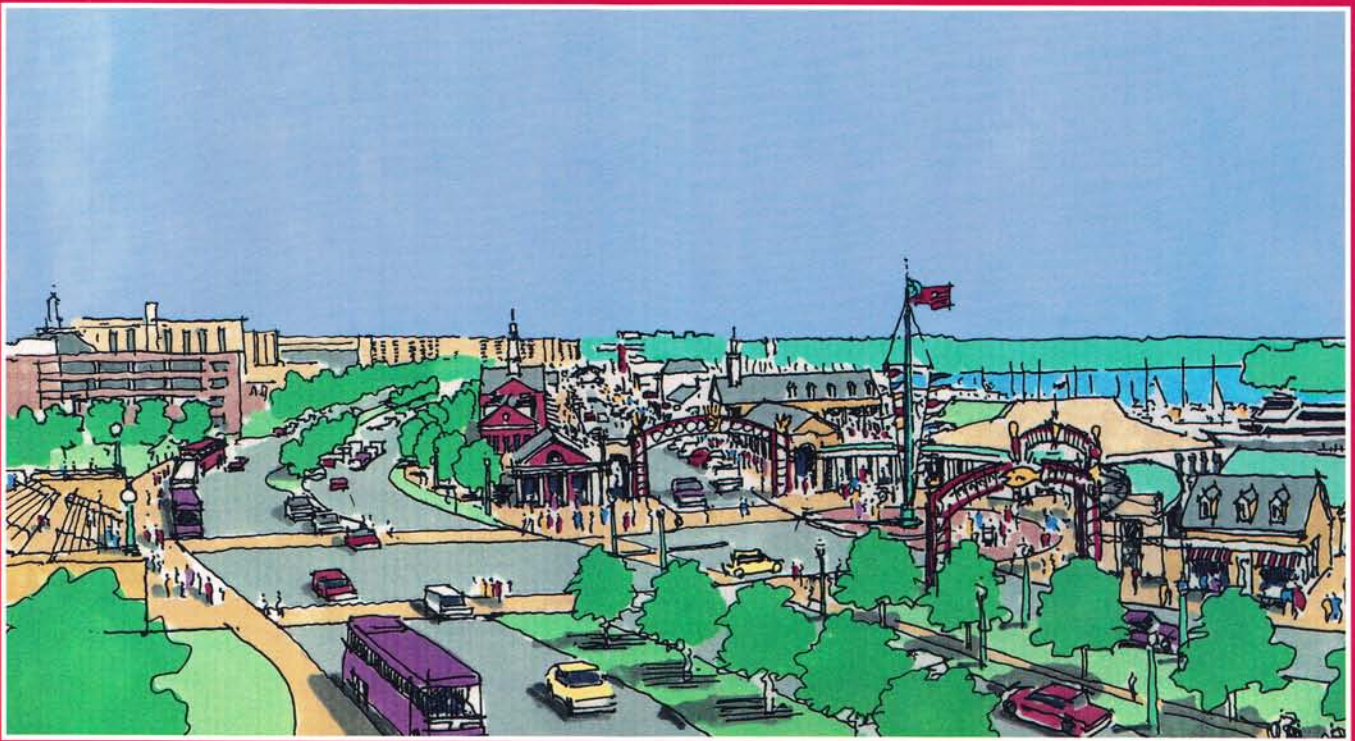


ULI

# SOUTHWEST, WASHINGTON, D.C.



## SOUTHWEST WASHINGTON, D.C.

### A Strategy for Revitalizing Waterside Mall and the Waterfront

ULI—the Urban Land Institute  
March 2–6, 1998

ULI—the Urban Land Institute  
1025 Thomas Jefferson Street, N.W.  
Suite 500 West  
Washington, D.C. 20007-5201

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**U**LI—the Urban Land Institute is a nonprofit research and education organization that promotes responsible leadership in the use of land in order to enhance the 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 this 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 some 13,000 members and associates from 50 countries, representing the entire spectrum of the land use and development disciplines. Profes-

sionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academicians, 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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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 200 ULI-member teams to help sponsors find creative, practical solutions for such issues 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 others. 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 relative to the topic of the panel and screened to ensure their objectivity. ULI panel teams are interdisciplinary. Teams typically include several developers, a landscape architect, a planner, a market analyst, a financial expert, and others with niche expertise needed to address the project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member who has 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 and a half of hour-long interviews of typically 80 to 100 key people within the community; and a day and a half 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. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation prior to 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, panel members on ULI's five-day panel assignments can provide accurate assessments of a sponsor's issues and make recommendations in a compressed amount of time.

A key strength of the program is ULI's unique ability to draw upon the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services report is intended to provide objective advice that promotes the responsible use of land in order to enhance our environment.

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*Panel Chair Wayne Ratkovich  
with Congresswoman Eleanor  
Holmes Norton.*

Both individually and on behalf of the Urban Land Institute, the panel members and staff wish to thank all of the members and leaders of the Southwest Neighborhood Assembly (SWNA) for the invitation to participate in their considerable efforts to develop a revitalization strategy for the Southwest community. The SWNA; its president, Dr. Marc Weiss; and the chair of SWNA's Waterfront Task Force, Margaret Feldman, are to be congratulated on their colossal achievement in assembling the funding and broad-based public support for this effort. Panel members and staff appreciate the efforts of all who gave briefings and worked tirelessly to provide briefing materials. The panel also appreciates the extraordinary hospitality extended by the community during the study process.

The panel expresses its gratitude to the political leaders who supported the panel and to the community. Congresswoman Eleanor Holmes Norton offered her complete endorsement to the goals and objectives of the Southwest community. Dr. Charlene Drew Jarvis, both in her capacity as president of Southeastern University and in her role as chairman



of the District of Columbia Council on Economic Development, gave her full support to the panel, providing interview space and contributing her time and expertise.

The panel is also indebted to the government of the District of Columbia—especially to Dr. Camille Cates Barnett, chief management officer; Richard Monteilh, director of the Department of Housing and Community Devel-

opment; and Councilmember Jack Evans—and to the federal government, most notably the Environmental Protection Agency and the General Services Administration, for their cooperation and support.

In addition, the panel wishes to thank the many other contributors without whom this effort would not have been possible:

## **COSPONSORS**

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And finally, the panel is grateful to the more than 100 residents and business and community leaders of the Southwest neighborhood who took the time to come and share their thoughts with the panel during the interview process.

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*Marc Weiss (center), SWNA president, leads panel members and local representatives on a tour of the study area.*

## FOREWORD: THE PANEL'S ASSIGNMENT

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The Southwest neighborhood, located in the smallest quadrant of the District of Columbia, is a largely residential section of the city with a unique character. The neighborhood was completely redeveloped during the 1960s and therefore has a different look and feel from the rest of the city, which has evolved slowly over time. The area has an almost suburban character, with culs-de-sac, large open areas, and buildings in landscaped park settings. Southwest has two locational advantages. First, it is within a short walk of the National Mall, the U.S. Capitol, and the concentration of downtown federal office buildings. And second, it fronts on one of only two developed waterfronts in the city.

The neighborhood is the most economically and racially integrated in the city and is home to members of Congress, along with families living in public housing. Southwest is viewed as an extremely stable and desirable community, with 30-year residents not uncommon and with many citizens residing in the neighborhood for generations.

The Southwest community recognizes that its stability is being threatened by the impending relocation of the 4,500 employees of the U.S. Environmental Protection Agency from Waterside Mall, the neighborhood's only large commercial concentration. Waterside Mall is a complex that includes 1 million square feet of office space and 175,000 square feet of retail space. The mall houses the major neighborhood-serving businesses in Southwest, which provide the community with many of its day-to-day needs. Neighborhood residents fear that these businesses cannot survive without the support of the office population. And it is clear to community leaders that there is no apparent replacement tenant for this 1 million-square-foot office complex. The community understands that it is essential to take preventive action to stem the decline that could occur as a result of EPA's exodus.

There are other issues as well. The community realizes that its waterfront is an underused resource with a great potential for further development. Possibili-

ties exist to expand the commercial base of the community and to improve recreational opportunities for residents.

The neighborhood is losing population, partly as the result of its aging demographics. And the Washington Navy Yard, a military facility located just to the east of the neighborhood, is beginning an expansion, adding more than 4,000 workers and offering the potential for increased demand for goods and services from Southwest businesses. To explore all of these issues and opportunities, the Southwest Neighborhood Assembly (SWNA) requested ULI to convene an advisory panel.

As the 50th anniversary of Southwest's urban renewal approaches, the perspective of time and the evolution of new understandings about urban community development offer the unique opportunity to correct past mistakes and to strengthen the economic health and social stability of the neighborhood. The changes the neighborhood is currently undergoing are bringing the prospect both for exciting new opportunity and for a significant risk of urban decay.

## COMMUNITY HISTORY AND BACKGROUND

Located in the southwestern quadrant of Washington, D.C., today's Southwest waterfront community is a product of the federal urban renewal program of the 1950s and 1960s. But Southwest has a long and rich history that dates back to the early settlement of the nation's capital. Southwest, which was first settled in the late 17th century, was included in the original city design by Pierre L'Enfant. Wheat Row, still housing residents of Southwest today, was built in 1793 and is known as Washington's oldest standing block of rowhouses. Fort McNair, one of the nation's oldest military posts, was originally established as a fort in 1794. Much of Southwest's development was oriented toward the Potomac River, with wharves for freight shipping, passenger boats, and ferries.

By 1815, the Washington City Canal had been built, cutting the neighborhood off from the rest of the city. Because of this early isolation, Southwest became a less fashionable place to live and was soon home to a diverse population of low-income newcomers with ties to the waterfront. From the mid-1800s through the turn of the century, this community offered shelter for freed slaves, as well as for European immigrants. For decades, African Americans, Italian immigrants, Eastern European Jews, and others lived and worked side by side in this poor but thriving neighborhood, rich in cultural traditions and with strong community ties.



*Wheat Row, Washington's oldest block of rowhouses, built in 1793, is a reminder of Southwest's long history.*

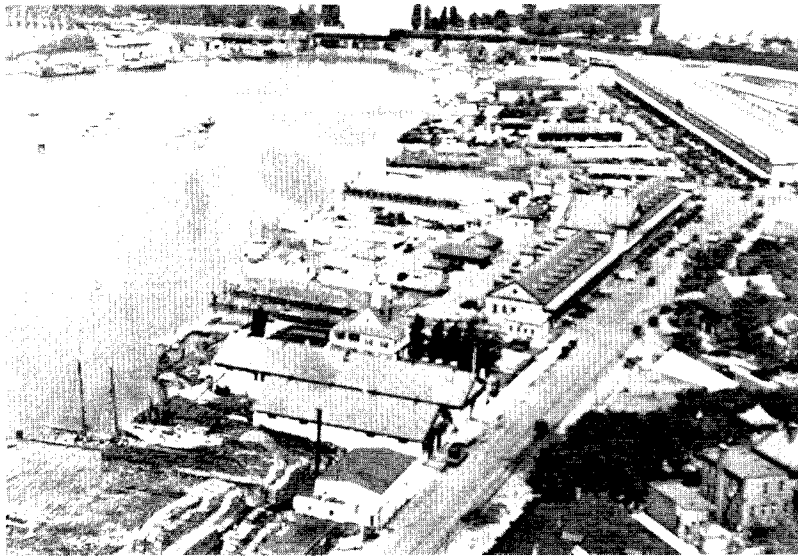


Some historians and residents consider the years between 1895 and 1930 to have been Southwest's "golden years." In 1905, the population peaked at about 35,000, and the community included a rich diversity of residents and housing types, cultural institutions, and businesses. By 1920, conditions had declined, with commercial

spillover, crowded slum conditions, and increasing poverty diminishing the desirability of Southwest once again. In the 1940s and the early 1950s, before urban renewal, the neighborhood was perceived as a slum. In fact, many sections of the community were blighted by unsafe and unhealthy living conditions.



Shown in 1931, Southwest was home to a thriving ship-  
ping industry.



In 1958, many restaurants  
and other businesses lined  
the waterfront.



Demolition in 1966 signaled  
the era of urban renewal for  
Southwest.



In the era of urban renewal, the standard redevelopment practice was to begin with a clean slate. All existing features—the historic homes and churches, thriving businesses, and gathering places that fostered the rich social life of the community—were scraped off, then replaced with wide new streets, superblocks of modern structures, and broad open spaces. Businesses, residents, and community landmarks and anchors were relocated or eliminated.

The planners of the 1950s and 1960s subscribed to a new paradigm for cities: towers in park settings and the abandonment of traditional urban forms. Conventional patterns of public open space—created by buildings lining streets—were broken apart and the street grid fractured. The objective was to separate the pedestrian from the automobile and the automobile from public open space. As a result, access has been limited for residents and visitors, and much of Southwest has been cut off from its greatest resource, the waterfront.

Despite the errors of urban renewal, the Southwest community has many positive attributes. Many people in the neighborhood have worked to maintain a cohesive community, one that is taking preventive action now, *before* major deterioration sets in. Today, the neighborhood is one of the Washington region's most successful in terms of economic and racial diversity. The Southwest Neighborhood Assembly was the first racially integrated civic association in the nation's capital, formed by uniting separate black and white community organizations.



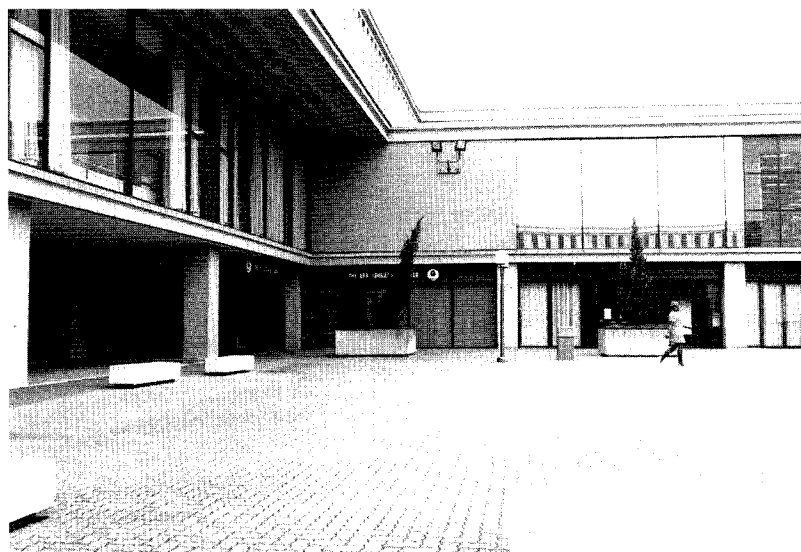
In 1997, Southwest's population was estimated at 12,488, a decline of 8.5 percent from the 1990 census. The population is 62 percent black and 30 percent white, with the remainder composed of Hispanic, Asian, and other minorities. Median household income varies widely by census tract, from over \$115,000 to less than \$11,000, indicating that pockets of poverty still exist within the community.

The physical environment includes urban housing types ranging from efficiency apartments to luxury townhomes and penthouses. The majority of these homes are about 30 years old and are generally in good to excellent condition. There are approximately 900 public housing units in Southwest, all concentrated east of Third Street and along Delaware Avenue. Commercial development consists of two primary sites: Waterside Mall and the waterfront area. A notable community asset is Arena Stage, a regional theater with a national reputation that draws patrons from the entire metropolitan area. The neighborhood is also home to Southeastern University, a small but growing institution of higher learning.

### THE STUDY AREA

The panel's assignment was to evaluate the potential for redeveloping Waterside Mall and the waterfront. In addition, the panel addressed some overall community issues, such as street realignments and housing initiatives. All of the issues were examined in terms of four key focuses:

- Market potential and feasibility analysis.
- Design and planning.
- Development strategies.
- Implementation.



### WATERSIDE MALL AND OFFICE TOWERS

The office towers and retail mall that form the commercial center of the community were built in the early 1970s by Bresler & Reiner on land leased until 2058 from the D.C. Redevelopment Land Agency. The project includes over 1 million square feet of office and retail space. Waterside Mall is the major retail facility serving the community, providing the only supermarket, drugstore, bank, and other essential commercial services.

The office component consists of two 12-story towers plus the second and third levels of the mall structure. The entire office portion has been leased by the Environmental Protection Agency since the building first opened. EPA is now vacating the space, with no plans by the federal government or any other entity for re-leasing it.

*The waterfront promenade today lacks the critical mass of commercial development needed to draw pedestrian activity. The panel recommends clustering entertainment-oriented retail at the northern end of the waterfront, while maintaining the residential character of the southern end.*

*Waterside Mall and its office towers were a primary focus of the panel. Today, the mall is struggling, and the office towers are losing their sole tenant, the U.S. Environmental Protection Agency.*



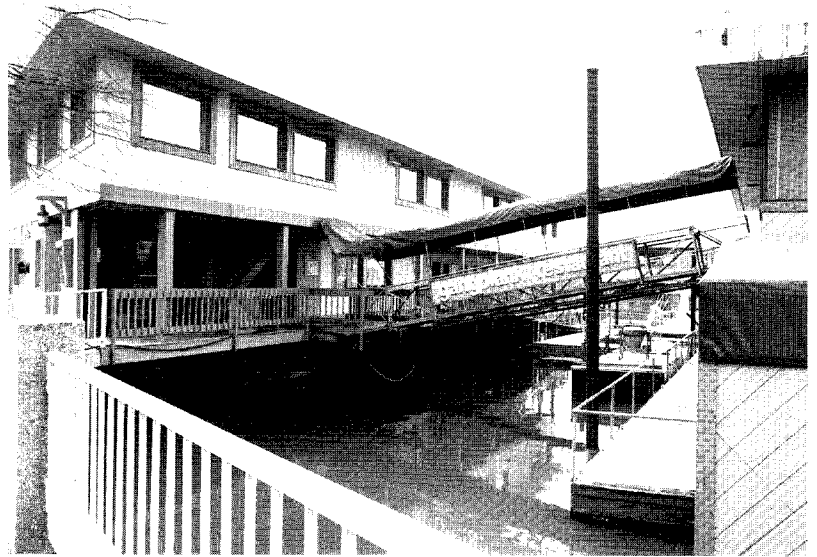
*Southwest's waterfront is home to the Fish Wharf and numerous restaurants. The panel recommends increasing activity here with small-scale commercial development, along with public improvements to include outdoor seating, landscaping, and historic markers.*

The mall was originally intended to serve as a regional center. However, shopping and transportation patterns have resulted in only neighborhood-level support, plus support from workers in the office towers. The mall, now outmoded, has experienced serious decline; less than half of the retail space is now leased; and it is expected that, with EPA vacating the office towers, the mall will deteriorate further. The community fears that it could lose essential businesses and services if erosion of support continues.

The Waterfront Metro station is located on the south side of the mall, with the mall effectively obstructing access for those coming from north of M Street.

### SOUTHWEST WATERFRONT

The Southwest waterfront is one of only two developed waterfronts in the District of Columbia, the other being the Washington Harbour development in Georgetown. Southwest's waterfront runs along the Washington Channel, which is separated from the Potomac River by the island of East Potomac Park. It is generally agreed that the Southwest waterfront is underdeveloped and underused, with unrealized potential for investment and opportunities for a better recreational environment for the community. Currently, the



waterfront is home to one small hotel (the Channel Inn), several large restaurants, two tour boats, a marina, and a well-known and well-supported outdoor Fish Wharf. These uses generate a certain amount of activity, but the waterfront's full potential has not been captured.

### THE PANEL'S APPROACH

The panel approached this assignment by recognizing and seeking solutions to the concerns of all stakeholders in the redevelopment of the community. The panel conducted its work by dividing into teams based on expertise. Team members analyzed problems in terms of the concerns described below.

