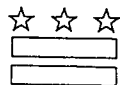


# Downtown D.C.

## Recommendations for the Downtown Plan Mayor's Downtown Committee



Comprehensive Plan Publications

Government of the District of Columbia Marion Barry Jr., Mayor July 1982

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Marion Barry, Jr.  
Mayor



Luther H. Hodges, Jr.  
Chairman  
Mayor's Downtown Committee



### Mayor's Downtown Committee

1350 E Street N.W., Room 408 Washington, D.C. 20004

Luther H. Hodges, Jr.  
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The Honorable Marion Barry, Jr.  
Mayor  
1350 E Street, N.W.  
Washington, D.C. 20004

Dear Mr. Mayor:

It is with a great feeling of accomplishment and optimism for the future of Downtown Washington that I transmit to you the results of the work of the Downtown Committee you appointed roughly a year ago. The Mayor's Downtown Committee found the complexities of the issues challenging and the policy determination process stimulating.

I have never before seen a group of volunteers, deliberately chosen for its diversity of viewpoints, that was more dedicated to constructive, cooperative compromise. The Committee's policy determination process was facilitated by superlative, professional support from the Office of Planning and Development.

I am pleased and indeed grateful to have had the opportunity to work on these policy recommendations with other citizens who actively care about the rebirth of Downtown.

Respectfully submitted,

*L.H. Hodges, Jr.*  
Luther H. Hodges, Jr.



THE DISTRICT OF COLUMBIA  
WASHINGTON, D.C. 20004

MARION BARRY, JR.  
MAYOR

Dear Citizens:

In this document you will see that important, thoughtful work has been done, with major participation by a number of your fellow citizens, to formulate ways to guide the revitalization of Downtown D.C. This document represents the downtown plan recommendations of the Mayor's Downtown Committee, which is composed of citizens who represent a range of neighborhood, business, labor, arts, legal, preservation, architecture and planning interests.

The Downtown Committee faced many complex issues with impressive dedication. I am grateful to all the committee members who worked so hard on this fine product. They gave hundreds of hours of their time, their considerable expertise and talent, and in several cases, professional resources to this important endeavor.

In the last four years, our Downtown area has turned the corner, and a revitalized heart of our city is beginning to emerge. We have already made major progress toward realizing a "Living Downtown". The Convention Center moved into construction and will be completed on schedule at the end of this year; the Financial Historic District was created along 15th Street; new parks and buildings have been completed and others are under construction along Pennsylvania Avenue; a local arts center is operating in the Lansburghs Building, the Wah Luck housing project has been completed in Chinatown; and private developers are constructing numerous other new buildings and renovating older ones throughout Downtown.

I am now circulating the Downtown Committee's recommendations to you, the community, for your information and comments. After your review, I will submit the proposed Downtown Plan to the Council for their consideration and adoption as part of the Comprehensive Plan for the National Capital. The Plan will provide a guide as we continue the task of rebuilding a Living Downtown we can all be proud of.

Sincerely,

*Marion Barry, Jr.*  
Marion S. Barry, Jr.  
Mayor

## Mayor's Downtown Committee

At the beginning of its work the Mayor's Downtown Committee divided into five subcommittees: Land Use, Urban Design, Transportation, Regulatory and Administrative, and Community Outreach. The Subcommittee Chairs and Vice-Chairs and the other Steering Committee members are indicated.

\*Luther H. Hodges, Jr., Chairman

### Members

Michael Ainslie  
Myles Ambrose  
Sara Blunt  
Oliver T. Carr  
B. James Carter  
\*David Childs, Chair, Urban Design  
Paul Childs  
Mitchell Cutler  
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Maurice Tobin  
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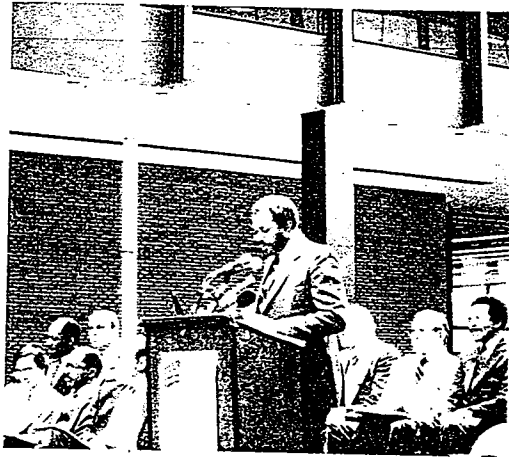
\*Steering Committee

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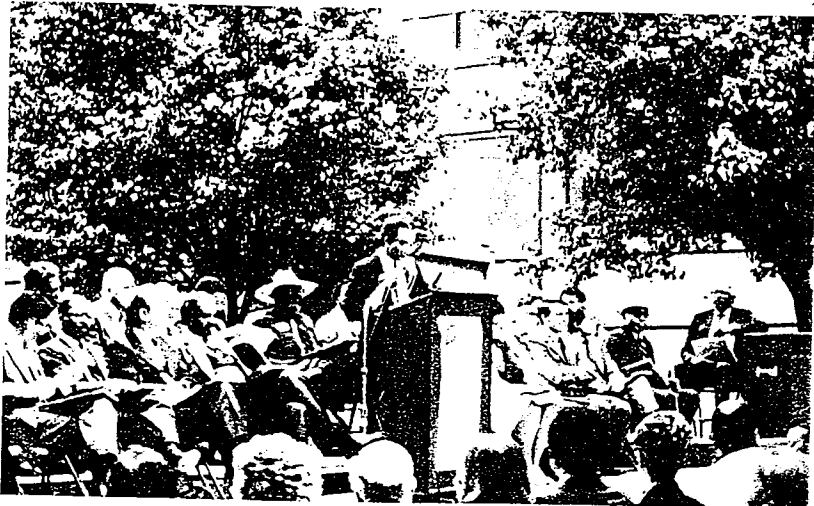


# I Introduction



1. Mayor Marion Barry outlines the charge for the Downtown Committee, May 15, 1981.

2. James O. Gibson outlines the planning process.



## The Opportunity for a Living Downtown

A dynamic, new era for Downtown Washington is well underway. Unlike many older urban centers in the United States, Washington is beginning an unusual surge of new development, an expanding employment base, and renewed confidence in a successful rejuvenation of Downtown as a major force in the region's economy. Despite enormous growth and development in the suburbs during the past decades, central Washington remains the reason for the region's existence.

It is heartening to know that these Downtown Plan recommendations, ambitious and optimistic as they are, can be achieved: partly because the enormous, thriving market for office development moved eastward from the "new downtown" at Connecticut and K Street into the "old downtown" between Fifteenth and North Capitol Streets; and partly because the District government took initiatives to realize the promise of the Metrorail system, several hundred units of new housing, the Washington Convention Center, and the Pennsylvania Avenue Development program. The question is not whether Downtown will be rebuilt, but whether it will be revitalized—whether it will become such an attractive, pleasant, lively place with so much to offer that it draws people to it not just in daytime, working hours, but at night and on weekends.

The major tasks are not only attracting investment into Downtown, but guiding and augmenting that investment so that attractive qualities of each part of Downtown that have been latent or even threatened can be recognized, brought out, and eventually

celebrated. Office development is certainly important to the purpose and economy of the Nation's Capital; but it is also just as important to the Nation's Capital that a solid Downtown performing and cultural arts enterprise is growing, and that Chinatown is poised to become the Nation's Capital's newest tourist attraction. It is also important that people who find themselves in Downtown Washington should know where they are and what they can expect to happen according to the character of the area—by the very feel of the buildings and trees, streets and sidewalks.

This, then, is the vision for Washington's Downtown—pragmatic, thoughtful, exciting and ready to go.

## THE PROCEDURES

The Mayor's Downtown Committee has not been just a group of civic-minded residents who gathered together to share their hopes of what could happen to their hometown. The Mayor, after a thoughtful analysis, named a citizens' committee that reflected various interests and issues related to Downtown development. Businessmen, community representatives, developers, architects, preservation experts, artists, planners, lawyers and residents of the Downtown community came together in one of the city's most extensive planning efforts.

The Downtown Committee was appointed in May 1981; thereafter it divided itself into five groups:

1. a Land Use Subcommittee, to review growth projections and refine them into growth targets for a mixed-use Downtown;
2. an Urban Design Subcommittee, to determine the desired physical characteristics of Downtown;

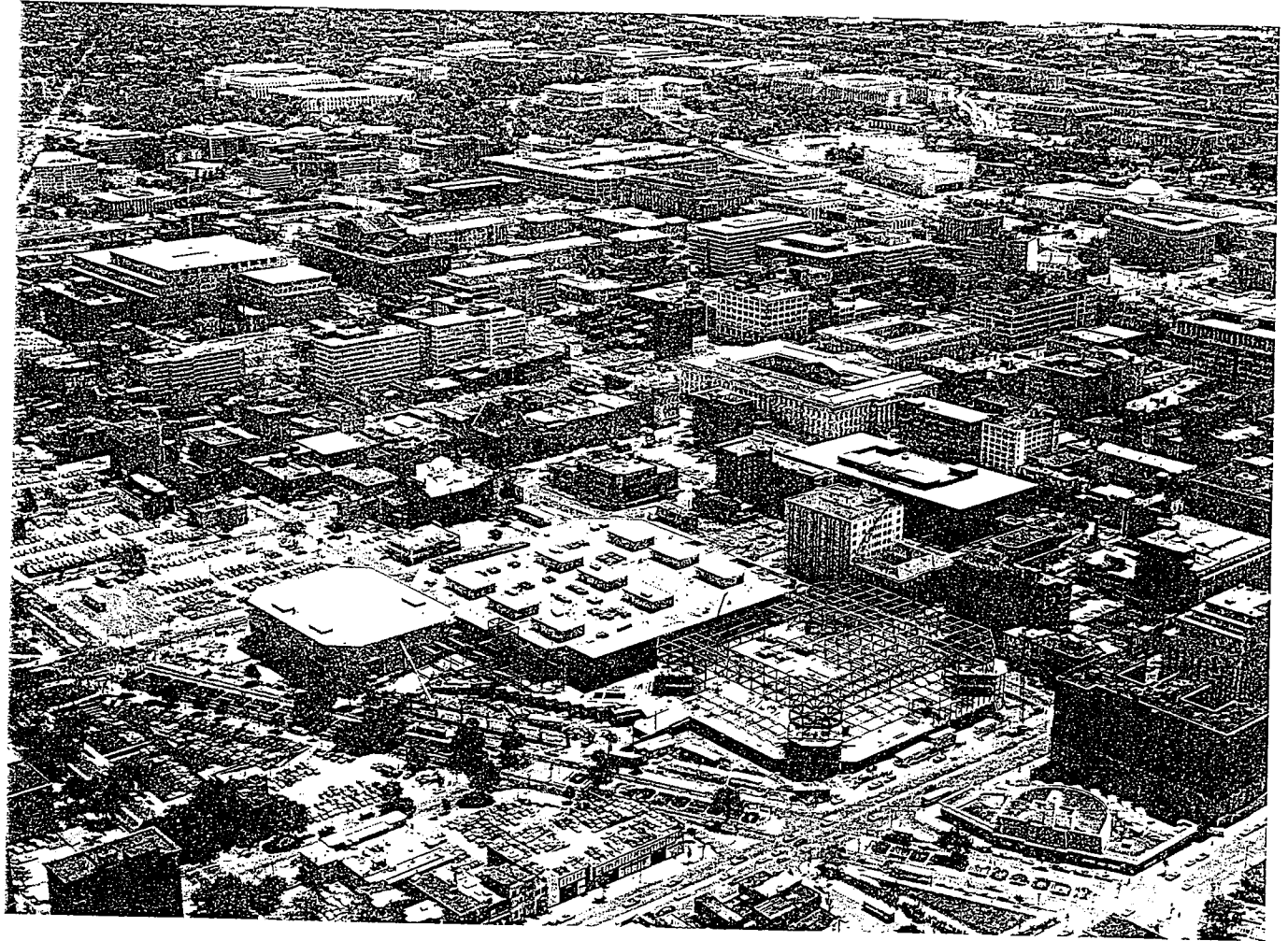
3. a Transportation Subcommittee, to assess the ability of city streets and Metro to support Downtown growth;
4. an Implementation Subcommittee, to define means of achieving land use, urban design, transportation, economic and social objectives; and
5. a Community Outreach Subcommittee, to provide exchange of ideas between the Committee and the community at large.

After hundreds of hours of meetings, and with the assistance of the Office of Planning and Development (OPD), these subcommittees reached their conclusions. Recommendations were then sent to the Steering Committee—a group which included all the committee chairpersons, co-chairpersons and selected at-large members. Steering Committee deliberations centered on bringing into coherence all of the disparate recommendations, and developing the overall principles for the plan.

All of these policies, objectives and recommendations were then refined by staff and Committee members, and presented to the full Downtown Committee for approval.

#### THE PLAN

The Plan for Downtown Washington is a course of action toward a reinvigorated city center. Like all plans, it contains trade-offs in order to balance all of the interests related to the area. But unlike many other plans, this is not a document which simply calls for further study. These recommendations, based on careful analysis and review, can immediately become the basis for a thriving center of city and regional activity.





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Among the most important elements addressed in this Plan are:

1. retail establishments that will restore the regional role of Downtown as a center for shopping;
2. arts and cultural facilities that contribute to a unique mix of uses in the Downtown;
3. housing that introduces new residents into the Downtown;
4. hotels that accommodate visitors to the Convention Center as well as business travelers and tourists; and
5. offices that provide economic support and customers for the other Downtown activities.

Such a mix of uses, where none dominates at expense of the others, is essential to the breadth and variety of activity that Downtown Washington must encompass.

#### DOWNTOWN TODAY

Throughout the nineteenth and early twentieth centuries, Downtown—the area extending from the Capitol to the White House and from Pennsylvania Avenue north—served as the commercial heart of a growing urban area. As older Washingtonians remember, it contained major department stores, prestige shops, prominent hotels, and bustling city streets to serve them. During the 1960's and 1970's, however, Downtown suffered substantial decline as the suburbs grew and commercial activity followed them. The result was further deterioration in both the physical Downtown and the community's perception of it.

Nevertheless, Downtown has many resources. Garfinckel's is still located at 14th and F Streets; Wood-

ward & Lothrop recently celebrated its 100th anniversary; the Hecht Company has active plans to remain in a Downtown location. Downtown contains one of the most concentrated clusters of landmark buildings in the city at a time in which reuse of historic structures has wide public appeal as well as strong tax advantages. Downtown also contains the greatest concentration of Metro Stations, giving it unparalleled access from throughout the metropolitan region. In addition, Downtown is immediately adjacent not only to the buildings which house the Nation's government, but also to an extraordinary array of national tourist attractions.

Given these resources, many areas within the Downtown are already experiencing a resurgence. In early 1982, 28 major projects were under construction, containing nearly four million square feet of office space, a half million square feet of retail space, and 1,300 hotel rooms. Although growth in the immediate future may again slow, the projections for the next two decades show extensive development continuing to occur at an impressive rate. Despite this growth, several areas within the Downtown remain untouched, and others are threatened by the force of the demand for certain types of use in certain locations. Chinatown and the arts studios and galleries along Seventh Street are among those that face an uncertain future if development continues to occur without a change in public policy.

#### THE "BASE CASE" — UNDIRECTED GROWTH

To determine the result of undirected growth, i.e., growth responding only to market forces and existing public policy, the Office of Planning and Development and its consultants prepared the "Base Case" analysis. This analysis suggested many undesirable

results, including:

1. limited changes near Gallery Place and north of Massachusetts Avenue;
2. shrinkage of Chinatown;
3. few new theater or other arts-related facilities;
4. demolition of low-scale housing and older structures in anticipation of high-density office development;
5. loss of several existing and proposed historic landmarks; and
6. little-to-no residential development, except through public requirement and/or expenditure.

This "Base Case" analysis underscores the need for planned public direction in the growth of Downtown.

#### THE CHALLENGE

The plan outlined for Downtown Washington in this document is ambitious. It sets high standards and has visionary goals. This is only fitting. To do less for the Nation's Capital, the heart of a great city and a great region, would be to diminish its destiny.

The Mayor's Downtown Committee recognizes that the targets set for this plan, however worthy, will not be easy to achieve. It would be more "realistic" simply to extrapolate present development, with market and economic forces as driving factors in the plan. It would be more "idealistic" to recognize fully all our wishes in the shape and scale of all of the proposals set forth. The plan recommendations, instead, strive for a thoughtful balance between the "real" and the "ideal", seeking a reasonable balance of housing and hotels, offices and arts, institutional and residential facilities, development and preservation, and pedestrian and vehicular movement.

3. Consultant Paul Tischler reports on economic market studies.

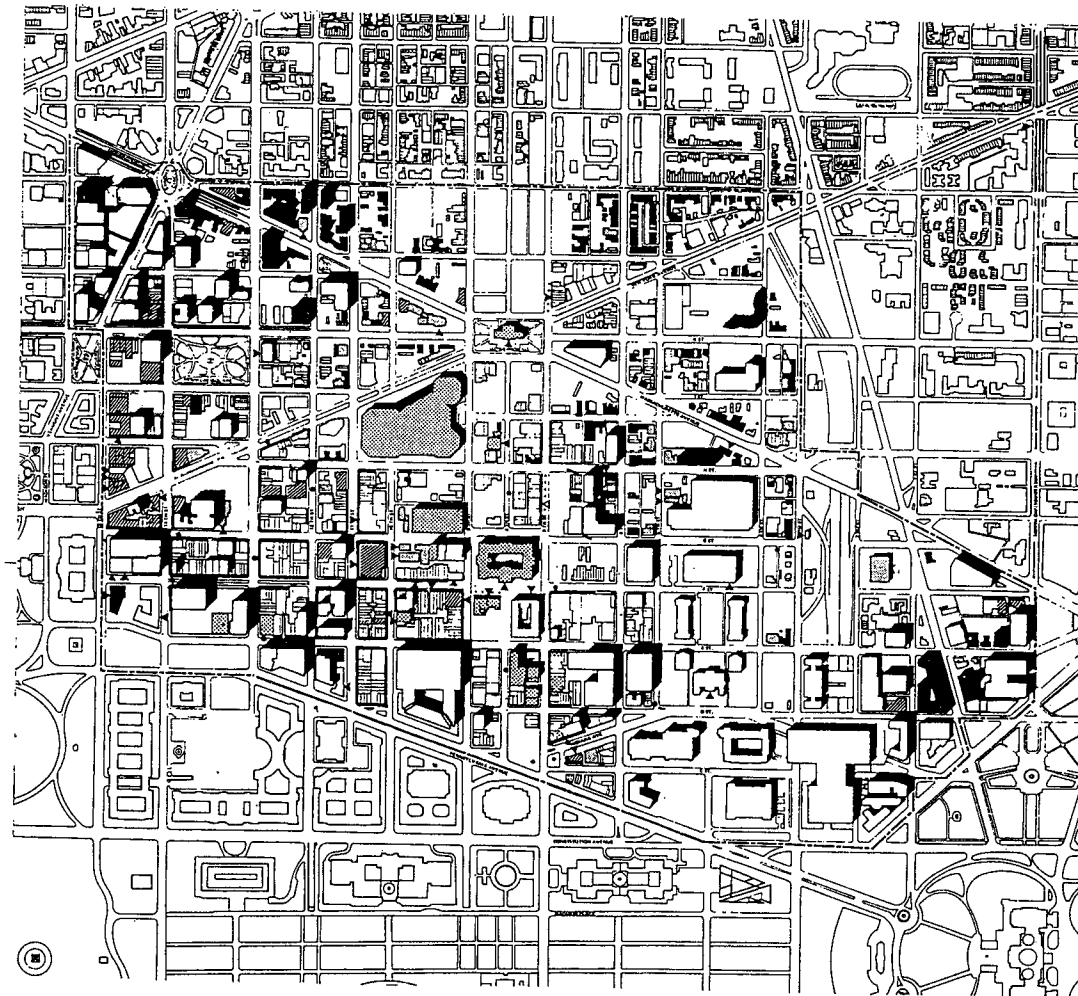
4. The Downtown Committee reviewed issues and opportunities at workshop sessions.












Financial solutions for the extensive new housing called for in the Downtown Plan recommendations are not now readily apparent. The present foothold of the arts community in the downtown area is fragile. The economics of retail operations, especially department stores, are difficult and complex in today's circumstances. Yet all of these activities are vital to the creation of a "Living Downtown."

To solve these problems, to realize this plan, requires a delicate balance between the diverse and conflicting forces acting on the downtown through the commitment of this community—its government, its citizens and business people. All of us have a vital stake in its success. There is no other place in this city where similar community-wide economic benefits can be had. It is this new and revitalized downtown which can provide the revenues so critically needed to support the services and programs which are essential for the well-being of all the citizens of this community.

#### NEXT STEPS

The objectives and policies set forth in this plan must be confirmed and adopted. The objectives and policies proposed for adoption as part of the Comprehensive Plan for the Nation's Capital are printed in **bold type** in the text. Through their implementation, Downtown Washington once again will become the vital, attractive city and regional center it was designed to be. Downtown Washington is everybody's business and so is the plan for its future.



5. Downtown Today
-  Public Buildings and Recent Development
  -  Older Buildings with FAR's 80-100% of Site's Potential
  -  Designated Landmark
  -  Designated Landmark Group
  -  Designated Landmark, Facade only
  -  Proposed Landmark
  -  Hotel
  -  Cultural
  -  Private Institution
  -  Residential
  -  Retail Frontage
- ↑ 0 500 1000 feet

## II Summary

### The Goal: A Revitalized City Center

Downtown Washington, extending from the Capitol to the White House and from Pennsylvania Avenue north to M Street, faces several decades of growth and change. If appropriately directed, this change will create an attractive and vital city center, a Downtown that reclaims its past prominence and realizes its future.

To provide this direction the Mayor's Downtown Committee was formed, bringing together businessmen, community representatives, developers, attorneys, labor representatives, architects, planners, members of the arts community, and others. The Committee, working closely with the Office of Planning and Development, has formulated a series of recommended objectives and policies to direct Downtown growth. These recommendations are categorized under the titles of Land Use, Urban Design, Historic Preservation, Transportation, Economic Development, Social Programs, and Implementation. However, all are closely interrelated and overlapping; and together they constitute a recommended plan for Downtown conservation, growth and development.

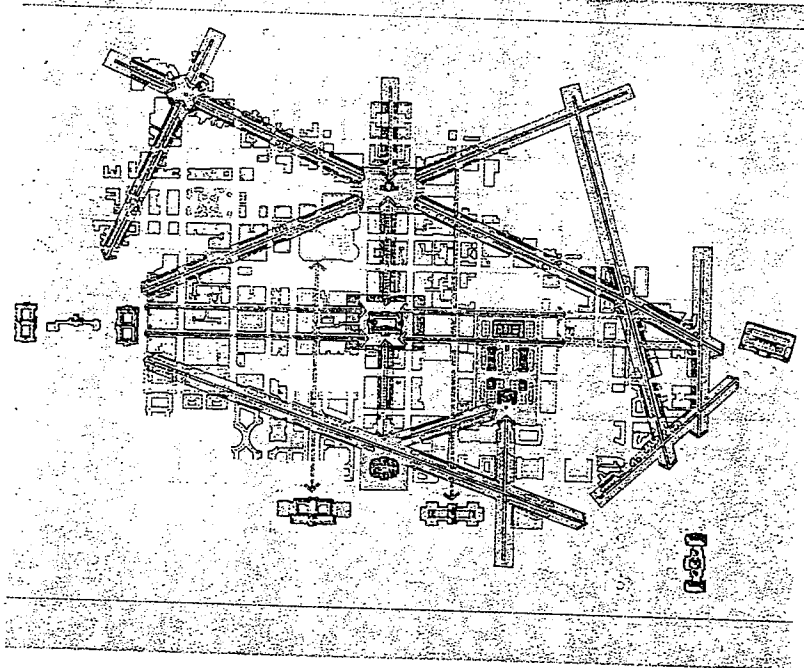
Through the implementation of the recommendations of this report, Downtown will grow to encompass a breadth and variety of activity, achieving economic viability, creating jobs, and providing increased tax revenues. Downtown will retain its historic plan as well as its landmark buildings and districts—the structure and fragments of earlier times that add richness and recollection to distinguish the city center from other activity centers around the region. At the same time, Downtown will embrace compatible new development, reflecting the fundamental importance of private sector initiative in bringing public plans into reality.

Taking full advantage of the accessibility provided by extensive public transit, Downtown will encourage pedestrian traffic and the social and commercial interchange that occurs at a walking, rather than a driving pace. Downtown will become a place that fulfills the intentions of its original plan, the visions of civic leaders, and the desires of the community.

### The Objective: A Diverse, Mixed-Use Downtown

To reach this goal of a revitalized city center, development in the Downtown must be directed toward fulfilling the following overall objectives:

1. providing the mix of uses that will reinforce the economic variety and strength of Downtown; creating a diversity of districts, neighborhoods, and subareas that will enhance the contrast between Downtown and other regional centers and provide activities attractive to visitors and city residents;
2. preserving and reusing landmarks and historic districts to contribute to the special identity and character of Downtown;
3. retaining and reinforcing a primary orientation to the street as the center of movement and activity, thereby reinforcing the special urban qualities that Downtown has to offer;
4. encouraging pedestrian movement and use of transit, rather than private vehicles, and linking Downtown to adjacent areas of the city, particularly the Mall;
5. achieving new jobs available to District residents, increased tax revenues for the city, and opportunities for small and minority businesses;
6. reflecting a concern for the health and welfare



6. The Urban Design Framework: L'Enfant's monumental physical framework for Downtown.

- of the people who will visit, live, work, trade, and shop in Downtown Washington; and
- including an effective and realistic implementation program that emphasizes coordination and cooperation and that brings about practical results.

## The Framework: L'Enfant's 1791 Plan

Downtown is given form by the major diagonal avenues which are important organizing elements dating from Pierre Charles L'Enfant's 1791 Plan for Washington. Pennsylvania, New York, Massachusetts, and Louisiana Avenues define an elongated diamond within which much of Washington's commercial center has developed. This basic form, unique to Washington from its initial conception, provides a strong basis for organizing Downtown growth and redevelopment. This is illustrated on the "Framework" diagram.

Metro Center is generally considered to be the heart of Downtown activity, but the physical center of the Downtown was and is at Gallery Place. A future Metro crossroads, Gallery Place is the area where the two major corridors of the Downtown intersect. These corridors, or "axes" as they are termed, are the Seventh to Ninth Street band, linking the Archives Building to Mount Vernon Square; and the F and G Street band, tying the Treasury on the west to Union Station on the east. These corridors are important in providing functional connections between major Downtown activities, but their essential characteristic lies in their visual effect: the sense of orientation and place that they provide.

The Plan for the Downtown must honor this original framework.

## The Result: Downtown's Varied Activity Centers

A wide diversity in scale, use and activity is an essential aspect of a successful, vibrant Downtown. Along the framework which the avenues and axes provide for Downtown Washington, a series of individual districts or "subareas"—each with its own identity based on scale of buildings, intensity of activity, and predominant use or mix of uses—can emerge, providing a varied and changing texture within the Downtown.

Through the implementation of the recommendations of this report, such districts, which are illustrated in Section IV, will contribute to the revitalized Downtown as follows:

**The Retail Core.** The Retail Core will be Downtown's most concentrated area of department stores and shops, restaurants and cafes. Extending from 15th to Ninth and from south of F to north of G Street, this area will also include considerable office development. It is recommended that F and G Streets, as well as the cross streets linking them, be improved to support shopping activity and that surface public transit be considered to supplement Metro and link the Retail Core with other activity centers and the Mall. Development in the Retail Core will be required to emphasize retail use at the street level and, perhaps, one level below and above grade. There should be essentially continuous shop fronts with frequent entries. Special efforts must be made to retain existing department stores and to attract new ones; the Metro Center development should be directed to provide at least one department store location. Uses extending hours of activity should be encouraged.

**Gallery Place.** Gallery Place, bounded by F, G, Ninth and Seventh Streets, is the physical center of Downtown. It is proposed to be the center of a pinwheel of diverse Downtown activities and, in its own right, a special retail center linking several distinctive shopping environments including Seventh Street, Chinatown to the north, and Market Square to the south. With its historic buildings and existing and new museums, Gallery Place will retain its special character and its arts and culture orientation. To this will be added new development which must honor this square in its massing and organization and which must feature street-front activity, linking the Retail Core and Seventh Street. It is recommended that the public spaces around Gallery Place be redone to support outdoor shopping and arts activities vigorous in their street life. It is especially important that the publicly-owned parcels in this vicinity be required to live up to the objectives and policies as set out in this plan. Without them, the vision for Gallery Place may very well fail.

**Pennsylvania Avenue and Market Square.** Pennsylvania Avenue is largely committed, its policies for public improvement and private investment well established. These policies are creating an avenue that will greatly benefit Downtown by providing new office workers, new residents, and retail uses that enliven this linear edge between the Federal City and the local commercial center. Development at Market Square, which is located between Ninth and Seventh Streets, will be critical, however. Not only is it the area in which much of PADC's proposed housing is most likely to occur, but also it contains frontage essential to the plans for continuous retail along Seventh Street, strengthening and expanding its arts orientation. Investment in the Market Square area must reflect both the formal significance and the functional importance of the Eighth Street cor-





ridor. Housing, a reinforcement of arts-related uses, a prominence of retail uses, and a lively use of public space are all essential to achieving the objectives of the Downtown Plan.

**Convention Center.** The Convention Center will be an economic boost and a major new physical element for the Downtown, attracting many visitors who will in turn use Downtown hotels, restaurants, and shops during their stay in Washington. To assure the Downtown of these benefits, the parcels fronting on the Convention Center will contain hotels with related retail establishments. Clear, pedestrian-oriented linkages to Chinatown, Gallery Place, and the Retail Core will be provided to encourage visitors to explore adjacent parts of the city. Potential adverse impacts of the Convention Center should be avoided. Service and access requirements should be met without tying up city streets. Adjacent areas such as Chinatown and Mount Vernon Square must retain their own priorities for development.

**Chinatown.** Chinatown is Downtown's only ethnic cultural center. Its role as a major regional and tourist attraction will be strengthened by providing clear linkages to Metro and other Downtown areas, by developing a stronger Chinese image in its building facades and street improvements, and by attracting new development to reinforce its economic viability. To this end, retail uses with Chinese character will be focused on H Street and Seventh Street, with their intersection becoming the visual center of Chinatown. At the same time, however, Chinatown will continue to be a residential neighborhood, providing housing, community facilities, and professional offices for Washington's Asian community. This balance between commercial attraction and neighborhood livability must be carefully maintained.

**Mount Vernon Square.** This area will be the primary location for Downtown residential development. Housing will be provided along Massachusetts Avenue and in mixed-use developments to its north, south and east. The UDC site will include a mixed-use development with UDC facilities if feasible, offices and/or hotels, and with a primary focus on housing. Development in this area must respect the formal importance of Mount Vernon Square and the Eighth Street corridor.

**Franklin Square.** The Franklin Square area will continue its growth as a center for office development, with public space and streetscape improvements that complement this function. As office development moves eastward, Franklin Square itself will become an important Downtown amenity, supporting lunch-time activity. Development will frame Franklin Square and the historic buildings that adjoin it. Office buildings will generally contain ground floor retail but at a less intense level than in the retail activity centers of Downtown.

**Judiciary Square.** Judiciary Square will be a delightful pause in the activity and density of Downtown. Like Franklin Square, it will be improved; the surface parking should be removed to enhance its use by office workers, museum visitors, and those with business in the local government buildings. The primary government function of Judiciary Square will be maintained, while adjacent office development will provide a backdrop to the civic buildings of the square. Special accommodations will be made to enhance movement across F Street between the Building Museum, soon to fill the Pension Building, and Metro.

**Downtown East.** Downtown East will be an area of hotel and office development, taking full advantage

of its proximity to the U.S. Capitol and Union Station. A higher density of development than is presently allowed should be considered. It is also recommended that a surface transit link to Judiciary Square and other Downtown points be explored. At an appropriate time, development of air rights over the Center Leg Freeway should be supported, to heal over this wound in the city's fabric.

## The Basis for this Plan: Land Use

In support of the work of the Downtown Committee, the Office of Planning and Development had its consultants prepare a study of the market demand for space serving various types of land use in Downtown Washington. This study, together with a "Base Case" analysis of where development would occur if not directed by changes in public policy, indicated those uses that required public intervention or encouragement versus those that did not. From these materials the Downtown Committee prepared its recommendations on the quantity, location, and essential mix of uses in the Downtown.

As Downtown grows and develops, it will more than double the amount of occupied space it now contains. The major land use concept of the Downtown Plan is to direct these market forces and private-sector initiatives to achieve the sought-after mix of uses.

**Retail.** Through the implementation of these recommendations, retail activity will be retained and strengthened. Of its existing 5.7 million square feet only approximately 2.3 million is expected to remain while nearly 3.6 million square feet of new space will be added. Although the increase in the amount of retail space is only slight, the remaining and new retail space must support a much higher volume of

sales. As discussed above, this retail will be concentrated in the Retail Core and, to a lesser extent, along Seventh Street, in Chinatown, and at Gallery Place. Shops, banks, and other service establishments and eating facilities will also occur in mixed-use developments and at street level through the Downtown. With this retail development, Downtown should again become the major retail center in the region.

**Arts and Culture.** Arts and cultural uses contribute a richness to Downtown Washington, creating ambience and activity far greater than their numerical square footage would suggest. Museums, theater, galleries, studios, and restaurants and cafes related to them attract residents and visitors by day and night, ensuring that Downtown does not merely close its doors when working hours end. To existing downtown museums will be added the National Building Museum and a new museum in the Tariff Building. In addition, theaters, galleries, studios, and other such uses will be actively encouraged to remain and expand, particularly along Seventh Street and E Street where existing clusters are already beginning to flourish. Public support through incentives and other means will be required.

**Housing.** The creation of a significant residential community is a vital element of the Downtown Plan. The existing Downtown community is small and scattered. To a base of 3,000 units, it is recommended that approximately 9,300 be added, giving a Downtown population of approximately 15,000 people, equal to that of Shaw. This target is an ambitious one, requiring a full range of public actions and incentives if it is to be achieved.

**Hotels.** Downtown was once the dominant hotel area of the city, but its position has now slipped. It

currently contains 3,200 hotel rooms, only 20 percent of the city-wide total. The objective is to increase this number substantially to approximately 11,000 rooms. Provision of these rooms will stimulate evening and weekend activity in the Downtown, provide jobs for unskilled and semiskilled workers, and generate tax revenues at a rate almost five times that of comparable office development. Hotels will be located primarily around the Convention Center and Gallery Place, along Massachusetts and Pennsylvania Avenues, and in Downtown East.

**Offices.** The demand for office space in Downtown Washington will increase over the coming years as development in areas west of the Downtown is completed. Office development will bring jobs and reinforce the regional importance of the Downtown. However, it must be directed to assure that it does not preempt other, essential uses such as retail, arts, hotels, and housing which are critical to Downtown development objectives. Current privately-owned office space in the Downtown totals 14.5 million square feet. Of this, an estimated 12.5 million will remain, to which will be added another 25.6 million. This quantity of office development, if appropriately located, will bring the benefits of growth to Downtown without forcing undue demolition or eliminating other important uses. Offices should be located throughout the Downtown, with concentrations occurring around Franklin and Judiciary Squares and in Downtown East.

**Other Uses.** Plans for a new District government office building have been frustrated by high land costs. One new Federal office building is proposed at Second and D Streets. Development north of Mount Vernon Square may include facilities for the University of the District of Columbia in a mixed-use setting. Private institutions, including churches, the

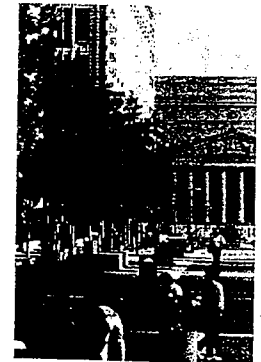
YWCA, and Georgetown Law School, are not projected to have major increases. Most wholesale uses and industrial activities are expected to relocate from Downtown to other District sites.

## The Physical Order of the Plan: Urban Design

Urban design is the discipline that brings together and gives order to all the disparate physical elements of the city. Its basis is the physical and the visible, yet its reach extends deeply into the meaning of places and experiences. To construct urban design recommendations for Downtown, the Downtown Committee looked to the past and to the future with the following conclusions.

**The Importance of the L'Enfant Plan.** The plan established for Washington by Pierre Charles L'Enfant, Andrew Ellicott, and Benjamin Banneker sets the framework for downtown development. The views and vistas focusing on the major institutions of the Nation and the City, the intersections of the diagonal avenues and local city grid, and the creation of a focal activity center at Gallery Place combined to make Downtown a well-ordered commercial setting. Development two centuries later will reinforce this framework by lining the view corridors with handsome and consistent building facades and by providing trees and other streetscape improvements from both public and private sources.

**The Emergence of Districts.** Flourishing cities are characterized by diversity. For Downtown this diversity can be attained by fostering distinctive, individual areas whose identity arises from such various elements as scale, presence of historic build-







ings, ethnic orientation, use or mix of use, and level of activity. Viable districts such as proposed in the Retail Core, Chinatown, Franklin Square, and the Seventh Street arts area indicate a maturity and an economic balance that Downtown Washington should achieve. These districts, occurring in a figure-ground relationship to the L'Enfant street plan, will enrich the original plan and bring it into the future.

**Orientation to the Street.** Commercial areas in bustling downtowns have historically depended on the street as the center of movement and activity. This orientation to the street is an essential characteristic that distinguishes Downtown from its suburban competition. It is a strength, not a weakness, that can help Downtown regain its prominence. Streets will be converted to emphasize transit and pedestrian use, but should not be closed entirely to vehicular traffic which produces needed activity, access, and service. Development must present its primary orientation to the street and sidewalk, not to internal malls, atria, or second-level pedestrian bridges which drain activity from the street.

**Street Improvements.** An important step in improving the perception of Downtown will be the provision of streetscape: trees, signs, lights, paving materials, and benches and other street furniture. While some of the items will be provided by private developers, others will require public expenditure to achieve an overall effect within a reasonable period of time. Improvements to F, G, H, and other Downtown streets will reinforce sense of place, provide orientation, and encourage pedestrian and transit use.

**Quality of Architecture.** Every plan is finally reliant on the individual elements and actions that bring it to reality. Thus it is important that the individual buildings preserved, renovated, or built in the Down-

town bring a quality of architecture into the city. This can be done in innumerable ways; but essential characteristics appropriate to Downtown Washington include the following: incorporating facades that complement nearby facade patterns and reflect the frequency of entrances appropriate to the street they are facing; including a richness of decoration, texture, and detail particularly at pedestrian levels; honoring consistent street-to-building relationships; and expressing the different horizontal levels of the building including its base and crown.

## The Role of the Past: Historic Preservation

Downtown is rich in historic resources. Its landmark buildings and places are essential elements for making Downtown a special focus for the city and the region. The richness, variety, and evocative quality of historic buildings separates Downtown from suburban competitors. To protect these resources while still encouraging sensitive and compatible new development, the Downtown Committee has made the following recommendations.

First, currently-pending nominations for landmark and district designations must be resolved; and a thoughtful designation of remaining landmarks and districts made in order to reduce the uncertainty surrounding these structures. Second, the requirement to save buildings must be accompanied with the means to assist in doing so. A full range of public and private techniques should be employed, including height relief within the limits of the 1910 Height Act, transfer of development rights, tax incentives, and public contribution or acquisition. Third, the design review of projects that de-

molish, alter, or otherwise affect historic resources in the Downtown could be placed in the hands of a special Downtown review board, as further described in the Implementation Section of this plan. Such design review has often proven effective in achieving compatible new development in existing and historic settings.

Through these steps, preservation will remain a strong force while being balanced with other objectives for Downtown.

## The Sources of Access: Transportation

The overall objective of the Downtown Committee's transportation recommendations is to develop a balanced transportation system which makes optimal use of its elements: the street network, the Metro system, and public space including alleys and sidewalks as well as street pavement.

To assist the Downtown Committee the D.C. Department of Transportation and its consultants examined the existing capacity of these transportation elements and their capacity to support further Downtown growth. Several issues were raised, indicating that transportation policies must be changed now in order to ensure access to the Downtown of the future.

**Metro.** Metro must become the dominant form of transportation to and from Downtown Washington. To avoid severe congestion, two-thirds of all trips must be by modes other than private car. To accommodate this increase in ridership, WMATA must improve current headways and use eight-car trains.

Additional equipment and improvements to faregates, escalators, and station capacity will also be required. In addition, a system of bus-oriented streets and reserved bus lanes will improve bus service.

**Other Public Transit.** Consideration should be given to additional surface transit, to link Downtown activities along the F and G Street corridor with adjacent activity areas including the Mall.

**Private Vehicles.** Policies will be implemented to increase auto occupancies and to reduce peaking. Office buildings provide an excellent focus for such policies; developers can provide or encourage car pooling with preferential parking and employers can stagger work hours.

**Pedestrians.** Pedestrian movement will be encouraged by sidewalk widenings, where feasible, and by provision of amenities such as benches, kiosks, shade trees and signs. The size and location of these elements must not, however, impede pedestrian flow. Pedestrian areas at corners, transit stops, and along nearby-walked streets will be expanded and competing vehicular movements diverted to transit- and traffic-oriented streets.

**Bicycles.** A well-signed bicycle route will be established in Downtown, and an adequate supply of bicycle parking will be provided.

**Parking.** Downtown office developers are currently providing one parking space for approximately each 1,100 square feet of office space. This translates to about a 30 percent auto share for office employees, under current conditions of space usage and auto occupancy. If this trend is maintained, parking provided for office development will be sufficient. However, the special uses of the Downtown, such as the Retail

Core, other retail areas, and the Convention Center, require a responsive short-term parking supply. To encourage provision of short-term spaces, the following policies are recommended: allowing an increase in compact car spaces; encouraging valet parking; and revising relative rates to favor short-term parkers.

**Goods Movement.** To avoid disruption to both pedestrian-oriented areas and through-traffic movements, goods movement will be controlled. Use of facilities off-street or otherwise within the block will be encouraged. Restrictions in delivery times may be employed in certain areas.

## Economic Development

Downtown will be the City's major area of employment increase over the next two decades. The Office of Planning and Development has estimated that the Downtown could reach a total of about 223,000 jobs by the year 2000, assuming land use targets, a 73 percent increase from current levels. Over 90 percent of the increase would be in public and private office employment.

Tax revenues to the District government will increase dramatically as a result of Downtown development. The effect of the Downtown's growth is still being analyzed, but it is estimated that up to \$2 billion in private funds will be invested in Downtown between 1982 and 1985. This investment alone will generate \$50 million a year in new revenue for the city.

Actions to assist small and minority businesses will be especially important in the implementation of the Downtown Plan.



## Social Programs

To supplement the work of the Downtown Committee, a thirty-four member task force was set up to address social policies for the Downtown area. The task force recommended that health care and emergency medical services be available to Downtown employees, residents and visitors; that a network of social services be provided; and that lighting levels, presence of people on the streets, open views, and visibility of police be used to increase the sense of security for those in Downtown. Accessibility for the handicapped should be extended; and control of garbage, pollution, pests, and construction debris maintained. A wide range of recreation opportunities should be provided.



## The Course of Action: Implementation

Government approval of the recommended objectives and policies of this report by itself will not ensure the achievement of a revitalized Downtown. An aggressive implementation program will be required to transform the ideas into reality.

The Downtown Committee has, therefore, recommended new tools and institutional structures to achieve its objectives. Some of the proposals require immediate consideration because the press of development activity necessitates expedited action. Other recommendations may be adopted over a longer period of time.

**Management Entity.** The key implementation recommendation is for the establishment of a single, public-private management organization to coordinate

Downtown activities and act as a Downtown advocate. This entity would help to overcome the fragmentation of legal authority and the multitude of government agencies and review processes now responsible for Downtown. Other important recommendations include the following.

**Design Review.** It is recommended that the city initiate a design and development review system which encourages excellence in Downtown design and development and which uses an efficient and streamlined process, not becoming an additional, burdensome layer of review. This review will be based on specific criteria to be established for new construction, redevelopment and preservation. Until the review is set up it will be conducted on a voluntary basis through the Office of Planning and Development.

**Streetscape.** Streetscape standards should be adopted. Installation of standard improvements should be the responsibility of the private developer. Designs should be prepared for special pedestrian-oriented and transit streets and will be the basis for public investment to supplement private improvements in these areas.

**Historic Preservation.** Preservation of Downtown's historic resources should be ensured by reducing the inefficiencies in current review procedures and by providing, where necessary, incentives for restoration and reuse.

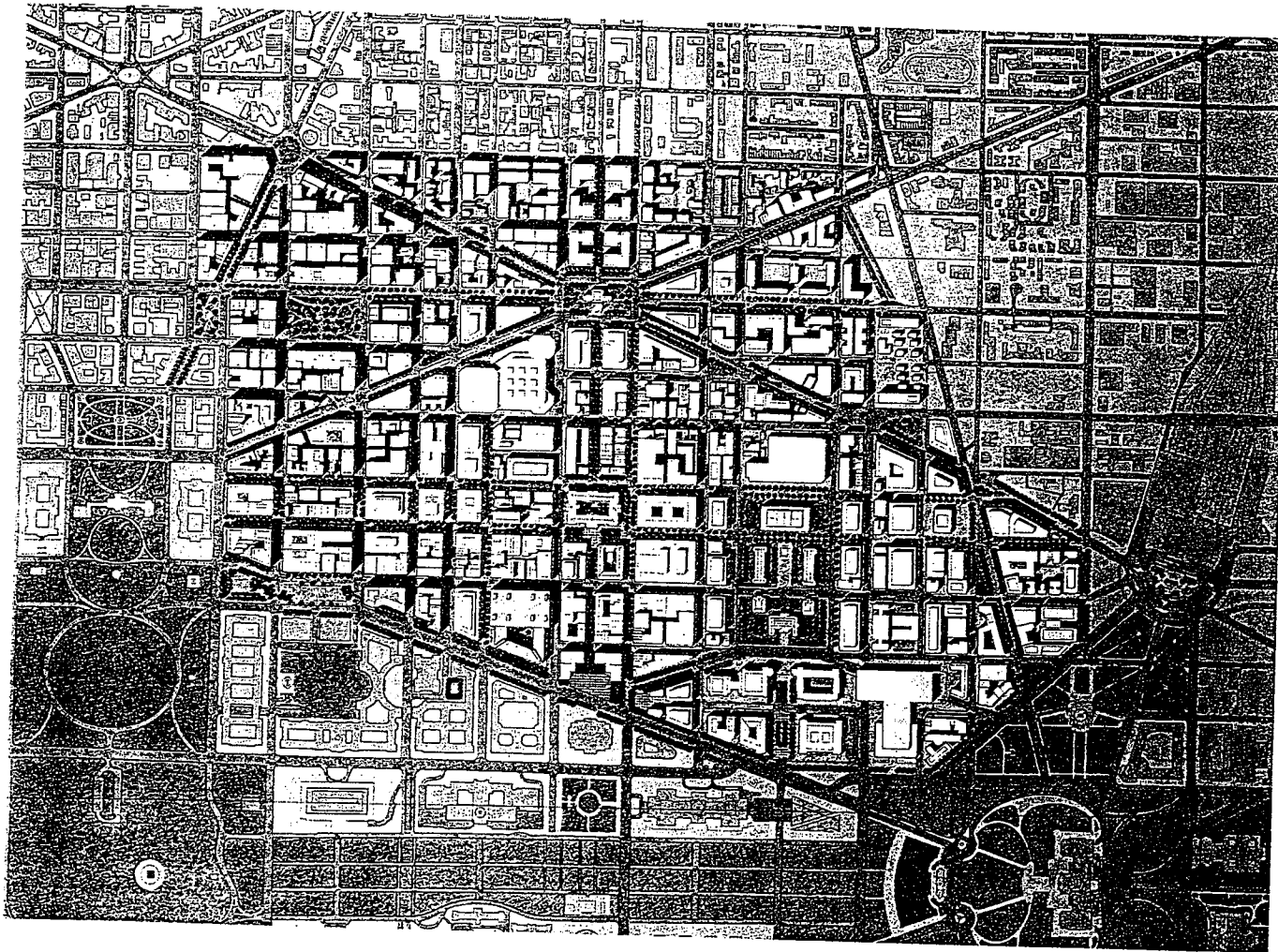
**Zoning.** The recommended plan requires selective rezoning within the Downtown to require retail uses in specified areas and to provide incentives for housing, arts-related facilities, historic preservation, and public amenities. Specific recommendations include residential and mixed-use rezoning north of

Massachusetts Avenue; mixed-use zoning with minimum development controls and use transfer rights along Massachusetts Avenue; inclusion of Downtown retail standards for the Retail Core, Chinatown, Seventh Street, and other mixed-use areas; a retail core overlay zone to require and encourage retail use; an arts and cultural overlay zone to provide bonuses for theaters, arts, cultural, and related facilities; incentive zoning for mixed use in other Downtown area; revised parking and loading requirements; and encouragement of the Planned Unit Development process.

**Taxation and Financing.** The use of tax and financing incentives is recommended to assist in achieving the Plan's objectives, especially for housing, theaters, arts and cultural activities, historic preservation, and to support ongoing management functions. Included are tax adjustments, tax-increment financing, a special tax district, and use of Housing Finance Agency powers and industrial revenue bonds.

## The Conclusion: The Illustrative Plan

The Illustrative Site Plan shows what Downtown Washington might be like when the recommendations have been implemented and most Downtown growth has occurred. It must be emphasized that it is illustrative and does not represent building design. Yet it does demonstrate how a mix of uses accommodated in a set of distinctive and individual Downtown districts organized along the lines of L'Enfant's Plan can produce a dramatic and beautiful Downtown for enjoyment now and in the future.



