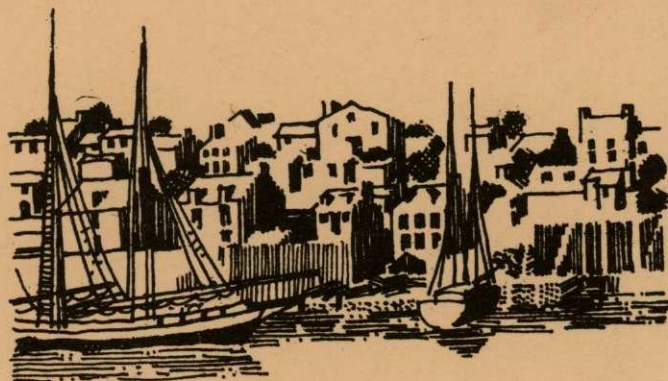


Georgetown Waterfront Area Study

Consultants FINAL REPORT



NATIONAL CAPITAL PLANNING COMMISSION

WASHINGTON, D.C. 20576

February 7, 1975

TO : Interested and affected Federal and District agencies
community organizations, property owners, and individuals

FROM : Charles H. Conrad, Executive Director

SUBJECT: Georgetown Waterfront Area Study

The attached report on the Georgetown Waterfront Area Study includes the Final Development Plan and Program and a Draft Sectional Development Plan recommended by the Georgetown Planning Group (a consortium of consulting firms headed by Wallace, McHarg, Roberts and Todd).

This report is the culmination of a three-year study leading to a plan and program for the development and/or redevelopment of this vital portion of the District of Columbia. The study was initiated at the request of the President with financial assistance by the U.S. Department of Housing and Urban Development, Interior and Transportation.

The report was presented to the Commission at its February 6, 1975 meeting and the Commission authorized its distribution for review and comment. After receipt and review of the comments, it is anticipated that the Commission will complete and consider a Draft Sectional Development Plan at its May 1, 1975 meeting for recommendation to the Zoning Commission of the District of Columbia. In addition, after the Plan has been considered the Commission may make recommendations for implementation of appropriate portions of the plan and program to the Council of the District of Columbia and appropriate Federal agencies.

All comments on the report must be received in the Commission's offices by April 11, 1975. Any questions on the attached materials should be addressed to Martin J. Rody. (382-1116).

Your interest and cooperation in this matter is appreciated.

Georgetown Waterfront Area Study

Recommended Development Plan and Program

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Washington D.C. 20003

Prepared for:

**NATIONAL CAPITAL PLANNING COMMISSION
DISTRICT OF COLUMBIA DEPARTMENT OF HIGHWAYS AND TRAFFIC**

Prepared by:

THE GEORGETOWN PLANNING GROUP

Wallace McHarg Roberts and Todd
Keyes, Lethbridge and Condon
Hammer, Siler, George Associates
Creighton, Hamburg, Inc.
R.H. Pratt Associates
Mueser, Rutledge, Wentworth and Johnson

January 15, 1975

Georgetown Waterfront Area Study

Recommended Development Plan and Program

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Kaiser, Rutledge, Wentworth and Johnson

January 12, 1972

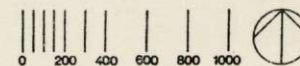
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WATERFRONT PLAN AREA



SECTIONAL DEVELOPMENT PLAN AREA WESTERN BOUNDARY IS KEY BRIDGE

Introduction

At least five separate efforts were made over the past decade to prepare a workable plan for the development of the Georgetown Waterfront. The plan which does receive the support required for implementation must successfully address the following problems:

It must consider regional travel demand and its impact on Key Bridge, Canal Road, and the proposed three-lane bridge, and with or without the proposed three-lane bridge, the Potomac River Parkway. It must functionally and visually integrate the Potomac River Parkway and new public and private development proposed for the Waterfront.

It must resolve the existing local traffic and access dilemma both as affected by the solution to existing and future regional travel demands, the Potomac River Parkway, and as a result of the projected travel demands of new development planned for the Waterfront and adjacent areas.

It must consider adjacent development and land use policies in their effect on the market for development and in the resulting image, character, and environmental quality of the area. It must be economically feasible from both public and private viewpoints.

It must consider the use, scale, and character of local development and land use in providing for the protection and enhancement of historic buildings and the C & O Canal that have been recognized by the "Old Georgetown Act" of 1950 and the 1961 designation of Georgetown as an Historic District.

Planning for the Georgetown Waterfront has proceeded from the Year 2000 Policy Plan as interpreted by the Comprehensive Plan for the National Capital to the detailed planning expressed in the recommended plan submitted herewith by the Georgetown Planning Group (GPG) to the National Capital Planning Commission and the District of Columbia Government.

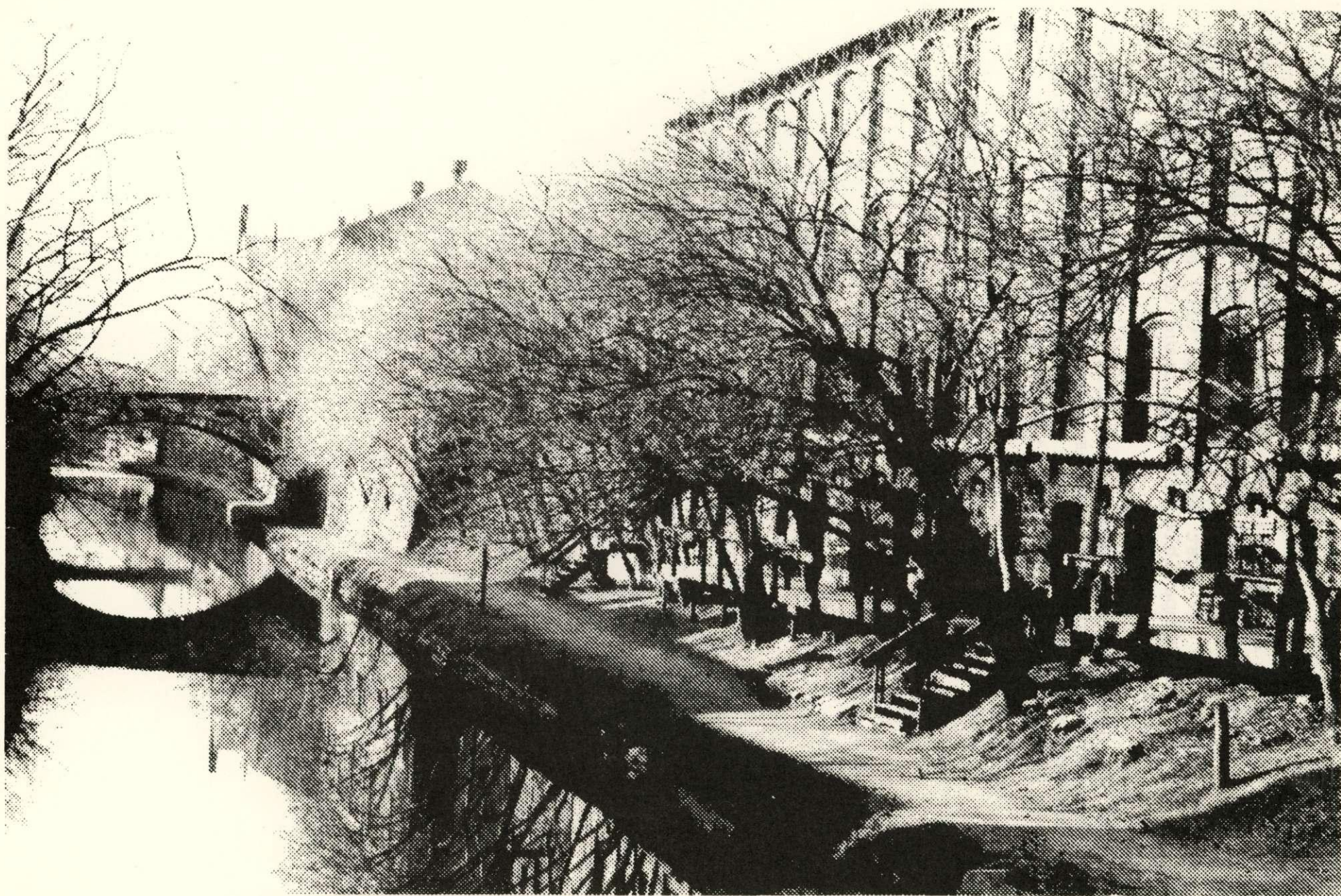
The GPG was charged to undertake a three-phase study of the Waterfront study area (Phase I, II and III). This Development Plan and Program completes Phase II, and together with the Sectional Development Plan, Phase III, represents the conclusion of this study carried out under the guidance of the Georgetown Waterfront Coordinating Committee chaired by the Executive Director of the National Capital Planning Commission.

At least five separate efforts were made over the past decade to prepare a workable Plan for the development of the Georgetown Waterfront. The Plan which does receive the support required for implementation must successfully address the following problems:

- . It must consider regional travel demand and its impact on Key Bridge, Canal Road, "M" Street, the Rock Creek Parkway, and (with or without the proposed Three Sisters Bridge) the Potomac River Freeway. It must functionally and visually integrate the Potomac River Freeway and new public and private development proposed for the Waterfront.
- . It must resolve the existing local traffic and access dilemma both as affected by the solution to existing and future regional travel demands, the Potomac River Freeway, and as a result of the projected travel demands of new development planned for the Waterfront and adjacent areas.
- . It must consider adjacent development and land use policies in their effect on the market for development and in the resulting image, character, and environmental quality of the area. It must be economically feasible from both public and private viewpoints.
- . It must consider the use, scale, and character of local development and land uses in providing for the protection and enhancement of historic buildings and the C & O Canal that have been recognized by the "Old Georgetown Act" of 1950 and the 1967 designation of Georgetown as an Historic District.

It must be sensitive to adjacent existing land use and policy including that part of Georgetown which lies north of "M" Street, its scale, character, and quality of life; it must relate to the City as a whole and it must be compatible with the image of the Nation's Capital.

The GPG past Reports "Development Concept Alternatives" and "Preliminary Development Plan and Program" address these problems and contain the basis for the conclusions presented in this Final Development Plan and Program Report.



EXISTING C&O CANAL — WEST OF WISCONSIN AVENUE

II Planning Objectives, Assumptions and Constraints

SUMMARY OF PAST CONCLUSIONS

In that the GPG Phase I and IIA Report findings form the basis for the assumptions and constraints of the final Development Plan and Program their conclusions are summarized.

Phase I

In Phase I of the study the GPG developed alternative concepts for the Waterfront based on a detailed analysis of existing conditions, with particular reference to historic structures; an estimate of the susceptibility for, and likelihood of change, property by property, on the basis of the M and C-M-2 zoning; the market for new space of all kinds in the study area and the general economics of its development; and the capacity of the present street systems and current anticipated traffic volumes, characteristics, restrictions and bottlenecks.

Critical concepts identified in Phase I are that:

1. There is direct quantifiable relation between the movement system capability and the volume of traffic generated by space-using activities in the area.
2. Only limited increases are possible without major changes in the local movement system.
3. Commercial uses are more constrained by the above than residential ones because of their higher traffic-generating characteristics.

Phase I conclusions are:

1. The movement system is the key constraint to viable new development. Today, there are approximately 1.2 million square feet of occupied structures and 300,000 square feet of vacant space on the Waterfront. Traffic generated by this space, added to regional, sub-regional and other Georgetown traffic, presently fills the street system at peak hour to capacity. Based on the Key Bridge-"M" Street bottleneck, there is no excess capacity at peak hour in the present system. Even with this bottleneck improved, there is little excess capacity. Movement is characterized by the consulting traffic engineers as level "E".
2. Land already committed, highly susceptible, or susceptible to development under previous zoning (between 19 and 24 acres), would permit an additional five million square feet of space to be developed, bringing the total development (present and new) to 6.5 million square feet. All traffic generated by added space would be on a street system already at capacity, if no major improvements were made in the system.

3. Analysis of all Freeway alternatives and their local street configurations showed the following: two alternatives substantially reduce the local movement capacity (although increasing through movement); the remaining four alternatives, including GPG I and GPG II, increase the present capacity to varying degrees; the alternative that increases it the most will permit 2.1 million square feet of office and commercial space to be added to the present 1.2 million. This means a total of 3.3 million square feet of space as the outside limit of development with major movement system changes. There is considerable flexibility for additional space if residential uses are substituted for office and commercial.

4. The 90' (height) intensive office and commercial development permitted under the current zoning envelope of M and C-M-2 is clearly inconsistent with all alternative development plans that were considered under the Freeway and local street alternatives.

Phase IIA

In Phase IIA the GPG prepared a Preliminary Development Plan and Program based upon the following guidelines:

✱ 1. Proposed development shall be limited by the capacity of the public facilities available to support such development at acceptable environmental standards. To the extent that the "capacities" and "acceptable environmental standards" have been identified in the Phase I portion of the work program these will be used to establish the limits of development in the Georgetown Waterfront Area. This implies that the overall level of development to be used will be between the "minimum and moderate" development concepts identified in Phase I. The specific recommendations, as to development limits, resulted from the land use plan and development controls prepared as part of the Phase IIA work.

2. Proposed development shall be based on improving the quality of the level of transportation facilities and services in the study area, and proposed public improvements in the study area shall be designed to alleviate current problems throughout Georgetown insofar as possible.

✱ 3. A Potomac River Freeway shall be part of the vehicular circulation system. The Potomac River Freeway shall be located south of the Chesapeake and Ohio Canal.

The Georgetown Planning Group's Alternative 1 (GPG1) developed in Phase I for the Potomac River Freeway was used in Phase IIA to test the feasibility and particularity of the recommendations which were proposed in Phase IIA regarding land use, circulation and parking and the development program.

The consultants were further instructed to proceed with Phase IIA of the study with the assumption that the Dodge Center and first phase of the Georgetown Inland Corporation developments would be constructed as planned. Since the Court had ruled to allow both developments to proceed, the NCPD directed the GPG to consider them as "givens".

The conclusions of the Phase I Report were strengthened by the further analysis, testing, and study in Phase IIA. Specifically it was found:

1. Re: The Movement System as a Constraint on Development. The movement system was confirmed as a major constraint to viable development. The need for connection of the reconstructed K Street to both Canal Road - M Street and Key Bridge was verified as a requirement to obtain capacity for any development. It was determined to be essential to include the connection from Key Bridge to K Street east bound if the full benefit of K Street is to be realized. Without the K Street connections and other local street access improvements little additional development can be accommodated in the study area as all traffic generated by added space would be on a street system already at capacity.

2. Re: Alternative Potomac River Freeway Alternatives. Further analysis of all Potomac River Freeway alternatives and their local street configurations confirmed the Phase I conclusions that, with the exception of the GPG II Alternative, all other alternatives provide less local movement capacity than does the recommended GPG I alternative.

3. Re: Allowable Limits on Development. The GPG I Freeway alternative and its associated local street configurations, with improvements as mentioned and further defined later in this Report, permit a maximum 2.1 million square feet of office and commercial space to be added to the 1.2 million square feet of existing development (including .2 to .3 million square feet available for replacement). This means a total of 3.3 million square feet of commercial development is the recommended allowable outside limit of development in the Waterfront after major local movement system improvements have been made.

4. Re: Parking as a Constraint on Development. Parking, as an element of the movement system, is even more of a constraint on development than street capacity. This further reinforces the significance of the movement system as a constraint to development. Using parking ratios associated elsewhere with development in the District of Columbia, even the development that was defined in Phase I as the "minimum level alternative" cannot easily be supplied with the parking it will demand because of the scarcity of sites and constricted local street network. Development as recommended cannot be supplied with parking at current District standards without considerable cost premiums for underground construction, and/or the destruction of historic and architecturally significant structures.

5. Re: The Waterfront as Part of A Georgetown and City-Wide Strategy of Renewal. From the standpoint of economics the Preliminary Plan and Program for the Georgetown Waterfront seeks optimum development. The Plan proposes tight controls to restrict the forces of the free market on the premise that failure to exercise these controls could have a serious negative impact upon the economy of Georgetown, indeed upon the economy of the District of Columbia as a whole.

Overbuilding, traffic overloads, pedestrian congestion, incompatible high density, visual blight, and noise and air pollution on the Waterfront will undermine community viability. The effort to take maximum marketing advantage of the Georgetown Waterfront, one of the few opportunities available to the central city in its search for municipal revenues, also risks undermining other competitive projects in the District's strategy of survival. It is a shortsighted policy that fails to put all of the relevant factors into the cost-benefit equation.

6. Re: Impact of Development of the Waterfront on Georgetown. The Phase IIA Preliminary Plan did not call for a "no-growth" or non-development policy for the Georgetown Waterfront. Quite the opposite: it called for a diversified residential complex with commercial to replace outmoded industrial uses. It allowed an expansion from an existing 1,500,000 square feet of building space to nearly 5,000,000 square feet, representing \$150,000,000 in taxable improvements over and above taxable land values. Even so, this level of development would be far less than that allowed under existing zoning in response to commercial market pressures. The Phase IIA Plan was the maximum that the area could accommodate without producing serious countereffects for the highly-productive Georgetown subeconomy.

7. Re: Types of Waterfront Development. The Preliminary Plan and Program called for 1.6 million square feet of office and retail commercial development (including .3 million square feet of reuse), and approximately 1,000 new residential dwelling units. This was consistent with the moderate level of development defined in the Phase I Report. The total non-residential equivalent of the above commercial (including 1.0 million square feet of existing development to remain) is 2.8 million square feet. This compares with 3.3 million square feet of allowable non-residential equivalent development under the recommended street capacity constraints of the movement system.

8. Re: Heights and Floor Area Ratios (FAR).* The recommended Preliminary Plan and Program proposed that a major portion of the Waterfront be zoned for 40 foot high residential development, with three stories and a lot coverage of 60-75%. Commercial (including hotel) development was to be zoned in selected areas for a 60 foot height with an FAR of 4. A bonus was proposed for development on designated mix-use parcels in residential uses and/or those in conformance with Special Use District designations as recommended in Article 75, Section 7501 Sectional Development Plan regulations.

9. Re: Impact of Dodge Center and Georgetown Inland. The Preliminary Plan and Program space (2.8 million square feet) added to the now under construction Dodge Center (225,000 square feet) and Phase A of the Georgetown Inland Corporation development (300,000 square feet of non-residential development) result in a total of 3.3 million square feet of non-residential development. With the addition of the remainder of the planned Georgetown Inland development the resultant total non-residential development is pushed to 3.4 million plus square feet or slightly over the 3.3 million square feet determined as the allowable outer limit of the improved residual street capacity. In addition, this level of development would require at average District standards over two times the number of parking spaces that can be supplied (8200 spaces demand vs 4000 spaces supply). With the completion of Dodge and Inland, the full capacity of the future movement system is more than utilized.

With Dodge and Inland setting precedent, there is a real danger that other future projects, likewise not in accordance with the Preliminary Plan and Program, will tend either to replace existing historic space or be developed in addition to the maximum

*Floor Area Ratio (FAR) is the ratio of square feet of site area to total building space expressed as a single figure, e.g., FAR 4 is 4 square feet of gross building space to each square foot of site area.

recommended development land, thus voiding the total design and development concept and prohibiting the achievement of the goals and objectives which the Plan is designed to bring about.

10. Re: Rezoning the Waterfront. It is clear that the above compromising of the possibility of carrying out many of the design and development concepts developed by the study - concepts that are compatible with the practical limits set by traffic generation, and with goals of the community as expressed by the NCPC Comprehensive Plan for the District of Columbia studies - is the inevitable consequence of the development pressures now evident in the Georgetown Waterfront study area. Further development will take place not in conformity with the goals expressed in the present study as long as the current obsolete zoning is allowed to remain. The GPG recommended that the NCPC initiate immediate action to effect the proposed rezoning of the Waterfront study area, either in an appropriate permanent zoning or in an interim zoning pending the formal completion of Phases IIB and III of this study.

DIRECTIVES FOR PREPARATION OF THE FINAL DEVELOPMENT PLAN AND PROGRAM

The Phase IIA Preliminary Development Plan and Program, as approved and modified by the National Capital Planning Commission and District of Columbia Government, forms the basis for this Report (the Development Plan and Program) and the Sectional Development Plan.

NCPC directives were that the following modifications to the Phase IIA Preliminary Plan be incorporated in the Sectional Development Plan and Program.

1. The ramp connection from Key Bridge to the new K Street is eliminated. The Final Development Plan shall indicate any necessary modification of the interchange at M and K Streets with Key Bridge.

2. The "Recommended Development Limits (Use, Bulk, Height)" map is modified as follows:

- a. All land south of K Street and west of Wisconsin Avenue shall be shown as "public park".

- b. All land between Key Bridge and 34th Street from M Street to the Potomac River shall be shown as "public park".

- c. The site of the "Forest-Marbury House" and adjacent properties on the southeast corner of 34th and M Streets shall be shown as "public park" and the Final Development Program shall provide for publically restoring this important landmark.

d. The land between Rock Creek and the right of way of 30th Street from K Street to the Potomac River shall be shown as "public park".

e. The north right of way line of K Street shall be shifted 50 feet south and the land within the vacated portion of the right of way shall be shown as "public park".

3. The total permitted development in the Georgetown Waterfront Area shall be adjusted to reflect (1) the elimination of the ramp connection from Key Bridge to the new K Street and (2) the additional lands to be shown as "public park".

In the preparation of the Sectional Development Plan consideration shall be given to the concept of "Transfer of Development Rights" in meeting the various "Goals and Objectives" established in Phase I. This concept is outlined in the paper entitled "The Georgetown Waterfront Development District - a Technique for Managing the Redevelopment of the Georgetown Waterfront Area in the District of Columbia" dated January 19, 1974.

