susan Perry

Capitol Hill Business Improvement District (BID)

Dick Wolf

Capitol Hill Restoration Society (CHRS)

Jill Downing

Penn East, Inc.

John Begert

JPI

Ed Copenhaver

Frager’s Hardware

Dawn Slonneger

Councilmember Vincent C. Gray’s Office

Gilbert Bussy

Penn Branch Citizens/Civic Association

Vincent M. Spaulding

Hillcrest Community Civic Association

Barbara Morgan

Dupont Park Civic Association

Akili Cooper

Fort Davis Civic Association

Cornelius Bailey

Randle Highlands Civic Association

Barbara Morgan

Pennsylvania Avenue Task Force Committee

Villareal Johnson

Advisory Neighborhood Commissioner 7A-07

Lillian Moore

Advisory Neighborhood Commissioner 7B-03

Raymond Keith

Advisory Neighborhood Commissioner 7B-06

Robin Marlin

Advisory Neighborhood Commissioner 7B-05

Thelma Jones

Fairlawn Civic Association

Anthony Muhammad

Advisory Neighborhood Commissioner 8A-01

Christopher Jerry

Fairlawn Civic Association

Brad Chesevoir

Brooks Properties

Stylios Christofides

Infrastructure Capital Group

Gayle Hazelwood

National Park Service-US Department of the Interior

Brenda Richardson

Councilmember Marion Barry’s Office

Consultant Team

LandDesign, Inc.

Robert Charles Lesser Company

Justice & Sustainability Associates

acknowledgements



Notes on the Final Plan

The following notes on the final plan are in response to additional guidance offered by the Council of the District of Columbia, Committee of the Whole. The Council approved R17-0706, the Pennsylvania Avenue SE Corridor Development Plan Approval Resolution of 2008 on July 15, 2008.

- 1) OP clarifies that the intent of the proposed land use recommendations for the Penn Branch Shopping Center opportunity site is to support additional low density retail and residential development along Pennsylvania Avenue SE that is consistent with other low-moderate density opportunity sites along the corridor east of the Anacostia River.
- 2) OP clarifies that any proposed zoning changes to the Penn Branch Shopping Center opportunity site in the plan are discretionary and require approval by Zoning Commission after giving great weight to the views of affected Advisory Neighborhood Commissions (ANCs). The Committee notes that some community members and ANC commissioners have already expressed a preference that development not exceed 50 feet in height and be classified as low density.
- 3). OP clarifies reinforces that the height of development at the Penn Branch Shopping Center opportunity site should be measure from the lowest point of the existing grade.

APPENDIX