## 7. ILLUSTRATIVE PLAN

This illustrative plan of Downtown Washington, D.C., highlights major developments and design and land use objectives that are integral to the achievement of a "Living Downtown." Potential major new buildings are shown in white, buildings under construction in July 1982 are identified in light yellow, and existing buildings likely to remain are shown in the darker yellow.

↑ 0 500 1000 feet

The major elements for a Living Downtown are:

- o Land Use
- o Urban Design
- o Historic Preservation
- o Transportation
- o Economic Development
- o Social Programs

These elements are to a large extent all intertwined. Though discussed separately for clarity, they must be taken together to form the overall plan for Downtown. The objectives and policies for these elements are outlined in written form in this section, together with background information. Where possible, the policies are illustrated graphically.

The Plan for Downtown is a long-range plan with a target date of the Year 2000. However, several points should be explained. First, since the plan is based on realizing land use targets which result in filling a development envelope, the achievement of the Plan in target terms could come several years before or after the Year 2000. Even after that build-out occurs, Downtown will continue to evolve. Second, certain critical steps must be taken in the near future, certainly in the next several years, if the new directions for Downtown are to be achieved. Third, a new Living Downtown is beginning to emerge now. Downtown should be used and enjoyed now and over the coming years, even as it evolves toward a more active and attractive area.

### Land Use

#### Objective:

- Create a mix of different land uses in Downtown Washington which will serve and attract a variety of users, ensuring an active and productive Downtown at different times of the day and night.

#### Policy:

- Use a variety of regulatory measures and incentives to achieve an overall mix of land uses appropriate to creating an active Downtown, placing special emphasis on achieving a critical mass of key land uses in overall numerical terms and in geographic patterns. Use the land use "targets" as guidelines for achieving an appropriate land use mix.

Objectives and policies for individual land uses are outlined in the following pages.

The key land use concept for Downtown is the idea of mixed use. Downtown should contain a mix of uses so that it will attract a variety of users—city residents, suburban residents, and out-of-town visitors. The most important uses are retail, residential, hotel, private office, and arts and culture.

Land use is measured and discussed in what seems like dull terms—acres, square feet, hotel rooms, and residential units are common measurements. What is really important is the people activity and the economic activity resulting from various quantities, mixes and patterns of land use.

## PREPARING THE LAND USE PLAN

Formulating the land use plan for Downtown requires a number of steps, summarized below. Some steps are essentially mechanical, while others are less clear and require a measure of judgment.

- o **Development Envelope:** Identify the overall envelope which could be filled with new buildings, making as much allowance as possible for landmark and other older buildings expected to remain, and for known design considerations which would influence or limit full development.
- o **Market Forces:** Identify the probable market over the planning period for the major land uses. Indicate the rate of development over the period by appropriate intervals and indicate the factors likely to influence the market.
- o **Land Use Targets:** Establish overall targets for different land uses on the basis of the level of use needed to achieve the land use objectives.
- o **Pattern of Uses:** Outline the optimum pattern of future land uses, building on the existing pattern and the opportunities for change.
- o **Implementation:** Outline the steps necessary to achieve the desired targets and pattern.

These steps are summarized in the following pages. The implementation steps are outlined in Section V.

## EXISTING LAND USE

Downtown has an irregular shape and total land area of 658 acres, just over one square mile. Over half

of that total area (350 acres out of 658 acres) is used for street rights-of-way, alleys, and parks and open space. This is a higher percentage than in many cities because of Washington's diagonal and grid streets and especially wide avenues and streets. The way that land is used in overall terms is indicated in the table of existing land use.

One of the most significant characteristics of Downtown is its underutilization, both in terms of the building envelope and in terms of people using Downtown. Comparing the actual development with the allowable envelope, which is the building space permitted under zoning, less than forty percent of the envelope is used. Even allowing for buildings that will remain, over half of the total land area of Downtown could be rebuilt in the 1981-2000 period. Some of that rebuilding is now underway. In addition,

Existing Land Use -- 1981, Downtown Washington, D.C.

	Acres	Percent
Total Land Area	658	100%
Streets, Alleys, Parks	350	54
Area for Development	308	46%
Office:		
Private	58	19
District	21	7
Federal	33	11
Retail	42	14
Arts	4	1
Hotel	10	3
Residential	24	8
Private Institution	10	3
Government Facilities	15	5
Industrial and Wholesale	13	4
Parking Garages	8	3
Parking Lots and Vacant Land	66	21
Other	4	1
Total:	308	100%

Source: 1973 NCPC Data, as adjusted by OPD for demolition and new construction to March 1981.

most old buildings that remain will be recycled or upgraded in some way. The space use chart, below, indicates space use in Downtown in terms of square footage of building space. In early 1982, the major space use was private office, nearly fifteen million square feet. Federal and District space totalled another nine million square feet. In addition, there were 4,080 residential units and 3,250 hotel rooms. Space devoted to institutional, arts and culture was 470,000 square feet.

Existing and Potential Building Space Use  
Downtown Washington, D.C.

Use	Existing		Potential	
	Sq. Ft. (000's)	Percent	Sq. Ft. (000's)	Percent
Office:				
Private	14,480	39	38,120	50
District	2,200	6	2,200	3
Federal	6,920	19	7,140	9
Retail	5,740	15	5,890	8
Arts	470	1	900	1
Hotel	1,960	5	9,110	12
Residential	3,220	9	11,480	15
Private Institutions	570	2	560	1
Government Facilities	300	1	1,060	1
Industrial and Wholesale	960	2	80	—
Other	160	1	80	—
Total Building Space	36,980	100%	76,620	100%

Source: 1973 NCPC Data, as adjusted by OPD for demolition and new construction, as of March 1982.

In general, the land use pattern in Downtown is now somewhat scattered and fragmented. There is still a cohesive amount of land used for retail in the retail core, but in many other areas a critical mass is lacking, and parking lots break up the continuity of development.

## THE DEVELOPMENT ENVELOPE

To establish future land use targets, the overall development envelope was calculated. This is a relatively simple and meaningful approach in Washington, because:

- o The Downtown area is limited by strong edges and anchored at the center by the Metro system stations;
- o The height limit provides a cap on the total development that can take place; and
- o The market for new development is strong, so it is reasonable to assume that the envelope could be filled within approximately the planning period.

In calculating the future development potential, it was necessary to make allowance for buildings that will remain, including landmark buildings. It was determined that the building envelope could total about 75 million square feet for all uses, including those buildings which will remain.

## THE MARKET FORCES

Downtown will only continue to develop if there is an economic market to support the construction of new buildings and the improvement of existing buildings. To address these market forces, the economic consulting firm of Tischler, Montasser and Associates (TMA) prepared a market assessment for Downtown Washington for the period 1981-2000. The assessment focused on four main land uses—private office space, retail, hotel and residential development.

Private office space is a critical function for Downtown, since office space is Washington's industry. Over the 1981-2000 period, TMA forecasted an effective market office demand of 25.6 million net new

square feet for the District of Columbia, of which 17.3 million net new square feet would be located in Downtown. The Downtown capture rate is anticipated to range from 60 to 75 percent of the total new space in the District, increasing as other office areas are filled to their development capacity, and as Downtown becomes a more attractive location for office development. Over the forecast period this would mean an annual increase of office space Downtown of about .9 million square feet per year.

Downtown is the city's marketplace. Although retail space is less than office space, it is a dominant activity in Downtown. TMA focused on general merchandise goods and eating and drinking retail sales. For general merchandise goods, two scenarios were evaluated. The base case assumed the relocation of Hechts department store to a Metro Center location. The optimistic scenario assumed the addition of a fourth department store focusing on high fashion merchandise. TMA found that by the Year 2000 there would be enough general merchandise market support in the retail core area for 2.7 million square feet of space under the base case, and 3.8 million square feet under the optimistic scenario. Approximately .9 million square feet of space for eating/drinking establishments was found under both scenarios. The new retail space will be more efficient than existing space and therefore command higher sales per square foot. In general merchandise this would be over \$200 per square foot and eating and drinking \$350 per square foot.

Hotels are an especially important part of creating a Living Downtown. Over the forecast period 1981-2000, TMA estimates that approximately 12,000 net new hotel rooms will be demanded in the District. Of this number about 70 percent, or 8,400, are estimated to be captured by Downtown.

The hotel market is based on several major events. First is the new Convention Center which will generate a major demand for new hotel rooms. In addition, there will be increased convention business at the hotel scale. Second, the increased office and retail business in Downtown will generate a demand for new hotel rooms. Increases in tourist business will also help, though this is likely to increase hotel occupancy rates rather than to demand many additional rooms. The table below indicates the demand for new hotel rooms in Downtown, and matches the demand with the currently "planned" number of hotel rooms. Of the demand of 4,200 rooms in the 1981-85 period, 1,728 rooms are now under construction. Some of the rooms now planned for the 1981-85 period may not come on line until after 1985.

Probable Market Demand for Net Additional Hotel Rooms for Downtown Washington, 1981-2000

	District	Downtown	Planned Downtown Supply	Remaining Downtown Probable Demand
1981-1985	6,000	4,200	4,000	200
1986-1990	3,500	2,450	1,200	1,250
1991-1995	1,500	1,000	-	1,050
1996-2000	1,000	700	-	700
Total	12,000	8,400	5,200	3,200

Source: Tischler, Montasser and Associates, Inc.

TMA looked at housing in terms of the market for condominium (and cooperative units) and rental housing. Over the forecast period, TMA found a market demand for approximately 6000 condominium and cooperative units. As might be expected, this demand builds and is highest in the 1990's when the Downtown area is firmly established as a residen-

tial area that is safe and attractive.

The likely purchasers of condominium units in Downtown, particularly away from Pennsylvania Avenue, would be young professionals desiring smaller and more affordable units. A smaller segment would be childless households moving back to the center of the city from outlying parts of the city or the suburbs. Corporate buyers would be prime candidates for purchase of units near Pennsylvania Avenue.

TMA expects new rental housing to be limited because of the financial attractiveness of condominium ownership. A demand of 50 units per year, or about 1,000 for the forecast period for rental housing units, was indicated. The total market projection for new market rate housing in Downtown was therefore 6,900 units over the forecast period. TMA indicated a demand for subsidized housing, based on the availability of funds, but did not make a projection of this demand.

#### THE LAND USE TARGETS

Using the base of existing land use, and the information on market forces, the next step was to outline land use targets for the major land uses—retail, office, hotel, residential, and arts. These targets are outlined in overall terms and by the eight main Downtown subareas. The targets should be considered general rather than exact numbers. It is possible to have some variation of magnitude and distribution of land uses and still obtain a Living Downtown. However, a substantial deviation from the targets would be cause for alarm, and would mean a decrease in vitality and activity.

The method of determining the target numbers was

to attempt to identify a "critical mass" of land use in overall numerical terms and in area terms, that would produce a desired level of activity. In some cases, such as retail development, a concentration of retail use can produce a greater level of activity than if the development were dispersed. Relationships between land uses are also important. Deriving these target numbers involved OPD staff work, discussions with knowledgeable persons, and extensive review and discussion with the Land Use Subcommittee.

The approach used was first to allocate space to land uses considered most critical to achieving a land use mix—retail, hotels, residential, and arts and culture. The space remaining in the development envelope was then allocated to private office space.

The targets assume a complete buildout of the development envelope. In fact, because of problems of achieving such a complete buildout, the actual final development numbers may be somewhat less. The final buildout could come in the Year 2000 or even a few years before under certain circumstances. It could also come several years after the Year 2000. The Land Use Plan is flexible in this respect, allowing for changes in the rate of development.

After overall targets were determined, the amounts were distributed on a subarea basis, as indicated in the table on page 18.

Existing retail space in Downtown is 5.7 million square feet. Of this total only 2.3 million is expected to remain, with 3.6 million of new space added. Total retail space therefore only increases by less than 200,000 square feet. However, this is more effective retail space, and sales per square foot will be higher.

For hotels, a target range of 10,000-13,000 total



Subarea Targets for Major Land Uses, Downtown Washington, D.C.

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residen- tial (units)	Arts (000 sf)
<b>Retail Core:</b>					
Existing	2,170	2,310	—	—	10
To Remain	1,260	1,530	—	—	10
New Space	1,460	5,080	—	—	30
Target	2,720	6,610	—	—	40
<b>Gallery Place:</b>					
Existing	1,310	580	—	120	310
To Remain	200	530	—	50	310
New Space	610	2,190	2,650	1,050	150
Target	810	2,720	2,650	1,100	460
<b>Pa. Ave. West:</b>					
Existing	440	1,750	680	—	—
To Remain	210	1,530	680	—	—
New Space	190	2,050	1,160	—	70
Target	400	3,580	1,840	—	70
<b>Market Square:</b>					
Existing	520	1,100	—	—	150
To Remain	80	950	—	—	150
New Space	280	1,600	300	1,450	—
Target	360	2,550	300	1,450	150
<b>Franklin Square:</b>					
Existing	730	5,300	760	50	—
To Remain	480	5,030	580	—	—
New Space	610	7,240	500	—	—
Target	1,090	12,270	1,080	—	—
<b>Mt. Vernon Square:</b>					
Existing	460	1,400	340	2,980	—
To Remain	40	1,190	220	2,380	—
New Space	270	3,740	2,750	6,200	—
Target	310	4,930	2,970	8,580	—
<b>Judiciary Square:</b>					
Existing	70	290	—	630	—
To Remain	30	260	—	420	—
New Space	100	2,240	320	640	180
Target	130	2,500	320	1,060	180
<b>Downtown East:</b>					
Existing	40	1,750	1,470	300	—
To Remain	10	1,500	1,190	220	—
New Space	80	1,470	670	—	—
Target	90	2,970	1,860	220	—
<b>DOWNTOWN TOTAL:</b>					
Existing	5,740	14,480	3,250	4,080	470
To Remain	2,300	12,500	2,670	3,070	470
New Space	3,590	25,620	8,340	9,340	430
Target	5,890	38,120	11,010	12,410	900

rooms was established, with 11,000 used as the target figure. The market study indicated a demand for 8,400 new rooms which added to those expected to remain (2,670) yields 11,070 rooms, essentially the same number. However, the consultant indicated that the hotel market could be constrained by other factors, including the demand for office space. Special measures will therefore be necessary to ensure the hotel target.

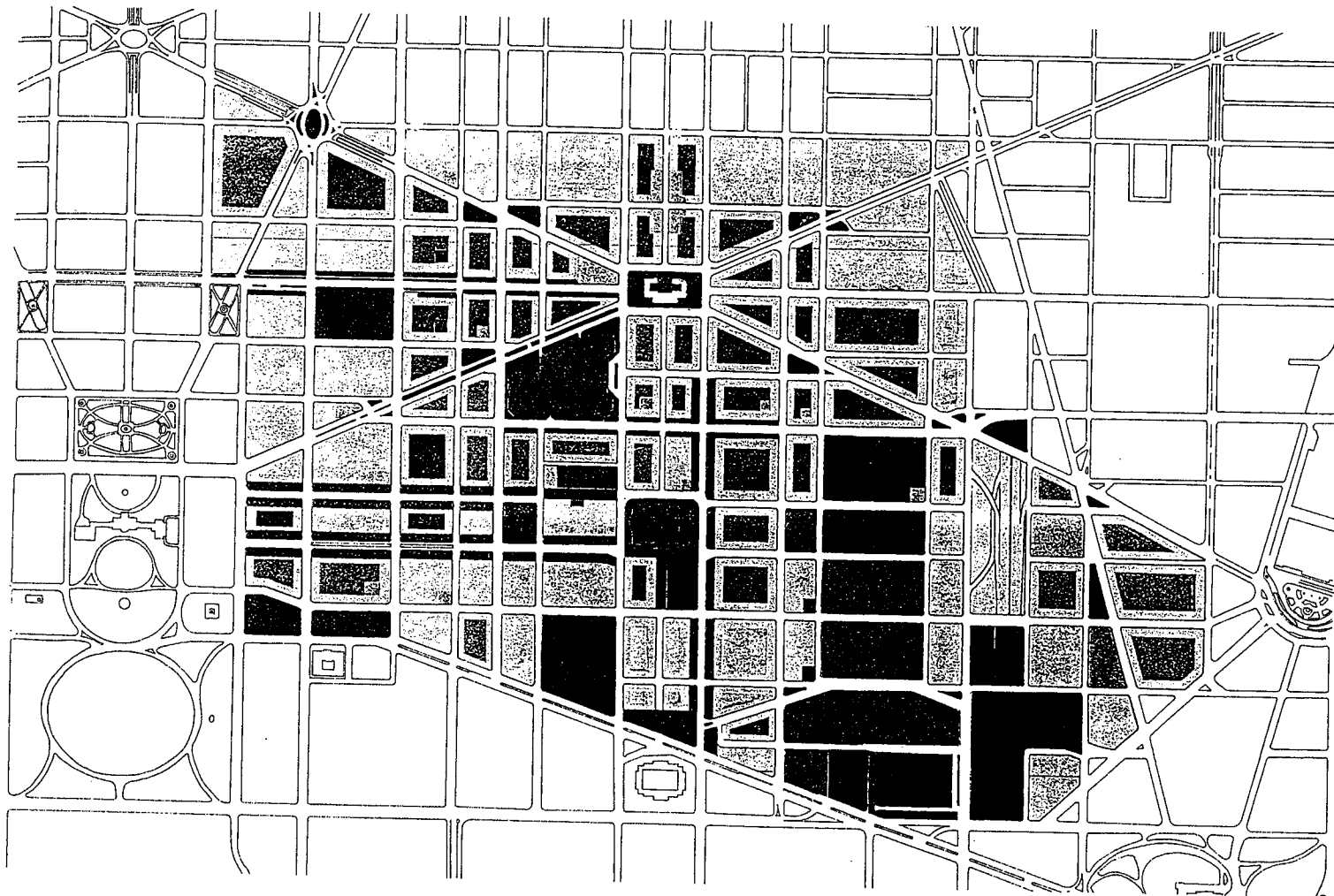
The market for new residential units (market rate) to the Year 2000 was found to be 6,900. Because of the importance of achieving a residential community Downtown, a target for new units of about 9,300 units was adopted, considerably higher than the market figure. Special measures will be necessary to achieve the housing target.

For private office space the market study indicated 17.3 million square feet in Downtown by the Year 2000. The target figure of 25.6 million square feet is higher, though that figure may not be achieved until after the Year 2000. However, there is considerable sentiment in the development community that office demand will proceed at a faster pace than indicated in the market study.










## THE LAND USE PLAN

The proposed mix and distribution of land uses in the downtown of the future are illustrated graphically on the overall Land Use Plan. The key concept is mixed use. Most of the squares in the central part of Downtown have a mix of uses. Private office is the usual base use, with the preferred uses in the mix also illustrated. Note the following key policies as outlined by the patterns.



- The importance of retail use in the Retail Core between Ninth and Fifteenth Streets, focused on F and G Streets, and along major retail streets such as Seventh, H and K Streets.
- The focus of hotel development around the Convention Center, along Pennsylvania Avenue, at Thomas Circle and in Downtown East.
- The pattern of mixed hotel/residential use in the Mount Vernon Square area and extending south through Gallery Place and Chinatown, east of Seventh Street.
- Residential development as a mixed use in the Market Square area at Pennsylvania Avenue (PADC) and the Mount Vernon Square area.
- Residential as the exclusive use in the northern and eastern portion of the Mount Vernon Square area.
- Office development predominant in the Franklin Square area and along both sides of Judiciary Square.
- Concentration of major public buildings in the Judiciary Square area and in other locations.
- Private institutional uses generally reflecting current patterns.

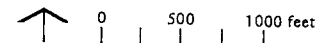


8. PROPOSED LAND USE

-  RESIDENTIAL
-  OFFICE  
Includes minor ancillary retail use
-  HOTEL/RESIDENTIAL
-  HOTEL
-  RETAIL  
Minor retail frontage  
Major retail frontage
-  PRIVATE INSTITUTION
-  LOCAL PUBLIC FACILITY
-  FEDERAL FACILITY
-  OPEN SPACE

MIXED USE CONCEPT

-  BASE USE  
Private office use that supports mixed use
-  PREFERRED USE  
Proposed range of land use which may be supported by private office use





9



10

## RETAIL

### Objective:

- Retain and strengthen retail activity in Downtown.

### Policies:

- Restructure the retail pattern of Downtown to efficiently meet the demands of the future, adding new space and upgrading existing retail space.
- Develop a strong concentrated retail core between Ninth and Fifteenth Streets with new department stores, ground floor retail space throughout the area, and greater than one floor of retail on key squares.
- Develop a series of specialty retail clusters focused along Seventh Street between Mount Vernon Square and Pennsylvania Avenue, with emphasis at Chinatown, Gallery Place, and Market Square, with a link at Gallery Place to the retail core to the west.
- Ensure the development of continuous active retail uses along both sides of F and G Streets within the retail core and along Seventh Street between Pennsylvania Avenue and Mount Vernon Square.
- Develop retail uses on key north-south streets from Pennsylvania Avenue and the Convention Center as gateways to and through the retail core.
- Develop a variety of less intense retail frontage and clusters in other areas of Downtown, including retail related to residential communities.
- Open additional areas to street vending at appropriate locations, with increased attention to spacing of vendors and the coordinated design of vending operations at special locations.

- Encourage redevelopment of the Fourteenth Street area, between G Street and Thomas Circle, by means of new development, and discourage clustering of sexually-oriented businesses in other locations through strict enforcement of zoning controls.

### Washington's Retail Marketplace

Downtown is the city's marketplace, the largest retail center in the District of Columbia, with three department stores—Woodward and Lothrop, Hechts, Garfinkels; Mortons, a major family clothing store; and a wide variety of other retail establishments. Downtown was once the only major retail center in the region.

Beginning in the 1950's and continuing to the present, major changes have occurred in the retail structure of the region, the city, the central area of the city, and Downtown. Today, major shopping malls of a million square feet and more, such as Tysons Corner Center, Landover Mall, Springfield Mall and Lake Forest, encircle the city, located at major freeway intersections. New specialized retail centers have developed in the city in Georgetown, the Connecticut Avenue and K Street area, and in Friendship Heights.

Today, Downtown remains the single largest retail center in the region, but it is no longer dominant, and is not competitive with some newer centers. In terms of overall quality of space and arrangement the retail pattern in Downtown is out-of-date. A key objective of this Plan is to strengthen the retail function. Without strong retail activity much of the life and excitement will ebb out of Downtown. The major proposal is improving the quality and location of retail space. Retail space will increase only slightly, from 5.7 to

5.9 million square feet. Only 2.3 million square feet of existing space is expected to remain, with 3.6 million square feet of new retail space being added. This new space will be more efficient and productive, so sales can increase significantly. One major change in the retail pattern should be an increase in the number, quality and variety of eating and drinking establishments. Commercial art galleries, night clubs, and theaters should also be encouraged.

The plan for retail use in Downtown recommends two preferred locations for major retail activities: the Retail Core and the Gallery Place specialty retail area. Retail use is encouraged in nearly every other area. Major retail frontage is proposed on F and Seventh Streets, with additional continuous frontage on Fourteenth, Tenth, K and H Streets.

### Restructuring the Retail Core

No topic in the Downtown planning effort has involved more discussion than the form and composition of the future Retail Core. The consensus calls for a concentrated core of department stores, major clothing, and other consumer goods establishments between Ninth and Fifteenth Streets, reducing the present spread-out nature of the core. Woodward and Lothrop will be the eastern retail anchor and Garfinkels the western anchor. The distance between them is a manageable 1500 feet. Two or three new department stores should be built as part of the Retail Core. One will be a new Hechts in the Metro Center development with Mortons and other major stores nearby. A new department store and retail complex should be developed on Square 289 in the center of the concentrated retail core, south of the new Hechts site.

9. Downtown—The retail center of the city and region.

10. Looking for the bargains.

### Specialty Retail Clusters

A specialty retail cluster can include a variety of retail establishments, often with eating and drinking components and small shops. The term "festival marketplace" has been used to describe this type of specialty retail area. Quincy Market in Boston and Harborplace in Baltimore are well known examples of this notion. Three main specialty retail clusters are proposed: Gallery Place, Chinatown and Market Square.

### Retail "Gateways"

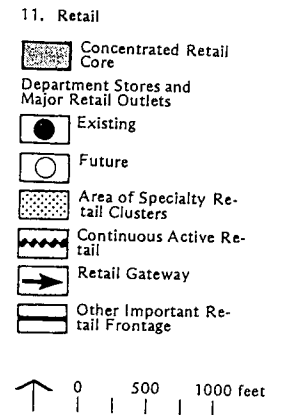
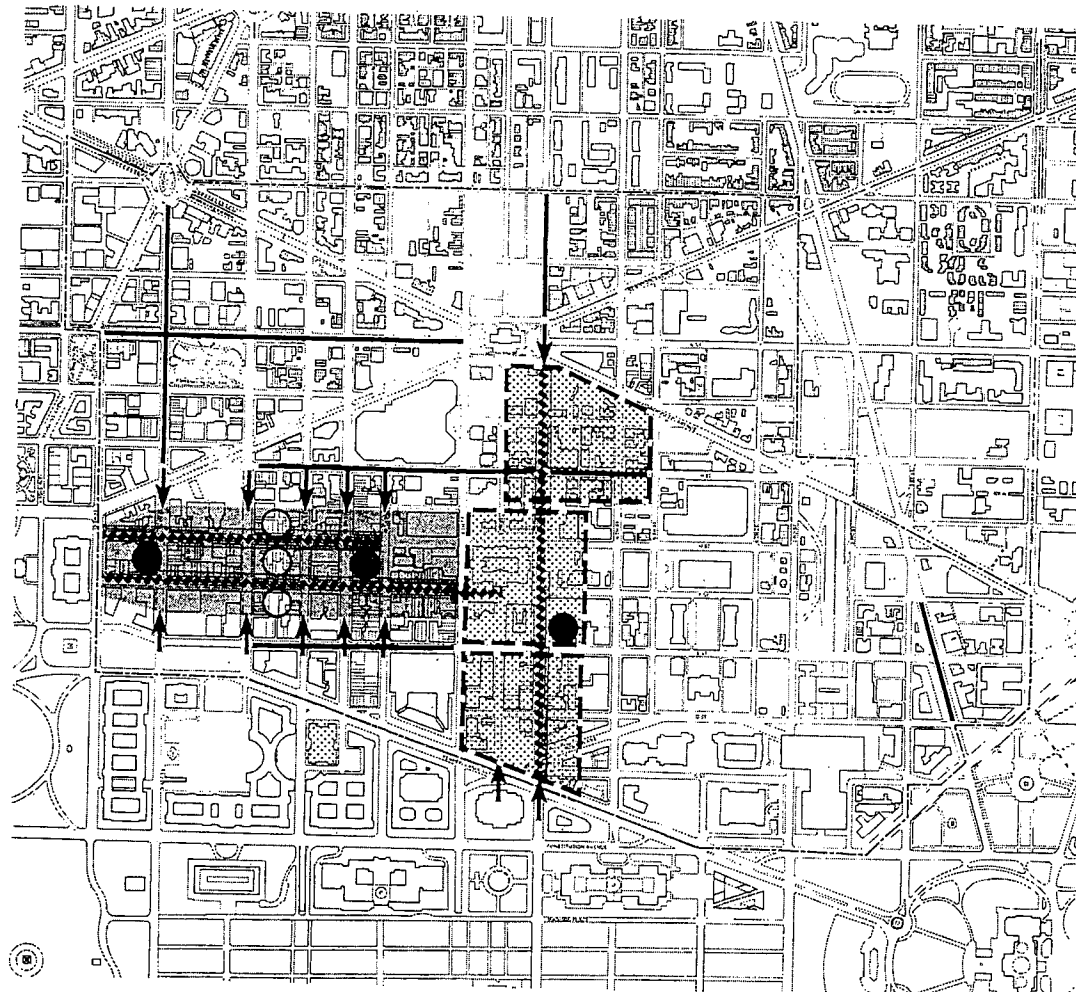
Retail use should be developed on north-south streets to draw visitors into the heart of Downtown. The major gateway streets will be Seventh, Eighth, Tenth, Eleventh, Twelfth, Thirteenth and Fourteenth.

### Other Retail Development

In addition to the major retail concentrations, other retail streets and clusters are encouraged throughout Downtown. Local retail should be developed in the Mount Vernon Square area to serve the growing residential community.

The existing area of sexually-oriented businesses, focused on Fourteenth Street between Thomas Circle and New York Avenue should be eliminated as new office development proceeds. Zoning regulations should be enforced to prevent concentration of such businesses elsewhere.

Street vending should be permitted in appropriate locations in Downtown where adequate sidewalk space is available. Design control and vending fees should be used to create a "marketplace" atmosphere.



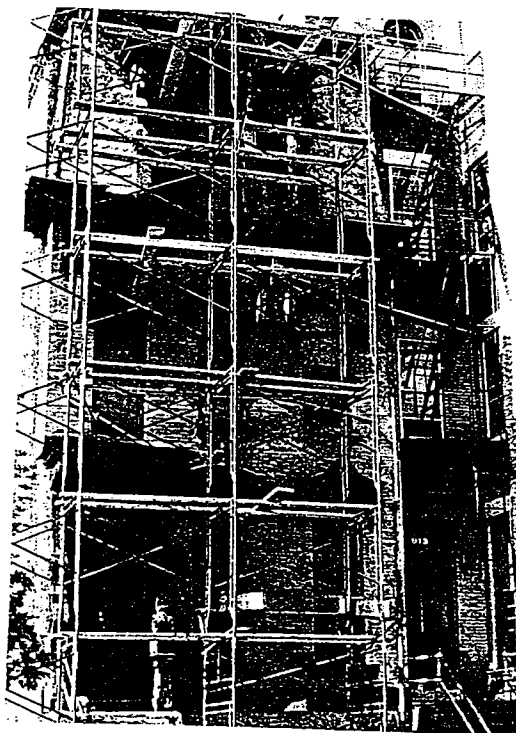
## RESIDENTIAL

### Objective:

- Develop a significant residential community in Downtown.

### Policies:

- Undertake a variety of public and private programs to achieve a major increase in residential units in Downtown.
- Encourage residential "infill" as well as compatible major new residential development south of M Street, the southern boundary of the Shaw community.
- Provide for the retention and enhancement of the existing row house area in the north-eastern corner of Downtown.
- Facilitate mixed-use development along and north of Massachusetts Avenue which emphasizes the residential component of that mix, primarily in high-rise apartment buildings. Coordinate development to avoid substantial time lag between the non-residential and the residential development.
- Encourage residential use in mixed use projects south of Massachusetts Avenue.
- Develop residential use as part of mixed-use projects extending south through Chinatown and Gallery Place to connect with the proposed residential area on Pennsylvania Avenue.
- Support the proposed major residential development in the Market Square area adjacent to Pennsylvania Avenue.
- Encourage improvement and development of residential areas adjacent to and near Downtown.



12. Recycling housing resources.

### Importance of a Downtown Community

A residential population Downtown is vital to creating a "Living Downtown." People living in and near Downtown are customers for downtown shops, services, restaurants, and cultural activities. A close-in residential area helps establish a certain ambience and sense of safety that attracts other users. Local residents help provide the important "eyes on the street." Well-known, close-in residential areas such as Beacon Hill in Boston, Rittenhouse Square in Philadelphia, and our own Georgetown and Dupont Circle have an image and effect far outweighing their actual populations. But a few isolated residential buildings are not sufficient to create a sense of residential ambience. The downtown residential development must be of sufficient size and pattern to achieve a critical mass in terms of a residential community.

### Existing Housing and Population

The existing downtown residential community is small in total numbers and scattered over a large area, primarily in the northern part of Downtown.

Over the 1970-1980 decade, Downtown experienced a 21 percent decline in dwelling units (4,858 in 1970 to 3,838 in 1980) and a 30 percent decline in population (8,302 persons in 1970 to 5,806 in 1980).

The majority of Downtown residential units are in apartment buildings, both old and relatively new, in the Massachusetts Avenue corridor. In March 1982 the housing units in Downtown were estimated at 4,000 units, with the addition of 300 units on the Wax Museum site in 1980. Future demolition will probably remove about 1000 units, leaving approximately 3000 units as the base of residential Downtown.

## The Housing Target

The target for new residential development in Downtown is about 9,300 units, for a total target of 12,400 units. This is a very ambitious target. Of all the land use targets this amount of new housing will be the most difficult to achieve. The high target for housing is appropriate because of the importance of creating a Downtown residential community. Some residential has been proposed in mixed-use projects, but special financing programs and other incentives for housing will be necessary to realize the residential targets.

The market for downtown housing is primarily for small one and two person households. Using an average of 1.2 persons per housing unit would mean a future downtown population of approximately 14,900 persons. This is approximately the size of the Shaw community to the north or the Dupont Circle community. Most of the housing will be high-rise, although there will be some rehabilitation of existing units.

Most of the new housing in Downtown will be market-rate housing, primarily middle and upper income housing. The District Government has made a special effort to achieve an economic and social mix of housing in Downtown and adjacent areas.

As of the beginning of 1982, publicly supported housing in Downtown totaled 712 units. The Wah Luck House in Chinatown has since been completed (153 units), and the Paradise Gardens development at Seventh and M is under construction (156 units) for a total of 1,021 subsidized units. Another 2,465 units of subsidized housing are located within two blocks to the north and east.

## Proposed Housing

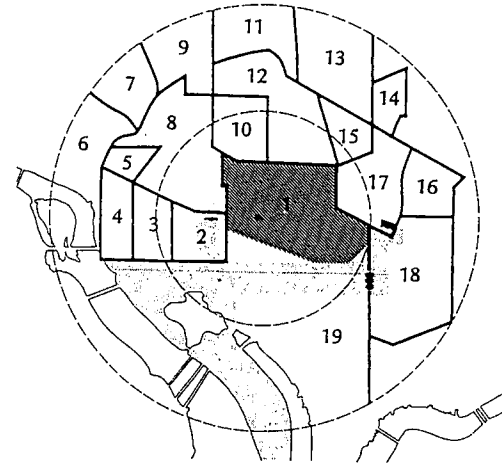
Substantial housing development is underway or planned. This includes the New Plaza condominium conversion at Massachusetts Avenue and Twelfth Street, and the 156 units under construction at Paradise Gardens. Another 3,200 units are proposed, including up to 1,500 units in the PADC area. The proposals along with units recently completed will total about 3,800 units.

## Achieving a Downtown Community

Creation of the Downtown residential community cannot be fully understood without looking at the broader pattern of residential neighborhoods which encircle the central part of the city, and especially those neighborhoods which are immediately adjacent to Downtown.

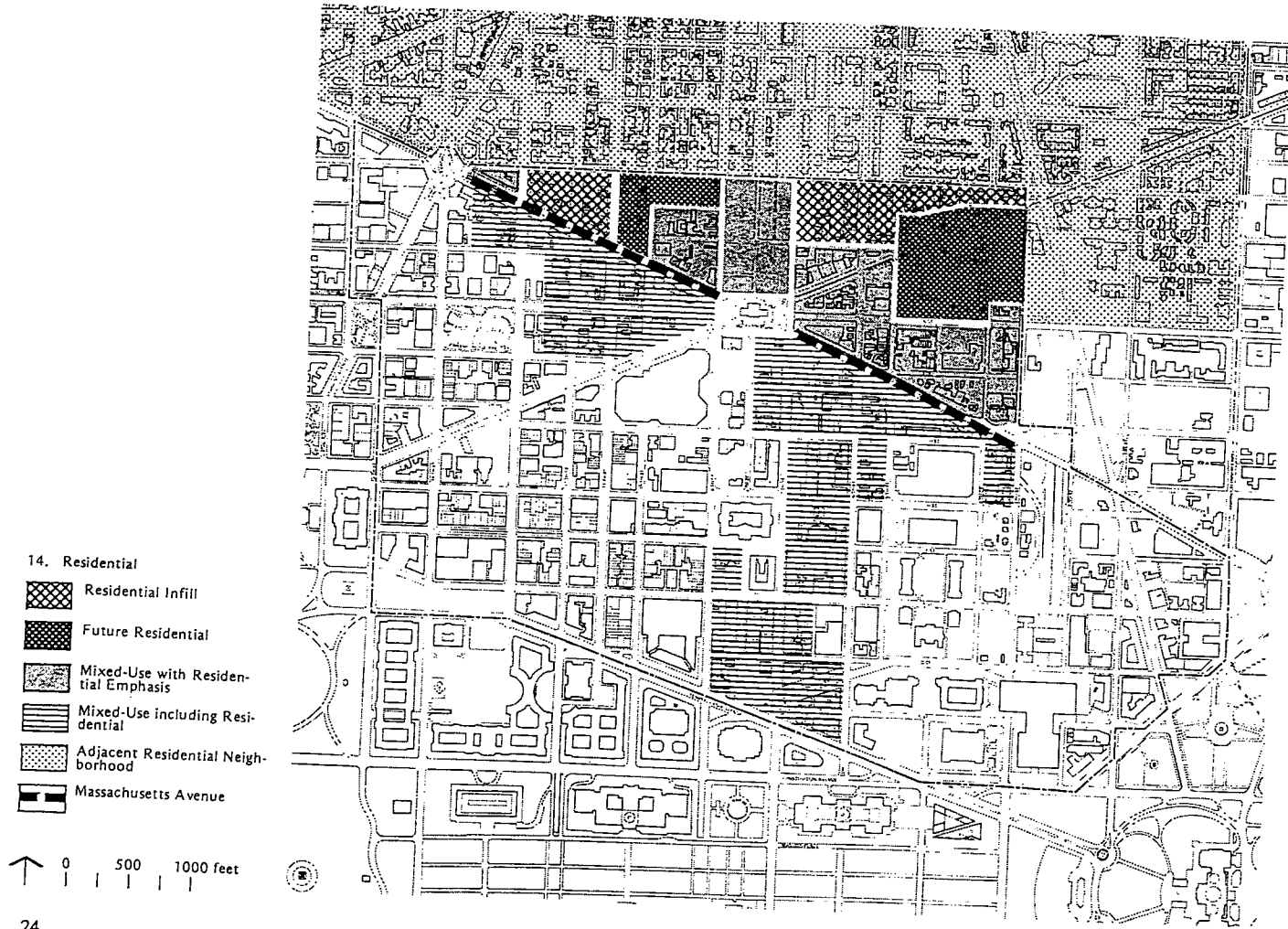
There is a surprisingly large residential population near Downtown. Within one mile of Metro Center there was in 1980 a residential population of 24,000. Within two miles of Metro Center there was a residential population of almost 111,000. Both these numbers include the 1980 population of Downtown (5,806). This population distribution in neighborhoods around Downtown is shown on the accompanying map.

The map also allows a comparison of the size of the future Downtown population—about 14,900 persons if the land use targets are met—with the size of other central area neighborhoods in 1980. For example, in 1980, Dupont Circle had a population of about 13,000, Logan Circle 8,500, Shaw had about 14,800, Georgetown about 8,000, Southwest just over 12,000, the inner portion of Capitol Hill about 11,800, and Adams-Morgan over 19,000. If



13. Neighborhoods within 1 and 2 Mile Radius of Metro Center (1980 Population).

1. Downtown	5,806
2. White House Area	0
3. George Washington University Area	4,412
4. Foggy Bottom	4,965
5. West End	1,097
6. Georgetown	7,968
7. Kalorama	2,797
8. Dupont Circle	13,166
9. Adams Morgan	19,076
10. Logan Circle	8,500
11. Columbia Heights	12,384
12. Shaw	14,831
13. LeDroit Park	11,285
14. Eckington	3,182
15. Truxton Circle	3,349
16. Stanton Park	4,312
17. Union Station West	4,375
18. Capitol Hill	11,804
19. Southwest	12,239



the land use targets can be achieved, the future Downtown residential community will compare favorably in size with the other residential areas which surround the central area today. We can determine from looking at these other existing neighborhoods that Downtown would have a sufficient population to achieve a sense of community and identity.

This encircling ring of residential neighborhoods also means that the Downtown community will not be isolated, but will be part of a broader residential community. Public facilities, institutions, and retail services of various types in some of these other neighborhoods will also be available to serve Downtown residents.

The residential neighborhoods immediately adjacent are especially important to Downtown. These include Dupont Circle, Logan Circle and Shaw neighborhoods to the north and the Sursum Corda neighborhood to the east. These residential areas blend together along the boundary of Downtown. It is likely that the future Downtown residents, at least those north of Massachusetts Avenue, will feel part of this larger residential area.

Other considerations which are important in shaping a residential community need further attention. Service retail for convenience goods will be necessary. Adequate security in addition to a sense of community are also important.

## HOTELS

### Objective:

- Encourage a substantial increase of hotels in Downtown.

### Policies:

- Give priority to clustering hotels around the Convention Center.
- Facilitate development of hotels elsewhere in Downtown, with emphasis on the Gallery Place area, along Pennsylvania Avenue, along and near Massachusetts Avenue in the Hotel/Residential Incentive Zone, Thomas Circle, the area north of the Convention Center, and Downtown East.
- Ensure that hotel sites are available to meet the targets for hotels.

### The Key Role of Hotels

Hotels are an especially critical part of the land use mix necessary to achieve a "Living Downtown." They stimulate evening and weekend activity, generate tax revenues at a rate almost five times that of a comparable office building, and provide entry-level jobs for unskilled and semi-skilled workers. A cluster of hotels can become a mini-activity center, providing a variety of services to visitors and local residents.

The District has long been the location of the majority of the region's hotel rooms, but the rapid increase of suburban hotel development has decreased this dominant position. Outlying hotels serve outlying business development. However, close-in suburban hotel development in locations such as Rosslyn, Pentagon City and Crystal City serves the District market and therefore draws activity and tax revenues from the District.

The total number of rooms in the District has been generally constant in the 15-16,000 room range for a number of years. The new hotel rooms which have been built have replaced older hotel rooms which have been lost to demolition. This has resulted in a decline in lower cost hotel rooms and in family tourist business. This squeeze has been partly compensated for in recent years by the partial or complete conversion of apartment buildings to hotel use.

Downtown, between the Capitol and the White House, was once the dominant hotel area of the city, but its position has slipped. It now has 3,248 hotel rooms, only about 20 percent of the city-wide total. Within the last few years six older hotels with 1,324 rooms have been lost in Downtown to demolition for new office construction.

The existing inventory of hotel/motel rooms can be summarized as follows:

- 35,000 rooms in the region
- 16,872 rooms in Washington, D.C.
- 15,464 of the D.C. rooms within the central area of the city (including Georgetown and the Sheraton Washington/Shoreham cluster)
- 3,248 rooms in Downtown

Existing hotels are scattered through Downtown in two concentrations. Three hotels—the Madison, the Dolly Madison, and the Thomas Circle Holiday Inn—are located near the northwestern corner of Downtown. There are also six hotels with a total of 1,691 rooms within two blocks west and north of Downtown which contribute somewhat to Downtown activity. Three hotels—the Hyatt Regency, the Capitol Hill Quality Inn and the Bellevue—are clustered in Downtown on the east end.



15. The Willard—Washington's classic hotel—is being reborn.



15

16. The Hotel Washington—a continuing presence on Pennsylvania Avenue.



16

The District Government has undertaken various actions to encourage hotel development in Downtown, including construction of the Convention Center and the adoption by the Zoning Commission of the Hotel/Residential Zone on the north side of Downtown, providing height and density incentives for hotel and residential development.

#### Hotels in the Downtown Area, Washington, D.C.

Downtown Hotels	Number of Rooms		
	Existing	Under Construction	Proposed
Bellevue Hotel	277		
Ebbitt Hotel	(124)	to be removed	
Franklin Park Hotel	175		
Harrington Hotel	310		
Holiday Inn	208		
Holiday Inn Addition			200
Gallery Place			700
Hyatt-Regency	850		
M Street Vista International		420	
Madison Hotel	374		
Metro Center			450
Mid-Town Best Western	220		900
Ninth and I Streets			
Quadrangle/Marriott		774	
Quality Inn—Capitol Hill	340		
Tudor Hall		100	
Washington Hotel	370		
Westminster			300
Willard Hotel		350	
Woodward/Lothrop			
North Block			650
Quality Inn			
5th & Mass. Avenue			324
Capitol Place			265
Commodore		84	
<b>Total</b>	<b>3,248</b>	<b>1,728</b>	<b>3,789</b>

Source: Office of Planning and Development, June 1982.

#### Target for Hotels

The long-range target (Year 2000) for hotel rooms for Downtown is 10-13,000 rooms, with 11,000 rooms used as the mid-range target. This assumes that 2,670 of the existing rooms will remain with an addition of some 8,340 new rooms. There were 1,728

hotel rooms under construction in Downtown in June 1982, with another 3,789 rooms proposed. Downtown could have 7,000-8,000 hotel rooms by the late 1980's.

#### Future Hotel Locations

Hotels almost anywhere in Downtown are useful, but six areas are especially important: around the Convention Center (including Metro Center), Gallery Place, Thomas Circle, Massachusetts Avenue area strip, Pennsylvania Avenue, and Downtown East.

The Convention Center Area, consisting of the ten squares surrounding the Convention Center should have high priority for hotel development. Two major hotels are now planned in this area. Special efforts may be needed to achieve a hotel as part of the Metro Center project. Several other hotels are being discussed for the Convention Center area. Location of these hotels support, and are supported by, the Convention Center. They also relate to the adjacent Retail Core, Gallery Place and Chinatown areas, and will encourage evening activity in those areas.

Gallery Place: The area east of the Convention Center is another priority area for hotels. A major hotel is proposed for the Gallery Place renewal project on Seventh Street and other hotels should be developed in that area.

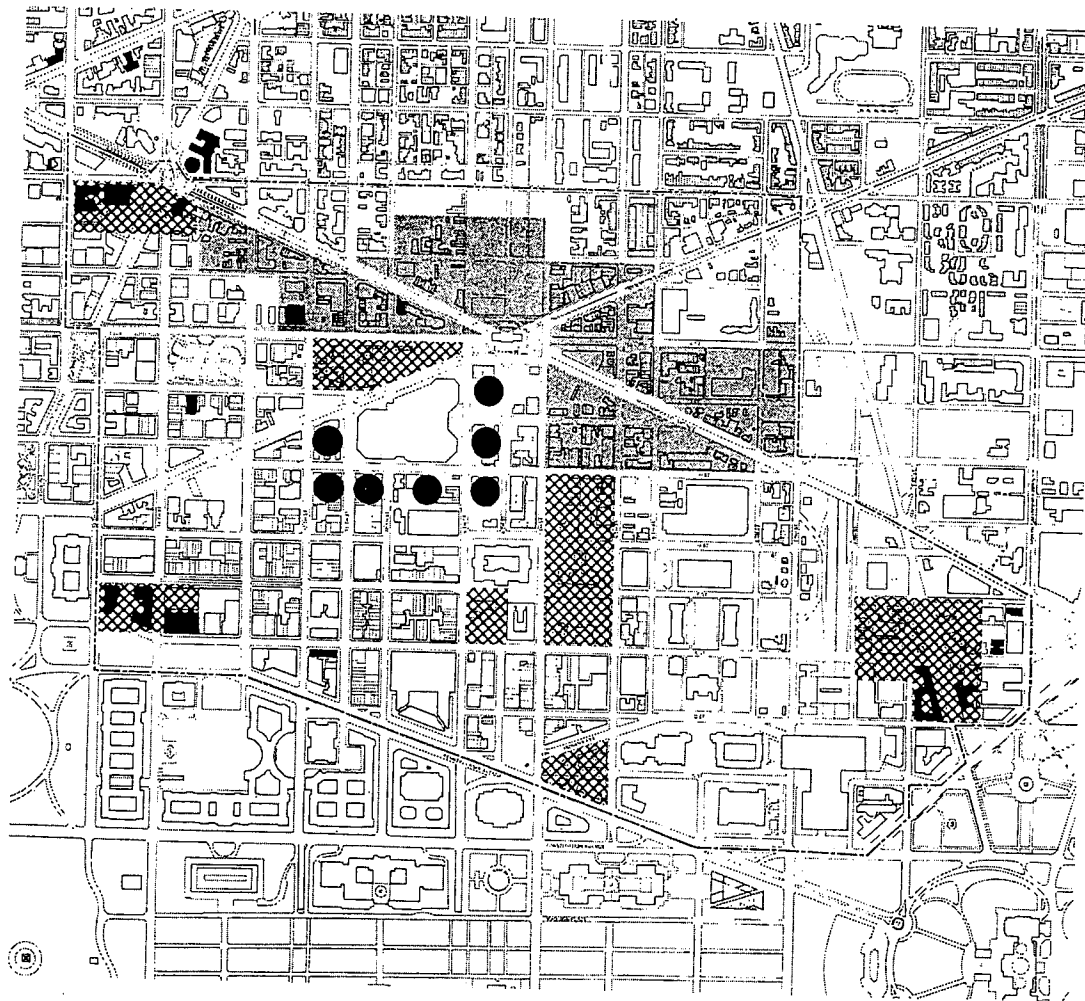
Thomas Circle: The Vista International Hotel (420 rooms), under construction is adding to the hotel concentration at Thomas Circle. There are other potential hotel sites nearby.

Massachusetts Avenue: A number of potential sites are available along the Massachusetts Avenue corridor, an area included in the Hotel Incentive Zone.





**Pennsylvania Avenue:** A major hotel cluster is developing at the western end of Pennsylvania Avenue (Washington, Willard, Marriott), and another new hotel is planned at Sixth Street and Pennsylvania Avenue.

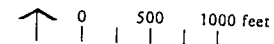
**Downtown East:** This area has the beginning of a hotel concentration with an existing total of 1,467 rooms. The Capitol Place complex is to have a 265-room hotel. The Commodore Hotel is being renovated (84 rooms). At least 700 rooms should be added in several hotel projects to create a critical mass of hotel and related restaurant and retail development.

Ideally, Downtown should have a range of hotel types, offering various room rates, from the luxury "world-class" hotel to lower cost tourist-oriented hotels. However, high land and development costs may limit tourist accommodations.



17. Hotels

-  Convention Center Priority Location
-  Existing or Potential Hotel Cluster
-  Massachusetts Avenue Hotel Area
-  Existing/Under Construction Hotel





18



19

## PRIVATE OFFICE

### Objective:

- Obtain major new office development in Downtown, consistent with other land use and design objectives.

