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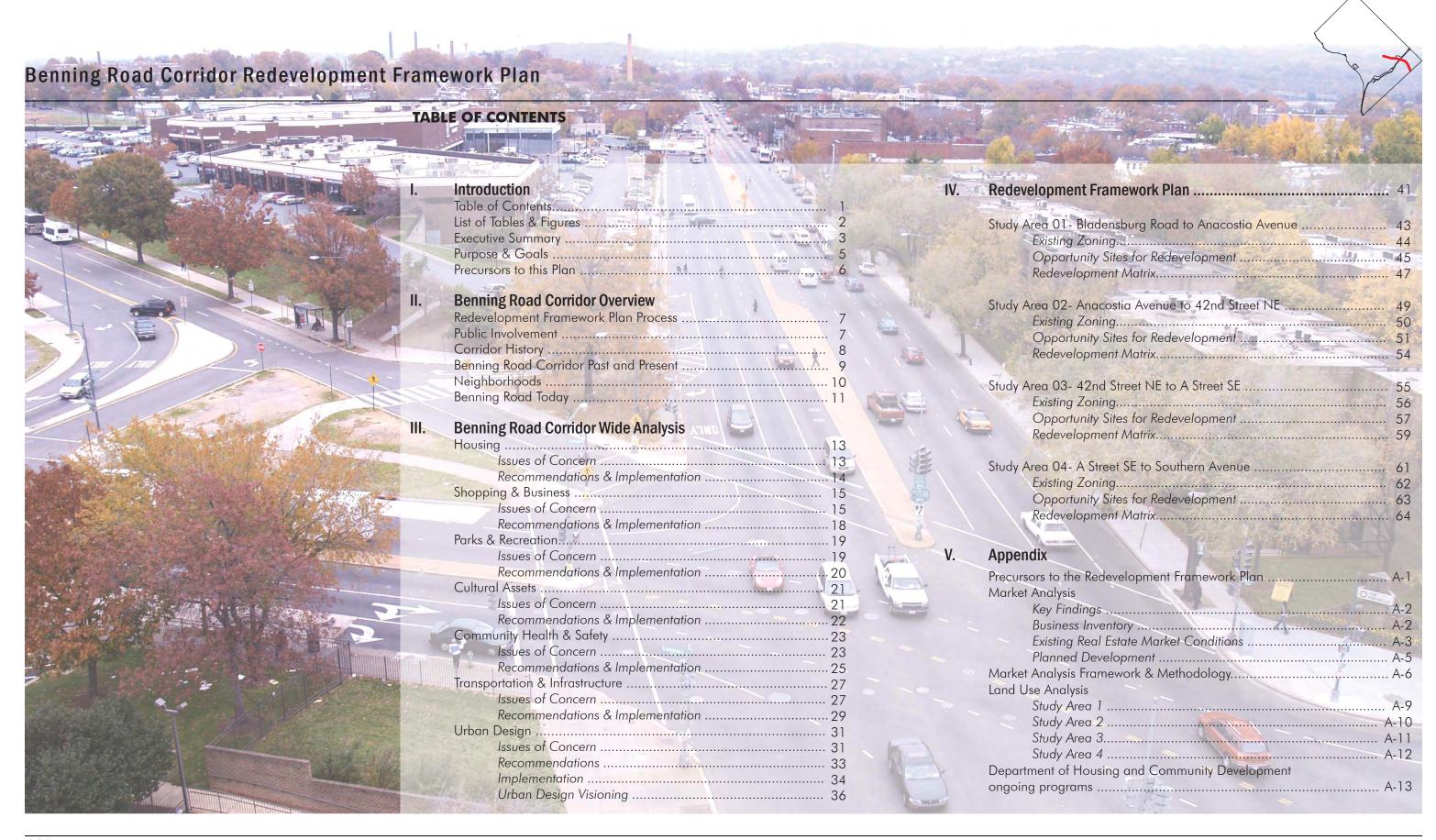
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Benning Road Corridor Redevelopment Framework Plan

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Executive Summary



The Office of Planning is pleased to offer a vision for the Benning Road corridor in the form of the Benning Road Corridor Redevelopment Framework. Presented in five sections this framework gives a clear and concise outline for how development can and should happen on Benning Road. With the assistance of the Louis Berger Group, this framework was written for the purpose of guiding future growth and revitalization impacting the Benning Road corridor, and is the result of a widely inclusive community engagement process occurring over the course of ten months. Part one of this framework includes an historic account of development along Benning Road from the 17th century to the present day, provides an account of how specific neighborhoods grew along the Benning Road corridor and analyzes existing conditions there. The study area begins at the "Starburst" intersection, where Florida Avenue, Bladensburg Road and Benning Road meet, and continues to the Maryland border at Southern Avenue, passing through Wards 5, 6 and 7 along the way.

This framework seeks to strengthen existing neighborhoods and encourage new mixed use and mixed income development in strategic locations along the corridor while creating a safe and pedestrian-friendly environment. Part two of the framework recommends coordinating resources and initiatives of multiple District agencies like the Department of Housing and Community Development, the Department of Transportation and the Office of the Deputy Mayor for Planning and Economic Development in order to achieve maximum impact along the Benning Road corridor. Through corridor-wide analysis and public input this framework identifies seven topics to be considered in shaping the recommendations and implementation strategy. These topics include Housing, Shopping & Business, Parks & Open Space, Cultural Assets, Community Health & Safety, Transportation & Infrastructure, and Urban Design & Public Realm as elucidated in part three of this plan.

The Benning Road Corridor Redevelopment Framework creates clear and concise redevelopment guidance which can be found in part four. Four study areas were delineated and received intense analysis regarding existing conditions. Opportunity redevelopment sites have been identified within the four study areas, with an implementation matrix created for each. The Benning Road Corridor Redevelopment Framework includes an appendix containing a comprehensive market analysis which examined existing conditions along the corridor such as an inventory of businesses, an assessment of building conditions, identification of public properties in the study area and current development activity.

Opportunity redevelopment sites, totaling 1,492,506 square feet along the corridor, have been identified within the four study areas, with an implementation matrix created for each.