The Sectional Development Plan shall be developed within the framework of existing Zoning Regulations of the District of Columbia and existing enabling legislation. Proposals for amendments to the zoning enabling legislation or to the Zoning Regulations shall be made only if deemed necessary to carry out the planning goals and objectives within the study area.

OBJECTIVES AND POLICIES OF THE PLAN

The basic goals and objectives that underlie the proposals outlined in the Plan are those developed in Phase I and adopted by the Georgetown Waterfront Coordinating Committee.

Goals

1. To preserve and strengthen Georgetown as a viable community within the City of Washington.
2. To provide for the efficient movement of goods and people through the study area.
3. To preserve and enhance those qualities of Georgetown that justify its designation as a Registered National Landmark.
4. To enhance the Georgetown Waterfront as viewed from the River, parks and monuments of the National Capital and to preserve Georgetown's open vistas of the Potomac River.

Objectives

1. To minimize any adverse environmental effects of the movement of goods and people through the study area.
2. To functionally and aesthetically integrate any proposals for the movement of traffic in and through the study area with proposals for public and private development.
3. To insure a traffic and pedestrian circulation system and parking adequate to the future development of the area while minimizing impact on adjacent areas surrounding the study area.
4. To establish development requirements and controls for future development by setting limitations on bulk, height and land coverage which provide for:

Optimum opportunities for commercial uses and mix, and
Optimum opportunities for residential uses with an
appropriate economic and social mix.

5. To preserve, restore and enhance the cultural, historic and scenic attributes of the study area.
6. To develop within the study area an interrelated system of public parks, walkways, bikeways and recreational facilities related to adjacent areas.
7. To develop a Waterfront Park along the Potomac River providing an opportunity for activities that are suitably related to the adjacent development.
8. To reflect in the design character of a Waterfront Park the relationship with the needs of a residential community.
9. To provide for a development program which minimizes the adverse environmental impact during the construction and development phases.
10. To develop guidelines for design concerning: scale, texture, use of materials and landscape treatment compatible with this historic district.
11. To extend the general scale, variety, and character of the Georgetown area north of M Street into the Waterfront Area in order to create a consistent and unified design for the entire community.

Design Principles *

The land use and development objectives and policies developed in the study form the basis for specific design principles which underlie the Development Plan and Program for the Georgetown Waterfront.

These design principles are intended as guides to development designed to create the least negative impact and maximum positive benefit on both the natural and man-made environment. Socio-economic and cultural principles are mainly concerned with site unity and with the extension of the scale and character of Georgetown into the Waterfront study area. Cultural principles concentrate on the preservation, restoration and enhancement of the cultural and historic attributes of the site. Visual/physical principles vary from guiding development height, bulk, use and location in avoiding traffic congestion, non-conforming uses and other disruption to the environment, to preserving and restoring potential visual/physical opportunities for linkage and connectivity. Ecological principles are concerned mainly with respect for floodings and the enhancement of natural features and scenic resources.

The following are specific design principles used in the preparation of the Plan.

1. The majority of development is to be limited to a height of 40 feet.
2. No area is to exceed a 60 foot height limit with the exception of predesignated parcels where a greater foot height has been determined acceptable.
3. The height-bulk "envelope" is to be distributed over the natural topography in a way so as to maintain the integrity of the historic land forms.
4. Office, retail-commercial and other large traffic generating uses are to be located on an improved "K" Street where access is available, in order to avoid local north-south street congestion and environmental disruption.

*"Specific Design Principles are used as the basis for the Plan. They are also intended as guidelines to assist developers in the preparation of design proposals for the Waterfront and to assist any official design review board in its determination of the acceptability of a planned unit development proposal."

5. All habitable development is to be kept about the elevation of the 50 year combined Potomac River and tidal flood.*
6. A maximum height limit of 40 feet on the hill north of "K" Street, from Wisconsin Avenue east to 31st Street is to be maintained to preserve the vistas from Wisconsin Avenue as far north as Calvert Street and the Grace Churchyard to the Potomac, and from the River north to the Church.
7. A maximum height of 40 feet and a residential scale, character and use for all development is to be maintained west of 33rd Street from the C&O Canal to the Potomac. The ridge line is to be maintained as ar sight lines from the north side of the Canal to the River.
8. A maximum height of 40 feet, and residential development, on both sides of the Canal from 29th Street west to 31st Street are to be maintained in an effort to extend the scale and general character of Georgetown into this area. Existing structures along this stretch of the Canal together with the proposed Georgetown Inland development in this area are accepted as non-conforming development both in height and bulk.
9. In all areas not zoned 60', the "townhouse" character of Georgetown is to be extended with similar compatible development.
10. The scale and character of "M" Street development is to be preserved, restored and enhanced for its entire length throughout the study area.
11. The C&O Canal is to be preserved and enhanced with views maintained along its length. The areas along the Canal that have a tight "urban" quality east of Key Bridge are to be preserved, and the visual effect of the varied openness of low development from 29th and 31st Streets to the enclosure of the retaining walls and high warehouse structures from 31st and Wisconsin Avenue to 33rd Street is to be enhanced. The above warehouse structures are to be preserved for the architectural merit of their facades along the Canal and renovated for appropriate reuse.
12. Open space and pedestrian corridors, bicycle paths and routes to the Potomac River are to be developed.

*Specific design principles so indicated are recommended as mandatory for any development in the Georgetown Waterfront.

URBAN DESIGN PRINCIPLES

13. Vistas of the Potomac River down the north-south streets of Thomas Jefferson, 31st, 33rd, and 34th and Wisconsin Avenue are to be improved and maintained.*
14. An "urban" water's edge park is to be developed along the Potomac River with a minimum of a 50 foot wide promenade.*
15. A major focal point is to be created at the junction of "K" Street and Wisconsin Avenue by having a public plaza and active marina between "K" Street and the Potomac with the possibility of retail frontage on the east side.

MARKET POTENTIAL AND MARKET CONSTRAINTS

Sociological and economic characteristics for both the Region and Georgetown were detailed under the "Basis for Change" in the Phase I Report. The details of the economics of the Preliminary Plan and Program are presented in the "Economics and Marketability" chapter of the Phase IIA Report. They are summarized in Chapter V of this Report.

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The Waterfront study area, adjacent to Georgetown and separating it from the River, has long been an anomaly. Rooted in its early history as a seaport and warehousing center, the Waterfront has continued to harbor a melange of residential, service, industrial and water-served activities. Long in the back-water of development, the Waterfront area is one of the few remaining in-town locations susceptible to high-intensity redevelopment. In terms of its proximity to the central employment area, association with the prestigious Georgetown above "M" Street and its Potomac River frontage, the Waterfront study area has a location potential for a wide variety of more intensive uses in the years ahead and an opportunity to capture a more-than-proportionate (to land area) share of metropolitan growth.

In no other part of the City of Washington does such a possibility for new development exist to enrich and expand the area's potential with a comprehensive program of preservation, restoration and imaginative adaptive use.

From the standpoint of economics, the Plan for the Georgetown Waterfront seeks the optimum development of the unique Georgetown community. With this objective, it suggests tight controls that would restrict the forces of the free market. Its basic premise is that failure to exercise these controls could have a seriously negative impact upon the economy of this vital community and a consequently adverse effect upon the economy of the District of Columbia.

*Specific design principles so indicated are recommended as mandatory for any development in the Georgetown Waterfront.

The Plan therefore takes issue with the proposition that the Georgetown Waterfront should be allowed to grow at a density solely dictated by the real estate market. It maintains that such a policy would not produce net economic benefits to the District, despite the short-run ballooning of real estate rates. This policy could have the opposite effect. It could not only set into motion forces that could adversely affect the wealth and productivity of the Georgetown community, but it could also weaken the District's efforts to attract new private investments to other parts of the central area that need redevelopment.

The facts are clear and simple. The Georgetown community is one of the District's most productive economic enclaves, producing municipal revenues far in excess of municipal service requirements. The strength of its tax base depends directly upon the maintenance of its unique environmental qualities and characteristics. It is one of the District's few sub-economies that is viable and competitive within the metropolitan economic framework, generating both private investments and consumer patronage. Yet it is already close to a tipping point in its capacity to maintain its comparative advantages.

The history of central city decline throughout the United States is replete with examples of attempts to offset the effects of suburban capital flow by milking the few "hot" real estate sub-areas in the central city. This has resulted in many cases in destroying the very amenities that gave those sub-areas their unique quality. This is the issue that the District Government faces in the Georgetown Waterfront.

The economic development caveats of the Plan for the Georgetown Waterfront are not a post-rationalization of recommendations based on "non-economic" considerations such as aesthetics or design. They are factors that have decisively influenced the land use and zoning controls that are being proposed. They represent the kinds of considerations that justify planning as a basis for sound public policy. They put alternative policies within the framework of cost-benefit analysis, a discipline that is particularly critical to decision-making in the District with its limited tax supporting economic structure.

The overall conclusion is that to overload the Waterfront would be at the cost of damaging the Waterfront itself, of undercutting Georgetown's overall contribution to the City's economic well-being, and undercutting investment for the City's other central area programs. When these factors are taken into account, the cost-benefit ratio swings decidedly in favor of

limiting development on the Waterfront to that which is consistent with the overall goals of the Plan.

THE MOVEMENT SYSTEM AS A CONSTRAINT ON DEVELOPMENT

Conclusions as summarized from Phase I indicate that the movement system is most critical in terms of the Waterfront's potential and capacity for development and its future form -- both in the way it will work and how it will function.

Local and arterial traffic movement and access is a limiting constraint to future development of the Georgetown Waterfront. The Phase I Study Report describes the basis for setting the limit on Waterfront floor area potential in consideration of traffic capacity.

The realistic limit of additional non-residential floor area, assuming present day traffic loads and addition of a westerly "K" Street connection to Key Bridge and Canal Road, is about 2,056,000 additional square feet of development. This would amount to a total development in the Georgetown Waterfront of 3.3 million square feet, excluding new residential development. With this 3.3 million square feet of development, a traffic level of service "E" would be feasible, but certainly not desirable. Service level "E" is about that now operating on "M" Street at peak hour.

In the preparation of the final Development Plan and Program, the GPG was directed to modify the Phase IIA Preliminary Plan and Program by the elimination of the ramp connection from Key Bridge to the recommended reconstructed local K Street. It was also directed to adjust the total permitted development in the Waterfront area to reflect this elimination.

Using highway system assumptions common to Phase I and IIA it was determined that removal of the Key Bridge-to-K Street right-turn ramp would not substantially affect system-wide traffic capacities per se. However, elimination of the right-turn ramp will increase the amount of traffic crossing through the critical Wisconsin Avenue intersections for any given amount of development. In particular development west of Wisconsin and south of the C&O Canal could not be serviced from Key Bridge via a direct K Street route. Traffic from Key Bridge to this development area would have to use M Street, Wisconsin Avenue, and then K Street to reach its Waterfront destination.

The resultant increase in eastbound A.M. peak traffic using the critical Wisconsin Avenue intersections would be on the order of 13 percent. If the same appropriate level of traffic service as in the prior calculations is to be retained, the total A.M. peak M Street and K Street eastbound traffic must be kept at the level it would be with a Key Bridge to K Street right-turn ramp. Thus the allowable new development in the Georgetown Waterfront must be reduced to 88% of the intensity previously determined.

The situation becomes quite different if the Three Sisters Bridge is not to be included in the freeway system. The Three Sisters Bridge (via the Potomac Freeway) and the Key Bridge-to-K Street right-turn ramp would perform a similar function in regard to eastbound through traffic and therefore if either is built without the other, the above figures obtain. If both are deleted only M Street would be left for eastbound traffic in the Rosslyn - K Street corridor.

Deletion of the Key Bridge-to-K Street right-turn ramp in the context of no Three Sisters Bridge entails consequences beyond the scope of the study, requiring a separate full-scale travel-demand analysis and study of alternative roadway configurations and traffic operating patterns. Assuming no Three Sisters Bridge, if the right-turn ramp is removed without substitution of comparable traffic capacity, it is evident that new development in the Waterfront must be even more severely curtailed than above. Substitution of comparable traffic capacity will assuredly involve significant traffic modifications, beyond the confines of the Waterfront.

Perhaps the only possible way of partially making up for the above reduction in capacity and allowing more development in the Waterfront, from a movement standpoint, is to improve street utilization by adoption of a street traffic control system whereby certain major traffic flows on M and K Streets would work as a one-way street couplet during the time of peak eastbound traffic flow and conflicting traffic movements at M Street and Key Bridge would be at all time reduced to the point of requiring only two phase signalization. The streets involved would not have to operate solely as one-way streets to do this, as a system of unbalanced traffic flow on M and K Streets along with turn prohibitions could accomplish the same objectives.

The Feasible Development Limit

In light of the above considerations the feasible limit of total commercial and/or the residential equivalent development in the Waterfront (assuming present day traffic loads and the addition of a westerly K Street connection to Key Bridge and Canal Road) is 3.0 million square feet. This represents a modification of the 3.3 million square feet used as the limit in the Phase I and IIA Study Reports. This modification is that required by the elimination of the right-hand-turn ramp from Key Bridge to K Street eastbound. As was noted in the previous discussion, this limit is an absolute in that it maintains that the Three Sisters Bridge and Potomac River Freeway are "givens". If either or both are not to become realities, considerably less local street capacity will be available for additional Waterfront development, as their through-movement function will necessarily be increased. Even with these two facilities as planned the 3.0 million figure implies a local traffic level of service "E" level, feasible but not desirable. Thus, the realistic limit of total commercial or non-residential equivalent development is somewhat less than the 3.0 million square foot figure.

The Plan herein is designed for a limit of total development at approximately 2.7 million square feet of commercial and/or residential equivalent Waterfront development, that level of development estimated as implying a local traffic level of service "D".



EXISTING WHITEHURST FREEWAY - K STREET AT KEY BRIDGE

THE RECOMMENDED LAND USE PLAN

The Land Use Plan is designed to achieve the goals and objectives established for the Georgetown Waterfront. The Plan incorporates the specific design principles developed for the Waterfront Study Area.

The following describes existing land uses to provide a context for the description of existing uses to remain, recommended land uses and the amount and type of development. Historic and architecturally significant buildings that are to be preserved and/or restored are listed.

Existing Land Use

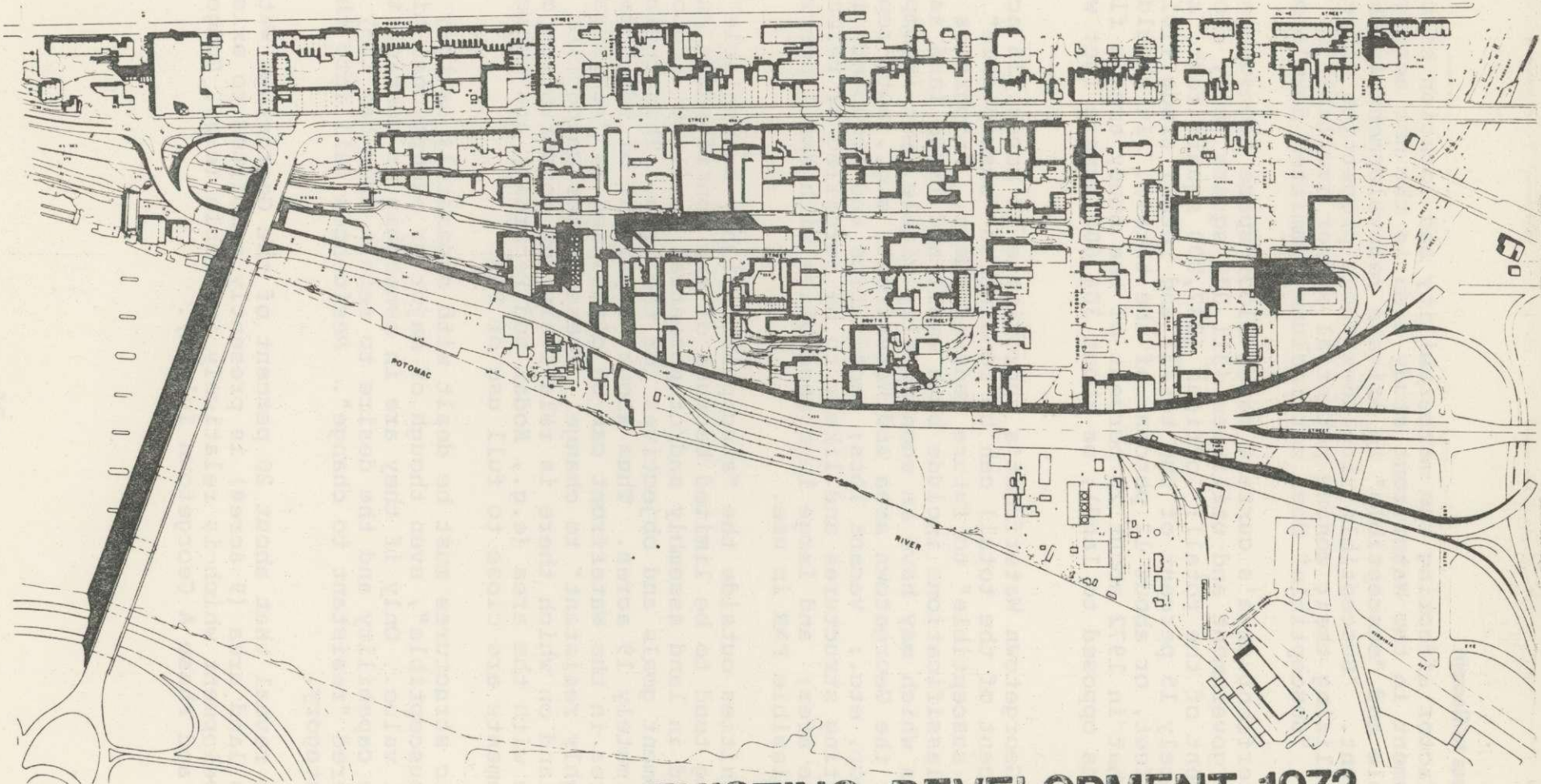
Georgetown's principal arterial streets - Wisconsin Avenue and "M" Street - serve as important specialty retail and entertainment corridors catering to metropolitan-wide markets.

The Georgetown Waterfront is a mixed-use enclave combining obsolescent uses of relatively low intensity with historic structures and significant examples of new development. It is on the threshold of major privately-induced redevelopment.

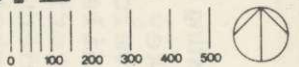
Summary of Building Uses in the Georgetown Waterfront Study Area, March 1972

Use	Floor Area (Sq.Ft.)	% of Total
Residential Townhouses	102,000	6
Multi-Family Residential	12,000	1
Residential Mixed with Other Uses	37,000	2
Subtotal	(151,000)	(9)
Retail Trade	181,000	12
Eating, Drinking, Entertainment	80,000	5
Subtotal	(261,000)	(17)
Personal & Business Services	14,000	1
Other Services	54,000	4
Subtotal	(68,000)	(5)
Office and Professional	237,000	15
Hotel	23,000	2
Manufacturing, Wholesale & Distribution	132,000	8
Building Materials & Contract Construction	54,000	3
Utilities	197,000	13
Government	114,000	7
Religious and Institutional	17,000	1
Vacant	304,000	20
TOTAL	1,558,000	100

Source: Hammer, Siler, George Associates



EXISTING DEVELOPMENT 1972



Existing Uses to Remain

A key factor affecting the marketability and location of new development in the Waterfront study area is the net acreage available and "susceptible" to private redevelopment in the Waterfront. "Susceptible" includes those properties currently underutilizing their zoning potential and/or available on the market. "Susceptible" does not include committed development.

The Waterfront area's current major floor space "consumers" include government and utilities (311,000 square feet, about 20 percent of the total); offices (237,000 square feet, approximately 15 percent of the total) and retail trade (181,000 square feet, or about 12 percent of the total). It should be noted that in 1972 about 20 percent of the study area's floor space (as opposed to land), or about 304,000 square feet was vacant.

Of the Georgetown Waterfront's approximate 42 acres, 15 acres (35 percent of the total) can be considered "susceptible" or "highly susceptible" to future redevelopment. Properties in these classifications include both small and large land assemblies which may have an economically viable, but incompatible, use for the Georgetown area and Waterfront, e.g., auto repair, junk shop, etc.; vacant lots; activities and occupants in deteriorating structures and likely to be curtailed or relocated from the area; and large land assemblies with small portions of permissible FAR in use.

Opportunities outside the "susceptible/highly susceptible" grouping tend to be limited because of the considerable expense involved in land assembly and/or potential conflict with other development goals and objectives for the area. This includes approximately 19 acres. Thus about 45 percent of the total land area in the Waterfront can be classified as "resistant" or "highly resistant" to change. These latter categories embrace land on which there is relatively new construction compatible with the area (e.g., Kodak and Recordak) and where improvements are close to full use of FAR.

Historic structures must be dealt with separately as they are "most susceptible", even though of major or exceptional historical value. Only if they are in ownership or control that has the capability and the desire to retain them can they be considered "resistant to change". Residences fall into the same category.

Surveys reveal that about 20 percent of the Georgetown Waterfront's land area (9 acres) is presently committed to existing development which is relatively immovable (e.g., Dodge Center and Phase A Georgetown Inland).

The land use inventory indicates 19-24 acres (including the committed development of Dodge Center and Georgetown Inland) as the net acreage available for private "development" in the study area. In addition, 8.7 acres now owned by the D.C. Highway Department in a rectangular Waterfront strip stretching from the Key Bridge to the Georgetown Inland holding, located south of K Street, has not been committed to future use.

Historic Buildings, Sites, and Lands to be Preserved

A principal goal of the Plan is to preserve and enhance those qualities of the Georgetown Waterfront that justify Georgetown's designation as a Registered National Landmark.