### Policies:

- Guide office space to appropriate locations including priority office areas such as Franklin Square, Downtown East and Judiciary Square.
- Make use of office market forces as a device to obtain other critical land uses—retail, hotel, residential and arts.
- Direct office development as necessary to obtain an optimum mix of other land uses, including a residential emphasis in the mixed use area north of Massachusetts Avenue.

### Office Space — Washington's Industry

Central Washington, including Downtown, is the largest single employment locale in the region. Over 80 percent of employment is classified as office (commercial and government), the major "industry" in the region. The central area is the most accessible location for the greatest number of people and provides an important regional focus which complements retail and National Capital functions. Central area offices, including those in Downtown, provide employment for District and area residents.

In discussing private office space "private" refers to building ownership. A considerable amount of private office space in Downtown is occupied by the Federal Government, and to a lesser extent, the District Government.

Over the last 15 years Central Washington, which includes Downtown, has continued to account for nearly one-fourth of all new office space in the region. Since 1970, an average of two million gross square feet of new private office space has been leased in Central Washington each year. The current rate of 2.5 million will move up to three million gross square feet in 1983. One of the major reasons for the boom in office space in the city has been the growth in government-related activities. During 1975, Washington displaced New York as the leading headquarters of associations. Today, associations, attorneys, and accounting firms occupy 40 percent of the private office space in Central Washington. As Washington's role as a world class capital city continues to develop, activities such as international finance and communications will become even more important as office space users.

Much of the Downtown did not share in the office boom until 1980. This has changed dramatically in the last three years. As of May 1982, seven major office buildings have been completed, and sixteen new buildings are under construction. Combining the space under construction with the firm proposals for fifteen more projects, as much as 8.2 million square feet of office space could be opening in the downtown area over the next three to four years.

### Target for Private Office Space

The target for new office space was obtained by calculating the development envelope, allowing for buildings expected to remain and allocating space for other necessary land uses (hotel, retail, residential, and arts and culture). The remaining space was then allocated to private office development. The amount of new office development is to be directed to allow for a mix of other uses. Even so, the space al-

located for new office space is significant.

As of March 1982, private office space in Downtown totals 14.5 million square feet. Demolition for new construction will remove some office space, but as estimated, 12.5 million square feet will remain as a base. The target for new space is an additional 25.6 million square feet, for a total of 38.1 million square feet. The 25.6 million square feet of new space includes 8.2 million square feet now under construction or proposed.

A strong office market will limit the mix of uses essential to an active and exciting Downtown. While office development is important, it is critical that it be directed in a way that allows and encourages other uses.

Office construction often comes in cycles. There will be several cycles of growth over the next eighteen years, and the target figure is not unrealistic.

### Office Location

Office space will be located throughout Downtown, but some areas will have a concentration.

Franklin Square should be the most important new office area in Downtown, served by the McPherson Square and nearby Metro Center Metro stations. The Franklin Square area is to gain 7.2 million square feet of new office space.

The Retail Core is also an important office area with 5.1 million square feet as a target, much of which is already planned. However, priority in this area is to be given to achieving a retail concentration and a shopping environment.

18. A new skyline emerging in the Franklin Square area.

19. Existing office buildings are being recycled.

Pennsylvania Avenue is to have considerable office space also, with 2.0 million square feet of new space west of the FBI Building and 1.6 million square feet in the Market Square area between Sixth and Ninth Streets.

Mount Vernon Square will gain 3.7 million square feet of office space in mixed-use developments.

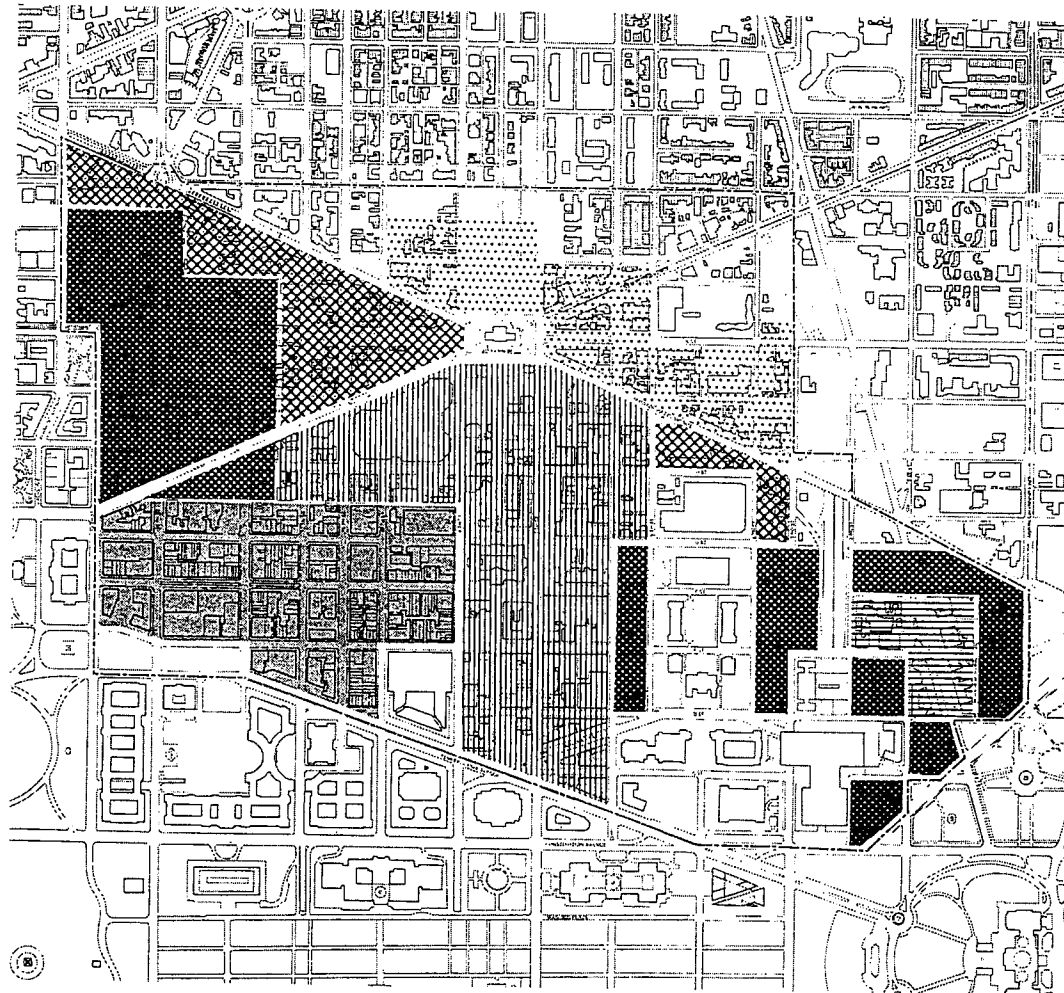
Gallery Place is indicated to have about 2.2 million square feet of new office space, primarily in new development near the Gallery Place Metro Station.

Judiciary Square is to be primarily an office area with 2.2 million square feet of new space. Finally, Downtown East is to be principally an office area.

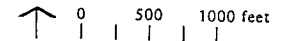
If the office target is met, over 90,000 new office employees could be added to Downtown.

Office development puts people on the streets during three peak periods each weekday. Office workers arrive generally between 7 and 9:30 am, and are on the streets briefly as they walk directly to their offices. During lunchtime, generally between 11:30 am and 2 pm, offices generate people and activity on the streets. In the evenings, during the third peak period, between 4:00 and 6:30 pm, employees reverse the morning pattern. Because it is difficult to get people back into Downtown after returning home, the challenge will be to hold them with creative interim activities until the major evening activities begin.

Clearly there is a very strong market for private office space, but office alone will not meet the objectives for a "Living Downtown." Mixed-use projects are the most desirable development prototype for Downtown.



20. Private Office
-  Priority Office
  -  Office, Housing, Hotel
  -  Office, Retail, Hotel
  -  Office, Hotel
  -  Office, Retail, Hotel, Entertainment, Arts, Residential
  -  Mixed Use Development—Commercial
  -  Mixed-Use Development—Residential





21



22

## ARTS, CULTURE AND ENTERTAINMENT

### Objective:

- Retain support and expand arts, cultural and entertainment activities in the Downtown.

### Policies:

- Ensure that arts and entertainment uses become significant components of the land use mix in Downtown.
- Encourage the retention and enhancement of existing arts, cultural facilities and activities Downtown.
- Provide for the development of additional arts and cultural facilities and activities, including performing arts, particularly in the area around the Portrait Gallery, south along Seventh Street to Pennsylvania Avenue and along E Street from Seventh Street to 14th Street.
- Build on the potential afforded by the significant increase in visitor population around the Convention Center, Chinatown, and other areas to develop entertainment activities that will serve both visitors and residents.

### A Special Feature of Downtown

Arts and cultural activities are essential to the land use mix in Downtown. These activities attract large numbers of people, both during the day and after five o'clock. They serve and attract residents of the city and the region as well as conventioners, business visitors and tourists. These activities also contribute to the fiscal health of the city by providing employment opportunities and stimulating other revenue-producing activity. Experience in other cities has shown that arts, cultural and entertainment activities have brought back life to deteriorating areas,

improving the climate for increased business and tourism.

### The Existing Activities

Downtown Washington used to be the entertainment center for the region. As recently as the 1950's Downtown had legitimate theaters, large movie houses, music halls and night clubs.

Over the years, however, most of the theaters have either been demolished or converted to other uses. The night clubs have moved to the suburbs, Georgetown, Connecticut Avenue or Dupont Circle. Despite neglect and demolition, Downtown has retained a strong group of legitimate theaters: The National, the Warner and Ford's Theaters. The presence of these theaters is a good start for rebuilding arts and entertainment in Downtown. "Ticketplace" opened at 12th and F Streets in early 1982, providing a location to obtain tickets for arts and entertainment events throughout the city, and a new symbol of the arts in Downtown.

Other events are also part of Downtown "entertainment"—street performers, outdoor markets, fairs and exhibits—and should be programmed and encouraged.

The arts presence in Downtown has been growing and becoming more formalized. Artists have been drawn there by cheap rents and large spaces, and support facilities for their retail supplies and equipment have followed, reinforcing the arts presence.

The National Portrait Gallery in the old Patent Office Building currently forms the center of a major cluster of arts and cultural institutions. In addition to the Portrait Gallery there are: the National Museum

of American Arts, also housed in the old Patent Office; the Martin Luther King, Jr., Library, the District's main library; and a growing local arts center, the Washington Humanities and Arts Center, which is located in the former Lansburgh's Department Store on Seventh Street. Other Seventh Street buildings have been recycled to house the 406 Gallery complex and the Washington Project for the Arts. Work is underway on the Gallery Row project at Seventh and D Streets which will house both art galleries and commercial space. Art studios and galleries can be found elsewhere in the area, notably in the LeDroit, Atlas and Atlantic Buildings.

Moreover, just south of Downtown are the National Gallery of Art, the Hirshhorn Museum and other Smithsonian Institution museums which attract millions of people each year.

There also are several major projects that will incorporate arts/cultural activities in Downtown. These include: the National Building Museum to be housed in the old Pension Building; the Old Post Office, being renovated to house shops, restaurants and entertainment as well as offices; and the Tariff Building, proposed for conversion to active museum use.

### The Future of Arts, Cultural and Entertainment Activities

Despite the numerous artistic and cultural activities in the Downtown, the future of such activities is by no means a certain one. As the area flourishes, small, non-profit cultural organizations must compete for space with new development. . . and many find that they cannot contend with the increased costs to rent or own space in Downtown. Therefore, a strategy to protect the arts and encourage their expansion is a critical land use component for a Living Downtown.

21. National Theater—Helping light up the future of Downtown.

22. Ticketplace—Access to the arts at reduced prices.

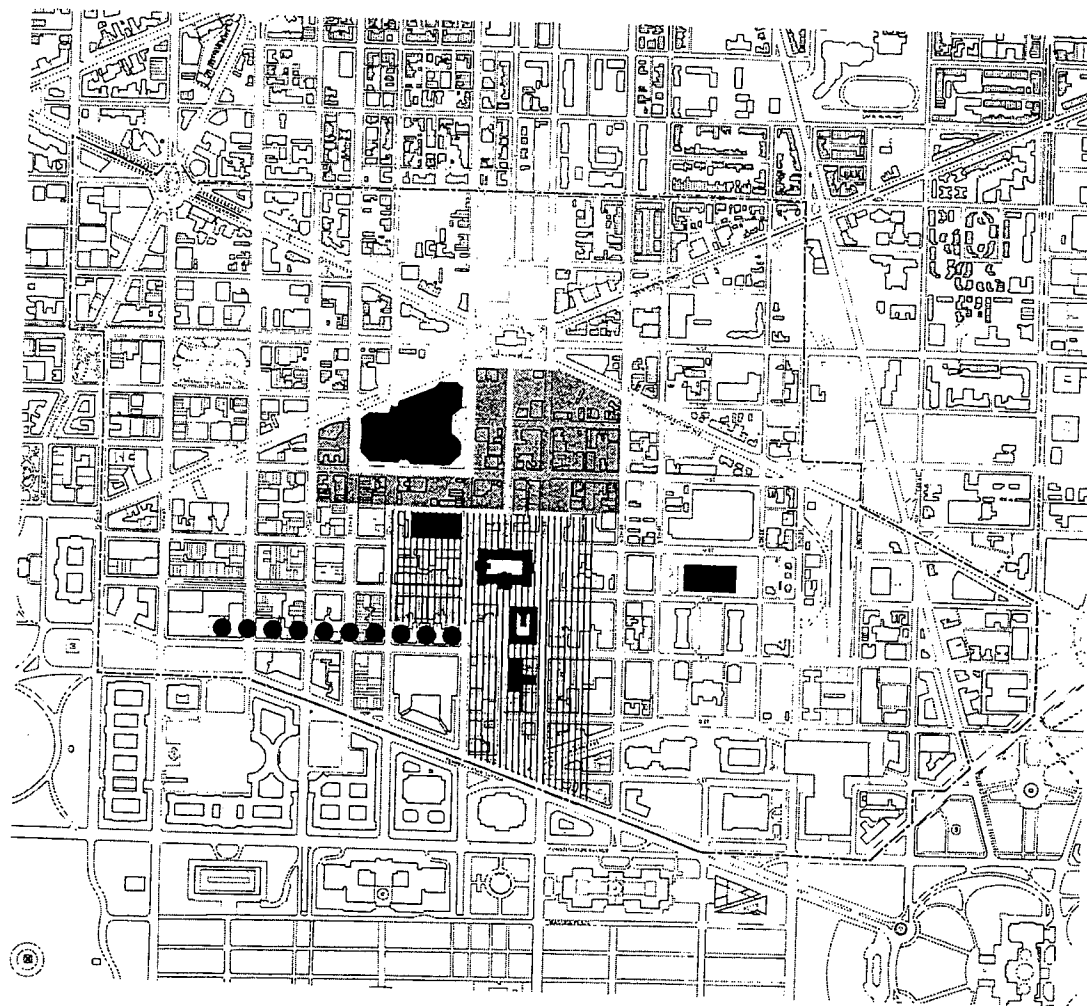
Clearly arts and entertainment uses should be encouraged throughout Downtown. The target for institutional arts uses, including the space under construction and the existing 470,000 square feet, is 900,000 square feet. In addition, approximately 700,000 square feet of arts and entertainment-related retail will be important for generating nighttime activity. Although the target proposed seems small in comparison with other uses, the arts/cultural and entertainment uses are most critical for adding activity and a festive atmosphere in Downtown during the day and evening hours.

Certain areas in Downtown are recommended as priority locations for arts and entertainment activities.

Most important to this is the concept of arts and entertainment activities linking the National Portrait Gallery and the national museums on the Mall (National Gallery of Art, Archives, Hirshhorn) along Seventh Street. In this regard the priority areas are:

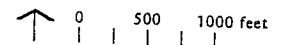
- Gallery Place and Market Square areas as a location for a major arts and arts-related retail focus.
- The Convention Center and Chinatown areas as focal points for entertainment activities.
- The E Street area as the preferred location for additional theater clustering.

By building on the opportunities already present in these areas, the potential exists for strong and vital concentrations of arts and entertainment activities that serve residents and visitors.



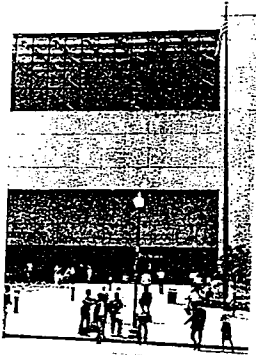
23. Arts/Culture & Entertainment

- Arts/Entertainment
- Entertainment Focus
- Theater Cluster
- Major Arts/Cultural Attraction





24



25

24. Mount Vernon Methodist Church—One of many churches in Downtown.

25. New District of Columbia Courthouse at Judiciary Square.

## OTHER LAND USES

### Objective:

- Provide appropriate space for other land uses which require a Downtown location.

### Policies:

#### District Government:

- Provide appropriate locations for District Government facilities and office space which require a Downtown location.

#### Federal Government:

- Provide for limited Federal office buildings at designated Downtown locations.
- Support recycling of landmark Federal buildings for new public uses, including arts and cultural activities.

#### Private Institutions:

- Provide for appropriate institutions which require Downtown locations, making full use of existing institutions and facilitating their adaptation to changing roles in Downtown.

#### Industrial and Wholesale Uses:

- Assist with relocation of most industrial and wholesale uses to appropriate locations outside Downtown.

#### Public Parks and Open Spaces:

- Develop additional open spaces at selected locations and coordinate streetscape improvements to achieve an overall open street and open space system.
- Encourage compatible landscaping of private property and improve maintenance of existing open spaces.

## The Role of Other Land Uses

In addition to the five key land uses (retail, residential, hotels, private office, and arts and culture) there are various other land uses in Downtown. These include Federal and District public facilities and offices, private institutions (primarily churches), industrial and wholesale uses, public parks and open spaces, and land used temporarily for surface parking. These uses are important elements of Downtown; however, relatively little change is expected from the existing pattern.

### District Government

The District Government has completed a number of facilities in Downtown, including the Martin Luther King Jr. Memorial Library, a new fire station and a new Court Building. The Washington Convention Center, now under construction, will be completed in late 1982. The old Carnegie Library Building in Mount Vernon Square has been rehabilitated to serve as the central offices and media center for the University of the District of Columbia.

The major District facility still pending is the development of the Downtown campus of the University of the District of Columbia on the four squares (10 acres) north of Mount Vernon Square. It has not been possible to obtain Congressional approval of the capital funds for the campus. Present plans call for developing the University facilities as part of a mixed-use complex on the site.

District owned office space (2.2 million square feet) is located in a number of buildings in the Judiciary Square area. The District also rents space in private office buildings, but this space is becoming more expensive as rent levels rise. Plans for a new District

office buildings north of the Municipal Center have been blocked by high land costs. Some District office functions can be moved to other locations in the city, but there is a need for additional permanent space for local government functions which require a Downtown location.

### Federal Government

The Federal Government has a number of office buildings in Downtown, including the large FBI, Labor, and GAO buildings. Federal-owned office space totals 6.8 million square feet and other space is rented in private office buildings. Only one new Federal office building of about 500,000 square feet is proposed at Second and D Streets. This will be offset by conversion of the Pension and Tariff Buildings to museum use. The net increase of Federal office space is 200,000 square feet.\*

Ford's Theater, the National Portrait Gallery, National Museum of American Art, and future cultural use of the Pension and Tariff Buildings are a key part of the cultural life of Downtown.

### Private Institutions

Institutions such as churches (18 in the Downtown), the YWCA, and the Georgetown Law School are an important part of the social and cultural life of Downtown. Some institutions will move from Downtown. No major increase is expected for institutional space. Existing institutional space can be used more intensively.

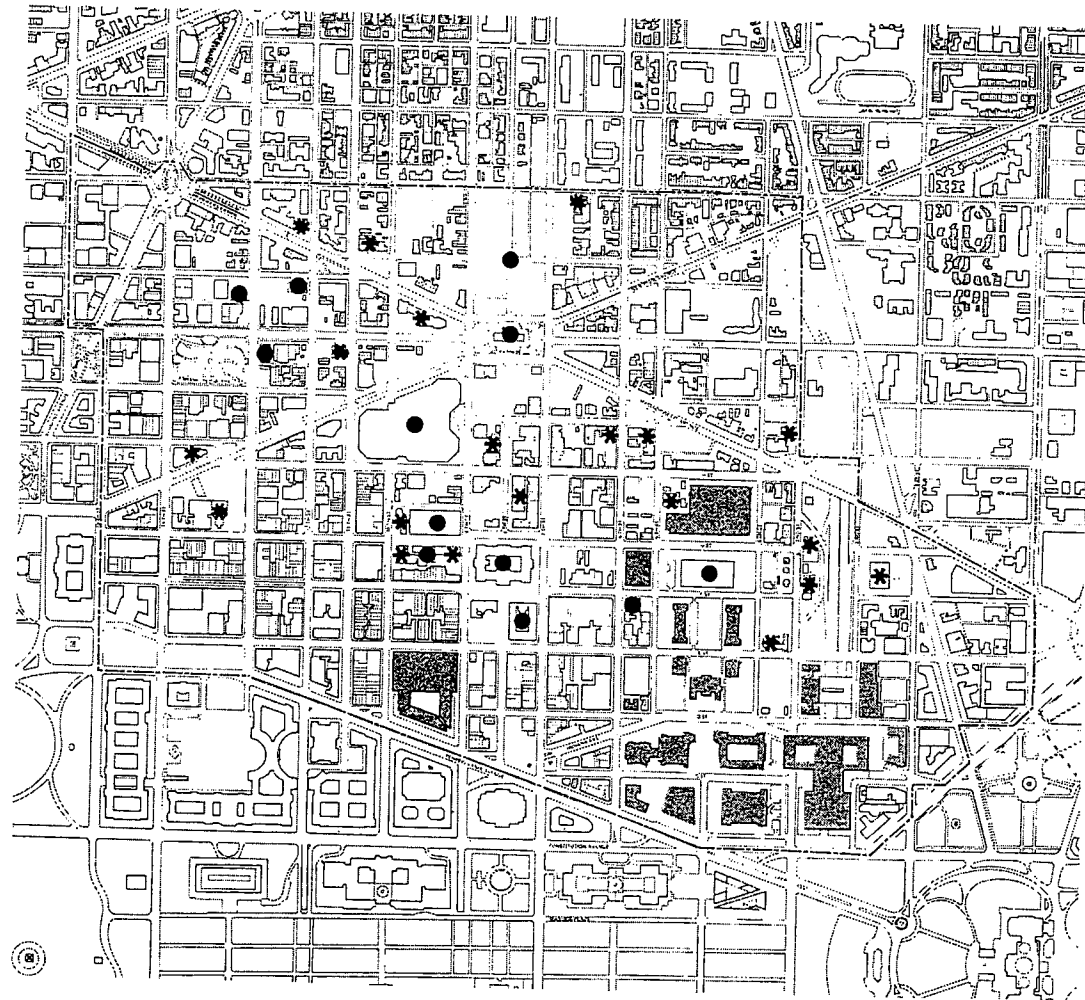
### Industrial and Wholesale




Various wholesale and industrial uses are scattered through Downtown, mostly north of Massachusetts Avenue. Most of these uses will be, and should be, removed from Downtown as new development occurs. Some of these uses such as small wholesale operations, will likely remain. Emphasis should be on assisting wholesale and industrial uses to relocate to new sites in the District.

### Parks and Open Space

In space terms the five new parks on Pennsylvania Avenue and a proposed small park in Downtown East are limited, but they provide important focal points at different parts of Downtown.

\*After this report was prepared, the U.S. Property Review Board identified the Second and D Street Property (Square 571) as surplus, to be sold. If this action proceeds, there would be no current plans for new Federal office buildings in the Downtown area. Federally-owned office space in Downtown would decrease to 6.6 million square feet if the Tariff and Pension Buildings are converted to museum use (see table, page 15). The Square 571 site, if sold for private use, would probably be developed for office or hotel use.



26. Other Uses
-  Government Office
  -  Public Facility
  -  Private Institution

0 500 1000 feet



## Urban Design

Washington is a planned city. L'Enfant's original plan has been realized, its wide avenues and distant vistas successfully accommodating the growth of the Nation's Capital. Its framework of major avenues and open spaces overlaid with the rectilinear grid of local streets establishes the Federal presence in a finer mesh of local city life. The plan generates a series of axial perspectives which bestow prominence on national buildings, and the intersections of these perspectives provide city-scaled reference points for visitors and residents alike. Extensive landscaping frames monumental views, while close-in urban parks offer more intimate relief. Through the manipulation of these essential elements, L'Enfant's plan from its inception established Washington as the special city it is today.

L'Enfant designed Washington in the tradition of Rome and Paris—great western capitals of his day. He had the fortune to work on an undeveloped setting and the vision to provide a scale appropriate for the new capital. He also created a challenge for subsequent designers and developers: to guide the city's development through changing economic and social conditions while honoring the principles of its planned form.

As a city renews itself over centuries, its fundamental greatness is often not realized until it has been rebuilt in place several times. Washington is in the very early stages of fulfillment. Its Downtown is in a very critical stage of growth. WMATA, PADC, RLA and the Convention Center are four public-sector agents of change; their visions of the future will anchor Downtown for decades to come. The private sector is now responding with visions of its own.

This Urban Design Element addresses these forces for change in the Downtown area. As a plan, it is committed to the importance of the Federal presence and to the renewed vitality of Downtown. It relies on the continuing energy of private investment aided by public incentives and public capital improvements. Most of all, it is dedicated to guiding Downtown through this next stage of renewal in a way that is true to the best in its past and to the promise of an exciting future.

Reflecting the L'Enfant plan as well as present-day concerns, the following urban design objectives are set forth for Downtown Washington:

### Objectives:

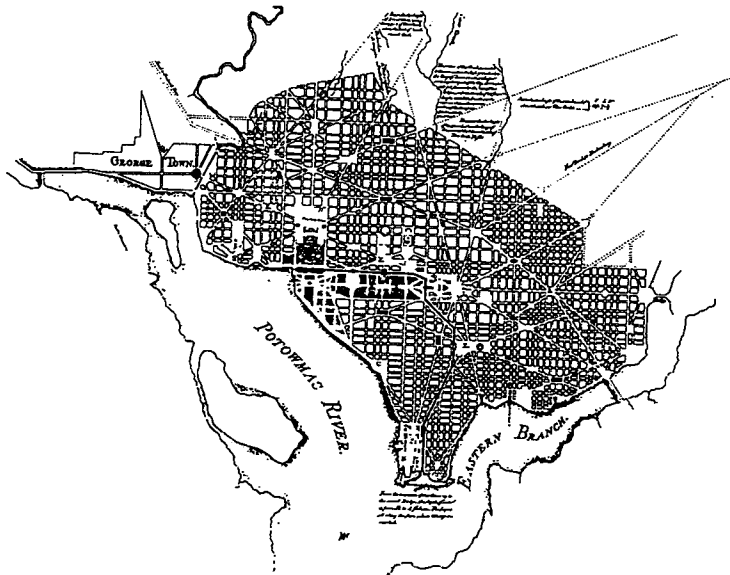
- Reinforce the specific physical qualities that establish Downtown Washington's unique urban character. The qualities include the network of diagonal avenues superimposed upon the rectangular grid of local streets, the variety of building forms and open spaces created by this street plan, the relatively low building height compared to other cities, and the mix of old and new as well as monumental and vernacular architecture.
- Strengthen the framework of the city's original plan as the setting for the Downtown through landscape improvements and building frontage requirements that emphasize diagonal avenues, north-south axial streets, and such places as Mount Vernon Square, Market Square, Gallery Place, and Judiciary Square.
- Enhance the sense of place and orientation within the Downtown through improved streetscape design and introduction of such elements as gateways, lighting, signing, planting, furnishings, and location maps.

27. The Capital as viewed in the early 1800's.



27

28. L'Enfant Plan Map.



28

- Preserve and reuse historically and architecturally significant buildings and districts, where appropriate, as integral elements of Downtown development.
- Encourage the emergence of specialized districts—each with its own identity based on scale of buildings, intensity of activity, and predominant use or mix of uses—to provide a varied and diverse texture within the Downtown.
- Improve the design and upkeep of public spaces, including streets, sidewalks, small open spaces, and large formal squares.
- Require that development reinforce the street as the center of activity and movement, to ensure that individual projects contribute to the overall vitality and diversity of Downtown; prohibit second-level pedestrian bridges which drain activity from the street level and compromise the visual integrity of the street plan.
- Encourage development to be suitable in appearance, scale, proportion, and mass to its context by, for example, including a richness of decoration, texture, and detail, particularly at pedestrian levels, and by incorporating facades that complement nearby facade patterns and reflect the frequency of entrances appropriate to the street they are facing.
- Provide residential uses to encourage a lively mix of activities throughout Downtown, particularly in areas and specialized districts where existing neighborhoods can be retained and expanded and/or where residents are important to mixed-use objectives.
- Define a transportation system that channels development to support urban design objectives. This transportation system must, for

example, facilitate the movement of pedestrians and public transportation vehicles within the Downtown; enhance pedestrians and public transit linkages to adjacent areas of the city, including the Mall, the Financial District, Lafayette Park, and the Capitol; supply parking as required to serve the desired mix of uses; and encourage the provision of centralized or coordinated intrablock facilities to service vehicles.

- Retain the current maximum height limit in accordance with the 1910 Height Act in order to reinforce the “horizontal” urban quality of the city. However, add parapets, cornices, and other such architectural embellishments to the list of elements allowed to project above the established height limit (Section 5201.21 of the Zoning Regulations), to encourage a more detailed articulation of building roof lines and facades.

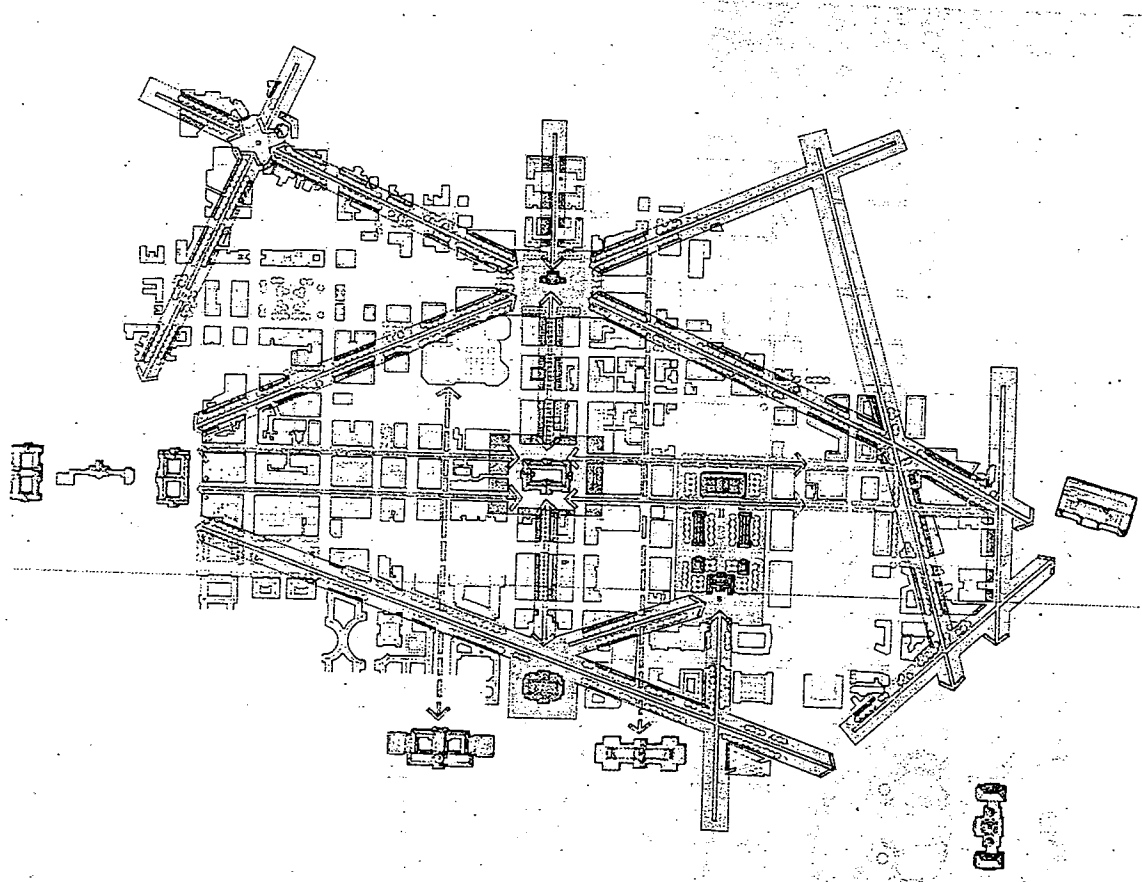
These urban design objectives can be achieved through implementation of the following policies. Certain of these policies can be put directly into effect through City Council or executive action; others require further action or study, as described in Section V, Implementation.

Policies:

- Establish for Downtown projects a system of design standards and design and development review, to ensure compatibility of new development with the desired character of various areas within the Downtown. Once there is a Downtown Plan, projects within its boundaries should be reviewed in relation to it. In order to avoid a time-consuming multiplicity of reviews and to provide a basis for resolving conflicting positions, it is pro-

29. Aerial view of Downtown Washington highlighting the city's baroque plan of broad diagonal avenues, prominent buildings, circles and squares.





30. The Urban Design Framework: L'Enfant's monumental physical framework for Downtown.

- posed that review responsibility be given to a board consisting of qualified persons representing architectural, historic, economic, transportation, and community concerns. This board would review the project for conformance with established objectives and design criteria. To be successful this process must not become an additional layer of review; it must be clearly understood and efficient in its administration.
- Prepare generalized architectural and urban design criteria for Downtown development. These criteria would address such items as building-to-street relationship and adherence to building line; decoration, texture, lighting, and detail; differentiation of base, shaft, and crown; treatment of cornices and building tops including penthouses; preservation, rehabilitation, and reuse; and design for sun, light, rain, snow, wind, maintenance, and noise. The criteria would focus on performance rather than on mandated means to achieve good design. The criteria would inform and guide the Downtown review process and, in addition, would constitute the basis of design requirements as part of other proposed modifications to the zoning ordinance.
  - Prepare and implement plans and criteria for Downtown street improvements that reinforce the identity of Downtown, provide orientation, identify special streets and districts, and encourage pedestrian movement and use of public transit. These streetscape plans and criteria should reflect the individual role, character, and importance of the various streets of the Downtown. Improvements may be implemented by individual private developers, through amendments to the already

proposed Downtown Streetscape Standards. In some areas, however, to achieve a higher level of amenity or to assure a continuity of improvements, public investment or other cooperative action will be required. Streetscape requirements should include or make explicit reference to controls on adjacent building lines and facades, in order to establish more firmly the desired identity for each street and/or district. Streets that should receive special streetscape improvements include:

- F Street between 15th and Ninth; G Street between 15th and Tenth; and 14th, 13th, 12th, 11th, and Tenth Streets between F and G; to support the activities of the Retail Core;
- Tenth Street to provide pedestrian linkage between Constitution Avenue and Convention Center;
- Seventh Street; Eighth Street between Market Square and Gallery Place; and Gallery Place itself (F, G, Ninth, and Seventh Streets) to support the specialty retail in this area;
- Eighth Street between Gallery Place and Mount Vernon Square to support residential, hotel, and mixed-use development;
- H Street, and perhaps additional streets, to reinforce the identity of Chinatown;
- Mount Vernon Square (Ninth, Seventh, and K Streets and Mount Vernon Place) to reinforce its importance in the overall plan;
- F Street at Judiciary Square to facilitate movement between Metro and the Building Museum;
- New York Avenue, Massachusetts Avenue, and New Jersey Avenue to reinforce their

formal importance.

- In support of these urban design objectives and policies, modify existing zoning for the Downtown to encourage the emergence of specialized districts and assist in achieving a greater diversity and mix of uses than would otherwise occur. Such modification would involve the use of several zoning techniques. For example, creation of special overlays would be appropriate to establish use controls and/or development criteria for areas such as the Retail Core and the arts and cultural area. In addition, mixed-use zones such as CR seem more responsive to Downtown objectives than do zones such as SP where allowed use is dependent on individual circumstances rather than broader objectives. Firm, fixed requirements based on an approved Urban Design plan seem generally preferable to incentives that remain dependent upon individual developer initiative.
- In association with transportation policies, provide parking in appropriate relationship to desirable land uses that require it. Areas should be identified within Downtown where demolition of structures for temporary or permanent surface parking would not be permitted. Above-grade structured parking should be discouraged; if it must occur, the ground floor should be put into retail or other use. Below-grade parking should be minimized for uses such as office, whose occupants can generally be shifted toward greater use of public transportation. Control of curb cuts, an effective tool in influencing location and use of parking, should be an element of streetscape plans.
- Investigate the potential for a "trolley" (i.e., a surface-operated public transportation sys-



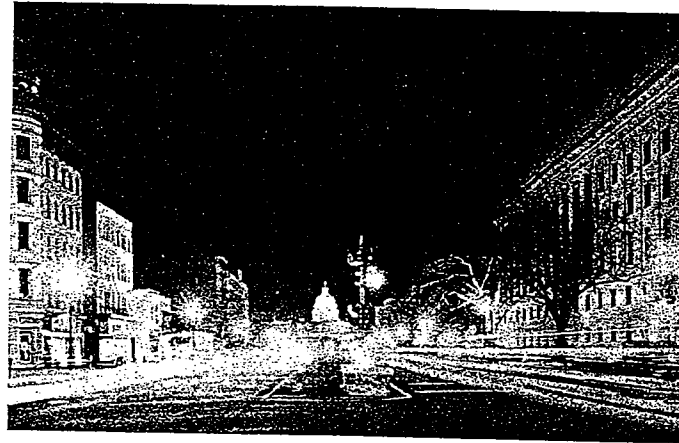
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31. Panorama of Washington's unique horizontal profile as viewed from the Potomac River.

32. L'Enfant's design for an axial view from the Capitol to the Washington Monument along the Mall.



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33. Major avenues flanked by uniform building lines frame prominent vistas such as the view along Pennsylvania Avenue toward the Nation's Capitol.



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34. Aerial view of Massachusetts Avenue at Thomas Circle.

tem with frequent stops along a designated route but not necessarily utilizing fixed rails) linking Downtown activity centers and the Mall. The implementation of "trolley" service along F and G Streets would reinforce their visual and functional importance as the east-west ties through the Downtown. One route could begin at 15th Street and run to Gallery Place where it could exchange passengers with a second route, with perhaps less frequent service, that would continue east to the National Building Museum and Judiciary Square, Downtown East, and Union Station. North-south links to the Mall would be included to bring visitors to and from Downtown. The "trolley" would supplement Metro for users of the Downtown and could provide a unique and amusing form of Downtown transportation.

- Assure that publicly-owned or controlled parcels within the Downtown are used to maximum advantage in achieving urban design objectives. Develop firm criteria in relation to the Urban Design Plan, and establish land prices for city- and federally-owned property accordingly. This policy should apply to applications for alley closings as well as to the disposition of development parcels. In addition, further permanent street closings within the Downtown should be discouraged, except where special designs demonstrate the necessity and overwhelming merit of disrupting the established Downtown pattern of movement and building. In virtually all situations in older cities, appropriately constrained vehicular movement is better than exclusion of all vehicles since streets provide access for drop-off and pick-up and for delivery of goods and services, without which

- Downtown activity could not sustain itself.
- Investigate the formation of a special assessment district or management entity to improve upkeep of public space, to provide funds for those streetscape and open space improvements not provided by individual developers, and to serve as a resource for promoting Downtown events and activities.
  - Consider the implementation of a tax abatement policy to encourage residential development, historic preservation, and projects involving the arts, all of which are essential to the success of the Urban Design Plan.
  - Study and recommend an approach for the inclusion of works of art in public improvements and private development within the Downtown.
  - Encourage cooperative public events produced by merchants and citizen groups; and create facilities that stimulate spontaneous performances, entertainment, and social interaction.
  - Support the preparation of a revised signing ordinance, consistent with other policies and recommendations for individual Downtown districts and areas.

#### BACKGROUND: THE L'ENFANT PLAN

L'Enfant was commissioned in 1790 by President Washington to design the Nation's Capital at the confluence of the Potomac and Anacostia Rivers. In his design, L'Enfant chose the planning principles of the Baroque style to organize the city and honor the Federal institutions of the new democracy. The essential goal of this style was to display with dramatic effect important public buildings. Drama was achieved by placing a build-

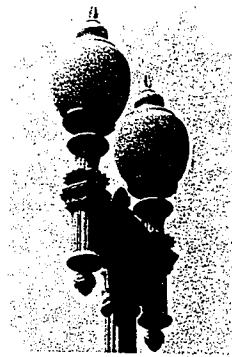
ing or monument at the end of a long axis or street along which facades were carefully designed to reinforce the perspective view. These facades, constructed of regular elements, common cornices, and strong horizontal lines displaying a hierarchy of detail, became, in fact, an external diagram of an internal mixed use. The lower floors were shops and upper floors, apartment residences. In this way, the Baroque plan achieved a clear, formal expression of the major civic institutions and the commercial, residential and recreational activities in the city.

In contrast to European cultures, which placed the palace and church at urban focal points, L'Enfant chose the institutions of the democracy for the dominant positions in his Baroque plan. L'Enfant created a wide axis, similar to the "tapis vert" of the Versailles garden, stretching eastward from the Potomac to Jenkins Hill. On top of the hill, he placed the Congress House. So elevated, it was intended as the dominant feature of the city. Intercepting this axis was a north-south axis stretching from the President's House on the north. At the intersection of these axes, he planned an equestrian statue of George Washington. L'Enfant also established two minor cross-axes, one at Eighth Street west of the Congress to terminate at a national church and one at Fourth Street.

The Congress and the President's House were each the focus of a radial pattern of avenues extending into the city. The one common radial between them, Pennsylvania Avenue, was to be the major visual connection between the two branches of government. At the intersections of the remaining radial and diagonal avenues, L'Enfant diagrammed squares and circles, opportunities for public buildings and monuments that would become, in the Baroque tradition, focal points. This network of diagonal ave-



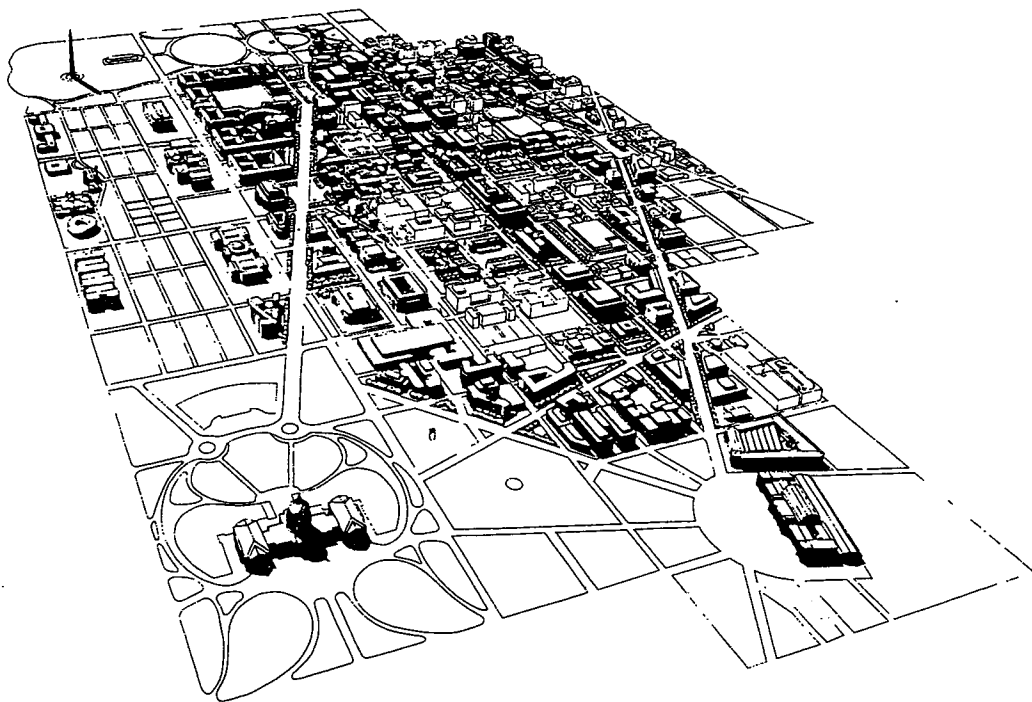
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35. National Press Club Building arch.

36. The Washington Globe.



nues, axes, and squares was to be the backbone of the Nation's Capital, the Federal City.

Over this network L'Enfant laid a second city, a rectilinear grid of north-south and east-west streets. As at Versailles, this grid was meant to house the businesses and families of the city. Where diagonal avenues cross, forming squares or circles, L'Enfant imagined that business or residential districts would develop; where they meet at the waterfront, he envisioned ports, parks, or commercial and industrial centers. In this second city the business, entertainment and education of the residents was to take place; and local culture was to flourish.

L'Enfant's Plan was interpreted and laid out by Andrew Ellicott and Benjamin Banneker. During the ensuing two centuries, Washington has developed in a manner consistent with their formal principles. The Baroque plan of the Federal City was expanded and generally reinforced. The banks of the Potomac were filled, and the east-west axis of the Capital extended and anchored with the Lincoln Memorial. The intersection of the north-south axis and the east-west axis was reinforced, if slightly off center, by the construction of the Washington Monument; and the southern end of the north-south axis was anchored with the Jefferson Memorial. At the intersections of the avenues, such elements as statues, fountains, and memorials have been installed. The establishment of relatively low height limits throughout the City has ensured that public buildings continue to stand out.

L'Enfant's basic concept for the second city remains intact as well. The major circles and squares are for the most part the centers of individual districts: Sheridan Circle is a center for the diplomatic core, Farragut and McPherson Squares the centers of office and professional districts, Judiciary Square a center

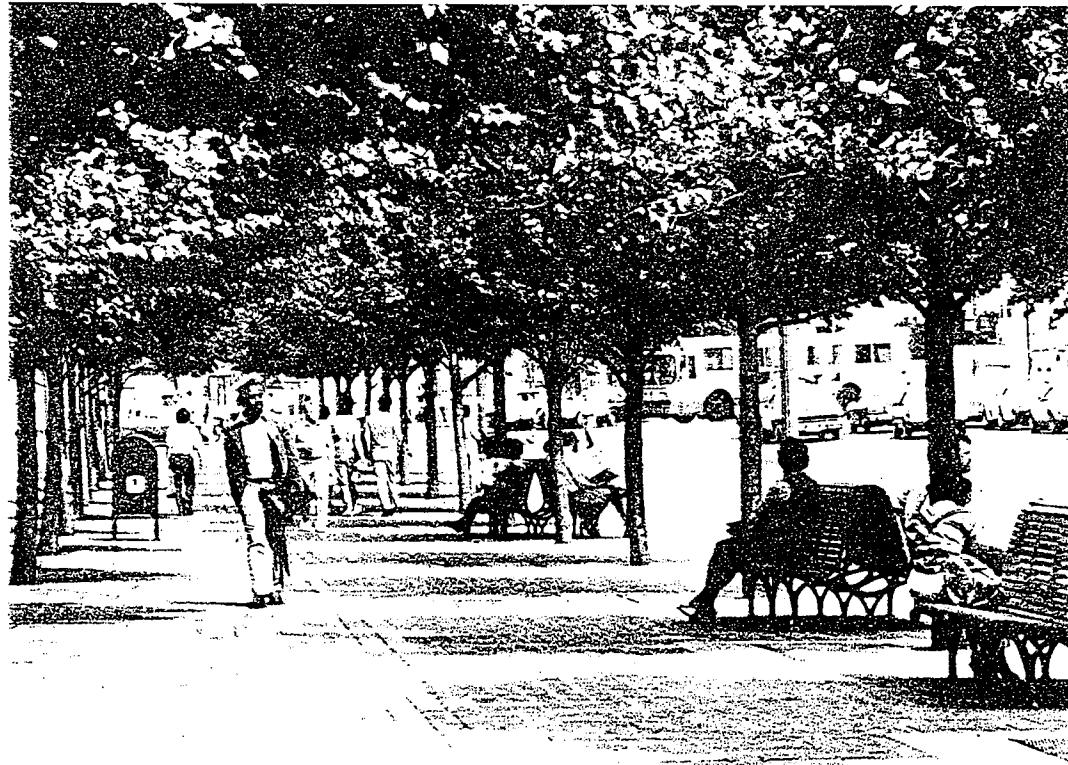
of the legal branch of local government, and Dupont and Logan Circles the center of residential districts. These districts have developed their own visual scale and style as a function of their land use and the periods in which they were developed and redeveloped. They give a sense of local history, color, and culture to the city.

With all its success in Washington, however, there remain many inconsistencies and unfulfilled promises of the Baroque plan. This is nowhere more true than in the highly complex Downtown area. The Downtown has many resources, including the diversity of old and new architecture and a central location within the city and along the Metro system. However, on some of the major broad avenues and squares such as New York Avenue and Mount Vernon Square, edges remain underdeveloped; building facades are improperly proportioned; and vistas are obscured by either inappropriate or unkempt landscaping. The failure to provide for mixed-use combinations of housing, shopping, and office facilities deprives the Downtown of the rich variety and activity that other cities have achieved. The sense of order and orientation, so clear in the plan itself, is all too absent at street level.

#### The Urban Design Plan

The Urban Design element of this Plan seeks to translate land use objectives into real physical elements and to set them in the city in a way that provides excitement, order and orientation. The main precepts of the Urban Design Plan for Downtown Washington are:

1. reinforcing the L'Enfant Plan;
2. creating distinctive and diverse districts or sub-areas within the Downtown;
3. emphasizing the street and sidewalk network as the center of activity and movement;



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4. providing streetscape improvements—trees, signs, lights, and other such elements—to enhance the Downtown environment; and
5. encouraging a high quality of architecture to expand the rich vocabulary and experience of the Downtown.