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Purpose & Goals





The Benning Road corridor is full of stark contrasts, but has significant potential for the future. It spans three Wards and the Anacostia River, traversing through a diversity of proud neighborhoods, boasting access to highways, trails and transit, and bordering row houses, apartment buildings, single-family homes, large parks, a golf course, a historic cemetery, schools, churches and shopping centers. It abuts nearly every type of land use in the city, sometimes with a mix of disparate uses on the same block. Portions of the street are lovely and walkable, with good sidewalks and mature trees, while others are unfriendly to pedestrians and lacking in amenities. The Benning Road Corridor Redevelopment Framework presents an opportunity to take stock of what exists on Benning Road and develop recommendations that will realize the aspirations of a diverse group of local stakeholders.

Through the planning process, the Office of Planning heard from the surrounding communities what they like about the corridor, what they want to preserve, and what they want to change. The resulting recommendations seek to pool the resources of a wide array of DC government agencies, community groups, non-profits, and the private sector to make Benning Road a truly Great Street. Once implemented, Benning Road will better serve existing and future residents, workers, visitors and the city. The vision for the future of Benning Road includes:

- Leveraging new development to, first and foremost, strengthen existing neighborhoods.
- New development along the corridor that offers a variety of high-quality, mixed-income
 housing, shopping, and office opportunities, in buildings that set a new standard for Benning Road in terms of design and stature.
- More options for shopping and dining that will better serve existing communities and new residents.
- A beautiful and walkable corridor with consistent and well-maintained sidewalks, street trees, and lighting.
- A safe street, where people are comfortable to visit throughout the day, where intersections are designed for secure pedestrian crossings, and where residents, shoppers and business owners alike can operate without fear of crime.
- Transit services that get people where they want to go and reduce dependence on automobiles.
- Redeveloped existing shopping centers that front Benning Road and provide high-quality retail space to attract and maintain healthy businesses.

This plan combines community aspirations with professional research and analysis to set a framework for how Benning Road will improve over the next twenty years. The plan merely sets the framework for development and investment; it cannot anticipate all of the details and decisions that will need to be made to implement the vision. This is just the beginning; the plan presents the big picture goals towards which the community and the District Government will be striving. Many specific recommendations are made in this document, and Office of Planning is committed to working with the community and other District agencies in the coming years to make sure that the additional work and action items are completed, and that they are done so with consistent & continual community input.

Precursors to this Plan



Figure 1.2- DDOT Great Streets Corridors

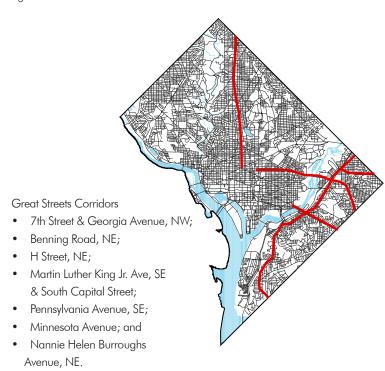


Figure 1.3- The H Street Corridor today



Great Streets Initiative

The Benning Road Corridor Redevelopment Framework is part of the Great Streets Initiative, announced by former Mayor Anthony Williams in March 2005. This multi-year effort seeks to bring together numerous agencies, including Office of Planning, District Department of Transportation and the Deputy Mayor for Planning & Economic Development, to transform under-invested corridors into thriving and inviting neighborhood centers by using public actions and tools to attract private investment. The Great Streets Initiative focuses on seven major corridors in the city with the purpose to increase the livability and economic development in the neighborhoods surrounding these corridors.*

The H Street NE Strategic Development Plan

This plan predates the Great Streets Initiative, but was also in many ways the catalyst for the program, and the first of the Great Streets. Together with Benning Road, H Street forms an important corridor that runs eastward from downtown to the Maryland border.

This initiative was undertaken to guide revitalization and development in the H Street NE corridor through economic investments and community involvement. The plan addresses all aspects of reshaping the community to best suit the community's functionality; including transportation, pedestrian traffic to, from and within the corridor, zoning for retail and residential sections, and community organization.

The plan envisions the transformation of the corridor into a vibrant place to live, work, shop and play. The plan divides the site into the following four themes:

- 1. Western Gateway: The Hub and Urban Living (North Capitol to 7th Street NE); to include office and residential uses.
- 2. Central Retail District (7th Street to 12th Street NE).
- 3. Arts & Entertainment (12th Street to Bladensburg Ave NE).
- 4. The Mall: Hechinger Mall/Former Sears Sites (Bladensburg Avenue to 17th Street NE); use options include big box retailer or 50 units/acre residential development.

Market analyses suggested that the area has the capacity to support 200,000 square feet (sq.ft.) of office space (suitable for small professional, non-profit and association offices), 750 new and or rehabilitated residential units, and 300,000 sq. ft. of retail (5,000-10,000 sq. ft. in the Urban Living Zone and 150,000-200,000 in the Central Retail District). However, reality has already exceeded these market expectations. 4.3 million square feet of development has been completed since 2001, while 2.2 million square feet is under construction and 18.7 million feet is in the pipeline. 990 residential units are currently under construction or have delivered since 2001, with over 6,000 more units in the pipeline within ½ mile. **

The project gives priority to transit enhancements, pedestrian-oriented planning, and parking management/ expansion. It calls for enhancing transit services – potentially through streetcar or rapid bus systems which operate in shared travel lanes with vehicles.

The proposal also suggests full-time on-street parking plus the provision of additional structured or surface parking. Pedestrian activity will be encouraged by widening sidewalks, streetscaping (trees, bike racks, etc.) and traffic-calming measures (stop lights, street parking, etc.). Additionally, the plan encourages heritage based tourism which could necessitate a survey of historic sites around the Benning Road corridor.

There is currently a great deal of market interest in the H Street NE corridor, and the city expects the momentum to progress down Benning Road. The Benning Road Plan anticipates this future growth and provides the surrounding communities with a framework to guide development as pressure moves eastward from H Street. For additional information on the H Street NE Strategic Development Plan, see Appendix page A-1.