Since the initiation of the study, the Corson and Gruman Company, and Warring Barrel Company warehouses, both of exceptional historic value (ca. 1855 and noted as Category III Landmarks shown in the Phase I Report) have been torn down.

The Joint Committee on Landmarks, partially in response to the above and the realization that overall landmark designation does not provide protection to individual structures when threatened under the increasing pressures for development in the Georgetown Waterfront, initiated a reevaluation of Georgetown Waterfront landmark designations. The result of this reevaluation is summarized in the following listing of "Landmarks of the National Capital" designated by the Joint Committee on Landmarks of the National Capital, as of March 27, 1973.

Buildings and places which are underlined are listed separately on the National Register of Historic Places. These buildings are indicated by the designation of "exceptional value" on the Historic Rating Map.

Landmark designation of individual structures provides significant additional protection to these structures by delaying demolition as they become threatened. However, it is not enough simply to provide short-term protection. The Plan proposes programs for redevelopment, renovation and/or reconstruction of specific historic structures and spaces. These programs are described in Chapter III and under "Historic Area Studies" in the Phase IIA Report.

Georgetown Landmarks of the National Capital¹

Category I

D.C. Land-

marks List No.

		Date	Ownership
I-20	Forrest-Marbury House, 3350 M Street, N.W.	1788-90	P
Places, I-4	Chesapeake and Ohio Canal	1831	U.S.
	Wisconsin Ave. Bridge over Canal & Canal Monument	1831	D.C.
	Potomac Aqueduct Bridge Abutment and Pier	1833-43	

Category II

II-B-10	Grace Protestant Episcopal Church, (Mission Church for Canal Boatmen), 1041 Wisconsin Avenue, N.W.	1866-67	P
II-C-20	Potomac Masonic Lodge No. 5, 1058 Thos. Jefferson St., N.W.	1810	P
II-D-1	Bank of Columbia (Bureau of Indian Trade; Georgetown Town Hall and Mayor's Office; Fire Company No. 5), 3210 M Street, N.W.	1796, remod. 1833	D.C.
II-D-2	City Tavern, 3206 M Street, N.W.	1796, remod. 1962	P
II-D-3	Historic Georgetown Inc.* and adjacent buildings (4) 3001-3011 M Street, N.W.	c. 1787-91 and 1810-12	P
II-D-6	Vigilant Fire House, 1066 Wisconsin Avenue, N.W.	1844	P
II-D-8	Georgetown Market, 3276 M Street, N.W.	1865, on site of market-1795	D.C.
II-D-15	Bomford's Mill (Pioneer Flour Mills) behind 3261 K Street, N.W.	1845-47, enlarged c. 1883	P
II-E-3	Old Stone House*, 3051 M St., N.W.	1765, restored 1956-58	U.S.
II-E-60	Washington Canoe Club, West end of K St., N.W.	c. 1890	P
II-G-1	Georgetown Historic District		
II-G-21	C&O Canal Historic District through Georgetown		

Category III

III-D-2	Commercial Buildings** M Street, N.W., Georgetown Nos. 2803* 2919* 3056 3068 3072 3112 3116 3209* 3211* 3232 Col. Glass Co.	c.1780-1820	P
III-D-4	Duvall Foundry, 1050-30th Street, N.W.	1856	P
III-D-17	District of Columbia Paper Manufacturing Co., 3255-59 K Street, N.W.	1900-02	P
III-E-9	Junior League of Washington* (Loughborough-Patterson House), 3041 M Street, N.W.	1801-06	P
III-E-49	Joseph Carlton House, 1052-54 Potomac Street, N.W.	c.1794	P
III-E-50	Brickyard Hill Houses, 3134-36 South Street, N.W.	c.1800	P
III-E-51	1063, 1069 (Nicholas Hedges House) and 1071 Thos. Jefferson Street, N.W.	c.1800-15	P
III-E-52	Potomac Boat Club, 3530 K Street, N.W.	c.1870	P
III-G-3	Key Bridge	1923	D.C.

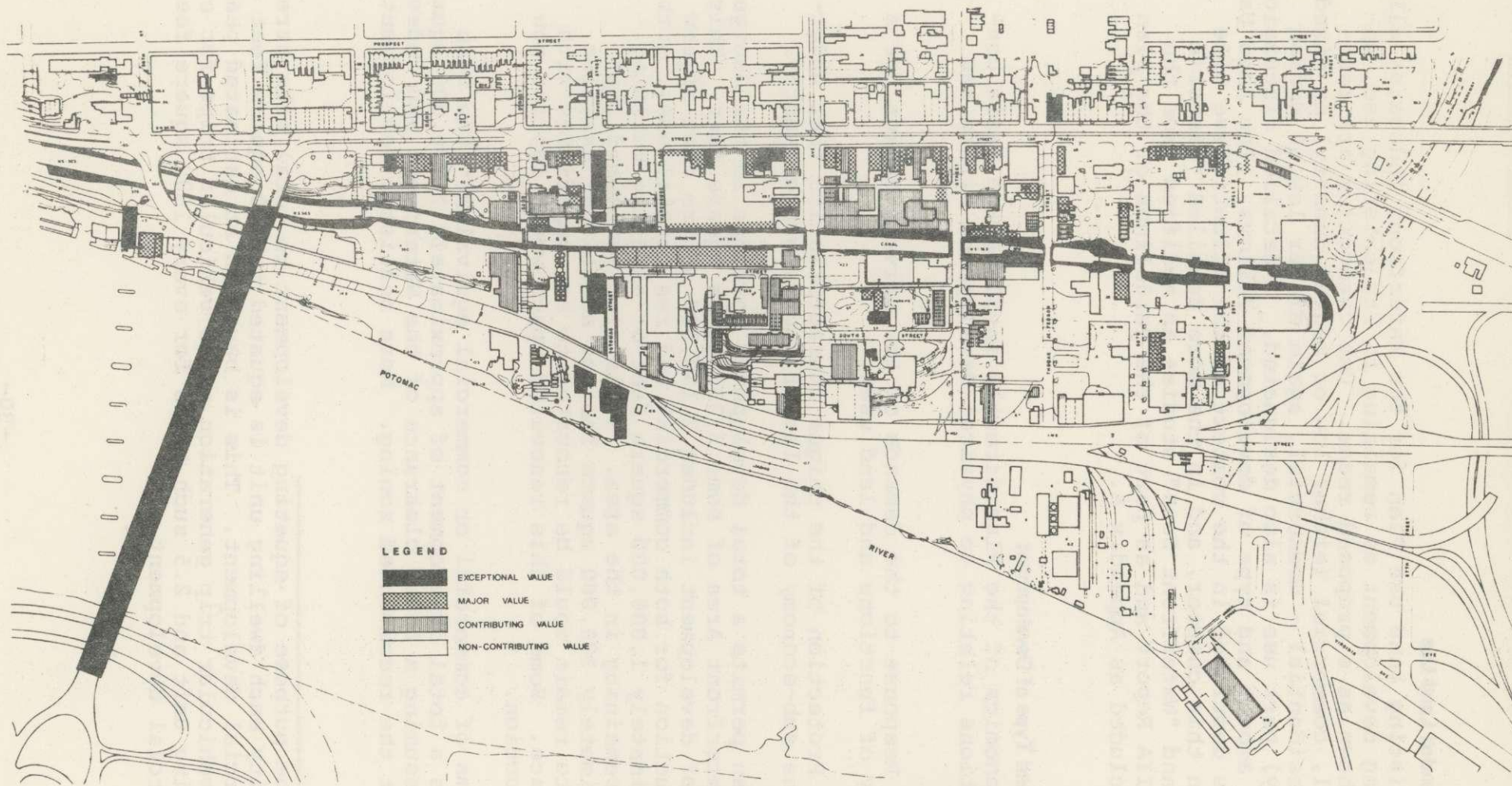
Notes:

P: Private ownership

* Not technically in the Waterfront Study Area, being on the north side of M Street.

** A more comprehensive reclassification of M Street buildings is under review by the Joint Committee on Landmarks but is not yet completed.

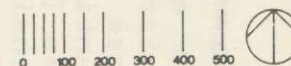
¹Designated by the Joint Committee on Landmarks of the National Capital, March 27, 1973.



LEGEND

- EXCEPTIONAL VALUE
- MAJOR VALUE
- CONTRIBUTING VALUE
- NON-CONTRIBUTING VALUE

HISTORIC RATING



Recommended Land Use

The existing Land Use Plan for the Waterfront indicates all existing development as remaining in its existing use, unless shown as a proposed reuse. Use categories are residential, commercial (either low or medium density) or mixed use (residential - commercial, again either low or median density) park use is also designated. A detailed discussion of the amount and type of development follows. The Land Use Plan is described in the context of the Illustrative Site Plan in this chapter, and in the more detailed "Historic Area" and "Waterfront Zone" studies as modified from the Phase IIA Report and as part of the guidelines of the Plan are included as Appendix A.

Amount and Type of Development

The economics of the Plan directly involves two basic considerations relating to physical development within the area:

- Response to the demands of the private market for a variety of functions and land uses;
- Protection of the unique characteristics that undergird the sub-economy of the larger Georgetown community.

The Plan permits a total development envelope in the Georgetown Waterfront Area of some 3,333 gross square feet. This level of development includes 2,150,000 square feet of new construction for both commercial and residential uses, with approximately 1,000,000 square feet of existing building space remaining in the area. It is also estimated that approximately 300,000 square feet of additional existing space to remain could be renovated to be competitive with new space. Some of this renovated space would replace new construction.

In terms of commercial or commercial equivalent* the Plan permits a total development of approximately 2,400,000 square feet assuming a total clearance of the Waterfront and redevelopment at the recommended zoning. More realistic development

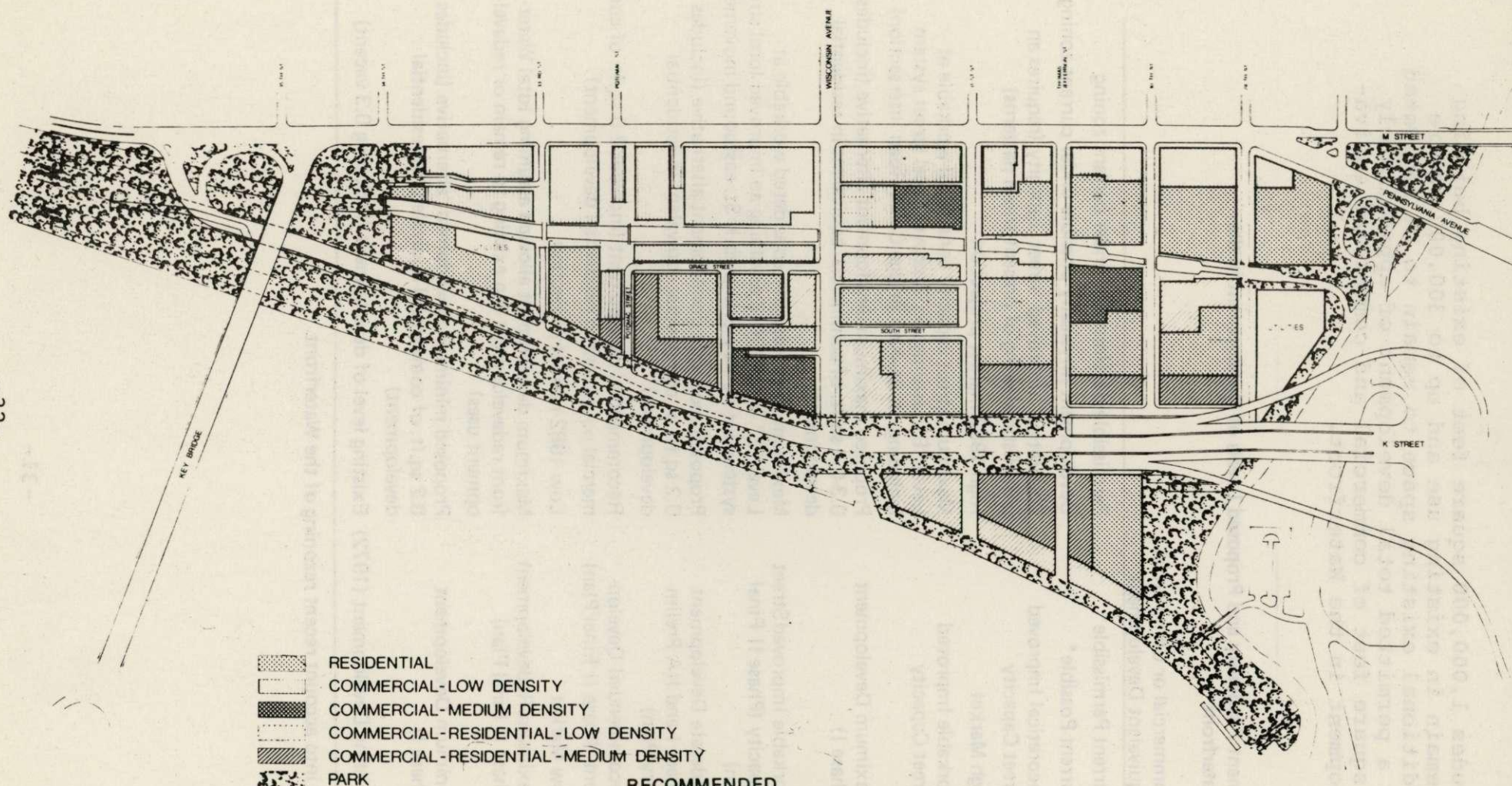
*For the purpose of equating development to total site street capacity each dwelling unit is equated to 200 square feet of commercial development. This is based on an estimated peak hour vehicular trip generation of .5 vehicular trips for each dwelling unit and 2.5 such trips for every 1000 square feet of commercial development.

which includes 1,000,000 square feet of existing building space to remain in existing use and up to 300,000 square feet of additional existing space to remain to be renovated represents a permitted total development of approximately 2,700,000 square feet of commercial and commercial equivalent development in the Waterfront.

Total Development Feasibility and Proposed Levels of Development in the Georgetown Waterfront

Millions of Sq.Ft.	Commercial or Commercial Equivalent Development	
8.2	Current Permissible*	Permissible development under current zoning
6.5	Current Possible*	Development physically possible under current zoning
5.4	Theoretical Improved Street Capacity	Theoretical improved street capacity (requires an unrealistic altering of present travel patterns)
3.8	High Market	High 1982 market projection
3.3	Workable Improved Street Capacity	Maximum street capacity considered workable at Level "E" (assumes an improved local street system including K St.-Key Bridge-Canal Road intersection)
3.3	Maximum Development (Phase I)	Proposed maximum development alternative (includes 0.3-0.4 sq.ft. of commercial equivalent in residential development)
3.0	Workable Improved Street Capacity (Phase II Final Plan)	Maximum street capacity considered workable at Level "E" (as modified assuming an improved local street system but no Key Bridge to K St. eastbound movement)
2.7	Moderate Development (Phase I and IIA Preliminary Plan)	Proposed moderate development alternative (includes 0.2 sq.ft. of commercial equivalent in residential development)
2.7	Recommended Development (Phase II Final Plan)	Recommended development (includes 2.0 sq.ft. of commercial equivalent in residential development)
2.5	Low Market	Low 1982 market projection
2.4	Maximum Redevelopment (Phase II Final Plan)	Maximum development allowed assuming total Waterfront redevelopment (no existing to remain or redevelopment uses)
2.1	Minimum Development (Phase I)	Proposed minimum development alternative (includes 0.2 sq.ft. of commercial equivalent in residential development)
1.5	Existing Development (1972)	Existing level of development (including 0.3 vacant)

*Does not take into account recent rezoning of the Waterfront.



RECOMMENDED
LAND USE PLAN

0 100 200 300 400 500

It should be noted that the reason it is possible, at any given time prior to total redevelopment of the Waterfront, to achieve a total development higher than that permitted in the Waterfront (2,700,000 vs 2,400,000) may be due to any one or a combination of the following:

First, there is existing development to remain in the Waterfront that is non-conforming under the recommended Zoning Plan map. This represents a development in excess of that permitted on these sites (approximately 1,000,000 existing vs 700,000 permitted square feet of commercial). With this development remaining and full development of the "susceptible to development" or "opportunity area" sites, total development will exceed that of permitted total development (2.7 vs 2.4 million square feet of commercial and/or commercial equivalent development).

Second, several existing and historically contributing structures (on or near Potomac Street) in the Waterfront are non-conforming under the recommended Zoning Plan map in that they represent existing development in excess (in bulk and/or bulk and height) of that recommended for these sites. Reuse of the full potential of these structures will provide development in excess of that total permitted by their replacement (approximately 265,000 vs 180,000 square feet of commercial development) and likewise allow total development of a like amount in addition to that permitted by the Zoning Plan.

Third, the Plan permitting development of 3,333,000 gross square feet or approximately 2,700,000 square feet of commercial or commercial equivalent development assumes that all development, where permitted, will be in commercial use. All of the proposed commercial use zoning districts do, however, permit/allow residential development and with an incentive in favor of residential development as that provided by the Sectional Development Plan and the Development Rights Program (Appendix B) it can be expected that not all permitted commercial development will be in such use. In the SDP it is proposed that residential development be permitted to that allowed by height and percentage of lot coverage restrictions thus allowing greater development than that allowed on these sites by the floor area ratio restrictions on their development in commercial uses or as a matter of right. The realistic development limit of 2,700,000 square feet of commercial or commercial equivalent would not be exceeded but the total developed square feet in the Waterfront could be considerably increased by this additional residential development.

Amount and Type of Development
Phase II, Final Development Plan and Program for the Georgetown Waterfront Area

Maximum Permitted Development:

Category	Gross Square Feet	Sq. Ft. of Commercial or Commercial Equivalent ¹
Total Calculated Redevelopment ²	Not Calculated	2,400,000
Total Calculated "Realistic" Development ³	3,333,000	2,700,000
Illustrative Site Plan Development ⁴		
Without Reuse	3,341,000	2,612,000
With Reuse	3,428,000	2,699,500

NOTES:

1. For the purpose of equating total site development to total Waterfront local street capacity, each dwelling unit is equated to 200 square feet of commercial development. (1,000 d.u.'s = 200,000 square feet commercial equivalent.) This is based on an estimated peak hour vehicular trip generation of .5 vehicular trip for each dwelling unit and 2.5 such trips for every 1,000 square feet of commercial development.

Waterfront street capacity is calculated to be at best approximately 2,950,000 square feet of commercial and/or commercial equivalent at level of service "E". At level of service "D" this would be approximately 2,700,000 square feet. (Note Section IIF, "The Movement System as a Constraint to Development", A Plan for the Georgetown Waterfront Area of the District of Columbia - Draft Appendix of the Proposed SDP.

2. The total development permitted at recommended SDP zoning assuming total Waterfront clearance and redevelopment (no existing to remain or reuse development). (See the table on page 78 and the map on page 79 of the above-mentioned plan.)

3. The total, maximum development permitted at recommended SDP zoning in areas defined as "development opportunity areas". (See the map on page 56 in the above-mentioned plan.)

4. Development as permitted and illustrated for "development opportunity areas". (See the map on page 57 and the illustrated site plan on page 73 of the plan.)

