

Hill East Waterfront

February 2003

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A N A W I T A R G E T A R E A P L A N
W A S H I N G T O N D C



Dear Reservation 13 Stakeholder:

Please find the Draft Master Plan for the 67-acres of public land known historically as Reservation 13, the existing site of the DC Jail and the DC General Hospital. The Office of Planning has completed this document in collaboration with the Department of Health and the Department of Corrections. While the planning process for this site has been completed in an expedited manner over the past three months, the Office of Planning has incorporated a significant and meaningful community engagement into the process, which has yielded important insights for the future of this public land resource.

This has been the first community-based planning process in the history of Reservation 13. The last plan for the site was completed in 1974 and its vision was not implemented. In fact, other than the addition to the DC Jail in the 1980s, the site has not been substantively reorganized in over 70 years and today remains isolated from our City and our waterfront. This Draft Master Plan seeks to respond to community objectives for the site by achieving the following five goals in the plan document:

- The recognition of the site as one of the most important public land resources in the District of Columbia;
- The recognition of broad-based citizen concerns and desires for the site;
- The recognition of the site's potential to contribute to the quality of life in the immediate and surrounding neighborhoods;
- The recognition of the site as an important gateway to the over 1800-acres of parkland along the Anacostia River waterfront;
- The recognition of the site's unique physical characteristics and its inherent beauty.

The planning process has included many challenges regarding potential future uses for the site. The site has historically housed institutional-style public buildings for health care and corrections services. Many of the existing buildings on the site are currently in a poor state of repair and vacant, contributing further to the negative impacts on neighborhoods and the Anacostia waterfront. The planning approach has promoted flexibility and phasing options for future building construction. This is a departure

from the single-facility, institutional organization on the site today and represents a challenge to all participants in this planning process as we look towards the future.

I am pleased to report that the planning for Reservation 13 has addressed these difficult challenges by engaging in a collaborative public process that has incorporated input from over 15 government agencies and over 300 citizen stakeholders. This collaboration included significant guidance and input from the District of Columbia Department of Health and the Department of Corrections; strong leadership from the City Council; and the crucial participation of an engaged public in the form of a steering committee, numerous public meetings, and a website. The process culminated with a highly interactive three-day community workshop, which allowed for unprecedented exchange between interested community members, government officials and the urban design consultant team.

I believe the result of this hard work is a Draft Master Plan that is both visionary and pragmatic; that addresses short-term needs and establishes long-term goals. The Draft Master Plan charts a course that promotes a blend of public uses on the site, integrates this land resource into the City and neighborhood, and promotes environmental stewardship and public welfare.

Respectfully,



Anthony A. Williams
Mayor, District of Columbia

Dear Reservation 13 Stakeholder:

The preparation of this document has been a unique opportunity to create a vision for one of our City's most important public land resources. It is a privilege that the Office of Planning has been afforded this opportunity to coordinate the vision for Reservation 13.

This planning effort has brought together two of the most important initiatives currently being undertaken by the Office of Planning: The Strategic Neighborhood Action Plans (SNAP) and the Anacostia Waterfront Initiative (AWI). Both the SNAP and the AWI have required significant coordination with District agencies and the development of important partnerships with the federal agencies that own or control land along the Anacostia River.

The intent of this plan is to create the land use framework necessary for the next 20 years of growth and development on the Reservation 13 site. The purpose was not to propose specific building projects. The site offers ample capacity to accommodate important public services required by the City and serve neighborhood needs at the same time. With the pending transfer of jurisdiction, this document will serve as the basis to implement the District's land use jurisdiction.

This plan represents the unprecedented involvement of community members and neighborhood residents in the formation of a vision for Reservation 13. Additionally, it identifies one of the most important and exciting opportunities to reconnect our City to the shores of the Anacostia River.

Sincerely,



Andrew Altman
Director, Office of Planning

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I. Vision Statement

An urban waterfront district that serves the District of Columbia and connects the surrounding neighborhoods to the Anacostia River via public streets and green parks. It is a public resource hosting a mixture of uses, including health care, civic, residential, educational, community and other public uses. It is pedestrian-oriented, has a human scale, and is a convenient, safe and pleasurable place to visit, live, work and play.