Anacostia Waterfront Initiative

Benning Road crosses the Anacostia River and interacts with the parkland surrounding it. Established in 2000, the Anacostia Waterfront Initiative guides conservation, development, recreation and other issues along the river. The goals of the initiative are to:

- Create a clean and active river
- Eliminate barriers and gain access to the river
- Create a great riverfront park system
- Create cultural destinations of distinct character
- Build strong waterfront neighborhoods

For more information on the Anacostia Waterfront Initiative, see Appendix page A-1.

Northeast Gateway Revitalization Strategy

Office of Planning launched this revitalization strategy in 2003. The project area includes the Carver Terrace and Langston Dwellings neighborhoods adjacent to Benning Road. The goals of the strategy are to:

- Improve neighborhood image
- Create opportunities for redevelopment
- Increase homeownership
- Increase neighborhood amenities
- Improve commercial areas

These efforts have all informed the development of this framework, and will continue to be a resource for the community as the recommendations of this document are implemented.

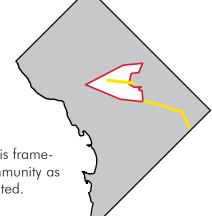


Figure 1.4- Northeast Gateway Bound-

ary along Benning Road

^{*} DC Office of Planning, Great Streets Avenues of Opportunity. Online. Available: http://dcbiz.dc.gov/dmped/frames.asp?doc=/ dmped/lib/dmped/pdf/AboutGreatStreets.pdf. Accessed: November 12, 2006

^{**} Washington DC Economic Partnership Neighborhood Profiles 2007



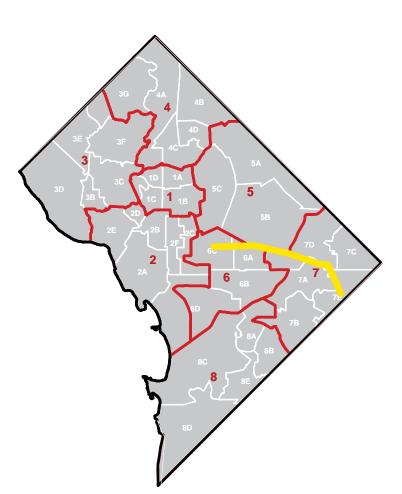


Figure 2.1 The Benning Road and the H Street Corridor are located between Wards 5, 6, & 7. The study areas fall within ANCs 5B, 6A, 6C, 7D, 7A, and 7E.

Redevelopment Framework Plan Process

The DCOP engaged the Louis Berger Group, Inc. (Berger) to undertake an existing conditions study, market & retail analysis, and public engagement. Berger retained the professional services of Economic Research Associates (ERA) for the residential and office market analysis, Retail Compass (RC) for the retail analysis, and Justice & Sustainability Associates (JSA) for the public engagement.

The Redevelopment Framework Plan commenced on October 10, 2006 with the project kick-off meeting. In October 2006, the project team completed the fieldwork and site visits to support the existing conditions survey and analysis and produce a comprehensive business inventory. Subsequently, the team performed the market, retail, and urban design analysis at a corridor-wide scale and submitted the Existing Conditions Report on November 17, 2007. In December 2006, the team evaluated and identified numerous opportunity sites (underutilized parcels with potential for redevelopment) along the corridor. On January 9, 2007, Berger submitted the Redevelopment Framework Plan which included a description of 20 opportunity sites and identified potential scenarios and timelines for redevelopment.

Public Involvement

The public outreach strategy provided Berger and the DCOP with a mechanism that allowed for an open-ended process for communication with the various stakeholders and a meaningful exchange of ideas between all interested parties. A central component of the public outreach was the Benning Road Redevelopment Framework Plan Advisory Committee, a group comprised of the many stakeholders in the study area, including Advisory Neighborhood Commissions (ANCs), neighborhood and civic organizations, business associations, property owners and investors, and faith-based and non-profit organizations.

The other central aspect of the public involvement plan was a series of public meetings designed to elicit feedback and comments that would direct the focus of the Berger team and the revitalization efforts towards the most important community needs. Representatives from other key District agencies such as District Department of Transportation (DDOT) and Office of the Deputy Mayor's for Planning and Economic Development (DMPED) were present to provide information on other ongoing planning efforts or available economic incentives for redevelopment. The meetings were focused on study area concerns related specifically to five key issues: Housing, Shopping & Business, Parks & Open Space, Urban Design/ Public Realm, and Cultural Assets.

On February 15, 2007 the DCOP hosted a public kick-off meeting at the Richard England Clubhouse, Boys & Girls Club at 4103 Benning Road. Four subsequent meetings were hosted by the DCOP in the four respective sub areas:

- Study Area 1 (Bladensburg Road to Anacostia Avenue), February 27, 2007 at Miner Elementary School, 601 15th Street NE
- Study Area 2 (Anacostia Avenue to 42nd Street NE), March 26, 2007, River Terrace Elementary School, 420 34th Street NE
- Study Area 3 (42nd Street NE to A Street SE), April 11, 2007 at the Richard England Clubhouse, Boys & Girls Club at 4103 Benning Road
- Study Area 4 (A Street SE to Southern Avenue), April 24, 2007 at Jones Memorial Methodist Church, 4625 G Street SE.

The sub area meetings culminated in a corridor wide workshop on May 12, 2007 at the Ward AME Church at 421 42nd Street NE (See Figure 2.2). The workshop presented comments and feedback collected at the various sub area meetings and a draft list of recommendations related to the main issues along the corridor. While Advisory Committee meetings were held in between the aub area meetings and a final Advisory Committee meeting informed the final Public Meeting, held on June 21, 2007. During the final meeting, the project team presented the final recommendations and unveiled the Final Redevelopment Framework Plan.

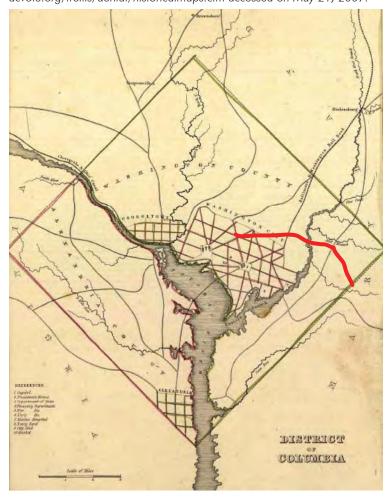
Figure 2.2- May 12 Corridor Wide Workshop at Ward AME Church



Benning Road Corridor Past & Present



Figure 2.3 - Map of Historic Washington City Limits with Benning Road. Basemap: District of Columbia, Boston: T.G. Bradford, 1835. From: www. dcvote.org/trellis/denial/historicalmaps.cfm accessed on May 21, 2007.