The following table gives a further breakdown of this illustrated amount and type of development:

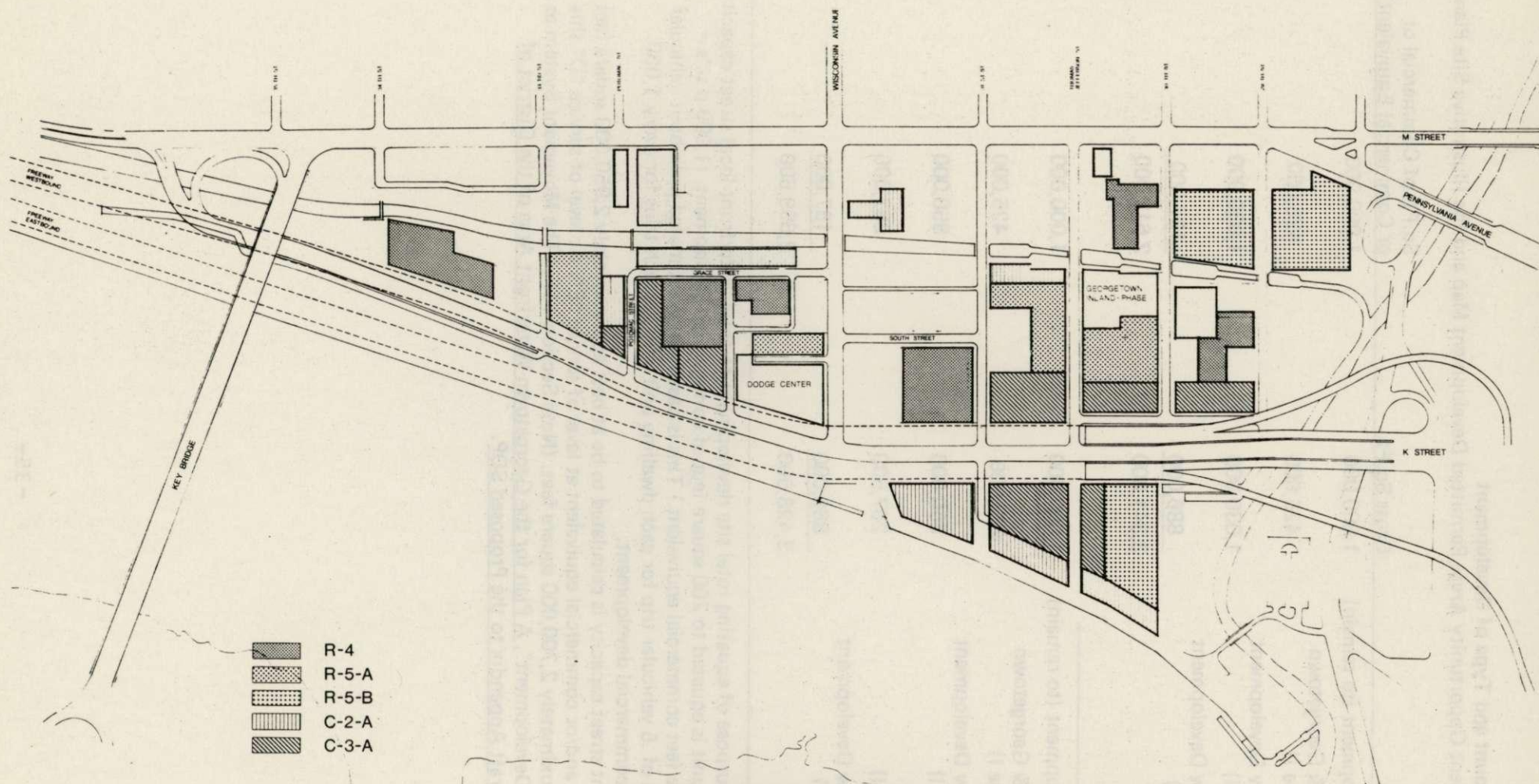
Illustrated Amount and Type of Development

(See Development Opportunity Areas, Permitted Development Map and the Illustrative Site Plan)

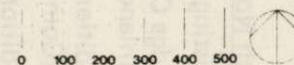
<u>With No Reuse</u>	<u>Gross Sq.Ft.</u>	<u>Sq.Ft. of Commercial or or Commercial Equivalent¹</u>
Existing Development (to remain)	1,000,000	1,000,000
Dodge Center & Georgetown Inland (Phase I)	425,000	425,000
Additional New Development (Commercial)	1,030,000	1,030,000
Additional New Development (Residential)	<u>886,000</u>	<u>157,000</u>
TOTALS	3,341,000	2,612,000
<u>With Reuse</u>		
Existing Development (to remain)	1,000,000	1,000,000
Dodge Center & Georgetown Inland (Phase I)	425,000	425,000
Additional New Development (Commercial)	850,000	850,000
Reuse (Commercial)	267,500	267,000
Additional New Development (Residential)	<u>886,000</u>	<u>157,000</u>
TOTALS	3,428,500	2,699,500

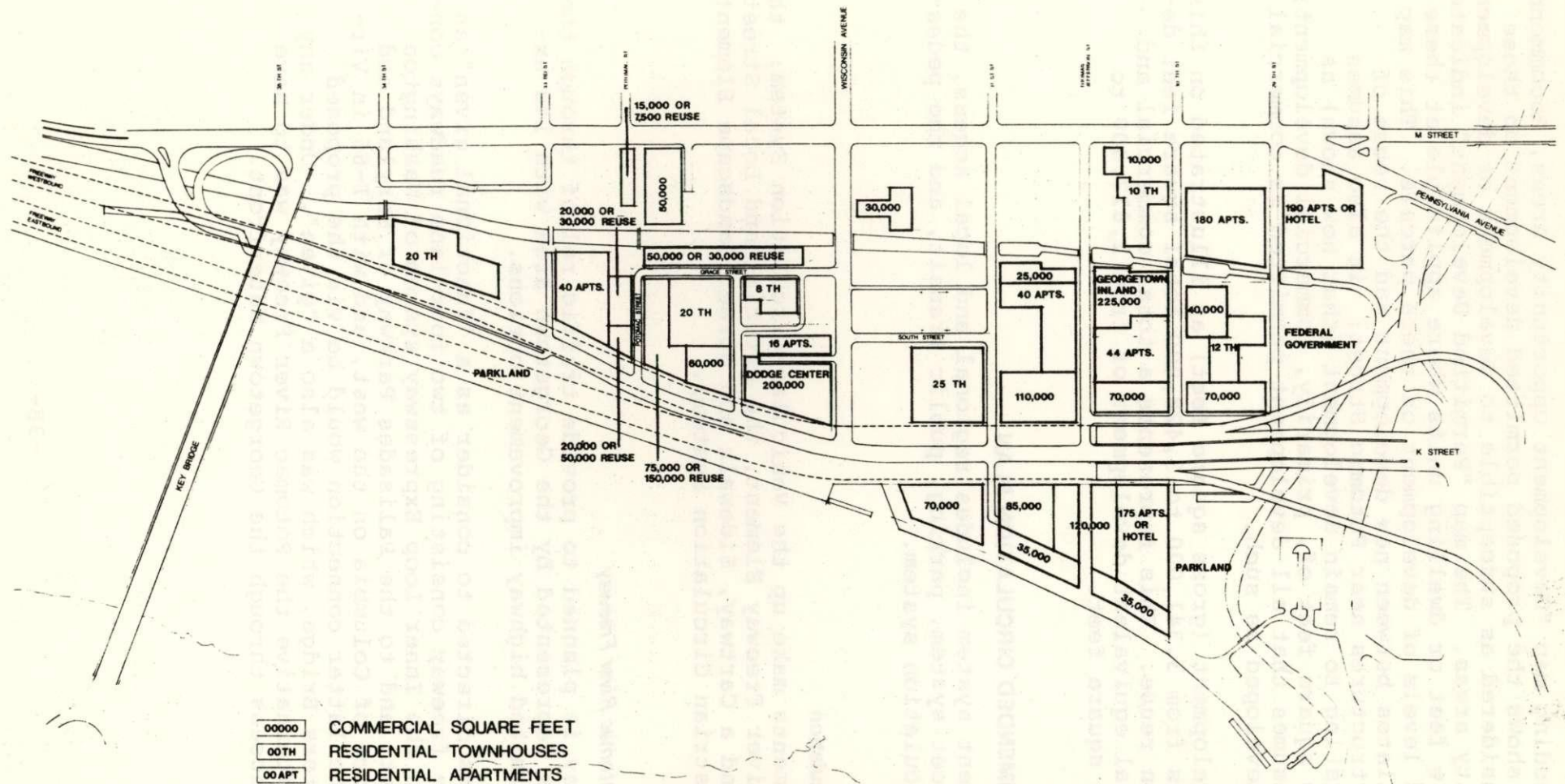
1. For the purpose of equating total site development to total Waterfront local street capacity, each dwelling unit is equated to 200 square feet of commercial development. (1,000 d.u.'s = 200,000 square feet commercial equivalent.) This is based on an estimated peak hour vehicular trip generation of .5 vehicular trip for each dwelling unit and 2.5 such trips for every 1,000 square feet of commercial development.

Waterfront street capacity is calculated to be at best approximately 2,950,000 square feet of commercial and/or commercial equivalent at level of service "E". At level of service "D" this would be approximately 2,700,000 square feet. (Note Section 11F, "The Movement System as a Constraint to Development", A Plan for the Georgetown Waterfront Area of the District of Columbia — Draft Appendix to the Proposed SDP.



DEVELOPMENT OPPORTUNITY AREAS RECOMMENDED ZONING





The preceeding map "Development Opportunity Areas, Recommended Zoning", shows the proposed permitted development on those sites considered as susceptible to development or development opportunity areas. The map "Permitted Development" indicates the square feet or dwelling units where applicable at these permitted levels of development on these parcels. This map differentiates between new development and the reuse of several structures near Potomac Street; it also assumes other existing to remain development (that now shown) as 1,000,000 square feet of, primarily, commercial development; and it assumes that all development permitted as commercial will be developed as such.

Total development (gross square feet) as illustrated on this map varies from 3,341,000 to 3,428,000 total square feet depending on reuse. This represents a total commercial and residential equivalent development of from 2,612,000 to 2,699,500 square feet.

THE RECOMMENDED CIRCULATION PLAN

The movement system includes regional and local access, the local street system, parking, public transit, and the pedestrian circulation system.

Vehicular Circulation

Three elements make up the Vehicular Circulation System: the Potomac River Freeway Element, the Arterial and Local Street Element and a Cartway, Sidewalk and Street Landscape Element (the Pedestrian Circulation System).

The Potomac River Freeway

The Freeway is planned to provide traffic relief through the bottleneck represented by the Georgetown area with its extremely limited highway improvement options.

The GPG was directed to consider as a "functional given" an eight-lane freeway consisting of two four-lane roadways connecting to the Inner Loop Expressway system of Washington on the east, and to the Palisades Parkway of Maryland and the District of Columbia on the west, and with I-66 in Virginia. The latter connection would be via the proposed Three Sisters Bridge, which was also a "given". Under any freeway alternative the Potomac River Freeway was to have no local access through the Georgetown Waterfront.

The Plan calls for the eastbound Potomac River Freeway section through the greater part of the Georgetown Waterfront to have the same general tunnel design as in the 1968 Highway Act alternative. The tunnel will, however, extend slightly further eastward to a portal at Thomas Jefferson Street where it will rise out of the ground to a reconstructed bridge over Rock Creek, and an interchange with the Rock Creek Parkway.

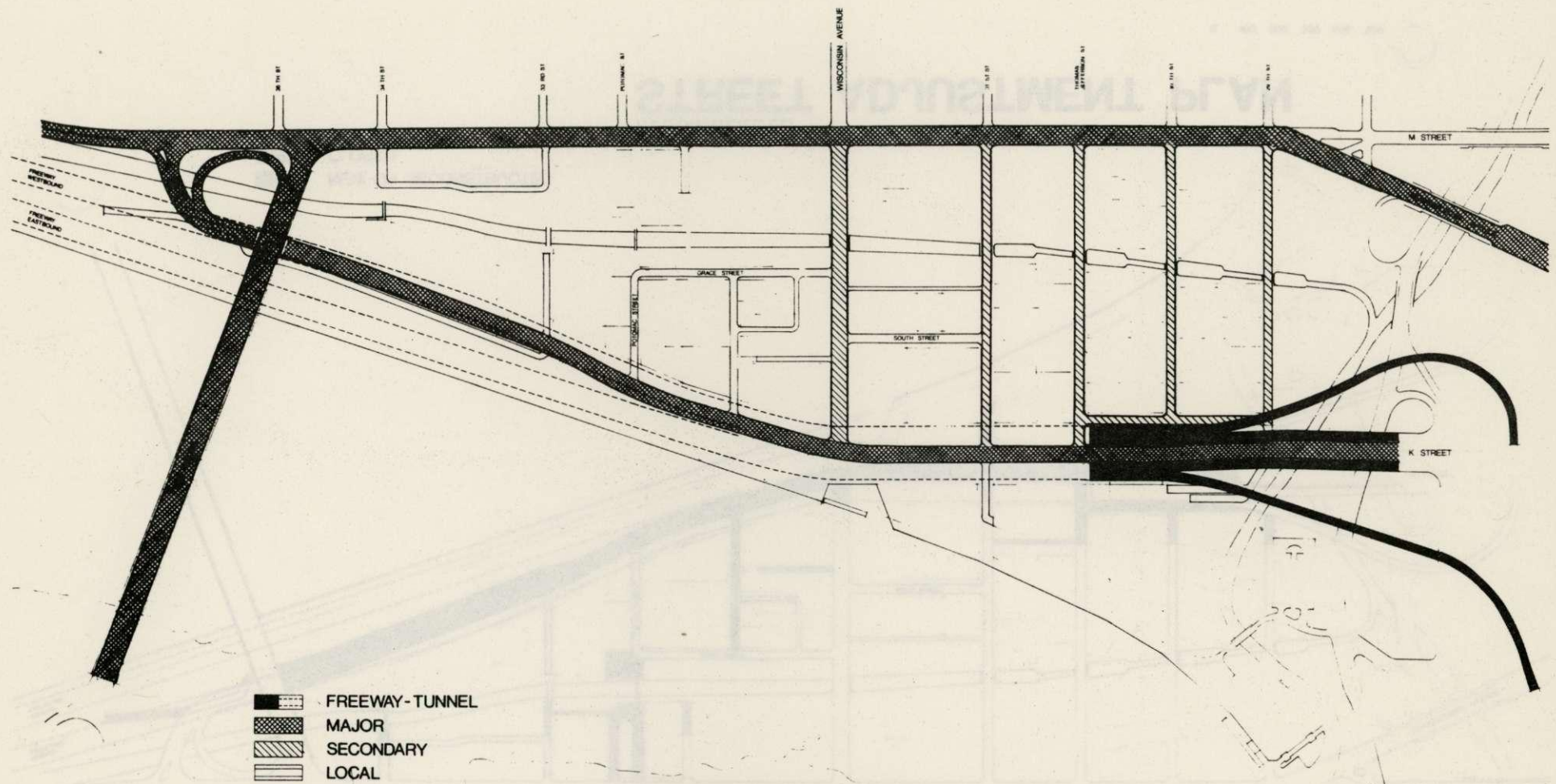
The Rock Creek interchange will be reconstructed for the westbound lanes. West of the interchange, the westbound Freeway lanes cross Rock Creek, descending parallel and adjacent to the eastbound lanes to enter a tunnel portal identical to the eastbound portal at Thomas Jefferson Street. This tunnel will follow the present K Street alignment until west of Key Bridge at which time it will follow a configuration approximately the same as in the 1968 Highway Act alternative.

A key feature of this Plan is that K Street, still serving as a local arterial, will be reconstructed on the deck of the westbound Freeway tunnel. As it proceeds west, the reconstructed K Street will rise under Key Bridge to meet the existing ramps to Canal Road, M Street, and Key Bridge.

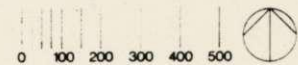
The Arterial and Local Street Element

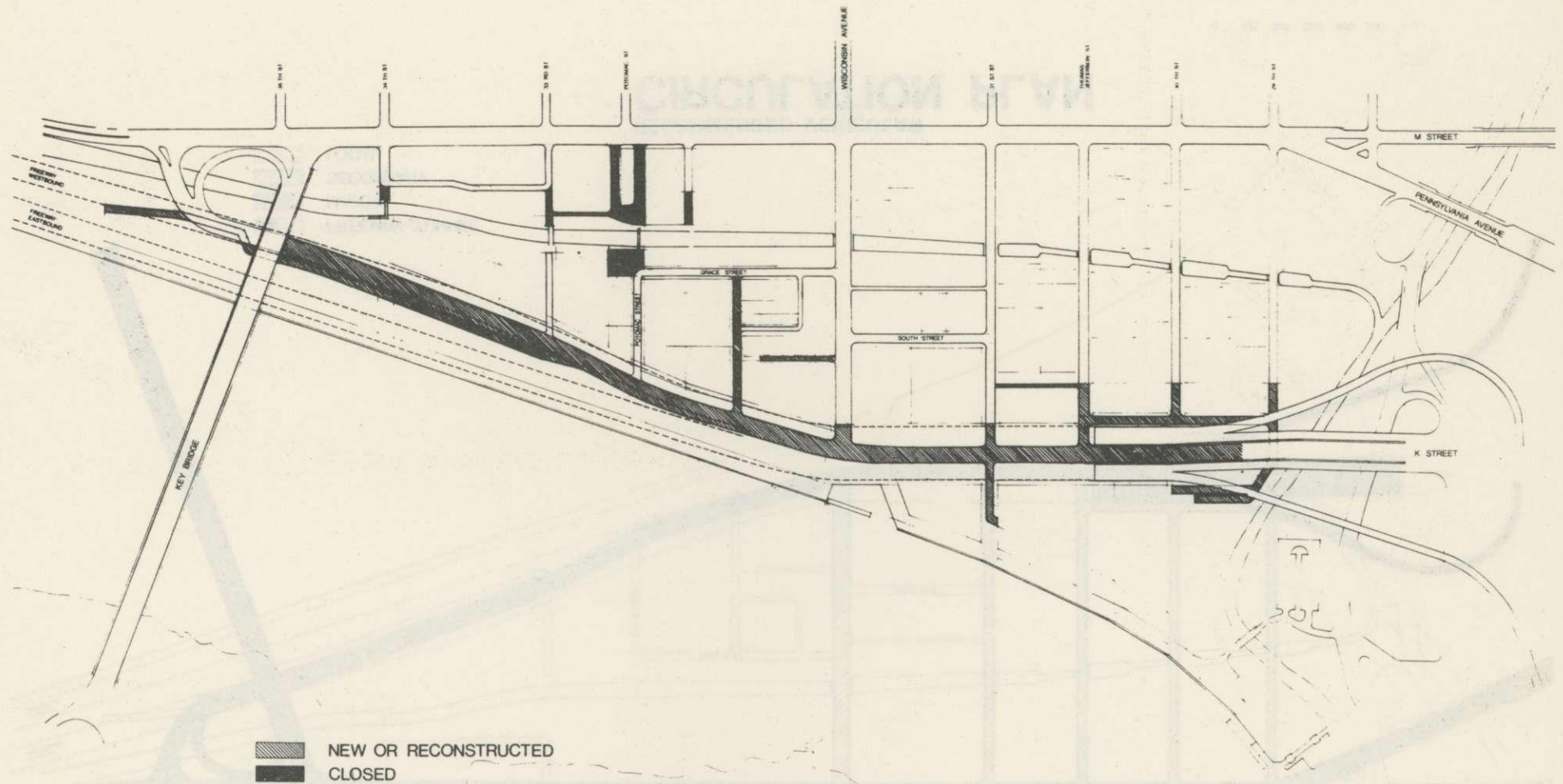
The proposed Potomac River Freeway through the Waterfront area does not connect with any local street, including Key Bridge and Canal Road, thus, some of the traffic which presently uses Key Bridge via the Whitehurst Freeway will use M Street. M Street and a reconstructed K Street will be the east-west arterials in the Waterfront. M Street must be supplemented if local access is to be improved; a means of achieving this, thus allowing more permitted development from a movement standpoint, is to go to a system of "unbalanced" traffic flows on M and K Streets in the Waterfront, in conjunction with major turn prohibitions and A.M. and P.M. reversing in direction of specific traffic lanes. This modification is a part of the recommended Circulation Plan for the Waterfront.

A description of the reconstructed local K Street is made in the Sectional Development Plan, in the discussion of "Recommended Street Adjustments". Estimates of the capacity of the Circulation Plan are provided in both the Phase I and IIA Study Reports, specifically "Appendix B, Transportation Methodology Analysis" of the Phase IIA Report.



RECOMMENDED VEHICULAR CIRCULATION PLAN





RECOMMENDED STREET ADJUSTMENT PLAN

0 100 200 300 400 500



The principal north-south arterial in the Waterfront is Wisconsin Avenue. Secondary arterials are 29th and 30th Streets and Thomas Jefferson and 31st Streets possibly working as one-way couples. All other streets in the Waterfront area are considered as local streets.

To the extent possible the Plan attempts to eliminate or curtail the use of residential streets for Waterfront access. A number of residential streets in the Plan area are to be closed or changed in such a fashion as to limit existing connections; this is especially true to the west of Wisconsin Avenue. Street adjustments as shown will be the subject of separate public hearings conducted by appropriate public agencies.

Parking

A major consideration underlying decisions regarding development potential in Georgetown is the provision of the proper amount of parking.

For office space, the detailed analysis of parking supply/demand is presented in the Phase IIA Report. For the purposes of estimating office parking demand a factor of 2.5 spaces per 1000 square feet of floor area or one space for each 400 square feet was previously adopted.

Parking demand for retail uses was calculated at one parking space for each 200 square feet of retail floor area proposed, or five spaces per thousand square feet of gross retail floor area.

For residential uses, parking was calculated to be provided at one parking space per dwelling unit or apartment, or room in the case of hotel or motel.

Estimates in the Phase IIA Report indicate residential and retail supply and estimated demand are about in balance, however, total parking demand is in excess of that to be supplied in the ratio of 3 to 2.

It should be noted that other study recommendations have taken a considerably different view of the use of the automobile and the associated necessity for the provision of parking. For example, in the preliminary proposal by the Zoning Revision and Planning Group of the D.C. Zoning Commission on December 6, 1972, titled "A New Special Purpose Zone District SP-2", the following policy was advocated:

The basic theory behind the parking standards proposed was that because the present street system of the Waterfront is at near maximum capacity at peak hours and Metro will not serve the area, it is desirable to discourage new workers in the area driving to their jobs. The standards for office use were therefore kept deliberately low at a maximum of one space per 1,800 square feet. The retail parking standards, on the other hand, were stringent requiring a minimum of one space for 200 square feet of retail floor area.

The traffic congestion peaks in Georgetown are the A.M. and P.M. commuting hours, mainly caused by traffic passing through the area. These are aggravated by extensive fringe parking on public streets. The Zoning Revision and Planning Group took the position that future workers in the Waterfront area should be encouraged to use public transit by actually limiting parking spaces within new buildings whereas shoppers could not be expected to use public transit, especially during the evening hours. Georgetown is a retailing center in that besides serving local day-to-day needs for the neighborhood, the area has a distinct regional specialty shopping and entertainment role; a limiting of retail parking spaces would threaten this environment. No exceptions for the first 2,000 square feet of office and retail uses were given and the Board of Zoning Adjustment is to be given the authority to specify the number of spaces for any uses not listed. This is a somewhat revolutionary approach, in that it gives the Board of Zoning Adjustment considerable discretionary power, which makes for considerable flexibility tailored to individual cases.

Office parking requirements under this policy would be only 20-25% of those figured for demand by the GPG under the guidelines previously outlined as present standards for office development in the overall Washington area. The Illustrated Site Plan supply does not meet demand calculated at a rate representing approximately one space per twelve thousand square feet of office development, a rate implying 33% transit utilization, 20% walking to work, and almost three people per automobile. This is considered as the minimum required supply, at least in the short-term future. Therefore, it is expected that to develop the Georgetown Waterfront, even to its limited street capacity, will demand the provision of additional parking space that can and will command premium prices.

