

AN ADVISORY SERVICES PANEL REPORT

South Capitol Street Corridor Washington, D.C.



Urban Land
Institute

South Capitol Street Corridor Washington, D.C.

Implementation Plan

November 10–15, 2003
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
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About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 20,000 members and associates from 70 countries, representing the entire spectrum of the land use and development disciplines. Professionals rep-

resented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partic-

ipants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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The panel appreciated the synergistic support provided by the federal/city partnership that the sponsors displayed. Of particular note was the outstanding support provided by NCPC staff under the leadership of Patricia E. Gallagher, Executive Director, including Marcel C. Acosta, Deputy Director, William G. Dowd, George C. Toop Jr., and Julia Koster; their counterparts at

DCOP, Andrew Altman, Director, David Howard, Francesca Rojas, and Uwe S. Brandes, Project Manager for the Anacostia Waterfront Initiative; and the District of Columbia Department of Transportation's Dan Tangherlini, Director, John Deatrack, and Kathleen Penney.

More than 83 individual stakeholders in the South Capitol Street neighborhood volunteered their time to meet with the panel. They included neighborhood residents, local and federal government leaders, property owners, users, leaders of institutions located in the neighborhood, and leaders of institutions that provide services to the neighborhood. The interview process allowed for the sharing of unique and valuable insights. As a group, these members of the broader community serve as a major asset in advancing the local and federal interests of South Capitol Street. Their participation was offered in a spirit crucial to the future success of the redevelopment process envisioned by this panel.

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Foreword: The Panel's Assignment

The ULI Advisory Panel was invited by the National Capital Planning Commission (NCP) and the District of Columbia Office of Planning (DCOP) to review current plans for South Capitol Street and adjoining areas, and to suggest ways to begin implementing steps towards the street's transformation. As part of their charge, panelists were asked to consider questions of market potential, planning and design, development strategies, and organizational structure.

Study Area

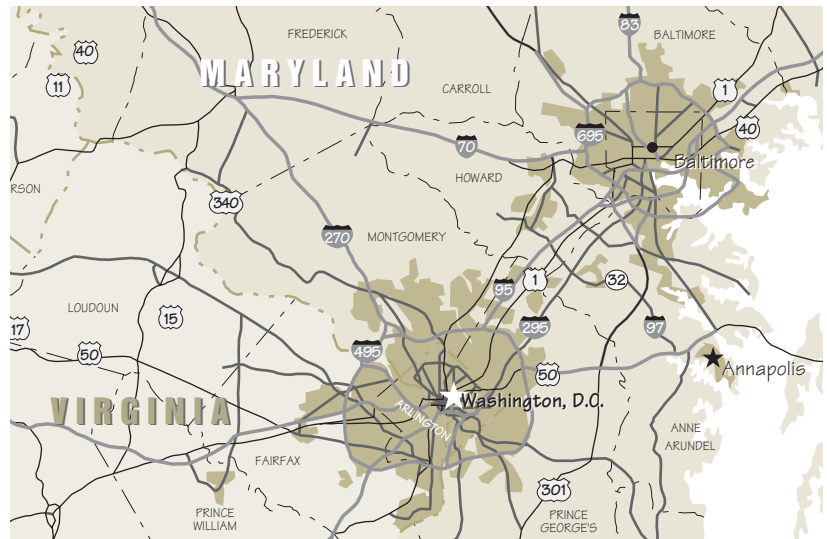
The study area centers on South Capitol Street, the southern axis of L'Enfant's Plan for Washington, D.C., emanating from the U.S. Capitol building to the Anacostia River and defining the southeast and southwest quadrants of the city.

In addition to this corridor, the panel considered areas adjoining South Capitol Street that directly influence transportation, use, development, and design issues. These included the Capitol complex (the area under the jurisdiction of the Architect of the Capitol), the Capitol Hill neighborhood, the Anacostia neighborhood, and in general the southeast and southwest quadrants of the District of Columbia.

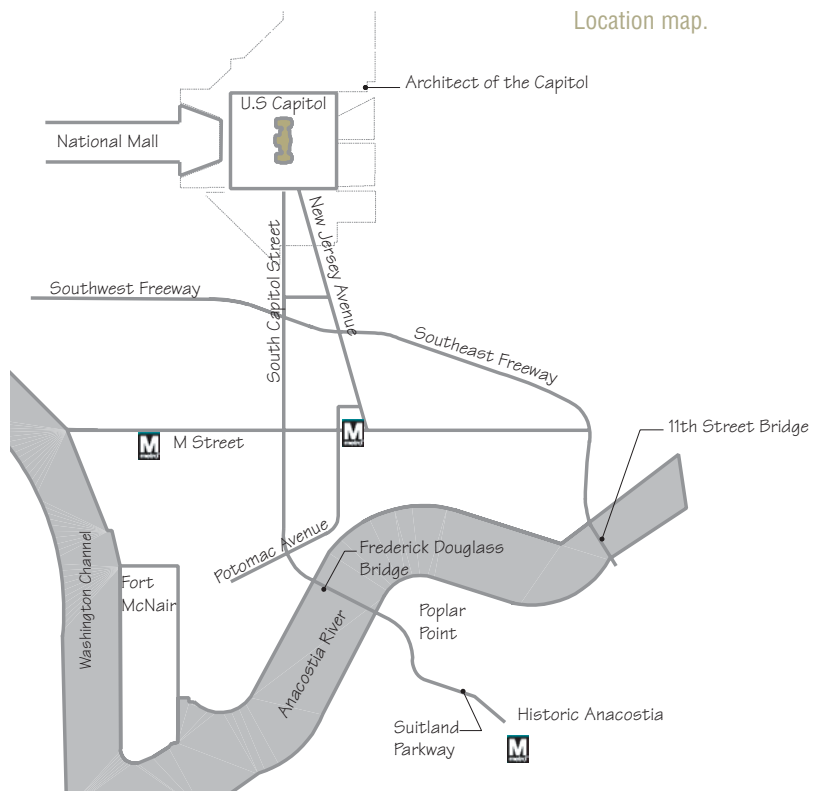
After touring the area, observing the patterns of actual use, and discussing the issues that affect the South Capitol Street corridor with a wide variety of stakeholders, the panel decided that the area of discussion should include:

- M Street as a major east-west connector and economic driver; and
- The Anacostia waterfront as an east-west connector and activity magnet.

The panel recognizes that although neither area is within the study area proper, both M Street and



Location map.



Study area map.

the waterfront on the south bank of the Anacostia River are connected to—and will influence and be influenced by—future changes in the South Capitol Street corridor. For the purpose of this report, the panel refers to the expanded study area as “South of the Capitol,” or “SoCap.”

The panel reviewed each of the several plans that have been prepared for the area, including NCPC’s *Extending the Legacy Plan*, *South Capitol Street Urban Design Study*, and the *Museums and Memorials Master Plan*; the District of Columbia Department of Transportation’s *South*

Capitol Gateway and Corridor Improvement Study; the District of Columbia Office of Planning’s *Anacostia Waterfront Initiative Framework Plan*; and others. Although each plan views its respective study area from a different perspective, the panel found consistency on a number of issues.

Most importantly, the panel sees a need for action to connect and unify Southeast and Southwest D.C. into a coherent and cohesive whole.

Overview and Summary of Recommendations

Of the Anacostia River, Mayor Anthony A. Williams has said, “We must make the river that once divided us a symbol of our unity.” In addition to the river, the panel sees other barriers that have served to divide, rather than unify, the area south of the Capitol.

- As the only urban plan ever to be placed on the National Register of Historic Places, the L’Enfant plan for the nation’s capital city has been used since its creation to guide development in the District. Although elegant in form, its division of the city into quadrants has had the impossible-to-foresee consequence of reinforcing social, economic, and perceptual divisions. While the quadrants will remain as a historic, geographic, and postal reference, the divisions they foster must be recognized and addressed.
 - Subsequently, additional physical barriers, such as Interstate 395 and the aging and isolating urban renewal projects around Waterside Mall, reinforced and institutionalized these artificial social divisions.
 - Over time, land use patterns, industrial and public waterfront uses, urban renewal projects, and transportation-related modifications to surface streets created an atmosphere of chaos and neglect in SoCap, and a sense among Washingtonians that the entire area is undesirable.
 - In its present form, South Capitol Street itself unfortunately serves not to unify but rather to divide Southeast and Southwest. Further, it does not perform its intended function of connecting neighborhoods to the river, or to the neighborhoods across the river.
- Economic connections between existing and potential residents, commercial tenants, and the developers who serve them;
 - Physical connections between neighborhoods and activity centers to allow for easy and convenient movement of people between and within them; and
 - Institutional connections between the federal, city, and regional agencies that influence the future health and prosperity of the SoCap study area.



South Capitol Street, used as a commuter thruway, passes under the M Street intersection; service lanes carry local traffic at grade.

This report discusses how these connections impact the future of four geographic constituent areas:

- The north-south connector represented by South Capitol Street;
- The east-west connector represented by M Street;
- The Anacostia River Waterfront; and
- The adjacent Capitol Hill and the historic Anacostia neighborhoods.

Summary of Recommendations

The panel determined that the future of this area relies on reconnecting and integrating human, institutional, and physical resources by creating:

The panel enthusiastically welcomed its charge to suggest specific ways to implement the ideas already planned for SoCap. In the implementation

chapter, the panel recommends the creation of two new agencies—one federal and one municipal—charged with acting as one-stop centers for the redevelopment of their respective areas. The federal South Capitol Street Development Corporation would represent national interests in ensuring that South Capitol Street become a world-class gateway to the monumental core of the federal city, while the municipal South Capitol Redevelopment Corporation would represent local interest in redeveloping neighborhoods within the SoCap area. While it offers specific plans of action in the report, the panel’s most emphatic recommendation is to “Just Do It!”

Now is not the time to initiate new plans or studies. Rather, it is time to achieve results. The action steps are clear. Also clear is the real threat facing the long-term success of South Capitol Street as a national entrance to the Capitol and the knitting together of the entire SoCap area if action does not begin immediately.

Market forces, including those already well underway in the area, will rapidly overtake and make irrelevant any set of unrealized ideas—no matter how grand, elegant, or visionary. Demand for new development is strong, and the market will move quickly while favorable conditions exist for developers to prosper.

The only real obstacle to success is inaction. Therefore, the panel recommends in the strongest possible terms that the relevant federal and local agencies find ways to join together in partnerships dedicated to achieving their common vision: a re-energized South Capitol Street neighborhood that actively demonstrates how we, as a society, can recognize and overcome both our differences and our past mistakes, and how we can unify around a symbolic entrance to the nation’s capital that is worthy of the ideals of the United States of America.

Market Assessment

The panel's assessment of the market opportunity is summarized below. A more complete explanation of the support for the conclusions is contained in the accompanying narrative and supporting exhibits.

The Citywide Real Estate Market

The Washington Metropolitan Area led the nation in job creation and population growth in 2002 and 2003, the economic consequence of which is that the District's real estate products are the healthiest in the United States. Future market demand will be driven by 120,000 to 150,000 projected new jobs, 65 percent of which are generated in the private sector. The mayor's oft-stated goal of attracting 100,000 new residents to the District within ten years of his 2003 inauguration is supported by his policies and actions. Demographics favor the city, as 40 percent of residents are college graduates with average annual incomes of \$74,000. Challenges remain, albeit in one of the most robust markets in history. First, tremendous income gaps exist in the nation's capital. The very wealthy and the very low income drive the average. Second, while developable land is very constrained north, west, and east of the Capitol, these areas remain the epicenter of development.

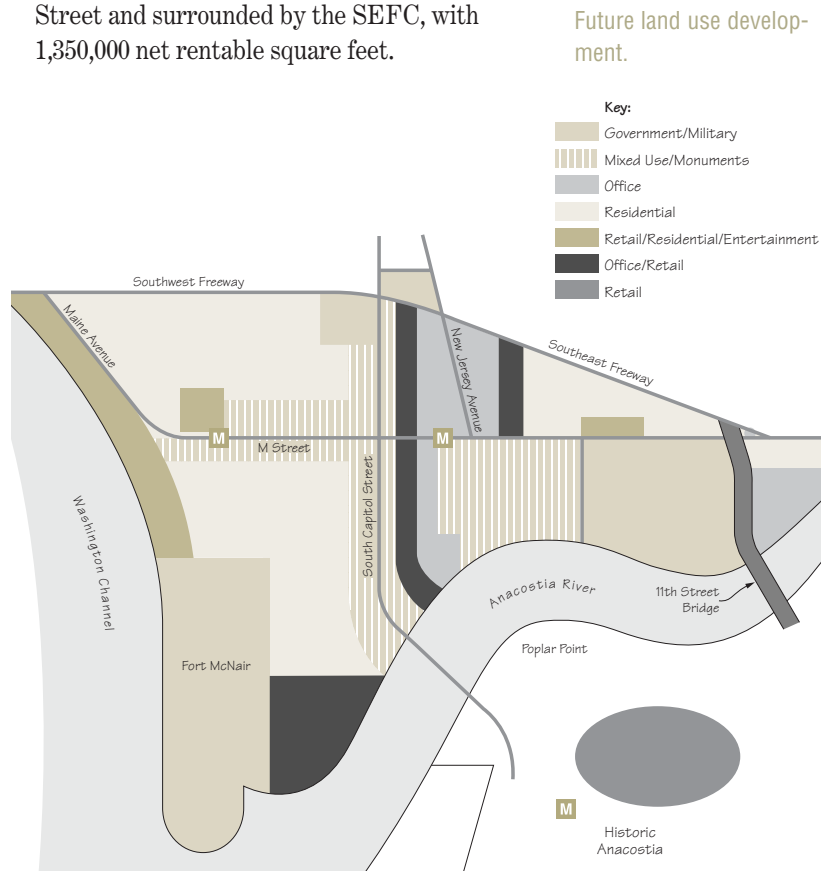
Southwest/Southeast Real Estate Markets

The South Capitol neighborhood has the largest concentration of underutilized and developable land within one mile of downtown and the U.S. Capitol. In addition, SoCap includes the District's only remaining developable waterfront. Significant development momentum is currently underway:

- The Navy Yard: a nine-block, 66-acre historic site that serves as the U.S. Navy's administra-

tive center in the nation's capital. NAVSEA, one of its operations, employs 4,100 people.

- Southeast Federal Center (SEFC): GSA and Forest City Enterprises are developing a 44-acre site adjacent to and west of the Navy Yard, to comprise 1.8 million square feet of office space, 2,500 residential units, 160,000 to 350,000 square feet of retail, and a 5.5-acre park along the Anacostia River.
- Department of Transportation: GSA and JBG Companies are developing an 11-acre site as headquarters for 7,000 employees of the U.S. Department of Transportation, south of M Street and surrounded by the SEFC, with 1,350,000 net rentable square feet.



- Capper-Carrollsborg HOPE VI: a 23-acre, \$424 million development of 707 public housing units, 525 affordable rental units, and 330 market-rate homes for purchase (total of 1,562 units) to replace 758 public housing units. It also includes 600,000 square feet of office space and 20,000 to 40,000 square feet of retail space. It is being developed by Forest City Enterprises and Mid-City Urban, LLC.
- Canal Blocks: a three-block public park financed by the private developers of surrounding properties, led by William C. Smith Company. It is located to the east of Second Street, from I to M streets, on the site of a canal that once connected the Anacostia and the Potomac rivers.