### MARKET OPPORTUNITIES

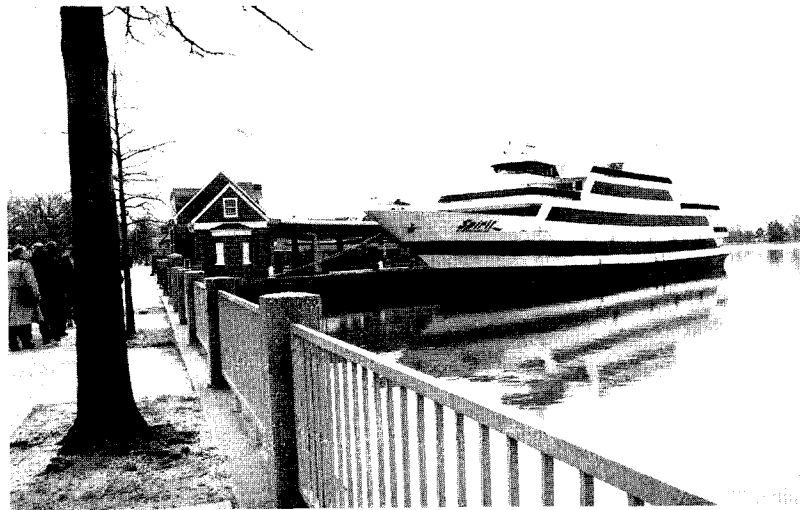
This team investigated the market potential for Waterside Mall and the waterfront, exploring the best uses for the Waterside office towers and the economic viability of the retail component of the mall. Sectors examined include office, retail, residential, entertainment, hotel, and others. Several pro formas were prepared to analyze various scenarios for redeveloping the office towers. The panel also identified types of potential tenants for both the mall and the waterfront and studied the direction that any new development should take—whether the focus should be on drawing tourists to the area or serving neighborhood residents.

## DESIGN AND PLANNING

The design and planning team concentrated on updating Waterside Mall to be competitive in today's retail market and studied whether the appropriate strategy for the building might be demolition or a redesign. Other design issues related to the Waterfront Metro station and improving its access, safety, and aesthetics. Traffic flow, both pedestrian and vehicular, was another issue concerning the mall and its possible redesign.

The design team also focused on reconfiguring the waterfront to encourage investment in this underused resource. Questions relating to bicycle and pedestrian linkage, parking, traffic, and visibility were explored. Specific issues revolved around the Fish Wharf and how to build upon the activity generated at this landmark to benefit other businesses along the waterfront.

Additional design issues included the realignment of street patterns and pedestrian links in order to physically and psychologically reestablish neighborhood connections with the rest of the nation's capital.



*The Spirit and Odyssey cruise liners launch from the Southwest waterfront, bringing visitors to the area. Many pleasure boats are moored here as well. The panel recommends increased, appropriately scaled development to create a more vibrant destination.*



## DEVELOPMENT STRATEGIES

A development concept for both the Waterside Mall and the waterfront was outlined by the development strategies team. Approaches for strengthening the community were defined. These included recommendations to stem declining population, boost property values, and induce new investment in the area. Strategies for capturing market share from the expanding Navy Yard were identified.

## IMPLEMENTATION

The implementation team addressed the question of which agencies and/or organizations should be responsible for the

multiple tasks of redevelopment. Implementation strategies were defined, such as aligning community residents, property owners, and the various city and federal government agencies in the interest of advancing a common plan; devising an organizational structure to accomplish the recommendations; and strategies for generating funds for specific plans and boosting the community's image. Time frames were addressed as well.

The full panel had begun its work by studying the briefing materials provided by the sponsor. Upon arriving in Washington, panel members took an in-depth tour of the study area, including the waterfront, residential neighborhoods, the interior of the Waterside Mall complex, and areas

abutting the neighborhood. The following days were spent conducting more than 100 interviews with community residents, business owners, property owners, government officials, arts organizations, financial institutions, and other local experts. Countless inquiries were made of consultants, real estate agents, contractors, parking operators, and many others.

Following this data collection process, the panel began formulating conclusions and preparing the oral presentation and this written report. What follows are recommended strategies for solving specific problems, as defined by the sponsor, and for addressing some related issues that affect the continued vitality of the neighborhood.

## EXECUTIVE SUMMARY

The panel was challenged with developing strategies to prevent the decline of a stable community facing the loss of its commercial core. The imminent relocation of EPA presents the neighborhood with a unique opportunity for uniting toward a common goal. After several decades of maintaining a status quo that has not necessarily been in the community's best interests, the chance now exists to redevelop Southwest's business core into a community-oriented town center, and its waterfront into an appropriately scaled commercial entertainment district that would ben-

efit both the Southwest and the surrounding city and region. Other, supporting initiatives—for housing, jobs, education, and community investment—will improve the vitality and livability of Southwest and will draw new residents to the neighborhood.

The panel has made many recommendations in response to the questions posed by the sponsors. These recommendations provide a framework for meeting the goals of the Southwest neighborhood. Fine-tuning of the plan is left to the community and to the implementers, to be worked out as specific details are negotiated with all

involved parties. The panel was impressed by the leaders of the community, who took prompt action before serious deterioration could begin. Through its activist leadership, the community will be able to implement the improvements needed to maintain its livability and to attract new residents. Key recommendations are as follows.

### **SOUTHWEST'S TOWN CENTER**

In response to the leasing challenges currently facing the retail portion of Waterside Mall, the panel recommends completely reconfiguring the mall to upgrade and update this facility to today's standards. The panel recommends a plan that will reintroduce the traditional street grid to the neighborhood by reconnecting Fourth Street. The central portion of Waterside Mall would be demolished, allowing the street to continue through while splitting the massive, enclosed mall into two, more manageable structures lining both sides of the newly opened Fourth Street.

*Panel members (left to right) Andy Barnes, Charles Ackerman, John Alschuler, Deborah Younger, Steven Spickard, and Mac Nichols following interviews, held at Southeastern University.*





*The panel interviewed more than 100 community residents, government officials, and development professionals.*



While this plan would demolish approximately 37,000 square feet of mall area, it would actually result in increased leasable space because the remaining buildings would be more efficient and appropriately configured for retail and other neighborhood-scale tenants. The panel estimates that the enclosed mall can be reconstructed as a new “Main Street”-oriented retail center with over 50 percent more leasable retail space than it has now.

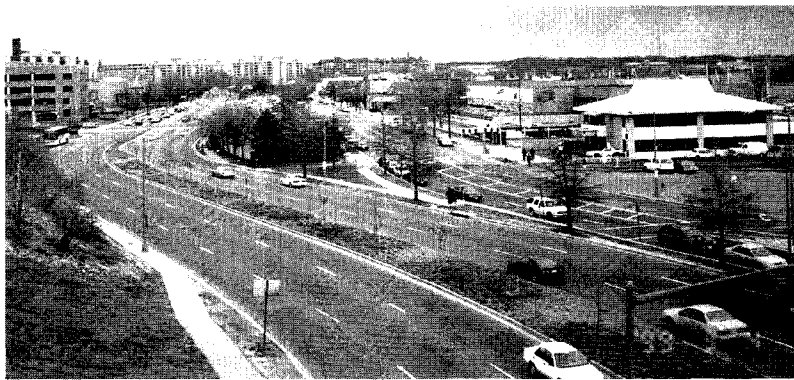
The new retail town center would be occupied by both new and existing neighborhood-serving businesses. New retail tenants might include small restaurants and cafes, a bakery, bookstore, office supply store, bank, copy center, and additional services. The two upper levels would be likely sites for health services, a fitness center, daycare, and other nonretail services. Splitting the mall and opening up Fourth Street would aid in both pedes-

trian and vehicular circulation and would allow for better accessibility to the Waterfront Metro station, which would then be surrounded by an attractive and accessible pedestrian plaza.

The panel believes that, because of locational factors and the extremely large size of the office towers, there is limited market appeal, particularly for attracting a single large tenant, whether a public agency or private firm. Instead, the panel suggests that several options be explored, including repositioning the towers for smaller office users or upstart high-tech businesses; renovating the property for residential use, possibly as an assisted living facility for the aging population; or integrating a mix of multiple uses.



*Waterside Mall and the waterfront today are bounded by wide roadways that discourage pedestrian activity*



## THE WATERFRONT

The Southwest waterfront represents an underused opportunity for enhanced quality of life, expanded employment, and investment in the community. The panel recommends a program to create a lively entertainment venue by adding 150,000 square feet of new restaurants, specialty retail, and entertainment facilities centered on a new pedestrian-oriented Water Street district. The existing parking areas between Maine and Water streets would be used as new development sites for small-scale retail and other activities with a recreational focus.

The recommended plan for waterfront development is of a scale and character that are conducive to reinforcing strong

neighborhood connectivity and activity; at the same time, the plan would create a regional recreational draw. The upgraded waterfront would be characterized by a newly configured pier and marina spaces, the existing Fish Wharf, and new mixed-use development, all unified by a design theme inspired by the original buildings that existed along the waterfront before the urban renewal of the 1960s.

Because the Fish Wharf is central to the redevelopment concept, it is essential that a more predictable status be instituted for the vendors, many of whom now possess only month-to-month leases. No upgrading can be expected to occur without a more permanent status established for these key players.

## TRANSPORTATION

The panel recommends a more human-scaled and convenient street pattern with more efficient use of land and better-used green space, in the form of public parks and squares. It proposes that existing parking be made more convenient and safe, and that additional parking be established as required for areas near the town center, the waterfront, Arena Stage, and Southeastern University. The panel recommends that improved linkages for both pedestrians and auto traffic be created to tie the community to the monumental core of the District of Columbia and to facilitate pedestrian access to the waterfront.

Specific recommendations include ferry service to Hains Point in East Potomac Park, water taxis linking the other major waterfronts in the region, and shuttle buses from the National Mall and the Navy Yard to bring visitors to the Southwest waterfront. Southwest should be promoted to Metro users throughout the region. One way to accomplish this would be by establishing an introductory free pass to the Waterfront Metro station once initial community improvements have been made.

## HOUSING AND COMMUNITY DEVELOPMENT

The panel recommends that between 95 and 175 new units of market-rate housing be developed on infill and underused sites, to be geared toward young adults. It proposes that a program be developed to systematically reduce the operating costs of cooperative and condominium residences in Southwest so that these costs are more competitive with those of comparable housing elsewhere in the region.

Renovating public housing also is recommended. The least successful public housing developments east of Waterside Mall can be improved without displacing any residents, by using Section 8 certificates to integrate some residents into middle-income rental housing. Improvements can include reducing densities and promoting a mixed-income population. Homeownership should be facilitated for those public housing residents who qualify.

Neighborhood livability can be enhanced through upgraded security measures and by improving the public's perception of safety. This can be accomplished by using public space safety techniques such as those perfected in transformed places like Bryant Park in New York City. More visible efforts—patrolling security services and reenergized community watch programs—are often effective. Cleanup programs throughout the community, particularly in high-use public areas, could be increased.

It is important to maintain high design and architectural standards throughout the neighborhood for new buildings, graphics, signage, lighting, and street furniture. The panel recommends that new recreational amenities and a coordinated program of cultural events be established, including neighborhood-based arts festivals, community celebrations, and other special events that would contribute to the cultural life and social vitality of the community. A new community identity and marketing program for the area would add to these coordinated efforts.



*Panel members Andy Barnes (left), Wayne Ratkovich, and Lawrence Parks (far right) meet with City Council Chair Charlene Drew Jarvis.*

Finally, Arena Stage is a vital institution within Southwest. The community should work with Arena Stage to ensure its long-term viability and to maintain its role as a key activity center in the neighborhood.

#### **PLAN IMPLEMENTATION**

To implement the recommended program, the panel envisions the creation of a new, locally based public corporation, with a director to be appointed by the chief management officer of the District of Columbia. It is recommended that the organization, referred to in this report as the Southwest Neighborhood Development Corporation (SNDC), be established within 60 days of receipt of this report. The SNDC's recommended purpose would be to coordinate and lead the revitalization efforts in Southwest, including the redevelopment of Waterside Mall and the waterfront. The key responsibility of the SNDC would be to assist in financing the mall and waterfront transformation. It would be SNDC's job to arrange and coordinate funding sources for these major efforts. The corporation would also start and manage the Neighborhood Assistance Fund, which would coordinate private sector and local and national

government funding sources to provide financial support to existing and new businesses for major capital improvements and other financial needs.

Other responsibilities of the SNDC would include devising marketing strategies to promote the desirability of living in Southwest to potential residents, and marketing the recreational and economic aspects of the community to businesses and tourists.

The SNDC would develop and manage parking facilities, public parks, and other common areas.

Further, the panel recommends that implementation of the physical elements of redevelopment begin within 24 months.

Most of the Southwest community's redevelopment is expected to be implemented by private investors, with federal and local funding initiating the public improvements and providing loans and other incentives. Recommendations made by the panel should produce a comprehensive development program that would attract over \$100 million worth of new investment to Southwest.

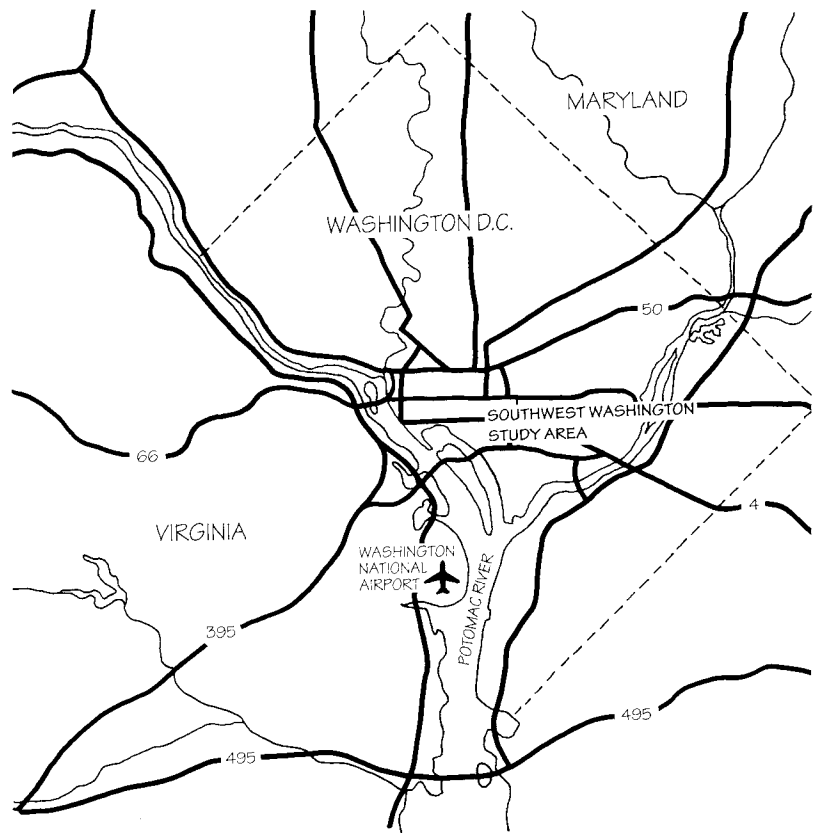
The next four sections of this report present in detail the panel's findings, conclusions, and recommendations for Southwest.

## MARKET POTENTIAL

Many residential real estate brokers refer to the Southwest neighborhood as the "best-kept secret in Washington." The neighborhood enjoys the remarkable combination of close proximity to the downtown and relatively affordable housing. Southwest is within easy walking distance of major employment centers south of the National Mall; it has a Metro station at its center; and it provides ample parking for residents. A major portion of the housing is in very good condition. Yet despite the neighborhood's desirability, residential sales prices and rents in Southwest are still below those of most other neighborhoods within the District of Columbia.

The Southwest neighborhood attracts many people because of its diversity, in both ethnicity and income. There are several public housing developments in the neighborhood providing homes for those with low and very low incomes. At the same time, a solid middle class resides in the neighborhood, with a scattering of some very wealthy individuals. Members of the Supreme Court and Congress live in Southwest alongside families on welfare.

The Washington Navy Yard, located just to the east, currently has over 5,000 workers and is slated to add another 4,100 employees, who will be relocated



LOCATION MAP

over the next three years from northern Virginia. Historically, Navy Yard employees have had very little interaction with the surrounding community and its businesses. However, improved accessibility and a more attractive mix of commercial establishments could draw greater support

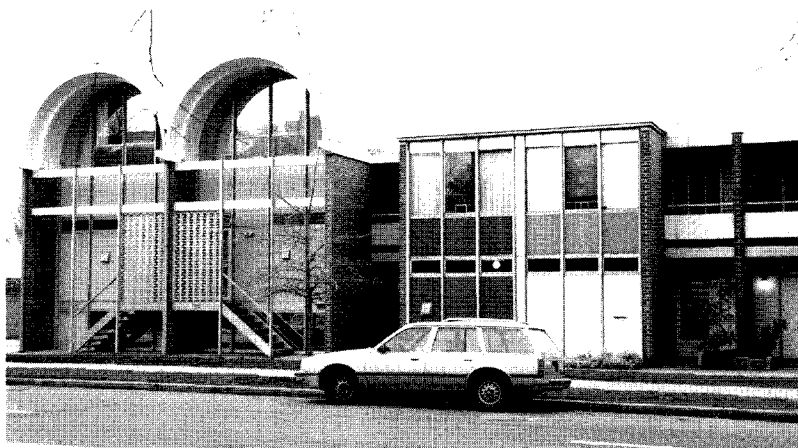
from these workers. The Navy Yard expansion can serve as a catalyst for development in the surrounding area, including office space for the Navy's private contractors and retail stores and services to meet the daily needs of more than 9,000 workers.

This section of the report discusses the development potential that exists today in Southwest. The sources of market support for different land uses vary greatly, with strong market potential for some uses and little support for others. Markets for these individual land uses are analyzed below.

## OFFICE MARKET

During the last 20 years, 4,000 to 5,000 office workers have been based in Southwest, occupying 950,000 square feet of office space. These statistics are misleading, however, because the entire office employment base is composed of a single user, the Environmental Protection Agency, and is housed in a single complex, Waterside Mall, which was privately developed for EPA. In spite of this large concentration of office employment, the Southwest neighborhood has never been viewed by the real estate community as an attractive location for office development, and in the 26 years since EPA moved into the neighborhood, no other office development (public or private) has followed.

Throughout the Washington metropolitan area, the regional economy continues in the expansion mode of the last few years. More than 55,000 jobs were added in the metropolitan region in the 12 months ending September 1997. As shown in Figure 1, the majority of this job growth has occurred in northern Virginia. Another major trend shown in the figure is that the job growth has been entirely in the private sector; in the public sector, in fact, employment actually declined



*The redevelopment of Southwest during the 1960s included some innovative and award-winning designs in housing.*



last year by more than 5,000 jobs. With job loss subtracted from job creation, employment growth was almost 15 times stronger in northern Virginia than within the District of Columbia.

In spite of government job losses in Washington, the market for office space in the District has remained strong. Vacancy rates in Class A office space have been hovering around 6 percent in recent years in the District (although they were as low as 2.5 percent in northern Virginia last year). For all classes of office space, District vacancies have been closer to 9 percent in recent years. The growth in demand has come entirely from the private sector, with the hot area for private office development being the Northwest quadrant of the city.