Since the Downtown, like all cities, is the sum of many individual actions, many of the Urban Design recommendations take the form of specific policies for the individual subareas. These are presented in Section IV of this report.



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37. Streetscape along Pennsylvania Avenue.

38. Street trees.

39. Franklin Square.





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40. Fifteenth Street Facade—to be retained as part of new development.

41. Patterns of the past—saved for the future.

42. The Colorado Building—A landmark at 14th and G Streets.

## Historic Preservation

Preserving landmark buildings and places provides an historic and aesthetic link to the city's past. This sense is magnified in Washington because of the interweaving of city and national history.

Landmark buildings and places are important resources for making Downtown a special focus for the city and region. This special character does not exist and cannot be created at outlying locations. If those resources are removed or seriously altered, the opportunity to make Downtown a special place is diminished.

### Objectives:

- Preserve individual historic buildings and districts.
- Require that renovation of historic buildings and new construction affecting historic districts be sensitive to the existing character of those buildings and districts, in accordance with the land use objectives of the Downtown Plan and in accordance with design criteria to be established

### Policies:

- To protect individual historic buildings and historic districts, establish design criteria expressing the appropriate relationship between historic buildings and new development. If conflicts occur between preservation and new development, they should be resolved on a case-by-case basis, taking into account both use and design.
- Retain the current landmarks designation process. However, design review should be the responsibility of the design and develop-

ment review board which is part of the management entity. Architectural historians and architects experienced in adaptive reuse should be represented on the design and development review board.

- Consider the use of a full range of implementation tools, including tax incentives, transfer of development rights, and public and private funding sources.

## BACKGROUND

The current era of historic preservation in Downtown dates from the 1950's when a proposal to demolish the old Patent Office Building was defeated with the aid of active community involvement. Today, the building has been recycled and houses the National Portrait Gallery and the National Museum of American Arts. In 1968, the Joint Committee on Landmarks designated a list of landmarks in the city, including those in Downtown. In the last ten years, additional buildings have been designated and the landmark law strengthened. Currently, there are 45 designated landmarks (buildings, groups of buildings, streets and places) and one historic district in Downtown. One of the most recent is the historic financial district along 15th Street on the edge of Downtown. In addition, "Don't Tear It Down," a community preservation group, has proposed ten additional buildings and two districts for landmark status after an extensive building survey in Downtown.

While "Don't Tear It Down" was conducting its survey, the Pennsylvania Avenue Development Corporation also commissioned a study of historic properties in its jurisdiction east of the FBI Building. A reevaluation of the adopted 1974 Plan for that area was also done. The new analysis identified 15 buildings and several clusters which merited preservation in

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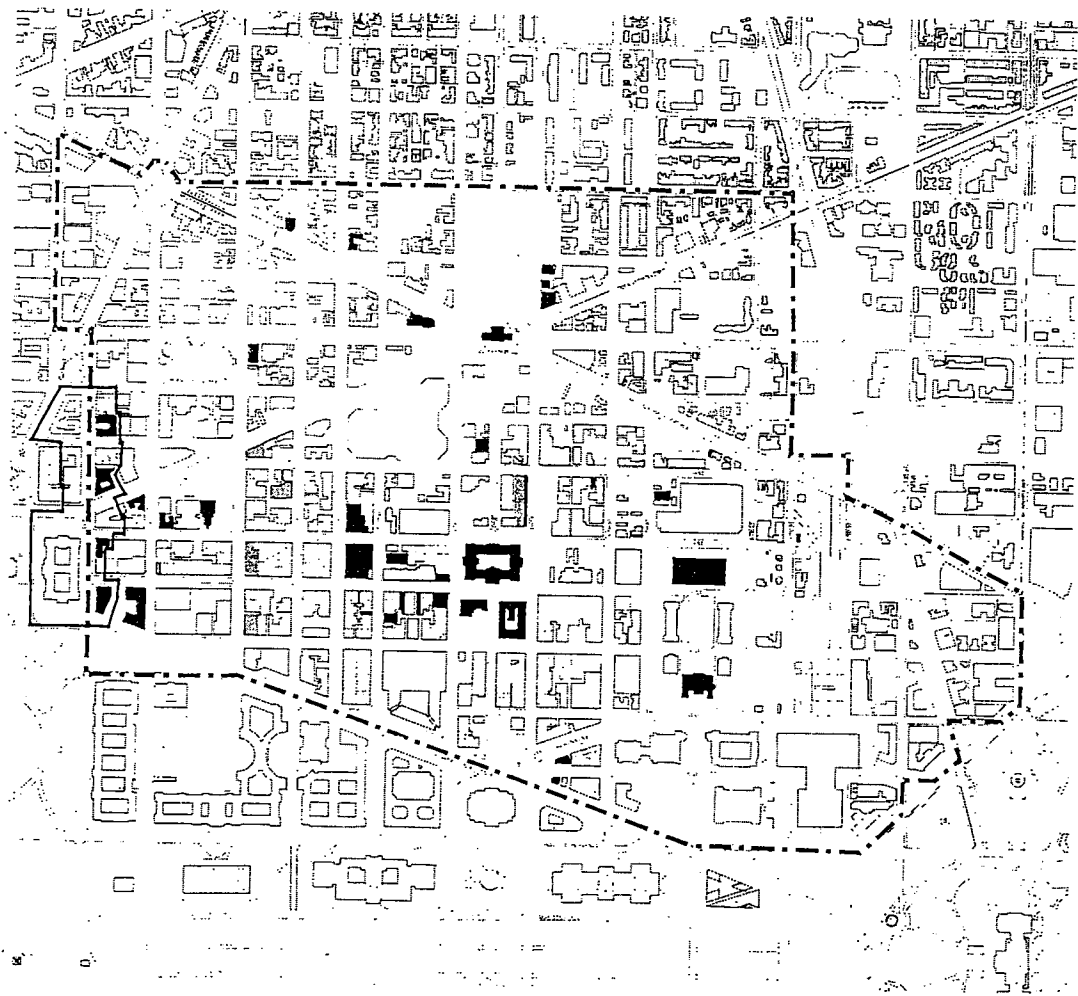
addition to the eight called for in the 1974 Plan. The PADC study also recommended maintaining traditional elements of the urban fabric and scale along Seventh Street. PADC Board action on the recommendations is expected during the summer of 1982. Other historic preservation analyses and recommendations for Downtown are included in the work of the Downtown Historic Preservation Task Force of the Greater Washington Board of Trade and the testimony of their consultant, Carl Feiss, before the Joint Committee on Landmarks.

There is, however, much yet to be done. Demolition and alterations have resulted in a significant loss to the architectural and historical fabric of the Downtown. However, while numerous individual structures and entire streetscapes of importance have disappeared, a considerable stock of valuable historic resources remains, a stock that is increasingly vulnerable to intense pressures for redevelopment. These pressures are, and will continue to be, generated by major projects, an increase in the desirability of properties at and contiguous to Metro stations, and by a general improvement in the economic potential of a revitalized Downtown.

#### DESIGNATION AND PROTECTION

Historic preservation consists of the designation and the protection of landmark buildings and districts. At present, designation is the responsibility of the Joint Committee on Landmarks, an appointed thirteen member board that reviews and acts upon nominations to both the District of Columbia Inventory of Historic Sites and the National Register of Historic Places. In accordance with D.C. Law 2-144, "The Historic Landmark and Historic District Protection Act of 1978," this responsibility will pass to a newly-





43. Downtown Landmarks
- Existing Landmark
  - Nominated Landmark
  - Existing Historic District

0 500 1000 feet

constituted Historic Preservation Review Board, once the Mayor establishes this Board and nominates its members.

Protection also occurs through D.C. Law 2-144 which establishes review requirements for demolition, alteration, subdivision, and new construction affecting historic landmarks and districts. Although the process varies slightly depending on the type of permit sought, in general the law and its rules of procedure require review by the Historic Preservation Board and/or the Commission on Fine Arts before the issuance of the requested permit.

If either of these review boards recommends against granting a demolition permit, the law requires a public hearing on the application. In the case of applications for alteration or new construction, a public hearing may be held. At the public hearing, the applicant is required to prove either: (1) that demolition is "necessary in the public interest," i.e., that it is consistent with the purpose of the law or that it is required to undertake a project of "special merit;" or (2) that "unreasonable economic hardship" will result from a denial of the permit.

"Special merit" is defined in the law as "a plan or building having significant benefits to the District of Columbia or to the community by virtue of exemplary architecture, specific features of land planning, or social or other benefits having a high priority for community services." "Unreasonable economic hardship" means that "failure to issue a permit would amount to a taking of the owner's property without just compensation;" this standard is modified for low-income property owners to relate to "excessive financial burden." These terms present difficult tests for the applicant, resulting in strong historic preservation protection.

## IMPROVING THE DESIGNATION AND PROTECTION PROCESS

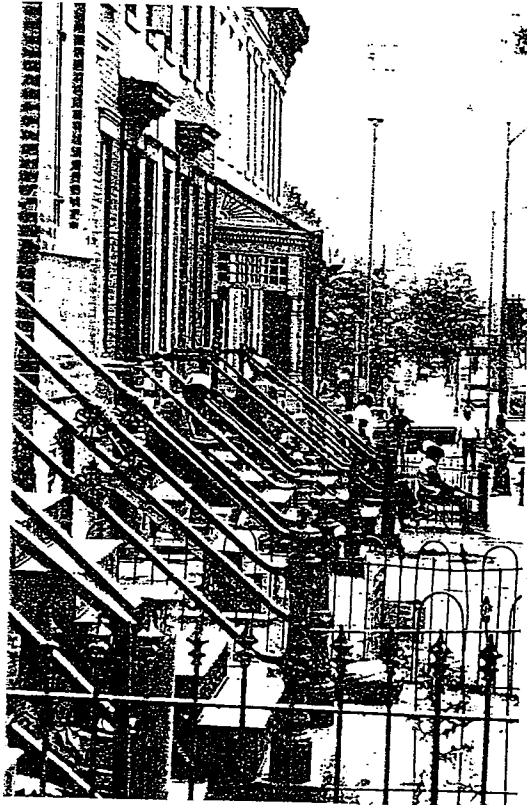
Three major problems with the current procedures have been identified. First, the current status of designations of landmark buildings and districts creates great uncertainty as to the ultimate requirements to preserve. To correct this situation, currently pending nominations must be resolved; and a thorough designation of landmarks and districts throughout the Downtown must be made.

Important steps toward this designation are being taken by the Office of Planning and Development (OPD) in the form of a study identifying and evaluating the Downtown's historic resources. This study can become the basis for OPD's recommendations to the entity responsible for designation.

Second, D.C. Law 2-144 and the designation of landmarks often mandate preservation without encouraging it. It thus becomes essential to identify and implement means to enhance the overall feasibility of projects involving preservation. Means to accomplish this include: use of easements; height relief within the 1910 Height Act limit; transfer of development rights; use of public space, including alleys, provided that service and loading needs are still accommodated; designation of districts to take advantage of federal incentives; differential tax assessment; tax incentives; and public acquisition.

Third, a conflict is seen to exist between designation responsibility on the one hand and review responsibility on the other. U.S. Department of the Interior regulations require that designations be made by a board composed of at least five persons, of whom a majority must be professionals in the fields of history, archeology, and architectural history





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14. Row houses on the northern edge of Downtown.

or architecture. Design and development review, in contrast, requires talents of architects and architectural historians complemented by professionals representing economic, traffic and other related concerns.

Design review of projects affecting historic properties within the Downtown should be performed by the design and development review board for the overall Downtown area. Design criteria establishing preservation, reuse, and adjacency requirements must be prepared as the basis for design review by this board. In this way, the concerns for preservation can remain a strong force while being appropriately balanced with other essential objectives for the Downtown.

#### SETTING PRESERVATION PRIORITIES

The Office of Planning and Development retained the services of a preservation consultant, Russell Wright. His task was to prepare a comprehensive survey and ranking of the pre-1945 buildings in the Downtown and to provide recommendations regarding landmark building and landmark districts, establishing priorities for preservation in the context of growth and change in Downtown Washington.

The consultant's report was completed toward the end of the Committee's work, and therefore, it has not been reviewed by the Downtown Committee. It serves as background and a basis for departure in establishing more specific preservation policies and criteria. For example, the consultant used a preservation index to determine his recommendations, which are summarized below.

1. The Preservation Index. The Preservation Index provides a relative rating for each pre-1945 build-

ing not currently slated for demolition in the Downtown area. This rating is based not only on architectural and historic significance, but also on physical condition, contribution to streetscape, cultural and/or associative value to the community, adaptability for reuse, and compatibility with overall development objectives. By addressing all these characteristics, the index provides an essential first step in balancing preservation with social and development objectives. It singles out the monumental and landmark structures as well as buildings, groups, and streetscapes of less obvious distinction that contribute to a sense of place and continuity and express the evolution, visually and socially, of Downtown. Equally important, it identifies structures appropriate for demolition and redevelopment.

2. Priorities for Preservation. The Preservation Index assigns each surveyed building to one of four priority groups. It should be stressed that these groups are not the same as those used in landmark designations. The groups are:

Group A: Structures and groups of irreplaceable architectural and historic value; they should be retained in perpetuity if the objectives for historic preservation for Downtown are to be fully satisfied.

Group B: Structures and groups that should be retained if possible; they should be subject to replacement or major alteration only if, because of compelling and unusual circumstances, there is no feasible alternative. Any replacement should be of considerably higher quality in design and use.

Group C: Structures and groups that should be

retained if practical, but may be subject to conditional replacement if it can be demonstrated that the new structure or use is clearly more suitable in terms of visual quality, function or economic viability.

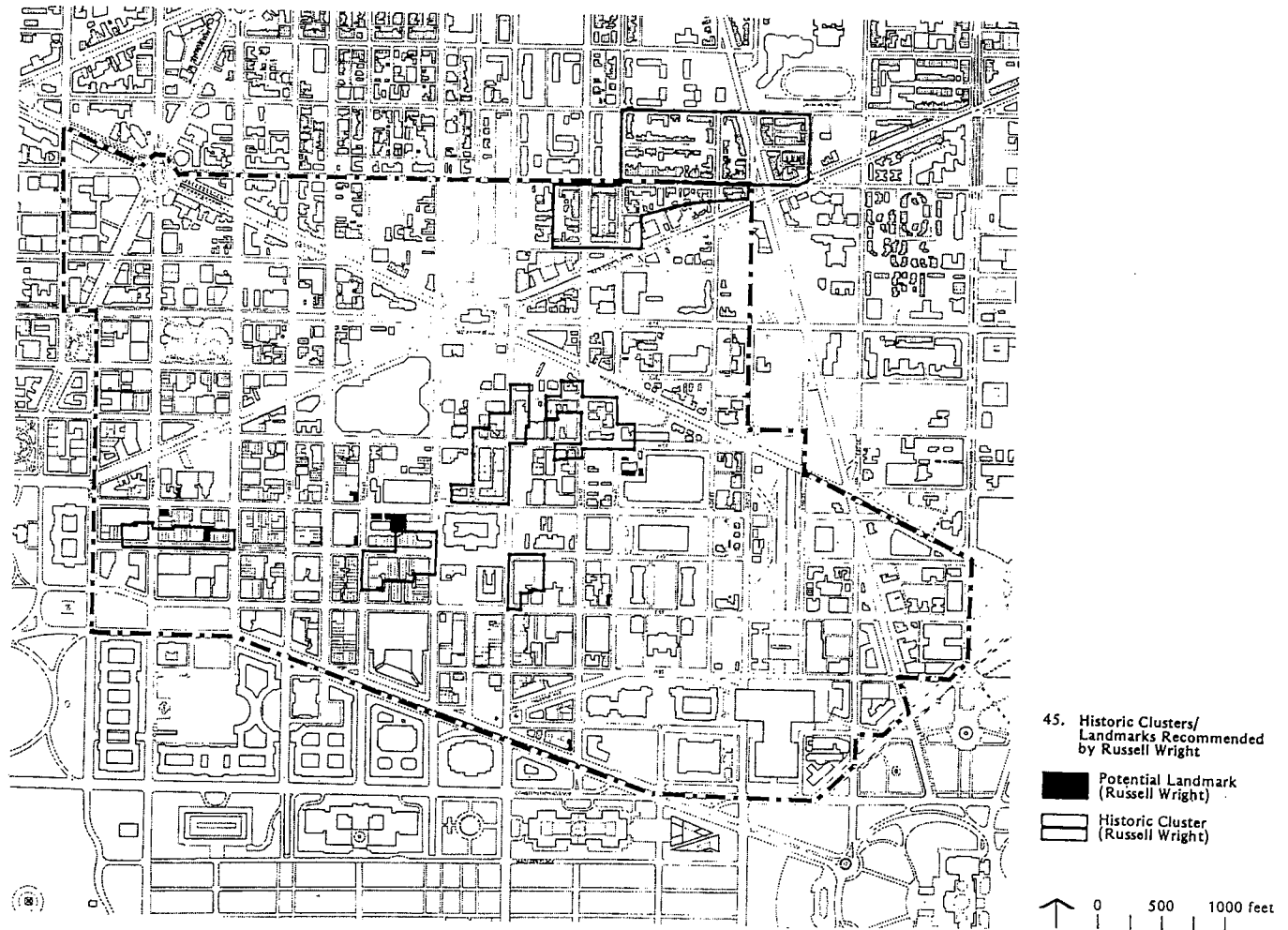
Group D: Structures considered suitable for development as they are not essential to the visual or historic character of Downtown.

#### Consultant's Designation Recommendations

Using a preservation index the preservation consultant recommended six groupings or clusters of buildings which he considered to merit designation as historic districts. These are illustrated on the accompanying map. The consultant also recommended that designation of two existing landmarks be expanded to include accessory buildings and that ten individual structures, in addition to those nominated or recommended for nomination, should be considered for designation as Category III landmarks.

The Office of Planning and Development will make the consultant's report available for public comment. The OPD, working with the District's Historic Preservation Office, and using the various preservation reports mentioned above and the public comments, will recommend individual designations of landmark buildings or districts that are appropriate.

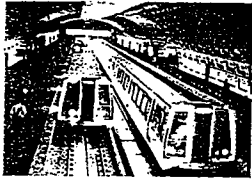
An opportunity for staff evaluation and public comments should be provided before any actions to designate additional landmarks or historic districts are taken by the Historic Preservation Board and State Historic Preservation Officer. Public understanding of preservation determinations is of great importance to a successful Downtown preservation program.



45. Historic Clusters/  
Landmarks Recommended  
by Russell Wright

■ Potential Landmark  
(Russell Wright)  
▬ Historic Cluster  
(Russell Wright)

0 500 1000 feet



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## Transportation

To support growth of Downtown and to meet urban design objectives transportation improvements will be needed. The transportation element addresses all modes of movement and relation to regional plans.

### Objective:

- Develop a balanced transportation system which makes optimal use of the road network, mass transit and public space. As growth occurs, transportation needs for all users must be met. Conflicts between competing uses must be diminished and traffic safety ensured.

### Policies:

- Enhance the pedestrian circulation network and offer maximum accommodation to walking in the Downtown.
- Ensure attractive and consistent design of public space within the Downtown.
- Give priority to use and development of public transit within the Downtown.
- Promote the use of ride-sharing and transit for the journey to work.
- Provide a balanced parking supply that will support the objectives of the Downtown Plan.
- Promote the efficient and convenient movement of goods and services within the Downtown.
- Allow for the safe and utilitarian use of the bicycle within the Downtown.
- Promote ease of access to the Retail Core and central downtown through the establishment of a shuttle or loop system, using minibuses or a form of trolley vehicle, to provide a link between the Retail Core, the Mall and F and G Streets.

46. Metro Center Station—the hub of the Metrorail system.

47. The bus—an essential means of access to Downtown.

The market forecast for downtown growth by the Year 2000 suggests that many issues must now be resolved to meet the impact of growth. Auto volumes may result in severe congestion at many intersections within the area. Metrorail use will be within station capacities based on WMATA's own information. Development projects committed for completion by 1985-86 will use up much of the current excess capacity, and delays and congestion will increase. Development and locational decisions for the 1990's will be made in this environment of increased auto congestion if actions to minimize auto trips are not effective. It is imperative that modifications in the present policy be made. Moreover, the achievement of transportation goals should be related to a phasing of the development of Downtown.

The importance of Metrorail to transportation in the Downtown is evident. To accommodate the major ridership increases, WMATA must improve current headways and use eight-car trains. This will necessitate additional rail car purchases and will also require additional improvements to fare-gates, escalators and general station capacity.

Efforts to encourage utilization of roadway facilities with additional capacity, such as the existing section of the Center Leg Freeway, could reduce the demands on other roadways.

Pedestrian amenities such as street benches, information kiosks and telephones, should be added throughout the Downtown.

### Downtown Street Classification

Type	Function	Traffic Operations	Transit	Vehicular Curb Cuts	Pedestrian Treatment
Major Traffic	Prime carrier of traffic	Special effort to maintain efficient flow (LOS C/D)	Transit vehicles permitted	Permitted	Special effort to ensure safe crossings
Minor Traffic	Distribution	Efforts made to maintain efficient flow (LOS D)	Transit vehicles permitted	Preferred	Ensure safe crossings
Local Traffic	Serve abutting property	Ensure street operates safely (LOS D)	Transit vehicles permitted	Preferred	Enhance pedestrian environment
Major Transit	Facilitate movement of transit vehicles	Special effort to improve bus speed and reliability	Buses given preferential treatment	Limited near bus stops	Convenient and comfortable transfer points
Minor Transit	Provide local transit service	Provide for frequent bus stops	Provide local bus service	Limited near bus stops	Convenient and comfortable bus stops
Major Pedestrian	Prime street for pedestrian activity and movement	Minimize auto traffic	Transit vehicles permitted	Prohibited unless no reasonable alternative	Pedestrian movement and amenity is the prime concern
Minor Pedestrian	Emphasis on pedestrian movement	Discourage auto traffic	Transit vehicles permitted	Prohibited unless no reasonable alternative	Pedestrian movement and amenity is the prime concern
Bicycle Street	Provide safe route for bicycles	Special effort made to increase	Transit vehicles permitted	Limited	Enhance pedestrian environment

Treatment of curb cuts may vary among pedestrian streets depending on adjacent land uses.

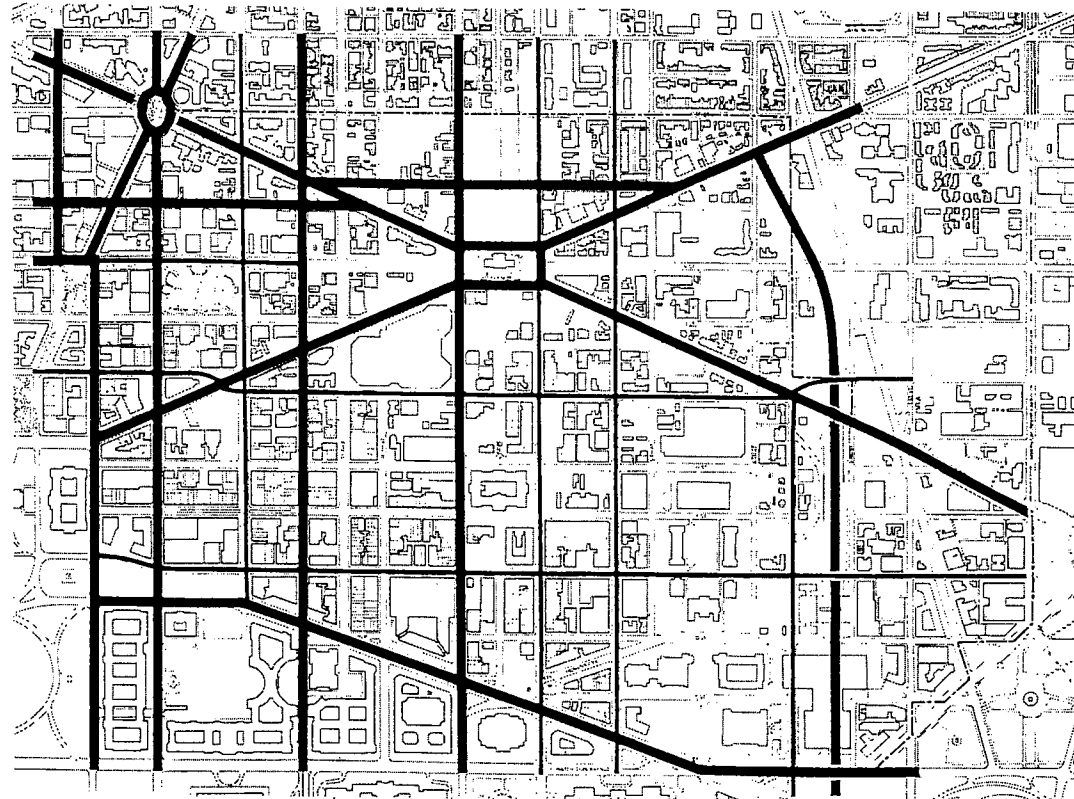
LOS: Level of Service

Many other transportation elements could affect future analysis. Changes in the federal parking policy, capital improvements to the roadway system, increased transit or ridesharing use for the existing offices in Downtown, are among the actions that can change traffic levels or influence future users. These aspects should be reviewed periodically to ensure that their effect is considered when evaluating the land use plans.



Policy actions can result in greater auto occupancies, reduced parking, and more transit use; as a result, improvement to traffic conditions can be obtained. An aggressive program to induce these changes would be essential. Office buildings in particular provide an excellent focus for activities to carry out these policies. For example, developers could be asked to provide activities such as carpool matching, preferential parking for carpools and vanpools, distribution of transit passes, and staggered work hours. Policy actions to encourage ridesharing and reduce peaking must be important plan elements.

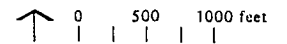
#### The Street System

Underlying many of these policies is the concept of a Street Classification System. The downtown street network provides mobility and access for automobiles, trucks, surface transit and pedestrians. Its proper functioning is also a determinant of the quality of life experienced by persons in Downtown. Since Downtown is slated to experience major growth and since it is only possible to make minor physical modifications to the downtown streets, the existing system must be carefully managed so that it can best respond to these needs. The proposed downtown street classification policy identifies how each street should function and how conflicts between different uses of street space can be resolved.



48. Street System

-  Major Traffic Street
-  Minor Traffic Street

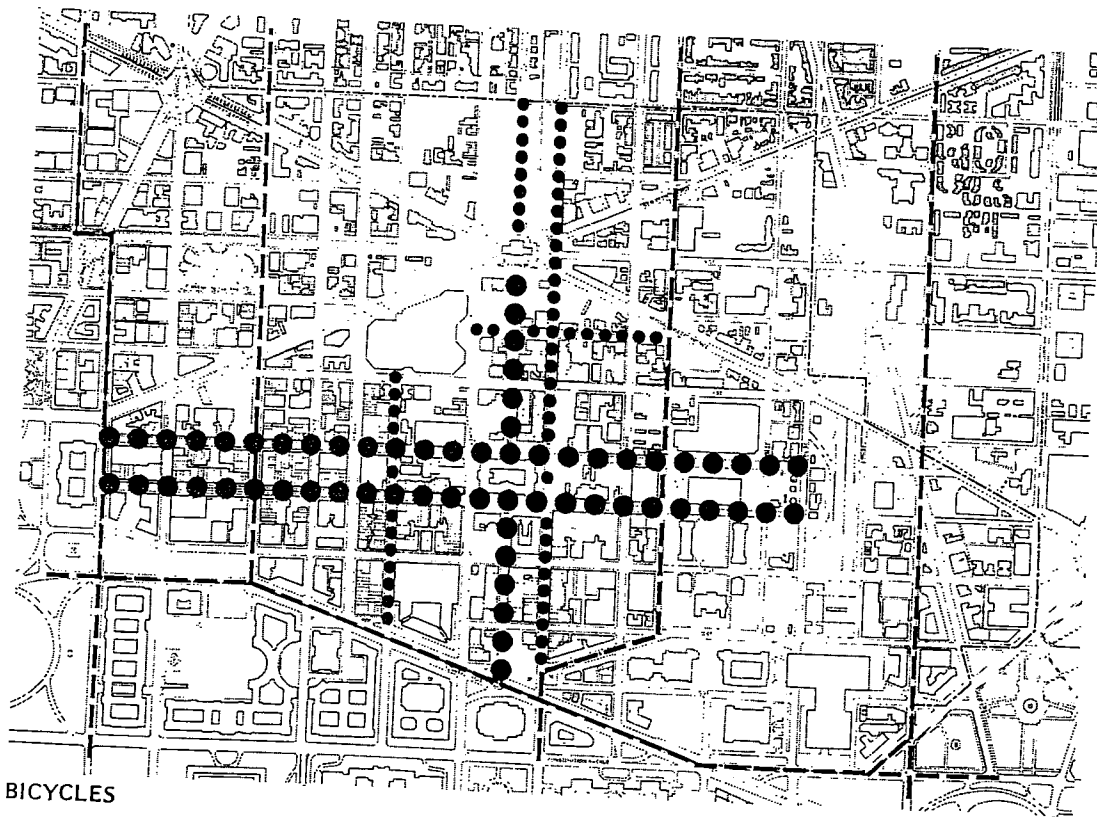


This downtown street network should provide two essential services: (1) access to adjacent land uses and activities and (2) mobility and circulation.

The Street Classification System defines the role each downtown street plays in the provision of these services. To this end, city streets are grouped into three

basic classifications: traffic streets, transit streets and pedestrian-emphasis streets. Each classification is further divided based upon its role in the overall street system. The accompanying chart summarizes the classification system and indicates the functional purpose, traffic operations, transit operations, access and pedestrian treatment.





## BICYCLES

The bicycle has proven itself to be a viable means of commuting. Currently there are few designated bicycle routes within Downtown and secure bicycle parking is difficult to locate. The following policies will enhance the use of the bicycle to and within the Downtown:

- Establish a well-signed bicycle route system within the Downtown.
- Require an adequate supply of bicycle parking in all parking areas and in public spaces.
- Encourage accommodations for bicycles in transit vehicles during off-peak hours.

## THE PEDESTRIAN

The Downtown Committee believes that it is essential to create an attractive, vital, people-oriented environment that offers maximum accommodation to the pedestrian. To meet that goal, the following objectives have been established:

### Objectives:

- Implement a pedestrian street system whereby certain streets will be enhanced for greater or even exclusive pedestrian use.
- Provide for sufficient pedestrian standing and movement space by regulating the location, type and design of structures within sidewalk areas.
- Provide sufficient sidewalk space at corners, transit stops, and along streets that carry high volumes of pedestrian traffic.
- Encourage private development to supplement public right-of-way where needed with widened sidewalks, through-block pedestrian ways and pedestrian resting and congregating areas.
- Control auto and truck access to new development from pedestrian-oriented streets.
- Encourage consolidation of freight deliveries to times least disruptive to pedestrian movement.
- Provide security for the pedestrian.
- Provide pedestrian services and an information system (information kiosk, telephones, newspaper vendors).

In concert with providing maximum accommodation to the pedestrian, the DC DOT has adopted a policy to ensure the attractive and consistent design of public space within Downtown for buildings, parks, sidewalks and other public and private spaces.

## PUBLIC TRANSIT

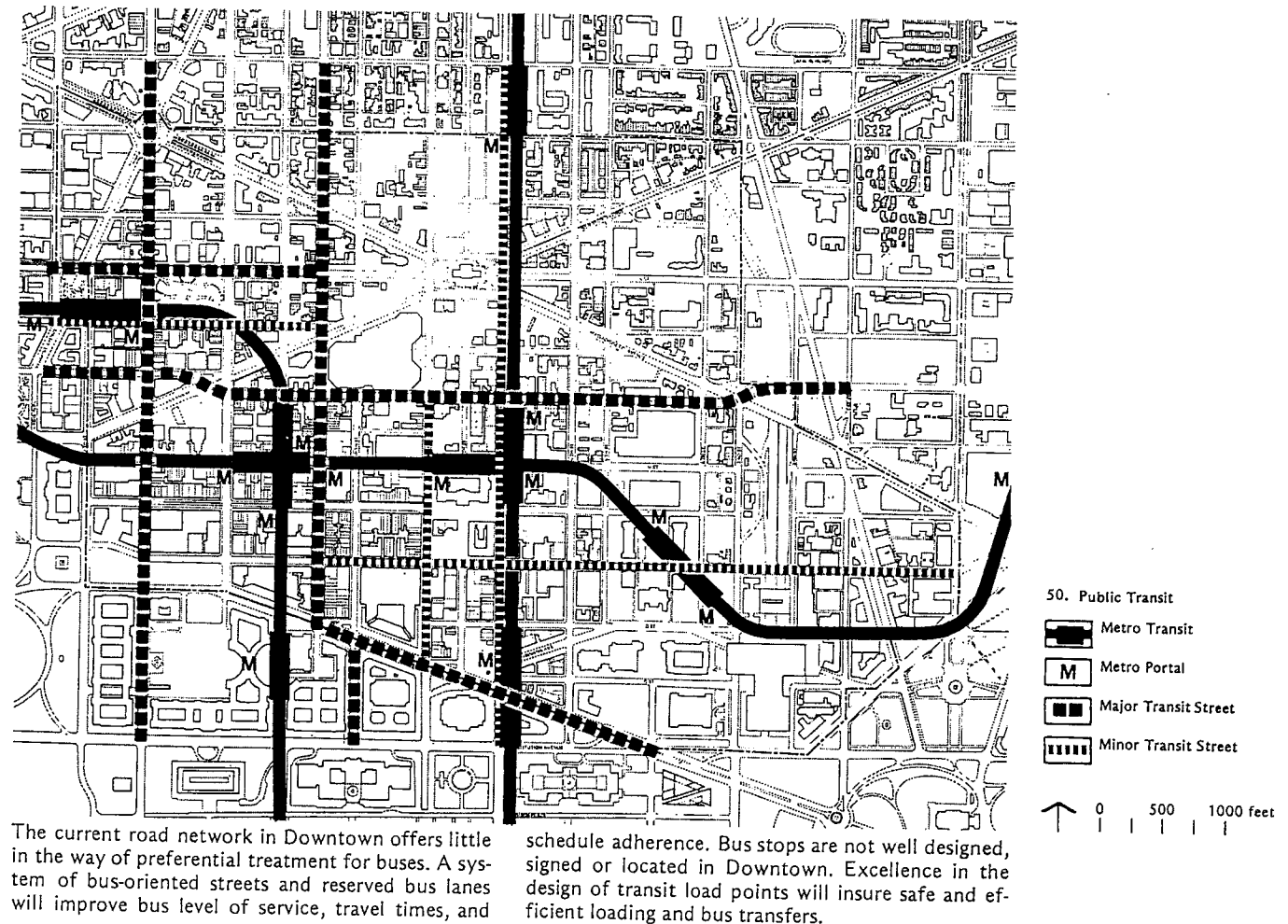
Many of the arterial roadways leading to Downtown are congested today, and development in Downtown committed for 1985-86 will use up much of the existing capacity on the downtown streets. As a result, a goal giving priority to the use and development of public transit service to Downtown has been adopted.

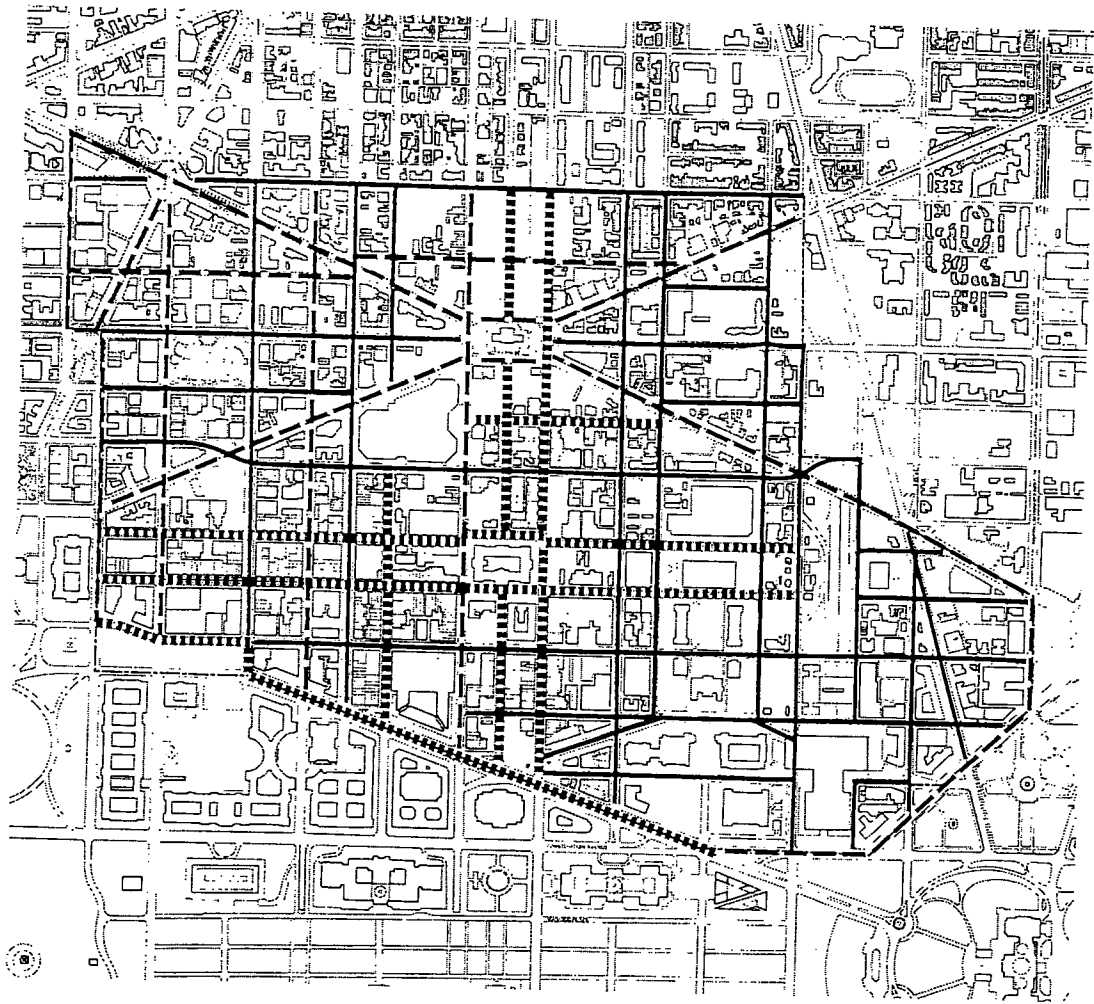
With this in mind the Committee has established the following objectives:

### Objectives:




- Ensure that by the Year 2000 the Metrorail System is operating at its design capacity.
- Ensure approximate mix and density of land use around transit rail stations which complement the design capacity of each facility.
- Encourage a balance of the Metrorail System particularly during off-peak hours.
- Designate a system of bus streets which improve the efficiency of access to and facilitate movement of transit service within the Downtown.
- Encourage excellence in the design of high capacity transit load points.
- Develop a circuit and program for a Downtown Loop System to link the Mall area with the Retail Core and with other areas of the Downtown.

To ensure the city's return on its Metrorail investment, increased emphasis on both the use and revenue-generating potential of the system is necessary. As the District proceeds with its desired land use development, attention should be given to encouraging maximum use of the rail system balanced over the day and evening hours. In this way, the system will be utilized during peak and non-peak travel periods.





51. Goods Movement

-  Preferred
-  Permitted
-  Prohibited unless no Reasonable Alternative

0 500 1000 feet

## GOODS MOVEMENT

While the movement of goods is essential for the vitality of the city, unregulated truck access and loading will disrupt traffic operations and pedestrian activity. To minimize potential conflicts, an effective goods movement policy must deal with both the design of facilities (number, size and location of curbs, alleys and loading docks) and the time of day that the movement of goods is permitted.

The Downtown Committee believes that the following policies can meet this objective:

- Maintain and improve interior-square access to provide for off-street loading facilities.
- Require adequate off-street or below-grade freight loading facilities in all new developments where feasible. The size and type of facility should relate to the needs of the development.
- Convert existing on-street loading facilities to off-street facilities whenever possible.
- Ensure that goods delivery does not impede pedestrian and traffic movement within the downtown public right-of-way by putting time restrictions on certain activities and on certain streets, where deemed appropriate.
- Establish goods movement and delivery criteria for each street.

## PARKING

### Objectives:

- Provide a balanced parking supply that will support the objectives of the Downtown Plan.
- Encourage and maintain the continuity of the urban fabric in the Downtown by controlling surface parking lots.
- Ensure adequate short-term, off-street parking to meet needs for increased retail development and Convention Center requirements.

### Policies:

- Provide adequate spaces to meet auto parking requirements for a 70 percent transit modal split.
- Encourage the provision of short-term parking spaces by:
  - Allowing an increase in compact car spaces;
  - Encouraging valet parking during public activity periods which support retail, entertainment, or special event activities Downtown;
  - Allowing variation from standards for parking in attendant garages, with additional space being allocated to short-term use.
- Establish a special exception procedure for allowing surface parking lots.
- Develop criteria for allowing parking lot development, including factors such as the timetable for new development and the location of the site.
- Require parking spaces for new development in the Downtown's C-4 District as appropriate to achieve the objectives of this Plan.

### Office-Related Parking

In the study area planned or just-completed office buildings are providing about one parking space for each 1,100 feet of office space, or 1,200 feet of retail/office combined space (most office buildings have about ten percent additional space planned for retail). This is a parking ratio of 30 percent auto share for office employees under current conditions.

Trends indicate that the projected parking supply will be adequate for long-term needs. Relatively high prices, and some strong demands for spaces, can be expected in the next three to five years as current parking is replaced. DOT's proposed parking and loading standards address these issues.

### Retail Parking

At least 2.7 million square feet of new retail is expected in the Downtown. Some of this will be small stores associated with office buildings and so would attract only trips from persons already in the Downtown. However, about two million square feet could be seen as stores which would attract specific shopping trips. Therefore, additional parking spaces would be needed for shorter-term use by retail customers for this new retail space.

The strong demand for longer-term spaces will require some special efforts to assure that these short-term spaces are available and convenient to shopping and are relatively low priced. The existing rate structure in Washington with high initial charges, is counter to this short-term use.

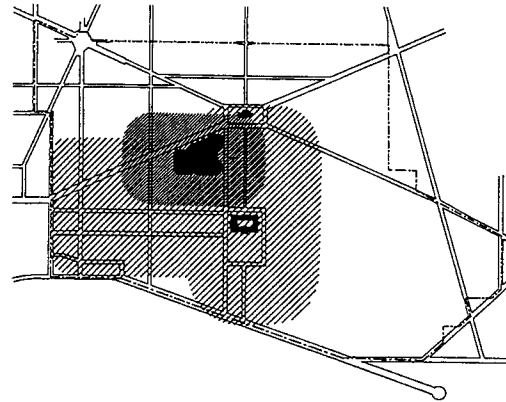
The enclosed parking zone map indicates the area within 1,600 feet of the proposed Retail Core. This is the prime area for short-term parking spaces.

### Hotel Parking

There is little information available concerning potential demand for parking at downtown hotels. Discussions with hotel developers have indicated that they judge each location individually, and will provide enough parking to meet the needs of clients.

Hotel developers must closely determine the needs of the specific type of persons they expect to serve. One consideration should be made of arrival and considerable research generally goes into this and other travel characteristics.

The location of the hotels, many of which will be grouped around the Convention Center, does bring up the issue of Convention Center parking. In general, the office related spaces can be expected to be available during the evenings and weekend periods which should be the busiest for the Center. However, some space availability for mid-day activity would be desirable.



52. Parking

- Zone for Improved Primary Retail Parking
- Zone for Improved Convention Center Parking

## Economic Development

Downtown is experiencing major economic development as a result of the availability of land with development potential and the considerable demand for new office buildings. This development activity should generate significant employment (particularly in the professional service industries) that will represent the major part of the city's overall employment growth. Downtown also must function as the shopping hub of the Metropolitan area through its strengthened and enhanced retail function. Overall, Downtown will not only grow in importance as an employment center but also will expand its economic base and contribute a growing share of the District's tax revenue.

### Objective:

- Obtain the full economic benefit from the development of Downtown in terms of new jobs (with special concern for District residents), increased tax revenues, and business development which emphasizes small and minority ownership.

### Policies:

- Increase the number of jobs in Downtown with special emphasis on providing jobs for District residents.
- Strengthen programs to retain small and minority businesses and to encourage their growth and development in Downtown.
- Guide new downtown development in order to maximize District tax revenues, consistent with other plan policies, and in order to provide an increasing share of District tax revenue.

Downtown growth can be measured in terms of changes in land use or modifications of the transportation and physical environment. This growth can also be measured by economic factors. The most significant economic factors are the generation of tax revenue, the provision of new jobs and the creation of new businesses.

### EMPLOYMENT

Downtown will be the city's major area of employment increase between the years 1981 and 2000. If the city's land use targets for the year 2000 are achieved, employment in Downtown will increase by approximately 95,000, from the 1980 base figure of 128,600. The greatest increases are anticipated in office employment followed by the hotel and retail industries. Jobs in the wholesale and industrial sector will decrease as these activities relocate out of Downtown. In the public sector it is likely that limited hiring will continue.

The tables which follow are based on land use targets and show potential employment in Downtown for types of land use, locating this growth by subarea.

Of the total 223,000 employees, 90 percent will be in private and public office employment. Most new office employment in Downtown is expected to be in the private sector as the services industry continues to expand.

Hotel employment will more than triple in Downtown during the next twenty years if land use targets are met. The hotel industry has a labor force which is approximately 80 percent entry level workers. It is the single greatest source of job opportunities for unskilled and semi-skilled District residents.

Employment by Land Use Type, Downtown Washington, D.C., 1981-2000

	1980*	1985	1990	1995	2000
Retail (sales & service)	12,700	12,700	12,700	12,800	13,000
Arts	600	700	1,000	1,000	1,000
Hotel	1,800	2,600	4,900	5,700	6,100
Office (public & private)	111,000	151,300	169,300	189,100	201,500
Government Facilities	400	500	500	500	500
Private Institutions	700	700	700	700	700
Wholesale/Industrial	1,200	900	600	200	100
Other**	200	200	100	100	100
<b>TOTAL</b>	<b>128,600</b>	<b>169,600</b>	<b>189,900</b>	<b>210,100</b>	<b>223,000</b>
<b>Net Change</b>		<b>+41,000</b>	<b>+20,200</b>	<b>+20,300</b>	<b>+12,900</b>

\*1980 shown is total as of December 31, 1980.

\*\*Other includes bus stations, utility substations, club/union facilities.

Note:

All figures are rounded to the nearest hundred. New employment is based on land use targets for a "build-out" year which has been designated year 2000 and calculated by applying standard space per employee conversion factors to building space targets. "Build-out" could occur before or after the year 2000.

Source: D.C. Office of Planning and Development, Metropolitan Washington Council of Governments.

Employment by Sub-area, Downtown Washington, D.C., 1981-2000

	1980	Percent of Total	2000	Percent of Total	Percent Change
Retail Core	16,200	12%	33,200	15%	105%
Gallery Place	7,000	5%	15,300	7%	119%
Pa. Avenue West	21,400	17%	28,800	13%	35%
Market Square	7,400	6%	12,700	6%	72%
Franklin Square	27,600	22%	54,900	25%	99%
Mt. Vernon Square	9,000	7%	23,400	10%	160%
Judiciary Square	29,800	23%	38,200	17%	28%
Downtown East	10,200	8%	16,500	7%	62%
<b>TOTAL</b>	<b>128,600</b>	<b>100%</b>	<b>223,000</b>	<b>100%</b>	<b>73%</b>

Note:

All figures are rounded to the nearest hundred. New employment is based on land use targets for a "build-out" year which has been designated year 2000 and calculated by applying standard space per employee conversion factors to the building space targets. "Build-out" could occur before or after the year 2000.

Source: D.C. Office of Planning and Development, Metropolitan Washington Council of Governments.

53. Downtown development and business creation requires millions of dollars of investment.

54. The National Place complex takes form.

Retail employment, based on total square footage of retail space in Downtown, is indicated to rise only slightly. Employment within the retail sector will undergo considerable change with significant increases in eating and drinking-related employment and specialty retail establishments. Entry level opportunities will be found here as well.

It should be noted that much of the employment growth is west of Sixth Street. Employment growth in Judiciary Square and Downtown East is less substantial. The large concentration of new employment in and near the Retail Core and Gallery Place is important in its potential to generate additional retail sales.

### TAX REVENUE

The development of Downtown over the next two decades will provide increasing tax revenues to the District government. These revenues are needed to help provide public improvements and city services in all parts of the city. To obtain a true perspective of the fiscal impact of Downtown the economic consultant for the downtown planning work, Tischler, Montasser and Associates, is undertaking a fiscal analysis of future downtown development.

### BUSINESS DEVELOPMENT

Over the next two decades Downtown will be a major area for new business development, involving businesses of many types and sizes. The majority of new businesses moving into the area from elsewhere will be in the office, retail, and service categories. Many will qualify as "small businesses."

A business is considered small if its net worth does not exceed \$6.0 million and its average net income after taxes is not more than \$2.0 million. Collectively, small businesses are the largest employers in the city and in the downtown area. The presence of small businesses in Downtown is of critical importance. They not only represent a major source of employment, but provide the needed diversity to attract people into Downtown. Small businesses nationally have high start-up and high failure rates. Thus, new, more efficient and effective methods of assistance must be explored in Downtown.

Actions to assist minority businesses are especially important in the downtown program. Minority participation in the local economy is well below the proportion of minority residents of working age in the District.

In part, this is the result of a lack of adequate opportunities, lack of experience and training in business, and limited access to capital for business development and expansion. Programs that assist small and minority business programs should be strengthened. Existing programs and policies provide an initial and potentially-productive step for alleviating some of the problems facing minority businesses and small businesses in the city and Downtown. These include:

1. The Affirmative Action Employment Act, which strengthened the District Government's Affirmative Action goals and procedures.
2. Continued enforcement of equal opportunity requirements by the District and Federal Governments.
3. The Minority Contracting Act, to increase minority business share of purchasing and construction contracting business generated by the District

government and other agencies.