Two Metro stations anchor the developable area in SoCap. Developers are beginning to assemble parcels in anticipation of future demand.

Supply-Side Considerations

The panel considered the following supply-side factors that shape current and future development in SoCap:

- Much of the available usable land within the study area, with the exception of the South Capitol Street corridor itself, is already committed to development.
- The total amount of acreage on which development potential remains is no more than 195 acres, of which no more than 145 acres is likely to be available and usable.
- Along the South Capitol Street corridor itself, approximately 80 acres of net developable acreage is potentially available.
- Observed actually-achieved FAR (floor to area ratio) on current projects is very close to 3 as opposed to the allowable 6 to 9 FAR, but does range up to 10 on selected sites.
- Potential residential development capacity in the study area is approximately 9,100 units.
- Potential office/retail development capacity in the study area is approximately 13.6 million square feet.
- Estimated capture rates for the South Capitol study area suggest that demand for both residential and office space in the District may meet or exceed estimated supply over the next 20-year forecast period.

Time Lines for Proposed Development in SoCap

Product already in place exhibits the following characteristics:

Residential

- Multifamily residential development/redevelopment of all types—for-sale, for-lease, market-rate, and subsidized—is underway along M Street east and west of South Capitol Street.
- The Southwest waterfront redevelopment will comprise mixed-income residential, with 20 percent affordable units.
- The Southeast Federal Center is slated for 2,500 residential units concurrent with new office development

Office

- Office space targeted for consultants (contractors) to the Navy is in place along M Street. Naval Sea Systems Command (NAVSEA) mandates that contractors maintain liaison offices within a five-minute walk of the Navy Yard.
- Office space targeted for the Department of Transportation (DOT) will be delivered during the first phase of development of the Southeast Federal Center.
- Potential location of Department of Homeland Security's permanent headquarters, south of M Street within the study area, could drive development of contractor-occupied space.
- Expansion of speculative, non-targeted office space will await the redevelopment of South Capitol/M streets or another market catalyst.
- Acquisition of potential office sites continues in critical locations throughout the study area.

The Challenge: Managing Current Demand while Preserving Future Opportunities

Local developers are not waiting for improvements to South Capitol Street or the replacement of the Frederick Douglass Bridge before moving forward on their projects. Development controls will need to be created and put in place in the immediate future if the District and the federal government want to preserve the ability to create an enhanced street and view corridor along South Capitol Street.

Demographic Overview

The Washington Metropolitan Area was arguably the strongest metro area in the U.S. in 2002-2003 as measured by population and job growth. While commercial real estate properties in the metro area outside District boundaries remained soft, all major property sectors inside the District, especially for-rent and for-sale office, residential, and retail space, enjoyed near-record occupancy and rent growth. The commercial real estate market in the District has been and will continue to be driven by a combination of factors:

- Both government and private sector employment has remained strong. Private sector employment, over 65 percent of total employment in D.C., will, in combination with the government sector, increase total D.C. employment by 120,000 to 150,000 in the next 20 years.
- Reversing a trend of the last 20 years, the District's residential population is beginning to grow. D.C. hopes to see residential population grow by 100,000 over the next ten years.

Almost 40 percent of D.C. residents are college graduates and earn an average of over \$74,000 per year. While impressive, these two statistics mask the disparity between the highly educated and those with low educational achievement, and the income gap between those with very high incomes and those at or below the poverty line. Educational and income gaps are even more apparent when geographically and racially defined.

While not as easily quantified as the previous statistics, emerging demographic trends are bringing benefits to the District. Many segments of the population, including those just entering the workforce and those returning to it, want to experience an urban lifestyle characterized by shorter home/job commutes, access to public transportation (the Washington Metropolitan Area Transit Authority, or WMATA, operates the second-largest rail transit system in the United States), access to educational, cultural, and historic venues, and a positive higher density residential experience.

These are very positive drivers for office, residential and retail real estate development in the District. However, available land to meet new market demand is becoming relatively scarce. Given that the Capitol complex is arguably the center of the District and downtown, developable land is cut off by the Potomac River and Virginia to the west, and by at-capacity development and redevelopment to the north and northwest—all the way to the Maryland border.

Development and redevelopment to the northeast of Capitol Hill continues apace, but is expanding beyond what is considered the immediate Capitol area, while the residential areas of East Capitol and Capitol Hill are already redeveloped. Growth—if it is to remain in near proximity to the Capitol complex—must turn south.

To meet the District of Columbia's goal of attracting 100,000 residents in the first decade of the 21st century, more than 40,000 new housing units will be required. The neighborhoods in and adjacent to the study area could potentially accommodate up to 9,100 units, with a natural spillover to the area south of the Anacostia River, especially surrounding the Anacostia Metro station. The Southwest waterfront, along Maine Avenue and outside the study area, can accommodate up to 1,000 units.

Emerging Market Opportunities in SoCap

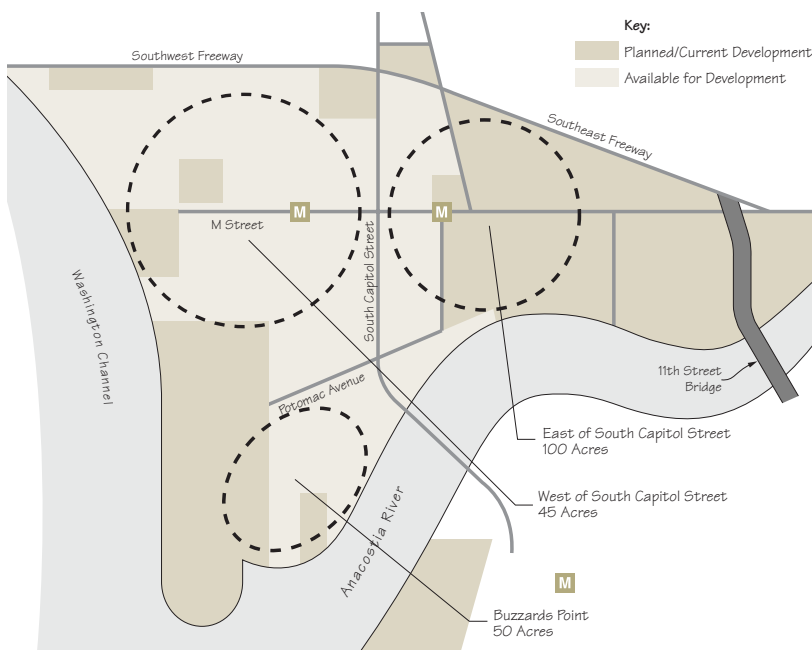
As has been shown, future development in the city must turn south of the Capitol to remain within reasonable proximity to Congress. Predominant land uses in contiguous blocks are currently underutilized with respect to both economic and

socio/political potential. Redevelopment of this area will connect downtown to the District's only remaining developable waterfront. This will have economic, cultural, and political benefits.

In addition to the aforementioned demand for office space to accommodate NAVSEA contractors, the office of the Architect of the Capitol told the panel that there is great unmet demand for housing for Congressional staffers, most of whom are young professionals who must commute in from affordable housing in the suburbs.

Market potential within SoCap is best understood in geographic terms. The developable area is bounded by the Southwest/Southeast Freeway to the north (the area north of the Freeway is controlled by the Architect of the Capitol) and waterfronts to the southwest (Washington Channel) and southeast (Anacostia River). The center of SoCap is the intersection of South Capitol and M streets, forming a set of quadrants (not to be confused with the official quadrants of the L'Enfant plan) that extend out to the boundaries on developable land, and can be described as northwest, northeast, southwest, and southeast of M and South Capitol streets.

Market potential in sub-areas.



Quadrant Northwest of M and South Capitol Streets

This quadrant is currently dominated by residential, waterfront, and some retail and office uses. The development market will see mixed waterfront retail/entertainment and higher-end residential uses on the banks of the Washington Channel. Off the channel, the existing stock of moderate-income housing and the soon-to-be redeveloped Waterside Mall anchor the area. New for-sale developments have proven successful. Office/retail and residential development in the mid-price range may follow M Street to South Capitol Street. The presence of the Waterfront Metro station on M Street gives this area a significant boost in its development timeline.

Quadrant Southwest of M and South Capitol Streets

This challenging area, currently home to a large concentration (907 units) of public housing and a high percentage of the 60 public housing projects located in or near the study area, also includes industrial uses and warehouses of low value. Market pressure on the Southwest waterfront is encouraging the development of more middle-income rental neighborhoods near the water, while more distant properties, located closer to the intersection with South Capitol Street, remain the domain of public housing. No successful redevelopment of the District's Southwest can be accomplished while ignoring the incompatibility of this use with the desired future market.

Current residents of this housing stock must be offered incentives to relocate over time in mixed-income housing developments such as the Capper-Carrollsbury HOPE VI project on M Street, east of South Capitol Street. This can and should be accomplished with no net loss of public housing units, while increasing affordable housing choices for low-income residents. Capper-Carrollsbury will incorporate residential and street-level retail, with densities highest along South Capitol Street and decreasing as development moves in a westerly direction. Re-densification of the area between R and M streets can accommodate a far greater range of income demographics than is present today, providing a residential environment that supports the overall development of SoCap.

The SoCap area is presented with the unique opportunity to provide a wide range of residential opportunities, from mixed-income to the highest-priced, high-density living. SoCap has the potential to become a seamless neighborhood, free of the barriers of race and income that now define it. Inclusionary zoning, tax benefits, and small business initiatives will encourage the provision of street-level retail throughout the area. Future mixed-use, high-income residential properties lining South Capitol Street cannot be allowed to become canyon walls between the communities of SoCap and the boulevard.

Providing living opportunities within walking or light-rail distance of office and retail/entertainment will be increasingly important to those who wish to enjoy an urban lifestyle. Office uses in SoCap's southwest quadrant will generally be confined to the corridor along South Capitol Street and perhaps along M Street and the Anacostia waterfront. However, the predominant uses in this quadrant will be residential and convenience retail, and potential institutional uses such as education.

Quadrant Southeast of M and South Capitol Streets

The area south of M Street to the Anacostia River has already been established as predominately a market for office and mixed-use development. The relocation of NAVSEA to this quadrant has created demand for office space targeted for Navy contractors. The imminent development of the Southeast Federal Center includes the 1.3 million square-foot U.S. Department of Transportation (DOT) headquarters, 300,000 square feet of retail, 1,500 units of residential, and approximately 1.8 million square feet of office, bringing over 12,000 additional employees to this sector. The blocks of contiguous land available south of M Street and along South Capitol Street could easily accommodate uses such as foreign missions, with chanceries and perhaps even embassies within embassy compounds. NCPC has suggested that several multi-block development opportunities for foreign mission chanceries and embassies may exist along South Capitol Street itself.

While significant federal government office demand exists, it has yet to be established that a

speculative market beyond contractor-targeted office space exists. Opportunity for the more traditional District mix of attorneys, trade associations, and other private sector users will most likely emerge once the character of the South Capitol Street corridor has been established. A critical factor in attracting these office/commercial uses will be the opportunity for employees to have access to residential units by transit or to be within walking distance from work. Such residential opportunities will need to be offered for many income levels.

This quadrant, along with adjacent portions of the southwest quadrant, retains active remnants of its industrial past. A significant portion is used by construction industries for storing, processing, and distributing heavy construction materials such as gravel, concrete, and asphalt, as well as for accepting construction debris. This location is convenient to downtown construction sites. Any large-scale reutilization of this land will mean that the facilities will need to be relocated further from the areas they now serve. District officials have discussed these consequences with the parties involved, as well as with officials in Prince George's County (the natural destination to which they would emigrate), and have come to the conclusion that while relocation will be disruptive, it can be accommodated as long as some of the services, especially distribution, can be retained within the South Capitol quadrants.

Quadrant Northeast of M and South Capitol Streets

This quadrant represents the smallest quadrant in total land area and already has significant land approved for development or in active development. The Capper-Carrollsbury HOPE VI project, Canal Blocks Park, and several office projects are either under development or already developed. The only available blocks within this quadrant are located in the confines of the Southwest/Southeast Freeway, New Jersey Avenue, M Street, and South Capitol Street.

While residential and several office uses exist in this area, it is hoped that the uses described in the discussion on the intersection of M and South Capitol streets will be allowed to characterize the remainder of the developable land. The rumored

allocation of a two-acre block for the Capitol Police campus should be carefully reconsidered within the overall context of SoCap development.

Demand and Supply Considerations

A map of active projects within the SoCap area reveals nearly six million square feet of office space under development or in the final stages of approval. Over 4,500 new residential units are in early stages of development. An additional 395,000 square feet of retail is also included in the SoCap development program.

This activity does not take into account the redevelopment currently underway on M Street, SW at the Waterside Mall, and the Southwest waterfront. Interviews with local developers indicate that they are in the process of assembling land parcels in the immediate vicinity of South Capitol Street between M Street and the Southwest/Southeast Freeway, and across the river in Anacostia. Further, the owners of the land parcel at the southern end of South Capitol Street on the waterfront are currently negotiating with the city on a revised planned unit development (PUD) for their parcel. The program being discussed includes two office buildings totaling 800,000 square feet, a 250-room hotel, and approximately 250 residential units.

Demand

The level of development activity described above confirms that the very strong development demand in the center of the District has extended into the relatively quiet South Capitol sub-market. A review of the manner in which development activity is distributed further confirms that the marketplace is rapidly closing in on the South Capitol Street corridor itself, both along the Anacostia River and in at the intersection of M and South Capitol streets.

As stated earlier, the projected population growth in the District will require 40,000 additional housing units, and projected employment growth is 120,000. While the District may not be successful in converting the majority of the new employees into residents, it appears likely that it will enjoy some measure of success. Even if the capture rate were only half of the projected housing units, or

20,000, this would provide significant demand for residential development throughout the District, including in the study area. The greater availability of development parcels within SoCap suggests that the area will capture a disproportionate share of the District's demand. If the capture rate is 35 to 40 percent, then net new residential demand, even at half of the projected level, will range from 6,000 to 8,000 new units.

Nonresidential (i.e., commercial) capacity is unlikely to exceed approximately 13.6 million square feet, of which a small portion, perhaps 150,000 to 250,000 square feet, would be allocated to retail and entertainment venues. Economic Research Associates' (ERA) high-end forecast for 2025 suggests that as much as 28 million square feet of additional space may be needed within the city, of which approximately 13 million square feet can be satisfied by areas outside of SoCap. Should ERA's high-end forecast correctly project demand, then the office space available for development along the South Capitol Street corridor will barely be sufficient. It is likely that demand will therefore spill over into the Anacostia neighborhood. In fact, given the availability of some larger tracts of land in Anacostia, it would be reasonable to assume that some uses may move to that area early on in the development process, given the lower price point and easy access to the Metro station at Poplar Point.