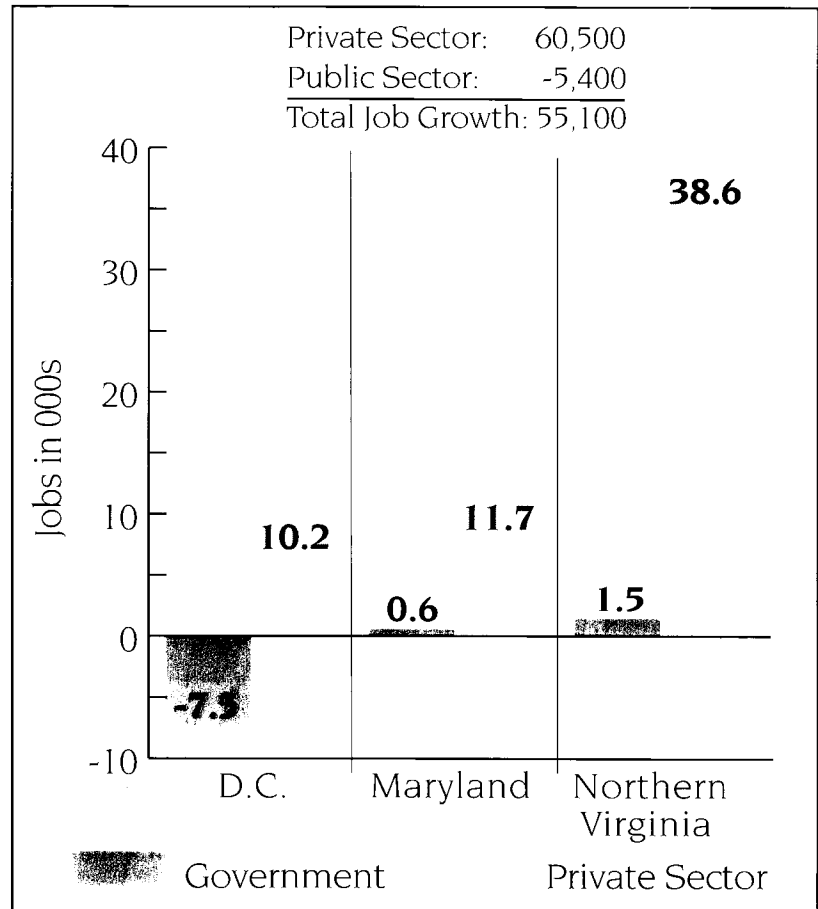
*Neal Peirce, Southwest resident and nationally recognized urban writer, briefs the panel.*

Several features of Southwest Washington make it a seemingly attractive location for office development. As has been discussed, it is very close to other federal office concentrations south of the National Mall, it is served by Metrorail and buses, and it enjoys excellent automobile access from nearby highways and major streets. The Washington Navy Yard, one and a half miles to the east, will be adding approximately 4,100 new employees over the next few years, creating the possibility of additional office activity. Proximity to Capitol Hill could make Southwest attractive for lobbyists and other advocacy groups.

On the other hand, a number of disadvantages diminish the chance of developing additional office space or even reoccupying existing space:

- The neighborhood lacks the interlocking combination of urban businesses that makes for a stimulating and mutually supportive office environment similar to that now found in the business districts of Northwest Washington.
- In spite of the relatively short distance from Southwest to the federal government office concentration just south of the National Mall, Southwest is separated from these other federal buildings by the I-395 freeway and by railroad tracks, with a lack of convenient crossings and a resulting perception that the distances are greater than they actually are.

**FIGURE 1**  
**WASHINGTON AREA EMPLOYMENT GROWTH**  
**FOR 12 MONTHS ENDING 9/97**



Sources: U.S. Bureau of Labor Statistics and Delta Associates.

- Compared with the office concentrations in Northwest Washington, Southwest is perceived to be a high-crime neighborhood.
- The single existing office complex in Southwest has been continuously operated for more than 25 years and is in need of substantial rehabilitation before it can be re-leased.
- Much of the existing office space in Waterside Mall is ac-

tually an adaptive reuse from a building that was developed for retail purposes, and its design is suboptimal for office tenants.

- Much of the existing office space lies directly above an underground public parking garage. Because of the security concerns that have developed in recent years, federal government office tenants—and many private ones—refuse to occupy space over a garage.

After reviewing all of its information on the office market, the ULI panel has concluded that it is highly unlikely that the Southwest neighborhood will emerge as a viable location for large-scale private office users in the foreseeable future. For a public sector office user, substantial upgrading of the existing office complex (asbestos removal, rewiring for high-technology telecommunications, installing "green" environmental systems, etc.) would be necessary to qualify this space for consideration by another large tenant. Even these changes are unlikely to enable the building to compete with other locations for large public sector users. There will also have to be a concomitant redevelopment and expansion of commercial amenities in the neighborhood, providing the kinds of urban personal services and convenience retail facilities expected in a modern office environment, in order to capture new smaller-scale office users.

Further, recognizing that government employment is declining in the District, the panel believes that it is unlikely that a public sector tenant will step forward in the next few years to reoccupy Waterside Mall's 950,000 square feet of

office space, even with the proposed upgrading of neighborhood amenities. Other kinds of smaller office users may possibly be found.

## RESIDENTIAL MARKET

Southwest is among the oldest neighborhoods in Washington. Traditionally, it was a port of entry for immigrants and free African Americans moving north. But urban renewal radically changed the built form of the neighborhood and in the process relocated and dislocated large numbers of people. This disruption to the community, which took place during the 1950s and 1960s, is still resented by many people today. However, a vital community continues to thrive in Southwest.

A primary attraction of the Southwest neighborhood is its racial integration. Several of its census tracts are the most highly integrated in the Washington metropolitan area. The neighborhood is also stable, with many residents living in Southwest for 20 or 30 years. It is not uncommon for families to be in their second or third generation of Southwest residency.

There exist, however, differences in racial composition be-

tween the private, predominately middle-class residential complexes and the public housing developments. The vast majority of residents in census tracts dominated by public housing are African American. They are mostly very low-income families. Residents of the census tracts in the western part of the neighborhood are predominately middle-income, have much higher educational attainment, and include almost equal numbers of whites and African Americans.

In 1997, Southwest's population was estimated at approximately 12,500. Roughly 7,000 (56 percent) were in the predominately middle-income census tracts, and 5,500 (44 percent) lived in the census tracts dominated by public housing. Population has declined significantly since the 1990 census. The population in the public housing areas has remained relatively constant over this time period, but the middle-income areas have lost more than 1,200 people over the same seven years, for a total population loss of approximately 15 percent.

Much of the decline in Southwest's population is attributable to decreasing household sizes. One byproduct of the neighborhood's stability has been an increase in the average age, as many residents are getting older. Since 1990, more children have grown up and moved out of the neighborhood, leaving empty nesters in place. At the same time, families with young children have moved to the suburbs to avoid urban school problems and have been replaced by childless couples and one-person households.

*Quiet, tree-lined streets typify Southwest's residential neighborhoods.*







*Most of Southwest's housing stock is over 30 years old but in good condition.*



In the census tracts dominated by private middle-income housing, a variety of housing types exist. There are a few traditional rowhouses dating back as far as the 1790s. However, the majority of housing has been built since urban renewal, during the 1960s and 1970s, including traditional townhouse units for sale, condominium townhouses, and a few cooperative townhouses. Other housing is in high-rise (eight- to ten-story) rental apartments, condominiums, and cooperatives. Prices of for-sale housing are quoted by real estate agents at about \$100 per square foot for fee-simple and condominium products. Townhomes in the area typically sell for \$200,000 to \$250,000, an excellent value for Washington.

Overall, home purchase prices in Southwest are relatively low for the District of Columbia. Combined with the other attractive features of the neighborhood, this factor has kept housing demand at a healthy level. Home sale prices are currently rising slightly, and the number of sales is increasing. Many homes sell on their first showing, and very few are on the market for more than 30 days.

Based on a review of the housing market, the panel concludes that the development potential in Southwest is good for competitively priced, market-rate townhouses and condominiums. Given the aging of Southwest's population and the residents' de-

sire to stay within this interesting neighborhood, there may also be an emerging market for a range of housing-product types for seniors, including assisted living facilities.

## RETAIL MARKET

There are only two significant concentrations of retail uses within the Southwest neighborhood: Waterside Mall and the waterfront. There are a few smaller retail establishments, including a multitenant development along South Capitol Street and a few other small businesses scattered around the neighborhood. Waterside Mall and the waterfront have very different sources of market support and thus are discussed separately below.

There are four potential sources of demand for retail development within the Southwest neighborhood:

- Residents of the neighborhood.
- Employees working within the neighborhood.
- Residents and employees from elsewhere in the metropolitan region.
- Tourists and other visitors to Washington.

## WATERSIDE MALL TODAY

The retail portion of Waterside Mall today captures significant market support from the residents of Southwest, as well as the employees of EPA, who work in office space within the same complex. Waterside Mall attracts almost no business from people working and living elsewhere in the metropolitan region or from the tourism market.

Waterside Mall contains approximately 175,000 square feet of leasable retail space, of which only 50 percent is currently leased. It was originally designed to include significant retail space on the second floor as well as the ground level. When the larger retail concept proved to be unsupportable, however, the second floor was converted into office space for EPA. Over the last 25 years, a number of retail businesses have attempted to succeed in Waterside Mall. Those remaining today include several very healthy businesses, although much of the leasable retail space in the mall remains vacant.

The largest retail tenant in Waterside Mall, and the undisputed anchor for the shopping center, is a 32,500-square-foot Safeway grocery store. The store enjoys a healthy sales volume, and Safeway is currently investing \$2.8 million to remodel and expand the store. Safeway caters both to the on-site EPA employees and to neighborhood residents.

In addition to Safeway, Waterside Mall contains a CVS pharmacy, a Chinese restaurant, a dry cleaner, a video rental shop, and several other small establishments.



These businesses are all doing well at this time, but other establishments within the mall are struggling. The Roy Rogers fast-food outlet has recently closed. The most immediately pressing threat to Waterside Mall and its retail tenants, of course, is the planned relocation of EPA. One thousand EPA employees have already been relocated, and a noticeable drop in business within the mall has already occurred.

Extensive interviews within the community revealed a number of interesting shopping patterns among local residents. While many residents of Southwest use Waterside Mall for convenience purchases, a significant number report that they drive out of the community for major grocery purchases and other shopping trips. Reasons for not patronizing Waterside Mall include an unwillingness to park in the underground garage, which charges a fee and is seen as confusing and unsafe; a lack of specific retail businesses and services for resident needs; and the generally run-down and unattractive appearance of the retail environment. Interestingly, most Southwest residents report that prices and quality of merchandise are good at Waterside Mall.

The conclusion to be drawn from these investigations is that there is indeed significant and reliable support for a neighborhood retail concentration in Southwest. Even if EPA leaves without replacement by another major office tenant, a viable and attractive retail concentration can be supported by the community, if access can be improved. Some estimates for the appropriate size of such a concentration, with suggestions for a good mix of tenant types, are presented under the next heading.



*Waterside Mall cuts off Fourth Street, impeding both pedestrian and vehicular traffic. The panel recommends reconfiguring the mall, demolishing its central portion, to allow for the reopening of Fourth Street.*

*SWNA Waterfront Task Force Chair Margaret Feldman addresses the panel.*

# **IDENTIFICATION AND QUANTIFICATION OF MAIN STREET TENANTS FOR WATERSIDE MALL**

The urban design program detailed in the Design and Planning section of this report recommends that Waterside Mall be reconfigured to create a "Main Street" retail center to serve the local community. The purposes of identifying and quantifying "Main Street"-type tenants are: to provide analysis to assist in meeting the shopping and service needs of the Southwest community; to establish a tenant mix that is synergistic and economically viable; and to provide a shopping experience that will enhance the social and cultural fabric of the neighborhood.

**FIGURE 2  
CURRENT WATERSIDE MALL TENANTS**

TYPE OF TENANT	SQUARE FEET
Banking and Financial Services	5,680
Restaurants	3,215
	1,426
	6,579
	1,452
	12,672
Grocery and Other Food	35,019
Drug, Variety	13,713
Clothing and Clothing Services (dry cleaners, alterations)	8,248
Electronics, Video	2,907
Books, Records, Cards	5,275
Hair, Nails	1,693
Liquor	2,591
Accessories	<u>275</u>
Total	88,073

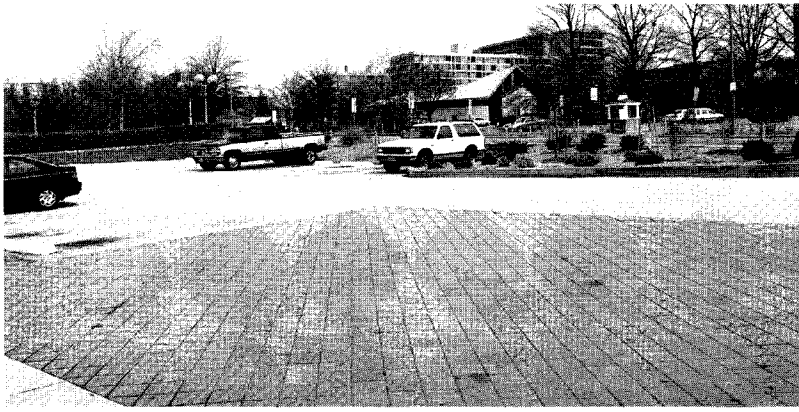
**FIGURE 3  
ILLUSTRATIVE TENANTS FOR RENOVATED WATERSIDE MALL**

TYPE OF TENANT	SQUARE FEET	
Merchandise		
Grocery	45,000	
Hardware	5,000	
General Store	5,000	
Restaurants and Cafes	8,000	
Bakery	500	
Electronics, Video	5,000	
Office Supplies	2,500	
Books, Records	8,000	
Cleaners	2,000	
Salon, Nails, Accessories	4,000	
Shoes	2,000	
Dresses	5,000	
Other Retail	5,000	107,000
Services		
Copy Center	5,000	
Banks and Financial Services	8,000	
Optician	1,000	
Health Services	3,000	
Other Services	<u>3,500</u>	20,500
Total	127,500	

Waterside Mall is composed of 175,000 square feet of leasable retail space. Currently, only 88,073 square feet of space is leased, for a vacancy rate of 50 percent. The uses in the occupied space are broken down in Figure 2.

The current demographics of Southwest indicate an economically and ethnically diverse community with a sound financial base that could support a properly designed and tenanted retail center with appropriate social and recreational spaces. The neighborhood's demographics are more than adequate to support a neighborhood shopping center of 80,000 to 130,000 square feet.

Southwest's per capita income in 1997 was \$27,523, a 23 percent increase from 1990. The per capita income varies from \$4,075 in census tract 60.2, with a population of 830, to \$94,985 per capita in census tract 62.1, with a population of 65. The largest census tract, 63.1, with a population of 3,257, had a solid per capita income of \$42,310, an increase of 26.2 percent from 1990.



*Wide streets and surface parking lots block waterfront access and views.*

## WATERFRONT RETAIL/RESTAURANT

The sources of market support for the waterfront are almost the inverse of those for Waterside Mall. Patrons of the waterfront include people from throughout the metropolitan region and visitors from around the world. There is also some patronage of the waterfront businesses from nearby employment concentrations, especially at lunchtime. Interestingly, the waterfront businesses attract a fairly small portion of their customers from the Southwest neighborhood residents.

The business mix on the waterfront is very different from that at Waterside Mall. The waterfront includes several large restaurants, a small hotel, several cruise boats, two marinas, and the Fish Wharf. The Fish Wharf, a unique and popular destination point, regularly attracts a regional customer base. The cruise boats and restaurants also tend to attract the regional market, though largely for special occasions. The waterfront draws some lunchtime business from EPA employees at Waterside Mall. Because of its proximity to L'Enfant Plaza and the federal government offices north of I-395, the Southwest waterfront also captures a lunch trade from workers at these locations; the Fish Wharf in particular is a draw for these workers.

Tremendous opportunities exist for business development on the Southwest waterfront, thanks primarily to its water-oriented environment. The water, the amenity of East Potomac Park across the channel, the boats in the marina, the exposure to mid-day and afternoon sun, and the generally appealing promenade all make this an attractive place for recreation and for spending a pleasurable time. However, a number of constraints now exist to business development along the Southwest waterfront:



Based on the current neighborhood demographic profile, on tenant and shopper desires, and on the objective of persuading more neighborhood residents to spend their dollars at Waterside Mall through better design, accessibility, retail mix, merchandise, safety, and general environmental conditions—the panel suggests the list of retail tenants and square footage shown in Figure 3. This proposed tenant mix represents 10.2 square feet per Southwest resident and \$2,685 per capita income per square foot of leased area.

The average per capita income in Southwest exclusive of the very low-income census tract 60.2 was \$37,249, for a total of \$434,280,000 in neighborhood-based purchasing power. This works out to \$3,405 of purchasing

power per leased square foot of retail space in Waterside Mall:

$$\begin{aligned} & \$37,249 \times (12,488 \text{ total pop.} \\ & - 830 = 11,658) = \$434,248,000 \end{aligned}$$

These figures are sufficient to produce a gross sales volume of either (1) \$340 per square foot, using 10 percent of per-square-foot per capita income; or (2) \$170 per square foot, using a more conservative figure of 5 percent of per-square-foot per capita income.

Assuming the lower income figure of \$170 per square foot and a rental factor of 10 percent of gross sales, a rent of \$17 per square foot can be achieved, plus operating cost charges of no more than \$3 per square foot. This comes to a total projected lease rate of \$20 per square foot for retail space in Waterside Mall.

- A general lack of awareness about the Southwest waterfront within the region and even within the District of Columbia.
- Constrained access by vehicles or by pedestrians from the National Mall and other parts of the District.
- A lack of signage in nearby parts of the District to lead people into the waterfront area.
- A perception that the waterfront is unsafe.
- A lack of critical mass in the commercial businesses along the waterfront.
- A restaurant product offering that has changed little in many years.

Regarding this last point, it should be noted that despite the fact that the restaurant business has become exceedingly competitive in recent years, the venerable institutional names of the restaurants along the Southwest waterfront have continued to survive. Much of the waterfront restaurant business is generated by tourists, rather than local patrons. It is also notable that several of these restaurants are experimenting with subdividing their space to provide multiple dining opportunities in separate-looking establishments with different cuisines and different price ranges—a strategy that might work to draw more local clients.

The conclusion of the panel is that, despite the difficulties noted above, significant potential exists to capture additional business activity for the Southwest waterfront. Actions and facilities that would expand the market capture of the waterfront include the following:

- Make stronger physical linkages to the rest of the District of Columbia (a variety of physical improvements are presented in the Design and Planning section of this report).
- Improve circulation and parking within Southwest for both residents and visitors.

**FIGURE 4**  
**ILLUSTRATIVE SOUTHWEST WATERFRONT TENANTS**  
**FOR RECOMMENDED PLAN**

USE	SQUARE FEET
Night Clubs:	
Jazz	3,000
Comedy	3,000
Soft Music	2,500
Lounge	2,000
Sports Bar	10,000
Brew Pub	5,000
Cafés (2)	5,000
Specialty Restaurants (3)	15,000
White-Tablecloth Restaurant	5,000
Model Boat Shop	1,000
Bike and Skate Sales/Rentals	12,000
Ice Cream/Yogurt	600
Tropical Fish	1,000
High-Tech Amusement	3,000
Boathouse	5,000
Souvenir Sales	1,000
Nautical Sales	3,000
Art Galleries	7,500
<i>Titanic</i> History/Souvenirs	1,000
Blown Glass	750

- Expand the commercial inventory on the waterfront to create greater critical mass. Some of this inventory expansion could be accomplished without adding to the total space by subdividing the existing large restaurants to make for a greater variety of offerings.
- Add other types of commercial businesses, such as small shops, galleries, and other specialty retail, to augment the food and beverage offerings.
- Provide additional food and beverage opportunities in the inexpensive price ranges. These uses could include very small, cart-scale vendors for ice cream, hot dogs, and other food items along the promenade in season.
- Provide for additional recreational activities, perhaps including a boathouse with rowing shells, kayaks, and other watercraft; bicycle and in-line skate rentals; and other types of businesses, including music and dance clubs.
- Encourage micro-enterprise activity, such as small stands and carts owned by local small-business entrepreneurs with minimal capital.
- Develop an inexpensive ferry service from the waterfront to East Potomac Park—perhaps completing a recreational bicycle and jogging loop from Hains Point across the Fourteenth Street Bridge, up the Southwest waterfront, and across by ferry.
- Market the waterfront much more aggressively as its facilities and activities are being expanded.

With the enhancements discussed above, an appealing new waterfront could be created. There is no reason that such a waterfront could not attract a larger market, for both new and existing businesses, from all four of the market segments discussed above: neighbors, regional residents, regional employees, and part of the 26 million-per-year visitor market.

## ENTERTAINMENT MARKET

In the parlance of urban real estate development today, entertainment uses are often seen as a separate category from retail uses. A number of entertainment activities currently exist in Southwest and are worth discussing here.