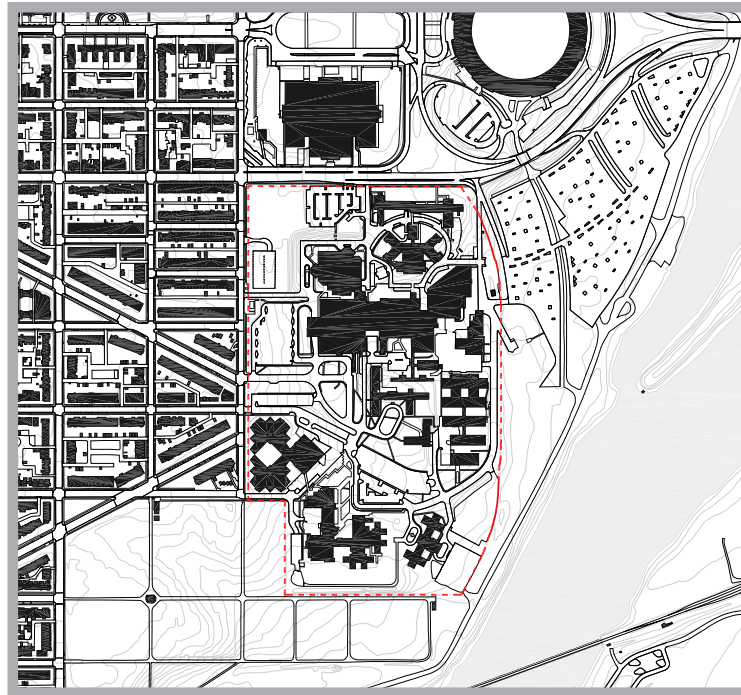


Figure 1 - Existing Plan

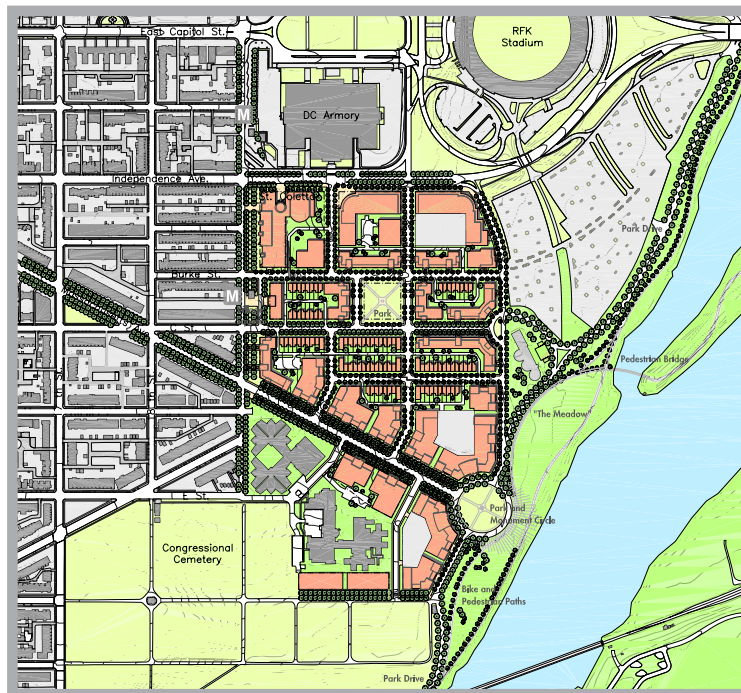


Figure 2 - Illustrative Site Plan

II. Executive Summary

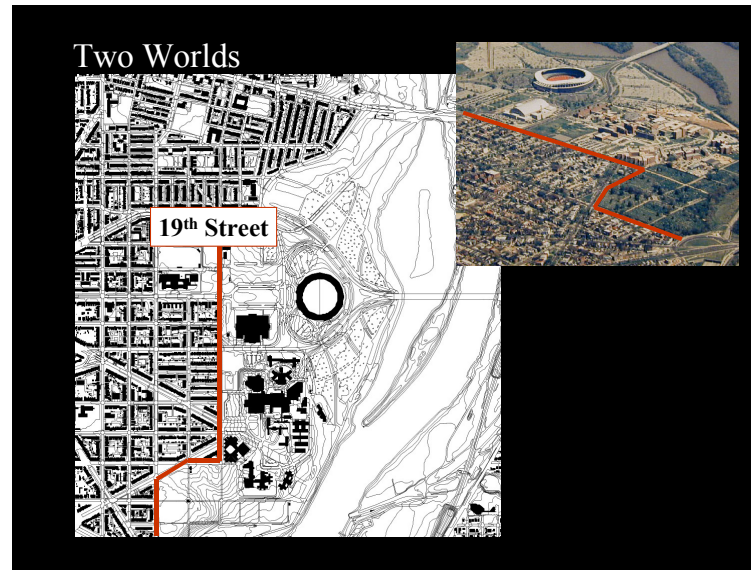


Figure 3 - 19th Street is the dividing line between the isolated Reservation 13 and the Hill East Neighborhood



Figure 4 - Aerial Site Photo

Public Reservation 13 lies on the eastern fringe of the Hill East neighborhood on the west bank of the Anacostia River. From the time of the origin of the L'Enfant Plan to today, the area has appeared as an isolated campus, separate and apart from the neighborhood and an obstacle between residents and their waterfront. This plan presents the first opportunity to re-envision the site, not as a Reservation but as a beautiful public place that links the existing neighborhood to the waterfront while also meeting District-wide and neighborhood needs for health care, recreation, civic space, and housing. The plan creates a new identity for the site.