Benning Road NE is a 3.62 mile corridor in Northeast Washington, D.C. that connects Bladensburg Road & H Street NE at the Starburst Intersection to the Maryland State border at Southern Avenue SE. It is a major corridor that has been historically significant and continues to be a major backbone of transportation infrastructure in the District that supports both commuters as well as residents in the neighborhoods that straddle the Anacostia River and extend further east to the edge of the city.

Corridor History

17th Century to the Civil War

Benning Road shares a distinguished history in the District. The area was originally settled by Nacotchtank Indians in the early 17th century*. Over the next two centuries, as the District was laid out by historical figures like Pierre Charles L'Enfant and Benjamin Banneker, the Benning Road area fell outside the Washington City limits in Washington County. (See Figure 2.3) With the influx of new businesses and people to the city, the peripheral areas in the county transformed from primarily being an agricultural countryside to scattered residential settlements.

Post Civil War

Following the Civil War, African American communities moved into the area to a settlement called Pleasant Grove. The area later became known as Benning Heights after William Benning, an area land owner, who helped finance the wooden bridge built in 1797 by the Anacostia Bridge Company on the present-day Benning Road Bridge site*.

Turn of the 20th Century

Benning Road has historically been a significant thoroughfare in the District. Since the late 1890's, Benning Road has been a main artery in the city. Between 1862 and 1962, streetcars and cable cars were used in the downtown areas. The Columbia Railway Company started a cross town streetcar line in 1872 that ran from New York Avenue NW and 15th St NW to Massachusetts Avenue NW to H Street NW, and along H Street to Benning Road NE. In the late 19th century, an electric line was extended along Benning Road past Southern Avenue to a transfer point outside the District in Maryland where the Chesapeake Beach Railroad or the Washington, Baltimore ,and Annapolis Railroads met. Photos of the Columbia Railway Company Car Barn at 15th Street NE & Benning Road NE across from the present-day Hechinger Mall pictured on page 7.

Post World War II

As a result of an increase in government jobs after World War II, the area experienced a steady influx of new residents and became a densely populated suburb by 1960. Characterized by its social and urban diversity, this area was frequented for its vibrant shopping streets, music, theater, and entertainment destinations. Additionally, increased connectivity to other areas, within and around DC, via railroad and cable car lines made this area a natural magnet for residential development.

1968 Riots

Following the assassination of Dr. Martin Luther King Jr., major riots erupted in cities like Chicago, Baltimore, and Washington, D.C. (See Figure 2.4). The riots significantly crippled the District's economy in neighborhoods around the U Street Corridor and H Street, and Benning Road. Many businesses were vandalized and many more closed. As a result, the work force was unemployed and there was a dramatic increase in insurance rates**. A significant number of District residents relocated to

Photograph taken by Warren K. Leffler.

Figure 2.4- Washington D.C. Riots, 1968.



the suburbs which further handicapped the property values. The surrounding neighborhoods experienced an increase in crime, vandalism, and a subsequent economic

Recent History to Present

Columbia Heights and the U Street corridor did not begin to recover economically until the opening of the U St/Cardozo and Columbia Heights Metro stations in 1991 and 1999, respectively, while the H Street NE corridor remained economically disadvantaged for several years longer. In early 2000, the area received attention from potential developers and recently new entertainment establishments, bars, and restaurants have been developed along the H Street Corridor. While Benning Road has yet to receive similar attention, it has many of the same advantages as H Street, and in many ways is primed to attract significant economic reinvestment in the coming years.

^{* &}quot;History of Ward 7" from http://www.dccouncil.washington.dc.us/CHAVOUS/content/ward7history.shtml, Accessed: November 12, 2006.

^{** &}quot;The Wreckage of a Dream," from http://www.washingtonpost.com/wp-dyn/articles/A27044-2004Aug23.html Accessed November 2, 2006.

Benning Road Corridor Past & Present



1970-1990 THEN



Figure 2.5a- Aerial View Southwest Along Maryland Avenue Corridor From Florida Avenue, NE. HABS DC, WASH, 618-4; 1990.



Figure 2.6a- Columbia Railway Company Car Barns, 15th Street NE & Benning Road NE; HABS DC, WASH, 409-1; 1970. This car barn was demolished in 1973.



Figure 2.7a- Columbia Railway Company Car Barns, 15th Street NE & Benning Road NE; HABS DC, WASH, 409-2; 1970.

2006-200_{Now}



Figure 2.5b- Aerial satellite photo at Maryland Avenue looking west; 2006.



Figure 2.6b- Existing Conditions photo taken from Hechinger Mall looking southwest toward 15th St NE; 2007.



Figure 2.7b- Existing Conditions photo taken from Hechinger Mall looking southeast toward 17th St NE; 2007.

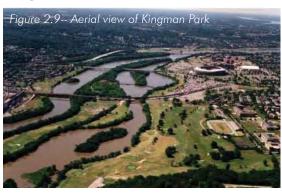
Benning Road Corridor Past & Present



Benning Road Corridor Neighborhoods

Today, the neighborhoods around Benning Road include Kingman Park, Ivy City, Arboretum, Trinidad, Carver Langston, Mayfair, Hillbrook, Eastland Gardens, Kenilworth, Deanwood, Burrville, Grant Park, Lincoln Heights, Fairmont Heights, Capital View, Marshall Heights, Benning Heights, River Terrance, Benning Greenway, and Dupont Park. The neighborhoods shown on Figure 2.8 directly border Benning Road.

Kingman Park



This neighborhood is located to the west of Anacostia River and south of Benning Road. It is bound by East Capitol Street on the south and 15th Street on west. Kingman Park is characterized by brick façade row houses and mature tree lined streets in neighborhoods along 21st Street and eastward including Oklahoma Avenue. These row homes were built in 1938 for African American families*. During the construction of RFK stadium, in 1961, much of the Kingman Park com-

munity was razed to accommodate RFK stadium. The community has fought to maintain its original character and many of the homes remain in the family of the original owners. The strength of the community has helped it overcome several proposed developments in the area such as a Metro Station stop, an Amusement Theme Park, and activity associated with RFK stadium.