Public Transportation

At present two basic bus services operate on M Street in Georgetown. Wisconsin Avenue routes connect Friendship Heights via M Street with Pennsylvania Avenue, S.E. Virginia buses from the George Washington parkway, Lee Highway, Wilson Boulevard and Arlington Boulevard operate on M Street to a terminal at 11th and E Streets, N.W. A variant of this service connects Virginia with Union Station. The Virginia buses offer local service to Georgetown during off-peak hours and on weekends, but except for the Union Station buses, serve only Virginia passengers in the weekday rush hours.

Transit service to the Georgetown Waterfront area in the foreseeable future will remain entirely bus service. The nearest Metro stations are at Rosslyn, Foggy Bottom and Dupont Circle, and few will choose to walk the distance. The bus service will be significantly improved, however, by connections with Metro.

Transit service for Georgetown is part of the overall Metro bus service revisions currently under study by the Washington Metropolitan Area Transit Authority. The most recent studies for bus routings to mesh with Metro service contemplate an alignment of bus routes in Georgetown very similar to those of today. The exception is removal of the Virginia buses from M Street as a result of their displacement by Metro. This Plan recommends modifications to the proposed WMATA bus routes to meet the following objectives:

- . Connection of K Street along the Waterfront with Metro service by bus.
- . Connection as above between Georgetown University and George Washington University.
- . Connection of the Georgetown Waterfront by bus with nearby Virginia and Northwest Washington business districts.

This modification would revise the Wisconsin Avenue routes to serve K Street along the Waterfront by using the south end of Wisconsin Avenue and K Street instead of M Street. This also will serve to connect Waterfront development with the Foggy Bottom Metro Station. M Street will still be served by other routes.

Other revision options are discussed in the Phase IIA Report and are included as part of the Plan.

For commercial travel transit usage is expected to remain below 15%, but 20% was assumed for setting the development limits. After Metro and the associated feeder bus system are fully operative the modal split and traffic projections should be reevaluated.

Pedestrian Circulation

A major element of the Plan is a system of interconnecting pedestrian and bicycle paths arranged in a major and minor hierarchy.

The Primary Pedestrian System

Pedestrian circulation is in three primary routes: Wisconsin Avenue to the Potomac River, the Promenade along the River's edge, and the Tow Path along the Chesapeake and Ohio Canal.

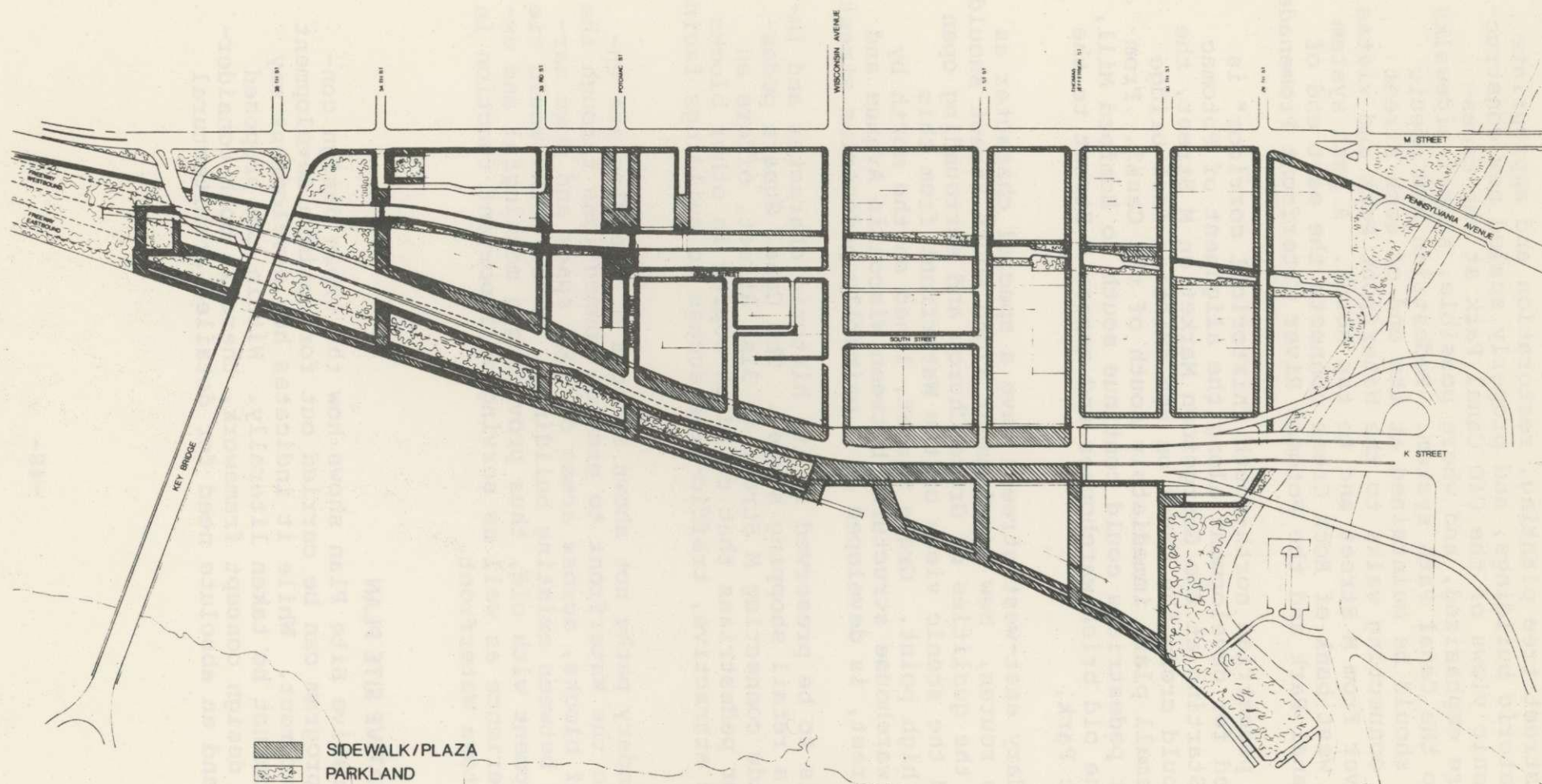
Historic points of interest such as the Vigilant Fire House, Grace Churchyard, and the Old Dodge Warehouse are on Wisconsin Avenue. Improved sidewalks, street landscaping, and appropriately scaled new buildings will emphasize the importance of this street with its terminal focus on the Waterfront in a Public Plaza.



Along the Potomac River's edge, a Park and Pedestrian Promenade extend the entire length of the Georgetown Waterfront. This Park connects at its eastern end by foot bridge to park areas south of Rock Creek. At the western end beyond Key Bridge, a pedestrian path continues past the old Aqueduct abutment to the Washington Canoe Club and up the River.

The Tow Path along the C&O Canal extends the entire length of the study area from Rock Creek to Key Bridge and beyond along the Canal Park as it continues west of the bridge. Much of this area has already been partially developed as a pedestrian park. Properly scaled new development, and restoration and imaginative use of historic buildings and sites along its path is discussed in detail under "Historic Area Studies" in Appendix B.

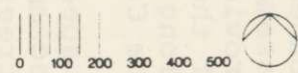
The Secondary Pedestrian System

Major secondary paths follow local streets linking M Street to the Potomac. All of the north-south streets are recommended for enhancement as secondary pedestrian routes with



 SIDEWALK/PLAZA
 PARKLAND

RECOMMENDED PEDESTRIAN CIRCULATION PLAN



improved street-tree planting, restoration and appropriate use of historic buildings, and properly scaled new construction. Scenic views of the C&O Canal Park at the cross-bridges are emphasized, and where possible, street sidewalks connect to the Canal Path system. Pedestrian and scenic easements should be maintained at the end of each street providing connecting walks to the Waterfront Park and vistas of the River from M Street and to the north. A path system along the west bank of Rock Creek connects the east end of the C&O Canal Park and the Potomac River Waterfront Promenade.

A special pedestrian north-south "historical corridor" is recommended for development along the alignment of Potomac Street. Starting at the Georgetown Market on M Street, the walkway would cross the Canal on the existing foot bridge to a new small plaza immediately south of the Canal. From this point pedestrians could continue south to Bomford Mill, between the old brick warehouses and across K Street to the Waterfront Park.

The secondary east-west streets have a special character as pedestrian routes. New development along South Street should emphasize the qualities of Grace Church and surrounding open space, and the scenic views of the Waterfront from this prominent high point. Grace Street, lined on the north by old brick warehouse structures between Wisconsin Avenue and Potomac Street, is developed as a primarily pedestrian street.

M Street is to be preserved in its historic character and improved as a retail shopping street. The Canal Square pedestrian arcade connecting M Street to 31st Street, offers an amenity for pedestrians that could be copied in other blocks to provide attractive, traffic-free access to buildings facing the Canal.

Minor secondary paths not shown as part of the Plan are encouraged in the Waterfront to provide connections through the interior of blocks, across areas of open space and down narrow alleys between existing buildings. These paths would tie new development with old, thus providing a meaningful and exciting experience as well as serving an important function in the Georgetown Waterfront.

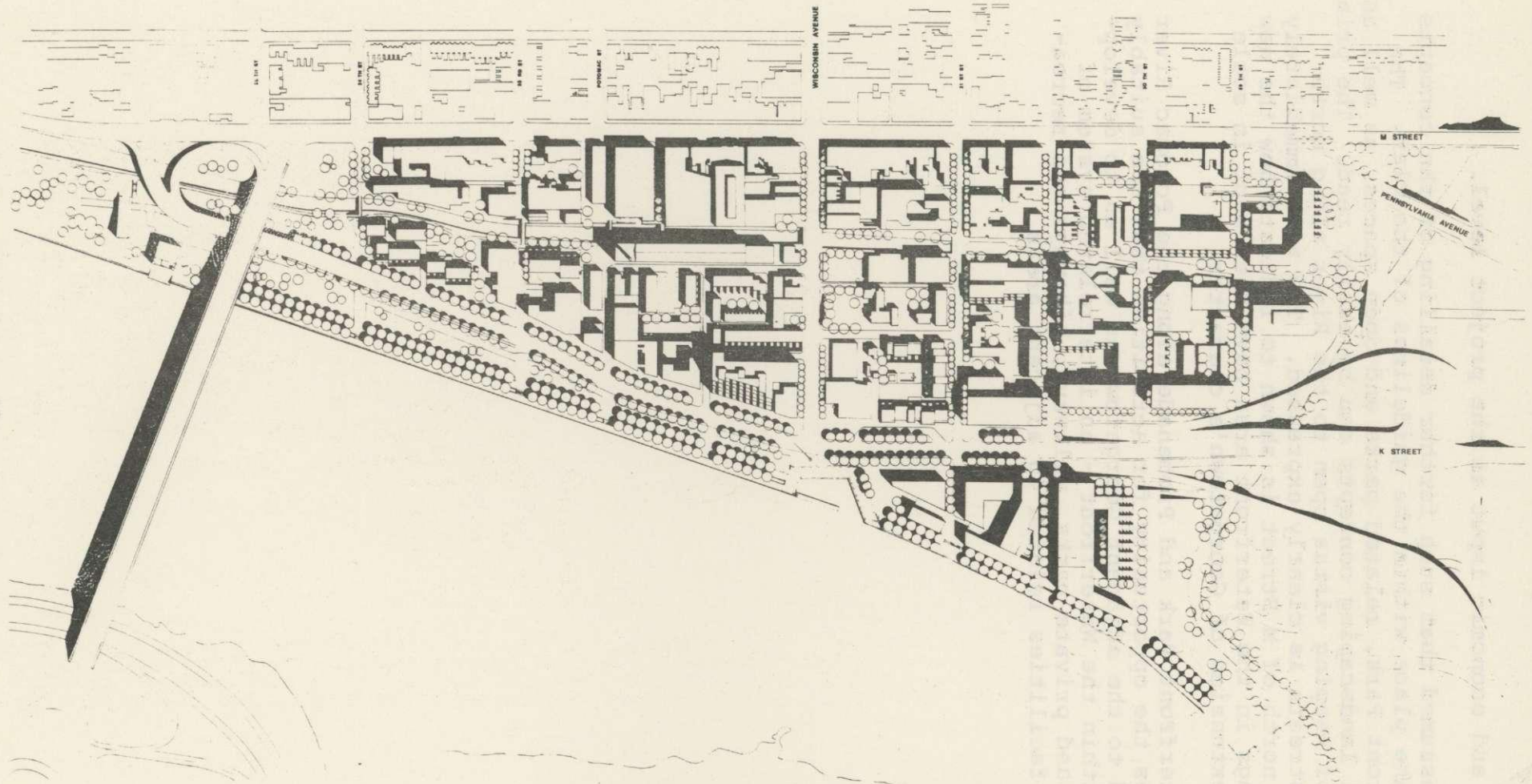
THE ILLUSTRATIVE SITE PLAN

The Illustrative Site Plan shows how the urban design concepts and program can be carried out for optimum development of the Waterfront. While it indicates how development may occur, it cannot be taken literally. Within the proposed zoning and design concept framework, there is both considerable room and an absolute need for detailed architectural

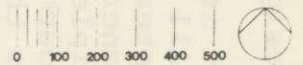
design and economic input at the project level.

It is assumed that such further detailing of the concepts will take place within the guidelines of the Plan. The Waterfront Park, related parks and open spaces, as well as general landscaping concepts can be easily read. The principle of keeping vistas open to the River along north-south streets is clearly expressed. The area immediately to the north of M Street is shown to indicate how the new buildings in the Waterfront area have been kept in scale as an extension of Georgetown's character.

The Waterfront Park and Promenade along the Potomac River provides the opportunity for activities that are suitably related to the adjacent Georgetown as well as to development within the Waterfront - an interrelated system of public and private parks, walkways, bikeways and recreational facilities related to adjacent areas.



ILLUSTRATIVE SITE PLAN



IV Implementation

The following procedures and actions are necessary to implement the plan:

A Sectional Development Plan is prepared to implement the objectives and elements of the Development Plan and Program for the Georgetown Waterfront of the District of Columbia insofar as those objectives and elements are subject to the zoning process. The Sectional Development Plan concept is defined in Section 1304 of the Zoning Ordinance as follows:

"Sectional Development Plan: A planned unit development prepared by an agency of the District of Columbia or the Federal Government for a specific area of the city; submitted to the National Capital Planning Commission for review and report; and adopted by the Zoning Commission in accordance with the applicable provisions of Section 1301 and which establishes for such area, street, lot area ratios, height of buildings and structures, open spaces and other details of design. The area may include property owned by the public, private persons or organizations, or a combination of these, and further, the area may be developed in one or more sectional repackages of the property ownership."

The Comprehensive Plan designates Georgetown, in a manner consistent with the regional objectives of the National Capital Planning Commission's "A Policy Plan for the Year 1980," (1961), as a predominantly residential community with water-frontage development on the waterfront and with the water-front area reserved. The designation of a Sectional Development Plan for the waterfront reflects the needed transition from existing industrial uses to proposed residential, recreational and commercial land uses.

It is appropriate to adopt a Sectional Development Plan for the Georgetown Waterfront because it is a location where development goals and objectives have not been adequately realized. Large tracts of land are available for redevelopment, a major new highway is proposed for the area, a major existing highway is to be removed and adjacent residential, commercial and university communities are seeking space in which to expand. The area is part of the Old Georgetown Historic District and contains many historic structures; it has been designated a Registered National Landmark. The area is of great visual importance to the Nation's Capital City because of its prominence on the Potomac River bank. The area is strategically located between downtown Washington, D.C., and river crossing points to Virginia; hence it must accommodate

The following procedures and actions are necessary to implement the Plan.

THE RECOMMENDED SECTIONAL DEVELOPMENT PLAN

Introduction

A Sectional Development Plan is proposed to implement the objectives and elements of the Development Plan and Program for the Georgetown Waterfront of the District of Columbia insofar as those objectives and elements are subject to the zoning process. The Sectional Development Plan concept is defined in Section 1202 of the Zoning Ordinance as follows:

"Sectional Development Plan: A planned unit development prepared by an agency of the District of Columbia or the Federal Government for a specific area of the city; submitted to the National Capital Planning Commission for review and report; and adopted by the Zoning Commission in accordance with the applicable provisions of Section 7501 and which establishes for such areas, uses, floor area ratios, height of buildings and structures, open spaces and other details of design. The area may include property owned by the public, private persons, or organizations, or a combination of these, and further, the area may be developed in one or more sections regardless of the property ownership."

The Comprehensive Plan designates Georgetown, in a manner consistent with the regional objectives of the National Capital Planning Commission's "A Policies Plan for the Year 2000", (1961), as a predominantly residential community with water recreation opportunities on the waterfront and with the Whitehurst Freeway removed. The formulation of a Sectional Development Plan for Georgetown reflects the needed transition from existing industrial uses to proposed residential, recreational and commercial land uses.

It is appropriate to adopt a Sectional Development Plan for the Georgetown Waterfront because it is a location where development goals and objectives have not been adequately realized. Large tracts of land are available for redevelopment, a major new highway is proposed for the area, a major existing highway is to be removed and adjacent residential, commercial and university communities are seeking space in which to expand. The area is part of the Old Georgetown Historic District and contains many historic structures; it has been designated a Registered National Landmark. The area is of great visual importance to the Nation's Capital City because of its prominence on the Potomac River bank. The area is strategically located between downtown Washington, D.C. and river crossing points to Virginia; hence it must accommodate

heavy rush hour traffic flows in addition to internally generated traffic. This Plan establishes objectives, prospective land uses, zoning districts and circulation patterns for the Plan Area. The Plan amends the Zoning Map covering the Plan Area and sets forth regulations governing the approval of Planned Unit Development applications in the Plan Area pursuant to Section 7501. The Plan provides incentives to encourage Planned Unit Developments in the Plan Area.

In addition to the Sectional Development Plan the Development Plan and Program also recommends the study of a "Development Rights Program" as proposed for the Waterfront area (in Appendix B of this Plan) as a technique for management of the implementation and development of the Plan.

Description of the Plan Area

The boundaries of the Study Area are shown on the Georgetown Waterfront Study Area Map. The boundaries of the SDP are more restrictive being the south side of M Street N.W., the west bank of Rock Creek, the north bank of the Potomac River, and the east side of Key Bridge.

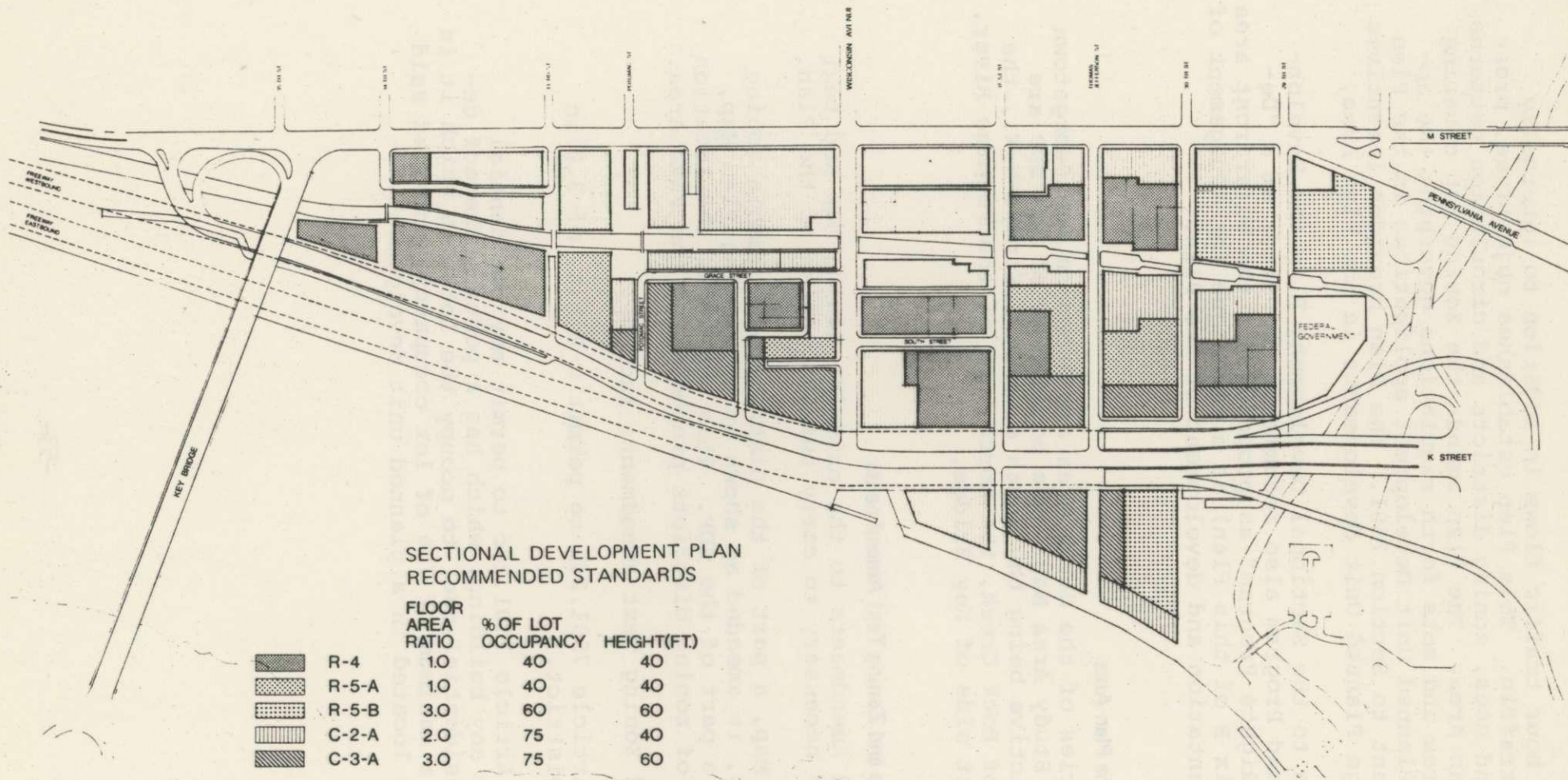
Zoning Plan Map and Zoning Text Amendments

Recommended Amendments to the existing Zoning Map and text are felt as necessary to carry out the intent of the Plan.