This vision was achieved through the input and cooperation of many different stakeholders. District Agencies, including the Department of Health and the Department of Corrections, came together under the leadership of the City Administrator and the Office of Planning. Stakeholders adjacent to the site including neighborhood residents, the Sports and Entertainment Commission, and the Congressional Cemetery together with additional DC Agencies constituted the project Steering Committee that guided decisions and evaluated the planning process.

A series of four public meetings and a three-day intensive planning workshop were held to gather public input that led to the guiding principles that will direct the implementation of the plan in the years to come. Over 300 people from across the city participated in these community-planning opportunities. Though there was not consensus on all issues, nine core principles emerged for the site:

1. Connect and integrate Reservation 13 with adjacent neighborhoods, and the new waterfront park along the Anacostia River;
2. Utilize the site to meet a diversity of public needs including health care, education, employment, government services and administration, recreation and housing.
3. Extend the existing pattern of local streets to and through the site to create simple, well-organized city blocks and appropriately-scaled development;

4. Maintain a human-scale of building heights that match existing neighborhood buildings and increase in height as the site slopes downward to the Anacostia waterfront;
5. Connect the Hill East neighborhood and the city at large to the waterfront via tree-lined public streets, recreational trails and increased access to waterfront parklands;
6. Demonstrate environmental stewardship through environmentally sensitive design, ample open spaces, and a great waterfront park that serve as public amenities and benefit the neighborhood and the city;
7. Promote the use of mass transit by introducing new uses near Metro stations and create an environment where the pedestrian, bicycle, and auto are all welcome, complementary, and unobtrusive, reducing the impact of traffic on adjacent neighborhood streets.
8. Create attractive “places” of unique and complementary character including:
 - ◆ A new, vital neighborhood center around the Metro station at C and 19th Streets that serves the unmet neighborhood commercial needs of the community and extends to the waterfront with a new residential district;
 - ◆ The Massachusetts Avenue as a grand Washington ‘boulevard’ in the tradition of the L'Enfant plan and devoted to a new center for Public Health and Science;
 - ◆ A district for city-wide uses and services, such as health care, education, and recreation along Independence Avenue;
 - ◆ A grand public waterfront park incorporating monumental places and quiet natural retreats accessed by a meandering park drive set back from the Anacostia River.
9. Limit improvements to correctional facilities to areas south of Massachusetts Avenue.



Figure 5 - Fences and parking lots on site near Building 25 and Anacostia River.



Figure 6 - Aerial view looking toward the Anacostia River from the DC Jail



Figure 7 - Parking lots and fences define the existing views



Figure 8 - Existing Department of Health Clinics at Reservation 13

This Draft Master Plan is only a first step. Detailed planning and design must still be conducted that incorporates site topography, environmental conditions, specific buildings and uses, and infrastructure needs. That planning process will again engage stakeholders, residents and neighbors. An interim use plan must also be completed to ensure that all active uses currently on the site are adequately accommodated and able to continue to deliver services to District residents while the first phase of the plan is implemented. The zoning process will provide the vehicle to legally define permitted uses and corresponding public hearings must be held to approve proposed zoning. Finally, there are significant budgetary and policy commitments that must be made to achieve this vision.

Key Achievements of the Plan:

- ◆ Promotes more efficient use of public land resource.
- ◆ Provides the opportunity to consolidate health services in the city to achieve operational efficiencies.
- ◆ Integrates the site plan into the Anacostia Waterfront Initiative plan.
- ◆ Enhances the value of the land resource to the existing surrounding neighborhoods.
- ◆ Demonstrates the advantages of a mixture of land uses.
- ◆ Promotes transit oriented development and increased transit ridership.
- ◆ Provides a highly desirable environment to house municipal services and public uses.
- ◆ Responds to neighborhood concerns by limiting correctional uses on the site and improves public safety and services.

III. Planning Process

The Budget Act of 2002 passed by DC City Council required that a Draft Master Plan be completed for Public Reservation 13. This plan was required before any Capital Improvement funds could be expended for DC General or for improvements to DC Jail facilities. The U.S. Congress approved the budget and the planning requirement and added a mandate that the plan be completed by March 31, 2002.

Participatory Planning and Public Outreach

This planning effort constituted the first time in the history of this site that a plan was created with community input and participation. Though completed in a highly compressed and aggressive timeline, significant opportunities for public input and review were included. Public input contributed to the evolution of the plan and was essential in adjusting the plan to make sure sufficient land resources are available for various needs and uses anticipated by community members.