Supply Side: Remaining Net Usable Land Area for Development

A review of remaining development areas proximate to the South Capitol study area indicates that the total developable acreage is no more than 195 acres, and of that, 50 acres are in the Buzzards Point sub-area (excluding Fort McNair), which hosts a major electrical substation serving one-third of the District's power needs. This facility must remain in or near its present location. Fort McNair, the military base, is contiguous to the site. Therefore, it is likely that this acreage is best suited for governmental and institutional uses rather than retail, hospitality, entertainment, and residential uses. Twenty percent of the Buzzards Point sub-area is now residential, a market that should be retained even if redeveloped.

Figure 1
Summary of Development Potential

	West of South Capitol Street	East of South Capitol Street	Buzzards Point
Total Area/Acres	45	100	50
Developable Area/Square Feet ¹	1,078,000	2,396,000	1,197,000
Developable Building Space/Square Feet ²	6,468,000	14,376,000	7,182,000

¹Assuming 45 percent for right-of-way and open space.

²Assuming FAR: 6.

The remaining area along South Capitol Street within which future commercial, office, retail, entertainment, and residential uses can occur is limited to less than 150 acres. This acreage is distributed in a linear manner along South Capitol Street between Potomac Avenue and the Southwest/Southeast Freeway corridor.

Capitol Street Corridor Development Acreage

Of the 145 acres within the study area, (excluding Buzzards Point, which is occupied primarily by Fort McNair and a large PEPCO substation), it is reasonable to assume that 10 to 20 percent, or approximately 15 to 30 acres, will not be available for re-assembly and re-development. After netting out acreage for rights-of-way and public areas (assume 45 percent for such uses), it is likely that approximately 68 acres or less will actually be available for development.

A review of the actual FAR that is being achieved in new projects under development in the area indicates that an FAR of 3 is representative for larger-scale, campus style parcels versus the 6 to 9 FAR that is allowable under zoning laws for the area. New office projects on individual parcels such as those being developed by Spaulding & Slye at 80 M Street and 140 M Street have achieved FARs of 6.2 and 10 respectively. For purposes of estimating maximum buildout potential, an FAR average of 6 has been utilized. This may prove to overestimate development capacity, particularly for residential units. The acreage and FAR information have been combined with a preliminary estimate of the possible allocation of uses to produce an estimate of probable development capacity remaining in the study area.

Combining these three development areas would provide an opportunity for over 14.1 million square feet of office space, and 9,111 housing units.

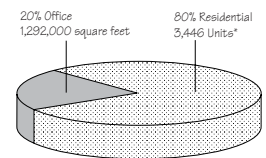
Emerging Demand in the Study Area

Current development patterns and economic projections suggest further demand for office, institutional, cultural, and residential space in SoCap and Anacostia. NCPC has indicated that there is potential demand for a concentration of office and residential facilities for a foreign missions center, and has prepared a hypothetical development scheme that illustrates the program requirements for such a complex. The complex could include a mix of high-rise, mid-rise, and townhouse buildings totaling 465,000 square feet of office and mission function space, generating demand for an estimated 860 residential units.

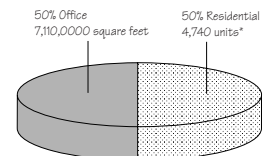
One large or several smaller complexes would accommodate the demands of countries that need embassy space within the District. These clusters would be carefully designed so as to blend into the surrounding neighborhood while maintaining the necessary security measures.

In addition to accommodating the requirements of foreign missions, NCPC is interested in preserving or establishing areas for future monuments, museums, and other cultural facilities. It is reasonable to assume that there will be demand for “pocket parks” and parcels dedicated to such uses.

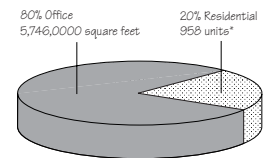
Although the demand for new and large governmental facilities may diminish once the current appetite is sated, demand for institutional uses such



West of South Capitol Street.



East of South Capitol Street.



*Assuming 1,500 square feet per residential unit.

Buzzards Point.

as colleges and universities is emerging. This suggests that the several remaining campus-size sites available in the South Capitol and Anacostia areas will be acquired within the next several decades.

Residential demand within the District, especially for new, affordable market-rate housing, is also likely to continue to be strong, especially for units close to the Capitol. Should governmental and institutional demand for space decrease, it is reasonable to assume that residential users will remain and will compete for available development parcels.

Interviews with several developers and market research analysts indicated that “big box” retailers are currently studying this sub-region in an effort to locate future such facilities. Interviews also suggest that current development pressure east of South Capitol Street may prompt construction of big-box uses up to the street—in effect using this monumental corridor as a loading alley!

Retail Opportunities in SoCap and Beyond

Planned retail opportunities in the Southeast Federal Center (SEFC), the Waterside Mall area, and the Navy Yard area are underway or imminent. An estimated 28 restaurants are operating along Barracks Row on 8th Street, S.E., within the study area.

Street-level retail/entertainment will enliven the experience along the Southwest waterfront for residents and visitors alike. The envisioned live, work, and play environment along South Capitol Street is similar to that of the Southwest waterfront.

What seems to be missing is the availability of a neighborhood or community shopping center. Groceries and pharmaceuticals beyond those found in convenience stores are not available in SoCap or within a reasonable travel distance, except for the chain supermarket at Waterside Mall. The Fresh Fields grocery store located near Logan Circle, N.W., is an example of successful insertion of this type of retail into an emerging area. When built out, SoCap and nearby areas are expected to have in excess of 10,000 residential units. Currently, the

nearest community shopping centers are located in Capitol Hill and the Waterside Mall.

The panel recommends that ample consideration be given to the location and development of mixed-use projects that will incorporate grocery stores at street level and residential uses above. Incentives to accomplish this may be necessary for an earlier entrance into the market.

The Significance of the Intersection of M and South Capitol Streets

Just as South Capitol Street presents a north-south axis, M Street, leading from Maine Avenue on the west to the Anacostia River on the east along the Washington Channel, becomes the east-west axis. The intersection of M and South Capitol streets then becomes the epicenter of new development opportunity for growth in the District.

Substantial activity is already occurring along M Street east of South Capitol Street. It is quite likely that some form of development will proceed at the intersection in advance of the completion of the new bridge crossing the Anacostia River and whatever reconstruction occurs at the intersection of the Southwest/Southeast Freeway and South Capitol Street.

The nature of development that will occur at the intersection of M and South Capitol streets can be directly influenced if the character of the new intersection is established early and infrastructure improvements are accomplished in a timely manner. Discussion of the design character of this intersection and the uses surrounding it needs to occur before development activity begins in earnest.

Creation of a design framework for the intersection does not need to be deferred until decisions are made in regard to the Southwest/Southeast Freeway and the new bridge over the Anacostia River. It seems likely that a more substantial, mixed-use urban development program with street-level retail and above-grade residential and office use can be achieved. This would be consistent with the long-term goals for the redevelopment of South Capitol Street. The redevelopment of this intersection could very well be one of the

catalytic projects referred to by the sponsors that will accelerate the accomplishment of the long-term goals for a grand and monumental South Capitol Street.

A Public/Private Development Opportunity

The sites in immediate proximity to the intersection of the Anacostia River and South Capitol Street pose special challenges to be addressed as plans proceed for their redevelopment. The specific alignment of the new bridge to replace the decrepit Frederick Douglass Memorial Bridge has not yet been decided, thus making it impossible to know how the current sites will relate to the street and the Anacostia waterfront. The timing of the improvements is unknown. At the same time, development opportunities, particularly for residential development, are emerging.

These sites are of special importance to public interests, although no agency has yet addressed their unsightly condition. Due to improved market conditions and current public sector initiatives for the South Capitol Street corridor and the Anacostia River waterfront, the defacto landbanking that has occurred over the past several decades is unlikely to continue. D.C. property taxes currently penalize unimproved land, especially as its value rises under growing development pressures.

If future opportunities are to be protected and enhanced, immediate attention is required for this development zone. Without clear design guidelines and specific zoning regulations, it is unlikely that the character and quality of the development to occur will meet the expectations of the sponsors.

Take Action Now

The market for developable land by speculators and active developers is in full swing. Development opportunities are converging from many sides of South Capitol Street, as well as on the boulevard itself. The idea of a SoCap market is no longer a distant dream.

If appropriate local and federal authorities can find a way to undertake active development of the portion of South Capitol Street extending south to Potomac Avenue and north to I Street, with significant public infrastructure investment occurring at the intersection of M and South Capitol streets, the nature and character of the development fronting on South Capitol Street will be more in keeping with the aspirations of NCPC and the District government.

High-quality, urban mixed-use development emanating outward from the M and South Capitol intersection should be achievable. This type of development is likely to occur on streets no wider than the current 130-foot right-of-way, assuming that South Capitol Street is rebuilt as a thoroughfare with at-grade intersections along its length, and pedestrian-friendly crossing areas.

In summary, it is the observation of the members of the ULI Advisory panel that specific development controls, selective land acquisition, and infrastructure improvements need to be undertaken immediately. Otherwise, many of the noble goals of the District and NCPC will be lost due to the crush of current development pressures.

Initiatives

This chapter discusses in detail the panel’s recommended action initiatives for the four constituent areas of SoCap: the north-south connector represented by South Capitol Street; the east-west connector represented by M Street; the Anacostia River waterfront, which is also an east-west connector along both banks of the river; and the adjacent influences of Capitol Hill and historic Anacostia.

I. North-South: South Capitol Street

South Capitol Street is not only the central axis that symbolizes the U.S. Capitol building’s national significance, it is also the spine that supports and connects the neighborhoods to the west and east.

Goals

The overarching goal of achieving L’Enfant’s vision of a grand monumental boulevard as a gateway to the nation’s capitol should be tempered by the needs of a 21st century living city:

- Make South Capitol Street a great 21st century street;
- Mend together southeast and southwest quadrants;
- Provide a view of the U.S. Capitol along the entire length of South Capitol Street;
- Create a grand entry to the monumental core of the city; and
- Preserve, in the short term, the potential for South Capitol Street to fulfill the long-term vision.

Initiatives

Initiatives already under way that honor the goals outlined above do the following:

- Finalize the planning and design for a redeveloped South Capitol Street;
- Finalize planning for the future alignment of the bridge and accelerate its replacement;
- Finalize a plan for the design and development of the South Capitol Street study area;
- Protect the vision with design guidelines, amended zoning, and immediate control measures; and
- Provide street continuity and restore the Capitol view corridor by bringing the Southwest/Southeast Freeway to grade.

Immediate Actions

Specific actions should be taken immediately to forestall the unintended consequences of rapid development and to build momentum towards meeting the goals outlined above:

- Bring South Capitol Street to grade from the foot of the bridge to I Street;
- Accelerate the initiation of an Environmental Impact Statement (EIS) on the replacement bridge;
- Create final plans and design guidelines for South Capitol Street that:
 - Are based on the 130-foot right-of-way, with 15-foot setbacks on both sides;
 - Remove the grade separation and create a landmark intersection at M Street; and
 - Add national significance by identifying areas for adjacent parklands and museums/monuments.
- Team a suitable joint public-private development team with WMATA to redevelop its bus garage at M Street; and

- Institute a temporary taking or similar effort to preserve implementation of the plan.

South Capitol Street Urban Design Considerations

South Capitol Street is nationally significant. It has tremendous opportunity as a vehicular and pedestrian boulevard between the Anacostia River and the Capitol. At present the thoroughfare is rundown and there are tremendous obstacles to overcome. Grade separations with street ramps, barriers along the street including Jersey barriers, fencing, and other obstructions make it dangerous for pedestrians to walk along the street going north and south or to cross it east and west.

The existing buildings that remain are unappealing, and in some cases, vacant. From the Frederick Douglass Memorial Bridge on the south to the Southwest/Southeast Freeway on the north, South Capitol Street appears to be an area that has been neglected historically, underused (that is, used primarily as a commuter thoroughfare), and ill-maintained. South Capitol Street in its current condition lacks pedestrian appeal or any type of streetscape, and is generally an eyesore for the few who are forced to use it. Motorists who drive through do just that—they have nothing to stop for or to look at as they traverse this one-mile stretch of street in our nation’s capital.

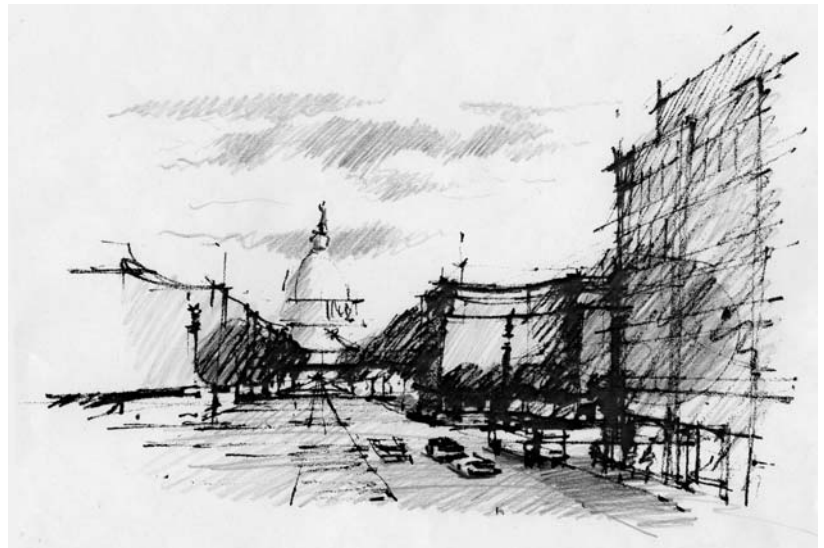
The panel reviewed numerous plans, including several put together within the last few months, and has come to the conclusion that this stretch of South Capitol Street should be a commercial street with a 130-foot right-of-way. The 130-foot right-of-way with 15-foot setbacks gives an overall cross-section of 160 feet from building front to building front, consistent with the L’Enfant plan. The panel believes that the 130-foot street width can accommodate the proposed uses. It offers three options within the section, with specific recommendations for treatment of the cross section with each option.