Carver Terrace and Langston Dwellings

This neighborhood is composed of two small triangular shaped neighborhoods, stretching south from the National Arboretum to Benning Road. These neighborhoods, Carver Terrace and Langston Dwellings, were named after the public housing projects at their core; Langston Terrace (1930) and Carver Terrace (1945). Both projects were designed specifically for African Americans during the period of segregation. Today, Carver Langston is a low-income residential area that is predominately a rental market. Carver Langston has the lowest percentage of owner occupied property within the District.

River Terrace

This neighborhood is located just south of Benning Road, between Anacostia River and Kenilworth Avenue. It is comprised of roughly 1500 households. The land use in the area is a mixture of industrial and residential. The Pepco power plant and a trash transfer station are the two major industrial uses located to the north of the residential clusters. Numerous automotive repair shops and gas stations are present in this



area. This neighborhood is separated on all sides from its surrounding residential neighborhoods by natural and manmade barriers and the community has constantly fought to restrict the industrial use and consequent air pollution and contaminants in the area.

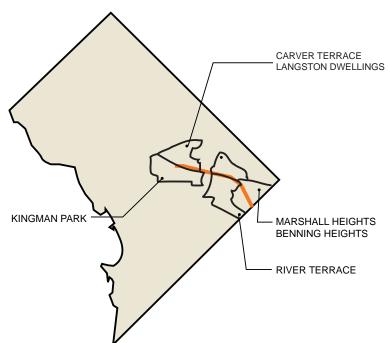
Benning Heights

This neighborhood was named after the early 19th century landowner William Benning, who helped finance the wooden bridge erected in 1797 on the site of the current Benning Road Bridge. Development began here in 1927 and gradually diversified to become a predominantly black community by 1969. Today, the Benning Heights neighborhood is mainly residential with a large concentration of multi-family and government subsidized housing. The two most notable features of the area are the 400 acre Fort Dupont Park along the neighborhood's western edge, and the Woodlawn Cemetery which dates back to 1895.

Marshall Heights

This neighborhood has traditionally been a community based on African American pride and history. In the years following the economic decline of the corridor 1960s, much of the neighborhood suffered a decrease in population rates and several school closures. The remaining population is divided sharply between elderly homeowners and young low-income families. The single family homes in the neighborhood allow for a small town community atmosphere, although the area has high crime rates and is lacking in comprehensive services. Marshall Heights today is a low income African American neighborhood, with a high percentage of single female held households. The Marshall Heights Community Development Organization (MHCDO), a community based non-profit organization, has worked in this neighborhood for over 19 years on housing and economic development issues, human services and a six year initiative called Rebuilding Community.

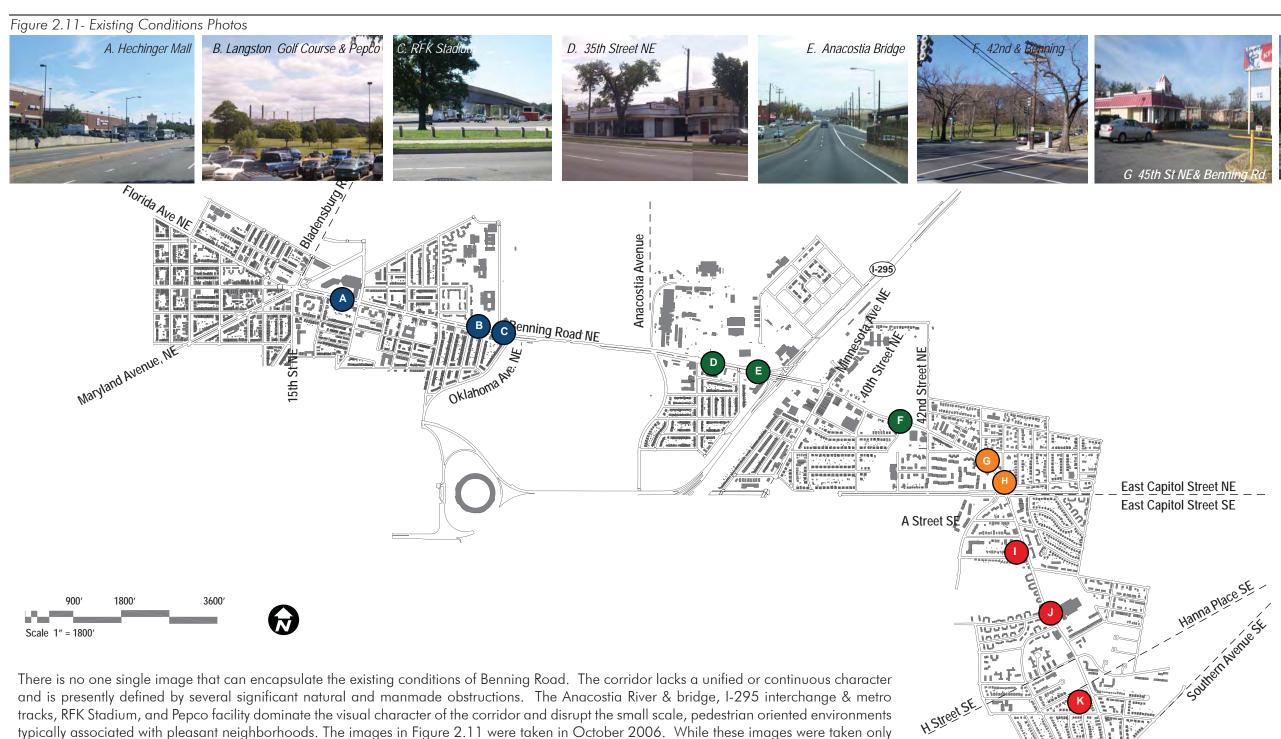




^{*} Jim Myers, "Hill East: Kingman Park, Our great Neighborhood," Hill Rag, (July 2005), pp. 38-39 at: http://www.capitalcommunitynew.com/publications/hill rag/2005_july/38-43-RAG-0705.pdf. Accessed: November 10, 2006.