The Zoning Map, a part of the District of Columbia Zoning Regulations, is amended as shown on the Zoning Plan Map, to be made a part of the SDP. This map shows the location and extent of zoning districts proposed for the Plan Area.

Recommended Zoning Text amendments include:

1. Change Article 7501.24b to permit a F.A.R. of 3.0 in the R-5-B District.
2. Change Article 7501.24c to permit any residential building or any building, which has a portion thereof devoted to residential use, to occupy the lot upon which it is located to a maximum of 75% of lot occupancy, provided said building is located in a planned unit development.



**Recommended Zoning Standards¹ for the Georgetown Waterfront
Sectional Development Plan**

District	Floor Area Ratio	% of Lot Occupancy ²	Height
R-4	1.0		40
R-5-A	1.0		40
R-5-B	3.0 ³		60
C-2-A	2.0	75 ⁴	40 ⁵
C-3-A	3.0	75 ⁴	60

Notes:

1. Each of the three standards must be complied with.
2. Except as specified herein the lot occupancy standards specified in Article 7501.24 c. of the Zoning Regulations shall control.
3. See recommended zoning regulation text changes.
4. This standard applies only to residential development in these districts. Commercial development is still permitted 100% lot occupancy. An amendment to the zoning text is required to permit 75% lot occupancy by residential development in these districts. (See recommended zoning regulation text changes.)
5. This height limit is less than that allowed as a matter-of-right in the C-2-A district; however, bulk is not restricted because a higher percent of lot occupancy is permitted. See note 4 above.

Subarea Design Requirements

The Plan Area has been divided into several subareas for purposes of specifying design requirements.* This is more convenient than providing design requirements applicable to the entire Plan Area because many design requirements relate to specific buildings and are consequently relevant only in a single subarea. The Historic Area Studies map defines the boundaries of the subareas as used for purposes of discussion in the Phase IIA Report and Appendix A of this Plan.

Historic subarea boundaries are based on concentrations of historic landmarks, property lines, development proposals, visual reciprocity within the subarea, and the relationship of public facilities, such as the Canal and the Potomac River Freeway, to adjacent areas.

The Subarea Design Requirements relative to historic preservation are intended to provide guidance to private property owners and to the National Commission of Fine Arts in making recommendations to the Council of the District of Columbia concerning preservation of historic landmarks in the Old Georgetown Historic District; compliance with the historic preservation design requirements shall be a mandatory condition for approval of a Planned Unit Development application within the Plan Area.

*Subarea requirements are taken from the Phase IIA "Historic Area Studies" as modified for the Final Development Plan and Program and contained in Appendix A of this Report. They are specified in the SDP.

THE RECOMMENDED DEVELOPMENT PROGRAM

Public Improvement Programs

The recommended public improvements programs are felt as necessary for the implementation of the Plan. A summary of public costs is included.

Recommended Public Improvements, Georgetown Waterfront Sectional Development Plan

Action	Agency Responsible
1. Potomac River Freeway and Reconstruct K Street	U.S. DOT (FHWA), District Highways and Traffic
2. Development of the Canal, locks, foot-bridges, etc.	U.S. Dept. of Interior, National Park Service (NPS)
3. Acquisition and development of the 50' Waterfront Park	U.S. Dept. of Interior, NPS
4. Public parks, pedestrian ways, bikeways, plazas and pedestrian overpasses as shown on the circulation plan	District Highways and Traffic, and Recreation
5. Keep the rights-of-way of 33rd and 34th Streets vacant	District Highways and Traffic
6. Reconstruct the Francis Scott Key House	U.S. Dept. of Interior, NPS
7. Restore and operate the Georgetown Market	District Dept. of General Services, U.S. Dept. of Interior, NPS
8. Preserve the existing Wisconsin Avenue Bridge over the Canal	District Highways and Traffic
9. Construct a wall around the Western Heating Plant	General Services Administration or District Dept. of Environmental Services
10. Acquire the Service Station Property at Rock Creek Park	U.S. Dept. of Interior, NPS

Freeway and Local Streets

Potomac River Freeway

A conclusion of Phase I and Phase IIA is that the Freeway configuration known as the GPG I alternative is the best overall solution to regional traffic movement through the Georgetown Waterfront. This conclusion holds, even without a connection to a Three Sisters Bridge across the Potomac or construction of the Palisades Parkway. Whether there will need to be two, three or four lanes each way will have to be studied in detail.

Agencies responsible: U.S. Department of Transportation (FHWA) (part), and District of Columbia Department of Highways and Traffic.

Sources of funds: U.S. Congress.

Local Street Adjustments

Rebuilding K Street on top of the Freeway tunnel, and modifying the present ramp from Key Bridge to extend it to K Street are integral elements of the Freeway construction. The extension of 29th Street, while K Street is being rebuilt, and the opening of a new street to connect Thomas Jefferson, 30th and 29th Streets are the other major new street changes.

Agencies responsible: U.S. Department of Transportation (FHWA) and District of Columbia Department of Highways and Traffic.

Source of funds: U.S. Congress.

Street Landscaping

The third element of this part of the program calls for street landscaping for both existing as well as new streets.

Agencies responsible: District of Columbia Department of Highways and Traffic and Recreation.

Sources of funds: U.S. Congress.

Utilities

Georgetown Interceptor Sewer

The recommended Freeway Alternative (as do all Freeway Alternatives) requires at least partial reconstruction of the Interceptor Sewer.

Agency responsible: District of Columbia, Department of Environmental Services.

Sources of funds: U.S. Congress.

Public Utilities

Water, steam, mechanical and electrical utility systems, as well as telephone, gas, etc. are currently available to the area but will require some alteration, abandonment, and/or replacement.

The Plan recommends cost sharing with developers on new water and sewer connections and necessary realignments.

Agencies responsible: District of Columbia Department of Environmental Services, and various public utility companies, e.g., PEPCO.

Source of funds: U.S. Congress (public, private).

Public Parks

C&O Canal

The Plan calls for the acquisition of some property to be added to the present Canal Park. Most of this property is now in public streets or ownership, some in private ownership.

An overall budget estimate for Canal Park development (excluding acquisition) is \$325,000. This figure does not include the costs of specific historic restoration and/or reconstruction programs.

Agency responsible: U.S. Department of the Interior, National Park Service.

Source of funds: U.S. Congress.

Waterfront Park

After construction of the Freeway tunnel, and site preparation of property for private development, the Waterfront Park can be landscaped and connected to Rock Creek Park to its east by the Promenade.

Agency responsible: U.S. Department of the Interior, National Park Service.

Source of funds: U.S. Congress.

Site Preparation/Disposition

Waterfront

All property in the Waterfront Zone is in one of three ownerships: Georgetown Inland, C&O-B&O Railroad or the District of Columbia (Departments of Highways and Public Works). The two private properties will be minimally adjusted as required, with such acquisition for highway and park purposes as is necessary to carry out the Plan.

The remainder of the land south of K Street is currently under jurisdiction of the District Department of Highways and Traffic, having been acquired as part of the taking for the Freeway. After construction of the Freeway the land will be transferred to the Department of the Interior, National Park Service for development in accordance with the Plan as parkland and public plaza.

Incinerator Site

This property on the north side of K Street at 30th is under the jurisdiction of the District Department of Public Works. It is proposed for a combination of parking garages and townhouse-apartment development. It is a case of private reuse of excess public land.

In this development, a Public Development Corporation would be an appropriate instrument, if the Department of Environmental Services does not have procedures to ensure its development compatible with the Plan. The property could also be transferred to RLA with the District appropriately reimbursed from disposition proceedings.

Agencies responsible: District of Columbia Department of Environmental Services and Redevelopment Land Agency, and/or a Development Corporation.

Source of funds: None required.

Historic Preservation and Restoration Programs

Historic preservation and restoration consists of a complex of interrelated program elements.

Canal Park Extension (Public)

Property is to be acquired for public park purposes. Some is currently in street or alley use, some in private ownership, and some already under National Park Service jurisdiction.

Historic Preservation, Restoration and Reconstruction (Public)

The preservation of historic structures such as the Forrest-Marbury House and the Georgetown Potomac Street Market that are to be retained in public ownership as additions to the C&O Canal Historic Park are the responsibility of the National Park Service.

The reconstruction of both the Francis Scott Key House and portions of the Forrest-Marbury House are part of the proposed Canal extension program.

Agency responsible: U.S. Department of the Interior, National Park Service.

Source of funds: U.S. Congress and private donations.

Historic Preservation (Private)

Private historic preservation is expected to be a major element of the program. A variety of property and institutional relationships that will enhance economic incentives to preservation are envisioned.

These might include additional designation by the National Park Service as part of the Park, with transfer of title to the Federal Government and the right-to-use (i.e., rent) retained by the present owner. Another device is the use of "facade acquisition" by the National Park Service to ensure preservation. Long-term low-interest loans are envisioned as a desirable technique to use.

Most necessary as instruments for these kinds of activities are the private, non-profit development (historic area) corporations, with a Waterfront (Public) Development Corporation as a back-up "organization" of "last resort".

The Development Rights Program although not intended as part and parcel of the Plan is proposed for further study in part in that it is designed to provide an economic incentive for private preservation and renovation of historic structures.

Agencies responsible: Non-Profit Historic Area Corporations sponsored by Georgetown Citizens' Association, a Development Corporation, and U.S. Department of the Interior, National Park Service.

Source of funds: Various private sources included foundations (mostly revolving or working capital).

Historic Commission/Fine Arts

Actual control of historic structures as well as new development in the Waterfront area is spread diffusely. The Commission of Fine Arts has extended its presumed jurisdiction to include architectural review and approval over such areas with the District's offices of Licenses and Permits giving support to such extension by refusing building permits where FA has not given approval.

Well-meant as this control is, it may not prevent demolition, or internal reconstruction, nor does it provide the kind of "constant tender loving care" necessary for historic preservation.

Several alternatives are possible to ensure that the Waterfront (and Georgetown) have the kind of adequate control and constructive guidance that exists in the Vieux Carre in New Orleans and in the historic district of Savannah, Georgia. One alternative is to strengthen the position and jurisdiction of the Commission on Fine Arts. A second is to create a Georgetown Historic Commission whose sole responsibility is Historic Georgetown, including the Waterfront. A third is to create a (perhaps temporary) Commission for the Waterfront itself. Funds would be necessary for the administration of such a Commission for the duration of the development process.

Agencies responsible: District of Columbia, U.S. Congress, and Citizens' Association of Georgetown.

Sources of funds: Possible special tax district, District Government or U.S. Congress.

Historic Foundation/Trust

To help implement preservation and reconstruction plans on the private side, an Historic Foundation Trust should be formed, patterned after those in a number of cities. The Foundation's function could be to raise money, accept gifts, own property and provide for non-profit activity where the economics of the projects warrant it.

Agencies responsible: Georgetown Citizens' Association for sponsorship.

Source of funds: private.

The following list of public improvements is called for in the Sectional Development Plan (SDP).

Summary of the Public Costs of the Public Improvement Programs

Cost estimates for public elements listed above are summarized as follows:

Bulkhead:	1,500' @ \$2,500/lin.ft.	=	\$ 3,750,000
	2,500' over expressway	=	N/A
Basin:	25,000 sq.ft. @ \$4/cu.yd.	=	50,000
Urban Park: (Promenade w/landscaping and brick paving)	350,000 sq.ft. @ \$9/sq.ft.	=	3,150,000
Expressway (see Phase I Report page 59):		=	119,000,000
Relocating ventilating building:		=	600,000*
Surface Streets (excluding landscaping and lighting):			
K Street	2,800' @ \$200/lin.ft.	=	550,000
	500' @ \$1500/lin.ft.	=	750,000
K Street-Key Bridge Ramp	800' @ \$1000/lin.ft.	=	800,000
Other Streets	3,000' @ \$150/lin.ft.	=	450,000
29th St. Retaining Wall	250' @ \$125/lin.ft.	=	300,000
Street Landscaping & Lighting:	7,500' @ \$150/lin.ft.	=	1,125,000
Canal Walkways (gravel) & Landscaping:		=	75,000
Park (natural):	50,000 sq.ft. @ \$5/sq.ft.	=	250,000
96" Sewer Relocation:		=	600,000**
Other Utilities Alteration and/or Replacement:		=	500,000
Public preservation, restoration, and/or reconstruction:		=	<u>2,000,000</u>
Total Public Development Costs:		=	\$133,900,000

(The above summary does not include architectural and engineering fees.)

NOTES:

* Does not include cost of additional mechanical equipment.

** Figure is quoted from District Highway's estimate.

Source: WMRT Phase IIA Report, Preliminary Development Plan and Program (1972).

Private Action Programs

Action programs take the improvement programs listed above and suggest a general outline of steps in their implementation.

Private/Public

B&O-C&O Railroad

Removal of the railroad now in K Street is possible with a change of the District Steamplant from coal to oil. Then only the flour mill will remain as a customer. Public Utility Commission approval must be obtained as part of the Freeway construction.

Private Utility Changes

Engineering of private utility changes will precede their abandonment where appropriate and the establishment of new easements or franchise areas.

Private Non-Profit Development Corporations/Historic Areas

Under the stimulation and/or sponsorship of the Georgetown Citizens' Association, one or several non-profit development corporations can be formed with property owners pooling equity. At the completion of their objectives they can be dissolved with redistribution of equity assets.

Private Developer Actions

The Dodge Center and Georgetown Inland projects will proceed, and other developers of properties susceptible to development should be encouraged by the existence of the Plan - as ultimately approved - to carry out various development activities.

Historic Foundation/Trust

A Historic Foundation should be formed to act as quasi-partner to Historic Area Corporations, the Waterfront Development Corporation (Public), and private developers interested in historic preservation.

Public Action Programs

Before the Preliminary Plan and Development Program can be officially adopted by the National Capital Planning Commission, a decision must be reached regarding the Potomac River Freeway and Vehicular Circulation Plan as elements of the City's overall Comprehensive Plan. In turn before this step can be taken appropriate public hearings must be held, a time-consuming process. In the meantime acquiescence to pressure for further development may result in adding "givens" which will make final implementation of the Plan impossible and the Plan meaningless. Zoning is at the crux of the matter.

District of Columbia Zoning Commission

Adoption of the Sectional Development Plan

Prepared under Section 7501 of the Zoning Ordinance, the Sectional Development Plan sets up an administrative process which will both enable and encourage implementation of this Final Development Plan and Program.

Plan Implementation

Development as a Matter-of-Right

Pursuant to Article 7502.71 of the Zoning Regulations, any property may be developed to the maximum extent allowed as a matter of right under the applicable Zone Districts. No processing of property under the Zoning Commission or the Board of Zoning Adjustment is necessary for such development unless such processing is required in the Zoning Regulations.

Application for Planned Unit Developments

All of the procedures, requirements and standards for applications for Planned Unit Developments in a Sectional Development Plan Area under Section 7501, as amended, shall be followed. In particular, the owner or owners of property in the Plan Area may, pursuant to Article 7501.4 of the Zoning Regulations, file for "further processing" of a Planned Unit Development before the Board of Zoning Adjustment. Pursuant to Article 7501.53 of the Zoning Commission and the Board of Zoning Adjustment, including those the performance of which are conditions precedent to the issuance of any permit necessary for the development of any part of the entire site, including compliance with the requirements of this Sectional Development Plan, shall run with the land and shall not lapse or be waived as a result of any subsequent

change in the tenancy or ownership of any or all of said area. Such conditions shall be a part of any certificate of occupancy issued for any use or structure in such development.

Amendments to Zoning in the SDP

Pursuant to Article 7502.61 of the Zoning Regulations, amendments to zoning in a Sectional Development Plan area may be proposed by any citizen, property owner, group of citizens or group of property owners. A proposed amendment shall include a detailed statement explaining the impact of the proposed amendment upon the Sectional Development Plan. (See recommended zoning text changes.)

Fine Arts Approval

Pursuant to Public Law 808, 81st Congress; D.C. Code 5-801, 64 Stat. 903, before any permit for the construction, alteration, reconstruction, or razing of any building within the Old Georgetown Historic District (the District includes the entire Plan Area) is issued the Council of the District of Columbia shall refer the plans to the National Commission of Fine Arts for a report as to the exterior architectural features, height, appearance, color, and texture of the materials of exterior construction which are subject to public view. The Subarea Design Requirements are appropriate for use by the National Commission of Fine Arts in the review of plans submitted in the Plan Area.

District Tax Assessor's Office

The District Assessor's Office will necessarily conduct reappraisals for property tax purposes, occasioned by both increases or decreases in value attributable to the adoption and implementation of the SDP.

Consideration may be given to the idea of designating all of Georgetown as Special Tax District. The point has been made that its economic future will be supported by proper development of the Waterfront and hurt by improper development. The programs for the Waterfront could logically be assisted by the temporary levy of a modest millage and its assignment to help defray the costs.

District Highways and Traffic

The complicated and lengthy procedure of Freeway, highway and street change is summarized in brief below. Many of these steps overlap in time.

1. Potomac River Freeway Public Hearings.
2. Final Selection of Freeway Alternatives.
3. Preparation and Review of:
Draft Environmental Statement.
4. Federal Approval Process.
5. Adoption by NCPC as part of Comprehensive Plan.
6. Federal and Local Funding Process.
7. Freeway, highway and street, and landscape design and engineering.
8. Whitehurst Freeway detour construction.
9. Whitehurst Freeway demolition.
10. Freeway, highway and street configuration.
11. Street landscaping.

It is likely to take six to eight years from the date of the last public hearing to completion.

District Department of Environmental Services

A similar although less time consuming schedule for public and private utility changes must be closely coordinated with the work of both District Highways as well as site preparation.

Washington Metropolitan Area Transit Authority (WMATA)

WMATA's responsibility will be to carry out revision of bus routes and schedules, and activity they pursue on continuing basis throughout the City. A mini-bus service can be established on a trial basis to improve internal circulation and help make up for the relatively low parking standards adopted in the Preliminary Development Plan.

U.S. Department of the Interior, National Park Service

An abbreviated list of NPS actions follows:

1. Examination of feasibility of C&O Canal Historic District extension concept.
2. Preparation of C&O Canal Historic District Extension legislation and its introduction into Congress.
3. Same as (1) and (2) above for Waterfront Park.

4. Upon approval by U.S. Congress, preparation of detailed feasibility, design and cost studies.
5. Federal approvals and preparation of funding legislation.
6. Upon approval of funding, preparation of final design and engineering plans.
7. Project construction.
8. Operation and maintenance.

U.S. Corps of Engineers

The edge of the Waterfront Park, the new bulkhead, extends the length of the Waterfront area. Most of that length is now a natural bank. The Freeway tunnel south wall will form a new bulkhead alignment from Key Bridge to Wisconsin Avenue.

The bulkhead line comes under the jurisdiction of the U.S. Corps of Engineers. The Corps will have to establish to its satisfaction that the new bulkhead location does not exacerbate flooding downstream before that new line can definitely be established for project development.

Waterfront Development Corporation (Public)

With support from the Georgetown Citizens' Association, legislation should be introduced into Congress to provide for a Waterfront (Public) Development Corporation. A number of models exist with some parallels in Washington. Essentially this Corporation would take the form of a limited authority with both public and private members that would be capable of carrying out the actions outlined for it above.

The Philadelphia Industrial Corporation or the Philadelphia Food Distribution Center, Inc. have the kind of public powers and support that are necessary. The Charles Center-Inner Harbor Management, Inc., in Baltimore is another effective model.

Included would have to be power to acquire and own property, to borrow money and float revenue bonds. The Corporation would act as agent for the City in preparing detailed plans and designs, and in promoting the purposes of the Waterfront. It would not have the power of condemnation which would remain the City's under its redevelopment or other public purpose mandates (parks, streets, etc.).

The purposes of the Corporation would be, again, to act as a bridge between public and private enterprise and as a back-up organization to the non-profit Historic Area Corporations.

PHASING PROGRAMS

This Plan advocates a phased development which should be carefully followed in order that development may proceed in an orderly fashion and so that the adjustment residential neighborhoods may be afforded the maximum possible protection from any adverse impacts.

The following options for the development of timing regulations are available:

Bluff

Timing requirements could be written into the Plan specifying which parcels are to be delayed or requiring the Commission or Board to find, as a pre-requisite to approving private development applications, that public improvements needed to support that private development are under construction. Such requirements would have no force of law and would serve no purpose.

Timing Linked to Capital Budgeting

This is the technique employed in Ramapo, New York. Development permission is denied until such time as a parcel scores a minimum number of "points" for the public services available to the parcel. The New York Court of Appeals sustained the legality of this scheme because: (1) The New York State Planning Enabling Legislation could be interpreted to authorize such a scheme; (2) The City had committed itself, through its capital budget, to furnish public services to each parcel within 18 years. In the Georgetown area this technique could be employed only after: (1) Comparing the D.C. zoning enabling legislation with that of New York State; (2) Amending the D.C. zoning regulations to create a point system; (3) Designing a point system for an urban area (one obvious problem is that properties around the periphery of the Plan Area would score higher because they could draw on public facilities outside the Plan Area); (4) Obtain a binding commitment from each relevant public agency to complete the required public improvements.

Since none of these four pre-requisite steps have been taken a Ramapo-type approach does not seem feasible.