4. Business services administered by the Office of Business and Economic Development which provides technical assistance to small and minority businesses and information on business opportunities in Downtown.
5. Job training programs by the Department of Employment Services to match employer needs with available skills.
6. A policy of encouraging minority participation in the equity of development projects.
7. A Neighborhood Revitalization Program in which the Department of Housing and Community Development provides technical and financial assistance for commercial and residential development.

Enforcement and monitoring of these programs is needed. Existing programs to assist small businesses and minority businesses need to be strengthened. The identification and retention of existing businesses which bring diversity and a special flavor to Downtown is needed if Downtown is to serve its role as the special shopping place in the city and the region.



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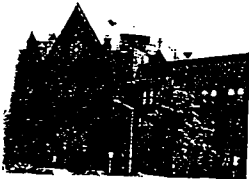
56

55. Building a better Downtown.

56. Looking over the merchandise.



57



58

## Social Programs

The long-term plan for Downtown Washington rests on a humanistic, responsible concern for the people who live, work, trade, shop, visit or recreate in the planning area. Therefore, a thirty-four member task force of private sector, social and professional service providers based in Downtown and relevant city agency representatives was set up to address social policies that would lead to a Living Downtown. The task force met and exchanged working papers through the fall and winter of 1981-82.

It examined issues of education and the arts, health, housing, public safety, economic security, accessibility, public relations, recreation, social services and the environment. Many of these issues were addressed by the Downtown Committee itself, and are incorporated in other elements of this report. The entire task force report is included in the compilation of background documents that make up the addenda to the Downtown Committee's plan recommendations.

As Downtown Washington is being revitalized, and as it again becomes the strongest magnet for people and activities in the region, actions should be taken soon to ensure that the social service needs and concerns of increasing numbers of people using the area are adequately provided for at every stage of redevelopment.

The social task force recommended the following objectives and policies.

### SOCIAL SERVICES

#### Objective:

- Facilitate operation of a full-range of private-sector organizations in concert with the pub-

lic programs in order to undergird and respond to the social needs of people who use Downtown.

#### Policies:

- Establish a network of public and private human service agencies in and near Downtown.
- Inventory Downtown social service agencies and programs to discover any relocation assistance needs and explore possibilities of facility sharing to reduce overhead.
- Establish an effective information and communication system among all sectors of the Downtown community that could include a referral hotline at the nearest police precinct station based on the social services inventory; development of printed material on emergency and regular services, low-cost rooming houses and transient facilities and shelter; and provision of more information for visitors in the core area of Downtown.
- Assess the social service needs of the elderly who live in Downtown.
- Social service delivery agencies should establish and maintain cooperative relations with the Downtown management entity.

Throughout Downtown and its adjacent areas, a number of private and non-profit social service delivery agencies provide a wide range of services. These organizations, along with public agencies, play a major role in serving the on-going social needs of the Downtown resident community. They also function as a safety net for the visitor, the transient, the homeless and those most at risk in our society. Several of these agencies face relocation because of redevelopment or increased land costs. An effective networking system of public and private agencies could better meet emergency and on-going needs

with more efficient use of resources.

### Health

#### Objective:

- Provide effective physical and mental health care and services to Downtown users.

#### Policies:

- Establish network of service providers for emergency health care.
- Establish health care information and referral centers in the Downtown area.
- Initiate intergovernmental Downtown health care planning programs.
- Establish coordinated plans, strategies and operations of the Environmental and Human Services Departments.

Critical to the planning for a revitalized Downtown is an assessment of the anticipated health care needs of the area. Health care includes a system of public and private agencies whose functions range from setting standards of cleanliness to care for transients and the homeless. Health service needs will likely increase with greater densities of residents, workers, shoppers, tourists, conventioners and transients. Emergency medical services such as 24-hour crisis intervention, mental health, drug emergencies and first aid will need to be systematically orchestrated by the City. It is important that information about health resources be available to residents, non-residents, and downtown businesses and organizations.

### Public Safety

#### Objective:

- Improve public safety and increase the sense of safety in Downtown day and night.

57. Greater New Hope Baptist Church on Eighth Street.

58. Calvary Baptist Church—providing resources for the nearby Chinese community.

Policies:

- Maintain concentrated crime reduction program specially geared to Downtown.
- Increase and maintain adequate levels of emergency ambulance service in the Downtown area in response to anticipated increase in number of people using Downtown.
- Public information and fact sheets on public safety services should be distributed to local businesses, residents and tourists.
- Amend D.C. Fire Code to require multi-unit apartments, hotels and commercial establishments to install water sprinkling systems.

The Downtown area has a high crime rate, mostly related to trade and commerce. A reduced crime rate, and an improved perception of safety in person and property, day and night, are essential to a viable, Living Downtown. The Police and Fire Departments' roles of crime prevention and control, law enforcement and fire safety are primary to public safety. Also important to a sense of safety in Downtown are lighting levels, numbers of people on the streets, open and unobscured views, and visibility of police and other security forces.

Accessibility

Objective:

- Downtown should be accessible to all, particularly to the handicapped and elderly.

Policies:

- Information services should serve the sight and hearing impaired and the international visitor.
- Provide transit services accessible to the disabled and elderly throughout Downtown.

- Federal regulations on accessibility should be followed, with special attention given to curb cuts, unobstructed roadways, ramps, proper lighting and signage.

Accessibility and mobility is another area of social concern. Senior citizens, tourists and visitors and the handicapped should be given the opportunity to participate in Downtown activities.

Metro obviously is a great incentive for regional use of Downtown's services and amenities. Downtown should become a hallmark of mobility for the disabled beyond Metro stations and bus stops. Although the subway is accessible to most handicapped people, travel in Downtown is nearly impossible. Federal regulations should be followed, and developers can avoid unnecessary building methods or remodeling by seeking recommendations from the handicapped community.

Recreation

Objectives:

- Recreation should be addressed deliberately to stimulate public and privately-sponsored activities appropriate to the life of a Downtown community of workers, residents, businesses, visitors, vacationers and conventioners.

Policies:

- Upgrade Franklin Park facilities in anticipation of more convention and hotel visitors.
- Encourage developers to include small, back-to-back movie houses in developments near hotels, restaurants and other businesses that are open in the evenings.

Recreation in a traditional sense is rarely associated with downtowns because of high-intensity economic land uses; but recreational needs do exist for those who work, live or visit in Downtown Washington. For years, the private sector, profit and nonprofit, has provided indoor recreational services, and the Mall and other federally-owned parks and open spaces near Downtown are rich in recreational resources. Movie going should again play a role in enlivening evening and weekend activities in Downtown. More creative use should be made of small, park-like areas for tourist families, and as hotel development is stimulated by the Convention Center, more attention should be spent on upgrading nearby park areas.



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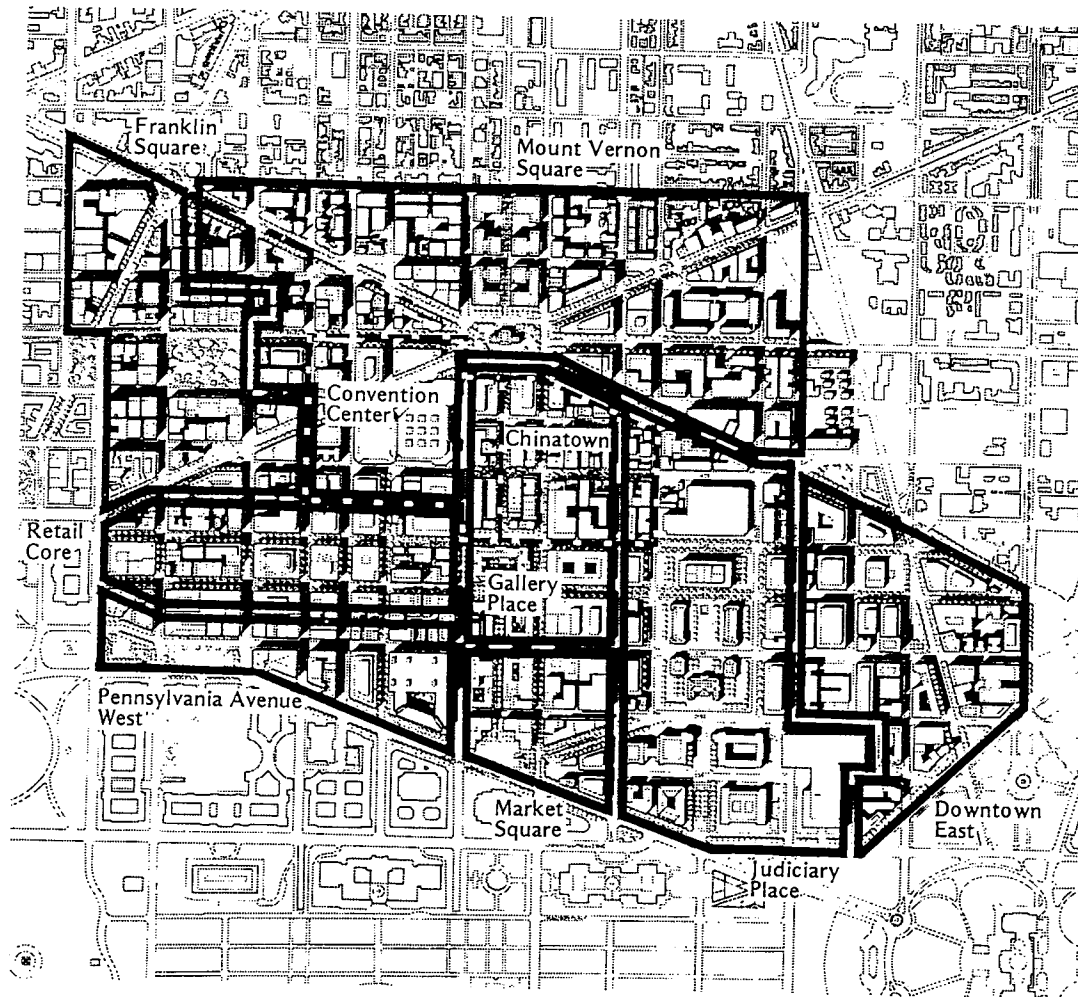


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59. Downtown—A place to meet.

60. Enjoying a stroll Downtown.

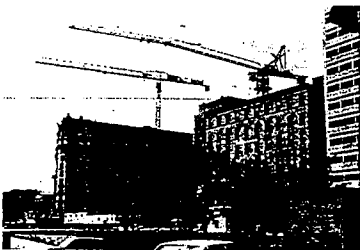
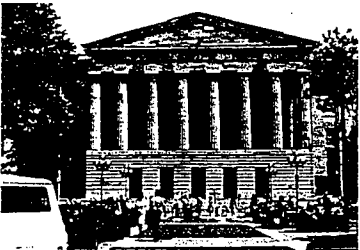
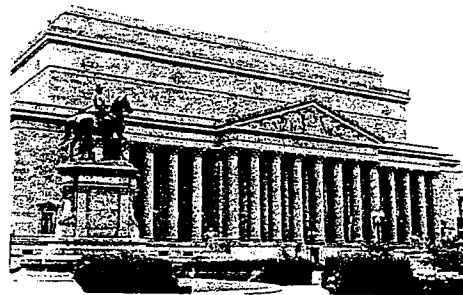
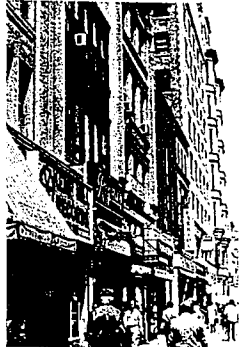




Activities and use of land will be mixed throughout Downtown. Some areas will retain a special character. This character might be either ethnic as in Chinatown, or functional as in the Retail Core. This section describes ten subareas and the specific policy recommendations for each. Eight of the subareas are bounded by street or property lines; however, two smaller areas—Chinatown and the Convention Center—fall within the boundaries of other larger areas. Most boundaries between subareas are for planning purposes only and there is no particular change of character at the boundary. Linkages between subareas may be as important as the unique characteristics of each area, and most users of Downtown should be able to identify the subareas.

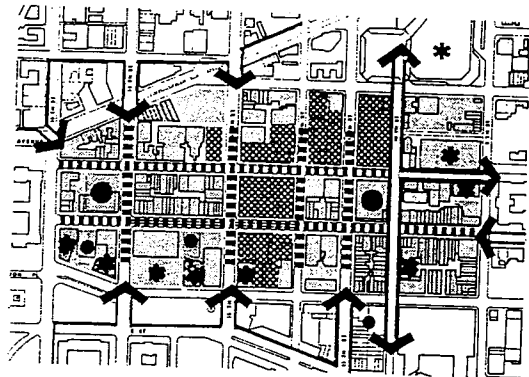
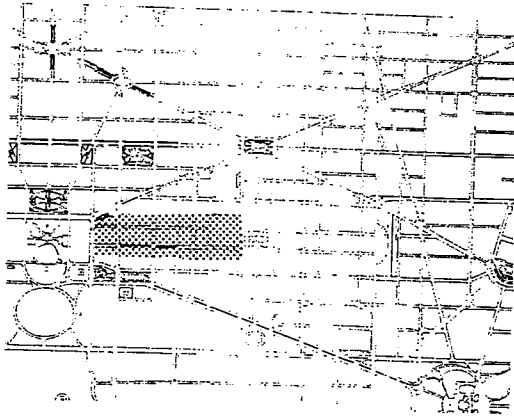
One value of preparing subarea plans is that they help to create areas with specific character, including a particular mix of uses.

Each of the subareas located on the map will change dramatically over the next twenty years. Some change will occur without major public action, other changes will require a refocus of present public policy. The following pages will describe the main characteristics of each subarea and the necessary changes in public action to meet objectives and stated targets.







62. Downtown Subareas

## Retail Core



### 63. Activity Patterns

-  Major Department Store
-  Secondary Retail Concentration
-  Existing Activity Centers—Hotel, Theater, Public Assembly
-  Critical Development or Renovation Site for Future Retail & Active Use
-  Street as Center of Retail Activity
-  Important Pedestrian Movement Pattern

The Retail Core, the area between Ninth and 15th Streets, centered on F and G Streets, should be strengthened as the retail center of the city and region, providing a variety of retail services to District and area residents, central area employees, and visitors. The Retail Core of Downtown should be a physically distinct, vibrant and pedestrian oriented area, with emphasis on retail activity. The Retail Core should be a shopping district with use and physical characteristics to distinguish it from the surrounding office districts. Its essential characteristics include the presence of several major department stores; high-intensity retail at grade with frequent store entries; minimized pedestrian-vehicular conflicts; a streetscape that is essentially pedestrian in nature including human-scale facade detailing, street furniture, landscaping and paving; and an overall physical form that contrasts with the surrounding office districts.

### Objectives:

- Create by intensity of retail uses Downtown's most concentrated area of specialty and department stores, appropriately blended with office use on upper-level spaces.
- Reinforce the character and identity of the Retail Core as a vibrant shoppers' market place by developing physical design criteria for both new and rehabilitation projects.
- Create a pedestrian environment which will establish the Retail Core as a special place.

### Land Use Policies:

- Ensure a strengthened Retail Core by encouraging additional retailers around the existing major retail anchors. Support the relocation of the Hecht Company to a site in the Metro Center complex and seek to add one or more major retail outlets. Require

continuous retail frontage in the core at ground level and seek more than one level of retail use on key squares.

- Encourage the greatest possible variety of goods, services and prices in order that the Retail Core meets the needs of all residents, employees and visitors.
- Encourage hotels in and adjacent to the Retail Core.
- Encourage restaurants and entertainment in the Retail Core to provide evening and weekend activity.
- Encourage new office development in order to increase daytime activity, support retail uses, and provide employment closely related to Metro stations.

### Urban Design Policies:

- The design of buildings in the Retail Core should give special attention to the visual base of the buildings, with continuous at-grade retail frontage and frequent store entrances at street level. Special features such as canopies, signing, and lighting should be used to create the image of a vibrant shopping environment. Design should reinforce F and G Streets as the primary retail focus in Downtown.
- Future development should be oriented to the street and built to the property line. Interior pedestrian movement paths should be designed as an extension of the street not an alternative to it.
- The sidewalk areas in the Retail Core should be redesigned and in some cases expanded to create a more pleasant pedestrian environment.
- Future development should respect the variety of scale and mass that now characterizes

the Retail Core. Special emphasis should be placed on the design of the first 30 feet of building height.

Historic Preservation Policies:

- Buildings in the Retail Core which are designated landmarks are considered important for the character of the area and should be retained.
- New development should respect the character of adjacent landmarks through appropriate use of materials, building scale and mass, and architectural detail.

Transportation Policies:

- Provide an emphasis on pedestrian movement in the Retail Core.
- Redesign F and G Streets to increase pedestrian space and amenities, while retaining vehicular access. Restrict vehicular curb cuts on F and G Streets within the Core. Design F, G, and Tenth Streets so they can be closed to vehicular traffic at certain times.
- Improve information and signing for pedestrians and drivers, with special emphasis on providing directions to Metrorail stations and bus routes.
- Encourage increased use of Metrorail to the Retail Core, including the provision of additional direct links from the Metro Center station to adjacent new development.
- Develop a Downtown shuttle system, using special vehicles, to provide east-west movement along F and G Streets, and north-south movement to the Mall area.
- Encourage provision of sufficient parking in and adjacent to the Retail Core, with emphasis on short-term parking for shoppers. Access to parking should be from E and H Streets,

and north-south streets.

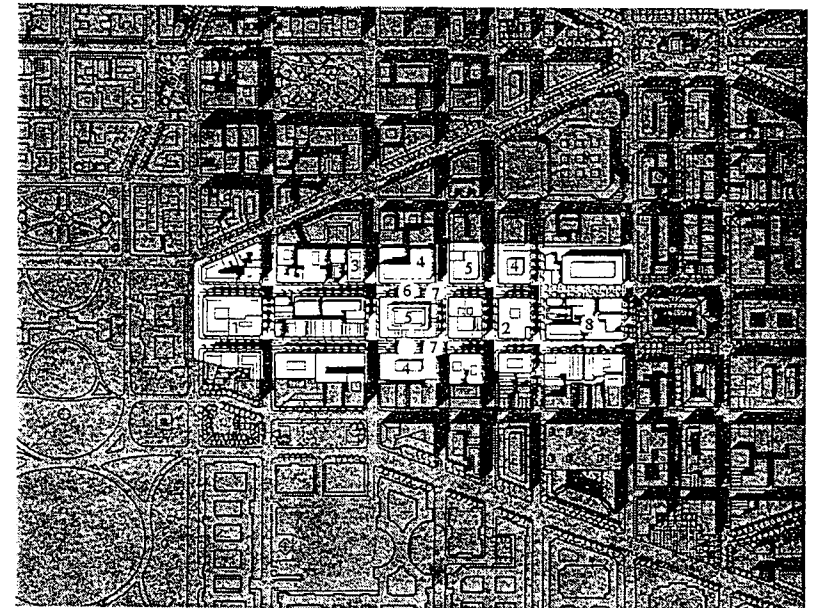
- Encourage consolidated off-street loading areas in new development with access from E and H Streets and north-streets. Improve alleys as appropriate, and adopt necessary regulations for on-street service deliveries.

A RESTRUCTURED RETAIL CORE

Restructuring and strengthening the Retail Core is a key action in achieving a "Living Downtown." For over 100 years F and G Streets from Seventh to 15th Streets have been Washington's retail center, with another band of retail development along Seventh Street. Over the last twenty years the vitality of this large retail area has declined. The result today is a strung-out, weakened Retail Core extending from Garfinckels at 14th Street to Hechts at Seventh Street, a distance of nearly 3000 feet.

After considerable study and discussion, the Downtown Committee decided on a major restructuring of the Retail Core in size and arrangement, land use, urban design and transportation.

The restructured Retail Core will extend from Ninth to 15th Streets, with Garfinckels the western anchor, and Woodward and Lothrop the eastern anchor. The distance between these two stores is 1500 feet, an acceptable distance for today's shopping patterns. A key step will be relocating Hechts department store midway on the north side of G Street between 12th and 13th Streets. The restructured core is focused on the Metro Center Station. This major transfer station between the Red and the Blue/Orange Metrorail lines has four entrances, and provides maximum transit access.



64. Retail Core



1. Garfinckels
2. Woodward and Lothrop
3. New and Future Office
4. New and Future Retail
5. Potential Department Store
6. Continuous Retail Frontage
7. Expand Sidewalks, Improve Streetscape
8. Landmark Cluster Linkage



65



66

65. F Street Plaza and Ticketplace at 12th Street.

66. Garfinkels—western anchor of the Retail Core.

## LAND USE

Obtaining the maximum amount of retail space and creating an overall shopping environment are key steps in developing a more dynamic Retail Core.

### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Retail Core:					
Existing	2,170	2,310	—	—	10
To Remain	1,260	1,530	—	—	10
New Space	1,460	5,080	—	—	30
Target	2,720	6,610	—	—	40

Retail space in the core is now about 2.1 million square feet with much old and inefficient space. Only a little more than half this space is expected to remain (1.2 million square feet). The retail target calls for adding 1.5 million square feet of new retail space.

Much of the remaining space would be upgraded. The overall retail target totals 2.7 million square feet, an increase of over 500,000 square feet. Even more important is the quality and concentrated pattern of this space. It is anticipated that total retail sales can rise significantly, even though the square footage is increasing only about 25 percent.

Office use in the core is now about the same as retail space. A major amount of new space, 5.0 million square feet, is expected, some of which is now under construction. Considerable existing office space is being rehabilitated. The National Press Club Building and the Sun Building are examples.

The target for office space, 6.6 million square feet, is significant, and means the addition of new poten-

tial customers "above the stores." It is critical to ensure that retail continuity on the lower stories of new buildings is maintained.

Hotels in and adjacent to the Retail Core provide activity and customers. The Washington and Willard Hotels are partly in the Core, and the Marriott, the Metro Center Hotel, and the Woodward/Lothrop North Block hotel are immediately adjacent (for accounting reasons, all hotel rooms are counted in adjacent areas).

These hotels serve various uses. The Washington, Willard and Marriott Hotels relate to Pennsylvania Avenue on the south, and to the Retail Core on the north. The Metro Center and Woodward/Lothrop North Block hotels relate north to the Convention Center and south to the Core.

This mix of major retail, office and hotels, and nearby theaters, should make it possible to encourage new restaurants and entertainment in the Core.

## KEY SQUARES

The Retail Core includes major developments where decisions have already been made, such as Square 224 (Metropolitan Square), Square 225 (the Willard) and Square 254 (National Place). Projects on part of all of six other key squares, all grouped adjacent to the Metro Center Station, are critical. Together they will go far towards establishing the retail activity pattern and architectural and urban design character of the Retail Core.

The Metro Center renewal sites along the north side of G Street are especially important. This mixed-use project is to include office buildings, stores, a new

Hecht Company Department Store, and a hotel. The status of this project is now uncertain. It is critical that the developer's status be resolved, and that a mixed-use project including the new Hechts Department Store proceed. Hechts would have a direct connection to the Metro Center station.

Immediately to the east is the Woodward/Lothrop North Block complex, a large, multi-use project with office, retail and hotel space being developed by Quadrangle Development Corporation. The complex will also be linked directly to the Metro Station, and to the main Woodward/Lothrop Store building. This development is also vital to the activity at the Metro Center area. It should move ahead as rapidly as possible.

Square 289 (bounded by 13th, 12th, F and G Streets) has emerged during discussions over the past year as perhaps the key block in the Retail Core. This square is the center of the core, between Garfinkels and Woodward/Lothrop, just south of the Hechts site and north of Mortons. This square is a possible site for a major retail/office complex including a fourth department store, all linked directly to the Metro station. Economic studies have indicated that the addition of a fourth department store at this location would mean a major jump in the retail drawing power of the entire Retail Core, increasing retail sales' levels and attracting other retail establishments. Efforts to add a fourth department store at this location should have high priority.

Square 290 just south of Square 289 is another critical square in the Retail Core. A major office/retail complex is being designed for the northern part of this square with several levels of retail space, including space for a major retail outlet.

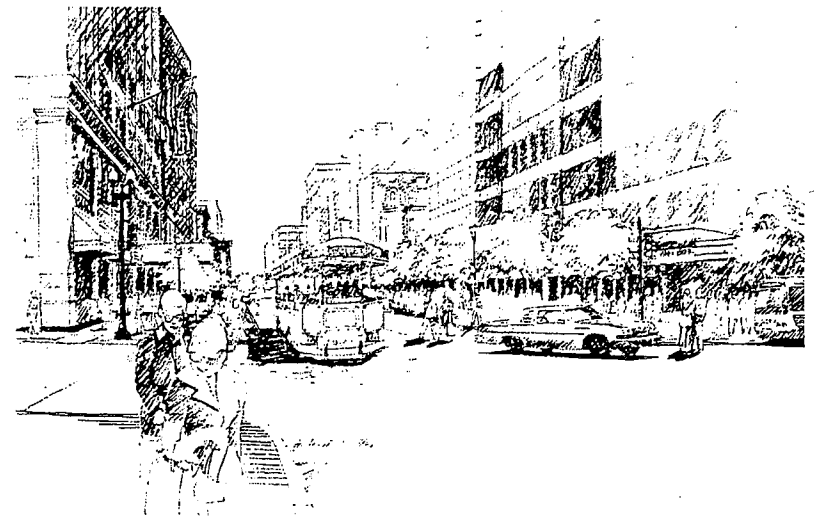
## URBAN DESIGN

The Retail Core today does not have an image as an exciting shopping area. The urban design objective is to develop a design character in terms of physical features and activities—to create a dynamic and attractive shopping environment. This will be done by building on the strengths of the existing street pattern and the character of the buildings which will remain, and influencing the design of future buildings.

F and G Streets, as key features of the Core, should be reinforced as the major retail streets in Downtown. The squares between F and G Streets, especially between 11th and 14th Streets, should receive special design attention. Future development on these squares should step back at appropriate intervals and vary its mass vertically as well as horizontally.

Even though much new development in the Retail Core will be major retail/office buildings, these buildings should be designed to "read as retail." This means that special attention should be given to the design of the lower portions of the buildings—approximately the first 30 feet of building height which comprises the visual base of the building. Retail frontage should be continuous, with frequent entrances, approximately 30 feet apart (or less). Special design consideration should be given to new department stores and other new retail development. Features such as canopies, lighting, and signing should help to create the special shopping environment.

The basic movement and design pattern should focus on the street. Although some interior malls and atriums are part of projects under construction and others are likely, these projects should not be allowed to detract from the basic orientation to F and G Streets. Such interior pathways should be designed



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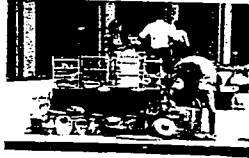
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67. F Street at 11th Street: Streetscape movements and continuous ground-floor retail uses in new development will help create a special shopping environment.

68. Shopping at Woodward and Lothrop.



69



70



71

69. Metropolitan Square Complex—integration of old and new buildings.

70. Street vendors.

71. Street vendors.

to be extensions of the street, extending the existing movement system.

New buildings should respect the variety, scale and mass of the Retail Core. Even though the overall mass of the Core will change, new buildings can relate to the existing character through stepbacks at appropriate levels and through variation of building mass in horizontal and vertical dimensions.

The overall redesign of the sidewalk areas along F and G Streets, and the north-south streets, offers a major opportunity for improving the physical environment of the Core. This work will be related to transportation changes in F and G Streets, and will include new sidewalk paving, street trees, lighting, and street furniture.

The Retail Core has a number of historic landmark buildings and some other potential landmark buildings. Retaining a sense of the past in the Core, while also allowing for and incorporating major new development, is important in creating the new design character.

Key areas for reuse of existing buildings would seem to include the north side of F Street between 13th and 14th Streets, where several buildings are already being renovated, and the south side of F Street and portions of the north side of F Street between Ninth and Tenth Streets, where several buildings already have landmark status.

Various studies have been made and hearings held on landmark district proposals, but the landmark status of the Core is still not resolved. This matter should receive attention so that appropriate buildings can be protected, and the design and construction of new buildings can proceed in an orderly manner.

It should be noted that F Street between Ninth and Tenth Streets, though part of the Retail Core, is in effect a connecting link in terms of use and design between the Retail Core and Gallery Place to the east.

## TRANSPORTATION

The key transportation objective is to make the center of the Retail Core as much a pedestrian area as possible while still providing for necessary vehicular access and circulation. Major east-west traffic should be on E and H Streets with Ninth, 12th, 14th and 15th Streets providing for major traffic flow north-south through the Core. Tenth, 11th and 13th Streets will also carry some north-south traffic.

The critical element is the design of F and G Streets. Past downtown plans have indicated F and G Streets as "pedestrian streets" but their intended form was not clear. It is now recommended that F and G Streets be reconstructed to increase sidewalk space for pedestrians and amenities (paving, trees, street furniture), and to reduce traffic flow. However, the design should still allow for some vehicular movement, including delivery vehicles and emergency vehicles. The narrowed street pavements should be designed so that the entire street could be closed to traffic at certain times of the day and for special occasions. Tenth Street, and possibly sections of 11th Street, could also receive such special design treatment. Tenth Street, which even today carries limited traffic, is important because it is the principal access street from the Convention Center into the Retail Core.

The arrangement retains access flexibility while increasing the pedestrianization of the Core. The coor-

inated streetscape treatment of all the streets in the Retail Core will help establish its physical ambience. Policy decisions have been made with respect to traffic circulation and general design. The detailed design decisions for these streets remain to be made and should have high priority so that work can be coordinated with construction of major buildings.

Use of Metrorail to get to the Retail Core should be encouraged. One way to increase the effectiveness of the Metro Center Station is to increase direct linkages to adjacent development. The Woodward/Lothrop buildings already have a direct connection. Additional direct connections are possible to the Metro Center complex, and to future developments on Squares 289 and 290.

Improved information and signing can provide needed information to pedestrians and drivers. Directions to Metrorail station entrances and nearby bus routes are especially important.

A special transit "shuttle" system should be developed for the Retail Core and adjacent areas. Special vehicles, perhaps similar to the "Georgetown trolley," should be used for this service. Such vehicles are fun, easy to identify, and are easy to get on and off. Shuttle service is needed in an east-west direction along F and G Streets, and in a north-south direction to the Mall. Fourteenth and Seventh Streets seem likely routes, but further study is needed.

While transit use must be stressed, there is also a need for parking in and adjacent to the Core. The critical need is for short-term parking for shoppers, for evening and weekend entertainment and cultural events, and for parking related to local events at the Convention Center. Access to parking should be from E and H Streets and north-south streets in order to limit

parking access from F and G Streets. The Retail Core now has 4,485 parking spaces and this number is projected to increase to 8,355 spaces by 1986 as a result of future development. This number of spaces should provide an adequate parking supply, but special regulations may be necessary to ensure short-term parking.

The establishments in the Core require continuing service deliveries to obtain goods and supplies and to remove trash, garbage and unsold goods. Where new development occurs, provision should be made for off-street loading berths that would serve all or part of a square if possible. In a few cases it may be necessary to continue and improve existing alleys. Access to off-street service areas should come from E and H Streets, and north-south streets. However, some on-street deliveries will still have to be made from F and G Streets. It may be necessary to adopt special regulations that would control the hours for such deliveries.

#### IMPLEMENTATION

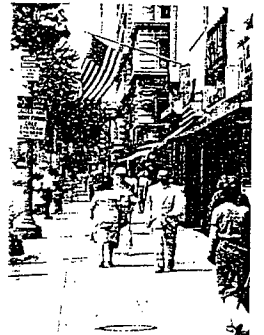
A variety of actions will be necessary to further refine the recommendations for the Retail Core and to implement them. The following list includes actions of particular priority:

- Adopt new zoning that ensures appropriate retail space will be provided in the Retail Core and that mandates active first-floor retail use.
- Utilize the public's control of the Metro Center sites to obtain a department store (Hechts) and other key uses along with office.
- Encourage the location of a major retail complex on Square 289.

- Prepare design criteria for both buildings and the public space (emphasis on F and G Streets and connecting north-south streets) that establish a "shoppers environment" and initiate a review system that ensures the criteria will be followed.
- Resolve designation of landmark buildings and historic districts and develop design criteria for restoration and to ensure compatible design of adjacent development.
- Establish a plan for new direct connections to the Metro Center Station in coordination with development projects.
- Initiate technical and design studies of the proposed transit shuttle.
- Monitor the supply and use of parking and, if needed, adopt new standards and management programs in support of objectives for increased transit use and provision of retail parking.
- Prohibit, wherever feasible, parking and loading from and along F and G Streets.
- Improve regulations for off-street loading in new projects and develop a program for managing service and delivery within the Retail Core.



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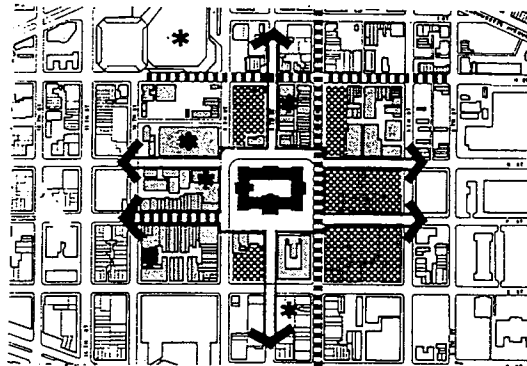
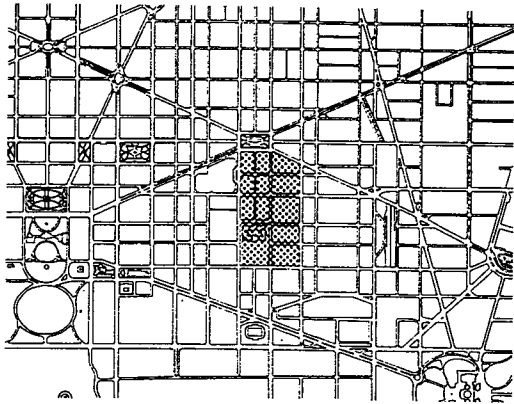
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72. Woodward & Lothrop— eastern anchor of the future Retail Core.





73. Shoppers at 14th and F Streets.



## Gallery Place



74. Gallery Place Activity Patterns

-  Existing Activity Centers—Theater, Public Assembly, Arts Center, Church
-  Critical Development or Renovation Site for Future Mixed-Use
-  Street as Center of Retail Activity
-  Important Pedestrian Movement Pattern

The Gallery Place area, bounded by Sixth, Ninth, and E Streets and Mount Vernon Square, is located at the physical center of Downtown. The area should take on new functions and activities, and a new physical character, as a key element of a "Living Downtown."

### Objective:

- Develop the Gallery Place area as a special focal point in the city with major functions as a specialty retail market place and as a center for the arts and cultural activities.

### Policies:

- Obtain a special sense of place, activity and design in the five squares east and south of the National Portrait Gallery.
- Achieve a significant level of retail development, especially along Seventh Street with a special emphasis on a "festival retail" market.
- Obtain a significant concentration of arts and arts-related retail around Gallery Place.
- Provide linkages between Market Square area and Chinatown, and between Seventh Street and concentrated retail area west of Ninth Street.
- Obtain major concentration of office workers near Gallery Place Metro Station, as well as some hotel guests and residents.
- Obtain design of major developments, especially along Seventh Street, so they "read as retail."
- Reinforce Gallery Place area as a pedestrian space with pedestrian-oriented retail uses.
- Design new buildings, and retain appropriate older buildings, with lower-scale elements along Seventh Street, and with higher elements to east. Follow same procedure with relation to Eighth Street on Square 406, as outlined in PADC Plan.

- Use WMATA prospectus, zoning, and renewal and PADC controls to achieve mix of uses on Squares 454 (WMATA), Square 455 (Parcel 6), Square 456 (Hecht's Block), and Square 406 (LeDroit Block).
- Convert Tariff Building to an active museum for the arts and humanities, with related retail use.
- Develop coordinated design and activity program for public spaces: Seventh Street, Eighth Street and Gallery Place.

### A NEW CENTER OF ACTIVITY

Seen from the air or a map, the old Patent Building which now houses the National Portrait Gallery and the National Museum of American Art appears as the hub of Downtown, the center of a pinwheel from which important streets and vistas radiate. On the ground, the promise is unfulfilled. There is some physical sense of place but it falls far short of what it could be, and retail and other activity is limited. There are many parking lots and vacant lots awaiting reuse.

Despite its present condition, Gallery Place has major potential. The area is centered on the Gallery Place Metro station, one of two major transfer stations Downtown. Development should be encouraged at the Gallery Place Metro station, consistent with the land use mix, urban design and preservation objectives. The proposed move of the Hecht Company to Metro Center and the concentration of the Retail Core to the west make the redefinition of Gallery Place a more positive possibility.

## LAND USE

Gallery Place should be a focal point in the city for specialty retail and a center of arts, culture and active nighttime entertainment. Seventh Street will continue as a retail street with arts-related use. Residential and hotel uses will be encouraged along Eighth Street. The National Portrait Gallery and Tariff Buildings should house active uses, and the exterior spaces could be used for display and arts-related events.

### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Gallery Place: Existing	1,310	580	—	120	310
To Remain	200	550	—	50	310
New Space	610	2,190	2,650	1,050	150
Target	810	2,720	2,650	1,100	460

A mix of land uses should develop in the Gallery Place area, building on accessibility offered by the Metro station. The concept is to develop a specialty retail cluster with a festive character. The "Gallery Place" marketplace would have some features of other festive marketplaces, such as Quincy Market in Boston and Harborplace in Baltimore, but with a special concentration on arts activities. Outdoor festivals and entertainment, bookstalls and bookstores, speakers' corner along F and G Streets between Seventh and Ninth Streets would link Gallery Place to the Retail Core and Market Square subareas.

The marketplace will be developed through coordinated development of five key squares and related spaces.

The predominant character of the area will be retail.

Overall retail space may decrease, due to the removal of Hecht's, but new space arrangement can create a festive shopping environment. Office space, now limited, is expected to be increased dramatically, primarily in new developments east of Seventh Street. A target of 2,650 hotel rooms is indicated, primarily along Seventh Street and along Ninth Street adjacent to the Convention Center. Residential units are primarily north of G Street in the Chinatown portion of Gallery Place. Institutional arts space is projected to increase by one-half through recycling of the Tariff Building for arts use.

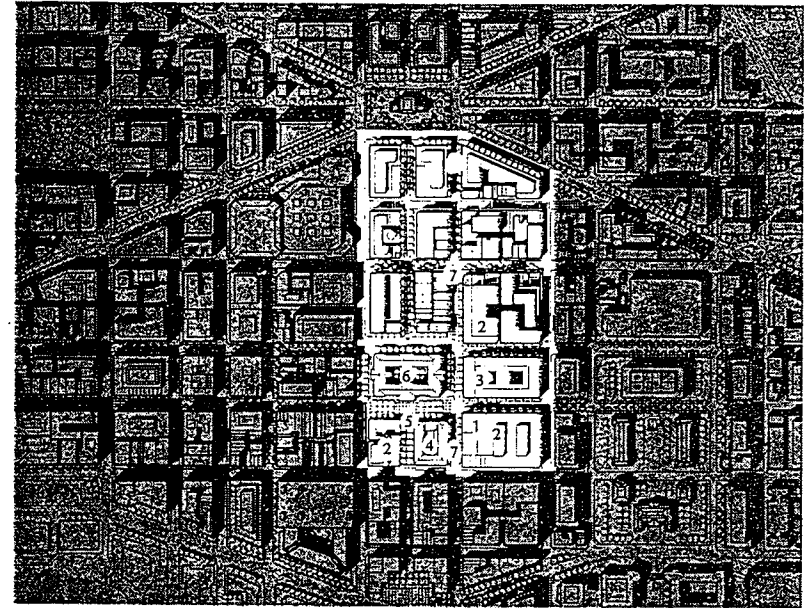
Increased outward oriented programming of activities of the National Portrait Gallery and the National Museum of American Art, including activities in Gallery Place in front of the Portrait Gallery, can make these institutions more well known.

## KEY SQUARES

Five squares forming a reverse "L" around the National Portrait Gallery to its east and south are key to guiding development of the Gallery Place area.

Square 454 includes the WMATA joint development site and adjacent property which would be almost half a block for new development. WMATA recently issued a prospectus, prepared in coordination with the District government, which calls for a mixed-use complex emphasizing hotel or retail use. Use and design of this site, which has direct access to the Gallery Place Station, is especially important since it is the "Gateway to Chinatown."

Square 455 (Gallery Place Renewal Site) is proposed as a major mixed-use complex (hotel, office, retail, housing) also linked directly to the Gallery Place



75. Gallery Place



1. Hecht Company
2. Potential Mixed Use
3. Future Mixed Use
4. Recycle for Museum Use
5. Improve and Program for Active Use
6. National Portrait Gallery/  
National Museum of American Art
7. Active Retail Frontage

Metro Station. The project should proceed as rapidly as possible. However, redesign of the complex to better relate it to the Gallery Place specialty retail center is essential.

Square 456, the Hecht Company square, should be developed as a major mixed-use complex, incorporating opportunities for major office space, a significant amount of retail space, and hotel and residential units. There is an opportunity for a direct link into the Gallery Place station through the Gallery Place project to the north. Preservation opportunities and issues along the Seventh Street frontage of the square are available and should be pursued in designing this mixed-use project. Major development is not possible for several years until the Hecht Company moves to Metro Center.

Tariff Building (Square 430) is an historic building which is proposed to be recycled for use as a popular arts and humanities museum. Advance planning should begin.

Square 406 (LeDroit Block) provides an opportunity for a mixed-use complex on Eighth Street that would link Gallery Place with the Retail Core and Market Square. The LeDroit Building and other buildings along F Street are to be retained. The use mix and design of the Eighth and F Street frontages are especially important to create the link. This square is in the PADC area.

## URBAN DESIGN

The National Portrait Gallery is a major part of the original plan for the city. It serves as the focal point of an Eighth Street vista and is the major change of architectural scale along F and G Streets. The urban

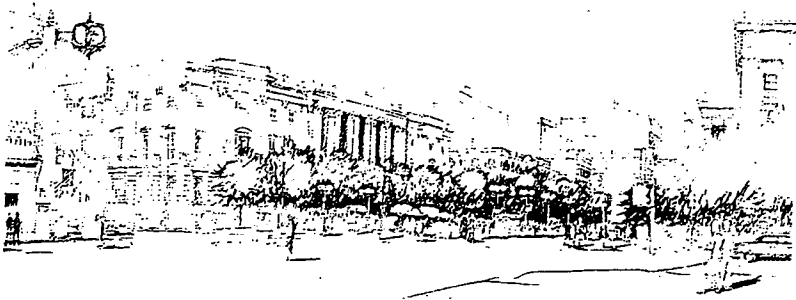
design significance of the area is related to the scale and detail of existing structures, the activity mix of new development and the at-grade public improvements which facilitate pedestrian-oriented activities.

Linkages between Gallery Place, Market Square, Chinatown and the Retail Core are important. Hotel visitors, tourists, office workers and theatergoers will all be part of the festive street activities in the Gallery Place area.

Future new development around Gallery Place should be of appropriate scale, mass and detail to complement the adjacent historic buildings and frame the National Portrait Gallery. New buildings along Seventh Street should be designed with retail frontage and frequent entrances. Lower-scale elements along Seventh Street should relate to the Portrait Gallery, stepping up to the east. Appropriate Chinese design elements should be incorporated in Square 454.

A number of older buildings around Gallery Place, most of which have landmark status, provide a special sense of place. Design criteria for adjacent new development and for facade restoration are needed. Landmark decisions and criteria are needed for the row of buildings on the east side of Seventh Street between E and F Streets, including the main Hecht Company building.

Public space improvements in the Gallery Place area can further establish the area as an important place. Seventh Street should receive streetscape treatment to enhance its retail role. The design of Gallery Place in front of the National Portrait Gallery and Eighth Street south to E Street needs improvement. This would include removal of the metal information kiosks, repair work, and guidelines for vending and new sidewalk cafes. The fountain in Gallery Place, in



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76. Gallery Place: Streetscape improvements and programming of special activities are recommended to improve this public space.

77. The new YWCA and Martin Luther King, Jr. Memorial Library.

78. Gallery Place looking east—LeDroit Building in foreground.

79. Eighth Street vista from National Portrait Gallery south to National Archives.

front of the National Portrait Gallery, should be repaired and maintained, and special activities should be programmed in the area on a continuing basis. F Street between Sixth and Seventh Streets also needs special design treatment.

The views and vista along Eighth Street connecting Mount Vernon Square, the Portrait Gallery, and the Archives should be preserved and enhanced.

## TRANSPORTATION

Transportation improvements and programs should support the pedestrian emphasis of key streets, especially F, G, Seventh and Eighth Streets. Sixth and Ninth Streets should be the principal north-south traffic streets, providing parking and service access. E and H Streets will be the main east-west traffic streets. Curb cuts should be restricted on pedestrian streets.

The Gallery Place Metro station is the major transportation asset of the area. The north-south line under Seventh Street will open in 1983, and will extend outward in the future. Direct connections to the station from future development on Squares 454 and 456 should be encouraged. Direct connections are already provided for the future Gallery Place complex on Square 455.

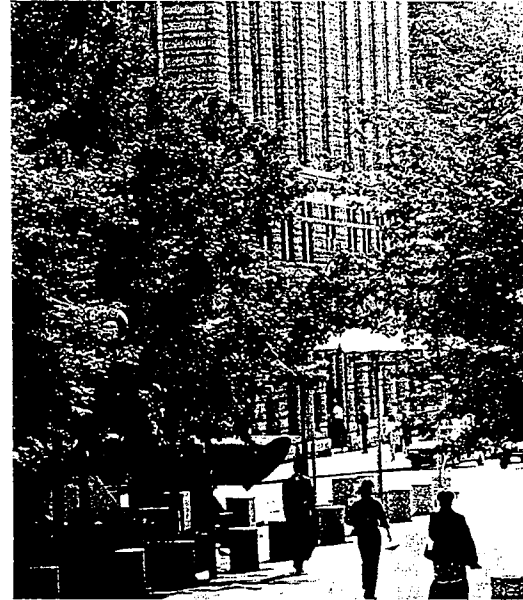
## IMPLEMENTATION

Gallery Place, possibly more than any other section of Downtown, requires expedient and direct action if its full potential is to be realized. Actions include:

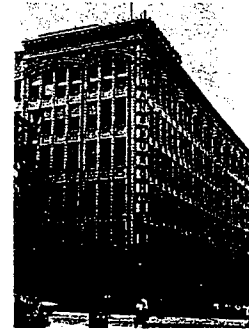
- Utilize the public's control of the Parcel 6 and

WMATA sites to ensure a mixture of retail, hotel and housing uses along with office.

- Adopt new zoning that prescribes a mixture of land uses, mandates active first-floor retail and provides incentives for arts and cultural space.
- Initiate a detailed retail/arts marketing and design study to refine the plan's recommendations.
- Provide financial assistance for the operation and programming of arts, theater and cultural events.
- In front of the Portrait Gallery, improve pedestrian amenities and commit funds for their operation and maintenance (refurbish fountains).
- Develop a street activity program with particular attention on expanding arts and culture-related events and strengthening vending operations.
- Prepare special streetscape recommendations for Seventh and Eighth Streets and Gallery Place.
- Encourage completion of the Green and Yellow Metrorail lines that focus on Gallery Place Station.
- Develop a parking and loading access plan that restricts to the fullest practical extent curb cuts on Seventh, Eighth, F and G Streets.
- Resolve remaining landmark and historic district issues and develop design criteria for restoration.
- Prepare design criteria and appropriate implementing actions that ensure that new construction is compatible with the existing development.



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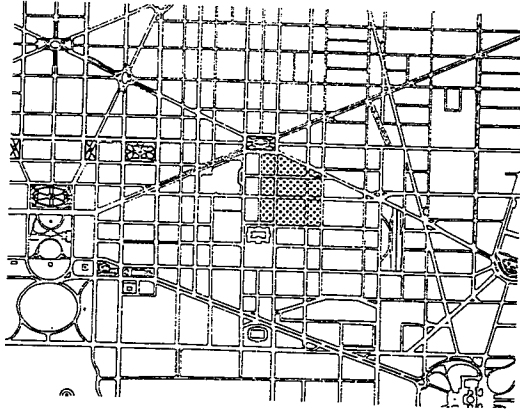
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80. Gallery Place at 9th Street—Riggs Bank Building in background.

81. Lansburghs Building—home of the Washington Arts and Humanities Center.

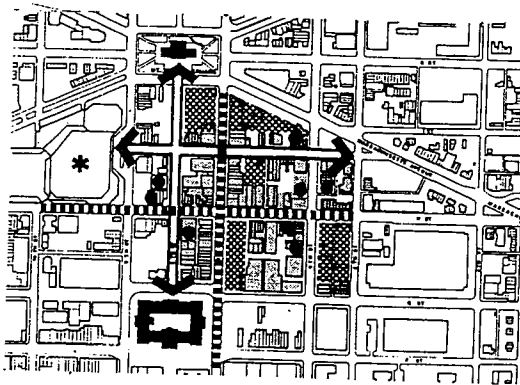
82. Hecht Company and other buildings—east side of 7th Street between E and F Streets.

## Chinatown



83. Chinatown Activity Patterns

-  Existing Community Facility
-  Existing Activity Center
-  Critical Development Site for Mixed-Use & Community Facility
-  Street as Center of Retail Activity
-  Important Pedestrian Movement Pattern



Chinatown is a unique resource for Downtown, the city, and thousands of Chinese-Americans in the metropolitan area as well as tourists. Its restaurants, shops and cultural institutions provide services and a beginning expression of ethnic character to the Asian community throughout the region, as well as to Downtown employees and visitors. It has enough activity in existing buildings to establish an identity, but this presence of identity and activity could be affected by development pressures.