Foremost is Arena Stage, which enjoys an excellent reputation in the national arts community and attracts 250,000 to 300,000 patrons per year into the Southwest neighborhood. The restaurants and cruise boats also represent a concentration of entertainment-oriented uses. These businesses sometimes host live music, dancing, restaurant and bar activities, and other special events. A constraint for the entertainment value of these businesses, however, is a widely held concern that this type of business, when held after 10 p.m., can attract an unsavory crowd and lead to problems that the business and residential community is reluctant to deal with.

The panel concludes that the logical location for an expanded entertainment offering in Southwest is the waterfront. Entertainment activities should be suitably scaled and targeted so as not to conflict with the residential character of the surrounding neighborhood. With appropriate policing and management policies within the individual businesses, evening entertainment—such as after-theater dining, live jazz or other soft music, and comedy clubs—could become a logical extension of daytime recreation and dining along the Southwest waterfront (see Figure 4).



*The Southwest waterfront, with its marinas and cruise ships, is a logical site for expanded entertainment activities, as recommended by the panel.*

## HOTEL MARKET

Last year, 26 million national and international visitors came to Washington, D.C. A significant portion of these stayed in the 87,000 hotel rooms in the Washington and Baltimore metropolitan regions. Hotel occupancy rates are up from prior years and are currently running at approximately 71 percent, well above the break-even level. Within the District of Columbia, average daily hotel rates are now approaching \$130. These conditions put the Washington hotel market in an expansion mode.

Several hotel projects are currently proposed in the District. The most important of these for the Southwest neighborhood is the hotel proposed in the Portals project, fronting on Maine Avenue between Twelfth and Fourteenth streets, S.W., immediately north of the I-395 freeway. A hotel on this site would overlook the entire Southwest waterfront and thus would give greater exposure and visibility to the area, providing a pool of additional customers for waterfront businesses. As the waterfront becomes more active, the existing hotel expansion site east of and adjacent to the Channel Inn might also become a viable location for additional hotel development.

## OTHER ACTIVITY-GENERATING LAND USES

Additional types of tenants could occupy Waterside Mall and other commercial locations in Southwest. These would provide additional activity and enhance the interest and livability of the neighborhood. Possibilities include:

- A museum, large or small.
- Charter schools at the grade school or high school level.
- Expansion space for Southeastern University.
- Dental offices.
- Small medical clinics.
- Daycare centers.
- Other institutions requiring space for offices, exhibits, education programs, meeting facilities, and the like.

Although the market for these uses is less easily quantified than that for retail uses, there may be a real need for some of these facilities in Southwest. The presence of some of this type of activity would enhance the activity level and thus the viability of a commercial complex in Southwest. To avoid diluting the critical mass in the two retail districts, however, it is recommended that these ancillary uses be located above the street level in space over commercial storefronts.



## DEVELOPMENT STRATEGIES FOR STRENGTHENING THE COMMUNITY

*Waterside Mall could be re-configured to create a "Main Street" that would better serve the community.*

Significant opportunities exist to enhance the physical and cultural character of Washington's Southwest neighborhood. Building on its considerable assets—its waterfront location and its close proximity to the National Mall, one of America's great activity centers—the Southwest neighborhood is well positioned to add new layers of urban amenities and services to its existing fabric. This will help to ensure the long-term health of the community.

The panel believes that it is time to launch a series of concerted and well-connected initiatives to strengthen the community economically and socially, while diminishing the forces most likely to cause decline. A number of broad initiatives are recommended, with particular attention and focus on revitalizing and repositioning Waterside Mall, the waterfront, and the M Street corridor. A successful strategy for achieving new economic development will require the marshaling of substantial resources involving both federal and local funding.

During the 1960s and 1970s, the neighborhood was redeveloped with public funds. The panel recommends an approach for the 1990s that will use a minimum of public resources, instead leveraging much greater levels of private investment. This approach will



require that simultaneous new development and new programs occur in a well-coordinated fashion to reach a necessary level of mutual reinforcement. Many elements must come together to make revitalization successful, including the founding of a new community development and management organization and the cooperation of major business organizations and cultural institutions based within the community. The effort will call for developing linkages and synergies between new physical development and new programs.

The actions described, taken together, make up the proposed strategy for strengthening the Southwest community and enhancing its overall livability.

### REDESIGN AND REDEVELOP THE WATERSIDE RETAIL MALL AND OFFICE COMPLEX

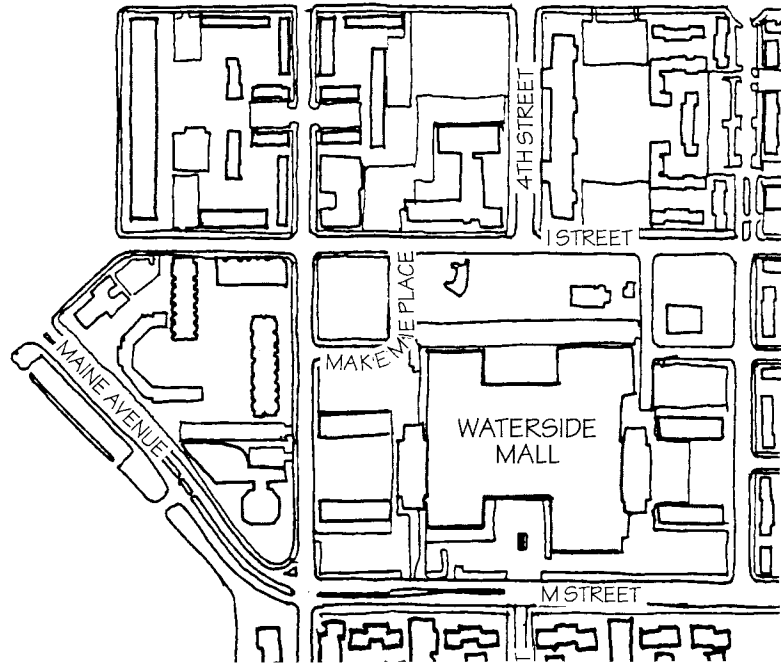
As the primary commercial development of Southwest, the Waterside Mall retail and office complex is a key element of the economic development of the area. Over the past 25 years, Waterside Mall has been remodeled and merchandised for the primary benefit of a single tenant, EPA. The panel believes that the planned departure of EPA now necessitates refocusing the property on the neighborhood market, especially the retail component. Retail development concepts have changed considerably since the original design and development of Waterside Mall. The panel believes that the concept of the enclosed

shopping mall is no longer a workable design for neighborhood-serving retail and services. The panel recommends a mixed-use "Main Street" town center more consistent with the surrounding neighborhood and the needs of the market, as shown in the illustrative plan on page 42.

The office towers present opportunities for several possible reuse scenarios: residential uses and small public or private office uses, including defense contractors, lobbyists seeking locations near the Capitol, and perhaps specialty uses such as medical and health services. Further market study will be required to determine the most appropriate uses, but it is expected that in the future there will be a mix of tenants rather than a single, monolithic user.

The panel believes that residential uses are the most marketable for the near term, following EPA's departure over the next five years. Residential redevelopment could include mixed-income apartments or condominiums or a senior living concept such as an assisted living or congregate care facility. Should office rents increase significantly in nearby markets such as Crystal City, or if office demand grows quickly as a result of defense contractors relocating to be near the expanding Navy Yard, then private sector office demand could increase the market viability of office space at the mall's two office towers.

If Waterside Mall is redeveloped as a neighborhood-serving, mixed-use town center with residential uses in the towers, the Southwest neighborhood's overall livability and economic viability will be strengthened through additional daytime and evening population and activity, generated within a more pedestrian-friendly environment.



**PLAN OF EXISTING WATERSIDE MALL**

## **REDEVELOP THE WATERFRONT**

One of the most valuable assets of Southwest is its waterfront. The waterfront, as it is currently developed, does not meet the needs of current and potential markets identified by the panel. Nor does it meet the best interests of local residents and business owners. In fact, several waterfront restaurants are vacant and boarded, indicating a lack of demand for this space. In addition to serving as an amenity for neighborhood residents, the waterfront can also serve as an attraction to the tourist and metropolitan-visitor markets. Also, it can help to draw potential new residents, especially young adults.

Currently, the waterfront lacks a critical mass of retail or other commercial activity to attract these groups in sufficient numbers. The panel recommends concentrating commercial activities at the northern end of the waterfront and building on the energy of the existing Fish Wharf to create a lively entertainment and recreation district. The southern end of the waterfront would be less intensely developed, with more green space, to maintain sensitivity to the residential character of that section.

The panel's development proposal is designed to avoid attracting excessive crowds that would negatively affect the quality of life in the community but instead maintain a character that will serve as a more attractive

*Arena Stage, a major community asset, houses three theaters and attracts a regional audience of nearly 300,000 patrons annually.*



amenity for Washington. The new Southwest waterfront will also serve as an increased draw to young adults, a significant component of Washington's residential and commercial markets.

Developable sites along the Potomac River in the Washington region are limited because of a number of ownership and geographic restrictions. Thus, available waterfront commercial sites should be considered prime development opportunities. Each waterfront district has an atmosphere unique unto itself: Old Town Alexandria reflects its historic 18th- and 19th-century port with Georgian and Federal-style brick buildings, while Georgetown's Washington Harbour is a contemporary, upscale waterfront development. The Southwest waterfront is identified with its Fish Wharf, its marinas, and its dining opportunities.

While the views from the Southwest waterfront are attractive and appealing, the view of the waterfront itself is less attractive. Unfortunately, much of the original character of the Southwest waterfront area was lost to urban renewal in the 1960s. The panel thinks, however, that this character can be regained through a redesigned waterfront district inspired by original elements and forms, as described in the Design and Planning section of this report.

### **FOCUS ON THE YOUNG ADULT RESIDENTIAL MARKET**

Attracting the young adult residential market was a key strategy in the redevelopment of Southwest during the 1960s and 1970s. Singles and couples have been mainstays of the market-rate townhomes, condominiums, cooperatives, and rental apartments. However, as the original residents have aged over the past three decades, the number of new young adult residents moving into the neighborhood has declined. To strengthen the appeal of the neighborhood for the young adult market, the panel thinks there is a need to develop strategies for drawing and retaining this population segment.

The panel recommends establishing programs to systematically reduce the capital and operating costs of cooperative and condominium residential units in the neighborhood so that these costs are more competitive with those of comparable housing in other parts of the District. New financing techniques may be necessary as part of the solution. There is also some indication that the fees are unreasonably high because of the demand for excessive services at these residences. The current high monthly fees for co-

operatives and condominiums increase the total housing expense beyond that charged for a comparable unit elsewhere. The high monthly fees decrease demand for these units, keeping values lower than they might otherwise be. Young adults typically cannot afford such fees in combination with their outstanding education loans and the expenses of starting a household.

### **SUPPORT AND RETAIN ARENA STAGE**

Arena Stage is an important cultural and economic asset for the Southwest neighborhood. A nationally recognized theater company, it attracts nearly 300,000 patrons annually to the neighborhood. These patrons are not only a large potential market for businesses in the community but also a possible source of new neighborhood residents.

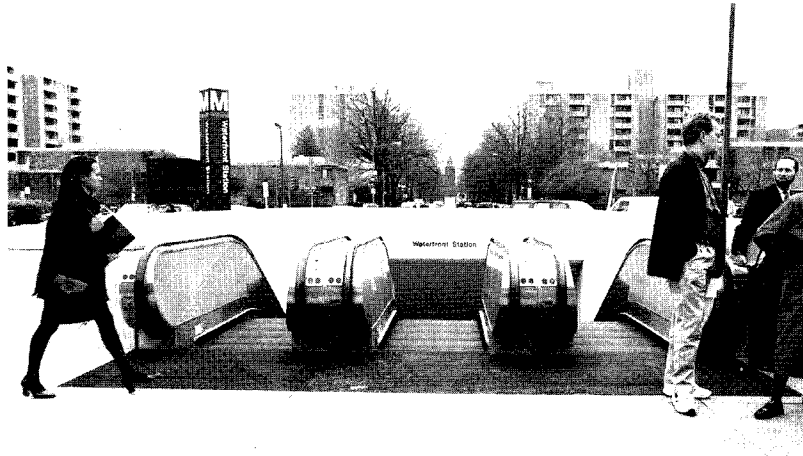
The panel believes that some attention should be paid to supporting and retaining a strong Arena Stage in Southwest. It is recommended that the community help Arena Stage to accomplish its expansion and renovation needs in its present location and to enhance its marketing presence in the metropolitan region. The panel believes that the long-term viability and quality of Arena Stage's role as a key activity generator in Southwest is important to the livability of the neighborhood, as well as to its ability to attract visitors and potential residents. The panel's design plan includes minor road realignment recommendations that would provide Arena Stage with some additional land, creating a better sense of "turf," as well as space for additional parking and/or theater expansion.

## ENHANCE NEIGHBORHOOD LIVABILITY

The panel feels that much of the appeal of a city resides in the *livability* of its neighborhoods. The future of Southwest as an attractive residential community lies in its ability to provide quality-of-life features for residents and visitors. Southwest should be fully competitive with other distinctive neighborhoods in the Washington metropolitan area. Neighborhood livability is not only the result of high-quality housing, the availability of goods and services, and adequate transportation. Livability is the sum of the entire experience one encounters—a feeling of security and cleanliness, public amenities, recreational and cultural facilities, and the design, scale, and function of public spaces. The Southwest neighborhood offers a unique experience in the Washington area. But there are many ways in which the livability of the Southwest neighborhood could be enhanced, such as:

- Enhance both the perception and the reality of safety and security. Although police statistics show that Southwest is a relatively safe, low-crime area, public perception of a lack of safety is undermining the quality of life as well as the economic performance of the neighborhood.

The panel recommends starting a public relations campaign and working toward a “zero-tolerance” policy. Lighting and landscaping techniques, such as those used in transformed public places like Bryant Park in New York City, can help to mitigate some of this perception of crime. The addition of regularly patrolling security services and a reenergized “eyes-on-the-street” crime watch program can go a long way toward changing public perceptions for the better.



*The Waterfront Metro station is a transportation amenity that could be better used, drawing residents and visitors to the waterfront from all parts of the city.*

- Increase the level of cleanup programs throughout the community. In particular, high-activity areas like Waterside Mall, the Fish Wharf, and the waterfront need to be kept clean and inviting.
- Maintain a high standard of design in the neighborhood for new buildings, graphics and signage, lighting, street furniture, and landscaping, as proposed by the National Capital Planning Commission's Legacy Plan. High design standards show local civic pride and prove that community residents and businesses are watching out for the well-being of the neighborhood.
- Hold a series of neighborhood-based special events, arts festivals, and community festivals that contribute to the cultural life and social vitality of the community. Examples might include a tie-in event with the Cherry Blossom Festival, summer jazz performances, crab festivals, student music competitions, outdoor summer performances organized by Arena Stage, and other celebrations appropriately scaled to the size and character of the Southwest neighborhood.

## REINFORCE NEIGHBORHOOD IDENTITY

Washington's neighborhoods have distinct identities: Capitol Hill, Columbia Heights, Dupont Circle, and Georgetown are examples. The history and character of each neighborhood are distinct. Southwest's identity is not as prominent; nor is its character as well known or clearly defined as those of other Washington neighborhoods.

The panel feels that the advantages of the Southwest neighborhood could be better marketed if a strong identity was created that reflected the area's natural features (the water), historic identity (birthplace of Washington, D.C.), the Metro station, or some other feature that immediately promotes and identifies the community. As an example, the Inner Harbor of Baltimore has an easily understood physical and cultural identity that clearly reflects the character of the district. The identity developed for the Southeast community should be reinforced through appropriate imaging, graphics, and signage.

## BREAK DOWN BARRIERS TO TRANSPORTATION AND CIRCULATION

The Southwest neighborhood has been physically and psychologically isolated from the rest of the District of Columbia ever since the early 1800s, when the Tiber Creek Canal turned Southwest Washington into an island. Urban renewal, which was intended to give birth to a "new Southwest," added new barriers, particularly the I-395 freeway. The panel thinks that Southwest's physical isolation, while at times allowing a respite within the city, has also limited the neighborhood's economic potential and its accessibility. A variety of transportation and circulation strategies are recommended to "reopen" Southwest to the city at large while maintaining its appealing neighborhood ambience:

- Although now served by the Waterfront Metro station, the neighborhood is still "undiscovered." The panel recommends developing a free Metro pass program for people traveling to and from Southwest

during selected time periods, from selected Metro locations near the National Mall, the business sections of Washington, the Capitol, and the Navy Yard. It is recommended that this program be operated for a period of approximately 18 to 24 months to introduce people to Southwest. The program should begin *after* improvements and renovations have been completed for the Southwest waterfront and the new town center.

- Signs leading pedestrians and automobiles to Southwest are few and undistinguished. Develop a "way-finding" signage system with distinctive graphics to improve the ease of finding convenient ways into the neighborhood, particularly to the waterfront. Examples of such systems can be found in Baltimore, Boston, and San Francisco.
- Develop a program of signs, historic site markers, and sculptures that commemorate and explain famous sites and significant events in the neighborhood, as proposed by the

D.C. Humanities Council, the D.C. Heritage Tourism Coalition, and the D.C. Historical Society. Although historic buildings have markers, much of the history lost during urban renewal can be interpreted in contemporary ways. One example of such interpretation may be found in the Bronzeville section of Chicago, where sculpture, interpretive plaques, and artwork tell the story of the Great Migration of African Americans to that neighborhood and of the accomplishments of those residents.

Southwest's significant heritage includes the Underground Railroad; the African American, Jewish, and Italian waves of migration; and the commercial shipping era of the waterfront—all important threads in the fabric of Washington's history.

- Develop transportation connections to the waterfront by establishing a water taxi system linking the Southwest waterfront with Washington Harbour in Georgetown, Old Town Alexandria, and possibly the Ronald Reagan Washington National Airport.
- Encourage the development of a shuttle bus system to ease the transportation of visitors and local residents from the National Mall and Pennsylvania Avenue to the Southwest. A similar shuttle service could operate from the Navy Yard to bring employees to the Southwest waterfront and town center at lunchtime.

Linda Davenport, managing director of Fannie Mae's American Communities Fund, discusses plans with panel members Larry Parks and John Aischuler (right).



## INTRODUCE NEW HOUSING INITIATIVES

The following housing-related actions are recommended as methods of strengthening the community and its livability for residents of all incomes.

## DEVELOP MARKET-RATE HOUSING

The panel recommends that new market-rate, ownership housing be developed with special emphasis on young adults. One or both Waterside towers may be a good location for this kind of residential use.

Many factors suggest that there is investment potential for new market-rate housing in the Southwest neighborhood. First, the neighborhood has significant amenities such as Arena Stage, proximity to the National Mall and major employment centers, and one of the few developable waterfront locations in the District of Columbia.

The Southwest community also enjoys a stability that results in part from being one of the most economically and racially integrated neighborhoods in the nation's capital. Home sale prices and sales pace are currently rising in Southwest. The neighborhood's housing stock is generally affordable, compared with much of the rest of the District. Current plans for redevelopment of the vacant Syphax School property for affordable housing, and development of the three-acre Challenger Mews site for 93 market-rate townhomes, also signal an increased housing demand.

Public and private sector financing and development incentives must be used to address the challenges inherent in urban housing development: aging infrastructure, the public's negative perception of urban schools, potential site contamination and other environmental hazards, the need to acquire and assemble large-enough development sites, and the longer time frame needed for city versus suburban development because of the more onerous approval and permitting process. Potential tools for encouraging investment in residential development include the following:

- A shortening of the District's regulatory-permit approval process.
- D.C. purchase and writedown of land costs.
- Tax-exempt bonds.
- Second mortgages through the HOME program, Community Development Block Grants, and other public resources.
- A property tax abatement program.
- Attractive financing from commercial bank-loan pools.
- District development and funding of infrastructure improvements.

The panel recommends that homeownership opportunities be located within the public housing community next to the proposed new Syphax Village development on Half Street between N and O streets. James Creek Dwellings would be a suitable place for an affordable homeownership pro-

gram. The new Syphax Village homes being built by Manna, Inc., would be enhanced and given greater impact if enough critical mass were generated to make homeownership more desirable in the eastern portion of the Southwest neighborhood. A spin-off benefit from increasing homeownership around the Syphax School site would be the likelihood that commercial revitalization might be stimulated along South Capitol Street on its western side, just around the corner below M Street.