Three public meetings, an intensive 3-day planning workshop, and a weekend review session were offered for community participation. Meetings were held both on weeknights and weekends to provide the maximum opportunity for the majority of interested citizens to attend one or more session(s) depending on their daily schedules.

Over 300 people participated representing a broad range of stakeholders. Many participants were immediate neighbors to the site living on Massachusetts Avenue, Bay or Burke Streets. A good majority came from other parts of the Hill East neighborhood or Capitol Hill. Other participants were drawn from across the city, but active in health care advocacy. Nearly one quarter of participants attended every meeting offered – over a 20 hour commitment each!

The first meeting was held the evening of Wednesday, January 23 at the DC Armory. Nearly 200 people attended this first meeting. The purpose of the meeting was to establish the planning process and timeline, introduce the team, and outline the end products of the Draft Master Plan.

A second meeting was held the evening of Wednesday, February 20 at the DC Armory. This meeting provided participants with the critical

background information and existing site conditions they needed to know to prepare for the planning workshop.

A 3-day participatory planning workshop was held over the weekend of March 1-3. The workshop began with a guided site tour of Reservation 13 on Friday, March 1. Saturday March 2 was an all day work session where participants worked in small groups concentrating on different issues that had to be addressed in the Draft Master Plan. These topics included transportation, parkland and public space, site character, general land uses, and defining the health care needs for the site. Groups worked on draft site plans to illustrate their priorities for the site. Sunday, March 3, project consultants condensed citizen and government input and outlined a set of principles that would guide future reuse of the site.

The morning of Saturday, March 16, a follow-up public review session was held to introduce the Illustrative Site Plan that evolved from the Guiding Principles and to obtain public reactions to the draft of the final product.

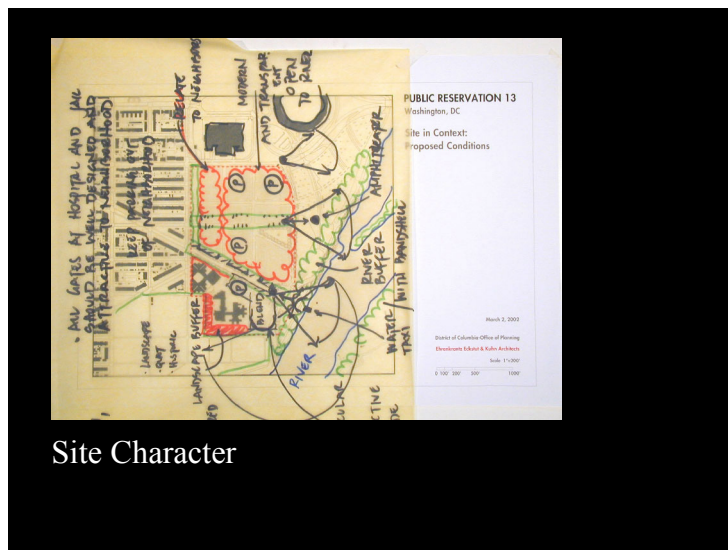
The final Draft Master Plan was presented at a final public meeting on the evening of March 20th. This meeting went over the complete process, the guiding principles, and the Illustrative Plan. The purpose of the meeting was to clarify the plan and answer questions about the next steps in the planning process after completion of the Draft Plan.

Outreach was conducted through a variety of methods. The Office of Cable Television and Telecommunications – the public cable channel – covered every meeting and workshop in February and March. Notice of meetings were sent out by mail, email, fax, and phone. Fliers were distributed door to door and at community meetings. Announcements for major meetings were published in Washington Post articles.

A public website was established to increase community access to information on the site and the planning process. In addition, binders of all background information, notes from meetings, community comments, and site maps were available for those without Internet access to review current information. These were located near the site at Eastern High School and at the MLK Central Public Library in downtown. Information was updated regularly. The website address is located at: <http://www.publicspace.justicesustainability.com>.



Figure 9 - March 2, 2002- Community Workshop



Site Character

Figure 10 - Schematic Drawing from Community Workshop on March 2, 2002

IV. Planning Context

HISTORIC CONTEXT

Public Reservation 13 is identifiable in some of the earliest plans for Washington, DC. The original L'Enfant Plan of 1791 shows the Reservation slightly smaller than its current size and set apart from the traditional street grid of the city. The 1792 and 1800 editions of the plan incorporate most of Andrew Ellicott's revisions to L'Enfant's plan and show the Reservation approximately the same size as today and in the same location.