The District government and Chinese community have been working together for several years on a Chinatown program, with useful results in increasing the identity of Chinatown and providing new housing in the recently-completed Wah Luck project. However, additional actions are needed to increase the vitality and identity of Chinatown and make it a major element of a Living Downtown.

### Objectives:

- Establish a special ethnic district that will enhance both the Chinese community and the Downtown.
- Ensure the presence of a critical mass of land use consisting of ethnically-oriented ground floor retail, substantial housing and office, community facilities, and hotel uses as appropriate.
- Develop physical design criteria for new and rehabilitated projects within this special district that will reinforce the definition and identity of Chinatown.

### Policies:

- Chinatown should be reinforced as a thriving, mixed-use Downtown community including substantial housing with community and cultural facilities, street-level retail with related

wholesale operations, and supporting office and professional uses.

- A range of special design guidelines should be developed which would include: building design guidelines, historic preservation relationships, and streetscape and signage criteria, all supportive of creating a Chinatown District.

### CHINATOWN— A UNIQUE DOWNTOWN COMMUNITY

The center of Chinatown is H Street between Sixth and Seventh Streets, but it extends into surrounding squares. For planning purposes, Chinatown encompasses all or part of ten squares bounded by Eighth, G and Fifth Streets, Massachusetts Avenue and Mount Vernon Square. The area overlaps into the Gallery Place, Judiciary Square and Mount Vernon Square planning areas. Seventh, Sixth and I Streets are also important streets in Chinatown, though of lesser importance than H Street which has the major concentration of Chinese restaurants and shops.

Many Chinatown activities are housed in low-scale buildings that have been converted to Chinese uses over the years since Chinatown moved to this area in 1935. Chinatown is a mixed-use community, incorporating retail, service, residential and cultural institutions. Though only a small number of the thousands of Chinese-Americans in the Washington area actually live in Chinatown, the area continues to be a commercial and cultural focal point for a much larger community. Having Chinese live in Chinatown is considered important in maintaining the identity as a truly Chinese community. A number of non-Chinese businesses also are located in Chinatown.

Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Chinatown:					
Existing	610	416	—	120	—
To Remain	170	398	—	90	—
New Space	236	1,341	500	1,070	—
Target	406	1,739	500	1,160	—

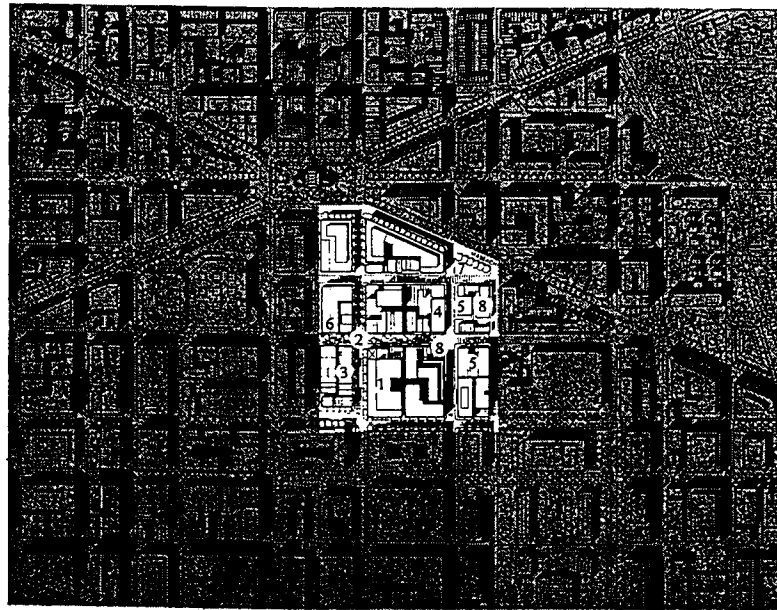
The land use concept for Chinatown calls for a mixed-use community in both new and old buildings. Retaining and providing new ground-floor retail space is considered the most important land use action in Chinatown.

The land use target estimates call for a substantial increase in residential units, including the recently-completed Wah Luck House (153 units) at Sixth and H Streets. This residential population can help support retail development and permit more Chinese to live in Chinatown. Some hotel rooms and an increase in office space also are indicated for the area.

Chinatown will undergo some change in massing and appearance. The objective is to maintain a mix of uses, primarily Chinese in nature, and to preserve and enhance the Chinese character of the area.

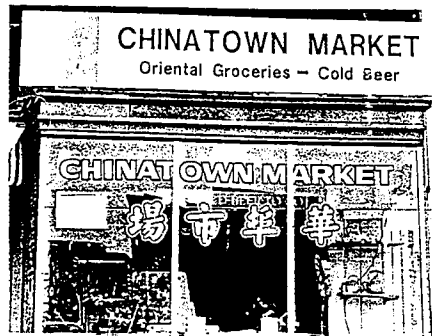
Much of the support for Chinatown businesses will come from Downtown employees and shoppers and from out-of-town visitors, especially from the Convention Center two blocks from the center of Chinatown. Various efforts are needed to tap this market and to attract Convention Center users east to Chinatown.

Chinatown should be defined as a special ethnic district through Chinese architectural treatment, includ-



84. Chinatown

1. Incorporate mixed use and Chinese design
2. Commercial core of Chinatown
3. Landmark buildings
4. Wah Luck House residential
5. Potential mixed-use/housing
6. Potential development
7. Park gateway
8. Potential preservation



85. Special shops for Chinese food.



86. H Street at 8th Street:  
Special streetscape and design  
guidelines should promote the  
basic Chinese character of the  
area.

ing color and detailing. Design criteria must be developed for Chinatown to guide all new construction and remodeling, in order to obtain a basic Chinese character in the design of buildings in the area. The Wah Luck House is an example of contemporary yet Chinese design.

Special streetscape standards are needed for Chinatown to guide pavement, plantings, lighting and street furniture.

Certain buildings and groups of buildings in Chinatown are designated landmarks, and others have been proposed for landmark designation.

The primary intersection in Chinatown is Seventh and H Street, as H Street is the primary retail street of Chinatown. A major symbolic structure of Chinese design could be erected over H Street near the Seventh and H Street intersection.

The park at Sixth and Massachusetts Avenue should be redesigned with an Asian character.

Chinatown is well served by Metrorail with the northern entrance to the Gallery Place station at the southeast corner of Seventh and H Streets. WMATA is now seeking developers for the joint development site over and adjacent to the station. The site extends along the east side of Seventh Street between G and H Streets. Development of this site is considered critical because it is the "gateway" to Chinatown from the Gallery Place area. The Office of Planning and Development has worked with WMATA to outline a prospectus which calls for a mixed-use development with a Chinese architectural character.

The future development of two other squares is especially important to Chinatown—Square 453 to

the north and Square 486 to the east.

The streets in Chinatown must continue to serve future traffic needs, but pedestrian and transit movements are especially important in this area.

Seventh Street serves a special retail/pedestrian function. This can be reinforced with a series of transportation improvements: 1) favoring transit over other vehicular traffic through priority signalization, specially designed bus stop areas and possible changes in street design along Seventh Street; 2) enhancing I and Eighth Streets as primarily pedestrian streets through streetscape design and restricting local vehicular and service areas; 3) encouraging shared parking and loading facilities to service this specialty retail area; 4) discouraging vehicular access along the pedestrian-oriented streets; and 5) developing special signage program which would identify Chinatown, and direct people to Convention Center and Metro.

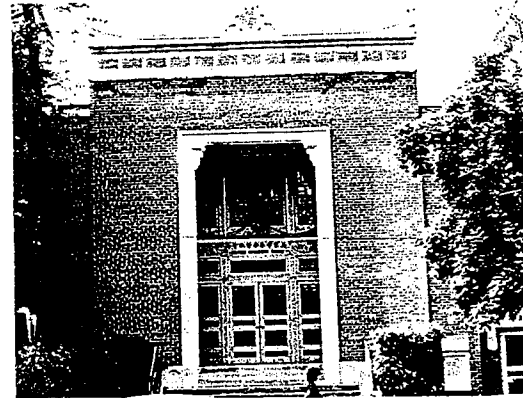
Realizing a vibrant and enhanced Chinatown will take special efforts by the District government, the Chinese community, and the private sector. A start has been made with the Chinatown program, but much remains to be done.

#### IMPLEMENTATION

The following actions should receive priority in the Chinatown area. The District government should:

- Adopt new zoning that prescribes a mixture of land uses, mandates active first floor retail use on special streets and provides additional incentives for residential development along with hotels.

- Develop new tax and financing mechanisms to ensure that residential objectives for Chinatown are achieved.
- Prepare design criteria to encourage Chinese character.
- Resolve remaining landmark and historic district issues and develop design criteria which reconciles preservation objectives with the Chinese theme.
- Prepare special streetscape recommendations for Seventh, H and I Streets in Chinatown that reinforce Chinese character and that provide a sense of entry and identification.
- Redesign and implement an improvement program for the park at Massachusetts and Sixth Street that creates a special Chinese enclave.
- Encourage the Chinese community, working with the management entity, to increase special events and other promotional activities.
- WMATA, working with the District government, should use public control of the WMATA site to ensure incorporating a mixture of uses, with special emphasis on Chinese-oriented retail on the ground floor along H Street.



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87. Chinese community church — a spiritual and community center for the Chinese community.

88. Dragon dancers welcome the Chinese New Year.

89. Chinatown dancers perform traditional dances.

90. The Dragon attracts a crowd.

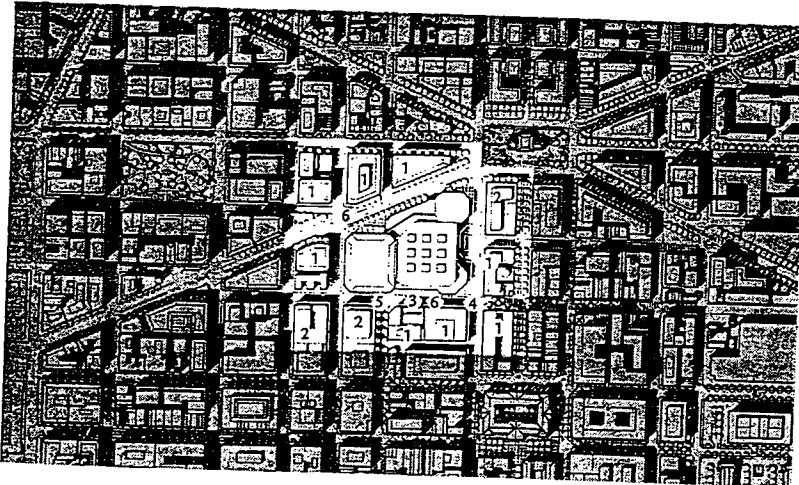
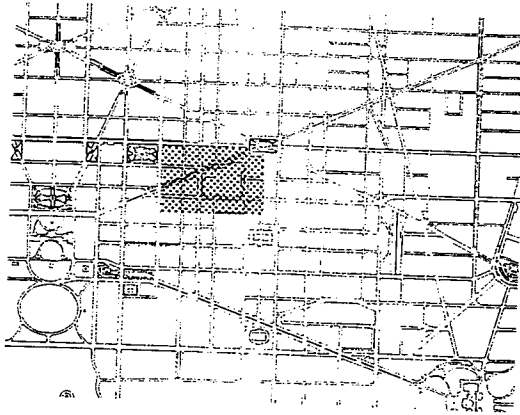


## Convention Center

### 91. Convention Center

1. Potential hotel sites
2. Future hotel
3. Encourage retail and entertainment
4. Linkage to Chinatown
5. Linkage to Retail Core
6. Improve Streetscape

0 500 feet



Construction of the Washington Convention Center is one of the major actions in the revitalization of Downtown. Development of the adjacent squares with hotels and convention-related activities will contribute to the viability of a Living Downtown.

#### Objective:

- Obtain major hotel development and related retail and service around the Convention Center, and provide connecting pedestrian links to adjacent areas, creating a special sense of place and activity around the Center.

#### Policies:

- Encourage development of hotels, entertainment, restaurants, shops and convention-related services on squares immediately adjacent to the Convention Center.
- Design development adjacent to the Center and along nearby streets with active ground-floor retail, restaurant and entertainment uses related to the Center.
- Combine streetscape improvements and building design, coupled with convention-oriented activity, to create a sense of place around the Convention Center.
- Develop a transportation system management plan that will accommodate all traffic modes serving the Center and related uses, with emphases on pedestrian movement to and from the Center.

#### THE CONVENTION CENTER— A NEW ACTIVITY GENERATOR

The Washington Convention Center is the city's major economic development project. It is located on its downtown site because of the proximity to the

Retail Core and the two main Metro stations. Construction is on schedule and the Center will open in late 1982.

The Convention Center area is defined as the ring of ten squares immediately surrounding the Center, though of course its impact extends much farther. All ten squares around the Center are completely or partially available for major development.

#### LAND USE

##### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Convention Center:					
Existing	247	402	124	113	—
To Remain	—	250	—	—	—
New Space	87	945	3,300	426	—
Target	87	1,195	3,300	426	—

Hotels are the preferred use for all squares around the Convention Center. Hotels at these locations support the Convention Center activities, and in turn are supported by it. The target is 3,300 new hotel rooms around the Center, and more if possible. Three hotels are proposed adjacent to the Center (including the hotel at Metro Center) with a total of about 2000 rooms. Several other hotels are being discussed for the area.

The major problem in achieving hotel use is competition with high economic return from office development. The District has already placed the Hotel/Residential Incentive Zone on most of the Convention Center area in order to favor hotel development. Additional public action and assistance may be necessary to achieve the hotel target.

Retail development will relate to convention activities. Restaurant and entertainment uses should be encouraged around the Center. In addition, some office and residential development is included in the targets.

## URBAN DESIGN

The area around the Convention Center is now generally characterized by many parking lots awaiting development. The new buildings on these sites will create a new physical environment.

Special emphasis should be placed on first floor design and uses on streets leading to Chinatown (H and I Streets) and south into the Retail Core (Ninth, Tenth and 11th Streets). The section of H Street from 12th to Seventh Street should have hotels, restaurants and shops. The coordinated design of these frontages can produce a unique streetscape. New York Avenue from Mount Vernon Square south toward the White House can become an especially important avenue in the city. Special streetscape design is needed.

## TRANSPORTATION

Special emphasis should be placed on pedestrian movement to and from the Convention Center, especially south to the Retail Core and the Metro station entrances. Tenth Street south from H Street should be designed so that it can be closed to traffic at certain times especially during major conventions, and be used as a pedestrian street.

Parking for the Convention Center is a special concern, since only limited parking is available in the Center. Parking is expected to be most limited for lo-

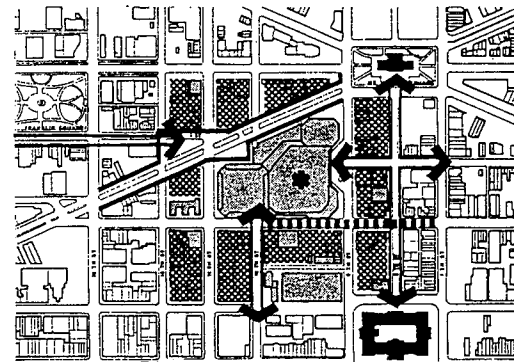
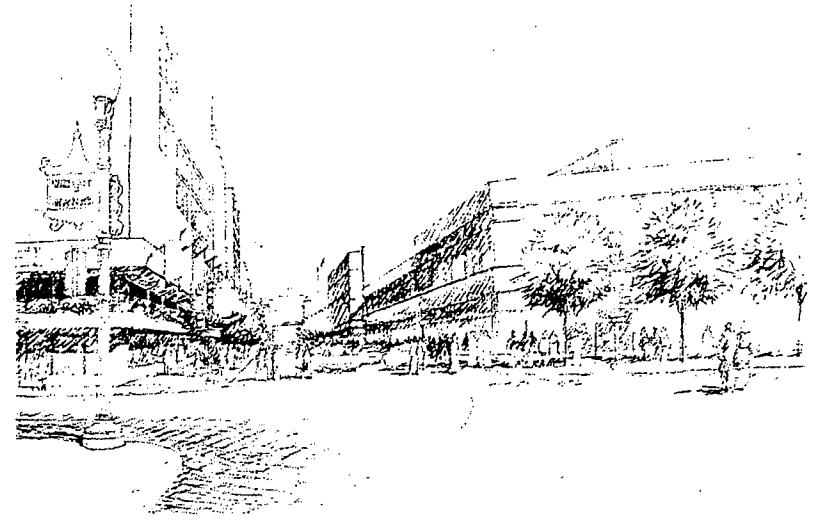
cal events. Since the peak parking demand is in the evening and on weekends, sufficient parking is expected to be available. A parking management program is needed to make sure that spaces are available and well marked.

Traffic management programs are also needed with respect to bus and taxi drop-off and loading for the Center, and for truck deliveries.

## IMPLEMENTATION

The following implementation actions should receive priority in the Convention Center area. The District government should:

- Consider rezoning to provide additional incentives for hotel and residential development and adopt standards for active, street-oriented retail at the ground level along H and I Streets.
- Develop a promotional campaign to attract interest to Downtown's convention and tourist opportunities.
- Improve security in the area through design of the public space, additional lighting and increased policing.
- Undertake parking, access and service program for the area that ensures adequate service while reducing traffic congestion and pedestrian conflicts.
- Prohibit, where feasible, Eighth Street curb cuts.
- Prepare design criteria for both new development and public space with special consideration to character of Mount Vernon Square and Eighth Street.



92. The Convention Center: Design of new buildings should be coordinated to produce a unified streetscape.

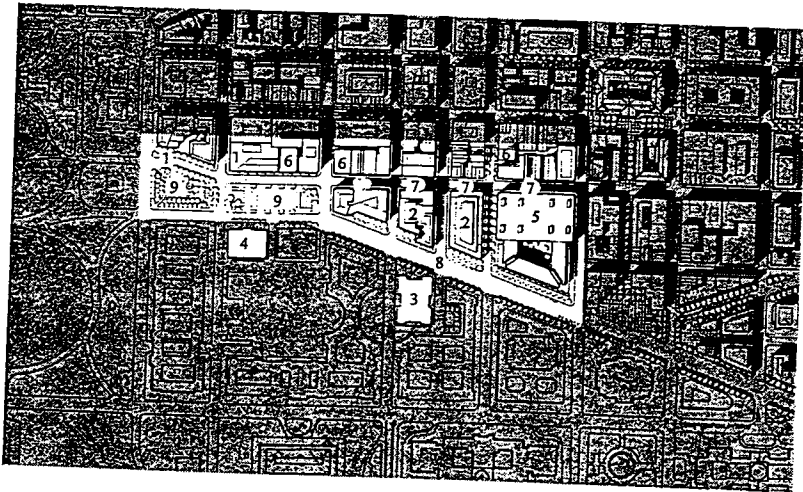
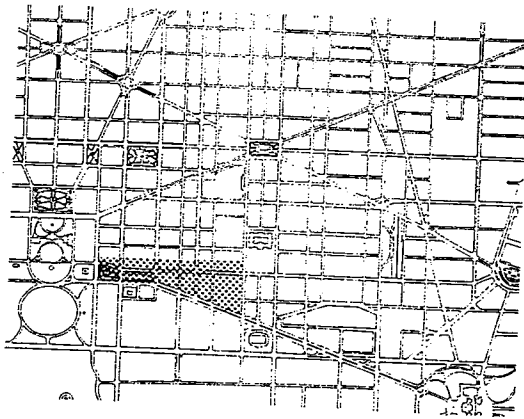
93. Convention Center Activity Patterns

- ★ Convention Center
- ▨ Street as Center of Retail Activity
- ▩ Critical Mixed-Use Development Sites—especially Hotel & Entertainment
- ➔ Important Pedestrian Movement Pattern
- ▬ Opportunity for Public Space Improvement along New York Avenue

## Pennsylvania Avenue West

### 94. Pennsylvania Avenue West

1. New hotel/retail/office
2. Future office/retail
3. Old Post Office
4. District Building
5. FBI Building
6. Theaters
7. Encourage theaters, restaurants and arts
8. Complete streetscape improvements
9. Continue park programming



The section of Pennsylvania Avenue between the Capitol and the White House is the major ceremonial route in the city and the southern boundary of Downtown. Along this avenue the local city and the monumental federal city come together. Sometimes known as "Main Street U.S.A.," Pennsylvania Avenue was for many years the "main street" of Washington, lined with hotels, shops, markets, and offices. However, by the mid 1950's, the grand avenue was becoming shabby as major development and activity began shifting west of the White House.

Planning for revitalization of the avenue began in the Kennedy Administration. In 1972, the Congress passed the Pennsylvania Avenue Development Corporation Act. Much has already been accomplished, and it seems clear that a revitalized Pennsylvania Avenue can be enjoyed by the end of this decade.

This area north of Pennsylvania Avenue from Ninth to 15th Street is mostly within the PADC area. Almost all development here is either completed, under construction, or far enough in the planning phase that the final development pattern can be anticipated. This will be an area of major activity with the Washington, Willard, Marriott and Harrington Hotels; the National, Warner and Ford's Theaters, and the potential for additional restaurant and retail development. The Old Post Office on the south side of Pennsylvania Avenue at 12th Street also will add activity in the area.

In addition to rapid completion of the PADC Plan, design and activity patterns along E Street, especially the north side, need to be addressed.

#### Objective:

- Develop the Pennsylvania Avenue West area with hotels, retail, offices, restaurants, enter-

tainment, and related activities, with emphasis on stimulating pedestrian movement from the Mall and Federal Triangle north across Pennsylvania Avenue into the Retail Core.

#### Policies:

- Implement the PADC Plan as proposed for the area with a variety of uses, including hotels, offices, and retail.
- Develop the E Street corridor with after hours' uses in new development, especially theaters and restaurants, to complement present theater activity.
- Develop arts and entertainment use in the E Street corridor in new and recycled buildings.
- Provide street-level retail frontage which will stimulate movement along the Avenue and north into the Retail Core.
- Complement the special streetscape treatment on Pennsylvania Avenue and north into the Retail Core.
- Provide parking and service access to the Retail Core from E Street, but control access points.
- Prepare and implement a traffic management program for the area.
- Develop continuing special activities and programs for Western Plaza and Pershing Park.

#### THE "BRIDGE" TO THE RETAIL CORE

The land uses proposed for this area seem assured, indicating a major increase of activity in the future. The key need is to design street spaces and spaces on the first floors of buildings, with uses and activities that attract people north from the Mall and the Federal Triangle into the Retail Core. PADC should be encouraged to continue programming of

special events in Western Plaza and Pershing Park.

Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Pa. Ave. West:					
Existing	440	1,750	680	—	—
To Remain	210	1,530	680	—	—
New Space	190	2,050	1,160	—	70
Target	400	3,580	1,840	—	70

Since coordinated development of the PADC portion of the area seems assured, primary emphasis should be focused on the design and use pattern along E Street.

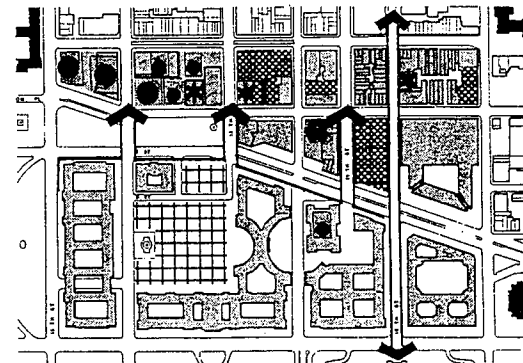
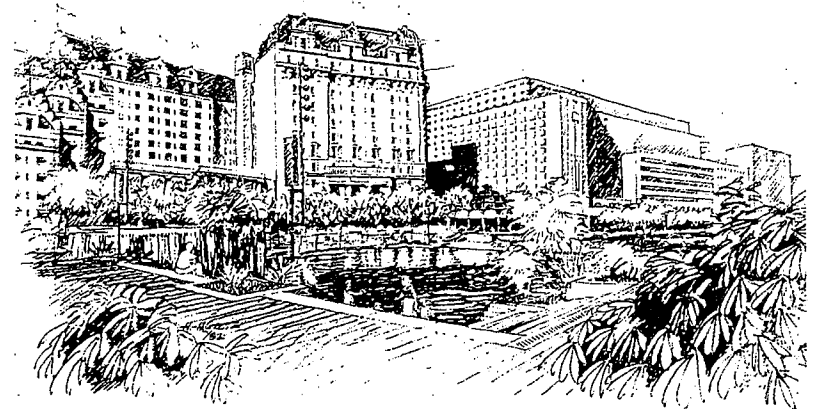
Because of its location, E Street must serve special functions. It must provide parking and service access to adjacent development; but E Street also can have small theaters, art shops and galleries, entertainment and restaurants to relate to and support the National, Warner and Ford's Theaters.

E Street can have a special design quality, especially at night. This quality should be fostered by controlling vehicular access; encouraging additional arts/theater/restaurant use; and developing design criteria.

IMPLEMENTATION

All major redevelopment projects within the PADC portion of this subarea have either been completed, are now under construction, or have received preliminary approval from the Pennsylvania Avenue Development Corporation. PADC should continue with completion of the development program. The District government should:

- Adopt an arts incentive overlay district to encourage arts and cultural facilities along E Street.
- Prepare a parking management program that emphasizes provision of reasonably priced, shopper parking to support stores within the area and in the Retail Core.
- Support continued organization of activities and events in Pershing Park and Western Plaza by PADC.
- PADC and the District government, working with developers, should complete planned streetscape improvements, with special emphasis on coordinating design and use of Tenth Street as a gateway attracting pedestrians from the Mall into Downtown.
- Foster linkages between Downtown and proposed Commerce Building visitor center.



95. The Willard and Marriott Hotels.

96. Pennsylvania Avenue West Activity Patterns

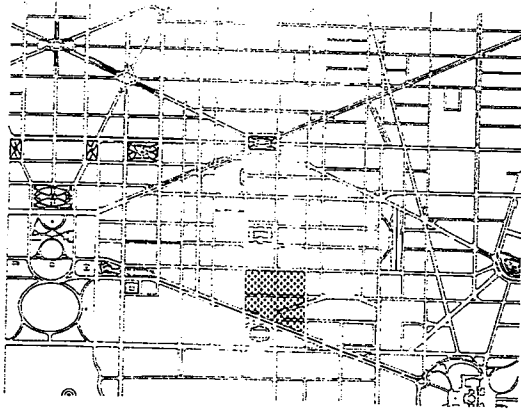
- Existing Hotel
- Retail Concentration
- \* Existing Theatre
- Critical Mixed-Use Development Sites—especially Hotel, Retail, Performing Arts
- ➔ Important Pedestrian Movement Pattern
- Opportunity for Mixed-Use Development in Federal Facility

## Market Square

### 97. Market Square

1. Future mixed-use/housing
2. Arts uses
3. Potential arts uses
4. Create pedestrian orientation
5. Historic cluster

0 500 feet



At the midpoint of Pennsylvania Avenue between the Capitol and the White House is Market Square, the original market place of Washington. Today, Market Square has limited activity, but it has great promise, as it is the forecourt for the National Archives Building and the beginning of the elegant, historic Eighth Street axis north to the National Portrait Gallery. Market Square is the major gateway north to Gallery Place and Chinatown, primarily along Seventh and Eighth Streets.

The Archives Metro Station entrance is in Market Square at Seventh Street, soon to provide excellent access to the area.

The larger Market Square area (bounded by Sixth, Ninth and E Streets, and Pennsylvania Avenue) is entirely within the PADC area.

#### Objective:

- Physically reinforce Market Square as a special place, and develop it as a major mixed-use area with special emphasis on achieving a major residential community and an arts area centered on Seventh Street.

#### Policies:

- Ensure that the Market Square area includes a major residential component at a level consistent with the original PADC Plan (1400-1500 units).
- Provide for a significant amount of local arts activities, especially on Seventh Street.
- Develop a special physical character for the area, creating a major public space at Market Square designed to permit varied activities.
- Retain landmark and other appropriate older buildings and relate new buildings to the old in scale, materials and architectural features.

- Develop Eighth Street as a primarily pedestrian street with a design respecting the axial link between the National Archives and the National Portrait Gallery.
- Prepare plans and criteria for streetscape improvements along Seventh and Eighth Streets that reinforce the character and activities envisioned for this area.
- Develop a pedestrian area in and around Indiana Avenue, but retain the vista to Judiciary Square and maintain some traffic flow on Indiana Avenue.

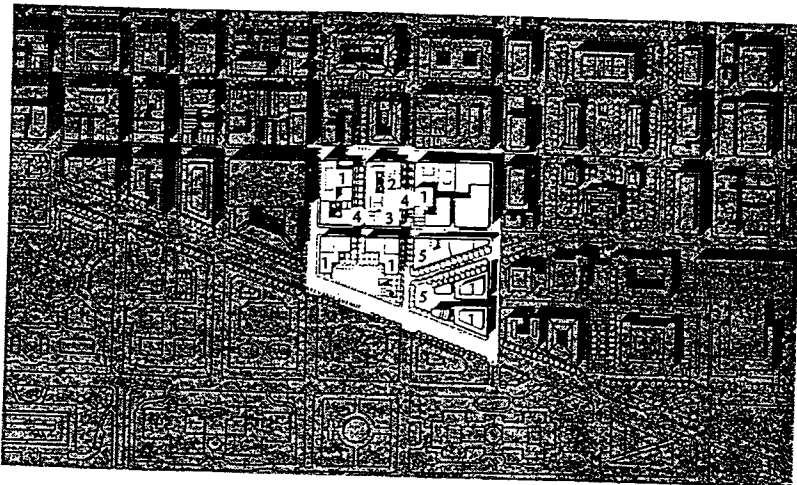
### NEW USES FOR AN OLD MARKETPLACE

The Market Square area has seen many changes. Another, positive change is just beginning. The PADC Board will act in mid-1982 on a mixed-use development plan that emphasizes residential and arts uses, with office space used as a driver to obtain other uses. The Downtown Plan recommendations generally support the PADC land use mix, which includes 1500 housing units, with additional emphasis on arts use.

#### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Market Square:					
Existing	520	1,100	—	—	150
To Remain	80	950	—	—	150
New Space	280	1,600	300	1,450	—
Target	360	2,550	300	1,450	150

When the Market Square neighborhood is complete, it will be the largest downtown residential community outside the Mount Vernon Square area. The 300-room hotel in the mixed-use development, slated



for Pennsylvania Avenue between Sixth and Seventh Streets will add temporary residents who will seek out the small theater productions, art shows and dining and entertainment that will be encouraged on Seventh and E Streets.

An established arts community has begun on Seventh Street with the development of private galleries (the 406 Gallery complex, Raku Gallery, and the Washington Project for the Arts) and the beginning of the Gallery Row project at Seventh and D Streets. The Washington Arts and Humanities Center, a collective of over 30 arts groups, in the Lansburgh's Building has become the city's first publicly-supported arts center. The Downtown Plan recommendations call for more space for the arts than the PADC Plan provides—150,000 square feet versus 50,000 square feet with space in Lansburgh's maintained.

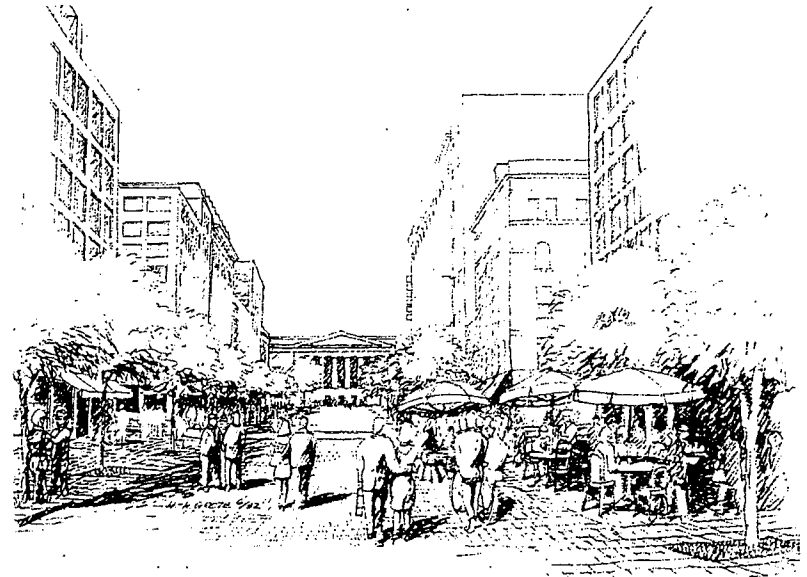
An amenity for Market Square residents and patrons will be two major open spaces on the Avenue—Market Square and Indiana Plaza. The PADC Plan calls for retaining a number of landmark and other old buildings in the area. Finally, the role of the area as the gateway to Gallery Place and Chinatown is important. Seventh Street should also be considered as the eastern route for the Downtown transit shuttle linking Gallery Place to the Mall.

Eighth Street between the Archives and the National Portrait Gallery is one of the finest vistas in the city, and it should continue to be accented. Eighth Street should be appropriately landscaped, essentially pedestrian and lined with small shops and restaurants to maintain a quiet, limited level of activity.

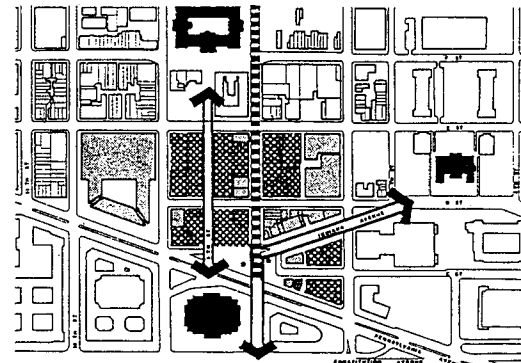
## IMPLEMENTATION

The Plan for Market Square is being revised by the PADC. The District government should continue working closely with PADC to achieve revitalization of the area, including these steps:

- Complete revisions of the PADC Plan for the area.
- Adopt new zoning that provides incentives for housing development along with office and required ground floor retail with special standards for active, street-oriented retail on Seventh Street and Indiana Avenue.
- Prepare design criteria for both new development and historic properties.
- Adopt an Arts Incentive Overlay to encourage retaining and expanding arts and cultural facilities, and provide tax incentives.
- Prepare detailed criteria for special streets and open spaces (Seventh and Eighth Street, Market Square and Indiana Avenue Plaza), and secure improvement and maintenance funding.
- Prohibit curb cuts on Eighth Street and Indiana Avenue, where feasible.
- Initiate study of the Downtown transit shuttle, considering Seventh Street as a major north-south connection.



98



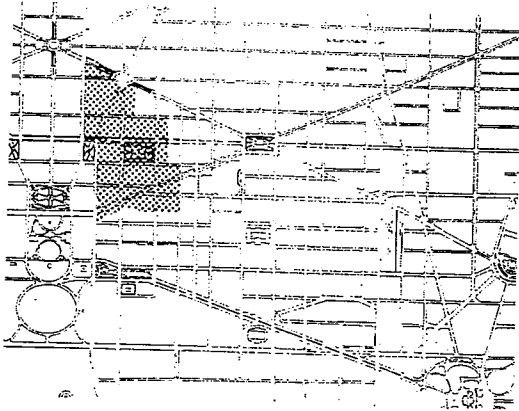
98. Market Square: Streetscape improvements should accent the 8th Street vista.

99. Market Square Activity Patterns

- Critical Mixed-Use Development or Renovation Sites—especially Housing
- ▨ Streets as Center of Retail Activity
- ➔ Important Pedestrian Movement Pattern

79

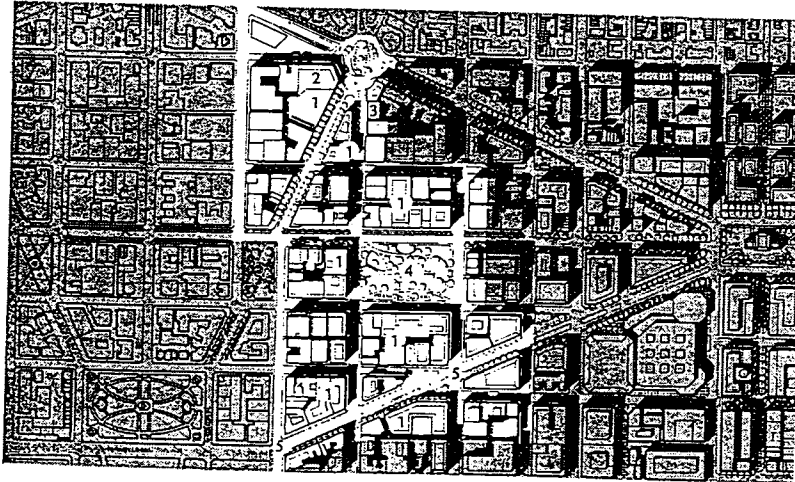
## Franklin Square



### 100. Franklin Square

1. New office development
2. New hotel development
3. Future hotel
4. Improve and program park
5. Improve streetscape

0 500 feet



The Franklin Square area, at the northwest corner of Downtown, is undergoing a most dynamic change. In the past three years several new office buildings have been built with related ground floor retail services, making Franklin Square one of the newest prestige office areas in the city.

Completion of this fast developing trend should be encouraged, and private and public actions, taken to further improve the area, should be given priority attention.

#### Objectives:

- Develop the Franklin Square area as the major center of office development in Downtown.
- Develop focal points and places of special interest, including Franklin Square and New York Avenue.

#### Policies:

- Encourage the continued development of Franklin Square as a prestige office area.
- Encourage additional hotel development in the area with emphasis on increasing the cluster of hotels around Thomas Circle.
- Encourage diminution of the strip of adult entertainment establishments along 14th Street by market forces and law enforcement and discourage their reconcentration in other locations.
- Prepare and implement physical design criteria for all development facing Franklin Square in order to develop a frame for the Square.
- Make open space improvements in Franklin Square and introduce special programs to create a focus of activity.
- Protect landmark buildings and areas.

- Prepare and implement streetscape improvements and guidelines for New York, Massachusetts, and Vermont Avenues, and K and 13th Streets.
- Ensure the efficient movement of vehicles in the area, especially transit vehicles.
- Develop parking guidelines to provide for short-term parking needs.

### DOWNTOWN'S NEWEST OFFICE CENTER

New office buildings under construction, recently completed, or proposed are rapidly making Franklin Square the major office center in Downtown. The target calls for the area to gain over 7.2 million square feet of new office space, for a total of 12.3 million square feet. One million square feet of space has recently been completed and another 3.3 million square feet is under construction.

#### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Franklin Square:					
Existing	730	5,300	760	50	—
To Remain	480	5,030	580	—	—
New Space	610	7,240	500	—	—
Target	1,090	12,270	1,080	—	—

Major retail development is not expected in the area. The present pattern of ground-floor retail and service development should continue, with emphasis on obtaining retail continuity along 14th and K Streets.

The hotel target for Franklin Square is 1080 rooms, including the Vista International (420 rooms) now under construction. More hotel development should be encouraged, especially around Thomas Circle.

Development in the Franklin Square area has been deterred by the concentration of adult entertainment establishments along 14th Street and in adjacent areas. This concentration is being broken up as new development occurs. New concentrations in this area or elsewhere should be prevented by the enforcement of existing zoning requirements.

Franklin Square and New York Avenue are becoming the focal points of the new office development. Both can be enhanced. Franklin Square is the second largest formal space in the central area of the city. (Only Lafayette Square is larger.) As new development surrounds it, the Square can become a major amenity and activity focus in the same way that Lafayette Square and Farragut Square are used today. Buildings around Franklin Square should therefore be designed in accordance with design criteria for building mass and height.

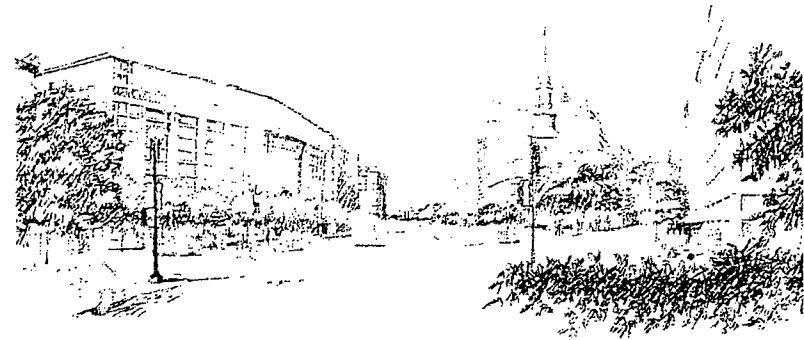
Additional landscape improvements should be made to the Square, and activities should be programmed. Streetscape guidelines need to be outlined for the special streets in the area and improvement programs undertaken.

A number of major streets cross the area. No major lane design changes are proposed, though some redesign of Thomas Circle may be possible. Traffic management programs are needed to provide for more efficient traffic flow, especially for buses. The area has good Metrorail service through the McPherson Square and Metro Center Stations. Parking guidelines and possibly new regulations are needed to ensure short-term parking, especially in areas near the Retail Core.

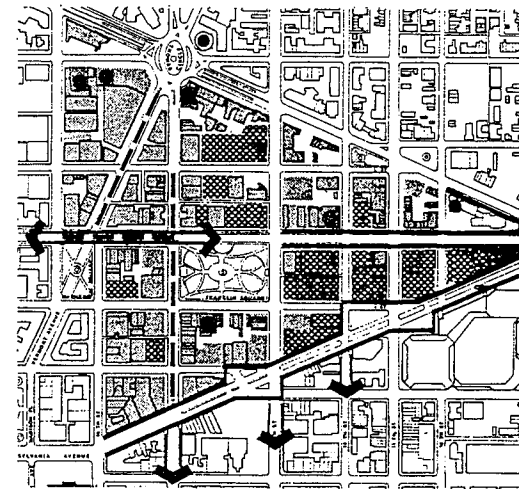
## IMPLEMENTATION

Franklin Square is an area where projects now underway or in the planning stages appear to be substantially meeting the Plan's objectives. Relatively few actions, therefore, need to be initiated. The District government should give priority to these actions:

- Prepare design criteria for new construction with emphasis on maintaining the property line in order to frame Franklin Square and New York Avenue.
- Strictly enforce zoning and code requirements now applied to sexually-oriented businesses to prevent new concentrations.
- Coordinate programming of activities and events in Franklin Square between the District's Department of Recreation and the National Park Service.
- Initiate a detailed design study of New York Avenue between Mount Vernon Square and 15th Street, and schedule resulting streetscape improvements in coordination with the new development taking place along the Avenue.



101



101. New York Avenue: New development should frame the Avenue.

102. Franklin Square Activity Patterns







- Existing Hotel
- ▬ Secondary Retail Street
- ➔ Important Pedestrian Movement Pattern
- ▬ Opportunity for Public Space Improvement
- Critical Site for Development, especially Office and Hotel

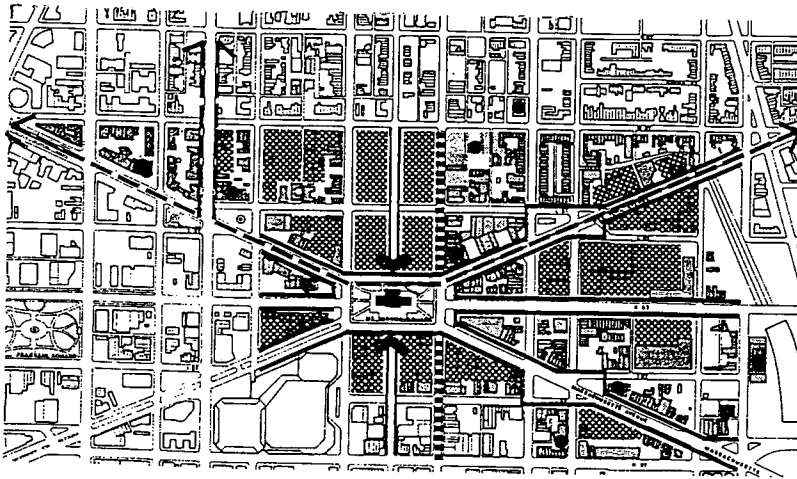
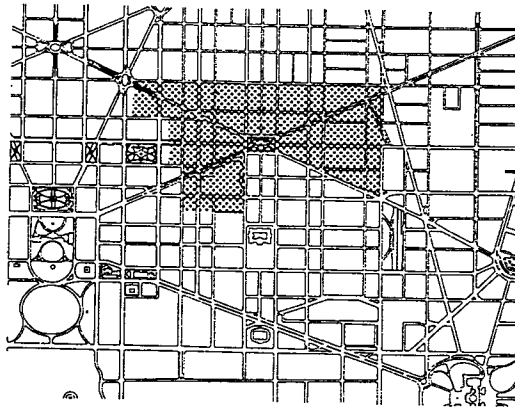
81



## Mount Vernon Square

### 103. Mount Vernon Square Activity Patterns

-  Existing Community Services—Church, Social Service, Local Retail
-  Street as Center of Retail Activity
-  Critical Site for Housing and Mixed-Use Development
-  Important Pedestrian Movement Pattern
-  Opportunity for Public Space Improvement
-  Existing Neighborhood



The Mount Vernon Square area stretches across the north side of Downtown and is the largest of the downtown subareas. Diverse in land use and physical character, it now has the most residential units of all the downtown subareas.

In the future this area will form the major component of the much larger downtown residential community. It should include also a major concentration of hotels related to the Convention Center, considerable new office development, and facilities of the University of the District of Columbia, if feasible.

Mount Vernon Square, occupied by the old Carnegie Library Building, is in the center of the area.

Radiating from the Square are major avenues and streets derived from the L'Enfant Plan. New York and Massachusetts Avenues, K Street, and Eighth Street create a physical pattern of diagonal and grid streets unique to Washington. Although now greatly underutilized and generally nondescript in appearance, the Mount Vernon Square area has great promise.

### Objective:

- Develop the Mount Vernon Square area as the primary residential neighborhood of Downtown, with a mix of uses including offices, hotels, and neighborhood retail and public facilities, with a design character related to residential use.
- Obtain an optimum mix of uses on the UDC site which supports increased housing Downtown. Include office, hotel, and the University of the District of Columbia as supportive uses to achieve downtown residential development objectives.

### Policies:

- Encourage new residential development north of Massachusetts Avenue, designed to complement the existing housing and relate to the scale of the residential community north of M Street.
- Retain and improve the row house neighborhood north of New York Avenue and west of Seventh Street.
- Facilitate a mix of uses, including residential, hotel, office and related retail in the center and southern portions of the area, using office development in order to gain residential development.
- Resolve the location of the University of the District of Columbia at the UDC site as soon as possible.
- Achieve a mixed-use development on the UDC site with a priority focus on housing including other uses such as:
  - UDC facilities if feasible
  - Office
  - Hotel
  - Community-serving retail facilities.
- Design entire UDC site so that design objectives are achieved, including:
  - Retaining Eighth Street vista
  - Relating buildings at south end of site to Mount Vernon Square
  - Relating buildings at north end of site to scale of adjacent development in the Shaw area north of M Street.
- Encourage community-serving retail uses along the west side of Ninth Street, the east side of Seventh Street north of Mount Vernon Square, and along K Street to the east.
- Prepare and implement special streetscape plans for Eighth Street, K Street, Massachusetts and New York Avenues.

- Help industrial and wholesale establishments dislocated by new development to relocate in the District of Columbia.
- Mount Vernon Square should receive landscape improvements to make it a focal point for the area, and the major route into Washington along New York Avenue.
- Prepare and implement design criteria for massing and building lines around Mount Vernon Square.
- Encourage pedestrian movement along Seventh and Eighth Streets, reinforced by landscaping.
- Develop a parking management program to protect the residential area from parking spillover from the south and through traffic flows.

#### DOWNTOWN'S RESIDENTIAL COMMUNITY

Mount Vernon Square forms the base of Downtown's residential community. Over two-thirds of the target for new residential units are indicated for the Mount Vernon Square area, some 6,200 units: Some of these will be in primarily residential developments, but many will be developed with offices or hotels.

#### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Mt. Vernon Sq.					
Existing	460	1,400	340	2,980	—
To Remain	40	1,190	220	2,380	—
New Space	270	3,740	2,750	6,200	—
Target	310	4,930	2,970	8,580	—

Several key sites for residential development will affect the overall pattern of residential development.

The ten-acre, publicly-owned UDC site is critical because of its central location. The suggested policy is to develop the site with a variety of uses, with special emphasis on housing. Well-designed housing here can tie together the areas east and west of the site. An early decision on university development is important for the entire area.

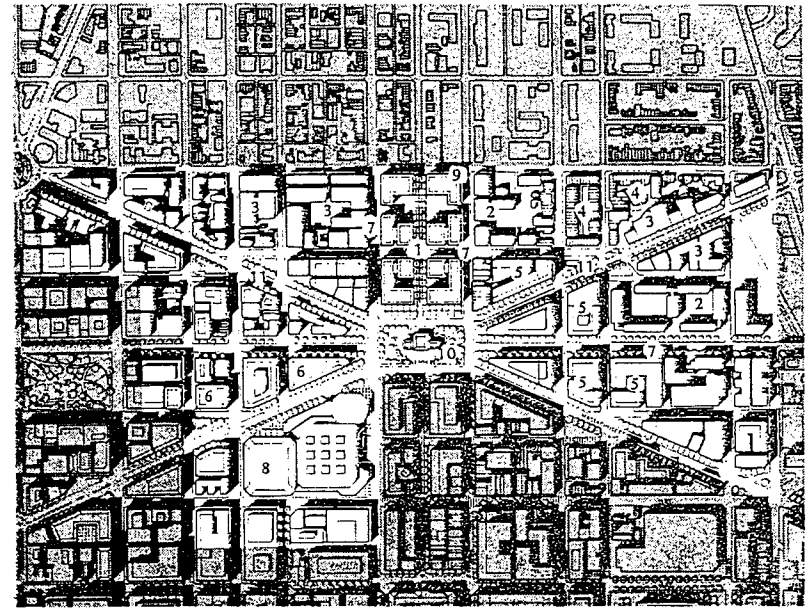
Three squares west of Ninth Street are important for future residential development. Squares 369 and 370 offer the opportunity for mixed-use development, including a major amount of housing and the relationship to the UDC site.