The panel's recommendation to increase homeownership in James Creek and other Southwest public housing communities does not involve displacing any public housing residents from the neighborhood. Instead, it offers opportunities for existing public housing residents to become private homeowners. Creative financing techniques—such as providing “soft” second mortgages at below-market rates, encouraging sweat equity (as in the Habitat for Humanity program), and offering homeownership education and counseling—can be included in the effort to increase homeownership. Other initiatives, including employment training and placement, must be developed to provide affordable homeownership opportunities for residents of public housing.

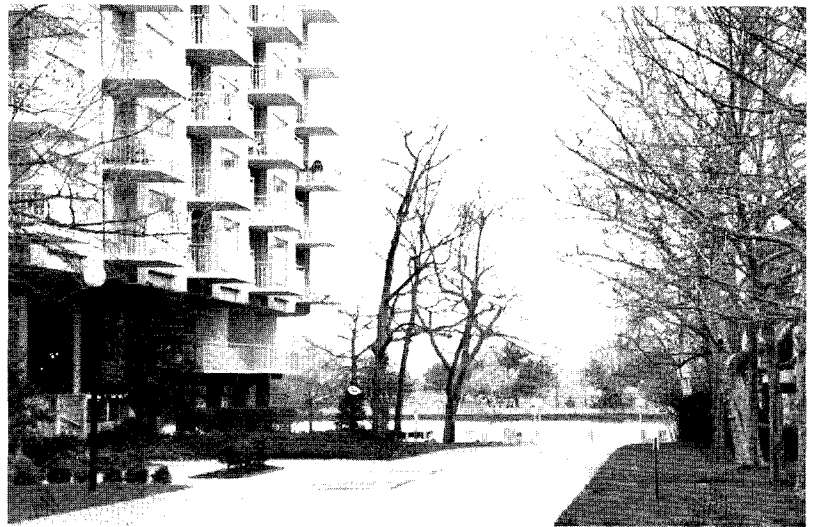
*Southwest offers a variety of urban housing types. The panel recommends that more homeownership programs be made available to low-income residents.*

## RECONFIGURE PUBLIC HOUSING AND DEVELOP MIXED-INCOME PROPERTIES

The panel recommends that public housing be reconfigured and improved. The goals should be neighborhood revitalization, and encouragement of housing near emerging employment opportunities in Southwest. Means of accomplishing this are through federal public housing modernization funds, Section 8 affordable housing certificates and vouchers, and financing sources such as Fannie Mae, Freddie Mac, and the Federal Home Loan Bank.

A concurrent strategy to be pursued while improving public housing is the development of mixed-income private housing. Mixed-income housing is a way to sustain and reinforce the neighborhood diversity of Southwest. This strategy also would lessen the separation imposed upon the residents of public housing by current neighborhood housing configurations. Examples of successful mixed-income public-housing redevelopment efforts include Rosewind in Columbus, Ohio; Harbor Point in Boston; King's Lynne in Lynn, Massachusetts; and Diggs Town in Norfolk, Virginia.

The panel recommends that mixed-income housing projects be pursued close to the new retail opportunities to be developed in Southwest. New housing developments must have a quality as good as or better than that of competing properties. A mix of



low-income, moderate-income, and market-rate units is appropriate, so that no apparent gap separates low-income residents from others. It is desirable that there be no obvious distinction among unit types: an observer should be unable to tell a subsidized unit from any other unit. Successful examples of this approach to mixed-income housing include Crawford Square in Pittsburgh and Timberlawn Crescent in Rockville, Maryland.

Demographics in Southwest indicate a potential market for

the development of seniors' housing so that current residents could remain in the neighborhood as they age. Further market research would identify specifics, such as the level of services and price points.

The panel notes that there are some mid-priced and higher-end residential developments in the neighborhood that are beginning to suffer increased vacancies. Some physical improvements and heightened marketing efforts by owners of these properties may be required to prevent deterioration in these developments.



### **LINK SCHOOLS WITH JOB TRAINING AND JOB CREATION**

High-quality neighborhoods and excellent schools go together. High-quality schools, economic development, and job training are necessary to provide urban neighborhood residents with full access to employment and self-sufficiency. It is time for bold new public education initiatives, and the panel recommends that a priority be placed on providing good-quality education through support for better public schools, including the emerging charter schools.

Southeastern University is a valuable community asset to be recognized and used. The university is playing a key role in developing two job training academies for youth and adults: the Workforce Readiness Institute and the Southwest Family Technology Center. Southeastern University should be fully accommodated in community revitalization efforts. It will have future expansion and parking needs to be addressed in the context of neighborhood redevelopment.

The perception of poor-quality schools in urban neighborhoods is a leading cause of neighborhood deterioration and the major reason for the inability of these communities to attract middle-income families. To meet these challenges, public schools in Southwest might consider functioning as year-round community centers to provide ongoing support to students and their parents. The schools could become family resource centers, providing child care, health care, career counseling, and vocational and remedial training. The school system may need to solicit the cooperation of public and private sector and nonprofit organizations to deliver a wider range of educational and community services.

Employment and business opportunities accessible both in physical proximity and skill level to Southwest residents are essential to keep the Southwest neighborhood vital and competitive. It is recommended that technical, managerial, financial, and entrepreneurial training support be given to businesses that can serve downtown office, retail, and hotel activities by providing building management and maintenance, transportation, delivery, equipment maintenance, printing, office supply, and food and beverage services. These types of businesses can operate on a small scale and often require minimal capital. Linkages could be forged to businesses in the area through, for instance, "first-source" or other hiring agreements for Southwest



residents. Southwest's new Workforce Readiness Institute and Family Technology Center will enable residents to start and expand computer-related and other high-tech businesses. Additionally, a program could be established to aid local residents in starting new neighborhood retail businesses. The program might include:

- Technical assistance using executives and the involvement of the corporate community to help in founding a Southwest business assistance center.
- Access to debt and equity financing.
- Job training and job training tax credits for employees.

- Linkages to national retail chains and business franchise opportunities.

To encourage Southwest's lower-income residents to obtain living-wage employment, the panel suggests the expansion of existing training programs to include the high-tech, hospitality services, and management fields. More residents might also be trained for the jobs that will result from the neighborhood revitalization efforts. Such jobs could include construction, maintenance, administrative and clerical work, child care, and food services. Particular emphasis should be placed on youth outreach programs, including Adopt-a-School, student internships, and part-time employment.

### **CAREFULLY STAGE AND PHASE THE DEVELOPMENT**

Strategic plans will need to be developed to link the timing of various public improvements and privately funded projects. The proposals for new development at Waterside Mall and on the waterfront are expected to reinforce each other's success. For this reason, it would be desirable for these two projects to schedule their completions to occur as simultaneously as practical. Careful staging of redevelopment projects can minimize disruptions and burdensome relocations, as described earlier in this report. The panel recommends that a new development corporation be started to provide an organizational means for coordinating and staging these efforts.

## DESIGN AND PLANNING

The vision for Southwest begins with all that is attractive and desirable in this community and seeks to build upon these assets. The neighborhood's strategic location with regard to the National Mall and federal offices is an invaluable asset, and the waterfront setting provides a rare and delightful amenity. Southwest has an excellent foundation on which to update its image for the turn of the next century.

### EXISTING CONDITIONS

The panel has studied the existing physical design elements in the neighborhood. Following are the panel's observations and analyses.

### STREET PATTERNS

City street patterns are the framework that set the stage for development. Although the rigorous street network originally laid out by Pierre L'Enfant is consistent and intact for most of the city, it has been disrupted in Southwest by interstate highways, rail lines, and the planning efforts of the post-World War II era, leaving Southwest cut off from the rest of the District. Today, Fourth, Seventh, and South Capitol streets are the only streets that connect the northwestern to the southwest-

ern quadrant of the city. Only Seventh Street actually connects from the north through to the Southwest waterfront. And only one east/west street—Maine Avenue/M Street—runs through the study area to the waterfront. All other streets have been interrupted.

Southwest's isolation is a mixed blessing. The strong edge embodied in the interstate highway and railroad tracks has helped to preserve the quiet residential character of the neighborhood. But Southwest is not well known beyond its boundaries because it is difficult to reach, especially on foot.

### WATERSIDE MALL

Waterside Mall, which blocks Fourth Street and prevents it from continuing through the neighborhood, is situated on one of the largest contiguous blocks in all of Washington. This formidable superblock inhibits both pedestrian and automobile access and separates the surrounding residential neighborhoods from one another. Waterside Mall, a federal office center stranded in the middle of a residential waterfront district, is an inward-focused compound surrounded by a moat of parking lots, walls, and parks spaces hidden from view. The areas around



*Panel members Paul Ostergaard and Bruce Hoch address design issues at the final presentation.*

Waterside Mall, especially to the immediate north, are perceived to be dark and dangerous, especially at night. The entrances to the mall are hard to see and difficult to negotiate on foot. There is no obvious signage, and pedestrian lighting is seen as inadequate. The interior is equally grim, with empty storefronts, little natural light, dead-end corridors, and escalators to nowhere. Waterside Mall is misdesigned and altogether isolated from its residential surroundings.

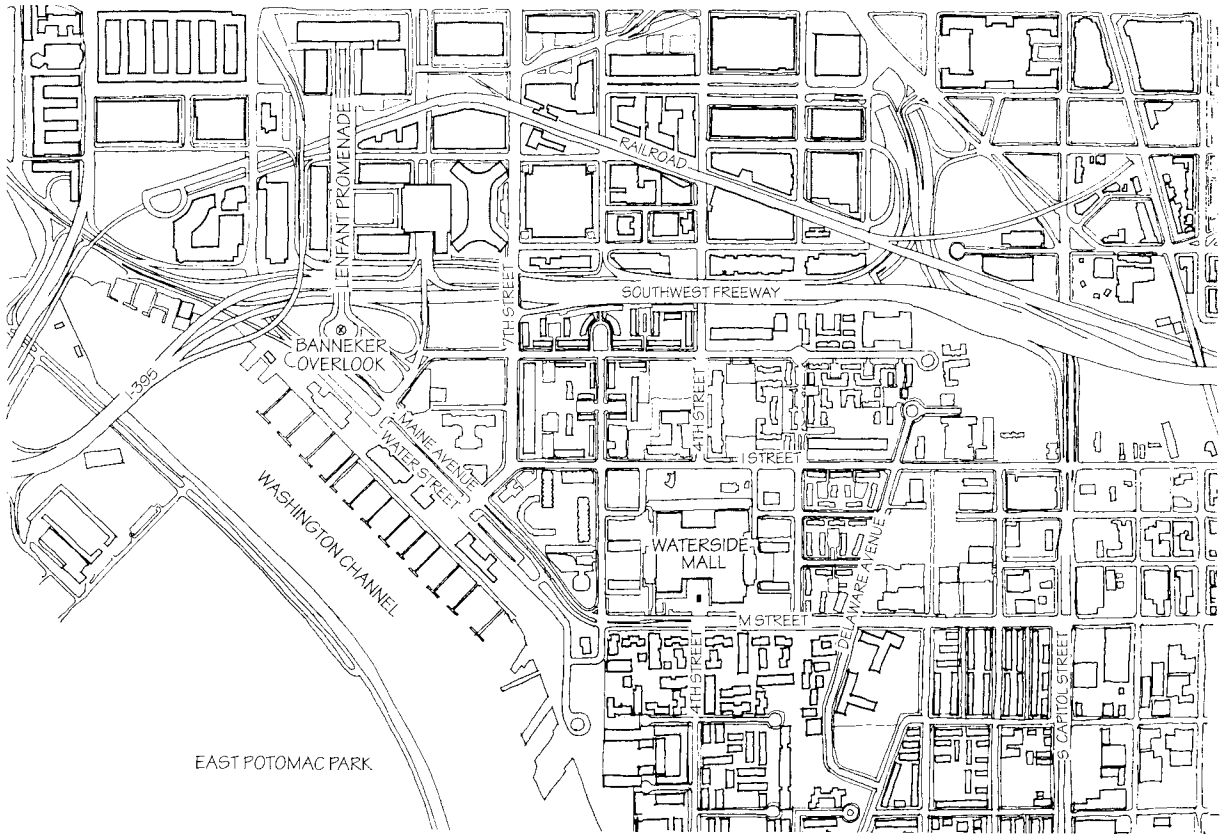
Waterside Mall can be made more pedestrian-friendly by reconfiguring the buildings, creating outwardly facing storefronts, and using wide sidewalks with landscaped areas and outdoor cafes.



## THE SOUTHWEST WATERFRONT

The Southwest waterfront is home to the highly acclaimed Arena Stage, the popular Fish Wharf, the *Spirit* and *Odyssey* cruise boats, and two residential marinas. On the minus side, tour buses serving the cruise boats and restaurants conflict with other uses and are considered a nuisance by neighboring residents. There is a perceived lack of safe, convenient parking for patrons of these facilities.

Highways and railroad tracks isolate Southwest from the rest of the city. Waterside Mall is the only office building in this residential neighborhood.



## EXISTING CONDITIONS IN SOUTHWEST



*Lack of street connections makes access within the community confusing and difficult.*

The Banneker Monument, located at the northern end of the waterfront, lacks visibility and identity. This monument, celebrating the life of noted inventor and surveyor Benjamin Banneker, deserves better access and more prominence.

## DESIGN RECOMMENDATIONS

Much can be done to improve upon the urban design of Southwest, including both immediate actions and long-range initiatives. Following are the panel's recommendations.

### THE LEGACY PLAN'S STREET NETWORK

The Legacy Plan, released in 1997 by the National Capital Planning Commission as a framework for the city's long-term growth and development, proposes the removal of the I-395 and I-295 interstates and the rail lines, and the reconstruction of the historic street network. These actions would reconnect Southwest to the rest of the District of Columbia and the Southwest residential community to its waterfront. The panel recommends that the Legacy Plan's street patterns be implemented for Southwest. While the removal of the interstate highways and rail lines may be far off, much work can begin immediately to improve the boulevards and street network in Southwest.

## EXISTING STREET PATTERNS

The many street consolidations that were part of the urban renewal process in Southwest have limited the opportunities for vehicular and pedestrian traffic movement within the community. As a result, Southwest is cut off from its most attractive resource—the waterfront. The waterfront's disconnection causes it to be underused by residents as well as by the many tourists visiting national monuments just to the north and west, who perceive the waterfront as inaccessible.

The buildings along the Southwest waterfront are unattractive and overscaled, and some are vacant and boarded up. Maine Avenue, Water Street, and the parking lots between these streets combine to form a vast, characterless expanse that further isolates the Southwest neighborhoods from the waterfront and blocks the neighborhoods' views of the water.

*The Legacy Plan proposes to reconnect streets for better access.*

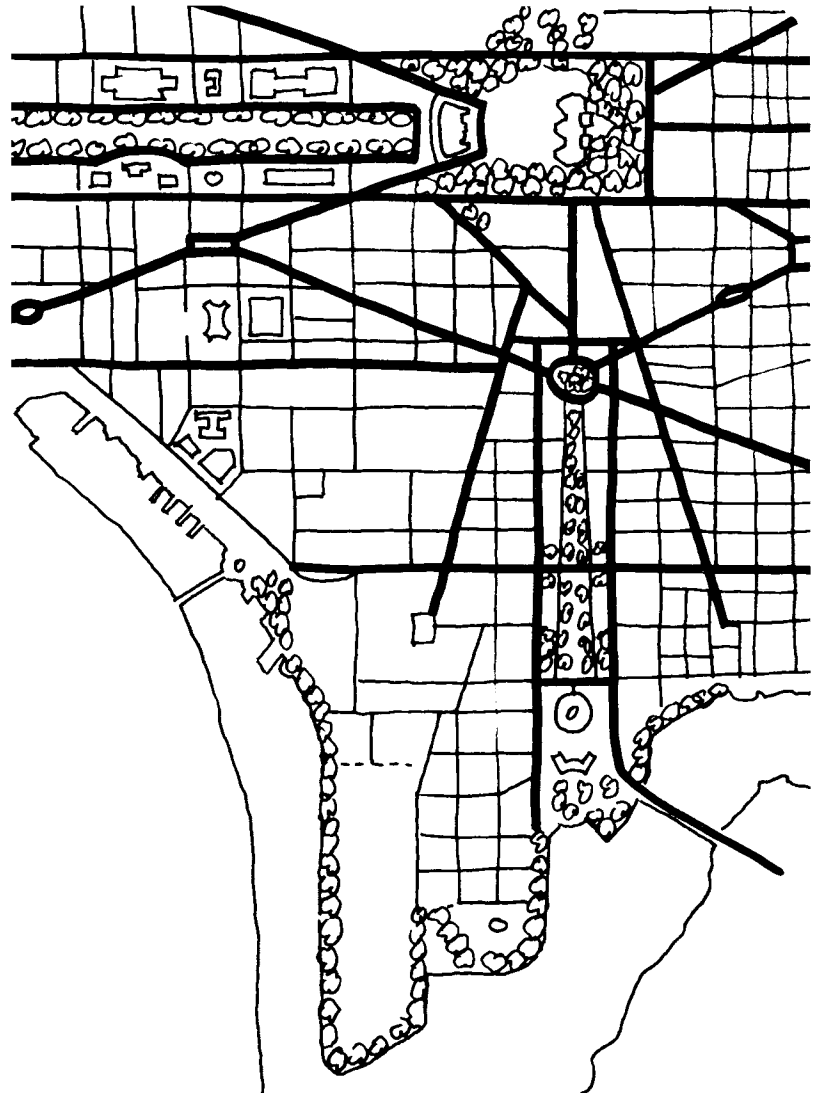
## THE WATERFRONT

The panel's vision for the Southwest waterfront is one of a dynamic, pedestrian-oriented activity center that uses the river to its fullest, with facilities for boating, biking, and other outdoor recreation. The recommended plan for the waterfront consolidates the higher-activity tourist- and visitor-oriented uses at the northern end, with the lower-activity and residential uses at the southern end. At the north would be the active retail and entertainment areas, anchored by the existing Fish Wharf and the restaurants, marinas, relocated cruise ships, and proposed new development.

The specific site for the relocation of the cruise ship docks would require further study. Given the presence of a Metro tunnel below the water in that area, plans for any dock or other construction would have to meet Metro's approval. The Capital Yacht Club would relocate to the south, into the residential waterfront district, where the *Spirit* and *Odyssey* cruise ship docks are now located.

## RETAIL/ENTERTAINMENT

Building on the success of the Fish Wharf, Water Street can become an energized retail street of cafes, brew pubs, restaurants, and water-related recreational uses including cruise ships and boating. The panel recommends that the Water Street development be designed as a series of small-scale buildings in an architectural style reflecting the heritage of old Southwest. Additional building sites would be created where parking currently exists, in the strip of land between Maine Avenue and Water Street. This would better use these land parcels while helping to reestablish community connections to the waterfront.