In 1848 the 30th Congress authorized the Commissioner of Public Buildings to transfer "such portion of the public reservation of land in the City of Washington, numbered thirteen, called the Hospital Square," to the vestry to extend the parish burial grounds (citation omitted). History texts from the period indicate that the Washington Asylum, previously known as "the workhouse and alms house," relocated from Judiciary Square to Reservation 13 between 1843 and 1846. Thus presumably, the reference to "Hospital Square" in plans from 1848. A January 20, 1877 Act mentions the Washington Asylum in Reservation 13 with reference to the construction of workhouses for the use of the District in connection with the Asylum upon "the public reservation in said City of Washington now occupied in part by the buildings of the Washington Asylum," designating the grounds south of the Asylum along 19th Street for new workhouses.

The Senate Park Commission Plan of 1901- 1902 (commonly called the "McMillan Plan") proposed a new park system for the city, including the creation of the National Mall. The plan depicts a number of larger, isolated uses relegated to the peripheries of the original L'Enfant plan boundaries, including what eventually became Gallaudet College, and a site for a U.S. US Soldiers Home. In that plan, Public Reservation 13 is identified as the "City Farm". Massachusetts Avenue is shown crossing Reservation 13 and continuing to the other side of the river via a new bridge. At that time, this location was identified by the planners as a point where the character of Anacostia River landscape changes from an urban waterfront to a natural 'aquatic garden' or tidal marshland. The bridge helped to mark this transition.

The main buildings of DC General Hospital were constructed in the 1930's and 1940's. Additional buildings were added over time, growing to a complex of about 1,416,696 gsf for hospital and health related uses. The new Central Detention Facility (the DC Jail), constructed in 1976 replaced the Old Jail which dated from the 1870's and was located at the corner of Independence Avenue and 19th Street. A new Correctional Treatment Facility was added on the site to the southeast of the DC Jail which now has a combined total of 860,229 gsf.

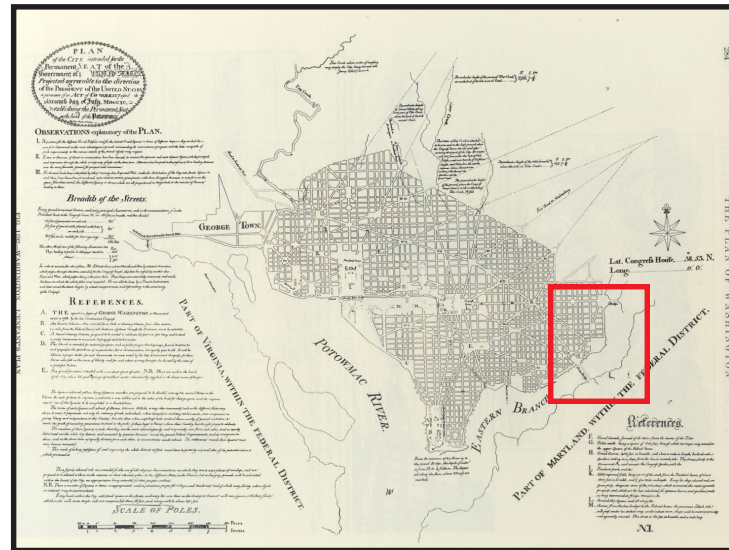


Figure 11 - L'Enfant Plan of Washington, ca. 1790.



Figure 12 - McMillan Plan of Washington, ca. 1902.