Benning Road Corridor Today





H. East Capitol Street SE & I B Street SE & Benning Road Hanna Place SE & Benning Ro



a few hundred yards apart, they show the extent to which the visual character of the corridor changes abruptly.

III. Benning Road Corridor Wide Analysis







Housing



Shopping & Business





Parks & Open Space



HISTORIC
WOODLAWN CEMETERY
ESTABLISHED 1895

Cultural Assets





Community Health & Safety

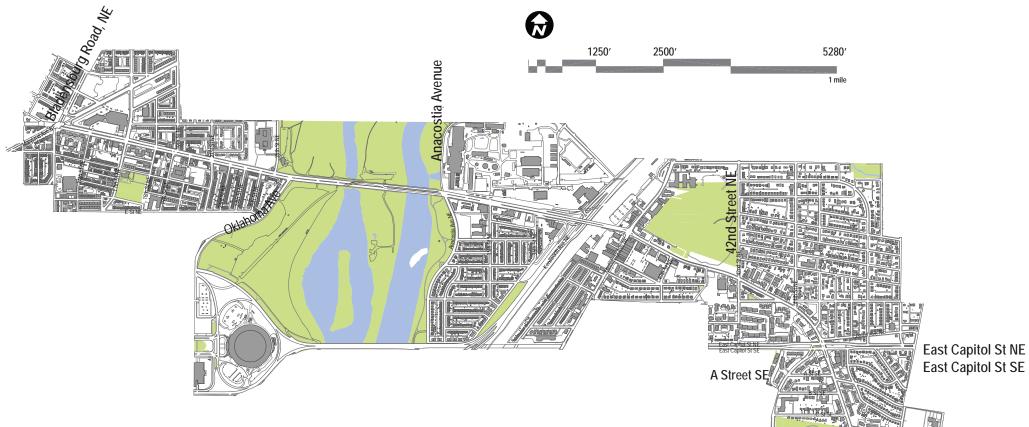
ransportation & nfrastructure





Urban Design & Public Realm

Figure 3.1- Benning Road Corridor Map



This study provides a development framework for the Benning Road corridor and strategies to leverage community assets and public investment to bring desired housing, retail, and transit choices. Through the planning process, the Advisory Committee and the community challenged the Office of Planning to address how a broader range of issues, including public safety and cultural assets, that impact the quality of life for current residents and the climate for private investment. While this study can not offer a comprehensive solution, it does recommend strategies for how District government agencies working in cooperation with community stakeholders can begin to address these concerns. This approach, combined with the redevelopment of key opportunity sites identified in Section Four, will catalyze revitalization along the corridor for the benefit of existing community members.

The following chapter details issues of particular interest to the community, recommendations for addressing these issues, and implementation strategies for seven different subject areas: Housing, Shopping & Business, Parks & Open Space, Cultural Assets, Community Health & Safety, Transportation & Infrastructure, and Urban Design & Public Realm. Each subject covers neighborhood strengths that should be preserved and enhanced, as well as concerns that all development should consider. The recommendations that follow are direct responses to these strengths and concerns, and represent the efforts and suggestions of the various DC agencies charged with implementation. Together, these recommendations should lead to an environment that residents can be proud of, visitors enjoy, and developers find attractive.



Subject Summary

A key challenge to realizing the District as an inclusive city, as described in the Comprehensive Plan, is creating successful neighborhoods by providing a range of housing choices and price levels. Safe, decent, and affordable housing is a District wide goal that especially resonates in the neighborhoods facing the Benning Road Corridor.

During the course of this planning process, residents reiterated the fact that housing quality and housing affordability are major issues concerning their neighborhoods. Many residents felt that developers are creating new housing with cheap materials that do not conform to the existing fabric of the neighborhood. Others had concerns relating to the affordability of new housing developments, which has become increasingly problematic for a large portion of the population. To respond to this situation and to minimize the negative economic, social, and environmental consequences that are likely to result from these issues, District agencies must work to identify private and public sector initiatives, partnerships, and investments to increase the supply and quality of affordable housing across the District.

Issues of Concern

A. Residential Typologies

The majority of land use fronting Benning Road is commercial. However, there are several pockets of single family and multi-family residential buildings immediately fronting Benning Road (See Figures 3.2 & 3.3). The apartments and residential units are typically smaller properties with fewer units. The only high-rise residential building along the corridor is on the north side of the intersection at H Street and Benning Road. The corridor has several parcels of underutilized residential land, though there are some pockets of denser residential use, typified by low-rise multi-family and single-family structures. Adding to the general concentration of housing around the Benning Road and Minnesota Avenue Metro stations could enhance the opportunities for Transit-Oriented Development (TOD) in this area. Any new residential development should take advantage of proximity to transit, provide housing accessible to a range of incomes, be of high-quality construction and design, and take full advantage of height and density under zoning. Redevelopment of currently underutilized residential parcels presents a great opportunity to

boost the area's population, thereby better supporting demand for new retail establishments. This link between new retail development and household growth is further demonstrated in Table 3.1.

B. Residential Market Trends

- The corridor experienced population decreases through the 1990's and early 2000's. While the city's population overall is expected to increase through 2011, predictions are unclear for the Benning Study Area.
- In addition, household incomes rose slowly from 1990 through 2006 while the percentage of residents who own their primary residence increased.

A certain degree of household growth is needed to sustain the projected retail growth for the corridor (See Figure 3.9 in Shopping & Business). The ratio of retail area (sq. ft.) to household units is approximately 15 sq.ft. of retail demand per each additional household unit. It is important to note that this is an average figure, as market demand east and west of the Anacostia River varies widely. This figure has factored in the relative cost of specific new residential housing developments and the associated increased spending of their likely occupants. Table 3.1 shows the general number of household growth along the corridor that is needed to support the retail growth.

Table 3.1 - General estimate of household growth needed to support the projected retail growth

Retail	Estimated New Households required to sustain proposed retail
An additional grocery store	15,000
An additional drugstore	28,000
An additional sit-down restaurant	1,800
A new, large-format bookstore	60,000
A new boutique clothing store	10,500

NOTE

These figures do not include the impact of new office space or commuter traffic on retail demand, which does lessen the load that the residential segment must carry.