In drawing up these recommendations, the panel considered D.C. DOT’s preference for a six-lane street to accommodate current traffic, but decided that a four-lane street with a parking lane that can be cleared for commuter traffic will suffice. Na-

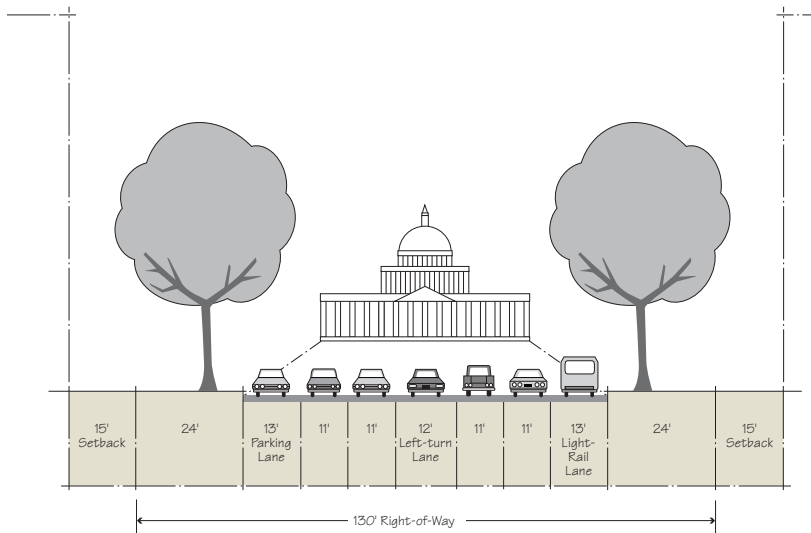


D.C. OFFICE OF PLANNING

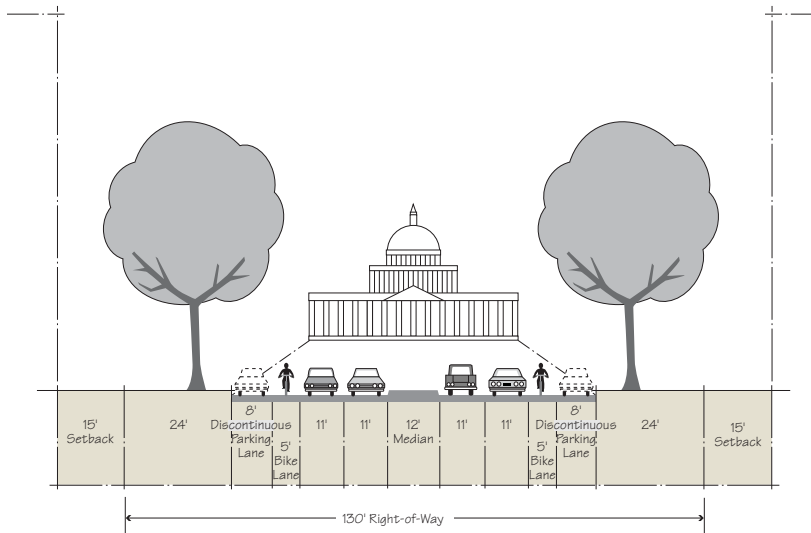
The Southwest/Southeast Freeway (part of Interstate 395) is the District of Columbia’s major cross-town expressway. Its viaduct obscures the view of the U.S. Capitol from the entire length of South Capitol Street.



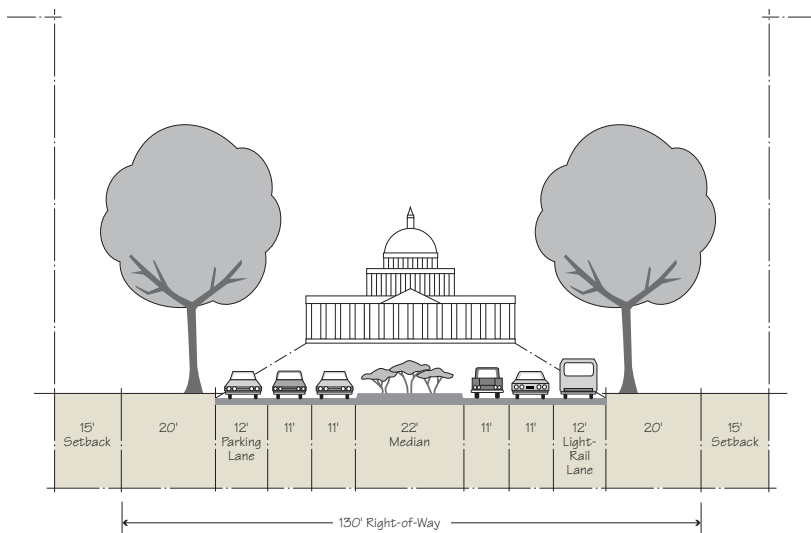
tional studies show that where traffic is constrained, alternate routes are soon adopted by commuters. The proximity of the double-span 11th Street Bridge farther upriver makes this traffic approach feasible. It will make for a much more enhanced experience for pedestrians and commuters—who will face a less trafficked, less congested South Capitol Street. The new corridor will be much more desirable for residents, businesses, and visitors. The panel suggests ways that additional lanes can be accommodated by eliminating or reducing a median, allowing the insertion of a center lane for left-hand-turning traffic. Even the option that incorporates a landscaped median suggests intermittent breaks, allowing a left-hand turn lane proximate to each intersection. When future studies show that a light-rail line is warranted, it can occupy a parking lane;



Option A: No median.



Option B: Narrow median.



Option C: Wide median.

the light-rail line is expected to reduce enough commuter traffic to justify the conversion of South Capitol Street into its ideal configuration as a two-lane corridor in each direction.

Each cross-sectional option has the following characteristics:

- A significant intersection at South Capitol and M streets, where the existing St. Vincent de Paul church should remain, with an expanded public space marking this historic and geographic center along the federal city axis;
- A minimum 15-foot setback or build-to line, and wide sidewalks on both sides of the street; and
- Design guidelines for development adjacent to the street.

The panel would like to see more study of the specific views of the U.S. Capitol from South Capitol Street to determine the exact delineation of the 130-foot right-of-way/160-foot cross section. Such a study will clarify whether a clear line of vision is possible from the sidewalks or whether it must occur from the center median.

The three cross section options follow.

Option A: No Median

Under this option, the tree-lined boulevard will accommodate five lanes in the center to provide for an unobstructed view of the U.S. Capitol. The panel envisions a street with buildings fronting sidewalks on both sides. The sidewalks will have cafés, trees, and street furniture. In some locations the sidewalks will open on to wider expanses, forming plazas with sufficient space for monuments, and forecourts to museums and other landmark buildings. This 130-foot cross section will accommodate five vehicular lanes with parking on the west side and light rail on the east side of the street. This cross section should include:

- 39-foot sidewalks from the building lines. Many uses are possible along a 39-foot sidewalk, with nine-foot planting edges for trees and landscaping along the street edge. Where the planting edges constrict to five feet, the sidewalks can expand to 34 feet; such a wide expanse accommodates cafés and outside activities.

- Light-rail location on the east side of South Capitol Street. There is an opportunity for a 13-foot one-way, light-rail lane that will ultimately travel the street between the Anacostia River and the Capitol. During early stages of the streetscape the light rail will travel as far as possible in either direction. With the phasing of additional sections of the light-rail line in the Anacostia neighborhood and across the Anacostia River, the South Capitol rail line will become part of a greater loop. As the barrier that is the Southwest/Southeast Freeway is eventually brought to grade, both the vehicular and pedestrian circulation will occur at grade. Until the light-rail line is installed, the lane can be used as a parking lane.
- Four 11-foot vehicular lanes, and a center 12-foot lane. The center, fifth, lane can be used either as a left-turn or as a rush-hour lane (at peak commuter times, left turns will not be allowed) in the direction of commuter inflow/outflow.
- A 13-foot parking lane on the west side of the street.

Option B: Narrow Median

Under this option, a 12-foot landscaped median will separate the two north- and the two southbound lanes. The median will turn into left-hand turn lanes at intersections. This 130-foot cross section will accommodate four vehicular lanes with various combinations of parking and bike lanes:

- 24-foot sidewalks from the right-of-way line, making the entire sidewalk area 39 feet including the 15-foot setback.
- An eight-foot discontinuous parking lane along both sides of the street, with specific parking areas to be determined. The discontinuity allows for wider expanses of sidewalks where monumentality is warranted by views or uses.
- A five-foot bike lane along each parking lane.
- Four 11-foot lanes.
- A 12-foot median in the center of the street, primarily for left turn lanes. Where possible, it should be landscaped.

Option C: Wide Median

This option presupposes the desirability of a 22-foot landscaped median separating the two north- and two south-bound lanes of vehicular traffic. Left-hand turn lanes may cut into the wide median at intersections, narrowing it to ten feet.

- 20-foot sidewalks from the right-of-way line: the sidewalks would include 15 feet of paving. With a five-foot landscape and street furniture edge on the street side, the sidewalk expanse is as wide as 30 feet. In some cases the 30-foot sidewalks would become wider to form plazas along the street.
- Four 11-foot lanes.
- A 12-foot parking lane on the west side and a 12-foot-wide light-rail line on the east side.
- A 22-foot median. A median with large shade trees would add more landscape and provide a shaded boulevard. In some locations, there could be monuments in the larger areas of the boulevard.

These three options, and ensuing permutations, present a wealth of possibilities for improvements that will meet the goals outlined earlier for a grand boulevard as part of a gateway to the nation's capitol. The panel believes that there is sufficient flexibility under each option to accomplish these goals without precluding future initiatives that will enrich the urban experience.

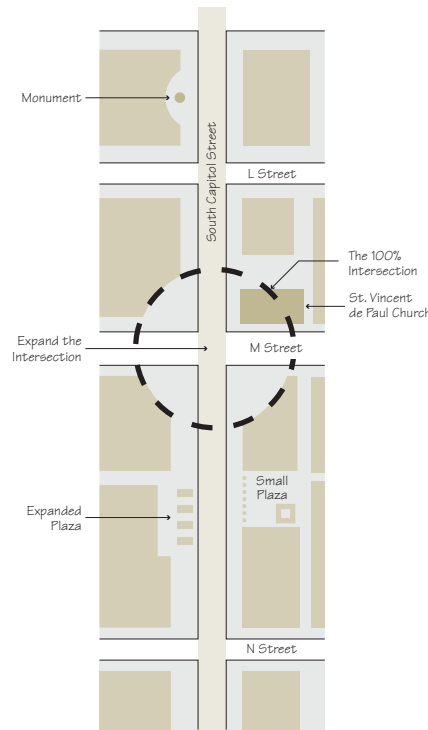
The Character of the Street

South of M Street. South Capitol Street from the south (which will align with the existing street, but at a grade closer to the river) will be a tree-lined boulevard with shade trees and landscaping along the sidewalks. Plazas and parks will be interspersed, mid-block, along the east side of I, N, and M streets, continuing through to Half Street in some locations. The buildings along Half Street might become the facades along South Capitol Street with a park or memorial in the half block between South Capitol Street and Half Street.

The Intersection of South Capitol and M Streets.

The panel envisions a more formal design statement at this intersection as the "100 percent" corner in SoCap. This location is a primary focus

South Capitol Street as a broad and permeable boulevard.



of the neighborhood and should be addressed with a much wider, more expansive landscaped area. One option is to site buildings facing this intersection on the diagonal to open up the corners (the existing St. Vincent de Paul Church excepted). At a minimum, a setback of open space at each of these significant corners for landscaped space, public art, or small monuments should be prescribed. The public area in front of St. Vincent de Paul Church on the northeast corner of the intersection can be left with enough space to create a significant setting for the only remaining and historically significant building on the street.

North of M Street. The streetscape improvements will continue north of M Street. The panel recommends a special design at the corners of L and K streets and a less, but still significant, design at the intersection of I (Eye) Street. For example, along the eastern edge of I Street, a pocket park or plaza through to Half Street can be encouraged in the blocks between O, N, and M streets.

Parks, Plazas, and Monuments. The most important aspect of city and neighborhood design is the open and green space plan. Build on NCPC's 1997 *Ex-*

tending the Legacy Plan, the 2001 *Memorials and Museums Master Plan*, and the 2003 *South Capitol Street Urban Design Study*. The panel believes that the introduction of public open space, including attractions such as monuments and memorials, will make SoCap a unique Washington location/neighborhood. No other city in the world has this address, and these monuments, memorials, and views. The park and public space framework becomes the pathway for the pedestrian throughout SoCap.

Recommended additional park locations include:

- Half/First/N and O Street Park;
- Half/First/I to K Street Park; and
- A park at what is now Buzzards Point to connect riverwalks along the Anacostia to newly created ones along the channel.

South Capitol Street Design Guidelines

South Capitol Street is the grand entry to the city. It is the only location from which to view the U.S. Capitol dome from a vista. The design of the elements of the area should be in keeping with the national and international significance of the vista and the prime location.

While there are many plans for the area, no specific design guidelines for the South Capitol Street corridor exist. The panel recommends that design guidelines be completed in the near term. Several of the people interviewed have confirmed considerable development activity in the area. Property owners and developers have designs in process, and in some cases, these have already been submitted to permitting agencies. A review of the designs has led the panel to believe that they could be an issue in terms of location and suitability for the South Capitol corridor and neighborhood.

Development guidelines for SoCap are intended to serve as a guide for physical development, and should serve to help achieve the vision of the area as a desirable address for residents, office workers, and shoppers. Historically, SoCap has been underused and neglected. It is important that the neighborhood be designed in a such a way as to make it the place where people want to

live and work. It should have active, engaging streetscapes and buildings, with the type of transparency that makes them inviting and pedestrian friendly.

Design guidelines objectives are to:

- Encourage compatible residential, office, and commercial uses;
- Enhance and protect the neighborhood as a nationally significant location;
- Improve the vistas and views of the U.S. Capitol from the area;
- Animate and populate the streets with a variety of street-level commercial uses that attract people;
- Link the street with the open public and park spaces throughout the neighborhood;
- Encourage the integration of monuments with office buildings (the Navy Memorial on Pennsylvania Avenue is the best example of this type of compatibility); and
- Provide safe pedestrian and vehicular access through the design of a great boulevard.

Elements of the design guidelines for buildings should include:

- Building heights, density, and scale;
- Transparency and articulation;
- Uses;
- Street frontage;
- Service and maintenance;
- Maximized number of ground-level entrances;
- Awnings/sidewalk cafés;
- View corridors;
- Terraces;
- Setbacks; and
- Orientation and building edge.

Elements of the design guidelines for landscape, hardscape and medians should include:

- Street paving;

- Sidewalk paving;
- Landscape;
- Trees;
- Street furniture;
- Uses on paving;
- Vendors;
- Parallel parking;
- Street lighting;
- Billboards and signs;
- Parking and directional signs; and
- Parking frontage.