Emergency or Interim Rezoning

Article 7502.35 of the Regulations provides for emergency zoning in all or part of a Sectional Development Plan Area by the Zoning Commission. Emergency zoning lasts only 120 days. During the 120 day period an application may be made to the Zoning Commission for interim rezoning. Interim rezoning lasts for not more than two years. Such an applica-

tion ". . . shall be based on a Sectional Development Plan in preparation". This indicates that the interim rezoning may be to the levels called for in the SDP not below the levels in the SDP. Thus emergency and interim rezonings are not useful as timing devices.

In conclusion, there does not appear to be a suitable development timing device for inclusion in the Sectional Development Plan. Nevertheless, the recommended Plan allows for development based on the assumptions and constraints discussed in Chapter II of this Plan. No development should be allowed to violate these assumptions and constraints.

The following public improvements should be carried out and be operational before any new development is completed:

a. The Potomac River Freeway or a similar tunnel by-pass to replace the Whitehurst Freeway;

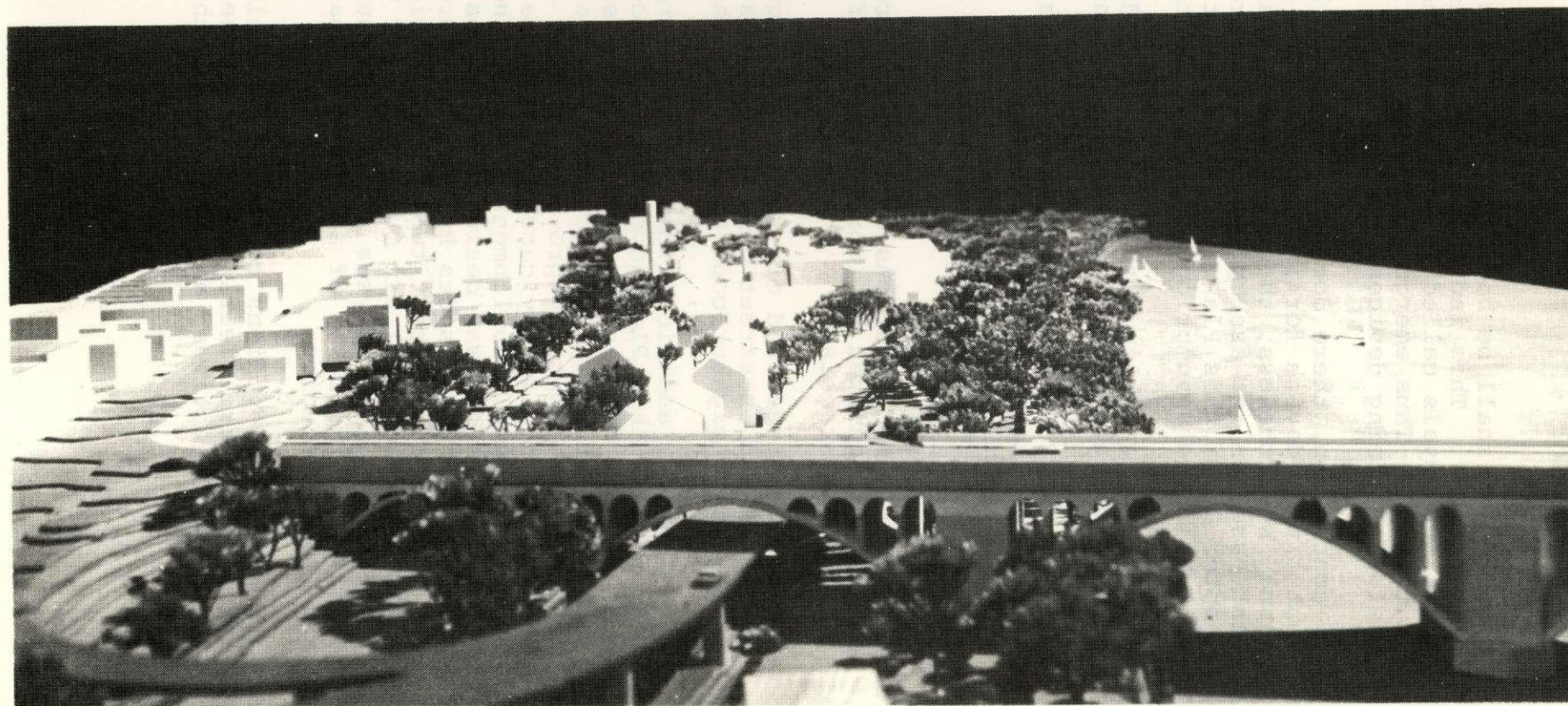
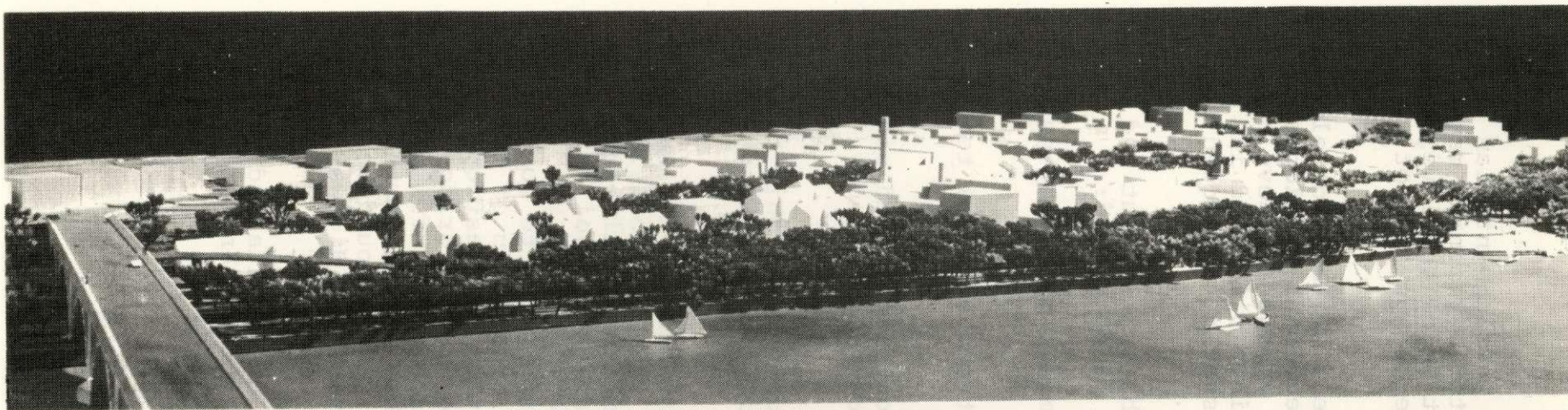
b. The recommended reconstructed K Street arterial to be operational;

c. All modifications of traffic directionality and signalization designed to improve traffic flow on M, K and other local streets;

d. On-street and off-street parking controls within the Plan Area and on-street parking controls in the low density residential neighborhoods adjacent to the Plan Area.

Any plans for additional development after those levels recommended in this Plan have been achieved should be considered only if detailed analysis of then existing conditions indicate that additional local street capacity is available or can be economically provided without detriment to the land use plan. In any case, it would be fruitless to consider additional development prior to the resolution of the Potomac River Freeway design, the disposition of questions concerning the Palisades Parkway and Three Sisters Bridge, and accrual of at least two years experience with a fully implemented regional Air Quality Plan. When and if further traffic capacity analyses are carried out, they should be verified on the basis of additional Department of Highway and Traffic studies.

Any proposed revisions to the Plan should be entertained only if they are clearly shown to further strengthen the goals and objectives, and policies of this Plan.



FINAL DEVELOPMENT PLAN

WATERFRONT KEY BRIDGE TO WISCONSIN AVENUE

V Economic and Marketability Report

From the standpoint of economics, the Development Plan and Program for the Georgetown Waterfront seeks the optimum development of the unique Georgetown community. With this objective, it suggests controls that would restrict the forces of the free market. Its basic premise is that failure to exercise these controls could have a seriously negative impact upon the economy of this vital community and a consequently adverse effect upon the economy of the District of Columbia.

The Plan therefore takes issue with the proposition that the Georgetown Waterfront should be allowed to grow at a density dictated by the real estate market. It maintains that such a policy would not produce net economic benefits to the District, despite the short-run ballooning of real estate rates. This policy could have the opposite effect. It could not only set into motion forces that could adversely affect the wealth and productivity of the Georgetown community, but it could also weaken the District's efforts to attract new private investments to other parts of the central area that need redevelopment.

The contention that the District would gain by allowing the Georgetown Waterfront to develop to the maximum market levels flies in the face of the hard facts of competitive economics. It fails to take into account the effects of overbuilding, traffic overloads, pedestrian congestion, high density, visual blight, and noise and air pollution on community viability. In an effort to take maximum advantage of one of the few opportunities available to the central city in the search for municipal revenues, it risks killing the goose that lays the golden egg. It could be a short-sighted policy that fails to put all of the relevant factors into the cost-benefit equation.

The facts are clear and simple. The Georgetown community is one of the District's most productive economic enclaves, producing municipal revenues far in excess of municipal service requirements. The strength of its tax base depends directly upon the maintenance of its unique environmental qualities and characteristics. It is one of the District's few sub-economies that is viable and competitive within the metropolitan economic framework, generating both private investments and consumer patronage. Yet it is already at a point close to the tipping point in its capacity to maintain its comparative advantages.

Only half of the District's municipal revenues comes from local sources. The economic base from which those revenues are derived - in employment, personal and corporate income, real estate values, retailing and services - is limited. This puts a heavy premium upon maintaining the viability of the productive apparatus within the District's boundaries. Between 1958 and 1967, the District lost a net of nearly 2,000 service businesses and entrepreneurships representing thousands of jobs, tax dollars and business opportunities. Beyond the gains in downtown office building construction and high-cost residential developments in a limited number of key spots, the District's economy is in the process of stagnation under the forces of disinvestment.

Certainly the answer to these adverse pressures upon the District economy is not to overload one of the few viable sub-economies within the District's boundaries. The history of central-city decline throughout the United States is replete with examples of attempts to offset the effects of suburban capital flow by milking the few "hot" real estate sub-areas in the central city. This has resulted in many cases in destroying the very amenities that gave those sub-areas their unique quality. This is the issue that the District Government faces in the Georgetown Waterfront.

The GPG Plan does not call for a "no-growth" or non-development policy for the Georgetown Waterfront. Quite the opposite: it calls for a diversified residential and commercial complex to replace outmoded industrial uses. It allows an expansion from an existing 1,500,000 square feet of building space to nearly 3,500,000 square feet. Even so, this level of development would be far less than what would be allowed under existing zoning if modified to allow responses to diverse residential and commercial market pressures. The Plan is the maximum that the area can afford to accommodate without producing serious counter-effects for the highly-productive Georgetown sub-economy.

These economic development caveats of the Plan for the Georgetown Waterfront are not a post-rationalization of recommendations based on "non-economic" considerations such as ethetics or design. They are factors that have decisively influenced the land use and zoning controls that are being proposed. They represent the kinds of considerations that justify planning as a basis for sound public policy. They put alternative policies within the framework of cost-benefit analysis, a discipline that is particularly critical to decision-making in the District with its limited tax supporting economic structure.

The Cost-Benefit Approach

The critical element in cost-benefit analysis is putting the relevant factors into the equation.

Limiting the cost-benefit equation to the production of additional taxable values on specific pieces of real estate or to the potential employment created by specific parcel developments is a distortion of the concept. Certainly these potential tax values and employment opportunities are important. They are obvious "benefits". One must look to the "cost" side of the equation, however, to get the appropriate perspective for sound public policy.

In the Georgetown Waterfront, there are two important cost aspects in addition to the immediate tax-and-employment benefits:

1. The cost effects of alternative development patterns and levels on the continued viability of the Georgetown sub-economy, already committed; and
2. The cost effects of these development patterns and levels on other sub-economies within the District and on the District Government's effort to deal with development and redevelopment problems elsewhere.

These two subjects will be explored in more detail later. The contributions that the Georgetown sub-economy makes to the District - and hence the District's viability - will be spelled out. The contributions that a policy of controlled Waterfront development can make to developments elsewhere will also be more fully examined, with direct applications to realistic development situations of importance to the city's economic health. First, an overall set of cost-benefit considerations will be set forth.

To recast points made earlier, Georgetown is now one of the District's most viable and productive sub-economies. The essence of its economic strength is its unique physical and environmental amenities. Its residential real estate values are the highest in the city; the importance of its unique physical attributes is such that - unlike other areas in the metropolitan area - its residential land values (as reflected in assessments) are considerably higher than the improvements on the land. Residential real estate in Georgetown is at a premium, not because its houses are better but because its physical and location amenities - the "place utility" of its economic assets - are uniquely desirable.

Similarly its attraction as a retail, entertainment and specialized office area are environmentally based. Nearly two-thirds of Georgetown's retail patronage comes from outside the District. The essence of its appeal is its unique physical qualities making for highly satisfactory browsing and comparative shopping in the daytime and exciting entertainment experiences in the evening. Georgetown is able to accommodate both the strongest residential market in the District and a broad-based 24-hour activity schedule for its residents and outside patrons. This is a unique accomplishment within the metropolitan area and represents a complex of productive urban activities sought by cities all over the county.

The maintenance of this productive mix of uses, activities and economic values is important to the District. With its limited economic base outside the Federal Government, the City is locked into limited sources of locally generated municipal revenue. It has the smallest relative sector of manufacturing of any major U.S. city; its role as the shoppers-goods retailing center has been taken over by massive regional developments at suburban locations; it is attracting only a small part of the new private investment that is being made in the metropolitan region.

It is true, of course, that the District's employment base is heavily undergirded by the Federal establishment, and its downtown office core is one of the largest and fastest growing in the nation. Most of the District's labor force lives and spends in the suburban areas, however. The number of viable and productive physical enclaves within the city is limited. The steady drain of entrepreneurs and businesses to the suburbs in face of the growth of the central office core is symbolic of the weakness of the basic economy, a weakness that has placed sharp restrictions on the fiscal capacities of the District Government.

This is why the potential overloading and overcrowding of Georgetown, which can threaten the viability of this unique sub-economy, is a threat to the District as a whole. Most of the existing streets of Georgetown are now operating at or near capacity. Under the Plan, additional capacities will be added, but there are clearly limits to the traffic that can be efficiently accommodated. As proposed, the Plan pushes these limits. The proposed ceilings on Waterfront development are regarded as essential if the pressures upon the Georgetown environment are not to jeopardize the amenities which are at the base of the community's economic strength.

There is no way of determining the "tipping point" beyond which adverse overdevelopment pressures will show up in a decline in the Georgetown economy. The Plan is an attempt to accommodate a comprehensive range of new uses within the framework of some reasonable limits. The development forces in the Georgetown Waterfront are legitimate market forces reflecting clear demands for occupancy and patronage; the District needs this development, and particularly the new mix of uses that it will represent. The obvious benefits to the District, however, must be balanced against the costs inherent in the threat that overdevelopment poses.

Although no "tipping point" can be defined and no definitive case made for the specific ceilings set by the Plan, the ways in which overdevelopment can undermine the "place utility" of the Georgetown sub-economy can be identified. Collector and internal streets on both sides of M Street, already crowded, can become increasingly congested, noisy and dangerous. It will be increasingly difficult to provide adequate parking except at the expense of existing structures and amenities that are important to the area's attractiveness. Vistas, open spaces, and areaways can be obliterated or destroyed in value by excessive bulk and density of buildings. Economic pressures reflected in continuously rising land values can force the removal of important historic buildings. On the Waterfront itself, the features that make it attractive for new investments can themselves be jeopardized by excessive densities.

The result can be a diminution in Georgetown's power of attraction as a place to live, work, shop, visit, and find entertainment. Over time this can mean a direct loss in tax dollars to the District. The process of redevelopment that over the past 30 years has brought Georgetown to its present high level of viability and productivity is clearly reversible; the essence of sound public policy should be not to allow the negative forces to take hold.

It is precisely because suburban areas offer special amenities that much of the outward flight of market demand and private investment takes place (quite apart from the obvious availability of expansion land). It is precisely because Georgetown now offers unique amenities of its own that there has been a counter flow of market demand and investment into rather than out of this particular central-city enclave. And it is precisely because the factors that have created this inward flow can give way again to pressures in the opposite direction that a strong public policy in favor of development controls in the Georgetown Waterfront is needed.

OVERALL DISTRICT REDEVELOPMENT

The text above has been concerned with accommodating new growth in the Georgetown Waterfront within development limits that can protect the Georgetown sub-economy against counter-forces of over-building and over-congestion - concerned, that is, with bringing the direct costs and benefits of waterfront development into realistic balance.

The other cost element in the cost-benefit equation is indirect but of equal importance. Involved is the set of implications that a waterfront development policy can have for other redevelopment efforts in the central areas of the District of Columbia. The relevant elements to be taken into account in this evaluation would include the following:

1. As a "hot" real estate area in which a combination of attractive factors are creating strong development and investment interest, the Georgetown Waterfront represents a market for 9,500,000 square feet of new residential and commercial building space.
2. This is over twice the volume of potential development that wise public policy should allow in this area in order to protect the sub-economy's viability and productivity.
3. Meanwhile, the District Government is engaged in massive and expensive urban renewal efforts to attract private investments into other central redevelopment areas, the recycling of which is important to the viability of the District's overall economy.
4. Meanwhile, also, the District Government is engaged in plans to take advantage of the new Metro regional rapid transit system focused upon the District's central area and potentially capable of producing major development enclaves around close-in subway stops.
5. In addition, there are active plans by private interests to redevelop large sections of the central area without urban renewal assistance, particularly in the West End area immediately east of Georgetown.

These facts would suggest that the District's development policies vis-a-vis the Georgetown Waterfront should be put within the framework of an overall redevelopment strategy for the central area as a whole. In city after city, urban renewal and other central area redevelopment efforts have been jeopardized and curtailed by the "leakage" of private investment funds resulting from public policies that support competitive development projects. The rationale is persuasive.

The private funds "want" to flow to the "hot" real estate areas and if these market pressures are not accommodated through the relaxing of zoning or other public supporting measures they will be otherwise lost to the municipality. But planning and zoning thus move in one direction and redevelopment efforts in the other.

There is, of course, no guarantee that private investments not made in the "hot" real estate areas are automatically transferable to other central area development projects in which there is a strong public interest. It is the absence of favorable development factors in these other areas that brought about their economic decline in the first place. It is difficult to create a new set of favorable conditions that can reverse the adverse trends of the past.

But several other points must be made - and they are directly applicable to the Georgetown Waterfront situation. Much of the demand generated by the active market areas such as Georgetown is central-oriented demand that is not restricted to a particular location. It will fill spaces and create patronage in any central area location in which development takes place. In short, much of this market demand is transferable given the type of development that offers the necessary amenities and economies. It is not "lost" if it is restricted from a particular area; it is made effective at other central-area developments or it remains latent until such new developments take place.

In the District of Columbia, a new set of conditions is being created at key spots in the central area which, in the course of near-term timing, should stimulate new interest on the part of developers and investors. It has been a long, hard pull for central area urban renewal - long delays in clearance, heavy competition from close-in developments outside the District (as in Rosslyn and Crystal City), delays in traffic improvements, physical disorganization caused by Metro construction, and the psychological as well as physical aftermath of the inner-city riots. Up ahead in the immediate future, however, prospects for attracting new central-area investments look brighter.

There has been a large-scale deployment of public funds east of 14th Street, represented by new patterns of government office buildings and physical improvements in traffic facilities. New public works projects are renovating the core of the retail district. The projected Eisenhower Memorial Convention Center and the new Visitors Center at Union Station will undergird new private redevelopment efforts. Programs of

the Pennsylvania Avenue Development Commission and various projects planned in connection with the Bicentennial celebration will be other development catalysts. Completion of the central sections of the Metro rapid transit system will set the stage for further redevelopment activities.

Two points relate these new development potentials directly to the Georgetown Waterfront policy considerations. One is that emergence of these new development opportunities should undermine the credibility of the idea that the District Government must allow "maximum" development along the Georgetown Waterfront because of limited opportunities elsewhere. This is no longer a valid idea, if indeed it ever was. The other is that much of the central-oriented market that could be effectively captured in Georgetown might be directly transferable to other central redevelopment projects if the "leakage" is plugged up by effective controls. It is possible to eliminate the "cost" in the public cost-benefit equation represented by dissipation of private funds from projects where they are most needed by the imposition of development controls in the currently "hot" Georgetown area.

Important issues of public policy are involved here. Millions of dollars of public funds have been spent to create conditions favorable to private redevelopment in urban renewal areas. Millions more have been spent, as part of a deliberate public strategy, to deploy public buildings and facilities where they can have the maximum multiplier effect on private real estate and entrepreneurial activities - by creating new consumer markets, eliminating obsolescent buildings, and improving physical environments. More millions have been spent on a rapid transit system whose potential benefits as a central redevelopment tool have long been recognized to be as important as its implications for transportation. To make these public investments pay off, there should be an overall development strategy that prevents costly diversions of funds while at the same time providing incentives for development where it is most needed.

Note should be particularly taken of the redevelopment potentials in the West End area immediately east of Georgetown. This highly strategic area flanked by Rock Creek Park on the west and Pennsylvania and Massachusetts Avenues on the south and north is ripe for redevelopment with its immediate proximity to the adjacent functional areas of Foggy Bottom, George Washington University, Embassy Row, the central office core, and the Georgetown community. No area in the District offers such a potential for generating new real estate investments and tax dollars. A large-scale redevelopment program for West End is now being put together by private in-

terests; development controls in the Georgetown Waterfront could have a salutary effect upon the prospects of this private program. Conversely, the absence of such controls could be a negative factor in allowing a diversion of market demands that could be more advantageously met in the adjacent West End area.