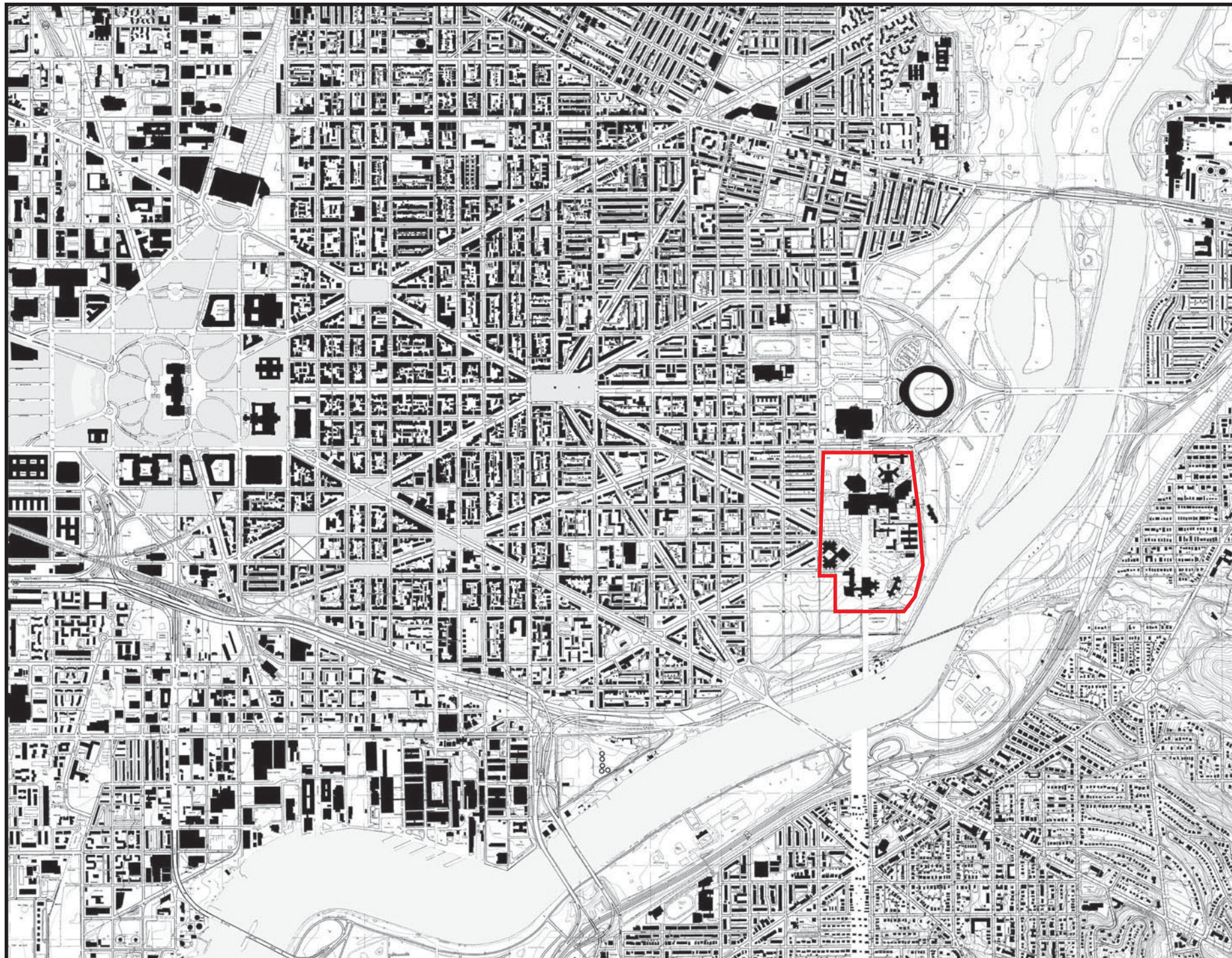


Figure 13 - Regional Context Plan

CITY-WIDE AND REGIONAL CONTEXT

Public Reservation 13 is located at the edge of the original l' Enfant Plan for the city. It sits between the orthogonal street plan of the largely residential Hill East neighborhood and the Anacostia River to the east. Two of the diagonal streets of the earliest plans of the city terminate on the site: Potomac Avenue and Massachusetts Avenue. The rest of the local streets bordering the site are 19th Street, running one way north, and Bay, Burke and C Streets SE running two-way in an east-west direction. Bay and Burke are truly local streets in that they extend only one block whereas C Street runs the length, albeit indirectly, of Capitol Hill and is from the earliest plans of the city.

The adjacent Hill East neighborhood is largely comprised of rowhouses with generous front yard set-backs and alleys to the rear.

Independence Avenue stretches from the northern edge of the Reservation all the way to the National Mall and on toward the Potomac River. It carries a large portion of commuter traffic and runs one way from west to east. It also is a major access to parking lots at RFK Stadium for sporting events.

To the south of the site is the historic Congressional Cemetery. Across the river is Anacostia Park, the continuation of Massachusetts Avenue and Fort Dupont Park, as well as a locomotive bridge that crosses the river and continues through the park to the northeast.

The regional traffic arteries of Interstates 295 and 395 are close to the site and the network of roads facilitates connection to these highways.

Kingman Island, one of the islands in the center of the Anacostia River, is just beyond the adjacent shoreline near the Reservation.

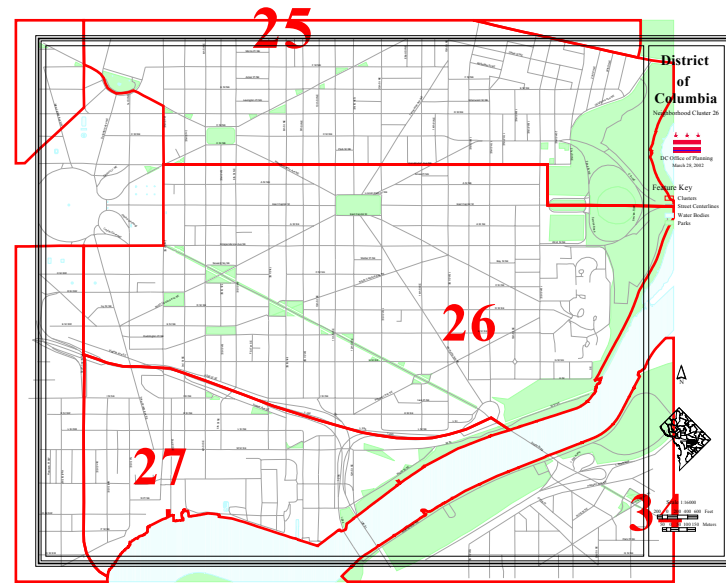


Figure 14 - Cluster Plans

Related Planning Efforts

Public Reservation 13 is directly related to two ongoing planning efforts – the *Anacostia Waterfront Initiative (AWI)* and the *Neighborhood Planning Initiative (NPI)*.