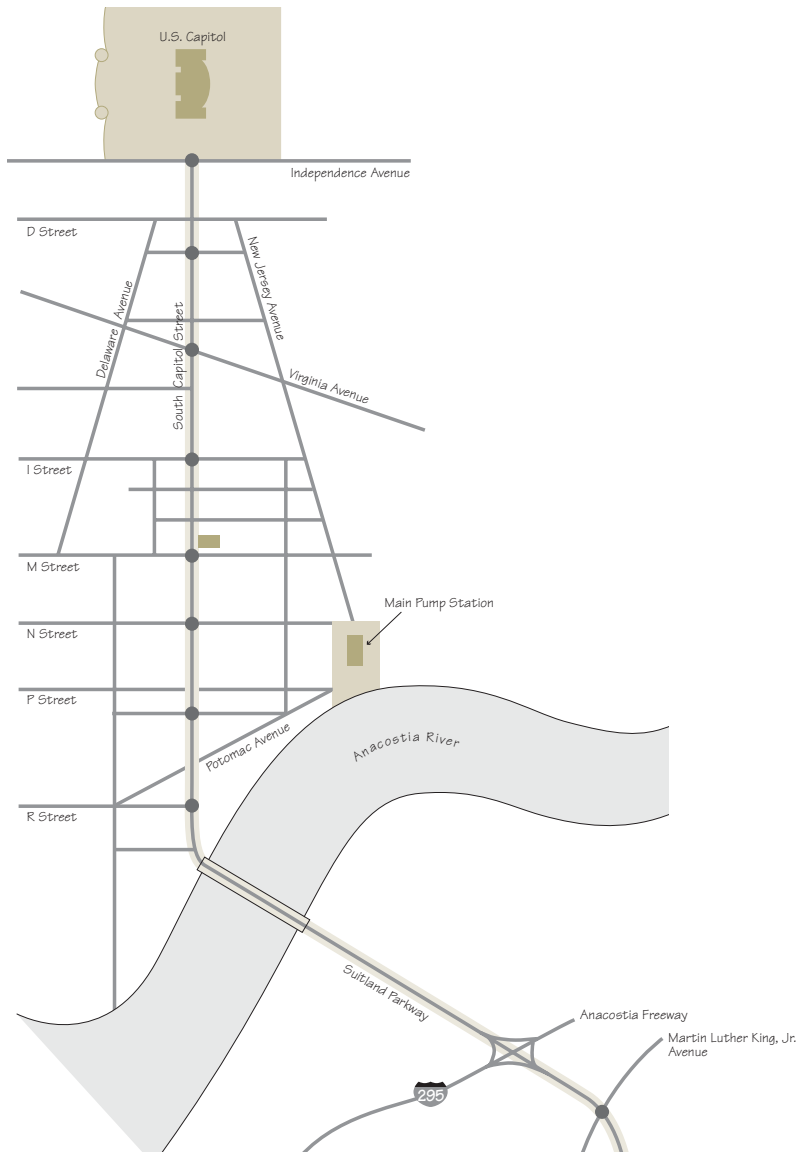
Securing Site Control along the Corridor

The panel sees a need to protect the long-term evolution of South Capitol Street from immediate development pressures. To accomplish this, the panel recommends a “temporary taking” of properties along South Capitol Street. This type of taking is used to provide a short-term hold (restriction of use and development) on property to forestall construction of nonconforming uses in the area while planning is completed. In the South Boston Seaport area, for example, temporary takings were accomplished over the past ten years in the area of the Big Dig along the Central Artery.

The Massachusetts Turnpike Authority (MTA) carried out a temporary taking of parcels and portions of properties for use as construction service areas on an interim basis. For a three- to five-year period the cost of the taking was determined as the foregone (future) cash flow during the temporary period rather than the fee value of purchasing the parcel outright. In most cases the land was being held for future development. The parcels were returned enhanced, as the Big Dig improved property values throughout its impact area. The panel envisions a need for temporary takings to protect the area until the final master plan and land use designations are complete and, in some cases, until the final streetscape design and construction are finished.

Finalize the Plans

Four separate studies commissioned by three separate lead agencies have evaluated the role



Intersecting streets at grade along South Capitol Street.

of South Capitol Street with respect to its historically intended role, its role in relation to the overall design fabric of the city, as well as its carrying capacity for city and regional traffic. All these studies have advocated the removal of physical barriers within the South Capitol area and removal of visual barriers between the Capitol and the Anacostia River. The studies have logically built upon each other, adding a role for monuments within the span of South Capitol Street while re-establishing a physical and visual connection to the Capitol, and while retaining South Capitol Street's function of carrying significant volumes of traffic through this area.

All of the studies have reinforced each other and have created certainty with respect to the existing alignment of South Capitol Street, but they have unfortunately created uncertainty with respect to the width of the right-of-way. This has

fostered uncertainty for land use and development for a wide band on either side of the roadway, exacerbated by the lack of a final decision on the new bridge alignment.

Additionally, the studies have not focused on the street's current role as a divider of the District's Southeast and Southwest neighborhoods and its potential new role as the primary backbone of the neighborhood.

The existing condition of South Capitol Street limits neighborhood pedestrian access between the east and west sides of the street. Pedestrians are required to travel one-quarter of a mile north or one-third of a mile south to cross the street. As a result, pedestrians too often scale the Jersey barriers and are injured or killed trying to cross the street—an unnecessary and unacceptable public safety risk.

The net result of the existing situation and the uncertainty with regard to right-of-way has resulted in the freezing of potential property development and neighborhood development opportunities.

First Priority Initiatives

In order to accelerate the neighborhood development process, the first project recommended for South Capitol Street is to:

- Proceed immediately with the raising of South Capitol Street to an at-grade street with a 130-foot right-of-way from the foot of the Frederick Douglass Memorial Bridge viaducts through to the I Street intersection on the north.
- Proceed immediately with removal of the grade separation at M Street and the 100 percent corner, and with establishing at-grade crossings at all of the intersections.
- In order to preserve the traffic-carrying capacity of the street, provide for left-turn lanes, either continuously or intermittently.

These initiatives can proceed without waiting for resolution of the bridge alignment, for the studies to determine feasibility of the under-river tunnel, or for the decision to eliminate any section of the Southwest/Southeast Freeway as an overhead facility and the restoration of Virginia Avenue.

Any of these decisions can be made and the already completed section of South Capitol Street can be incorporated into the newer project. Meanwhile, the street can begin to function as a unifying center for the neighborhood, and can bring certainty to the landowners/developers on all the projects from Half Street, S.W. to Half Street, S.E.

Second Priority Initiatives

The second set of initiatives which should be undertaken, while decisions are pending on projects with longer lead time, deal with reducing the length of the Frederick Douglass Memorial Bridge viaduct at the south end of South Capitol Street. Altering the viaducts to land at Potomac Avenue instead of almost at the intersection of N Street will:

- Double the at-grade length of South Capitol Street, creating more available street frontage for ground-level retail or commercial development, while stitching the neighborhood together into a cohesive whole; and
- Initiate the process of street improvement potentially as much as 12 years before it otherwise could begin (i.e., before the new bridge is in place).

Several factors will be decisive in determining whether to proceed with alteration of the viaduct immediately. First, preliminary engineering for the project will be critical to determining its feasibility in terms of the geometry and construction staging. Potentially, the geometry may not permit a landing at Potomac Avenue, and it may need to be extended to P Street. Even so, an additional two blocks of ground-level neighborhood-stitching development is possible. Second, the timing of this project, vis-à-vis the timing of the new bridge, will be decisive. If construction of the new bridge proceeds on the timeline described by DDOT—a minimum of two TEA cycles, or 12 years to construction—then the viaduct project becomes that much more valuable in terms of the goals of neighborhood redevelopment.

Third Priority Initiatives

The third priority for initiating improvements to South Capitol Street is the acceleration of the decision to replace the Frederick Douglass Memorial Bridge. This project is unquestionably necessary.

The appearance of the bridge alone is detrimental to upgrading of the neighborhood. More importantly, the structure is deteriorated and needs replacement. The D.C. Department of Transportation (DDOT) estimates that the bridge has a remaining life span of 15 years. Signs that warn buses and trucks to avoid using the right lane do not inspire confidence in its integrity!

Until the new bridge alignment has been decided, land use at the river's edge surrounding South Capitol Street cannot be finalized. That locus establishes the character of the street and is rightly coveted by many, including the "museums and monuments" constituency.

II. East-West: The M Street Corridor and District

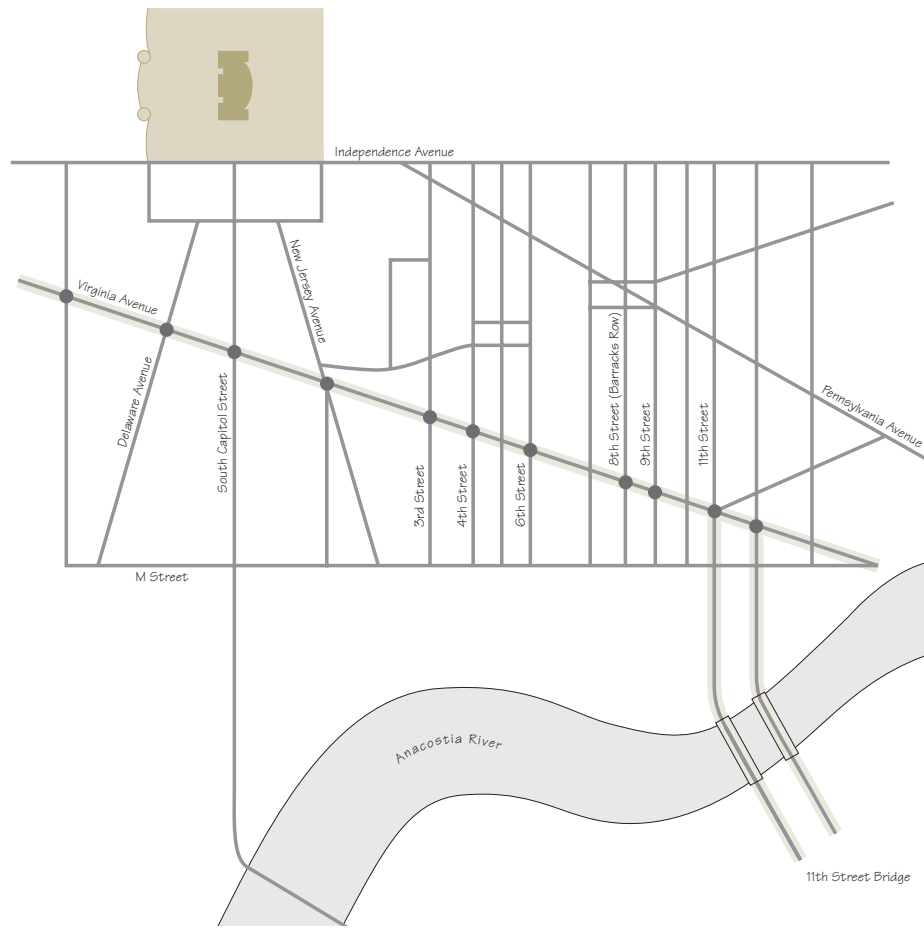
M Street is already an important commercial east-west connector, with its two Metro stations, established retail centers, and its function as the main street for all new office-related developments (including the Navy Yard) currently underway in the SoCap area. Design guidelines have already been established for the street. The panel recommends that they be implemented and incorporated into a strategic plan to develop M Street into a vital commercial corridor that would augment the role of South Capitol Street as a grand federal boulevard.

Goals

The goals of M Street improvement/redevelopment should be to:

- Improve the identity of the area along M Street;
- Promote SoCap as a desirable neighborhood in the city;
- Unify the areas east and west of South Capitol Street;
- Improve access to, from, and within the area; and
- Increase supply of high-quality, mixed-use, mixed-income neighborhoods.

Virginia Avenue restored as a surface avenue.



Initiatives

The panel recommends the following initiatives for the M Street corridor and district:

- Rebrand the M Street corridor and district with a new identity;
- Promote M Street as SoCap’s “main street”;
- Promote small-scale, neighborhood retail nodes throughout the neighborhood;
- Encourage residential development at all income levels to serve area employers;
- Improve quality and continuity of north-south streets within the area;
- Provide multi-modal transportation options for pedestrians, bicycles, public transit, and autos;
- Improve security and perception of security within the neighborhood;
- Identify locations for noteworthy uses of national significance; and
- Balance uses and activities.

Immediate Actions

The panel recommends the following immediate actions for improvement/redevelopment of the M Street corridor and district:

- Initiate Neighborhood Watch and other “clean and safe” programs;
- Create a BID (business improvement district) along M Street;
- Strengthen M Street by building on the success of neighborhood projects like Barracks Row and Canal Block Park;
- Develop a light-rail circulator along M and South Capitol streets that connects the Anacostia waterfront, the Metro stations at the Navy Yard and Waterside Mall, and Minnesota Avenue LRT alignments;
- Prepare station area plans for joint development with WMATA at the two SoCap Metro stations, with the Navy Yard Center as the first priority;
- Extend and improve the quality of surface improvements and the pedestrian experience on M Street;

- Develop continuous north-south streets: 4th Street and Delaware Avenue to the west of South Capitol Street; and to the east of South Capitol Street, New Jersey Avenue, 1st, 8th, and 11th streets.
- Recapture New Jersey Avenue as a major open-space axis from the river to the Capitol; and
- Restore Virginia Avenue at grade east of 3rd Street.

A New Identity for Buzzards Point

A key element of the revitalization of SoCap and the M Street corridor is an improvement in the perception of the area. Buzzards Point, albeit a historic name, is burdened with negative connotations. “Branding” techniques have proven to be effective in changing the image and creating value for real estate projects and communities. Rebranding is needed here to create a strategic and clear new identity for the area. Such an exercise may result in the recommendation not to use “Buzzards Point” as a name in an official capacity. This would expedite and raise the quality of development, particularly of early-stage projects that will set the tone for the area.

The area’s industrial heritage and its often edgy character lend themselves to an informal, “artsy” designation that has successfully signaled neighborhood transformation in other markets, such as SoHo in New York and SoMa in San Francisco. “SoCap” could designate the newest, hippest part of the District. Without demanding any official name changes, such district labels are relatively easy to initiate and customize. The panel used SoCap as shorthand for this area, and SoCap may well be adopted informally. A similar shorthand designation would be equally effective for the sub-area of Buzzards Point if it captures the spirit of the desired perception.

However the naming aspect is handled, the branding must be approached in a thoughtful and comprehensive manner. It should be based on professionally conducted market research and reflected in everything from streetscape to marketing brochures. Local streetcars and buses should be designated so they are identifiable as part of the neighborhood. Programming, including neighbor-

hood festivals and markets, can be used to reinforce the identity and messages of the community.

Possible positioning themes might include safety, water, “Main Street,” arts and creativity, and the area’s international and waterfront heritage.

“M” is for Main Street

M Street is the natural east-west connector for SoCap. It is already served by two Metro stations, an active street, healthy traffic, several new buildings, and many future projects. Already the transportation backbone of the area, M Street should be carefully crafted as the main street of SoCap. To knit the east and west sides of South Capitol Street together and reinforce its identity, M Street should be walkable, bikable, and friendly. The meeting of South Capitol and M streets should be the area’s prime intersection. M Street can become the shopping/eating/entertainment street; the prime address for businesses; and the front door and “poster” for the surrounding mixed-use, mixed-income neighborhoods. It should be designed for activity on both sides of the street, including retail, “rooms” for outdoor dining, street vendors, and a variety of other uses. Connections and offshoots such as Barracks Row should be encouraged and integrated as anchors along the way.

As a vital main street, M Street will naturally evolve into a series of segments with four to five distinct characters as they are adopted and shaped by users and neighbors. This should be encouraged, and will result in interesting pedestrian experiences, personalize neighborhoods, and a sense of unity for the neighborhood.

Transit is a precious commodity in Washington, D.C. The two Metro stations along M Street will become even busier as development in the District intensifies. Each station area should be carefully designed to create attractive public spaces and to accommodate the M Street neighborhood’s greatest density and most active uses. The vibrancy of M Street’s two-mile length is largely dependent on transit connections. Whether it is a streetcar or a customized rubber tire circulator, the service should be accessible, frequent, and affordable. Boulder, Colorado’s unanticipated success with its bus circulators, “The Hop,” “The Skip,” and “The Jump,” is a relevant case study on the power of

neighborhood-designed transit. And the more recent success of the Portland, Oregon streetcar system demonstrates the power of such an amenity. Enhanced transit, whether publicly financed or sponsored by a BID, will be a key part of the area's transformation. Moreover, as the character of the M Street corridor and neighborhood evolves, a transit amenity early in the redevelopment timeline will add immediate value—and set the tone for future projects.