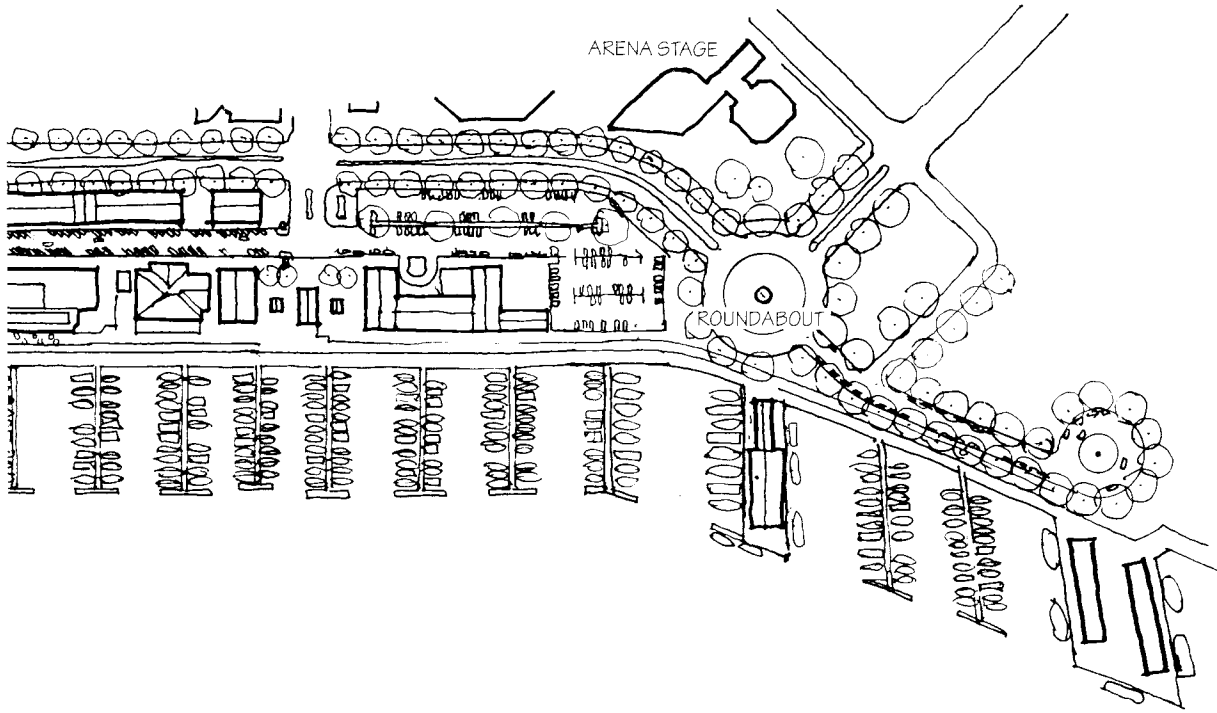


## THE LEGACY PLAN

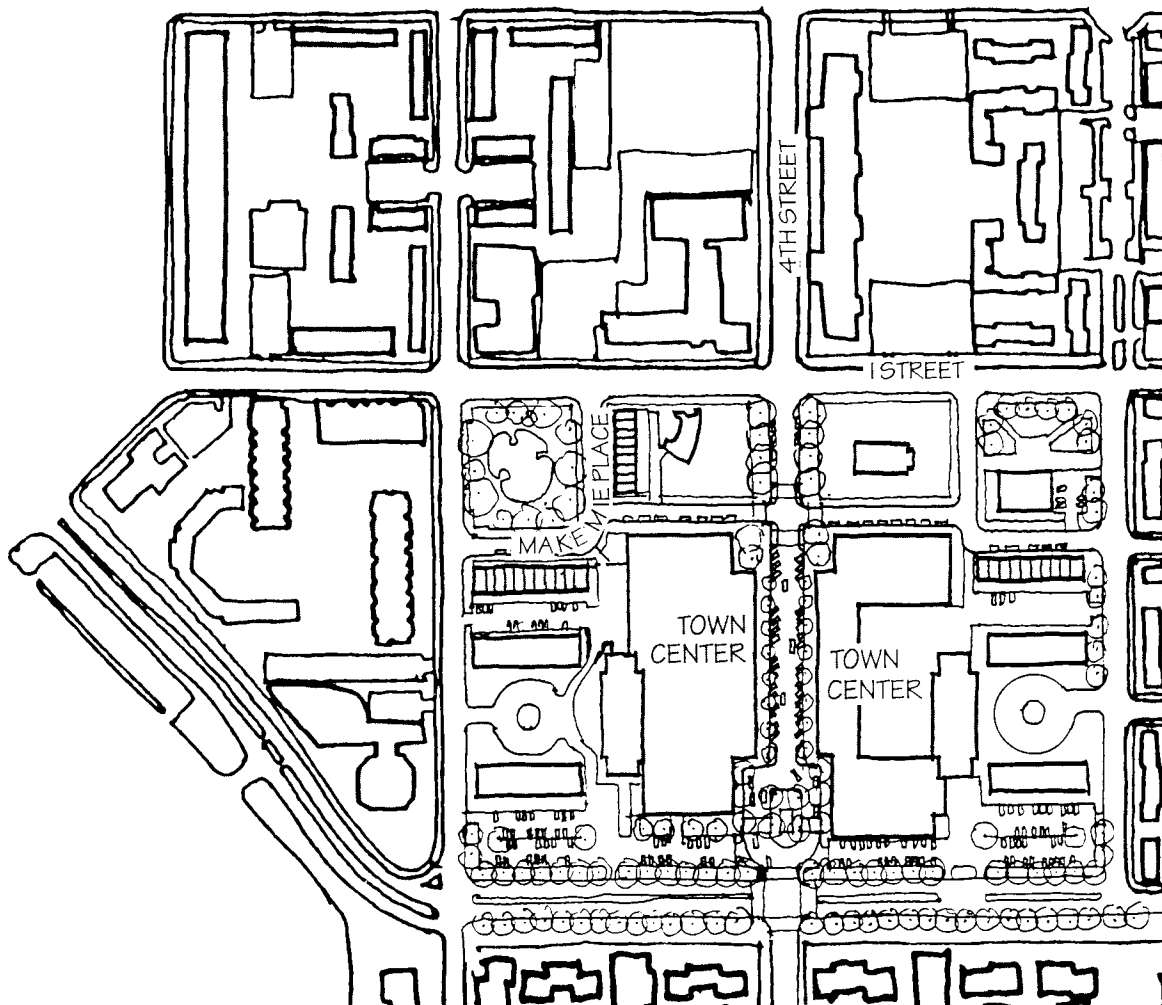
Modern adaptations of the white clapboard buildings and classical details of the 19th and early 20th centuries would give Southwest's waterfront a character distinct from those of Georgetown and Old Town Alexandria while evoking the historic character of Southwest. The panel notes that the Fish Wharf is a valuable neighborhood amenity and recommends that it remain in place. This group of vendors has a special character not duplicated elsewhere and serves as a focal point and draw for the Southwest waterfront.

To further distinguish the waterfront district, a series of sculpture markers and other historical elements celebrating the history of Southwest could be installed, as described in the section of this report entitled Development Strategies for Strengthening the Community. The panel recommends moving the *Spirit* and *Odyssey* cruise ships north to this entertainment district to add to that district's dynamism and to attract more visitors to it.

Maine Avenue and M Street  
realignment, with new  
roundabout.



#### PROPOSED STREET REALIGNMENT

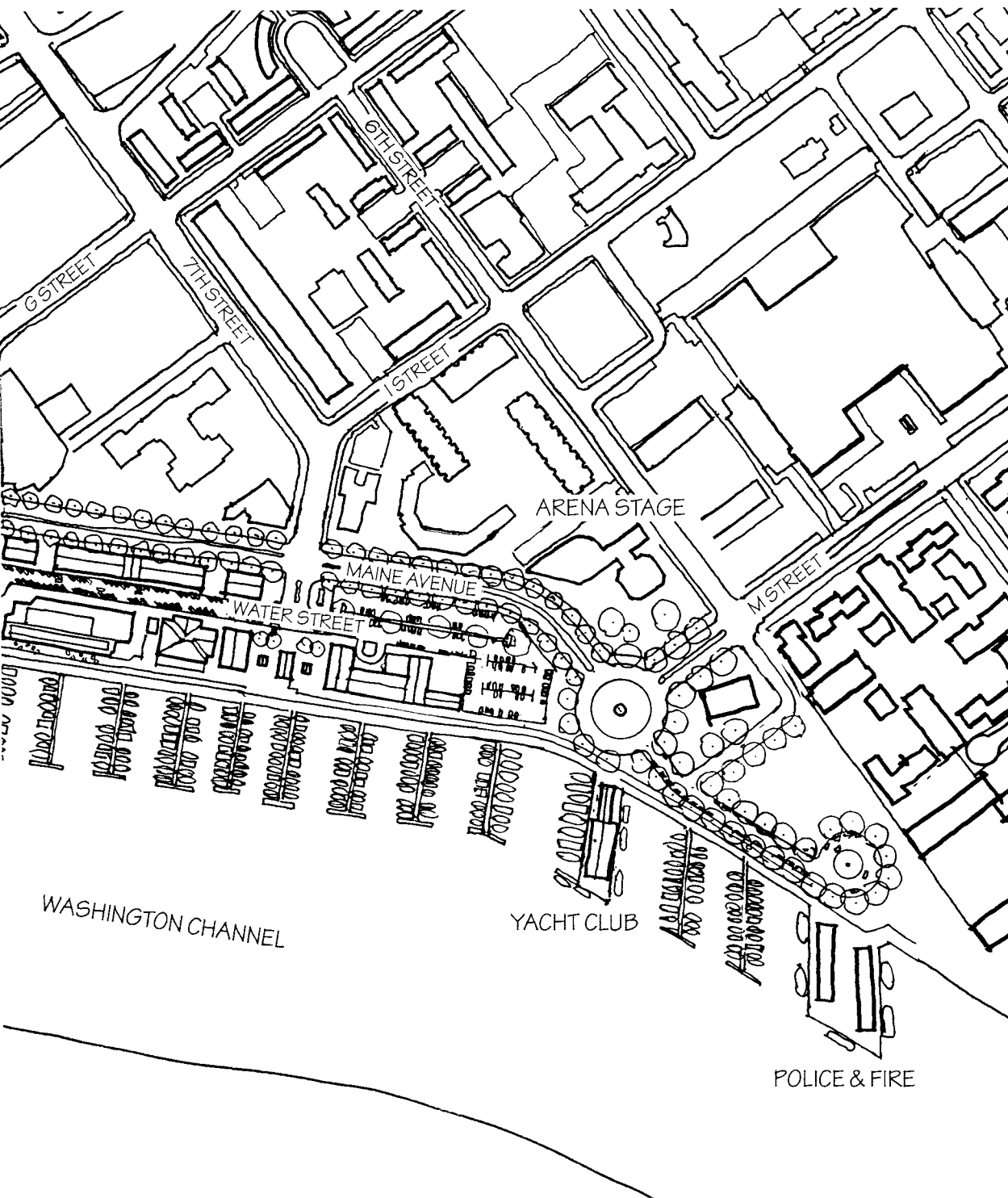


The center portion of the mall  
would be demolished, creating  
a new, pedestrian-oriented  
shopping district.

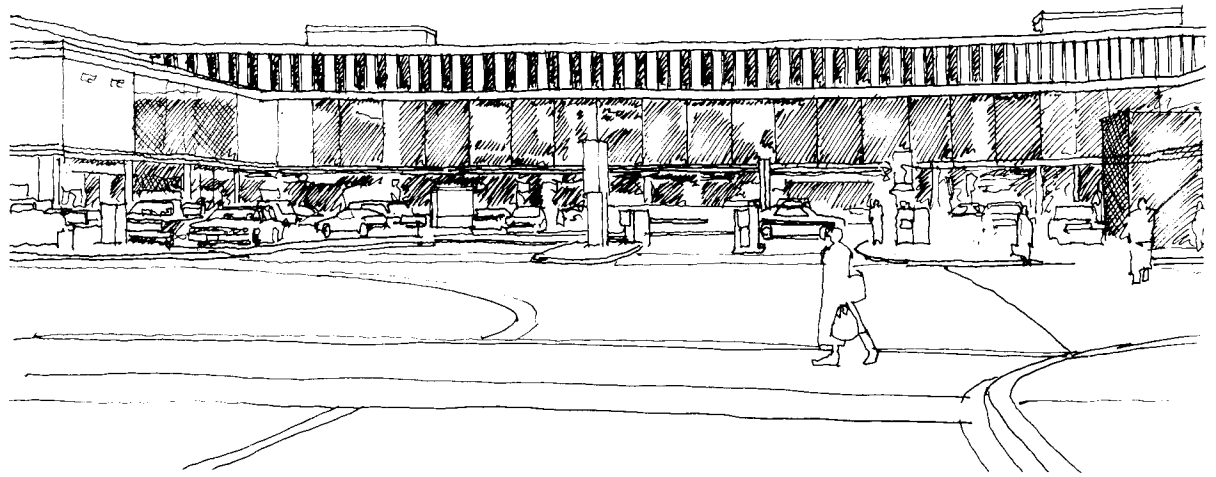
#### WATERSIDE MALL REDEVELOPED AS TOWN CENTER



PROPOSED WATERFRONT PLAN



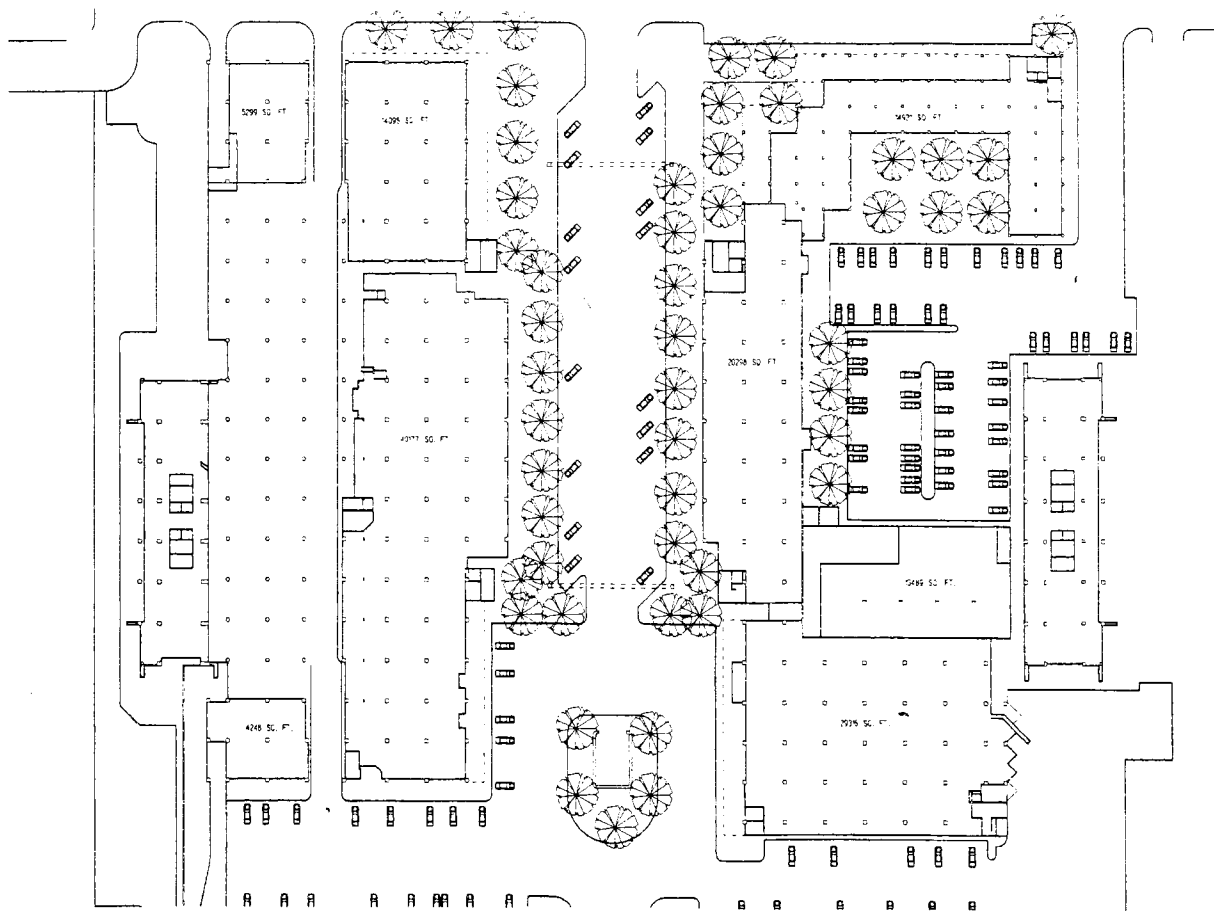




**WATERSIDE MALL TODAY**



**REDEVELOPED TOWN CENTER**



## ARCHITECT'S SCHEMATIC OF REDEVELOPED TOWN CENTER

### PARKING AND CIRCULATION

Despite the apparent abundance of parking in the area, there are parking problems for patrons of the businesses along the waterfront, in part because of the ineffective location and configuration of much of the existing parking. There is concern among local businesses and residents that concentrating more commercial activity at the northern end of the waterfront will exacerbate these parking problems. This is less likely if parking for waterfront activities could be properly designed to accommodate residents and patrons of the existing and new

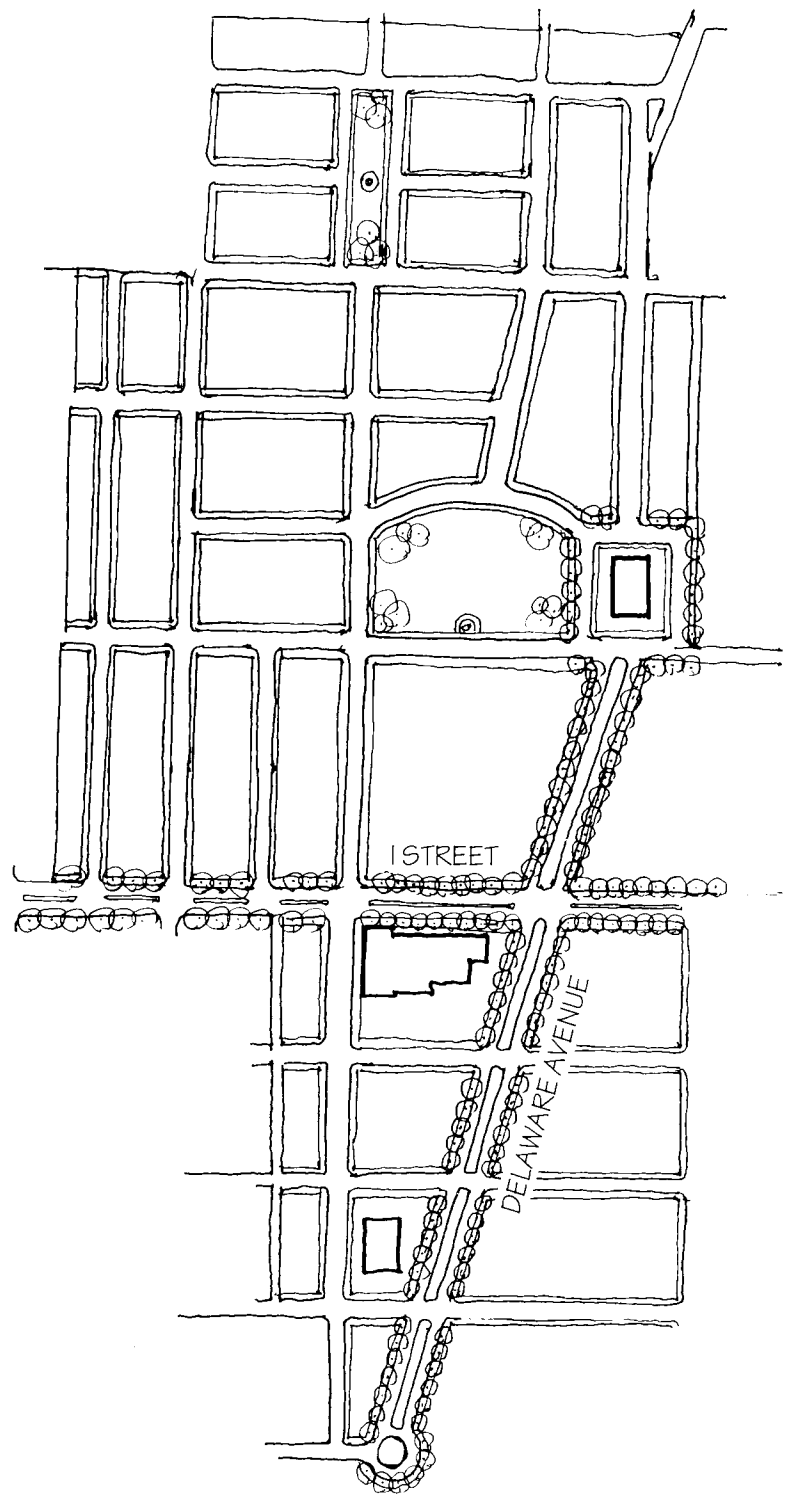
businesses, including the Fish Wharf and Washington Marina to the north. The panel recommends that parking issues be addressed by the following measures:

- Make better use of existing parking through directional signs, better lighting and security, and improved access and pedestrian linkage.
- Allow for more on-street parking by using angled spaces as opposed to parallel spaces. This change could as much as double the number of spaces, better using the oversized roadway cross sections in the vicinity of the waterfront.
- To maintain a continuous facade along Water Street, the panel strongly recommends that any new parking facilities in this area take the form of structured garages above retail space, rather than lots at street level. However, better use of the existing underground garages and surface parking along M Street might eliminate the need for additional structured parking.
- A new parking structure at the foot of the Benjamin Banneker Monument would be desirable to serve the relocated cruise ships. Tour buses could be accommodated there.