NEIGHBORHOOD PLANNING INITIATIVE

As part of the Mayor’s Neighborhood Action Initiative, Strategic Neighborhood Action Plans (SNAPs) were completed for every neighborhood in the District of Columbia. These plans were created by neighborhood residents during the Spring and Summer of 2001. The SNAPs outlined the essential ingredients of a thriving neighborhood and identified the top priorities for improving the livability of their own community. Public Reservation 13 was included in the SNAP of the neighborhoods of Hill East, Capitol Hill and Lincoln Park. The top priorities for this area included:

Neighborhood Economic Development

Neighborhood residents wanted to see better retail, commercial, and employment opportunities in their neighborhoods. They stressed the importance of utilizing transit stations in accomplishing this goal.

Transportation Solutions

The neighborhoods have substantial concerns relating to commuter traffic and tour buses on residential streets, insufficient and unsafe bicycle and pedestrian ways, and severely constrained parking. They advised that future planning accommodate these needs and begin to address and correct transportation issues.

Recreation, Education and Amenities

Open space amenities in the neighborhoods are insufficient. Though residents live close to the Anacostia River, the river remains physically inaccessible and unsafe for public use. Metro plazas too represent underutilized and poorly designed public space. Residents want signature parks and plazas that offer usable opportunities for recreation and relaxation.

Housing and Historic Preservation

Maintaining housing affordability – particularly for seniors and low-income families – was a top concern, as was the preservation of the historic character of the area.

Appropriate Design and Development

Perhaps more than any other priority, residents were concerned about the impact of future development in their neighborhoods. Two questions in particular worried area residents – what would happen to the land once occupied by DC General and how could development make the most of their three Metro stations? Residents felt it was imperative for the District to complete a Master Plan for the DC General site to make sure that the land was not allocated solely to locally undesirable land uses (LULUs). Similarly, residents recognized that their Metro stations could draw positive development, but only if plans were completed that could catalyze the potential of these resources.