M Street Design

Design guidelines for M Street are necessary to encourage the quality of design that is important to the success of the neighborhood. These guidelines should include the items identified for South Capitol Street, but be specifically detailed for M Street. The panel recommends a focused look at the effect of the security walls that exist, or in some cases that are proposed along the street. While it is understood that security is a significant issue for the new Department of Transportation headquarters, the Department of Defense, and the Navy Yard, alternatives to the existing streetscape should be considered. These might include wider sidewalks and more landscaping adjacent to the security walls to make the walkways more appealing to pedestrians. The walkways should be inviting to encourage access to proposed restaurant and shopping activities along M and South Capitol streets.

III. East-West: The Anacostia Riverfront

The Anacostia waterfront is yet another east-west connector serving the SoCap community. The use of the river on both banks will further the perception of the river as a connector rather than a divider among residents. In order to achieve this, riverfront development in SoCap must be integrated with the Anacostia Waterfront Initiative (AWI).

Goals

The goals for an Anacostia riverfront initiative should be to:

- Clean up the river;
- Bridge the river;

- Establish D.C. as a memorable waterfront city;
- Unify D.C. around the river;
- Create a world-class riverside park; and
- Celebrate the maritime history of the river.

Initiatives

Initiatives for Anacostia riverfront improvement should:

- Reconnect the two sides of the river with multiple access options;
- Bring a variety of uses to the riverfront area;
- Create design guidelines to protect the identity and quality of the riverfront area;
- Organize and lead the effort to clean up the river;
- Replace the historic main pump station with an underground, state-of-the-art facility;
- Preserve and reuse the historic main pump station building;
- Make SoCap a “green district”; and
- Improve and expand the bridges crossing the Anacostia.

Immediate Actions

Immediate actions for improvement/redevelopment of the Anacostia riverfront should be to:

- Initiate a multi-jurisdictional regional effort to clean up the Anacostia River through Low Impact Development Retrofit (LID-R) and water handling procedures;
- Adopt and implement the *AWI Framework Plan*;
- Adopt the Green Building Council's LEED (Leadership in Energy and Environmental Design) and sustainability guidelines in the *AWI Framework Plan*;
- Ensure high-quality development in the area with zoning and design guidelines; and
- Create an implementation and funding strategy for relocation of WASA activities.

Clean up the River

Bringing the city to the river will not be successful without a clean river. The redeveloped waterfronts in Boston, and more notoriously in Cleveland, did not become successful until the water itself was cleaned up.

The poor quality and continuing water quality issues of the Anacostia are well documented, as are the efforts to improve the contributing conditions. One of the primary contributors, the combined sewer/storm water system in the District, is the subject of a \$7-million study and implementation plan. The resulting long-term control plan has an estimated capital cost of \$1.5 billion. The majority of that capital improvement plan is under the purview of WASA and will address the majority of the District's contribution to the problem.

However, a key component of a long-term water quality solution is the implementation of stormwater controls and best management practices, and sustainable and "green" development throughout the watershed, including the District. These kinds of policies were clearly outlined in the *AWI Framework Plan*, which the panel recommends be adopted and implemented.

Specifically, a large portion of the SoCap area has impervious surfaces. The requirement or encouragement of best management practices (BMP) in redevelopment endeavors, such as non-pipe surface drainage, permeable surfaces, reduction of directly connected surfaces, and installation of inlet filters or debris diverters, etc., can be part of a long-term solution.

While these BMPs can and should be implemented throughout the watershed, the District and federal agencies can be leaders in the field by implementing and adopting BMPs within the District and for federal facilities. These practices not only include LEED certification for the building themselves, but BMPs for the development area and for the redeveloped streets and roadways.

In particular, in the *Combined Sewer System Long Term Control Plan*, WASA recommends the implementation of a LID-R program to include such measures. However, WASA does not control development or redevelopment in the District and cannot implement any of these measures directly.

WASA offers, and the panel recommends, that DCOP and NCPC work with WASA in partnership to apply LID-R to SoCap and the watershed under their control, and incorporate LID-R in zoning and design guidelines for the AWI. The goals of the partnership would be:

"...to demonstrate and evaluate LID-R effectiveness on a sewershed basis, establish design, construction and performance standards, assess costs, and determine practicality." (*Combined Sewer System Long Term Control Plan*, WASA, July 2002.)

Bridge the River

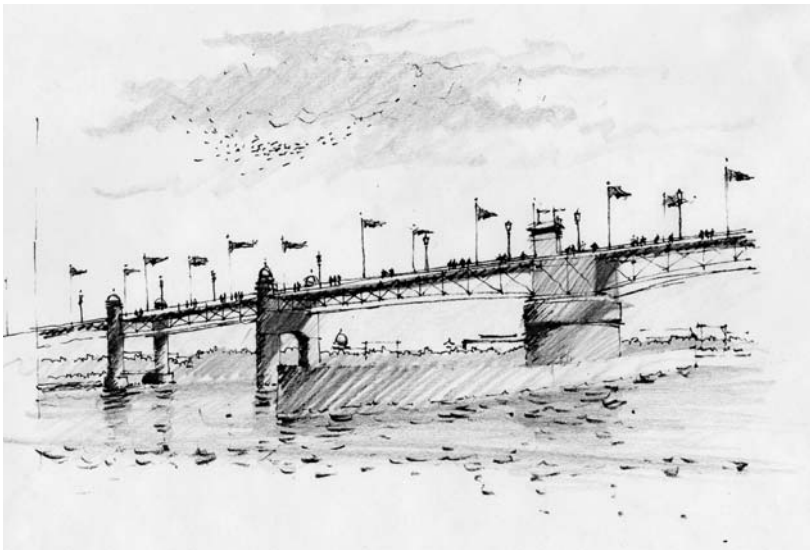
Improving connectivity to, and across, the riverfront is and will continue to be a need if SoCap is to become an integrated neighborhood of the District, and one that fully realizes and uses the waterfront. In order to improve this connectivity, the panel recommends that the following immediate actions be taken:

- Develop at-grade connections to the riverbank. This will entail shortening the viaducts at the ends of the existing bridge, and is particularly important on the north side of the river in order to have greater cross-neighborhood access within the SoCap area.

The longer-term actions for improved access should:

- Replace the Frederick Douglass Bridge. This recommendation is well documented and the need is clear. The panel recommends that the EIS be initiated and funding secured as soon as possible. The design should be an innovative operating structural concept with iconic value, and the north and south touchdowns should be developed as gateways to the riverfront park and adjacent communities.
- Reconstruct the existing Frederick Douglass Bridge as a pedestrian and transit facility. Remove the existing superstructure and use the historic McKim, Mead, and White-designed piers to support the new uses. Because of navigational concerns, the new bridge will need to have an operating span. If any of the existing operating span mechanism can be reused, cost savings may be realized.

Abutments of the Frederick Douglass Memorial Bridge, designed by McKim, Mead & White, should be preserved as the structural underpinnings for a new pedestrian bridge (rendering below).



- Develop a new crossing at the New Jersey Avenue river terminus. In order to implement this, the WASA Main and O Street pump stations and related facilities will need to be relocated as discussed earlier in this section. The crossing could initially be a ferry or tram for pedestrians and cyclists, and be related to development, recreation, and civic opportunities at Poplar Point and in Anacostia Park.
- Renew and reform the 11th Street bridges to both improve pedestrian and bicycle access and to reconfigure the approaches to simplify connections to 11th and 12th streets.

The bridge should be a “signature” structure—not just plain vanilla—that reflects the significance of the major southern boulevard leading to the nation’s Capitol building.

Uses/Anchors

The recaptured and reconfigured waterfront becomes a spectacular area for destination uses and unique anchors. In a city where public space is at a premium and demand is increasing, the Anacostia River waterfront constitutes a valuable resource for the future. Public attractions located there are mutually beneficial: they offer users a spectacular setting; they attract complimentary uses and economic development; they add to the quality of life for residents; and they rebuild the area with a new face.

Several categories and specific use types could be suitable for the waterfront/riverfront and should be considered:

- Museums:
 - Maritime Museum,
 - Potential Guggenheim site,
 - Union Town Museum,
 - Military museums (Navy Museum is already there), and
 - Future requests.
- Water research center;
- Baseball Park;
- Educational/environmental organizations;
- Wetlands;
- Bird watching clubs;
- Park/recreational facilities;
- Walking/jogging/biking paths (within a 75-foot setback from the river);
- Marinas/Boating docks;
- Boat tours;
- Rowing clubs; and
- Water taxis.

Uses should be planned in compatible “clusters” on both sides of the river to make a diverse and exciting waterfront area. There should be active



The Washington Navy Yard occupies 66 acres and 2,100 feet of the Anacostia River shoreline. Navy ships are docked there for ceremonial purposes.

and passive areas, and large- and small-scale attractions.

Connections are key, and should favor pedestrians, bicycles, and transit over automobiles. Adding pedestrian- and-bike-only bridges will add an important dimension and value to the area and will reintroduce human scale to the industrial surroundings.

Design guidelines should overlay the waterfront area to unify the architecture, signage, and infrastructure.

Riverfront Pedestrian Walkway

Washington Navy Yard. The 66.3-acre historic Washington Navy Yard includes a continuous 25-foot wide green space along the river that features a paved walkway, benches, and landscape. Currently this riverwalk is not accessible to the public due to the high security standards at the Navy Yard. The Navy is planning to build a security wall along the 25-foot setback, from 11th Street, N.E., to 6th Street, N.E., in an effort to make the riverwalk accessible to the public.

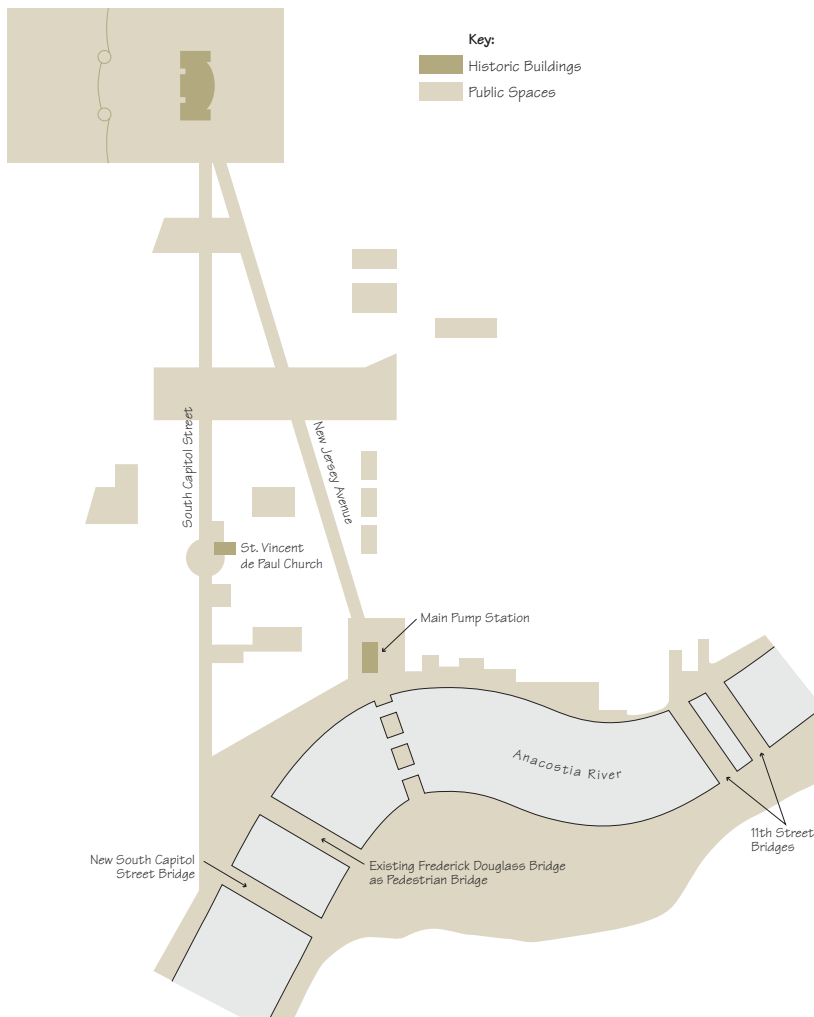
The Southeast Federal Center (SEFC). The SEFC has included, as part of its Request for Qualifications from the GSA, a requirement that developers of the selected plan include a 28,000 square-foot waterfront park. This park is part of a larger mixed-use project and will be open to the public, connecting with the Navy Yard riverfront park for an eight-block waterfront public path. It is a great beginning to what could ultimately become a destination point and connection to green spaces throughout the District. Just as the Virginia side of the Potomac River has been devel-

oped into a biking and walking recreation attraction over the last 20 years, so the Anacostia waterfront could become a local and regional attraction.

Florida Rock. The continuation of Anacostia Riverside Park is envisioned as a 75- to 100-foot wide public right-of-way along the north bank of the river to Buzzards Point, an approximate two-mile pathway. Larger parks could be located adjacent to the Riverside Park south of Potomac Avenue. It is important to preserve these open space locations now prior to the full impact of development pressure that already exists in some locations. It is important that this right-of-way be set aside and developed as part of any future development on the site.

Poplar Point. The panel is encouraged to see a proposal for a 100-acre park at Poplar Point. Cultural facilities, memorials, and monuments are envisioned. Due to the security and lack of access to the Green Leaf Point area, Poplar Point will be the only publicly accessible open space across the Anacostia River from SoCap.

The Pump Station and Extension of New Jersey Avenue. The existing pump station facility, located at the intersection of the waterfront and the extension of New Jersey Avenue, is a building with historic character in a potentially critical location. Its current use is as a major sewer and stormwater pump station facility for WASA. While the facility has undergone upgrades and renovations, the facility cannot be considered state-of-the-art, and odors, while not expected to be severe, cannot be tightly controlled.



South Capitol Street and New Jersey Avenue as major view corridors.

WASA has a number of related facilities in the area, including a 1950s brick pump station building (of no historic significance), and a fleet maintenance and storage yard. Like WMATA, WASA recognizes that redevelopment of the area will require that those lands be put to a “higher and better” use and, like WMATA, WASA is receptive to arrangements such as joint use, which would enable them to relocate the fleet yard as well as the pumping facilities to another location.

Should the agency decide to take this approach, the pump station can be relocated to the south side of the river and constructed as an underground facility. The estimated \$200-million expenditure will result in a state-of-the-art facility that will be able to control odors much more tightly.

At the same time, the facility will be concealed from sight, allowing land uses at the surface that are compatible with future proposed uses for the area on the south side of the Anacostia River. This will also free up space for new uses on the north bank of the river and within the historic pump station building.

Reuse of the historic pump station building could include creation of a museum/educational/tourist facility at the extension of New Jersey Avenue on the waterfront. The terminus of New Jersey Avenue is a natural venue for such maritime uses as marinas, which in turn will encourage development of public landings that require dredging.