The triangular area east of Mount Vernon Square, generally bounded by New York and Massachusetts Avenues, is a potential area of major housing development. While many actions are important in this area, a key step is to push completion of the remaining 700 housing units on the Wax Museum Urban Renewal site. That should encourage other residential development in the area.

The existing row house area north of New York Avenue is recommended for rehabilitation. This will save existing housing stock and the residential ambience of an area that extends north into the Shaw community.

Except for this row house area, and some infill low-rise development, most of the new housing in the Mount Vernon Square area will be in high-rise apartment buildings and mixed-use buildings.

Planning for a residential community in the Mount Vernon Square area must consider the relationships with adjacent Dupont Circle, Logan Circle, Shaw and Sursum Corda residential areas.



104. Mount Vernon Square

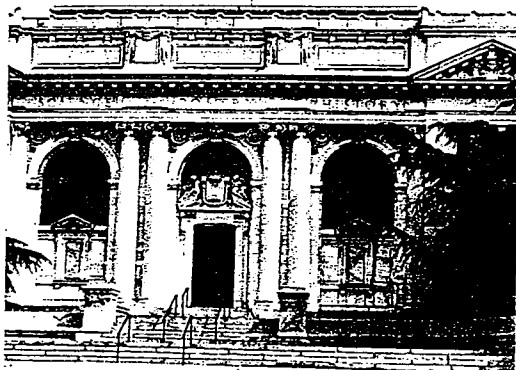
1. Future mixed use/university
2. New residential
3. Encourage residential
4. Protect existing row houses
5. Potential mixed use/housing
6. Potential mixed use/hotel
7. Develop community-serving retail
8. Convention Center
9. Future Metro station
10. Improve and program park
11. Improve streetscape



105

105. Mount Vernon Square: Enhancement of the design opportunities around the Square should be pursued to create a distinctive urban neighborhood.

106. Old Carnegie Library Building in Mount Vernon Square.



106

The land use targets call for significant increases in office and hotel development. Hotels should be located along Massachusetts Avenue and around the Convention Center. Office development will likely occur along Massachusetts Avenue and further north as part of mixed-use developments.

Major retail development is not expected in the area, in fact, some decrease is indicated. New space will be more modern and efficient. The new retail space should be oriented to serving the new residential community and the new office space.

Many of downtown's wholesale and industrial establishments are in the Mount Vernon Square area, generally north of Massachusetts Avenue. These establishments will gradually be dislocated by new development. The District government should give high priority to keeping these firms in the city.

The rebuilding of Mount Vernon Square over the next two decades will result in a new urban neighborhood with a physical character that is distinctive as are Dupont Circle, Adams Morgan, Foggy Bottom and the West End. Its new environment will result from new buildings and from the enhancement of the public rights-of-way and open spaces.

The unique pattern of major streets and avenues radiating from Mount Vernon Square provides special design opportunities. Enhancement of these streets and avenues, the small public reservations along them, and Mount Vernon Square itself, call for a strong public initiative in establishing the new physical environment.

Massachusetts Avenue has a special physical character west of Scott Circle at 16th Street. Such a character should be achieved for the section of

Massachusetts Avenue passing through the Mount Vernon Square area.

Similarly, New York Avenue can be upgraded in appearance east and west of Mount Vernon Square. New York Avenue west of the Square to the White House can become one of the great avenues of the city.

The major transportation changes in the area will relate to increasing traffic volumes as development takes place, and the need for various traffic and parking management programs. Since many residents of the area will be within walking distance of shopping and employment, and will have excellent public transportation, auto ownership and use in the area should be discouraged.

Eighth Street is to be converted to a pedestrian-oriented street both north and south of Mount Vernon Square. Presently, Eighth Street traffic volumes are light.

The Center Leg Freeway on the east side of the area will be completed and open to traffic in 1984. The Yellow/Green Metro line under Seventh Street will have a station at Seventh and M Streets with the entrance on the northwest corner of the UDC site. This line is not expected to be open until 1990 or later.

## IMPLEMENTATION

Of all the objectives of the Downtown Plan, achieving a major increase in residential units will probably require the greatest effort. The District government should:

- Consider selective rezoning of the area of existing rowhouses north of New York Avenue and East of Seventh Street from high-density housing to a lower density to conserve the area's existing housing. Determine whether this area warrants historic district designation.
- Consider selective rezoning of the area north of Massachusetts Avenue and below New York Avenue east of Mount Vernon Square for high-density mixed uses to encourage redevelopment and housing.
- Consider selective rezoning of the area north of Massachusetts Avenue and west of Mount Vernon Square for high-density housing, with appropriate locations for mixed uses.
- Encourage the development of a mixed-use complex on the UDC site, incorporating facilities for the University of the District of Columbia, if feasible. Provide appropriate incentives for mixed-use development: housing, hotels and local serving retail.
- Prepare design criteria for new construction and restoration of historic buildings with special consideration given to reinforcing the special character of Mount Vernon Square and Eighth Street north of the Square.
- Adopt taxation and financing programs to encourage residential development, with particular emphasis given to using the powers of the Housing Finance Agency to facilitate housing construction.
- Prepare and implement a traffic and parking management plan to restrict through traffic and commuter parking on residential streets.



107



108



109

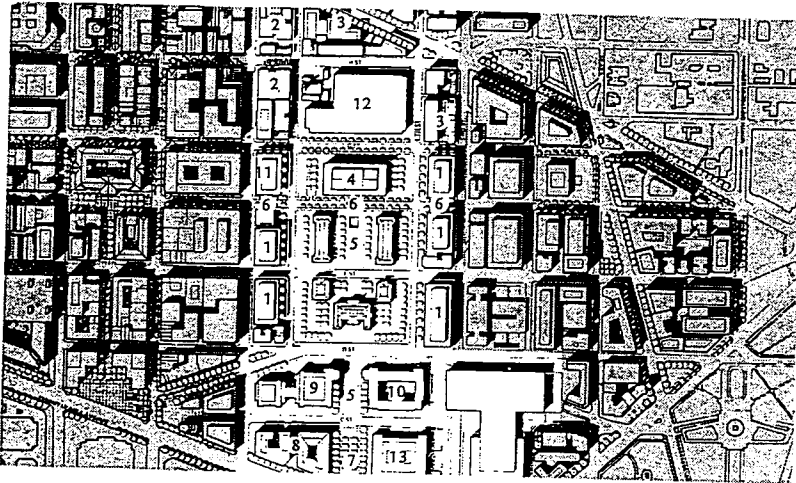
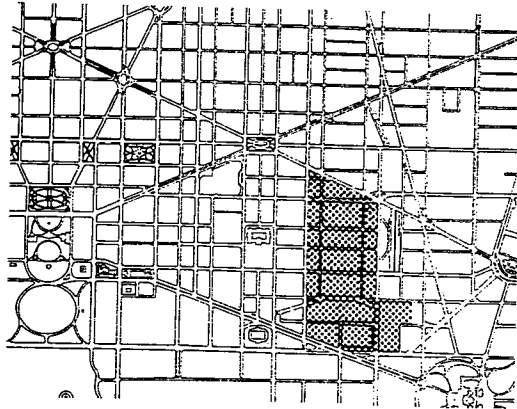
107. Row house area—L and 5th Streets.

108. Cambridge House on Massachusetts Avenue at 13th Street.

109. Belvedere Apartments—13th Street and Massachusetts Avenue.

# Judiciary Square

110. Judiciary Square
1. Office use to frame Square
  2. Potential mixed use/residential
  3. Potential mixed use/hotel
  4. Recycle for National Building Museum
  5. Improve open space design and use
  6. Reinforce pedestrian emphasis
  7. New park
  8. Canadian Chancery
  9. D.C. Court Building
  10. Municipal Center
  11. WMATA Operations Center
  12. GAO Building
  13. U.S. Courthouse



Judiciary Square is a major center of District and Federal buildings and the setting for the city's judicial system. New, private office buildings are being built on each side of the Square. The southern gateway to the area along Fourth Street, a secondary cross-axis in the original city plan, is being enhanced by the development of John Marshall Park and the future construction of the new Canadian Chancery. The open space of Judiciary Square forms a kind of oasis in Downtown, a valuable counterpoint to the more intense development surrounding it. North of G Street the area is related to Chinatown. Mixed use, including residential, is appropriate for the areas north of G Street.

### Objective:

- Complete development of the Judiciary Square area with office development south of G Street, and a mix of office, residential and hotel to the north, and develop the Square and older buildings in it as a special place.

### Policies:

- Complete office development on both sides of the Square from D to G Streets, with uniform massing and setback requirements along Fourth and Fifth Streets.
- Encourage residential and hotel development north of G Street.
- Encourage renovation of the Pension Building for the National Building Museum.
- Develop design guidelines for development surrounding the Square.
- Improve the design and use of the open space in the Square, eliminate surface parking, and upgrade landscaping.
- Retain landmark buildings.
- Emphasize the pedestrian orientation of the

area, including restricting traffic on F Street between Fourth and Fifth Streets.

- Restrict access to buildings from streets fronting the Square.
- Link Judiciary Square to adjacent areas of Downtown by surface transit.

### AN OASIS IN DOWNTOWN

Judiciary Square is one of the original public reservations in the city and has become the site of a variety of District and Federal public buildings. Previous plans had called for the Square to be ringed with public buildings. The current concept is that private office buildings as well as public buildings can be located around the Square. Three private office buildings are now under construction in the area, two of them bordering the Square. Office buildings should be built on the remaining spaces south of G Street, following the design guidelines for setbacks and massing. This will result in a major increase in private office space in the area, as indicated in the land use targets.

#### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Judiciary Square:					
Existing	70	290	—	630	—
To Remain	30	260	—	420	—
New Space	100	2,240	320	640	180
Target	130	2,500	320	1,060	180

North of G Street the four squares available for development relate more to Chinatown and Massachusetts Avenue. Those squares now zoned SP-2 and covered by the hotel/residential incentive district, should be rezoned to encourage mixed-use develop-

ment. This development should include housing and hotel use.

The landmark Pension Building is proposed to be recycled to house the National Building Museum. This will provide a new visitor attraction for Downtown and an important national center for the study of the built environment.

The main feature of Judiciary Square is the open space quality of "buildings in a park," a quality now marred by inadequate landscape maintenance and surface parking lots. Landscaping should be upgraded and surface parking removed. The open space quality of the Square will become more important as new development is completed adjacent to it.

In addition to the Pension Building and the Old City Hall, both in the Square, a number of other landmark buildings are located in the area and should be retained.

Judiciary Square has good Metro access by the Judiciary Square Station. The center of the area should have a pedestrian orientation, achieved by restricting parking and loading entrances on streets facing the Square, removing surface parking, and redesigning the section of F Street in front of the Pension Building to restrict traffic.

Pedestrian and transit linkages to surrounding areas, especially east to Downtown East and west to Gallery Place, should be improved. F Street is an important link in both directions. Streetscape improvements are needed to the west to Gallery Square. To the east, a pedestrian connection across the Center Leg Freeway should be incorporated in any future air-rights development. Transit connections, incorporating an extension of the proposed Downtown shuttle

system, should be considered to link Judiciary Square with Downtown East and Union Station to the east, and Gallery Place and the Retail Core to the west.

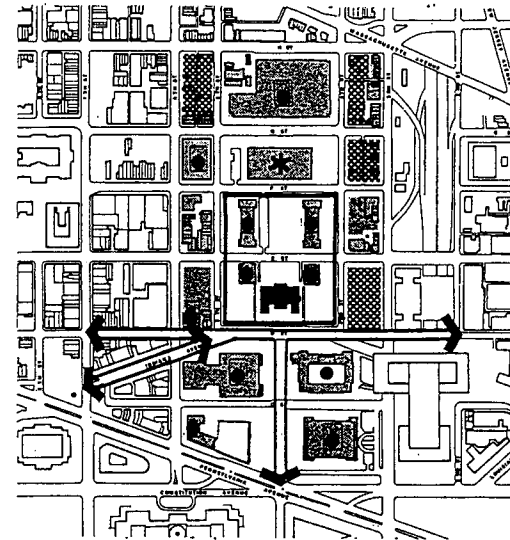
## IMPLEMENTATION

The District government should:

- Support the current zoning policy which encourages setbacks from the property line facing Judiciary Square.
- Initiate a comprehensive study to determine future District office requirements at Judiciary Square.
- Support the proposal for reuse of the Pension Building as the National Building Museum.
- Initiate and implement a relandscaping and improved maintenance program for the Square.
- The PADC should complete John Marshall Park and the Canadian Chancery on Pennsylvania Avenue.



111



111. The Pension Building

112. Judiciary Square Activity Patterns

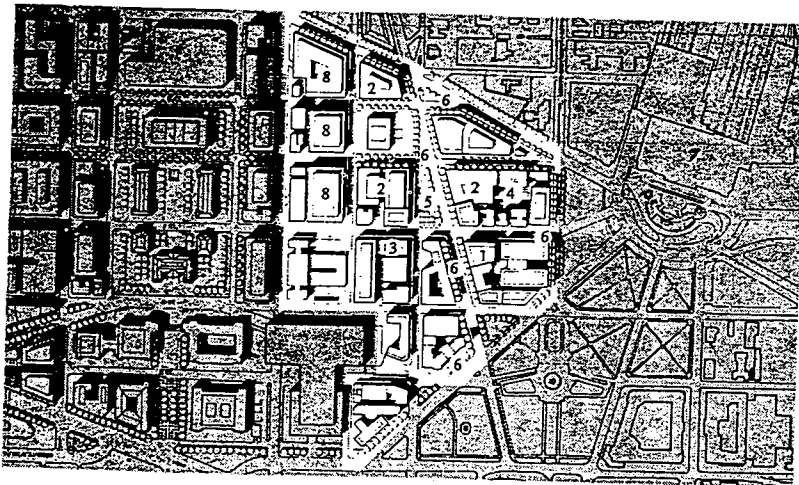
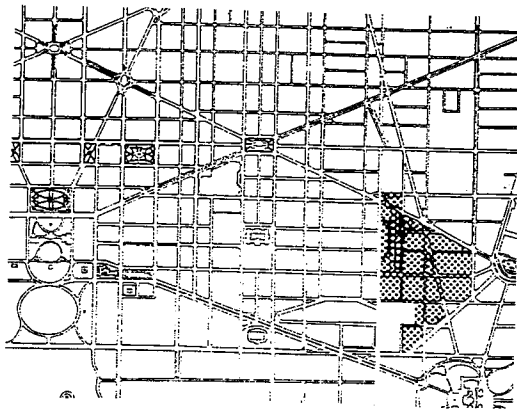
- Existing Government Facility
- \* National Building Museum
- Opportunity for Public Space Improvement
- ⇄ Important Pedestrian Movement Pattern
- Critical Mixed-Use Development Site

## Downtown East

113. Downtown East

1. Potential hotel development
2. Future mixed use
3. Potential office
4. Encourage entertainment and retail
5. Potential park
6. Improve streetscapes
7. Union Station
8. Potential air-rights development

0 500 feet



Downtown East is somewhat self contained, separated from the rest of Downtown by the Center Leg Freeway. Relationships to Union Station and the Capitol Complex may be as important to this area as linkages with the rest of Downtown. New Jersey Avenue, a L'Enfant Plan street, is the main street and activity spine for the area. Land use and design initiatives can make a substantial difference in activity patterns and design quality.

### Objectives:

- Develop Downtown East primarily as an office and hotel area with a special physical character related to New Jersey Avenue and the adjacent Capitol grounds.
- Realize the opportunity for development over the Center Leg Freeway at such time as it is feasible.

### Policies:

- Encourage additional office development, hotels, and retail uses, especially restaurants and entertainment.
- Develop a new park on Square 627 at New Jersey Avenue and E Street to improve this focal point for the area.
- Orient future development to New Jersey, Massachusetts and Louisiana Avenues and North Capitol Street to frame these important streets.
- Upgrade the edges of the area along North Capitol Street and Massachusetts Avenue.
- Improve pedestrian and transit links with the rest of Downtown to the west.
- Air-rights development over the Center Leg Freeway has several economic and technical uncertainties, so flexibility in outlining uses over the freeway should be maintained. The possibility of air-rights development over the

freeway is more probable for office and institutional uses, but hotels and housing should be allowed as optional uses.

- Design of development should be sensitive to impacts on adjacent areas and the preservation of the views along F and G Streets.

### THE LINK TO THE CAPITOL

Downtown East is the closest part of Downtown to the Capitol, and it is important to build on that strength in planning its future. The area is about half developed but lacks a cohesive focus and identity. Downtown East is now primarily an office area with a significant hotel concentration. The major land use objective is to achieve a critical mass of hotel development so the area will have evening and weekend activity as well as during the work day. Retail development needed to serve the area should be encouraged. Restaurants and entertainment uses, building on a base of existing restaurants, should be encouraged.

#### Land Use Targets

	Retail (000 sf)	Office (000 sf)	Hotel (rooms)	Residential (units)	Arts (000 sf)
Downtown East:					
Existing	40	1,750	1,470	300	—
To Remain	10	1,500	1,190	220	—
New Space	80	1,470	670	—	—
Target	90	2,970	1,860	220	—

At least 700 additional hotel rooms should be built in the area. The proposed Capitol Place development will have a 265-room hotel.

Georgetown Law School is located in the area and plans future expansion as part of an office complex

on Massachusetts Avenue.

Four key sites are focused around New Jersey Avenue and E Streets.

1. The fire station on Square 630 should be phased out or relocated, making the larger corner site available for hotel use.
2. Relocation of the Pepco substation from New Jersey and E Streets would make a site available for new hotel or office development with active ground-floor use.
3. Square 627, a small triangular site, should be converted to a public open space, to be created by transfer of all development rights, desirably on a uniform basis to surrounding sites.
5. Square 569 is a major opportunity for a major mixed-use development.

Special emphasis should be placed on coordinated streetscape treatment for New Jersey Avenue. Landscaping and building forms can be used to create a gateway to the area at Massachusetts Avenue and New Jersey. Special attention is also needed to better define and enhance the edges of the area in relation to the Capitol grounds.

Pedestrian and transit linkages west to Downtown need to be improved, since Metro stations (Judiciary Square and Union Station) are located in adjacent areas. Transit shuttle service should be considered.

Air-rights development over the Center Leg Freeway would provide new development sites, mask the freeway, and improve east-west connections. There are economic and technical design problems, but these are capable of being solved. The recommended policy leaves the land use mix for air-rights development flexible. Design of future development over

the freeway should relate to adjacent development and respect views along F and G Streets.

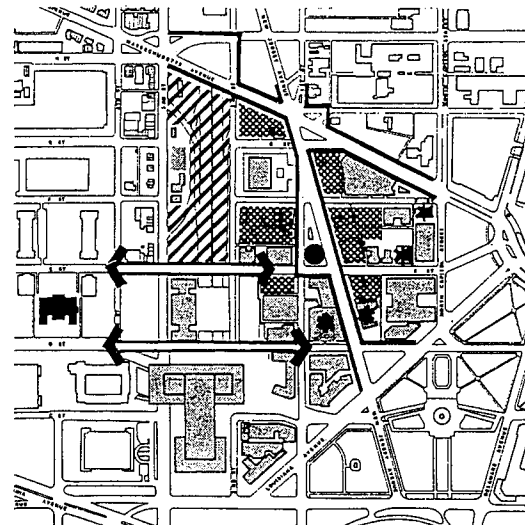
## IMPLEMENTATION

The District government should:

- Prepare a proposal for open space on Square 627.
- Resolve plans for the relocation and more intensive use of the existing fire station and Pepco substation sites.
- Consider mapping Downtown East as a receiving zone for additional density transferred from historic properties elsewhere in Downtown.
- Consider providing additional incentives for hotel development.
- Encourage development of the air rights over the Center Leg Freeway.
- Study the feasibility of transit shuttle service to Union Station and to adjacent areas of Downtown.



114



114. New Jersey Avenue, N.W.: The proposed park at this intersection will provide a focal point for this subarea.

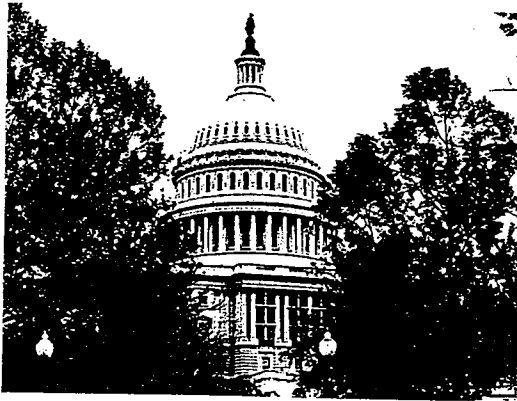
### 115. Downtown East Activity Patterns

-  Critical Mixed-Use Development Sites—especially Hotel
-  Potential Air-Rights Development
-  Important Pedestrian Movement Pattern
-  Opportunity for Public Space Improvements
-  Existing Hotel
-  Proposed Park as Focal Point for Subarea

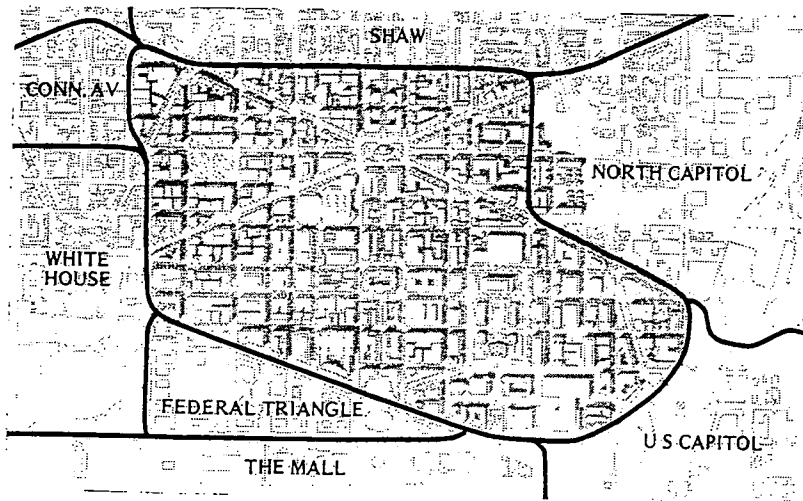
89



## Surrounding Areas



116. Surrounding Areas



Downtown is not an island unto itself; it is impacted and impacts developments in other parts of the city and region, especially development in Central Washington. Developments in adjacent areas around the edge of Downtown are especially important, requiring coordinated planning and development. The adjacent areas, beginning on the west side of Downtown, are reviewed below.

### CONNECTICUT AVENUE AREA

The Connecticut Avenue area northwest of the White House, centered on Connecticut Avenue and K Street, has been the area of major office development over the past 25 years. The area is largely built up, and development of remaining sites will essentially be completed in the next several years. Thereafter, new development will require removal of major buildings and change will be more gradual.

The Connecticut Avenue area adds strength, in terms of prestige and a strong edge, as development moves back into Downtown.

This factor has already been important in the first wave of office development along Vermont Avenue, and will continue to be important as development moves west along K Street and into the Franklin Square area. In addition, the large employment base and number of hotel rooms in the Connecticut Avenue area are a major potential for Downtown in terms of retail sales and restaurant and entertainment expenditures. The Connecticut Avenue area will obtain some additional retail development, but will not compete directly with Downtown if the Retail Core is properly developed. The revitalized Retail Core around Metro Center is only a minute away by subway from the Farragut Square employment con-

centration. Linkages between the Connecticut Avenue area and Downtown should be strengthened.

### WHITE HOUSE PRECINCT

The White House Precinct is the area around the White House and related Executive Buildings, and overlaps into the west side of the downtown area. Improvement of the White House Precinct area is important in giving a special character to different parts of Central Washington and attracting White House visitors into Downtown. The White House area has suffered from being bounded on the east by a generally declining area of Downtown for the last 25 years. The location of the "World's Largest Adult Book Store" two blocks from the White House has been an embarrassment. Now there will be new offices, hotels, restaurants and stores, and increased activity, east of the White House. Improvement of New York Avenue between the White House and Mount Vernon Square is a special opportunity. Improvement of 15th Street on the west edge of Downtown to its former prestige and attractiveness is another opportunity.

### FEDERAL TRIANGLE

The Federal Triangle, the monumental complex of Federal buildings and the District Building, stretches along the south edge of Pennsylvania Avenue from 15th to Sixth Streets. The over 18,000 employees in the Triangle are customers for downtown goods and services. The Triangle is important because of its "bridge" position between the Mall and Downtown, and its potential for increased public activity through use of some spaces for more public use. Renovation of the Old Post Office at 12th Street and Pennsylvania for government offices—the National Endow-

ments for the Arts and the Humanities and other agencies—and for a complex of shops and restaurants, is underway. Agencies will begin moving into the Post Office in late 1982, and the retail complex will open in mid-1983, bringing new activity and interest to Pennsylvania Avenue.

The General Services Administration has outlined a Master Plan for the Federal Triangle, which calls for infill of new office and exhibit space, improvement of existing open spaces, and opening up areas of the complex to visitors. Full implementation of whatever final plan is selected will take many years, but relatively short-range steps are possible to encourage visitors in the Mall area to pass through the Triangle complex to Downtown.

#### THE MALL

The Mall area stretching from the Capitol west to the Washington Monument is a beautiful physical environment, and the main concentration of cultural and museum attractions for out-of-town visitors and for city and area residents. Millions of visitors come to the Mall each year. The challenge is to attract more of them north into Downtown.

The Mall is essentially developed, though several small museums will be added and additional parking is being considered. New museum space in a largely underground complex is to be added south of the Smithsonian Castle to house the Museum of African Art and an expansion of the Freer Gallery.

It is important to develop the connections between the Mall and Downtown with information, physical connections through the Federal Triangle, and transportation connections. The signage and information

kiosk system now in place on the Mall should be extended in some form north into Downtown. The Downtown Plan proposes shuttle connections between the Mall and the Retail Core using a Downtown transit shuttle system.

#### CAPITOL COMPLEX

The growing role of Congress helps make Downtown more attractive for office space, considering Downtown's position between the Executive Department offices and Capitol Hill. Congressional employees are potential customers for downtown stores and restaurants, as are tourists visiting the Capitol.

The Architect of the Capitol has completed work on a Master Plan for the United States Capitol. It outlines the location for future buildings that may be needed by the Congress and proposals for transportation and landscape improvements. Links between the Capitol Complex and Downtown should be improved.

#### NORTH CAPITOL STREET AREA

The areas both east and west of North Capitol Street, north of Massachusetts Avenue (Northeast No. 1 Renewal Area), are especially important for Downtown, both in the next several years and in the longer term. Plans are now underway for improvement of Union Station into a modern transportation center, including the addition of more visitor parking. The area to the north is likely to be an important area of future development. The Greyhound and Trailways bus terminals are to be moved to this area near Union Station, thereby freeing two important Downtown sites for development. West of North Capitol Street there are several sites for development around the Govern-

ment Printing Office. The Union Labor Life Insurance Building is already under construction at New Jersey and Massachusetts Avenues. To the north the Sursum Corda and related developments form a residential neighborhood on the edge of Downtown. Some 303 new housing units are scheduled for construction on the air-rights over the Center Leg Freeway just east of Downtown. The new Bible Way Church at New Jersey and New York Avenues is a dramatic gateway to Downtown from the east on New York Avenue.

#### SHAW

Since the 1968 disturbances, the District government has used the urban renewal program to obtain a major amount of new and renovated housing and commercial in the Shaw area. The new Giant and the renovated O Street Market two blocks north of Downtown are an important recent commercial development that can provide retail services for the Downtown residential community. Private housing renovation and the construction of some new townhouses and apartment buildings have been moving east from the Logan Circle area over the past five years or so. The Downtown housing north of Massachusetts Avenue will relate to the southern part of Shaw. Logan Circle and Shaw are part of the ring of residential neighborhoods that border the northern portion of Downtown. Improvements in housing in the southern part of Shaw make it easier to develop downtown housing. Special attention should be directed to housing and public improvements on both sides of M Street on the northern boundary of Downtown.

# V Implementation

## Overall Objective:

- Create an effective and realistic implementation program to bring about practical results, emphasizing coordination and cooperation.

## Overall Policies:

- Set up an administrative process with the resources and tools necessary to achieve the Plan's objectives, and with the flexibility to change as needs arise.
- Form a public/private partnership that recognizes past investments and works to share the benefits and risks of future key investments.
- Create a revitalized Downtown with a mixture of activities and buildings in which the various users recognize the benefit of the mixture and support it.
- Streamline government procedures by eliminating unnecessary steps and agency reviews and by providing clear guidance for private investors and responsible review agencies.

Formal adoption of the Plan will not ensure achievement of the objectives for Downtown. An aggressive implementation program will be required to transform the ideas into reality.

This chapter of the Plan recommends new organizational structures and tools necessary for achieving a Living Downtown. Some of the proposals should be considered immediately because imminent new development activity requires expedited action. Other proposals may be adopted subsequently.

The key implementation recommendation is to establish a single public-private management organization to coordinate Downtown activities and to act as its advocate. This entity would help to overcome the

fragmentation of government agencies and the multitude of review processes now involved in Downtown. Other important recommendations include incentive zoning and incentive tax policy, streamlined design and development review procedures, new tools to encourage historic preservation, public streetscape standards, business development ideas, and new ways to coordinate needed social services.

Implementation of a Living Downtown has already begun. Rezoning actions taken elsewhere in the city have guided office and hotel development into Downtown. Zoning incentives are now available for hotels and apartments on Downtown's north side. Massive public investments were made in the Metro-rail System; Downtown is its primary focus. The new Convention Center will soon open attracting thousands of conventioners to Downtown's hotels, stores and restaurants during the day and in the evenings. New sidewalks, trees and parks are in place along Pennsylvania Avenue. The Martin Luther King, Jr. Memorial Library is a great resource.

Today, the public sector's investments are beginning to realize a return. Private developers are actively building a new Downtown. The studies conducted during the preparation of the Plan, however, show that without additional guidance and incentives, the objectives for a lively mixture of land uses will not be fully achieved. Arts facilities, housing and new theatres, for instance, may not be able to compete with offices for Downtown land. Also, new public improvements, such as revisions to F and G Streets to serve their retail and pedestrian orientation will not occur without commitment of substantial new public funds. While all of Downtown will benefit from a good mixture of uses and public improvements, the economic responsibility for providing them will be too great for any one developer, or any

single group of investors, or for the District government alone.

Achieving the benefits of a revitalized Downtown will, therefore, require a strong partnership between the government and private sector. New incentives and new investments will be necessary to ensure that less economically competitive uses are included. This public/private partnership must create new organizational relationships and implementing tools.

These tools include a modification of organizational arrangements between public and private sectors and the necessary incentives to achieve the objectives stated in the Plan. In addition, changes to existing zoning and other regulations will be needed as well as capital improvements to support an increased Downtown population.

The following areas of implementation are covered in this chapter: Downtown Management, Design Review, Streetscape, Historic Preservation, Zoning, Taxation and Financing, Transportation, Economic and Employment Development, and Public Improvements. The chapter concludes with a discussion of Priority Areas and Projects and an Action Agenda.

## Downtown Management

### Objective:

- Provide continuing leadership and management to ensure that the objectives of the Downtown Plan are achieved.

### Policies:

- A public/private organization (entity) should be created to manage and coordinate implementation of the Downtown Plan, including:
  - promotional activities
  - planning and design programs
  - project review and coordination
  - business development and employment incentive programs
  - special maintenance and security programs for public spaces
  - selected public improvements
  - special transportation services
  - joint development enterprises.
- Initially, the management entity should assume limited functions (coordination, promotion and ongoing planning and design initiatives). As the entity proves itself, additional functions could be assigned as required.
- A professional staff, associated with Executive Office of the Mayor, should be established to support the management entity. Staff functions should not duplicate services provided through existing public or private organizations.
- A small informal working group, anchored by the Office of Planning and Development and with private sector participation, should be convened to advise the Mayor on the structure of the management entity and to provide continuity of oversight during the

period of adoption of the Plan and creation of the management entity.

The development process in the District of Columbia is complicated by a large number of review and approval agencies. This is particularly true in Downtown. The United States Commission of Fine Arts reviews public building plans, and in some areas of Downtown, private building plans. The Pennsylvania Avenue Development Corporation was formed to carry out an approved plan for the Avenue. The D.C. Redevelopment Land Agency (RLA), and the Washington Metropolitan Area Transit Authority (WMATA) are responsible for review of Downtown projects on sites planned for disposal for private development. The landmarks review process involves design review by a number of other agencies. Zoning authority is placed in the independent Zoning Commission and Board of Zoning Adjustment.

Unfortunately, the large number of independent reviews too often results in confusion and delay of development. In addition, promotion of business and coordination of social services, as well as employment, recreation, and cultural opportunities, are fragmented and need a central focus.

Accordingly, there is a definite need to focus leadership and administrative attention on Downtown to ensure that the Plan is carried out. The scope of activities recommended by the Plan is broad and will require concerted action and new financial resources. The ability to carry out these activities is generally present within the local and federal governmental structures and in the private sector. Coordination, however, will be required to direct these activities.

The management entity envisioned in this Plan will basically serve the needed coordination role. It will

however, be capable of stepping in as a provider of services where there are gaps in the existing structure. For example, to advertise Downtown the management entity should work with the Mayor's Committee to Promote Washington. In the case of housing development, the entity should work with the District of Columbia Housing Finance Agency. RLA's important resources in land transactions, business development and housing should be fully used.

At its creation the entity should be limited to coordinating, assisting in planning and design actions and in the promotion of Downtown. After the entity develops experience, it could assume more ambitious functions, such as joint sponsorship of development. For instance, the entity might sponsor construction of a new theatre with a private group or could help to develop downtown housing.

There are several areas of responsibility that should be considered for the management entity:

1. **Promotion.** Currently, promotion activities involving the Downtown are carried out by a variety of public agencies, institutions, private businesses and non-profit groups. All would benefit from a coordinated program of advertising and promotion.
2. **Technical Assistance.** Private developers and businesses should have a common source of information for details on progress in Downtown and to guide businesses to relevant programs and responsible agencies.
3. **Design Review.** The Downtown Plan recommends a design and development review system for Downtown projects. This system will include review by a panel of experts in the design and development fields. Review would be based on recognized and

adopted criteria for new construction and for restoration of historic properties, as well as improvements of the public space.

4. **Planning and Design.** Additional planning and design studies will be necessary to detail the recommendations of this Plan. The management entity could oversee continuing services in this area, including the development of detailed design criteria.

5. **Public Space Improvements.** Design and engineering studies and financing of public improvements could be a function of the management entity, coordinating with other District agencies.

6. **Economic Development.** This is a major function of Downtown management groups in other cities. It includes attracting new businesses, monitoring market conditions and coordinating with existing economic development efforts in the Washington region. The promotion of small businesses and opportunities for minorities would be a part of the economic development effort for Downtown.

7. **Maintenance and Security.** Additional cleaning services for public areas and added security services could be one of the functions of the management entity, contracting with existing city and private services to supplement basic city-funded services.

8. **Parking and Transportation Services.** The management entity would coordinate with the Department of Transportation to ensure that parking and loading requirements are met, particularly parking for shoppers and tourists. Similarly, assistance would be given to ensure that the "modal split" objectives of this Plan are met through ride sharing, van pools and other arrangements.

9. **Special Transit.** The management entity might assist the D.C. Department of Transportation or WMATA to fund and operate a special Downtown transit shuttle operating along F and G Streets in the Retail Core and connecting with the Mall.

10. **Joint Development.** Where Plan objectives are especially difficult to achieve, such as certain arts or cultural facilities, theaters and housing development, the management entity could assist private investors with loan guarantees, low interest loans, or even become an equity partner in development. Such development would also be appropriate for use of industrial revenue bonds.

A number of cities with downtown revitalization programs have established management operations to carry out their downtown plans. Most of them have a strong private sector focus and are closely related to the office of the chief executive to assure the active involvement of the local government. Downtown Pittsburgh, Kansas City and Minneapolis have had successful management operations with strong and effective leadership. Successive mayors of those cities have been directly involved in aiding downtown development. Such a link is important in this City as well. Accordingly, the management entity should include representatives of the public sector, including representatives of existing agencies, as well as the private sector. The entity would operate within the Downtown Urban Renewal Area, which would be designated a "development district" to ensure a coordinated set of actions.

Examples of downtown management entities include the Downtown Development Authority in Miami, Florida, which has a staff of 20; Charles Center-Inner Harbor Management, Inc., a private sector group in Baltimore with a strong contractual

relationship to the city government and Mayor Schaefer, with a staff of 32; and Downtown Denver, Inc., a private sector organization which, along with the city of Denver, has sponsored a transit mall in the city's retail core, with a staff of 22. Budgets for these organizations range from \$250,000 to \$3,000,000 per year. The smaller budgets reflect a staff with essentially coordination activities. The larger budgets reflect entities with responsibilities for some capital improvements and maintenance of revolving funds to aid particular types of development.

The management entity should be supported by secure financing sources. The tax increment approach, described later, or a special tax within the Downtown, could be applied toward expenses of the entity and toward certain capital improvements. Major capital improvements could be partially funded by the entity and by matching funds from City or Federal sources.

Between submission of the Plan and its adoption, an interim group should be established to provide continuity of focused leadership for Downtown. The group would be anchored by OPD which would coordinate the activities of other city agencies involved in Downtown development. The group would also involve key private sector representatives. Initial tasks of this group should include: 1) recommending the structure and general composition of the management entity; and 2) developing a preliminary budget for the entity, recognizing that initial functions would be limited to promotion, coordination and planning, and design.

## Design Review

### Objective:

- Initiate an efficient and streamlined design and development review system that encourages excellence in design and development in Downtown.

### Policies:

- The design and development system would include:
  - design criteria for new construction and design criteria for the rehabilitation and restoration of designated landmarks;
  - implementation of parking and loading objectives;
  - adoption of the design criteria by appropriate review bodies within their areas of jurisdiction;
  - establishment of a design and development review system with expedited procedures for projects in Downtown;
  - formation of a design and development review panel comprised of professionals in the design and development fields and including, where appropriate, members of existing review bodies, to review projects under established criteria and to provide recommendations for action to the management entity and the city government; and
  - during the preparation of design criteria and the establishment of the management entity and its design review panel, design and development review should be conducted by the Office of Planning and Development.

This Plan envisions an attractive Downtown comprised of special areas, each with a distinct character. For instance, F and G Street between 15th Street and Ninth Street is seen as an urban shopping center with major department stores. Seventh Street is seen as a shopping street with a different character, emphasizing restaurants, private art galleries, home furnishings, food sales, arts and crafts. Some stores will be in renovated historic buildings and some in new buildings. Seventh Street would include hotels, offices and apartments along with lively street-oriented retail uses. Eighth Street, on the other hand, would be a quieter street with hotel, residential and office uses. Chinatown would provide a shopping, dining and living environment with a distinct Chinese character. While this Plan sets out overall urban design guidelines for these areas, more detailed design criteria will be needed to adequately describe the desired design character.

The detailed design criteria referred to here and in other sections of this Plan should be developed by a task force of design and development experts drawn from existing District of Columbia and Federal agencies with responsibility currently for some aspect of design review, as well as from the private sector, including architects, historic preservation experts, landscape architects, and developers. The criteria and guidelines will assist private developers and building renovators to meet the objectives of the Plan. The criteria will not be so restrictive as to limit individual creativity and expression, and could be used on an interim basis.

After preparation of the detailed design and development criteria for the subareas of the Downtown by the task force, these criteria should be adopted by the existing review agencies for their areas of jurisdiction. The criteria would then be used by these agencies within the Downtown. These bodies in-

clude the D.C. Redevelopment Land Agency, the Washington-Metropolitan Area Transit Authority, the United States Commission of Fine Arts, the D.C. Historic Preservation Review Board (now the Joint Committee on Landmarks), the Pennsylvania Avenue Development Corporation and the National Capital Planning Commission. The same criteria would also provide a context for case review by the District of Columbia Zoning Commission and Board of Zoning Adjustment. The Mayor should see to their utilization by the executive offices of the City government.

In addition, the task force should prepare detailed recommendations for a comprehensive and streamlined system for design review within Downtown. This system would consolidate, wherever possible, the independent reviews listed above into a single procedure. A new design and development review panel would be created, comprised of experts in the design and development fields and including, where appropriate, members of existing review bodies. The panel would be associated with the management entity and would advise the entity and the City government on matters concerning new development, rehabilitation and restoration of landmarks and design of the public space. In the event that the design decisions are challenged, a due process appeals procedure should be provided, ensuring prompt resolution of any disputes.

The practical success of the panel will rest more in the power of persuasion than the ability to mandate design solutions. Under the new system, rights to develop under amended zoning regulations should be respected. Design review for the issuance of permits would be carried out by existing agencies within their area of jurisdiction, assisted and coordinated by staff associated with the management entity and the Office of Planning and Development.

OPD should convene the task force at the earliest possible time so that work can begin. However, even with expeditious effort, developing the criteria and establishing the new review system will require several months. Recognizing this and because development is ongoing, OPD should immediately initiate informal design and development review. All affected city agencies and, to the degree feasible, independent authorities should participate in this interim procedure. Developers are encouraged to submit their plans for review.

## Streetscape

### Objective:

- Develop a comprehensive system for design and management of public streets to ensure their optimum development and use.

### Policies:

- The streetscape standards now in draft form should be promptly completed and adopted.
- Installation of streetscape treatments in the public space in front of private development projects should be the responsibility of the private developer.
- Detailed design studies should be conducted for special pedestrian and transit streets and areas.
- Special street improvements, recommended by the studies above, should be implemented primarily through public investment.
- A comprehensive system for public and private signage and information should be developed with appropriate implementing strategies.

Planning for Downtown Washington has always recognized the design as well as the functional importance of the public streets. The urban design and transportation components of this Plan reaffirm the special role of the street. Proposals for improving the physical characteristics of sidewalks and activities in the public spaces, together known as "streetscape," are the topic of this section.

During the past year the Department of Transportation and the Office of Planning and Development have developed new streetscape standards for Downtown. The standards propose new paving materials, tree planting and landscaping treatments, guidelines for the location and construction of utility and building vaults, as well as a streamlined system for review of streetscape plans. Drafts of the standards have been widely circulated for comment and final revisions are now underway. Final work on the standards should be completed promptly and they should be adopted by the implementing bodies.

While the standards above have gone far in addressing the concerns of the Plan, they do not address all facets of the streetscape. The D.C. Department of Transportation and the Office of Planning and Development should develop a comprehensive program for private and public signage and information. Private signs and building illumination should be compatible with the planned character of the area, not detract from it. Public signage can be improved, reducing visual clutter, while improving safety and information exchange.

A system of street graphics should be introduced to orient foreign and domestic visitors, as well as residents and workers, and to provide emergency, public service and promotional information. A comprehensive street lighting program should be prepared

to improve security. A program for providing street furniture (benches, water fountains, bus stop shelters, etc.) should also be developed. The Department of Transportation and affected agencies should begin preparing these plans, working with the management entity when it is established.

In addition to improving the physical characteristics of the public space, new programs for activities on sidewalks and open spaces should be initiated. Vending activity should be encouraged, but only with corresponding commitment from the city to enforce regulatory controls. The arts community, with support from the private sector and city government, should plan outdoor events to entertain residents and workers and attract shoppers to Downtown. Special fairs, market days and other events should be organized for the same purposes.

All Downtown streets contribute to the image of the area. However, this Plan identifies certain streets for special improvements: F and G Streets in the Retail Core; New York and Massachusetts Avenues; H and I Streets in Chinatown; and Seventh and Eighth Streets. The Plan provides design guidelines for these streets, but detailed design and engineering studies are required. It is anticipated that improvements beyond those addressed in the streetscape standards now being considered will be proposed. The studies should be conducted as quickly as possible so that implementation can be coordinated with private redevelopment.

It is important to note that the new streetscape standards for Downtown propose a shift in the responsibility for installation and maintenance of street improvements from the city to the property owner. In fact, many developers voluntarily improve the streetscape around their properties, recognizing the



positive effect it has on their projects, as well as the public benefit. However, the investments in streetscape improvements resulting from the "special street" studies above may require more funds than could reasonably be provided by individual developers. Special street improvements should be implemented primarily through public investments—either by the City or, for less costly items, by the management entity.

## Historic Preservation

### Objective:

- Ensure the preservation of Downtown's historic resources by eliminating inefficiencies in the current review procedures and by providing, where necessary, incentives for restoration and reuse of landmarks and buildings contributing to historic districts.

### Policies:

- As part of the Downtown design criteria, standards and guidelines for restoration and reuse of landmarks and buildings that contribute to historic districts should be prepared and adopted.
- The Historic Preservation Review Board established by D.C. Law 2-144 should remain the body responsible for designating landmarks and landmark districts. However, the procedures of the Landmarks Act (D.C. Law 2-144) should be modified to designate the design review panel of the management entity as the responsible body for reviewing restoration or alteration of historic landmarks and buildings in historic districts and for construction affecting landmarks and districts.
- Historic preservation review should take fully

into account all of the objectives and policies of the Downtown Plan.

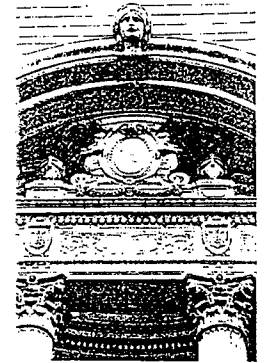
- Prior to establishment of the proposed design and development review system, the staff of the Office of Historic Preservation should coordinate with the OPD to ensure that the Plan's objectives are considered during review of actions affecting historic landmarks and districts in Downtown.
- A full range of implementing tools should be adopted to encourage the retention and restoration of historic buildings including: transferable development rights, differential tax assessment, tax incentives, and facade easements and dedications.

The District's Historic Preservation Law (D.C. Law 2-144) provides one of the nation's strongest regulatory controls for the protection of historic landmarks and districts. Demolition of a historic structure is allowed only when the property owner can show that retention constitutes an unreasonable economic hardship or where a landmark is replaced by a "project of special merit." Existing City law does little to provide incentives for restoration. Existing procedures do not require the Historic Preservation Review Board (now the Joint Committee on Landmarks), the body responsible for reviewing actions affecting landmarks and historic districts, to prepare criteria to guide their review. Without establishing criteria, property owners do not have a clear idea how to proceed with rehabilitation or redevelopment. Direction from the reviewing body and support staff is often vague or contradictory, owing to reliance on subjective reaction to proposals in the absence of criteria. This results in delays to revitalization that have the practical effect of lessening preservation initiatives.

It is the intent of this Plan to strengthen the city's historic preservation system by: 1) reducing the level of subjectivity for review of new construction and alterations affecting historic landmarks and districts; 2) streamlining the historic preservation review procedures; 3) providing more equitable and reasonable incentives for encouraging restoration and reuse of historic properties; and 4) reviewing all historic preservation applications taking into account fully all of the objectives and policies of this Plan.

A strong and balanced historic preservation regulatory and incentive program is urgently needed in Downtown where the economic value of historic properties is too often considerably less than the potential return from demolition and redevelopment. Accordingly, the following recommendations are included:

1. **Preservation Criteria.** On a parallel basis with completing the designation of historic landmarks and districts in Downtown, the special "task force" referred to in the Design Review Section should prepare design criteria for restoration of historic properties and set guidelines for alteration and/or redevelopment of historic structures and other properties which affect historic buildings and areas. These criteria should, as clearly as possible, define the conditions for alteration and redevelopment in accordance with other Plan objectives (land use, economic, social, transportation). Further, the criteria should provide, where necessary and appropriate, height and setback schedules for alteration or redevelopment projects. The criteria should be flexibly administered to recognize alternative approaches when design objectives are suitably achieved.
2. **Administration.** The design review panel of the management entity should serve as the Historic Pre-





servation Review Board for Downtown. The panel, which would include preservation experts, would be guided in their review by the criteria above. Administrative procedures now associated with the preservation process should be studied for possible streamlining in light of these recommendations.

3. Incentives. For the most part, the city's approach to historic preservation has been regulatory in nature, achieving preservation through mandatory controls rather than providing incentives. A more balanced approach should be adopted, especially in Downtown where ambitious preservation objectives may not be achieved under the existing structure. Four categories of incentives should be considered:

**Taxable Income Adjustments.** Experience with Federal tax laws has shown that incentives which allow rapid depreciation for historic properties, increased deductions for rehabilitation or maintenance expenses, and that provide direct tax credits have definitely encouraged retention and renovation of historic properties. The City Council should consider similar provisions for individual taxpayers and corporations under District of Columbia income tax laws to complement Federal programs.

**Real Property Tax.** The only existing local tax incentive is contained in Section 47-841 (1981 D.C. Code) which provides for differential tax assessment of designated landmarks, when the owner agrees to maintain the property for twenty or more years. Current use, not full market value, is the basis for tax liability. While differential assessment and various tax abatement programs have worked in other jurisdictions, the city's incentive has been used infrequently. City Council should investigate the reasons for this and amend the tax provision accordingly. The Council should con-

sider extension of tax abatement programs to historic districts and also to buildings for which applications for designation have been filed.

**Density Recapture Programs.** Probably the major factor acting against preservation in Downtown is that historic properties are typically small, occupying only a portion of the space which could be provided in a new project built to the zoning allowance. This means that the economic value of a historic property often does not approach the potential return of a new structure. Transferable Development Rights (TDRs) encourage preservation of historic structures by allowing the property owner to transfer unused building bulk to another site, either for his use or through sale. TDR regulations would allow a project on the site receiving the transferred density to exceed regular zoning limitations. In this way, the owners of historic structures can realize the site's economic potential, without destroying the historic building. OPD should promptly develop TDR proposals for the consideration of City Council and the Zoning Commission. Downtown East appears to be an area where transferred rights could be accepted.

**Development Assistance.** Grants, low-interest loans and loan guarantees should be considered as incentives for restoration and reuse of valued historic structures when economic factors would otherwise require demolition. The management entity might also joint venture with developers to retain important historic structures, especially if those buildings are occupied by preferred uses such as arts facilities, theaters and housing.