The retail market analysis performed for the Benning Road Redevelopment Framework Plan was not intended to yield a specific ratio of new households to new retail; therefore Table 3.2 should be regarded as general in nature

* For a the full Demographic Analysis, see the Appendix.

Figure 3.2- Single Family Attached & Detatched



Benning Road and Oklahoma Avenue NE



Benning Road NE



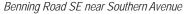


Benning Road and 25th Street NE



Benning Road and 42nd Street NE







Benning Road NE



Hanna Place SE & Benning Road

Figure 3.3- Multi-family Residential



15th Street NE & Benning Road



Benning Road and Southern Avenue SE 43rd & Benning Road





Housing



Goal

Encourage construction of new, mixed-income housing along the corridor, and improve living conditions for existing residents without causing displacement.

Public Involvement

Over the course of two corridor-wide meetings and four subarea meetings, the following public comments were collected:

The quality of the existing housing is poor

- Reduce the amount of abandoned homes and revitalize the vacant homes
- The existing housing fronting Benning Road in Study Area 1 is shabby looking and poorly maintained.

The quality & affordability of the new housing is poor

- The new housing seems cheap and needs higher construction standards; brick facades should be used.
- The community needs affordable housing options
- Existing homeowners need to have tax protection

Implementation

The Implementation Matrix represents the outcome of a multistakeholder constituency of District agencies that provided recommendations, partnership opportunities, and projected timeframes to meet the Benning Road Redevelopment Framework Plan Housing goal.

Recommendations

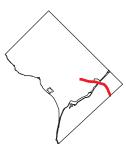
Recommendations specific to this goal identify greater opportunities for homeownership as well as the promotion of public/private partnerships. Several programs relative to housing affordability exist within the Department of Housing and Community Development (DHCD) as well as the Executive Office of the Mayor (EOM) that will require further exploration for the purposes of accomplishing this goal.

Table 3.2 Housing Implementation Matrix

		RECOMMENDATIONS	LEAD AGENCY	IMPLEMENTATION STRATEGY/ PARTNERSHIPS	PROGRAM	PUBLIC FUNDING NEEDED	POTENTIAL REDEVELOP- MENT TIMEFRAME
	1	Enforce quality and standards in all rental housing through systematic code enforcement	DCRA	Department of Consumer & Regulatory Affairs (DCRA)		No	On-going
	1 A	Identify rental properties that fail to meet building or health code standards and develop a strategy with appropriate agencies to address abatement without inducing displacement.	DCRA	DCRA, Department of Housing & Community Development (DHCD), OP		No	
	1B	DHCD should continue to explore legislation that would provide incentives and assistance for rental property owners to bring their properties up to code.	DHCD	DHCD		No	On-going
	1 C	Assess the inventory of federally subsidized affordable housing and develop an appropriate preservation strategy that would target District and private resources.	DHCD	DHCD, OP		No	
	2	Promote existing programs and services to ensure existing homeowners are not priced out of their homes by rising property taxes and utility costs. Promotion should be targeted especially towards Senior citizen and long term, low income homeowners.	DHCD	DHCD, DC Housing Authority (DCHA), DC Housing Finance Agency (HFA), Office of Tax & Revenue (OTR), DC Department of Energy (DDOE), OP	DDOE: Low Income Home Energy Assistance Program, Utility Discount Program, Residential Conservation Assistance Services (RCAS) Grants.	No	On-going
Housing	2A	Actively promote, through partnerships between government, local non profits and faith based organizations, the range of tax credit, tax abatement, and tax assessment cap programs available to homeowners.	OTR	OTR, OP, Mayor's Office of Community Relations and Services (MOCRS)	OTR: Assessment Cap Credit, Lower Income Home Ownership Tax Abatement, Lower Income, Long-Term Homeowners Tax Credit, Property Tax Deferral, Se- nior Citizen or Disabled Property Owner Tax Relief	No	
	2B	Actively promote and expand weatherization program for low-moderate income households, to offer financial assistance in making homes more efficient and environmentally friendly, cutting monthly utility costs.	DDOE	Department of Health (DOH), DDOE, OP, MOCRS	Weatherization Program	Yes	
	2C	Actively promote Single Family Rehabilitation Loan Program. DHCD should consider expanding the program to allow homeowners to add simple exterior aesthetic or green building/energy efficiency improvements.		DHCD	Single Family Rehabilitation Loan Program	Yes	
	3	Coordinate multiple housing agencies to create a unified housing resources and information campaign to promote existing resources for renters, homeowners and landlords. Consider community education programs, seminars, housing fairs, and media strategies for the campaign.	DCHD, OP	DHCD, OP, DMPED, HFA, DCHA and non-profits who contract with them. Tenant Advocate Office (DCRA) and Rent Administrator's Office (DHCD)	Housing Counseling Services, Homebuyers' Club (DCHA), Local Rent Supplement Program (DHCD)	No	Have concentrated kick-off event within 1 year, follow with og-going education.
	4	Explore ways to partner with private sector, non-profit, other government agencies and neighborhood groups to target resources towards the development of new mixed-income housing at the opportunity sites identified along the corridor.	DCHD	DHCD, DCHFA, DCHA, DMPED, Banks, Non-profit oraganiza- tions, Private developers, OTA	See list of existing programs in appendices, Page A-13	No	
	5	Assess the current supply and demand for assisted living or senior housing facilities; develop a strategy for housing elderly residents so that they can remain close to their neighborhoods once they are no longer able to live on their own.	DHCD, OP	DHCD, OP		No	On-going



Shopping & Business



Subject Summary

Throughout the planning process, participants identified improved retail choices and enhanced retail services as a key element to creating a thriving Benning Road corridor. In order to determine the capacity for additional retail, the consultant team completed a market study. In order to undertake the shopping and business analysis, the consultant team researched existing development conditions along the corridor and the existing supply of various product types. The final product was a full inventory of existing businesses, including physical condition, ownership, total square footage, and typology. [Note the full market analysis can be found in the Appendix].