IV: Adjacent Influences: North End of South Capitol Street

The north end of South Capitol Street is marked primarily by the elevated Southwest/Southeast Freeway. Historically, the office of the Architect of the Capitol controlled the area north of the freeway, but the office also maintains jurisdiction over large parcels south of the viaduct, on the east side of South Capitol Street. The Architect of the Capitol has plans underway to improve and redevelop the parcels under the office’s control, and those are not necessarily compatible with the long-range initiatives being recommended by the panel. One currently underway is the renovation and expansion of the Capitol complex’s power station, located north of the viaduct. A second plan, under consideration but not finalized, is to fully utilize the Architect’s parcels south of the viaduct by constructing a new Capitol Police substation, taking up most of one block.

Goals

The goals for redevelopment initiatives of the north end of South Capitol Street should be to:

- Create continuity and connections throughout SoCap;
- Create a recognizable and cognitive connection to the National Mall;
- Insure compatible development with adjacent areas; and



New Jersey Avenue terminates at WASA's main pump station. The panel recommends that the view corridor be re-established.

- Ensure views and vistas of the U.S. Capitol from South Capitol Street and the SoCap neighborhood.

Initiatives

The following initiatives need to be in place before implementation begins:

- Integrate expansion of congressional offices north of the Southwest/Southeast Freeway with SoCap neighborhood scale;
- Improve pedestrian connections with the SoCap neighborhood; and
- Determine funding sources for restoring the Southwest/Southeast Freeway as Virginia Avenue at grade, and constructing a tunnel to accommodate through-traffic.

Immediate Actions

The following immediate actions can be taken:

- Coordinate SoCap redevelopment plans with the Architect of the Capitol; and
- Design a new transition through the Southwest/Southeast Freeway to reconnect the grid of SoCap to surrounding streets and neighborhoods, mitigating its presence in the short term.

V. Adjacent Influences: Historic Anacostia Neighborhood

Though technically beyond the panel's study area, the Anacostia neighborhood plays an integral role in the successful redevelopment of SoCap. If a primary driver for the revitalization of South Capitol Street is an enhancement of the visitor experience

in approaching the U.S. Capitol, that approach necessarily traverses the Anacostia neighborhood.

Goals

Any redevelopment scheme that affects the Anacostia neighborhood must meet these goals:

- Avoid displacement and protect its sense of neighborhood;
- Ensure neighborhood services;
- Enhance the quality of life for existing residents; and
- Create jobs and promote local commerce and investment.

Initiatives

Expressed as initiatives, such goals will:

- Protect the historic status of the Anacostia neighborhood;
- Respond to market forces and provide neighborhood services;
- Attract more investment in public infrastructure such as public open space, parks, and pathways;
- Provide more of the basic "clean and safe" city services such as police and waste management;
- Protect against predatory lending practices and developers with no interest in the neighborhood;
- Market the neighborhood as a residential location;
- Strengthen the schools and other neighborhood institutions;

- Encourage entrepreneurial opportunities; and
- Improve surrounding land uses and the pedestrian connections at the Anacostia Metro station.

Immediate Actions

The following immediate actions can be taken toward meeting such goals:

- Work with neighborhood organizations to support the above initiatives;
- Continue and extend neighborhood watch activities in the neighborhood;
- Increase housing opportunities for a diversity of incomes; and
- Encourage joint development of WMATA lands around Metro stations according to best practices of transit-oriented development.

Implementation

The panel recognizes the uniqueness of planning activities in the District of Columbia and the number of interests that need to be served, some of which are local in nature while others are of national significance. Because of this, the panel proposes two entities for carrying out its recommendations. The first, the South Capitol Street Development Corporation (SCDC) should be a federal entity charged with ensuring that South Capitol Street is redeveloped into the grand boulevard that the capital of the United States deserves. The second is the SoCap Redevelopment Corporation (SRC), which should be charged with redeveloping the neighborhoods along and surrounding South Capitol Street. These entities are described in more detail in this section.

South Capitol Street Development Corporation (SCDC)

The SCDC will represent national and local constituencies that were key participants in the existing South Capitol Street and Anacostia Waterfront Initiative studies. The SCDC will be instrumental for combining efforts to create a world-class gateway to the monumental core of the federal city, and to coordinating with other efforts to knit together SoCap into a more vibrant District neighborhood. The SCDC will identify the scope of work, the sources and uses of funds, and a timeline for implementation of corridor improvements.

The goals of the South Capitol Street corridor redevelopment plan require significant funding and consistency of vision over an extended period of time. Specifically, these short- and long-term goals call for and are worthy of significant federal funding. Justification for federal expenditures on SoCap is threefold:

- First, the South Capitol Street corridor is the historic entrance to Capitol Hill from the south.

It is the main gateway for visiting foreign dignitaries who use Andrews Air Force Base and are escorted into the city along Suitland Parkway. This ceremonial function underscores the federal interest in security, especially once the approach crosses Anacostia River. It will take significant time, money, and management to take full advantage of the opportunity to make this the grand entrance to the Capital City that it can and should be.

- Second, recent federal investments and planned developments have spurred significant private commercial development activity, planning, and land acquisition in SoCap. Without the rapid creation of a governmental authority to focus on and protect long-term national and local goals for the corridor, there is increased potential for loss of control and increased costs and delays for the federal government.
- Finally, an improved South Capitol Street will create promenades that will provide a platform for outdoor assemblage and improve the area's aesthetic. It will help knit together the SoCap area and provide pedestrian access, drawing tourists down a new boulevard of monuments, parks, and finally, to the Anacostia River. The Anacostia River connection creates the opportunity to link up the most historic of all of Washington's waterfronts to create the unified vision that was part of the original orientation of the L'Enfant Plan.

Redevelopment is already underway to the southeast and southwest and is converging on South Capitol Street. Without a swift and dedicated effort, many of the NCPC's and DCOP's goals, which have been identified in various reports and studies conducted over the past few years, will be far more difficult to attain. These lost opportunities may include the loss of sites that best support tourism, monuments, and view corridors. Formation of the single-focus SCDC will concentrate efforts on

**Figure 2
Implementation Schedule**

Priority/Site	Begin Now	2005–2010	2010–2015	2015–2020
South Capitol Street				
1 Prepare Design Guidelines	■			
2 Create a South Capitol Street Development Corporation	■			
3 Protect long-term possibilities along South Capitol Street corridor	■			
4 Begin EIS on the new bridge	■			
5 Design South Capitol Street	■			
6 Build South Capitol Street	■			
7 Bring viaduct to grade at the Frederick Douglass Bridge south of Potomac Avenue	■			
8 Restore Virginia Avenue to reopen sight line to the U.S. Capitol			■	
9 Determine potential locations for federal interest uses	■			
10 Design public right-of way-and public spaces	■			
M Street				
1 Adopt DCOP's Design Guidelines	■			
New Bridge				
1 Begin EIS on the new bridge location	■			
2 Design the new bridge	■			
3 Determine funding sources	■			
4 Build new bridge		■		
Anacostia Riverfront Park				
1 Restore wetlands where possible on the south side of the river		■		
2 Review the potential to move WASA pump station operations from its current historic building to south side of the river as an underground state-of-the-art facility	■			
3 Extend New Jersey Avenue to the Anacostia river			■	
4 Build a park on the south side of the Anacostia river		■		
5 Reuse the historic WASA pump station as a cultural facility			■	
6 Continue operating the nonprofit water-related facilities along the Anacostia River	■	■	■	□
7 Move the WASA pump station to south side of river			■	
Clean up the Anacostia River				
1 Adopt best management practices, green building guidelines, and sustainable development from the Anacostia Waterfront Initiative Framework Plan	■			
2 Form a partnership with WASA to implement the LID-R for the District and Federal projects	■			
Neighborhood Development				
1 NCRC or District overview of neighborhood development	■			
2 Unify the neighborhood through new identity (SoCap or other)	■			
3 Prepare park and open space plan	■			

these site-specific goals, provide a mechanism for acquisition of strategic locations for these initiatives, and impart the ability to set a standard of design excellence for the public streetscape.

Immediate actions identified in the Initiatives portion of this report can best be achieved through such an entity. As stated elsewhere, immediate action items for SCDC are:

- Gain control of the streetscape design and setbacks for South Capitol Street;
- Design and construct the South Capitol Street corridor;
- Immediately begin the design and implementation of a new South Capitol Street and M Street intersection; and
- Seek funding for the replacement of the Frederick Douglass Bridge and its reuse as a pedestrian bridge.

By demonstrating action, the SCDC will instantly become the single-contact entity to which owners, developers, and residents can present ideas and get answers regarding scope, phasing, and transportation issues on what has been a heavily studied area with no direction. This will bring clarity and relief from the uncertainty that has been raised by the multitude of recommendations contained in the various plans and studies.

The SCDC should be a federal entity with representation from among the following:

- Key federal agencies which have an invested stake in SoCap, including NCPD, NPS, the Commission of Fine Arts, GSA, the Navy, USDOT and the Architect of the Capitol;
- A representative appointed by Congress, under the direction of Congressman Steny Hoyer;
- A representative of Congresswoman Eleanor Holmes Norton;
- Representation from a dedicated redevelopment agency focused on the SoCap area, whether it is NCRC or the proposed AWDC;
- Representation from District of Columbia agencies;

- Representation from the Historic Anacostia and SoCap neighborhoods; and
- Inclusion of private members, to bring in discussions of economic impact and opportunities to the SCDC.

Given the national significance and need for rapid and substantial financial support to take full advantage of this unique opportunity, federal representatives should hold the majority of positions in the governance of the SCDC. Through this it is hoped that the funding, authority, consistency, and control necessary to act quickly and realize the full potential of this historic opportunity can be achieved.

The best way to obtain federal funding and expedite the design and reconstruction of South Capitol Street, a new Frederick Douglass Bridge, and public open space improvement at the Anacostia River gateway is through the South Capitol Street Development Corporation (SCDC).

South Capitol Redevelopment Corporation (SRC)

An existing redevelopment entity, the city's National Capital Revitalization Corporation (NCRC), is focused on District-wide redevelopment activities and has been active in the Southwest waterfront area of SoCap. During the time that the panel met, the city announced plans to create a new Anacostia Waterfront Development Corporation (AWDC). Given the scope of the South Capitol Street initiatives, SoCap would best be served by its own redevelopment authority, possibly a subsidiary of the AWDC.

This new authority will focus wholly on SoCap. Currently, property owners in the District are additionally taxed when their property is left undeveloped; however this additional tax is not being utilized to the benefit of the neighborhood. The redevelopment corporation will focus these revenues or special assessments on enhancements within the neighborhood, especially along M Street and the waterfront. This will continue to discourage the underutilization of land for extended periods of time. The benefit to the property owners of such an approach will be accelerated redevelopment.

ment, improved property values, and a consistent and well-maintained infrastructure.

SRC initiatives will encourage tourism to the waterfront and retail business development along M Street. The organization's localized focus will accommodate neighborhood concerns about traffic, safety, massing, and uses, and help to knit SoCap together. Aside from the South Capitol Street component itself, there is much for the city to do to bring together the SoCap community through the work surrounding the Anacostia River and the M Street corridor, including:

- The knitting-in of potential public waterfront development, such as the relocation of the Navy Museum, with access across waterfront properties to other potential sites on Buzzards Point to provide anchors for tourism from South Capitol Street;
- The promotion of commercial retail spaces along M Street to support and tie together the DOT headquarters site with neighborhoods to the north and west;

- Sewer district and transportation improvements: these development opportunities are best coordinated at the District and neighborhood level; and
- Stabilization and protection of public housing resources in order to reduce residential displacement as a result of transitioning land values.

This combination of two separate, but related, organizations will attract and retain the support of Congress to provide the timely and successful implementation of the South Capitol Street plan—through the SCDC—while allowing the city to focus its time and resources on improving the quality of life for its residents and workers in and around the SoCap neighborhood, through the SRC.

About the Panel

Richard (Dick) W. Reynolds

Panel Chair

Boston, Massachusetts

Dick Reynolds, a principal of Spaulding and Slye LLC, is currently the managing director of their Capital Markets Group, with responsibility for investment sales and financing in the New England region. He also has oversight responsibility for the firm's 12-person Research Group, which provides economic and market research for all operating groups within the company.

Reynolds has over 34 years of experience in real estate, starting with eight years at New England Life as an investment officer in the Mortgage and Real Estate Department. He then moved to the Gerald D. Hines Interests as a partner in the Boston office for seven years, after which he, together with three partners, formed Reynolds, Vickery, Messina, and Griefen, a Boston-based development and management company. In 1993 this company merged with Spaulding and Slye.

Since joining Spaulding and Slye, Reynolds has performed a variety of roles including acquisitions for a large private fund in joint venture with a major pension fund, reuse and disposition consulting for national corporate clients, acting on behalf of several large Boston law firms in major lease transactions, and acting as developer of suburban office projects on behalf of private equity capital.

He has also served as the president of the Greater Boston Real Estate Board, chairman of the Massachusetts Government Land Bank, chairman of several ULI IOPC councils, and is currently the chair of the Boston District Council of ULI. Reynolds holds a BA from Tufts University and an MBA from Babson College.

Gregory S. Baldwin

Portland, Oregon

Gregory S. Baldwin, FAIA is a partner with Zimmer Gunsul Frasca Partnership and has over 30 years of experience as an architect, urban designer, and planner. As partner-in-charge of planning and urban design, he has worked with the city of Portland to rebuild its community over the past 30 years. The renewal efforts include visions, plans, and projects for the downtown and all adjacent districts, the open spaces and the transportation systems that serve them, and important public buildings.

In the past two decades, Baldwin has drawn on the experience of Portland and is applying the principles to different circumstances in communities including Seattle, San Francisco, Los Angeles, Denver, Minneapolis, Chicago, New Jersey, Houston and other locations.

Many of these projects have received special local, state, and federal urban design recognition—including a Presidential Award for Design excellence for the Westside Light Rail Corridor in Portland—and have been recognized in national and international publications.

Baldwin received his Bachelor of Arts, Master of Architecture, and Master of Architecture in Urban Design from Harvard University. He was awarded a Marshall Prize, a Fulbright Fellowship and a Rome Prize for post-graduate study. He is a fellow of the American Academy in Rome and of the American Institute of Architects.

Ray Brown

Memphis, Tennessee

Ray Brown offers architectural and urban design services as a consultant for individual projects. He provides creativity, skills, experience, knowledge,

and ideas in fields of specific expertise including architectural and urban design, project direction, project development, and strategic planning. Brown seeks projects that have the potential to improve the quality of life for disadvantaged residents by transforming at-risk downtowns and urban neighborhoods into more livable communities.

Brown directed the design and construction of AutoZone Park in Memphis, America's finest minor league baseball park, and a crown jewel in Memphis's downtown renaissance. As vice president for development of the Memphis Center City Commission, Brown set the framework for the downtown urban design plan, facilitated new development, recruited new businesses, and administered design standards.

For 26 years, Raymond Brown Architect specialized in providing municipal and private clients with architectural and urban design services, focusing on downtown redevelopment and planning. He authored Dayton, Ohio's first downtown urban design plan and citywide urban design guidelines.

Brown taught architectural design at the University of Cincinnati. He is a volunteer for Memphis Habitat for Humanity and an associate member of ULI.

Brown holds a BS in Architecture from the University of Cincinnati.