## Zoning

### Objective:

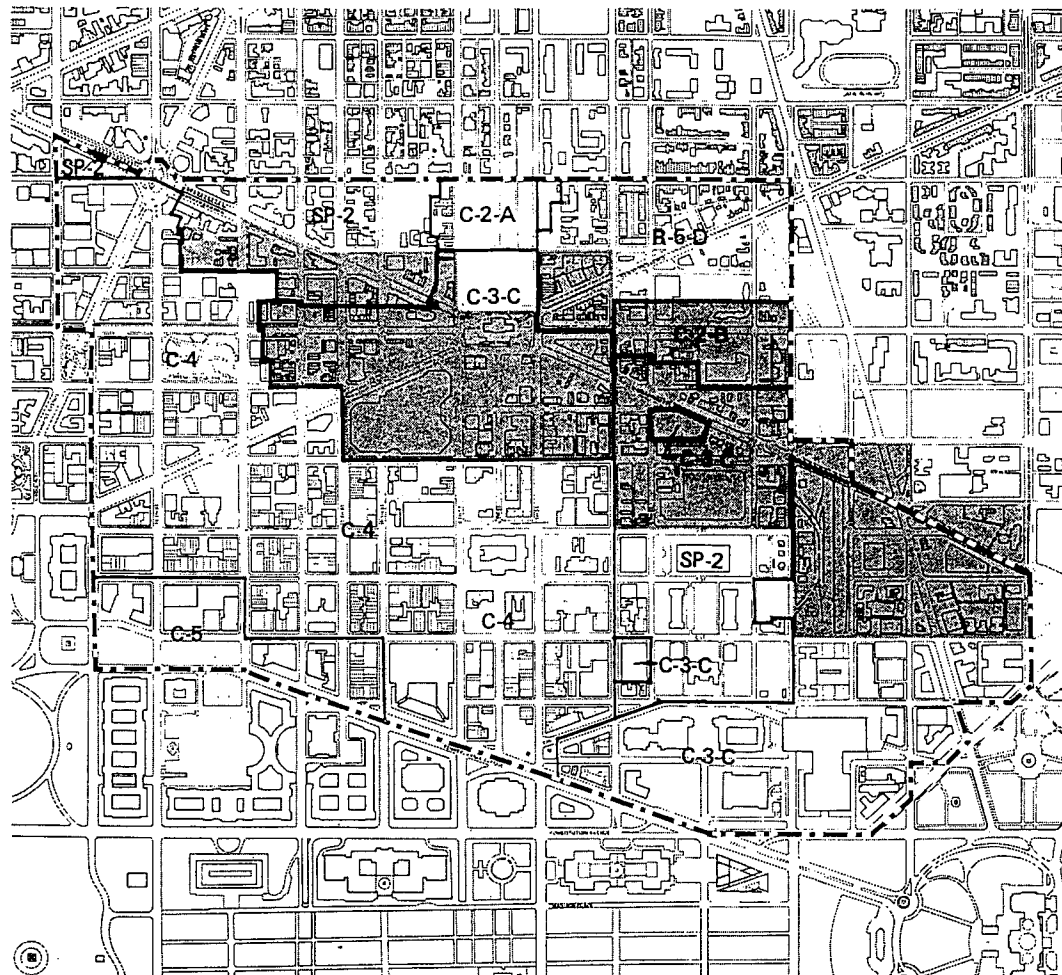
- Select zone districts and zoning techniques that are consistent with the land use objectives of the Downtown Plan.

### Policies:

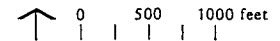
- The zoning for Downtown should take into account the targets of the land use objectives.
- Zoning regulations should provide appropriate incentives for key land uses such as housing, theaters and arts-related facilities and historic preservation.
- Zoning regulations should provide for administrative review and compliance. Where incentives are provided, they should involve performance bonuses with administrative review wherever possible.
- Selected residential areas in the northeastern area of Downtown should be rezoned to conserve existing housing; selected areas in the northern portion of Downtown with existing mixed uses should be zoned to stimulate new development, with office development being used as a catalyst for new housing and hotels.
- Zoning regulations applicable to the Retail Core and other areas of Downtown where retail uses are to be concentrated should carry out Plan objectives by requiring that a portion of the building space be devoted to retail use, and by including standards for frontages. These standards should foster active, street-oriented retail uses on the ground floors of selected streets.

The zoning regulations are an important aspect of implementing the Downtown Plan. Over the past several years the District of Columbia Zoning Commission, an independent agency in the District government, has taken a number of important steps toward achieving the goals of the Downtown Plan. These include:

1. Rezoning of the Mount Vernon East area (Seventh Street, New York Avenue, Massachusetts Avenue, and the Center Leg Freeway) to encourage residential uses.
2. Text amendments affecting the SP zone district along Massachusetts Avenue to encourage residential and mixed uses.
3. Commercial district text revisions to update all of the city's commercial zone districts.
4. Improvements in the Planned Unit Development process.
5. Rezoning in areas adjacent to the Downtown and in other portions of the city to discourage office sprawl, to encourage high-density commercial development in Downtown.
6. Creation of the C-5 zone district to implement the Pennsylvania Avenue Plan with a system of bonus incentives.
7. Creation of the Hotel/Residential Incentive Zone as an overlay zone district mapped along Massachusetts Avenue to encourage hotels and residential uses.



117. Existing Zoning  
 Hotel-Residential Incentive Overlay Zone



Downtown's zoning now includes: the C-5 zone district which permits the highest density and building height in the city; the C-4 district which is the next highest density; and the C-3-C zone district which permits a medium-high density commercial development. Along Massachusetts Avenue is the SP-2 zone district, a medium-density mixed-use zone. North of Massachusetts Avenue the area is zoned SP-2, R-5-D, a high-density residential district, C-2-B and C-2-A, medium-density commercial districts. The H/R overlay zone is applied along Massachusetts Avenue.

Studies conducted during the preparation of the Plan indicate that improvements in current zoning will help to achieve the land use, urban design, historic preservation and transportation objectives of the Downtown Plan. This conclusion was reached not because existing zoning prohibits appropriate development from occurring in most cases, but rather because the controls of current regulations would not provide adequate encouragement for some less-economically competitive uses.

The eight major recommendations include new incentives for residential and mixed uses, requirements for a portion of new buildings to be devoted to retail use in the Retail Core, standards for active, street-oriented retail uses on the ground floors of buildings on selected streets, incentives for arts and cultural uses, inclusion of new parking and loading standards, and more flexible standards to encourage use of the planned unit development process.

Most of the proposed zoning actions involve incentives, rather than mandatory requirements, to permit flexibility in the zoning process and acknowledging the importance of attracting quality development to the Downtown without creating un-

necessary regulatory impediments.

To encourage flexible use of zoning the Zoning Action Summary below recommends careful study of two concepts: "minimum development" and "use transfer." Zoning regulations for mixed-use areas set a maximum commercial density at a lesser bulk than could be constructed if hotel, retail and housing were built along with offices. Developers may make the economic decision to construct the commercial portion of the building envelope and forego housing or hotel development. This would frustrate the land use objectives for the area. A minimum development provision would require fuller use of the mixed-use zoning envelope than if the developer had only constructed the maximum commercial space, thereby ensuring that a mix of uses is provided. If the market is not available for the mixture of uses at the time the project starts, the developer could enter into a commitment with the City to develop the balance at a later time. This concept needs careful research to determine its utility.

The second concept, "use transfer," that is now part of the City's C/R mixed-use zone district, would allow transfer of floor area among property owners in the same square to achieve overall mixed-use objectives. For instance, property owners in a square with mixed-use zoning could transfer floor area among them so that one developer would produce an office building and another would construct a hotel and a third would build an apartment house, all within the maximum limits authorized by the Zoning Regulations.

## ZONING ACTION SUMMARY

Zoning proposals are summarized below and illustrated schematically on the related maps.

1. **Area north of Massachusetts Avenue: Residential and mixed-use zoning.**
  - Mount Vernon East: Consider selective rezoning of the area north of Massachusetts Avenue and below New York Avenue east of Mount Vernon Square for high-density mixed uses to encourage redevelopment and housing in this area.
  - Consider selective rezoning of an area of existing rowhouses north of New York Avenue and east of Seventh Street from high-density housing to a lower-density residential category to conserve the area's existing character.
  - Mount Vernon West: Consider selective rezoning of the area north of Massachusetts Avenue and west of Mount Vernon Square for high-density housing, with appropriate locations for mixed uses.
  - UDC Site: Consider rezoning the site to mixed-use categories to achieve the land use objectives for this site which includes institutional use, hotel and office development oriented toward the Convention Center in the southern portion of the site and housing, with supporting local serving retail uses in the site's northern portion.
2. **Massachusetts Avenue Corridor: Mixed-use zoning.**
  - Continue incentives for residential and hotel development contained in the hotel/residential overlay zone (HR).
  - Consider regulations to set minimum development controls and to provide for use transfer within the same square.

3. Downtown Retail Standards

- For the Retail Core, the Seventh Street corridor and Chinatown and other mixed-use areas, consider the adoption of standards for first floor retail uses to encourage street activity during the workday and in the evenings. Such standards would implement urban design objectives for the key retail streets.

4. Retail Core Overlay Zone

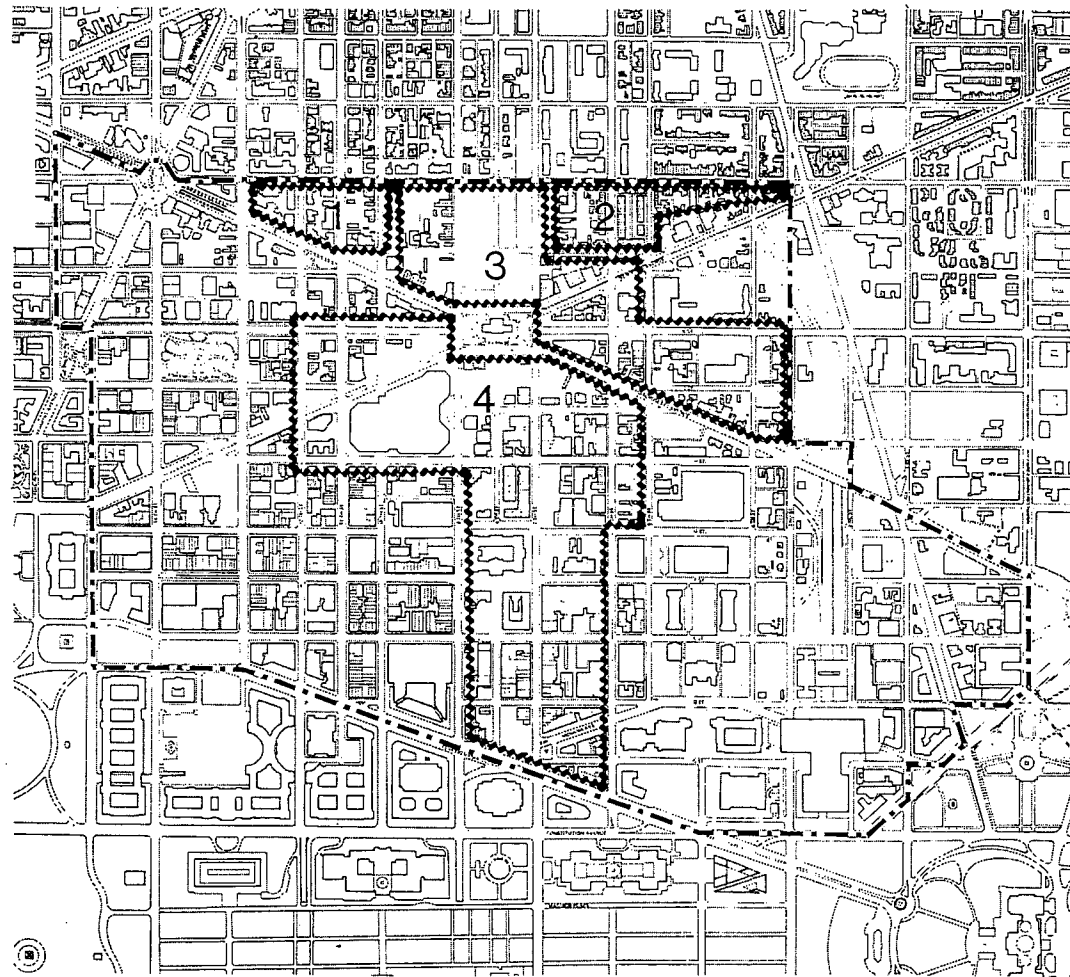
- Adopt an overlay zone that requires new development to include a reasonable amount of retail use, adequate to achieve the objective for a regional shopping area in the Retail Core.
- Office and hotel use should be permitted on the floors above retail uses to meet Plan objectives.
- Consider incorporation of use transfer provisions as a mechanism for encouraging retention of existing department stores and providing flexibility for new retail concentrations.

5. Arts and Culture Overlay Zone

- For the area around the National Portrait Gallery, south to Pennsylvania and along the E Street Corridor to the National Theatre, provide an overlay incentive zone that includes density bonuses for the provision of theatres, and arts and cultural related facilities.

6. Downtown Mixed-Use Incentive Zoning

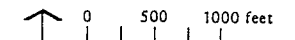
- Provide incentives for including a portion of the development envelope in apartments or hotels, along with offices and retail uses.

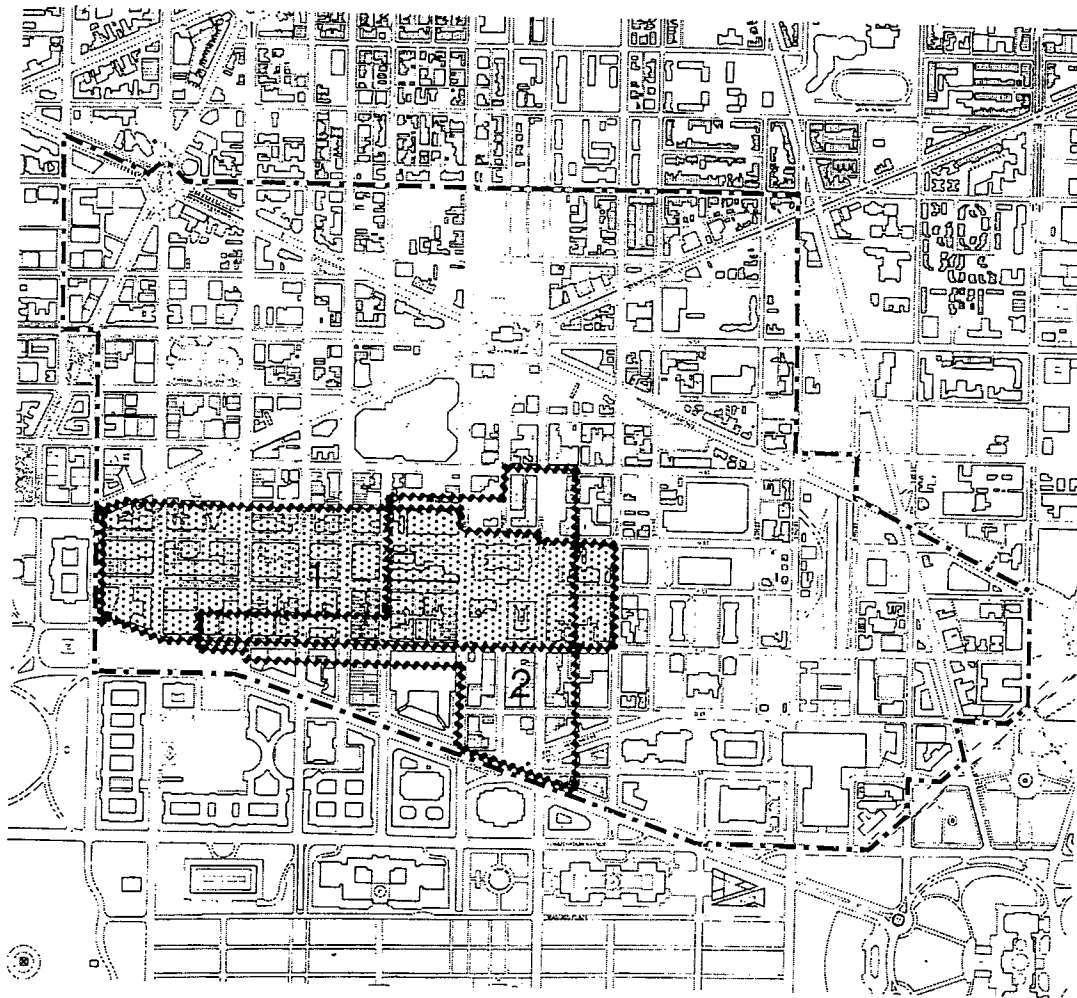


118. Proposed Base Zones

- 1 High Density Housing
- 2 Lower Density Housing
- 3 Mixed Use
- 4 Downtown Mixed-Use Incentive Zone

Note: All other zones to remain. HR incentive overlay retained.





119. Special Overlay Zones

- 1 Retail
- 2 Arts and Entertainment

0 500 1000 feet



- Continue the incentives for residential and hotel development in the HR overlay zone.
- Provide additional incentives for residential and hotel development through the planned unit development process.
- Require active first floor use. Active use should be defined liberally to include not only stores and shops but restaurants, service establishments and community facilities as well as hotel and apartment lobbies as required.
- Consider use transfer provisions.
- Consider incorporating minimum development controls.

7. Parking and Loading Requirements

- Adopt new parking standards that allow a percentage of parking spaces to be allocated to small cars.
- Allow development of parking that recognizes attendant and valet parking options for increasing space utilization, particularly for short-term users such as retail customers and theatre goers.
- Require parking spaces for new development in Downtown appropriate to achieve the objectives of the Plan.
- Establish a special exception procedure with criteria and standards for short-term use of property for surface parking lots in order to maintain the continuity of urban fabric in Downtown and to discourage the long-term holding of land in surface parking use.

8. Encourage Use of Planned Unit Development Procedures

- Consideration should be given to reduction of the minimum area requirements for PUD's and

encouragement of "one-step" PUD's for Downtown development.

- Consideration should be given to reducing processing time for PUD's and for reducing the amount of time taken in public hearings; emphasis should be placed on performance-oriented incentives to avoid unnecessary processing delays.
- Public amenities that may qualify for PUD incentives in the Downtown should be as broad as possible and should include: 1) housing, 2) hotels, 3) historic preservation, 4) retail concentrations, 5) space for small businesses, 6) opportunities for minorities, 7) day care facilities, 8) parking management to meet the Plan's transportation objectives.

such special taxes as are needed to support services directly related to Downtown functions.

- Use Housing Finance Agency powers for Downtown housing and use industrial revenue bonds (IRBs), where necessary, to achieve selected key objectives in Downtown.

Many American cities have used tax incentives and creative financing techniques to encourage planned downtown development. The purpose of tax and financing incentives is to stimulate certain types of development that would not normally occur without the incentives. These developments could include housing, theatres, space for the arts, and renovated historic buildings.

This Plan proposes a series of tax and financing strategies for consideration in Downtown. Of fundamental importance is the designation of Downtown as a "Special Tax District." This designation is required to provide the necessary and practical legal authority for new tax measures designed to achieve the Plan's objectives.

It is particularly important to ensure secure and continuing financial support for the operations and services of the management entity. Tax increment financing is the preferred method for raising the funds for that support. Under this approach, a portion of the tax revenues generated from new development, after a specified "base year," would be earmarked for the management entity. The entity could then, according to a budget approved by the city government, use the funds to pay staff, provide limited capital improvements, support arts and cultural activities, create loan funds for housing and other land uses which will require public assistance, or finance other functions.

It is estimated that between \$2 and \$3 billion in private funds will be invested in Downtown between 1982 and 1986. Over \$50 million in new revenue a year will be generated for the city. If even a small portion of these revenues were set aside to assist the management entity, much could be accomplished to fulfill the Plan's objectives.

An alternative method for supporting the management entity could be a special additional tax applied within the Downtown. In the tax increment approach or the special tax, or a combination of the two, the long-term commitment for support of the management entity could be achieved. Application of these methods should not preclude the management entity from raising outside funds. Foundation grants, Federal grants, direct solicitation from private businesses and revenues from events sponsored to promote Downtown are potential sources of support. These methods, however, are typically less constant and secure. Therefore, they should be viewed as complementary funding options and not the primary money source.

In addition to providing support for the management entity, tax increment financing should be considered as a method for supporting capital improvements in Downtown. Twenty states have enacted legislation for tax increment financing and over a hundred cities in California alone have used this device for public and private facilities in planned areas. As the city shifts from financing capital improvements by borrowing from the U.S. Treasury (see the Public Improvements Section) to relying on municipal bonds, this method of financing public projects should be carefully considered.

Tax adjustments and incentives should also be considered for preferred uses that require assistance.

## Taxation and Financing

### Objective:

- Encourage the use of tax and financing incentives to assist in achieving the Plan's objectives.

### Policies:

- Provide tax adjustments and incentives for preferred uses that may require assistance including housing, arts and cultural facilities, historic preservation and, where necessary, retail concentrations and short-term parking facilities.
- Through the use of tax increment financing and, if necessary, special taxes, support the operations and services of the management entity and support selected capital facilities.
- Establish a Downtown Special Tax District to provide the necessary practical and legal authority for tax increment financing and

Tax abatement is a procedure under which a developer is relieved of additional property taxes related to improvements of property for a fixed period of time in return for a commitment by the developer to include within the newly-constructed or renovated facility preferred uses which are not able to pay market rents or which are economically less profitable. Tax abatement procedures have been used in many cities, particularly in New York City. Properly administered and with carefully established criteria and careful monitoring, a program of tax abatement can result in new development and renovations to meet public objectives.

Tax abatement should be considered for housing, arts and cultural facilities and, where necessary, retail concentrations and short-term "shopper" parking. Typically, for example, department store operations can not afford the same lease rates as office tenants. A tax abatement program would help to offset this gap. Because the City receives much greater tax revenues from retail uses than from comparable office development, the City should realize a net fiscal return—to the degree to which this incentive attracts new department stores.

Differential assessment practices should also be considered. The sites on which landmarks and historic buildings are located are often much more valuable than the structures themselves. Assessment practices should value the land at a level that provides owners with an incentive to retain the structures rather than redevelop. The Historic Preservation Section, above, proposes further recommendations on this topic. Similarly, arts and cultural facilities now renting smaller structures threatened by demolition could be assisted by reduced land assessments.

In addition to the methods above, the City should

consider provisions that affect the taxable income of developers who incorporate less economically viable uses in their projects. Tax credits and accelerated depreciation schedules should be investigated. These tax options are especially effective in times when the availability of investment capital is limited.

In the case of the proposed tax programs, revenue forecasts should be developed to determine whether selected techniques would actually generate greater benefits for the City than would be the case without their use. Use of such techniques must be carefully examined to avoid loss in City revenues or unnecessary financial advantages to private parties without public benefit.

Certain Downtown preferred uses will require a number of incentives in order to ensure their feasibility. For instance, in order to obtain housing below Massachusetts Avenue, it may be necessary to use zoning incentives, tax incentives and direct financial assistance as well. Financial assistance could come in the form of below-market interest loans based upon bonds issued by the District of Columbia's Housing Finance Agency. Industrial revenue bonds could be issued by the District with a pass-through of benefits to developers who agree to produce the preferred use for a specified period of time.

Priorities for the use of Housing Finance Agency assistance and industrial revenue bonds should be carefully prepared to ensure that they are directed at activities considered important in the public interest. Loan guarantees and joint enterprises involving the management entity and private developers are other methods for providing direct financial help that should be considered.

Carefully managed, financial assistance can bring

about important results in the form of new housing units, renovated historic buildings, space for arts organizations, opportunities for minority entrepreneurs and for small business operators. Indeed, the time is right for the District of Columbia to enter into innovative financing of important mixed use activities in Downtown.

## Transportation

### Objective:

- Develop a balanced transportation system which makes optimal use of the road network, mass transit and the public space.

### Policies:

- A transportation management system should be established to coordinate new pedestrian, transit, parking and service programs in Downtown.
- Initial emphasis should be given to revising parking and loading standards in the zoning regulations to achieve the objectives of the Plan.
- Priority should be given to achieving the proposed 70/30 modal split objectives through increasing transit usage and increasing auto occupancy.
- A shopper parking program should be initiated to ensure the availability of reasonably-priced, short-term parking.

Implementation programs for the transportation objectives of this Plan have been addressed substantially in both this chapter and in the Transportation Elements section. The proposals discussed here, therefore, will highlight programs that should receive special and prompt attention. For a fuller description

of proposed transportation programs reference should be made to those other portions of the Plan.

The Plan recommends a series of new standards, programs and projects to enhance the effectiveness and enjoyment of Downtown's transportation system. Proposals are not limited to traffic movement and service, but address more comprehensive initiatives involving the design and use of pedestrian space, surface and subway transit and bicycle paths. For the various programs to achieve maximum impact an aggressive management system must be initiated. The Department of Transportation (DOT) should commit necessary staff and other resources to such a system. DOT should work closely with the management entity, affected agencies and transportation providers to ensure coordinated program development and operations. DOT should be directly involved in the design and development review system so that the physical layout of new development projects reflects the design, service, access and parking objectives of this Plan. At the same time, developers and operators should be made aware of ongoing transportation programs so that their plans could begin to address these concerns. Crucial to the success of these programs will be commitment to ongoing management and enforcement.

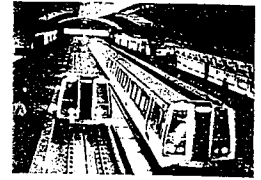
Currently, the Zoning Commission is reviewing new parking and loading standards recommended by DOT. Prompt action on these proposals is encouraged so that development projects now being planned can reflect new requirements. Parking standards for all Downtown zoning districts should be established. The standards should reflect lesser space requirements for small cars and the ability to increase use of parking areas through attendant service. Exceptions to parking requirements should be instituted which reflect the proximity to a Metrorail station,

the use of "shared parking facilities" and shared ride programs. Requirements for the number and size of loading berths should more realistically reflect service requirements. Access to the loading areas should be designed to avoid creating traffic congestion and pedestrian conflicts on streets and sidewalks. In cases where relief from the new standards may be required, administrative review rather than the Board of Zoning Adjustment process should be used wherever feasible.

While the new standards above should reflect the objective of achieving a seventy percent transit modal split (only thirty percent of persons arriving in Downtown would use private autos), a number of additional programs will be required to obtain this objective. Metrobus service must be improved. Metrorail will have to increase trains and reduce headways. Further, a number of programs must be initiated to increase auto occupancy. DOT should promptly convene a special task force involving the Washington Metropolitan Area Transit Authority, private paratransit providers, parking operators and developers to prepare a system for reducing reliance on the automobile.

If the retail objectives for the Plan are to be met, adequate shopper parking must be provided. To compete with suburban malls patrons must be reasonably assured of the ability to find parking close to stores and the rate structure must be less than prices normally charged for short-term parking in Downtown's commercial buildings. A portion of the parking provided in new structures should be reserved for short-term use during the day. The workability of such a scheme will depend significantly on the success of the transit and ride-sharing recommendations above. In evening hours after commuters leave work, garages in the Retail Core and the Convention Center area

should remain open. To reduce the price of shopper parking, a parking validation program should be considered where merchants would pay a portion of the parking price, matched by the City's forgiveness of parking tax, when a shopper purchases goods in Downtown.



## Economic and Employment Development

### Objective:

- Develop a comprehensive set of business assistance and employment programs to obtain the full economic benefit from Downtown's development.

### Policies:

- A coordinated employment services system should be established to prepare District residents to assume new jobs created by Downtown's growth and to facilitate job placement.
- A system for focusing and coordinating business development programs in Downtown should be formed, with priority on retaining and expanding small businesses.
- Technical assistance should be targeted for increasing the role of minorities and the traditionally disadvantaged in Downtown's development.

Downtown's growth will greatly expand business and employment opportunities. Program recommendations in this chapter have primarily proposed assistance and incentives for the providers of new space, i.e., developers who would then make space available for preferred, less economic uses and activities. The recommendations presented here recognize the need



to directly assist users as well. This section emphasizes programs that ensure that District residents participate substantially in new job opportunities, that small businesses are retained and increased, and that opportunities for minorities and the traditional-ly disadvantaged are affirmatively provided.

## EMPLOYMENT

If the Plan's objectives are achieved, approximately 95,000 new jobs will be added between 1981 and the year 2000 in Downtown. Further, this growth will result in additional employment outside of Downtown in industries that serve new businesses and workers (office equipment sales and repair, printing, graphics, catering, delivery, etc.). Trends indicate however, that a decreasing percentage of new jobs will be filled by city residents. An improved system for involving the District's unemployed and underemployed in Downtown's growth must be established as well for placing new workers into jobs. Two major programs should be initiated.

1. **Education and Training.** The Department of Employment Services (DOES) should analyze the types of jobs that will be created in Downtown and in supporting industries elsewhere. Next, working with the city's educational institutions, fields of study should be developed to prepare residents to assume the types of jobs being created. Further, DOES's vocational training programs should reflect these new opportunities.

2. **Job Placement.** Currently, DOES and other city agencies provide a number of job referral and employee matching services. Also, incentives are available for employers who participate in apprenticeship programs, youth employment, hiring the targeted

disadvantaged persons and other employment projects. These programs will be more effective if DOES and employers better communicate with each other. Accordingly, DOES should be involved in the proposed design and development review system so that employers can be made aware of their services at an early stage. Employment assistance programs can then be arranged from project inception through and beyond tenant occupancy.

## SMALL BUSINESS ASSISTANCE

Downtown's redevelopment will expand opportunities for small businesses, especially among the retail and service sectors. As redevelopment occurs, however, some of the existing businesses in Downtown will be forced to vacate their current locations. The majority of this displacement will result from private projects and, therefore, not qualify businesses for relocation assistance available with government renewal projects. Some Downtown businessmen will choose to permanently close their operations. Others will decide to relocate, preferably remaining in the city. Still others will want to remain in Downtown, either at another site or as a tenant in the new project occupying their old location.

Typically, businesses, particularly small businesses, face considerable difficulties when reestablishing operations following displacement. A new location must be found. Marketing adjustments must be made because of differences in traditional clientele. Rental rates in Downtown will increase substantially over current prices, imposing burdens not only for businesses that want to remain but for new ones as well. Finally, small businesses do not have the same ability to borrow funds that larger industries enjoy. This makes it difficult for existing businesses to make the

investments necessary to upgrade their services and physical plant. New businesses that want to locate in Downtown face similar difficulties.

The management entity should work with the Office of Business and Economic Development (OBED), other city agencies and the private sector to coordinate assistance programs for retaining and attracting new small businesses. Three major program categories should be developed:

1. **Information Services.** OBED should promptly initiate a survey of Downtown's businesses to develop a comprehensive inventory and to determine assistance needs. OBED should also work with OPD to forecast new business opportunities likely to result from Downtown's growth and should make these projections available to businesses for their investment planning. OBED should maintain an inventory of relocation and new business sites for use by investors in selecting new or expanded locations.

2. **Technical Assistance.** Currently, OBED and a handful of other agencies offer programs to assist small businesses with developing marketing strategies, arranging loans, securing permits, providing accounting and other professional services and, in some cases, organizing seminars to help entrepreneurs to improve business skills. These programs need to be strengthened and coordinated. The management entity should provide a single point for facilitating the delivery of these services for Downtown businessmen.

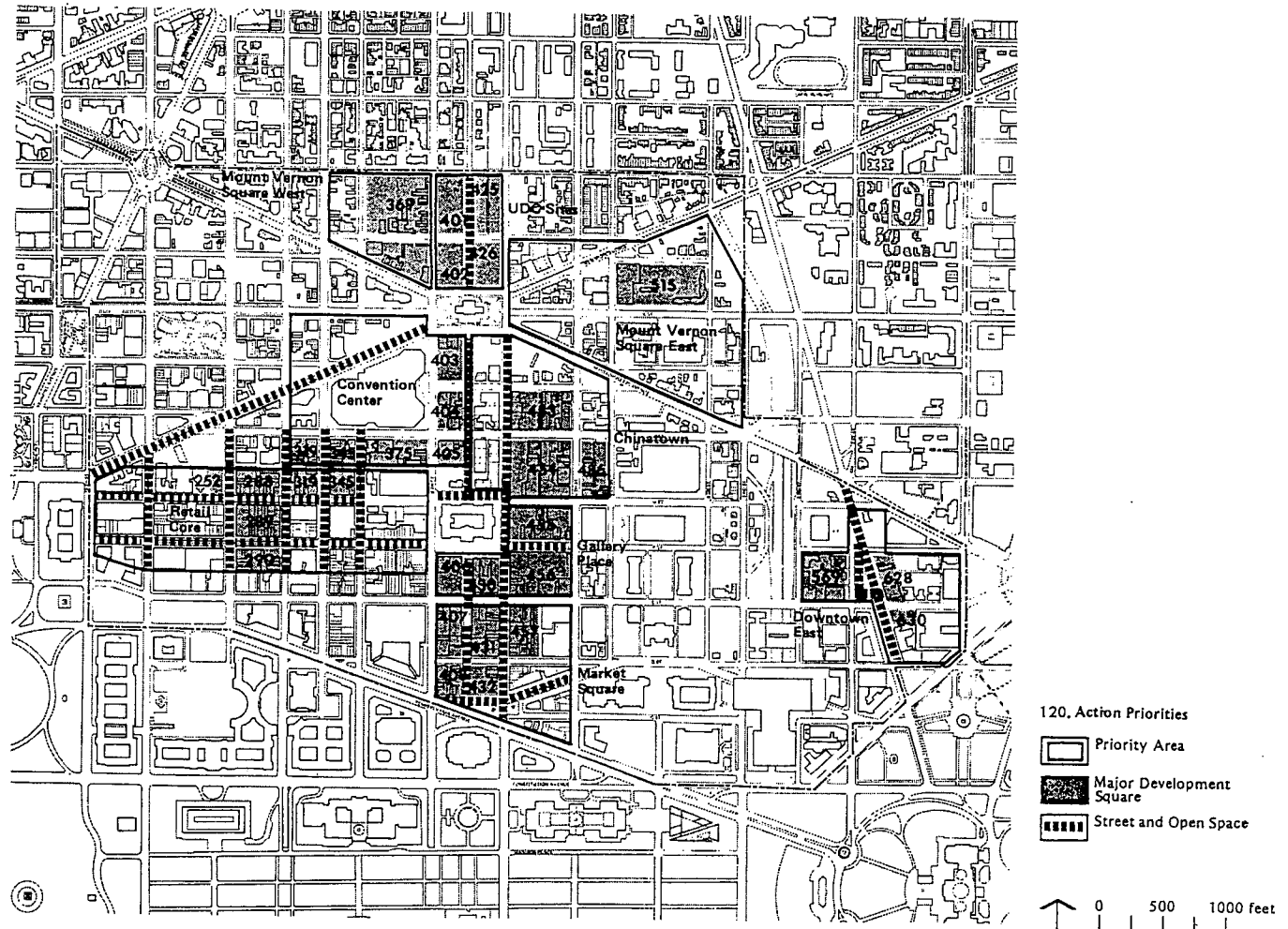
3. **Financial Assistance.** Like technical assistance, a number of agencies and organizations currently provide financial programs for small businesses. Coordination is needed to ensure that the programs achieve maximum impact. Further, Federally-sup-

ported programs are experiencing cutbacks and future funding is uncertain. The management entity should work with service providers to efficiently use scarce Federal dollars. New initiatives must be developed which, by necessity, will require greater financial commitment by the local government and the private sector. Programs should be considered in such areas as revolving loans, rental assistance, etc. The management entity could target a portion of its operating funds for this purpose.

### AFFIRMATIVE ACTION

Downtown's redevelopment can provide significant opportunities for expanding the economic role of minorities, women and the handicapped. While participation of these individuals as investors, entrepreneurs and employees has increased, involvement in the economic mainstream remains considerably below their share of the labor force. Downtown's growth should be used to advance participation of minorities and the traditionally disadvantaged.

Several public programs have been developed to promote affirmative action in governmental hiring, contracting and purchasing. Because of the continued presence of the District and Federal governments in Downtown, aggressive enforcement of these programs is particularly important. Also, where public agencies participate in private redevelopment projects, affirmative action requirements must be met. A significant number of new development projects in Downtown will involve government assistance including selected parcels in the Pennsylvania Avenue Development Corporation's jurisdiction, action parcels of the Redevelopment Land Agency and joint development sites of the Washington Metropolitan Area Transit Authority. Affirmative action objec-



tives for these sites should be rigorously pursued.

Upon establishment of the management entity, an affirmative action policy should be adopted governing personnel, purchasing and contracting. Further, guidelines should be set for ensuring participation of minorities and the traditionally disadvantaged in projects receiving financial assistance from the entity.

The greatest opportunity for fuller economic participation will result from private sector initiatives. The management entity should prepare an affirmative action program for facilitating the private sector's assistance in meeting published goals. Developers should be actively encouraged to submit affirmative action plans addressing equity and professional services as well as construction contracting. The plans should also address leasing, operating and employment objectives. The management entity, working with affected agencies and organizations, should maintain a referral catalogue of minority, women and handicapped-owned businesses and service providers to assist in achieving the objectives. Where necessary, incentives may be developed to encourage participation in meeting affirmative action targets.

## Public Improvements

### Objective:

- Provide the public improvements necessary to ensure quality public facilities and to stimulate further private sector investment in Downtown.

### Policies:

- A portion of the revenues generated by Downtown's redevelopment should be reinvested in Downtown to improve its physical

environment and facilities.

- A Downtown element of the Capital Improvements Program should be developed to highlight and give priority to public investments in Downtown.
- The capital improvements planning process should be coordinated with the Downtown management entity, recognizing its policy, planning and management roles.

Since the 1960's, the District and Federal Governments have been planning and constructing improvements in Downtown to encourage economic development and job creation. Today, most of the major projects have been completed or are approaching completion. These include:

- Metrorail
- Washington Convention Center
- Martin Luther King, Jr. Memorial Library
- Streets for People
- Pennsylvania Avenue
- Increased Sewer Capacity

All together, public improvements made in the Downtown represent an investment of approximately half a billion dollars. The recent surge in private sector development shows that the investment has had the desired effect, and that the economic and employment objectives will be reached.

If Downtown is to achieve the objectives set forth in the Plan, however, further investments must be made. Additional improvements in the public space have been suggested. The transportation and environmental (sewer and water) systems need to be expanded and modernized to assume the demands of new growth. Also, certain public buildings need rehabilitation and possibly a limited number of new

public buildings will be needed.

The projected growth in Downtown development will greatly expand tax revenues for the District. A portion of these revenues should be used to finance additional capital improvements in the area, possibly using the tax increment approach discussed earlier in this chapter. Financing Downtown public improvements will involve a commitment by both the government and the private sector. The vast majority of local governments in the United States finance their public facilities through the sale of general obligation bonds. Most local jurisdictions attempt to finance small public facilities' projects on a "pay-as-you go" basis out of current revenues. Unlike all other local governments, the District finances capital improvements by borrowing from the U.S. Treasury. This arrangement, however, is scheduled to terminate in 1983. After that time, the District will finance the greater portion of its capital improvements through the sale of municipal bonds.

Programming the new capital improvements for Downtown should begin immediately because the lead time required for scheduling is long. Capital facilities' programs span a six-year period, beginning approximately fifteen months in the future. This long lead time results from the District's two-level budget approval process: City Council review and approval followed by Congressional consideration.

A Downtown element of the CIP should be developed for investments in Downtown. In addition to helping set the City's capital improvement priorities for Downtown, the management entity should have the option to fund improvements from its own resources, if needed. The types of projects that the entity would undertake will be limited and relatively

inexpensive because the entity, at least initially, will not have the funds required for more costly items.

The following list presents major public projects for Downtown, dividing them into four general categories: Public Space, Transportation, Utilities and Public Facilities and Buildings. The list includes some projects which are already funded, but incomplete.

## TRANSPORTATION

- **Connect Center Leg Freeway:** Now scheduled for completion in 1983, the Freeway will connect to New York Avenue northeast of Mount Vernon Square. (Funded project)
- **Metrorail:** The entire region will be served by completion of the Metrorail system. Opening of the Green and Yellow lines are of critical importance for Downtown.
- **Downtown Loop/Transit Improvements:** Design and engineering studies for the proposed surface transit system should be started as soon as possible.
- **Roadway Reconstruction and Resurfacing:** The city has scheduled a number of roadway improvement projects, but more will be required as development activity expands.

## PUBLIC SPACE

- **Streetscape:** While the private sector should be responsible for installation of standard streetscape treatments, "special street" improvements will require public funding. The city should begin design studies immediately, giving priority to F and G

Streets in the Retail Core.

- **Parks and Open Spaces:** The Pennsylvania Avenue Development Corporation will finish construction of John Marshall Park this year and is now studying design alternatives for Market Square. The city should quickly prepare and implement a new landscaping program for Judiciary Square and the proposed park on New Jersey Avenue in Downtown East.

## UTILITIES

- **Sewerage and Water System:** The Capitol Hill Relief Sewer and the Crosstown Watermain now scheduled in the CIP will significantly improve Downtown growth potential. In addition, detailed plans should be prepared by the Department of Environmental Services to modernize outdated systems in coordination with new development and to provide needed new capacity for storm-water and groundwater discharge.
- **Sewage Treatment Capacity:** The available sewage treatment capacity should be expanded to ensure that orderly growth of Downtown will not be interrupted.

## PUBLIC FACILITIES AND BUILDINGS

- **District Offices:** This Plan does not address the future need for and character of municipal offices in Downtown. The City should conduct a comprehensive study to determine which services should be retained in Downtown and plan needed office space. New buildings along with rehabilitation of existing structures may be required.

- **UDC Campus:** The University and the City should quickly resolve the program for the designated campus site in order to develop a mixed-use project including, if feasible, university facilities with an emphasis on new housing.
- **Public Facilities:** Schools and recreation centers, to the degree they are required by projected Downtown residents and employees, will be provided in surrounding areas or by the private sector. Incentives should be developed for health clubs, day care centers, and new community facilities in private projects. Police and fire station requirements appear to be met adequately in existing facilities.

## Priority Areas and Projects

Every square, street and program is important in some way in creating a "Living Downtown." A successful Downtown can result from the mix of a number of different public and private actions, all coming together to create a whole which is greater than the sum of its parts.

Even so, there are certain areas, streets, and squares which are especially critical and need early attention. These might be thought of as the "anchors" of the downtown program areas where special effort and attention must be focused in order to realize key features outlined in the Downtown Plan. If these key elements are not achieved, the future Downtown is not likely to have the vitality and physical environment it might have achieved.

Two categories of priority areas are indicated on the map (page 107):

- **Major Development,** involving the use, mix and



design of a major complex covering all or part of a square, sometimes incorporating existing buildings.

- **Streets and Open Spaces**, involving improvement of streetscape, redesign of streets, and creation or improvement of open spaces.

These key projects and areas summarized below have been discussed in more detail in the subarea sections.

Most of these areas are, as might be expected, in the heart of Downtown in the Retail Core, Gallery Place, the Convention Center area, Chinatown, and Market Square. Other important areas are indicated in Mount Vernon Square and Downtown East. Again, the identification of these sites does not mean other locations are not also important. However, the identification of these critical areas should serve to focus immediate attention to them.

This list does not include key projects now under construction or in an advanced stage of planning.

Preservation of landmark buildings and areas is also an important part of achieving a Living Downtown. Various preservation issues, discussed previously in the report, remain to be resolved.

#### RETAIL CORE

##### Major Development

- Metro Center (Squares 252, 288, 319)
- Square 345 (Woodward/Lothrop North Block)
- Square 289 (Key retail potential)
- Square 290 (Retail/office potential)

#### Streets and Open Space

Redesign and improvement of F and G Streets and north-south streets in the Core.

#### GALLERY PLACE

##### Major Development

- Square 454 (WMATA Site)
- Square 455 (Gallery Place)
- Square 456 (Existing Hecht Company Site)
- Square 430 (Recycle Tariff Building to Museum Use)
- Square 406 (LeDroit Building Site—PADC area)

#### Streets and Open Space

Improvement of Gallery Place and Seventh Street, redesign of Eighth Street.

#### MARKET SQUARE (all in PADC area)

##### Major Development

Squares 407, 431, 408, 432: integration of new development and old buildings, design and use of Lansburgh's Building is important.

Square 457: new development, infill and rehabilitation of older buildings along Seventh Street.

#### Streets and Open Space

Improvement of Seventh Street, redesign of Eighth Street.

Design of Market Square and Indiana Plaza.

#### CONVENTION CENTER AREA

##### Major Development

Hotels and related development on six squares south and east of the Center (Squares 319, 345, 375, 405, 404, 403).

#### Streets and Open Space

Improvement of streetscape around Center.

#### CHINATOWN

##### Major Development

Square 454 (WMATA site)  
Squares 453 and 485: new development and preservation of some buildings.

#### Streets and Open Space

Special streetscape improvements on H Street.

#### MOUNT VERNON SQUARE

##### Major Development

UDC Site (Squares 401, 402, 425, 426): resolve UDC facilities, construct mixed use development incorporating UDC with housing emphasis.

Squares 369, 370: Residential and hotel development opportunity.

Square 515: Complete 700 housing units (Wax Museum Urban Renewal Site).

#### Streets and Open Space

Streetscape improvements on New York Avenue.

## DOWNTOWN EAST

### Major Development

Square 628: Hotel potential

Square 630: PEPCO substation relocation potential

Square 569: Major mixed-use opportunity

### Streets and Open Space

Square 627: Convert to open space

Improve New Jersey Avenue streetscape.

## Action Agenda

Development of Downtown will not wait for the Plan to be adopted and for all implementing mechanisms to be in place. To the degree that new projects fail to reflect planning objectives, opportunities are lost. It is critical, therefore, that the Plan and implementing recommendations are acted upon as soon as possible and that proposals which can be addressed in the near term receive immediate attention.

The Action Agenda below lists tasks that should be substantially accomplished during the next twelve to eighteen months. The priority given to these tasks does not imply that other actions discussed in the Plan should not be addressed, but rather that these are of more immediate importance.

1. **Promotion.** A promotional campaign, aimed at improving the image of Downtown, should be launched simultaneously with community review of this Plan. The campaign, in addition to increasing resident and tourist interest and patronage, should have the effect of raising business confidence and investment. The Committee to Promote Washington, OBED and the private sector should join in this effort.

2. **Plan Adoption.** First, OPD must coordinate the Plan's review among the community groups and city agencies. After incorporating the comments received during review, the Mayor will formally present the Plan to City Council for adoption. Prompt enactment of the Plan is of crucial importance because several of the proposed implementing actions will require the legal foundation provided by adoption.

3. **Interim Design and Development Review.** OPD should as quickly as possible form an interim design and development review process, involving city agencies and other review groups where possible. The review would be guided by the policies recommended in the Plan. Private developers are strongly encouraged to participate in this voluntary process.

4. **Priority Area Actions.** The immediately preceding section indicates a number of areas and key blocks for which decisions are pending or development pressures are acute. Public action should be used to achieve the Plan's objectives in these areas.

5. **Management Entity.** Establishment of the management entity for Downtown should proceed as quickly as possible. OPD should promptly convene the proposed public/private "working group" to outline the entity's structure, authority, legislative requirements, and funding.

6. **Permanent Design and Development Review.** The recommendation for comprehensive design and development review includes several tasks that culminate with the establishment of the design review panel of the management entity. OPD should convene the proposed design "task force" so that work can proceed on developing the detailed design criteria, securing recognition of the criteria by existing review bodies, devising a coordinated and streamlined

system of review and detailing needed legislative proposals.

7. **Public Space Program.** The urban design and transportation components of the Plan have stressed the importance of physical design and management of public space. Because the ability to influence these factors is greatest during the project development stage and because development decisions are being made now, the following actions should be taken by the Department of Transportation and affected agencies as quickly as possible.

- Complete and adopt the draft streetscape standards and regulations necessary for implementation.
- Complete the parking, loading and servicing access plan.
- Initiate detailed design studies for the F and G Streets pedestrian/transit project, leading to scheduling the CIP.

8. **Historic Preservation.** The Office of Historic Preservation and the OPD should promptly complete all necessary studies for landmarks and historic district designation action by the State Historic Preservation Officer. The design "task force", including NCPC, Fine Arts Commission, Joint Committee on Landmarks, should incorporate historic preservation standards into the detailed design criteria for the Downtown. City Council should consider promptly the proposals of this Plan for streamlining the historic preservation review process and for incorporating incentives for restoration of historic properties.

9. **Rezoning Proposals.** Zoning is an important regulatory tool for controlling Downtown's land use. The implementation program recommends changes in zoning for certain key areas in Downtown. The recommendations provide basic guidelines, but vari-





ous alternatives could be detailed. OPD should begin to formulate alternatives during the Plan adoption process so that rezoning actions can be taken by the Zoning Commission as expeditiously as possible. Priority rezoning actions include: the Retail Core Overlay, Downtown Mixed-Use Zone, and standards for active, street-oriented retail along special shopping streets.

10. **Business and Employment Development.** The Office of Business and Economic Development (OBED) should complete a survey of Downtown businesses as soon as possible. The results of this survey, combined with evaluation of the impacts of the Plan's recommendations, will help OBED and the private sector detail plans for business retention, revitalization and expansion. Further, OPD should involve the agencies responsible for business and employment services (DOES, DHCH, OBED) in the design and development review system so that developers may be made more aware of their services.

11. **Social Programs.** The social component of the Plan contemplates a number of actions involving proposals for zoning, design criteria, public space activities and operations of the management entity. Priority programs should include: a) increasing personal security in Downtown, and b) developing a coordinated system for providing shelter and care to the homeless and destitute "street people."

12. **Tax Program.** OPD and the Department of Finance and Revenue, working with the private sector, should initiate studies of the taxation recommendations of the Plan. Priority should be given to the formation of a special tax district and the tax increment method for supporting the management entity. Reports, together with proposed legislation, should be submitted promptly to City Council.

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