Several key sources formed the basis for the research included in this task, including:

- An analysis of the DCOP inventory of existing businesses;
- An analysis of existing real estate databases to evaluate the available square footage in the corridor study area and real estate trends that include absorption, rental rates, and facility conditions;
- A review of databases for proposed, under construction and under renovation properties to assess the current development activity;
- A review of recent media to identify additional proposed developments and general development trends in the corridor; and,
- A review and analysis of existing studies and reports to gauge the range of predictions and expectations for development in the corridor and any additional plans that will guide development activities.

Issues of Concern

A. Business Inventory

The property inventory provided by DCOP provides limited information on the existing inventory of businesses. As seen in Table 3.3, the study area appears largely served by local, service-oriented businesses, typified by auto-related businesses, local markets and drug stores, small restaurants and other local services. The Benning Road corridor has 131 businesses, also largely local-service industry focused, with several (35) business addresses classified as automotive-related, while both corridors have several beauty shops, cigarette/retail, delicatessens, and restaurants. The Benning Road corridor has only five apartment businesses.

B. Existing Real Estate Market Conditions

Development in the study area is primarily older properties with few renovations in the past 20 years. In general, across product types, smaller lots and older facilities typify the development patterns. The corridor's primary commercial properties consist largely of retail and shopping centers with virtually no office or major industrial space.

Retail and local-service oriented commercial activity dominates the primary study area. Limited commercial office space exists inside converted row houses and small shopping centers. This space primarily consists of local professional services-related businesses, such as dentists and doctors. Figures 3.4 - 3.6 illustrate these findings.

Table 3.3- Benning Area ood Products Beauty Shop Apartment Beauty Shop/ Nails Patent Medicine October, 2006 ERA Associates

Figure 3.4- Free Standing Commercial/ Retail









Benning Road and 23rd Street NE

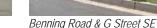
Benning Road and 35th Street NE

Benning Road & 23rd Street NE

Benning Road & 4th Street, NE

Figure 3.5- Storefront Commercial/Retail







16th Street NE & Benning Road



19th Street NE & Benning Road

Figure 3.6- Strip Mall



Benning Road and Minnesota Avenue SE



Benco, East Capitol Street SE



Hechinger Mall- 16th St NE & Benning Road



East River Park Shopping Center

The primary commercial corridors are located just west of the Anacostia River near the Pepco power plant and Langston Hughes Golf Course with retail service concentrations near the major cross-street intersections, particularly at Minnesota Avenue and East Capitol Street; Residential densities drive a local services-based economy in the corridor. Most commercial activity is retail-focused with a limited commercial office market, generally in only fair condition.



Shopping & Business



C. Retail Inventory

Retail Category

Food & Beverage

General Merchandise,

Apparel, Furnishing, &

Other (GAFO)

Services

Neighborhood Goods &

[Note the full methodology and findings from the retail market analysis can be found in

For the Benning Road project area, 130 retail establishments were surveyed and recorded in March, 2006. The total amount of retail space along this corridor is estimated to range between 422,400 and 444,100 square feet. The vacancy rate for Benning Road's retail is approximately 6.6 percent. Figure 3.9 shows the amount of retail space that can be supported along the corridor.

Description

Table 3.4- Retail Categories and Existing Volumes

Neighborhood oods & Services Food & Beverage General Merchandis Apparel, Furnishings, & Other

Dining Out)

This category includes basic goods and services establishments that depend upon the patronage of local residents and workers. Examples of these types of tenants include grocery stores, drugstores, florists, bakeries, specialty food stores, delicatessens, butchers, dry cleaners, tailors, Laundromats, hair salons, nail salons, day spas, printers, pet salons, machine repair shops, shoe repair and shine shops, hardware stores, gyms, and similar.

This category includes establishments that serve food and/ or alcohol consumed outside the home. This category is otherwise known as "Dining Out". Tenant types in the F&B category include sit-down restaurants, cafes, bars, coffee shops, sandwich shops, ice cream shops, "auick-bite" establishments, fast-food restaurants, and similar.

This category includes establishments such as clothing stores, furniture stores, bookstores, jewelry stores, stationery stores, gift boutiques, pet stores, sportng goods stores, home goods stores, craft stores, music stores, antique shops, camera stores, electronics stores, auto parts stores, and similar.

73 establishments

Existing Volume

- Approximately 224,116 sf
- F&B retailers constitute 52% of the existing inventoried retail space
- 27 establishments
- Approximately 63.650 sf
- F&B retailers constitute 15% of the existing inventoried retail space

30 establishments

- Approximately 145,504 sf GAFO retailers constitute
- 33% of the existing inventoried retail space

D. Inventory by Class of Space

The spaces currently occupied by retail tenants along Benning Road were evaluated. Each space was assigned class of space grades (See Figure 3.18). For reference, there are several classes of retail space:

Class A: Space that meets the requirement for a Class A rating typically has the following attributes: located at an end-cap or prominently situated among in-line establishments, floor-to-ceiling clear height of 14 feet or higher, storefront width of 20 feet or more, well-maintained, clearly visible from primary roadways, constructed with quality materials, properly lit exterior and display spaces, and clear pedestrian and vehicular access and parking.

Class B: Space that meets the requirements for a Class B rating typically has the following attributes: well-situated among in-line establishments, floor-to ceiling clear height of approximately 12 feet or higher, storefront width of 15 feet or more, wellmaintained, and diminished representation of any factors listed for Class A space.

Class C: Space that meets the requirements for a Class C rating typically has the following attributes: located among in-line establishments, floor-to-ceiling clear heights of less than 12 feet, storefront width of less than 15 feet, and diminished representation of any factors listed for Class A or B space.

Build-to-Suit (BTS): Space that is listed as BTS has been constructed for a specific tenant in such a manner that conversion to another use or tenant will be difficult or impractical.

Of the 130 inventoried retail spaces, nine locations are rated Class A, 38 spaces

are rated Class B, and 58 are rated Class C. Twenty-five spaces are rated "Build-to-Suit." Nearly 100,000 square feet of Class B space is occupied by the two Safeway locations along the corridor.

An estimated 226,500 square feet of the corridor's retail space is located west of the Anacostia River. Approximately 207,000 square feet is east of the river.



60%

50%

40%

30%

20%

10%

District of Columbia Office of Planning

Retail Space by Category

Figure 3.7- Existing Inventory of Retail by Category at a glance