Michael R. Buchanan

Atlanta, Georgia

When he retired, Michael R. Buchanan was managing director of Bank of America Real Estate Banking Group in Atlanta, Georgia, where he was responsible for homebuilder and commercial real estate banking nationwide. Buchanan spent 30 years with Bank of America and its predecessor banks, where he was involved in all phases of real estate banking.

Buchanan is a graduate of the University of Kentucky, the Harvard Program for Management Development, and the Stonier School of Banking. He is a member and newly appointed trustee of the Urban Land Institute, and serves as development vice chair of the Institute's Suburban Office Coun-

cil. He is an active member of the Real Estate Roundtable and its Real Estate Capital Policy Advisory Committee. He also has served as a trustee and a member of the executive committee of the Georgia Conservancy, and as a member of the Nature Conservancy's real estate advisory board.

Barbara Faga

Atlanta, Georgia

Barbara Faga is chair of the board of EDAW, an environmental, economic, planning, and design consultant. In addition to chairing the worldwide firm of 1,000 employees and 24 offices, she is an active designer, working as a principal in EDAW's Atlanta and Miami Beach offices. Her recent projects include chairing a task force for Mayor Shirley Franklin, resulting in a new direction for parks and open space in Atlanta; Centennial Olympic Park in Atlanta; Diagonal Mar Parc in Barcelona; South Beach and Ocean neighborhoods urban design/streetscape and Indian Creek Greenway in Miami Beach, representing \$50 million in construction cost; Carter Presidential Center in Atlanta; Celebration in Florida; Schuylkill River master plan in Philadelphia; and Lancaster Avenue in Fort Worth, Texas. She is currently working on public consensus for the Wharf District park plan of the Rose Kennedy Greenway, a park over the \$15-billion "Big Dig" in Boston, and working on the design for West Peachtree Street in Atlanta.

Faga has worked as an in-house landscape architect and urban designer with the cities of Atlanta and Alexandria, Virginia. She received the Distinguished Alumni Award for Landscape Architecture from Michigan State University in 1998, and was named one of the top 15 women changing the world of architecture by DesignIntelligence magazine in February, 2003.

Faga has conducted numerous public meetings, served as a board member, and chaired several environmental, professional, and retail associations, and speaks regularly in the U.S. and South America on urban issues for professional associations, public agencies, and universities. She is an urban designer with more than 25 years of experience

emphasizing downtown plans, master planning, site planning, construction and recreation planning. She has directed complex teams on large time-sensitive projects. Her award-winning projects include preservation plans, retail, downtown revitalization plans, waterfront development, parks and recreation, land management plans, and housing and community developments. She has worked in a variety of locations including South America, the Middle East, and Europe. She is currently writing a book on public consensus.

Faga received her Bachelor of Science in landscape architecture from Michigan State University and also attended the Georgia Institute of Technology in Atlanta. Her academic appointments include lecturing at universities; her professional affiliations include being a member and officer in professional associations, foundations, and civic, environmental, and business groups; and her professional honors include awards from ASLA and APA.

William E. Ishmael

Sacramento, California

William E. Ishmael is a senior vice president and also serves as principal of Nolte's Sacramento and Mexico City offices. He is responsible for specific projects and serves as principal-in-charge for land development, redevelopment, infill, and infrastructure projects. As a senior vice president of the firm, he serves on Nolte's Executive Committee.

Ishmael also has professional experience in both the planning and engineering of major investments. As deputy director of the Richmond (Virginia) Regional Planning Commission (the 'COG'), he was responsible for the performance of land use and facilities planning projects for local governments, as well as the preparation of the Housing Elements for member jurisdiction. These projects included comprehensive planning on a countywide and area basis, as well as sewage collection and treatment plant design.

As a commissioned officer of the US Navy, Ishmael managed construction projects up to \$5 million as the assistant resident officer in charge of

construction in Pearl Harbor. He also served as public works officer for several of the Navy shore commands. In that capacity, he was responsible for capital programming, design, and accomplishment of projects. Typical projects consisted of maintenance, repair, rehabilitation, or construction of Naval shore facilities.

William G. Lashbrook

Pittsburgh, Pennsylvania

William G. Lashbrook is senior vice president responsible for portfolio and business risk management for PNC's Real Estate Finance unit. He began his career with the Bank of New York in 1973 and progressed through various management positions in the bank's commercial lending and real estate divisions before becoming vice president and head of their National Real Estate Lending division. In 1993, Lashbrook moved to MidLantic Bank as senior vice president and credit officer for the real estate business, then moved to Pittsburgh as real estate credit officer following PNC's acquisition of MidLantic in 1996. In 1997, he started PNC's Residential Lending segment, focusing on building the bank's multi-family and homebuilder business nationwide.

Lashbrook moved to his present position in 1998 and directed the creation of information systems and data to better manage PNC's real estate business. In 2000, he began coordinating new product development, bringing other bank products to real estate customers. He is a member of ULI and the National Multi-Housing Council. He received his BA in economics and political science from Duke University and earned his MBA from Seton Hall University.

David L. Leininger

Irving, Texas

David L. Leininger joined the City of Irving, Texas as director of financial services in July, 2003. Irving is a first-tier suburb of Dallas, with an annual operating budget of over \$200 million, a population of 195,000, and an area of 69 square miles. Prior

to joining the City of Irving, he was associated with Economics Research Associates (ERA) where he served as senior vice president and director of the firm's Golf and Recreation Real Estate strategic business unit. In this capacity he coordinated the activities of ERA industry practitioners throughout the firm.

Leininger was associated with a number of private sector firms in a variety of executive capacities. During his tenure at ClubCorp International from 1986 to 1996, he served in a variety of capacities, including chairman and CEO for ClubCorp Realty. From 1983 to 1985 he was associated with Triland International, a Dallas development group involved in master planned communities in Dallas, Denver, and Atlanta. He held a number of positions, including executive vice president and chief operating officer. Prior to Triland he was associated with the Las Colinas development, a 6,500-acre master-planned development located between Dallas and DFW airport. He served as the vice president and general manager of the Las Colinas Association, the management company that served the property owners of the project

Leininger began his career in the public sector in 1971. Between 1971 and 1978 he was employed by the City of Dallas in a variety of capacities, including budget director, assistant director of housing and urban rehabilitation and director of economic development. Between 1974 and 1976 he was the fiscal services administrator for the city of Garland and served as chairman of the finance committee of the Texas Municipal Power Pool.

Leininger has an AB in political science and economics from Benedictine College in Atchison, Kansas, and a MPA in city management from the University of Kansas. He pursued post-graduate courses in political economy at the University of Texas-Dallas (UTD). He has served as adjunct professor in public finance at Southern Methodist University and the University of Texas, Dallas.

Leininger is a contributing author of *Golf Course Development in Residential Communities*, published by ULI. He is a regular speaker at industry

meetings of the golf, real estate, and municipal finance industries.

Marilee A. Utter

Denver, Colorado

Marilee A. Utter is president of Citiventure Associates LLC, a Denver-based real estate development and consulting firm specializing in Transit Oriented Development (TOD), urban infill, and public/private transactions.

Utter's unique background in both public and private real estate has led to nationally published articles and numerous engagements focused on innovative approaches to community redevelopment and urban issues. Projects of note include leading the Development Around Transit efforts on the T-Rex project; redevelopment of a failed regional mall, Cinderella City, into a 1,000,000 square-foot, mixed-use transit-oriented town center; redevelopment of a 350,000 square-foot historic downtown department store, the Denver Dry Goods Building, into housing, retail, and office spaces; and a master plan and zoning for 65 acres in Denver's Central Platte Valley on the site of a former urban railyard.

Previously, Utter was transit-oriented development specialist for the Regional Transportation District (Denver), regional vice president for Trilium Corporation, a real estate development company, director of asset management for the city and county of Denver, and vice president of Wells Fargo Bank.

Utter holds a BA in mathematics and French from Colorado Women's College, an MBA from UCLA's Anderson School, and certificate in state and local public policy from Harvard's Kennedy School.

Professional affiliations include the Counselor of Real Estate designation; membership in ULI and vice chair of ULI's Colorado District Council; the University of Colorado Real Estate Center; and the Congress for New Urbanism. She serves on the board of several community organizations, including the Metropolitan State College of Denver Foundation and the Center for the Visual Arts.

David Vos

Madison, Wisconsin

David Vos is currently a senior project manager for the Alexander Company, specializing in historic adaptive reuse and urban infill projects. He was formerly the director of architectural services, directing the architectural staff and providing feasibility analysis for most of the company's projects over the past 13 years.

Prior to joining the Alexander Company, Vos spent two years working as the development director for Western Center Properties and for five years as an architectural project manager for design/builder Marshall Erdman & Associates.

Vos attended both the University of Wisconsin School of Engineering and the Madison Area Technical College associate architectural program. He is a registered architect and is a member of the American Institute of Architects, the National

Trust for Historic Preservation, and the Urban Land Institute.

He currently sits on the Historic Building Code Advisory Committee for the Wisconsin Department of Commerce. He is a staff consultant for the Waunakee Plan Commission where he once served as both a commission member and chairman of the Waunakee/Westport Joint Plan Commission.

Vos continues to provide professional consultation to municipalities, state government, private developers, lenders, and the National Trust for Historic Preservation. His clients benefit from his unique range of experience that spans across the municipal planning and zoning processes, regulatory requirements, public financing incentives, tax credit programs, and private financing as well as the design, development, construction, and asset management processes.

Appendix: Panel Interviewees

The following is a list of business and community leaders interviewed by the panel. Their input provided invaluable insight and local knowledge on the issues facing the redevelopment of South Capitol Street.

- Marcel Acosta, Deputy Executive Director, National Capital Planning Commission
- Neil Albert, Director, D.C. Department of Parks and Recreation
- Kristin Alg, U S Commission of Fine Arts
- Sandra Allen, Councilwoman, District of Columbia City Council
- William Alsup III, Senior Vice President, Hines
- Andy Altman, Director, D.C. Office of Planning
- Sharon Ambrose, Councilwoman, District of Columbia City Council
- Matt Bell, Architect, Ehrenkrantz, Eckstut and Kuhn Architects
- Max Berry, Attorney, Max Berry Law Offices
- Herschel Blumberg, President, Prince Georges Metro Center
- Sally Blumenthal, Deputy Regional Director, National Park Service
- Sally Boasberg, President, Green Spaces for DC
- Tersh Boasberg, Chairman, DC Historic Preservation Review Board
- David Briggs, Attorney for Florida Rock, Holland and Knight
- Robert Bullock, Business Owner
- Dave Cantwell, President, DC Rock, LLC
- Ted Carter, Executive Director, National Capital Revitalization Corporation
- John Cogbill, Chairman, National Capital Planning Commission
- Kent Cooper, Architect, Committee of 100
- Brian Coulter, Vice President, The JBG Companies
- Pat Daniels, Project Manager, General Services Administration Portfolio Development Division
- Diana Dascalu, Anacostia Project Director, National Resource Defense Council
- John Deatruck, Chief Transportation Engineer, D.C. Department of Transportation
- John Derrick, Chairman & CEO, Potomac Electric Power Company
- David Devilliers, Owner, Florida Rock
- George Didden, Co-Chair, Barracks Row Main Street; and National Capital Bank of Washington
- Arrington Dixon, Commissioner, National Capital Planning Commission
- Albert Eisenberg, Vice President, Government Relations, Greater Washington Board of Trade
- William Faught, Director, U.S. Department of the Navy Installations Planning Division
- Linda Gallagher, Co-Chair, Barracks Row Main Street
- Patti Gallagher, Executive Director, National Capital Planning Commission
- Michael Gerwurz, President, Potomac Investments
- Clair Gill, Chief of Staff, Smithsonian Institution Office of Facilities, Engineering and Operations
- Terry Golden, Chairman, Federal City Council

Petey Green, Chairman, Prince Georges Black Chamber of Commerce

Steve Green, Special Assistant, D.C. Office of the Deputy Mayor for Planning and Economic Development

Toni Griffin, Deputy Director, D.C. Office of Planning

Clifton Henry, Vice President, Hammer Siles George Associates

Christopher Hicks, Legislative Aide, Congresswoman Norton

Brian Holmes, Executive Director, The Maryland Highway Contractors Association

Steny Hoyer, Representative, U.S. Congress

John Imparato, Director, Naval District Washington Office of Corporate Information

Ed Johnson, Commissioner, Advisory Neighborhood Commission 6D01

Joel Kaplan, President, Super Salvage, Inc.

Denton Kent, Director, Washington Metropolitan Area Transit Authority Land and Joint Development Office

Tim Kissler, Vice President, Akridge Real Estate

Jeff Krivak, Aide, Congressman Steny Hoyer

Arturo Lawson, DC Government Relations Officer, Washington Metropolitan Area Transit Authority

Frederick Lindford, Architect, Commission of Fine Arts

Bob Mallonee, President, Senate Asphalt

Michael Marcotte, Chief Engineer/Deputy General Manager, District of Columbia Water and Sewer Authority

Tom Martens, Associate, Economic Research Associates

Ellen McCarthy, Deputy Director, D.C. Office of Planning

Bill McLeod, Executive Director, Barracks Row Main Street

Gary Michaels, President, The Michaels Company

Herb Miller, President, American Malls International

Toby Millman, Developer, Eakin Youngentob Associates

Carol Mitten, Director, D.C. Office of Property Management

F. Joseph Moravec, Commissioner, General Services Administration

Hank Nehilla, President, Cardinal Concrete

Bob Nixon, Director, Earth Conservation Corps

Scott Nordheimer, Partner, Mid-City Urban, LLC

Eleanor Holmes Norton, Representative, U.S. Congress

Dave Parsons, President, CTI/DC Inc.

Kathleen Penney, Project Manager, D.C. Department of Transportation

Joseph Pentolino, President, Superior Concrete

Dave Perry, Deputy Director, Federal City Council

Harry Pfohl, Vice President, Lincoln Properties Company

Wayne Quinn, Attorney, Holland and Knight

Harry Rombach, Associate Director for Facility Master Planning, Smithsonian Institution Office of Facilities, Engineering and Operations

Harry Schnipper, Executive Director, Capitol Hill Association of Merchants and Professionals

Bob Siegel, Commissioner, Advisory Neighborhood Commission 6D07

Doug Siglin, Anacostia River Initiative Director, Chesapeake Bay Foundation

Rodney Slater, Partner, Patton and Briggs

Chris Smith, CEO, William C. Smith Co.

Tim Smith, Senior Vice President, LCOR

Jen Steingasser, Zoning Manager, D.C. Office of Planning

Michael Stevens, President and CEO, Washington D.C. Marketing Center

Richard Stevens, Director, Washington Area Metropolitan Transit Authority Office of Business, Planning and Project Development

Roslyn Styles, Community Representative

Dan Tangherlini, Director, D.C. Department of Transportation

Art Turowski, Director of Leasing, General Services Administration

Margie Vanderhye, Former Commissioner, National Capital Planning Commission

Michael Wallach, Vice President, Anacostia Economic Development Corporation

Neil Weinstein, Executive Director, Low Impact Development Center

Beverly Wood, Senior Planner, Architect of the Capitol



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