*Delaware Avenue, redesigned as a grand boulevard. Eventually, the street would be re-connected north to the Capitol.*

The panel proposes the following solutions to Southwest's access and circulation problems:

- Build a new, curving pedestrian walkway and bridge just below the Fourteenth Street Bridge. These improvements could connect the Southwest waterfront to East Potomac Park and, combined with better pedestrian and bicycle links to the Jefferson Memorial and the Tidal Basin, could make regional recreational connections possible.
- Improve pedestrian linkages to L'Enfant Plaza with the addition of a monumental stair beneath the Banneker Monument, similar to the stairs serving other important monuments, such as the Lincoln Memorial.
- Reinstate boat access to the waterfront. Urban renewal road realignments made access difficult for people bringing boats to the Southwest marinas.
- Move the Capital Yacht Club south to consolidate marina uses along the southern end of the waterfront, making for a more compatible use with the existing Tiber Island, Harbour Square, and surrounding residential neighborhoods. Trade the yacht club's location with that of the *Spirit* and *Odyssey* docks.
- Extend M Street to intersect with Maine Avenue in a roundabout at the river's edge, bringing both streets to the waterfront. This improved street pattern would also provide additional parking and expansion space for Arena Stage. The panel recommends that both Maine Avenue and M Street be landscaped as urban boulevards in the tradition of the L'Enfant Plan.



Many of these recommendations are consistent with the vision for the waterfront in the National Capital Planning Commission's Legacy Plan, which proposes a continuous 11-mile public waterfront running from Georgetown

to the National Arboretum. Southwest's waterfront should become an integral part of this public space, with bike paths, water taxis, and recreational areas.

## NEIGHBORHOOD SHOPPING AND COMMERCIAL DISTRICT

Most significant among the panel's recommendations is the transformation of Waterside Mall from a federal office center above an enclosed shopping mall into a mixed-use center that would serve and be supported by the Southwest neighborhood. To accomplish this, the central section of Waterside Mall would be demolished, allowing for the reconnection of Fourth Street as part of the original street grid pattern. In this way, the monolithic Waterside Mall building would become two separate structures along both sides of Fourth Street, which would become Southwest's main neighborhood shopping street. Access for pedestrians, vehicles, and Metro riders would be improved. Fourth Street would bend around the Metro station, forming an attractive, more accessible, circular pedestrian plaza.

If this plan is followed, Fourth Street will be lined on both sides with the remaining three-story building, now two separate structures, re-clad in a variety of new facades recalling the traditional architecture of Southwest Washington. Classically proportioned adaptations of traditional masonry commercial buildings would house neighborhood-serving uses, including a grocery store, drugstore, hardware store, coffee shop, and sidewalk cafe. Together, these uses will form a convenient neighborhood shopping center and gathering place for the community.

This plan would demolish approximately 37,000 square feet of the existing mall. However, because the current mall is so overscaled and poorly configured, the demolition would actually result in an increased amount of rentable space. The two upper levels of the mall, currently used by EPA, would then be more easily accessed and used for ancillary services, such as a fitness center, daycare, medical offices, and other nonretail, neighborhood-serving functions. Entrances for the two towers would be reconfigured and integrated into the new streetscape.

Parking for the town center would be accommodated in angled spaces along Fourth Street, in several on-site surface lots, and in the existing Waterside Mall underground garages. A new east/west street would connect Makemie Place on the west with the Southwest Branch Public Library on the east. Makemie Square and Public Library Square will be lined with townhouses and become residential squares. These now-empty and dangerous spaces would be replaced by traditional streets and squares, easily understood and monitored day and night by residents of the new housing.

Through elimination of the barriers and reconnection of the neighborhoods, Waterside Mall could become the community center it was originally envisioned to be.

## NEW MIXED-INCOME DELAWARE AVENUE NEIGHBORHOOD

With the aid of federal public housing modernization funds and other tools, the Delaware Avenue area could be transformed into a mixed-income neighborhood. In the Legacy Plan, Delaware Avenue becomes a major urban boulevard extending north to the U.S. Capitol. The new Delaware Avenue boulevard would become part of a continuously linked network of open space that would provide new opportunities for redevelopment.

This redesign plan suggests locations for institutions and neighborhood parks and for a new street network that would better unify the Southwest neighborhood. However, this plan is only a concept. Any serious planning efforts for these neighborhoods will demand the participation of residents, business owners, city officials, and other stakeholders.

## PLAN IMPLEMENTATION

*Congresswoman Eleanor Holmes Norton (above) and District of Columbia Chief Management Officer Camille Cates Barnett (below).*

This section outlines the steps required to implement the proposed revitalization plan for Southwest. The challenges to the community's stability must be addressed with a sense of urgency. EPA is leaving Waterside Mall, and many residential structures and existing businesses, particularly those along the waterfront, require reinvestment. Because more than 30 years have passed since the peak of the urban renewal period, a new cycle of investment is now required.

This new challenge is a timely opportunity to create a neighborhood-based model for the emerging development capacity of the District of Columbia, working closely with the federal government, the private sector, and the community. This model can demonstrate how new tools and management structures can be effectively used now to assist a neighborhood in securing its legacy and affirming its future. New jobs, new homes, and new recreational opportunities can be generated through the implementation of this plan. Toward this end, the panel's primary assumptions about the implementation process are as follows:

- Implementation of the physical changes outlined in this report begins as soon as possible,

preferably within 24 months. Implementation starts with the immediate designation—by the chief management officer (CMO) of the District government—of a coordinator for Southwest neighborhood development.

- To assume long-term responsibility, the District establishes by January 1, 1999, a *Southwest Neighborhood Development Corporation* (SNDC) that is credible to the business community, to the District and federal governments, and to neighborhood residents.
- The District and the federal governments provide this corporation with the necessary financial resources, personnel, regulatory tools, and delegations of authority.
- These resources are in place by January 1, 1999.
- Private capital takes the lead in the development of the Southwest waterfront. A request for proposals should be issued by January 1, 1999.
- Federal agencies, including the General Services Administration (GSA), the Environmental Protection Agency (EPA), and the National Park Service (NPS), assist in the implementation of the plan, including the designation of the Fourth Street and waterfront retail districts.



- Stability is assured for the Fish Wharf. There is no long-term lease policy for the vendors at the Fish Wharf, which rests on federal land. Many of these small businesses have been part of Southwest's waterfront for generations, yet they have only month-to-month leases. Some business owners have expressed interest in upgrading the area, but without more certainty in their long-term tenancy, they are unable to make the commitment required for such investment. Since these vendors form the theme element for the Southwest waterfront, it is essential for the success of its redevelopment that certainty and predictability be established for these businesses.
- More middle-income housing is needed in Southwest. The development of the Southeast Federal Center as a mixed-use private development dominated by middle-income housing, with adjacent commercial office parcels, should begin by January 1, 1999.

If these actions are taken, Southwest's redevelopment will be characterized by accountability to the community, an infusion of private investment capital, a commitment to diversity and economic opportunity, and reliance upon professional leadership.



*The panel presented its results to community members, political leaders, and the press.*

## ORGANIZATION AND IMMEDIATE ACTIONS

It is crucial that redevelopment begin immediately. The most important lesson learned from the military base closure process is that momentum is the key to overcoming crisis. The fuse of this crisis has already been lit because one tower of Waterside Mall is slated to fall vacant by the end of 1999. The cycle of decline that this abandonment could trigger is wholly unnecessary and preventable in Southwest. It is essential to the future of the community that reuse of this property, facilitated by its physical reconstruction, take place immediately upon EPA's departure from the first tower. This tower should be repopulated by the time EPA vacates the second tower, with EPA's departure slightly delayed if necessary. Also, during the transition, the neighborhood should be bolstered by tangible, permanent steps to redevelop the Southwest waterfront as a source of economic strength.

The panel is therefore recommending that the CMO of the District government assume responsibility for implementation by delegating responsibility as deemed appropriate and by activating the new SNDC as soon as possible. The immediate tasks are: (1) to work with the ownership of Waterside Mall to provide for an equitable allocation of the risks and rewards of redevelopment; (2) to assemble the financial resources necessary to implement redevelopment; and (3) to create a permanent capacity to manage the redevelopment. To discharge these responsibilities, the panel recommends, as already indicated, that the CMO designate a coordinator for Southwest neighborhood redevelopment. It is recommended that the coordinator be a senior professional experienced in the implementation of large, complex urban development projects.

A recommended time frame would allow the coordinator 60 days to accomplish these tasks:

- Establish an economic agreement with the owners of Waterside Mall.

Panel members John Alschuler (left) and Andy Barnes with mall owner Charles Bresler (right).



- Produce a financing plan for redevelopment of Waterside Mall and the Southwest waterfront using private capital as the driving force, supplemented as necessary by Community Development Block Grant (CDBG) funds, tax increment financing (TIF), Intermodal Surface Transportation Efficiency Act (ISTEA) funds, transfers of development rights (TDRs), and other redevelopment financing tools.
- Outline the process for the condemnation of the necessary rights-of-way and street realignments, including Fourth Street, Maine Avenue, and Water Street.
- After consultation with neighborhood and business leadership, propose within 60 days the mission, organizational structure, and powers of the Southwest Neighborhood Development Corporation.
- Produce a plan for a *Neighborhood Assistance Fund*. This fund would assist current retailers in Waterside Mall with relocation assistance and with access to transitional financing.

It would also provide access to more favorable credit to assist residential cooperative and condominium owners in financing necessary improvements to their properties. The fund would also help waterfront businesses with façade improvements and other necessary physical improvements to their properties.

Two actions are necessary to support the work of the coordinator.

First, it is important that the CMO establish a *Southwest Neighborhood Redevelopment Task Force*. Its members should include representatives from the necessary District agencies, including the Office of Planning, the Department of Housing and Community Development, and the Department of Public Works; and representatives of federal agencies, including the Office of Management and Budget, the Treasury Department, the General Services Administration, the Department of Transportation, the Department of Housing and Urban Development, the Department of Defense, and the National Park Service.

Second, the CMO should provide the professional resources necessary to complete the assignment within 60 days. The coordinator should have access to (1) experienced development professionals who are skilled in financing and implementing large, complex urban redevelopment projects, and (2) the design professionals needed to refine the preliminary design concepts presented in this report and to produce reliable cost estimates for implementation.

## A NEW DEVELOPMENT ENTITY

To accomplish the tasks set out, the new development entity must have the powers, regulatory tools, and concentrated resources to implement the plan. The panel recommends the following powers, responsibilities, tools, operations, and governance functions for the proposed Southwest Neighborhood Development Corporation.

## RESPONSIBILITIES

The SNDC is responsible for: (1) supporting the redevelopment of Waterside Mall; (2) spurring the redevelopment of the Southwest waterfront; (3) devising methods to link the community anchors for better residential and regional use; (4) marketing the area as a destination point for new residents, tourists, and businesses; (5) catalyzing public housing revitalization; (6) stimulating business development; (7) developing and managing public parking; and (8) ensuring the management of common areas. The SNDC also creates and manages the Neighborhood Assistance Fund, which is described on page 53 of this report.

## TOOLS

The corporation has the following tools available for its use: (1) eminent domain and condemnation authority; (2) tax increment financing; (3) the ability to issue nontaxable revenue bonds; (4) the ability to issue industrial development bonds; (5) a revolving loan fund; (6) tax abatement powers; and (7) other forms of credit enhancement.

## POWERS

The SNDC is envisioned as the economic development engine for Southwest. The corporation would exist for the duration of the bonds it would issue—40 years. This body would have no taxing authority but would be exempt from federal and District taxes and estate, inheritance, and gift taxes.

The SNDC would serve as a contemporary bridge to complete the unfinished development activities undertaken by the Redevelopment Land Agency under the Southwest urban renewal efforts of the 1960s. It would also serve as a model of a neighborhood development agency that could exist as a subsidiary of the future citywide National Capital Revitalization Corporation (NCRC). Further, upon the authorization and appropriation of the NCRC, the SNDC would become the economic development representative for Southwest among the high-priority development areas for the NCRC.

## OPERATIONS

Initially, the SNDC can be established as a 501(c)(3) corporation that would become a fully enfranchised subsidiary of the NCRC. As the successor to the Redevelopment Land Agency for Southwest, the SNDC will assume the responsibility for the administration of all RLA leases and property in Southwest.

The first priority of the SNDC will be to assist developers in the transformation of Waterside Mall into a vibrant retail/community meeting space—that is, in establishing a “Main Street” for Southwest residents.

A second priority will be to build constructively upon the neighborhood’s dynamism by: (1) continuing and expanding efforts to strengthen local elementary schools, assisting in space identification and site preparation for emerging charter schools, and linking local, regional, and national employers with the neighborhood schools; and (2) assisting in local employment and business opportunities, coordinating existing business development programs, and working with local lenders to expand areas for business financing.

Other priorities will be longer-term and more comprehensive, aimed both at strengthening Southwest as a destination for regional visitors and tourists, and increasing the residential population in Southwest. Specific key objectives will include:

- Updating the Southwest waterfront by building upon its existing character and points of destination, such as the Fish Wharf and Marina. Providing a new waterfront entertainment district to renew vitality.
- Spearheading multiuse development of the Southeast Federal Center for residential and other compatible uses.

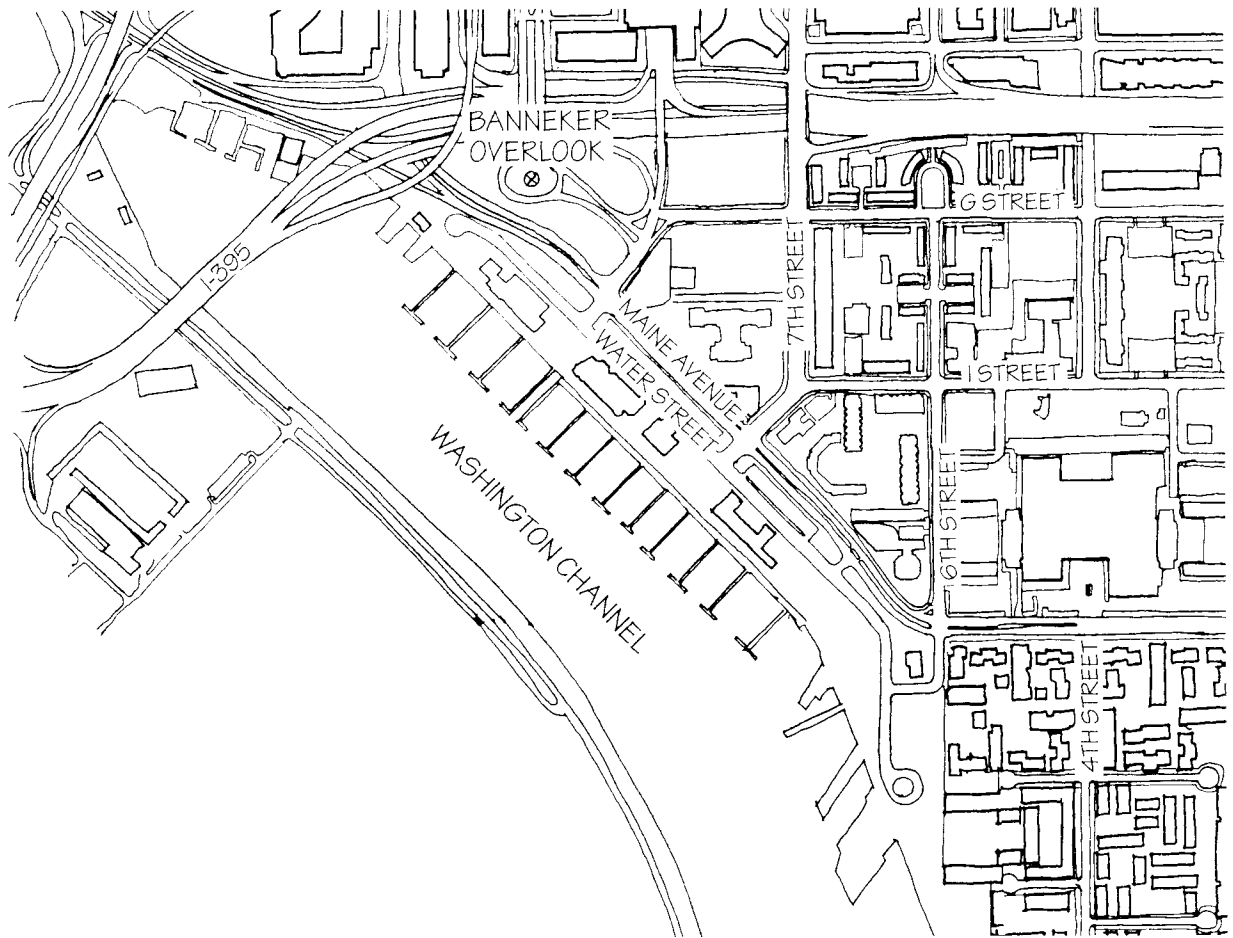
## GOVERNANCE

To expedite the decision-making process and demonstrate success to local residents and businesses, the panel recommends that membership in the SNDC be predominantly composed of Southwest residents and business owners and District and federal government officials, such as the director of the D.C. Department of Housing and Community Development and the cabinet secretary’s appointee from one of the following federal departments: the Department of the Interior, Department of Defense, Department of Housing and Urban Development, or Department of Transportation. In addition, each of these agencies that are not on the board would have a secretary-designated representative as a member of the corporation.

The panel also recommends that several board positions be reserved for business and civic leaders, in order to add a non-governmental perspective.



The waterfront is isolated from the community by Maine Avenue and Water Street, parking areas, and large buildings that block views.



## WATERFRONT PLAN TODAY

### PRIORITY 1: WATERSIDE MALL

The Southwest Neighborhood Development Corporation will assist the property owner in redevelopment efforts. The SNDC's key activities in providing such assistance will be to assemble federal grants, District government funding, foundation assistance, and tax incentives to help transform Waterside Mall into Southwest's town center. The goal will be to develop a neighborhood-friendly retail point that serves the diverse needs of Southwest residents and visitors, including public housing residents, middle-income singles, middle-income families, patrons of Arena Stage, students at Southeastern University, and nearby office workers.

With its mixture of low-, moderate-, and middle-income residents, Southwest may be eligible for funds from a number of

sources. The likelihood of such funding will be enhanced by commitments from local merchants to hire Southwest residents. The SNDC would have the authority to ensure that the new leases with the redevelopers encourage targeted local hiring. In addition, the SNDC can ensure that neighborhood residents are given first priority in the ownership and management of the retail component of the town center. A significant effort could be made to establish community participation in new business development and ownership.

One alternative for the SNDC would be to assist the property owner to redevelop one of the Waterside Mall towers into incubator space for startup businesses, many of which could be contractors to federal agencies such as EPA, the FCC, the Department of Transportation, and the Navy

Yard, all of which are located near the residential sections of Southwest. Whatever approach is used, the goal will be to increase commercial activity at Waterside Mall.

### PRIORITY 2: SOUTHWEST WATERFRONT

The SNDC will be responsible for establishing the design guidelines, program requirements, and financial incentives necessary to redevelop the Southwest waterfront as an economic asset and recreational resource for both the District and the neighborhood. In addition, the SNDC must assume responsibility for the financing elements of the core infrastructure. Implementation of the redevelopment plan will be the responsibility of a development team designated through an open, competitive process.