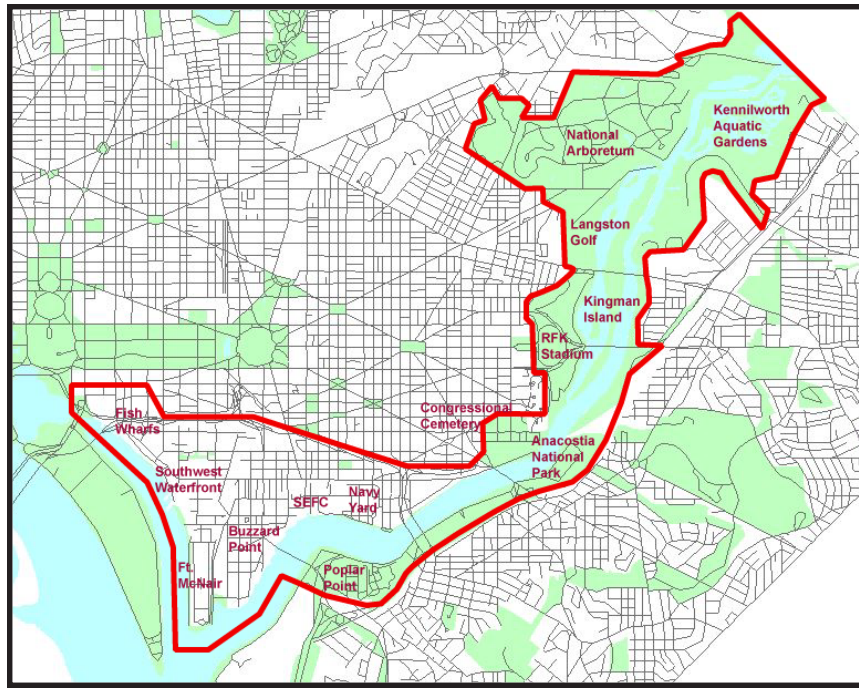


Figure 15 - AWI Study Area

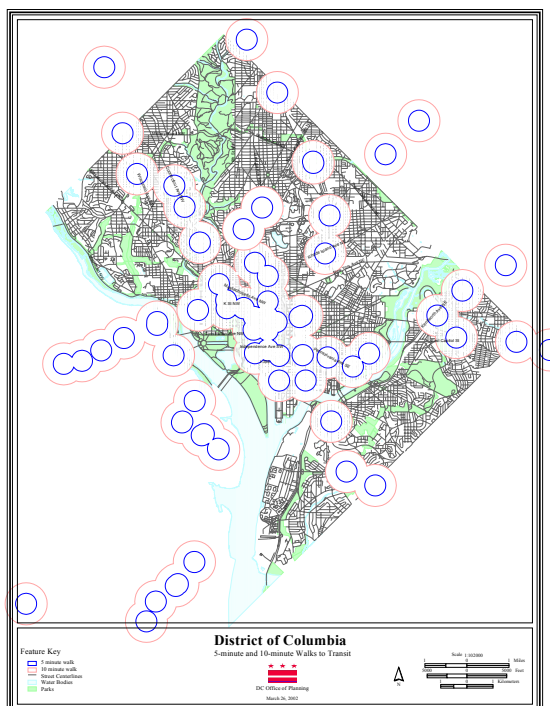


Figure 16 - TOD locations in Washington, DC

ANACOSTIA WATERFRONT INITIATIVE

The primary objective of the Anacostia Waterfront Initiative is to improve the environment around the waterfront to highlight the Anacostia River as a key natural and community resource of the District of Columbia. The project area encompasses the whole of the Anacostia Waterfront from the DC/Maryland border to the confluence of the Potomac River – including the Washington Channel in Southwest.

The Anacostia Waterfront Initiative is a common partnership of Federal, District, neighborhood, and non-profit stakeholders to create a vision for waterfront areas along the Anacostia River. Building on the great historic plans for the District of Columbia, the partnership envisions a new, energized waterfront for the new millennium that will unify diverse areas of the District of Columbia by capitalizing on one of the City's greatest natural assets, the Anacostia River shoreline. The Waterfront Initiative seeks to revitalize surrounding neighborhoods, enhance and protect park areas, improve quality of water and environment, develop Government-owned land for the benefit of the people of the District of Columbia and the Federal and District of Columbia Governments, and increase access to the water and enhance activities provided along the waterfront.

The Anacostia Waterfront Initiative has seven overarching planning principles:

- ◆ Utilize the river corridor to better connect neighborhoods and to help unify the District and the region;
- ◆ Restore the Anacostia's water quality and enhance the river's beauty and natural resources;
- ◆ Create a lively urban waterfront that offers diverse amenities to serve a world-class capital city for the new millennium;
- ◆ Stimulate sustainable economic development along the waterfront and near the river;
- ◆ Maximize education and training opportunities for residents that may result from the Initiative;
- ◆ Promote excellence in design in every aspect of the Initiative, and;
- ◆ Promote stewardship of the river and address concerns of all segments of the community, including residents, businesses, property owners, and visitors.

Reservation 13 represents an immediate opportunity to initiate the AWI through the creation of a critical segment of a great park system along the Anacostia River.

TRANSIT-ORIENTED DEVELOPMENT

In fall of 2001, the Mayor convened a Task Force to define what Transit-Oriented Development (TOD) might mean for the District of Columbia and how our transit resources – both bus and rail – could be used to improve the quality of our neighborhoods, spur economic development, and help the smart growth of our city.

The Task Force defined TOD in the District of Columbia as “a land use strategy to accommodate new growth, strengthen neighborhoods, and expand choices and opportunities by capitalizing on bus and rail assets to stimulate and support vibrant, compact, diverse and accessible neighborhood centers within an easy walk of transit.”

The Task Force found that TOD is one of the most effective tools available to Washington, D.C. to help realize its vision as one of the premier places in the world to live, learn, work and visit. The District's 39 Metro stations and major bus corridors offer the potential to accommodate both new and current residents in attractive, walkable, mixed-use neighborhoods offering a range of housing choices within a 10-minute walk of high-quality transit. The transit resources provide a unique opportunity to form vibrant neighborhood centers that are linked to opportunities and activities throughout the District and region.

Recent estimates indicate there are over 2,000 acres of vacant, abandoned, or underutilized land within a 10 minute walk of these stations or major bus corridors that could potentially accommodate over 35,000 new units of housing along with shops, offices, parks, and other amenities.

As a result of the Task Force's work, and in response to a grassroots groundswell in support of better utilizing transit resources to both support economic development and protect environmental quality, the District is establishing a policy to support TOD as a land use and growth strategy for the District of Columbia.

Reservation 13 is served by two underutilized Metro stations at Stadium/Armory. These represent opportunities to promote TOD and make the site more attractive for future development.