Basic infrastructure called for in this plan includes any necessary parking structures; the realignments of Maine Avenue and Water and M streets; the reconfiguration of surface parking; and the construction of a new public park at Sixth and M streets along the waterfront. A series of financial tools will be required for each element:

- The parking garage, if necessary, could be constructed with tax-exempt revenue bonds, though the construction and operation of the garage should be the responsibilities of the designated developer.
- The street reconfiguration and the Benjamin Banneker Monumental Stairway and pedestrian access could be paid for with Intermodal Surface Transportation Efficiency Act (ISTEA) funds, Community Development Block Grant (CDBG) funds, and other federal funding sources, to be made available through the District government. Reconstruction of the streets must be completed before the waterfront retail and entertainment development is occupied.
- The landscaped public park created by the realignment of Maine Avenue and M Street could be paid for by ISTEA, CDBG, and other public funds.
- Construction of the Southwest waterfront retail and entertainment district would most appropriately rely on private capital. Public subsidy, if any, should be minimal. A tax in-

crement financing (TIF) district should be established to enable the resultant increased property values to help support public works, park improvements, and if possible other, related public and private development projects.

### **PRIORITY 3: RESIDENTIAL LIFE**

The SNDC would also have the mission of economically and residentially strengthening the Southwest community by helping to meet the housing needs of the existing population while providing opportunities for new residents. The SNDC could increase the amount and enhance the types and quality of housing by supporting the redevelopment of a portion of the soon-to-be-vacated EPA towers as new housing for senior citizens. An assisted living facility would be an option. Other projects might include the use of federal grants to provide homeownership opportunities for Southwest's public housing residents.

It is recommended that the SNDC establish a marketing arm to promote the attributes of life in Southwest: the sense of community, the racial and economic diversity, the world-class theater, the waterfront recreation and views, Fort McNair, highway and transit access, and proximity to Capitol Hill, the National Mall, and the downtown business district. Marketing could target employers, trade associations, and congressional staff.

### **THE NEIGHBORHOOD ASSISTANCE FUND**

The Neighborhood Assistance Fund would facilitate access to capital and credit in Southwest to address three critical needs. First, many of the residential developments built during the 1960s and 1970s urban renewal process now require substantial building-system replacements and other important maintenance and repairs. The fund would provide financing for such improvements, including master metering, on more favorable terms than are available from conventional sources. Reduced interest rates and more extended repayment terms would be provided.

Second, the fund would provide assistance to the existing businesses along the Southwest waterfront. Funding would be available for any façade alterations and improvements necessary to bring a property up to design standards consistent with the character of the proposed waterfront entertainment and retail district. Additional requirements for working capital also could be met through the fund.

Finally, the fund would aid the existing and future retail tenants of Waterside Mall. Such assistance would be provided to mitigate the financial difficulties incurred during the reconstruction of the mall in its transformation into a town center. The fund could also help in financing neighborhood participation in the mall's redevelopment.

## CONCLUSION

The panel found the challenges posed by the Southwest community energizing in their ambitiousness. The opportunities for creating a new paradigm for urban neighborhood redevelopment are truly exciting. In the ensuing decades since Southwest's urban renewal, much has been learned about how cities work and don't work. The panel is confident that the tools and know-how exist to do it right this time—to make the corrections that will enable a more livable and workable neighborhood for all members of the community. The opportunity exists to reconnect the neighborhood with the wider fabric of the city and the region, to expand economic growth, to capture new markets, and to preserve and enhance the high quality of neighborhood life.

The scope of these challenges required the panel to conduct a thorough examination of social, political, economic, and institutional factors that bear upon the existing circumstances and help determine the possible solutions. Facts and opinions were gathered from an array of

sources representative of the diverse interests in the Southwest community, including residents, business leaders, political representatives, and local and national real estate experts. The panel believes that the solutions developed through this process are of historic proportions yet are grounded in reality and are financially feasible.

The Southwest community is to be congratulated for taking action regarding the departure of EPA *before* any deterioration could begin. With such forward-thinking leadership, this community will certainly achieve its ambitious goals.

Following is a summary of the recommended new initiatives for Southwest.

### TOWN CENTER

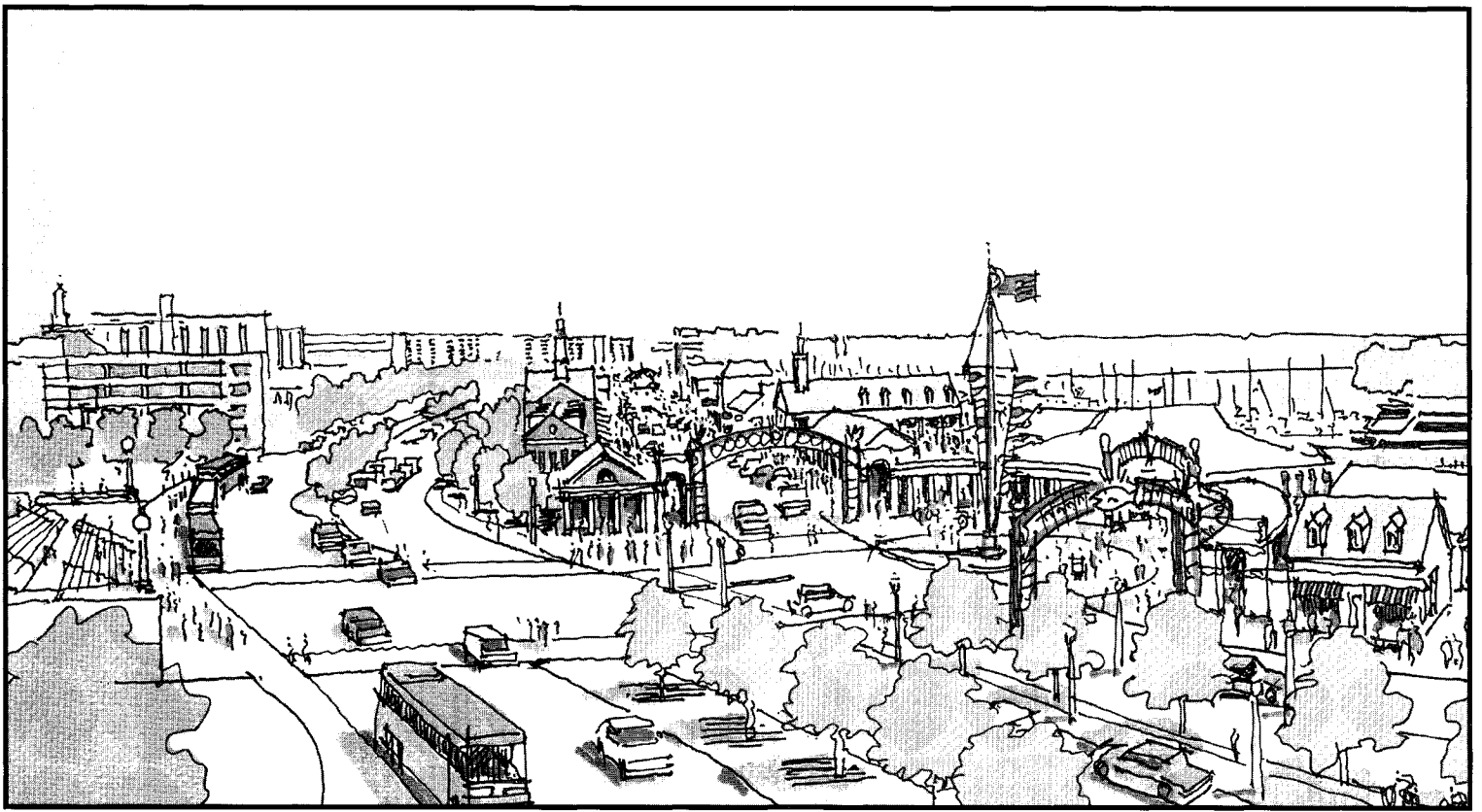
Panel members endorse a substantially renovated and upgraded town center, with a completely new "Main Street"—oriented retail center more than 50 percent larger than today's retail center.

### WATERFRONT

The panel envisions a revitalized Southwest waterfront with approximately 150,000 square feet of new restaurants, specialty retail, and entertainment-related development configured along a new pedestrian-oriented Water Street.

### TRANSPORTATION

- More appealing and convenient street patterns with less land waste and better-used green space.
- More convenient and safer parking for areas near the two retail centers, Arena Stage, and Southeastern University.
- New transportation and pedestrian links connecting Southwest to the monumental core of the District of Columbia.



## PROPOSED WATERFRONT CONCEPT

### HOUSING

- Between 95 and 175 units of new market-rate housing.
- A program to renovate public housing and provide home-ownership opportunities for its current residents.

### IMPLEMENTATION

- A new, locally based public corporation to coordinate and lead the agenda for Southwest, helping to concentrate private sector, local, and national funding resources to achieve breakthrough results.

- New initiatives to strengthen jobs, education, and economic development.
- Livability enhancements: improved security, new recreational amenities, cultural events.
- A new identity program and related marketing initiatives for the area.

## ABOUT THE PANEL

### **WAYNE RATKOVICH** **PANEL CHAIR**

Los Angeles, California

Ratkovich is the founder and president of the Ratkovich Company, a Los Angeles-based real estate development firm whose work is focused on the urban environment. The Ratkovich Company has completed a diversified portfolio of projects marked by creativity and quality. Ratkovich has sponsored projects ranging from high-tech industrial buildings to performing arts centers. Eight of his projects have involved the restoration of important historic structures in Los Angeles, including the Wiltern Theater, the Pellesier Building, the Oviatt Building, Chapman Market, the Fine Arts Building, and the Alex Theater.

Current projects include the Pike, a 13.5-acre mixed-use development in Long Beach, and Terminal Annex, an 18-acre site and 500,000-square-foot historic building in downtown Los Ange-

les. Employing major innovations in architecture, engineering, and construction techniques, the company is planning to launch an initiative to produce loft-style ownership housing for middle-income households in urban communities.

Ratkovich is in his tenth year as a ULI trustee and is an emeritus trustee of the National Trust for Historic Preservation. He is a member of the UCLA Foundation, past chairman of the Dean's Council for the UCLA Graduate School of Architecture and Urban Planning, and a past board member of the Greater Los Angeles Chamber of Commerce, the Central City Association of Los Angeles, and the Downtown Women's Center. He is also a recipient of the Medici Award for his contribution to the arts. In 1997, Ratkovich was awarded the Parkinson Award by the USC School of Architecture for his company's contributions to the urban environment.

### **CHARLES S. ACKERMAN**

Atlanta, Georgia

Ackerman is chairman of Ackerman & Company of Atlanta, a diversified real estate firm specializing in development, investment advisory services, commercial brokerage services, and property management. The company has developed more than 70 million square feet of office, retail, and residential projects over the last 30 years and has received numerous awards for architectural and design excellence. Recently, the firm developed the first major new housing project in downtown Atlanta.

Involved in numerous civic and educational committees, Ackerman serves on the boards of trustees of the Clark Atlanta University, the University of North Carolina Business School, and the Emory University Museum of Art and Archeology and is vice president of National ORT. In 1990, he received a presidential appointment to the Holocaust Memorial Council. He is a graduate of the University of North Carolina at Chapel Hill and Emory University Law School.

**JOHN H. ALSCHULER, JR.**  
New York, New York

Alschuler is the president of Hamilton, Rabinovitz & Alschuler, Inc., and the partner in charge of its New York office. He directs a broad-ranging consulting practice providing a high level of financial analysis and real estate development expertise. He has advised a wide range of development clients, including Maguire Thomas Partners, Olympia & York, the Queens West Development Corporation, and the Empire State Development Corporation. He also serves as senior real estate adviser to the Guggenheim Family Foundation.

In addition, Alschuler has advised a large number of public agencies and officials, including the mayor of New York City, the governors of New York State and other states across the country, and the government of Kuwait. He is advising the governor of Massachusetts on the restructuring and privatization of the nation's second largest mass transit system. In addition, he has served as the president of the Daniel Island Development Corporation, which has developed a community of 4,000 homes in Charleston, South Carolina. Prior to joining HR&A, Alschuler served as city manager to the cities of Santa Monica, California, and Hartford, Connecticut.

Alschuler teaches in the graduate program in real estate at Columbia University.

**WILLIAM ANDERSON BARNES**  
San Francisco, California

Barnes, principal and founder of Barnes & Company of San Francisco, organizes international joint ventures in Europe, manages real estate investments in the United States, and provides advisory services and expert witness testimony. He specializes in large-scale, urban mixed-use development projects.

Serving as CEO of the Stapleton Development Corporation, an award-winning public benefit corporation, Barnes was responsible for launching the comprehensive redevelopment of Denver's former Stapleton International Airport into a new master-planned community. Previously, Barnes led the asset management and leasing team for Ghiradelli Square in San Francisco and served as executive director of the Pennsylvania Avenue Development Corporation in Washington, D.C., where he directed the 25-city-block redevelopment of Washington's historic avenue. Previously, Barnes cofounded and served as president of Broadacre Pacific Company, a real estate investment firm.

Barnes serves on the University of San Francisco Business School Dean's Advisory Council, the Yale University Real Estate Investment Advisory Committee, and the Bay Area Council Housing Action Task Force. He has lectured at Harvard Business School, the University of San Francisco, and the Smithsonian Institution. Barnes was a White House fellow and is a graduate of Yale and Harvard universities.

**BRUCE M. HOCH, AIA, AICP**  
West Orange, New Jersey

Founder and principal of DCG Architecture PC of West Orange, New Jersey, Hoch is responsible for project management, client contact, and conceptualization. He also serves as director of development advisory services for DCG Corplan Consulting LLC, a leading location and development consulting firm. A practicing architect for more than 15 years, Hoch has conducted feasibility analyses and planning and design efforts for office buildings, industrial parks, shopping centers, public housing, military installations, and mixed-use facilities. His extensive experience in adaptive reuse has been highlighted by the conversion of four obsolete office buildings in former Soviet countries into new U.S. embassies.

Hoch is an active member of the American Institute of Architects, the American Planning Association, the American Institute of Certified Planners, the National Council of Urban Economic Development, the International Association of Corporate Real Estate Executives, the National Association of Installation Developers, and the National Trust for Historic Preservation. He holds a bachelor's degree in architecture from the New Jersey Institute of Technology.

**R. McDUFFIE (MAC) NICHOLS**

Washington, D.C.

Nichols is the senior program manager for special projects for the National Trust for Historic Preservation's National Main Street Center. He develops new initiatives and demonstration projects featuring the economic advantages of the Main Street approach to commercial district revitalization. His current projects include a strategic partnership with the International Franchise Association, as well as community-initiated development of commercial real estate. He provides ongoing technical assistance to the Maryland Main Street program, the Baltimore neighborhood Main Street activities, and the LISC Main Street Initiative. He also is a consultant to the Singapore Chinatown Thematic Zone.

Since joining the Main Street Center's staff in 1985, Nichols has provided technical assistance to hundreds of revitalization programs throughout the United

States, Puerto Rico, and the U.S. Virgin Islands, as well as serving as visiting technical adviser for revitalization groups in New Delhi, Madras, Cochin, Bombay, Pune, and Calcutta, India, for the United States Information Agency. He is a faculty member for the Main Street Certification Institute in professional downtown management, has served as a visiting lecturer at George Washington University on tourism and economic development, and has been a featured speaker at economic revitalization, downtown development, and historic preservation conferences across the country. Nichols was coauthor of *Marketing an Image for Main Street*.

Before joining the National Trust, Nichols was director of the Uptown Sumter Association in Sumter, South Carolina. Nichols is a graduate of the University of Alabama, where he received degrees in political science and history, as well as a graduate degree in marketing and business administration.

**PAUL OSTERGAARD, AIA**

Pittsburgh, Pennsylvania

Ostergaard is a principal with UDA Architects in Pittsburgh. His numerous urban design projects have included downtown strategic plans for the cities of Roanoke, Cincinnati, Minneapolis, and Pittsburgh. He has devised urban neighborhood plans for Charlotte, Norfolk, Baltimore, Philadelphia, and St. Louis and urban design guidelines for the towns of St. Quentin and St. Mard in France, for Maui Resort Village in Hawaii, and for the riverfronts of the cities of Pittsburgh and Portsmouth, Virginia. Ostergaard developed the design guidelines for the residential buildings in Disney's neo-traditional new town of Celebration in Orlando, Florida.

A winner of several awards, Ostergaard is a visiting critic and a former instructor in architecture at Carnegie Mellon University. He is a member of the American Institute of Architects, the American Society of Architectural Historians, and the American Society of Architectural Perspectivists. Ostergaard is a registered architect and a graduate of the Carnegie Mellon University School of Architecture and the Harvard Graduate School of Design.

**LAWRENCE H. PARKS**

San Francisco, California

Parks is the senior vice president and director of legislative and regulatory policy for the Federal Home Loan Bank of San Francisco. Prior to joining the FHLB-SF, Parks was an assistant to the secretary and director of strategic regional growth and finance for the Department of Commerce. He was the secretary of commerce's chief policy adviser on regional growth, economic development, minority business, and finance issues. He led the Clinton administration's California economic recovery effort, establishing numerous public/private partnerships, including LA Trade and Bay Trade.

Before working with the Department of Commerce, Parks was the associate legislative counsel and director at the Mortgage Bankers' Association. Parks was counsel to the Senate Banking Committee's Housing and Urban Affairs Subcommittee. He was a judicial clerk to the Honorable James Giles, U.S. District Court for the Eastern District of Pennsylvania.

Parks is a magna cum laude graduate of Temple University and a graduate of the Yale Law School.

**STEVEN E. SPICKARD, AICP**

San Francisco, California

Spickard is senior vice president of Economics Research Associates (ERA) in San Francisco. He advises policymakers on the development and operation of commercial entertainment complexes, museums, convention centers, and other attractions. Current projects include feasibility assessments for a 3 million-square-foot mixed-use complex, an entertainment center in Manila, an urban museum/experience attraction for the Grateful Dead, and six proposed developments along the riverfront in Portland, Oregon. Spickard is also working on a study for an educational visitor attraction in San Francisco that would involve a Marine Learning Center at Fort Mason on the San Francisco Bay.

Recent projects include the analysis of the economics of an entertainment village and commercial zone in South Florida for Blockbuster Entertainment Corporation. In his 20 years with ERA, he has also gained extensive experience in developing tourism strategies and conducting fiscal impact studies. He has managed numerous tourism studies for the Los Angeles Convention and Visitors' Bureau. Another recent application of his skills has been planning for military facility closure and reuse. He is currently under contract with the U.S. Navy to study the reuse of six Navy facilities throughout the San Francisco Bay area.

Spickard graduated magna cum laude from the University of California at Berkeley, with a BA in economics and a master's degree in city and regional planning. He serves on Economics Research Associates' board and is a charter member of the American Institute of Certified Planners.

**DEBORAH L. YOUNGER**

Columbus, Ohio

Younger is administrator of the neighborhood development division of the city of Columbus. She is responsible for directing the development, planning, evaluation, and implementation of programs and activities including neighborhood revitalization, central-city commercial strip redevelopment, affordable housing delivery and rehabilitation services, implementation of capital improvement projects, and social services delivery systems. Younger is responsible for formulating and coordinating the city's housing initiatives and policies and oversees loan programs designed to stimulate private investment in declining neighborhoods.

Previously, she was program manager for Columbus's economic development division, directing economic development programs, managed asset and working capital loan programs, and industrial and commercial attraction and financial assistance programs in designated business districts, industrial redevelopment areas, and downtown Columbus.

Younger is a graduate of the College of William and Mary in Virginia and is currently completing a degree at Central Michigan University. She is a member of the Mayor's Housing and Neighborhood Revitalization Committee, the Consolidated Plan Coordinating Group Committee, the Bank One Advisory Board, the Community Collaborative of Greater Columbus, and the United Way Housing Vision Council. In 1995, Younger won the Society Bank Minority Business Advocate Award.



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