THE DISTRICT'S DEVELOPMENT STRATEGY

There is no escaping the fact that the adoption of policies relating to development on the Georgetown Waterfront involves a broader perspective that must cover the implications of these policies for what happens elsewhere in the District.

The concern expressed in this report, put within the context of a cost-benefit approach raises the following additional questions beyond the implications of waterfront development for the Georgetown community itself:

- What are the costs of allowing an "excessive" diversion of private dollars into an area like the Georgetown Waterfront through permissive zoning, calculating these costs in terms of the potential effects upon redevelopment efforts elsewhere?

- What are the benefits - to other redevelopment efforts as well as those in Georgetown - of applying ceilings in the Waterfront that might result in transferring private investment dollars elsewhere?

No precise estimates can be made of the dollar volume of transferable investments from one area to another (although some figures will be examined in subsequent paragraphs relating to the waterfront diversion potential). This is why the issue must be cast in terms of overall policy directions and development strategies. The basic proposition that there is a range of potential costs and benefits resulting from policy positions taken by the District Government can set forth even if it is not possible to precisely quantify the implications. Rational policies do not depend exclusively - if even predominantly - on statistical proof for their rationality.

It is directly relevant to these considerations to examine again the economic plight in which the District finds itself. The pressures to develop new tax revenues and at the same time to check the outward diversion of jobs, investment, businesses and wealth are extremely pressing. Under the circumstances, it is logical to expect an official inclination to allow the maximum development in a productive real estate enclave like the Georgetown Waterfront in order to

get new ratables on the assessment books and new employment in the labor force. It might, however, be the wrong strategy for the area involved (as discussed earlier) and in terms of its implications for development potentials elsewhere.

Behind the impressive gains in "at-place" employment in the District (an increase in 118,000 jobs between 1960 and 1970) are the following sobering facts relating to trends in the District's economic structure:

1. The District lost a net total of 1,326 retail establishments between 1958 and 1967, one out of five of its 1968 number. During the same period, the rest of the metropolitan area added a net total of 2,595 establishments.

2. The District lost a net total of 418 retail service establishments during the same period, while the suburban areas were gaining 2,478 such enterprises.

3. The District lost 168 personal service establishments in that period in face of a gain of 1,458 in the outlying areas.

4. There were fewer hotel and motel establishments in 1967 than there were in 1958, but 126 more in the metropolitan suburbs.

5. In the period between early 1967 and the second half of 1972, the District accounted for only four percent - one dollar out of 25 - of the total value of residential building permits in the Washington Metropolitan area.

6. Between 1960 and 1970, the District lost a net of 10,000 households while the remainder of the metropolitan area was adding 221,000.

7. In 1970, 85 percent of Metropolitan Washington's higher-income families lived outside the District of Columbia.

8. Three out of five at-place jobs in the District are held by non-residents of the District.

Why are these facts relevant to the District Government's position on development in the Georgetown Waterfront? There are three important reasons, all of which have already been briefly alluded to.

First, the District's plight is essentially one of a "disinvestment syndrome" - an incapacity to offer the yield potentials and security that can attract a large across-the-board investment of private capital into District projects and enterprises. There are obvious investment situations within the District where the syndrome does not operate -

in the central office building core and in certain high-value residential projects, for example. But these lucrative aberrations are limited. It is urgently important that the range of investment and re-investment opportunities within the District be vastly expanded. Businesses are being lost, property is decaying, and public investments are lying unproductive even as there is a boom in a limited number of selective areas of economic activity.

The District Government must consider, in all of its strategies affecting development within the city, what leverages are available not only to generate new investment interest but also to encourage the most advantageous deployment of new investments on the broadest possible basis. This means, wherever feasible, a geographical redistribution of investments where they will do the most good. These considerations bear directly upon the development policies that govern the level of investment in an active and viable market area such as the Georgetown Waterfront. To what extent can incremental "Waterfront dollars" fill vacant spaces and support revitalization efforts elsewhere?

Second, a preponderantly large part of the District's potential for reversing the disinvestment syndrome must be realized - at least in the short run - in the central area of the city. The District's economy is heavily built upon the central-type activities generated by its unique role as a national and international policy center. In economic terms, this is where the major linkages are in the structure of employment; in real estate terms, the central area is where the main action is. There are economically active enclaves in the District outside the central area, of course, but the greatest "pay dirt" is to be found in the "central employment area" that stretches between Georgetown and Union Station on the west and east and the general Massachusetts-New York Avenue on the north. Money can find returns in this area; there are potential tenants for buildings and potential patrons for shops. Land values are high and land assembly is difficult, but pay-off prospects are potentially good.

In dealing with the stagnation forces in the city's economy in face of the centrifugal pressures of investment dispersal, therefore, the District Government must put heavy emphasis on central-area pay-off potentials. This is not to suggest that the social and economic needs or the development potentials of other parts of the District should be neglected. It is saying simply that the central area contains the heart of the District's economic machine and offers almost the only immediate prospects for major, large-scale, activity-generating new private investments. The functions that make up this central economy are both national capital and central city functions. They embrace a broad range of uses - office activities of all kinds, services to tourists and visitors,

conventions and meetings, specialty retailing, both working-class and luxury housing, entertainment and recreation, culture and the arts, professional services, institutional and organizational representation, eating and drinking activities, celebrations and assemblies, transient lodging, and so on across an impressive list.

The central-type functions that make up the heart of the District economy - which must be vigorously exploited if the negative trends mentioned earlier are to be reserved - must be accommodated within a constantly changing physical environment. The greatest challenges to economic development in the District of Columbia are real estate challenges - creating the conditions under which fresh capital can profitably acquire properties and make improvements in which entrepreneurs can successfully meet the strong inherent demands of the market. And the inherent market pressures for the unique National Capital and central city functions of Washington are indeed strong, and will remain so. They belie the overall facts of apparent stagnation in the District's overall economy. And they are central area pressures calling for a central area development strategy - hence again the firest relevance of this discussion to Georgetown as an integral component.

Third - and this is the most immediately important point to make - the central area of the District of Columbia is now ripe for a tremendous economic take-off. The pieces of a major central area redevelopment are about to be put together. Large-scale opportunities for new private investments are in the process of being created. And unlike the situation in most central cities in the U.S., the District has an inherent and pent-up market demand created by its unique national capital role that can support and sustain the development and redevelopment projects that are about to be undertaken.

The facts on this potential economic take-off in the District's central area are unmistakably clear:

1. Large tracts of land have been cleared in the Downtown Urban Renewal Area and are ready for redevelopment.
2. The Metro subway system is nearing completion in the central area.
3. The new National Visitor Center is being built to provide a strong generating force on the east end of the central core area.

4. The new Center Leg of the Expressway is being completed to give new access to the eastern flank of downtown.
5. New Federal buildings and enclaves - the Federal Bureau of Investigation, the U.S. Information Agency, the Department of Labor, Judiciary Square - have been strategically deployed to create new activity centers east of 14th Street.
6. Plans are firmly moving ahead for the construction of the Dwight D. Eisenhower Bicentennial Memorial Convention Center at Mt. Vernon Square.
7. The Pennsylvania Avenue Development Corporation is now getting underway with a major redevelopment program for the nation's number one street through the heart of downtown.
8. Major public-private efforts to redevelop the downtown retail core are paying off in terms of new public improvements and new private investments.
9. New private investments are virtually rebuilding Massachusetts Avenue west of 14th Street out through the "think-tank" area to Embassy Row.
10. There are plans for an international activities center and the revitalization of Chinatown in the heart of downtown.
11. Large-scale redevelopment has taken place along Pennsylvania Avenue west of the White House to Washington Circle built around international activities, medical and hospital functions, and the George Washington University campus expansion.
12. The office and retail core of Connecticut Avenue and K Street is continuing to expand vigorously to both the north and west, creating new development opportunities in the process.
13. New inner-city housing developments are taking place from 14th Street west, with a major concentration of new facilities along the New Hampshire Avenue corridor southwest of Dupont Circle.
14. Southwest Washington, with the completion of L'Enfant Plaza and the new waterfront, is creating the conditions that can make it one of Metropolitan Washington's major activity centers.
15. As noted earlier, a large-scale new redevelopment program is being proposed by private interests in the strategic West End Area, where the factors of locational advantages and current level of underutilization combine to offer unparalleled opportunities for new investments.

No central city area in the U.S. faces such a propitious set of development prospects. Giving these prospects an additional credibility is the potential support that will be given by the Bicentennial celebration in 1976 which will bring millions of visitors to the Nation's Capital.

Again the focus must be upon the District's development strategy to take advantage of these unparalleled redevelopment opportunities. To reiterate, the great potential strength of the District economy lies in the maximization of its unique central area functions. There is little prospect of reinvigorating the economy of the remainder of the District and of stabilizing the municipal budget unless and until this happens. The multiplier effects of large-scale central redevelopment will be felt throughout the entire District - in new jobs, in new entrepreneurship, in new tax resources, perhaps most important in a new image for the District that can support a reversal of the disinvestment syndrome affecting the District economy as a whole. In the absence of a large-scale manufacturing potential and in the face of a constantly growing market relating to activities built around the national capital function, the District's primary emphasis in economic development must clearly be focused upon strategies for physical redevelopment, largely in the central area.

Once again, the Georgetown Waterfront is brought into context. What happens on the Waterfront represents only a small part of the total range of activities to be brought into perspective, but the important point is that these overall central area redevelopment considerations should be taken into account in the adoption of policies relating to waterfront development. There are investment potentials that are transferable from the Georgetown Waterfront to other areas. There are major development opportunities outside the Waterfront area that can absorb the excess demands that a brake on Waterfront development might generate. The Georgetown Waterfront, in short, must be looked at as one of a number of highly important and highly specialized enclaves whose optimum development is essential to swinging the District economy around to a major upturn.

GEORGETOWN IN THE DISTRICT'S STRATEGY

It is not the purpose of this Report to suggest an overall development strategy for the District. Clearly, however, the policies adopted with respect to Georgetown Waterfront development involve considerations that extend far beyond the

short-run productivity of the land parcels themselves. A cost-benefit approach must look to the optimization of the long-run welfare of the District as a whole.

The rationale behind a development plan for the Georgetown Waterfront - at least as far as economics is concerned - is to seek an optimum development pattern following the construction of a new expressway through the area and the removal of the existing elevated Whitehurst Freeway. As noted earlier, getting the maximum development supportable by the market on redeveloped waterfront parcels does not necessarily produce the optimum returns to the District. On the contrary, it is the judgment of the GPG planning team that development beyond the level recommended in its plan could have deleterious effects upon the important Georgetown sub-economy and hence upon the economy of the District as a whole.

Clearly the Georgetown Waterfront represents a major redevelopment opportunity for the District. Sizable additions can be made to the District's tax base without the need for large-scale dislocation and relocation that usually accompany efforts at urban renewal. No incentives are necessary to create a market for new building spaces or a flow of private investment.

At the same time, it is equally clear that the essence of a sound development policy for the Georgetown Waterfront should be restraint. The level of development proposed in the Plan would be very substantial - assuming the necessary traffic improvements to provide vehicular and pedestrian movements at acceptable standards - but it should be limited. Other parts of the central area should capture most of the centrally oriented demand that would not be accommodated within the controlled envelope within the Waterfront area itself.

One further point might be noted before proceeding to further documentation of the above points. There are obviously some additional economic values involved in preserving Georgetown - and its Waterfront - as a unique historical and cultural enclave within the Nation's Capital. Such values cannot be given quantitative measurements, but they are inherent in the contribution that Georgetown makes to the City's overall image. Georgetown is a major tourist attraction; it provides a setting for a significant part of the City's social and cultural life; and its scale of activities contributes richly to the governmental and diplomatic life of the community. The maintenance of a physical environment that supports such definable roles and functions in the business of the Nation's Capital should be regarded as a practical and desirable objective.

The Productive Sub-Economy

From the standpoint of municipal finance, Georgetown is one of the District's most productive sub-economies. As additional development takes place along the waterfront, its net contributions to the District's treasury will further increase.

With only 1.5 percent of the District's population, the Georgetown community accounts for:

- 3.1 percent of the City's municipal revenue from local sources
- 7.4 percent of the City's single-family residential real estate assessment
- 3.2 percent of the City's personal income.

More important, Georgetown is highly productive to the District in its net contributions to the City's finances over and above its demands and requirements for public services. As a net revenue producer, it is probably the City's most productive community outside the small core district of office buildings and retail shops in the Connecticut Avenue-K Street section of Downtown Washington.

In 1972, it is estimated that Georgetown produced close to \$16,000,000 in taxes and other revenues for the District of Columbia, approximately 3.1 percent of the half-billion dollars in local, non-Federal receipts in the District budget. Georgetown's total requirements for municipal service supported by local funds were only approximately \$5,000,000. In short, Georgetown yielded a "surplus" to the District of about \$11,000,000, which was equivalent to a \$2,400 "contribution" to municipal finances on the part of each of Georgetown's 4,500 households.

The following table briefly itemizes the various elements making up these overall figures on the Georgetown municipal balance sheet:

Payments to and Services from the District Government, Georgetown, 1972

Payments to the District

Property Taxes	\$ 6,200,000
Income Taxes	4,100,000
Sales and gross receipts taxes	3,600,000
Other taxes and charges	<u>1,800,000</u>
Total Payments	\$15,700,000

Services from the District

General government, public safety, transportation and public works	\$ 4,400,000
Education	200,000
Welfare and Recreation	<u>300,000</u>
	\$ 4,900,000

The remarkable aspect of Georgetown's heavy net contribution to the District Government is the small size of the community relative to the City as a whole. There are only 4,500 households in Georgetown which includes approximately 1,600 families (one percent of the District total) and 2,800 non-family household units. Approximately 4,000 of the community's 11,500 people are students, with 2,800 living in group quarters at Georgetown University. Approximately 328 retail establishments operate in the area.

There are several keys to Georgetown's productivity as a net municipal revenue producer. Average annual household income in Georgetown in 1969 was approximately \$31,800, about three times the average for the District as a whole. The average single-family residential property in Georgetown in 1972 was assessed for tax purposes at \$39,600, compared with a city-wide average of \$14,300. Most of Georgetown's retail shops are making most of their sales to non-residents of the District, bringing in new taxable dollars from the outside.

As to public service requirements, Georgetown has a ratio of public school enrollment of only two students per 100 population compared with a 19-100 ratio for the District as a whole.

Welfare and recreational expenditures are minor. Overall, per capita costs of municipal government in Georgetown (calculated in terms of services rendered from local funds) were approximately \$426 in 1972 compared with a District-wide average of \$671.

There are several other ways to illustrate the comparative productivity of Georgetown to District finances--and to highlight the importance of preserving the conditions under which this productivity can be maintained. If Georgetown's single-family residential properties were producing taxes at the same level as the District average and if Georgetown residents were making only average sales and income tax payments to the City, total production from these sources would have been \$6,700,000 in 1972. Actual payments from these sources were an estimated \$10,100,000. Similarly, if Georgetown's requirements for municipal services were at the District average, they would have totaled \$8,900,000 instead of an estimated \$4,900,000 that was actually needed.

The District's Stake in Georgetown

The economies of the Plan for the Georgetown Waterfront directly involve two basic considerations relating to physical development within the area:

1. Response to the legitimate demands of the private market for a variety of functions and land uses; and
2. Protection of the unique characteristics that undergird the sub-economy of the larger Georgetown community.

The Phase IIA Preliminary Plan allowed a total development envelope in the Georgetown Waterfront Area of 4,705,000 square feet. This projected level of development would include 3,405,000 square feet of new construction for residential and non-residential uses, with approximately 1,300,000 square feet of existing building space remaining in the area. It is assumed that 300,000 square feet of the existing space that would remain would be renovated to be competitive with new space.

This proposed development envelope would embrace nearly four times the volume of building space now occupied in the Waterfront area (1,254,000 square feet). It would include a wide diversity of new uses--residential (which now accounts for

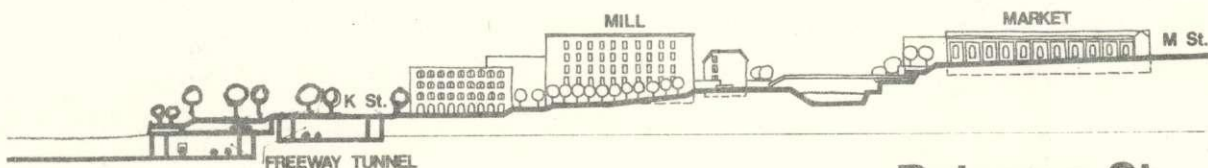
only a minor share of the area's development, or 151,000 square feet), office, retail, hotel and other commercial. It would represent at least \$150,000,000 worth of taxable improvements in addition to the assessable land base. Total real estate taxes at current tax and assessment rates would approximate \$6,500,000, compared with a current tax yield in the area of about \$900,000.

Projected Additions

As an additional 3,000,000 or 4,000,000 square feet of new building space is added south of M Street as suggested in the Plan, Georgetown's net contributions to the District budget will correspondingly increase. The projected development would add 25 percent to Georgetown's existing population and 50 percent to its existing employment base (which is now at about 13,000 employees). It would nearly double Georgetown's taxable real estate assessment rolls, which are currently at a level of about \$160,000,000.

Because of the high land values in the Georgetown Waterfront and the strong amenity attraction of the overall Georgetown community, it can be anticipated that the same general cost-benefit profile that Georgetown now has with respect to municipal finances will apply to the new development south of M Street. Household incomes will be high; the ratio of school enrollment to total population will be low; welfare and recreation costs to the City will be low. Georgetown's net \$11,000,000 annual contribution to the District treasury could easily double on a non-inflated-dollar basis as a result of the Waterfront development projected by the Plan.

The revenue prospects of the new housing over the expressway tunnel proposed in the Phase IIA Preliminary Plan should be particularly noted. Net new land values of nearly \$3,200,000 would be created by the projected development of townhouse and apartment units over the expressway air rights (after taking into account the minor additional costs of tunnel reinforcement for that purpose). These new land values would be directly captured by the District Government through the sale of air rights to developers. In addition, of course, these land values--plus more than \$8,000,000 in the value of the housing and related improvements--would go on the real estate assessment rolls of the District.



Waterfront Development Costs

It might be argued that a realistic cost-benefit approach to the Georgetown Waterfront should take into account the base costs of the new tunneled expressway project, including the removal of the elevated Whitehurst Freeway. These major improvements will have a decisive effect on the Area's redevelopment potentials (although it is also clear that some new developments can and will take place without these improvements in response to the market forces that have already been reflected over the years in constantly rising land prices).

As originally planned, the need for an expanded freeway connector through the Waterfront corridor was to be met by adding to the capacity of the existing Whitehurst Freeway. Although this would have been a major project in itself, its cost would have been considerably less than that called for by subsequent plans to eliminate the elevated structure and bring the new freeway to ground level or in tunnel. Primary considerations for taking the more expensive course were to remove the blighting influence of the elevated structure upon adjacent Waterfront properties and to open up the potential for profitable and productive new developments in the area.

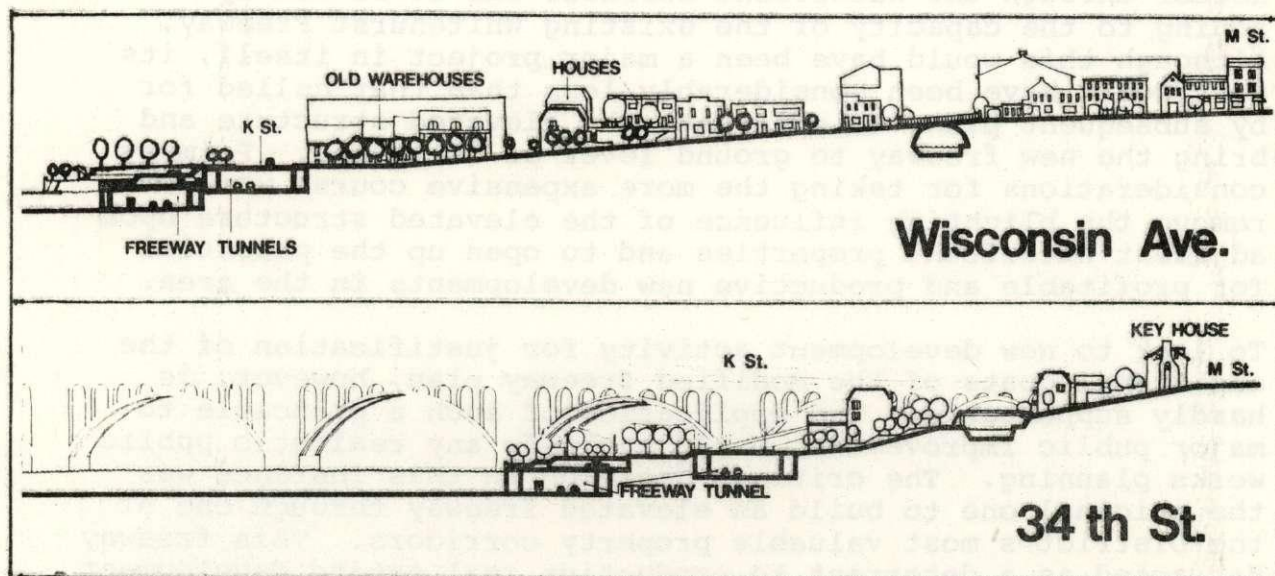
To look to new development activity for justification of the additional costs of the modified freeway plan, however, is hardly supportable. The application of such a principle to major public improvements would stultify any realistic public works planning. The critical decision in this instance was the original one to build an elevated freeway through one of the District's most valuable property corridors. This freeway has acted as a deterrent to productive real estate development in the area for many years, denying the District many thousands of dollars of tax revenues through its adverse effects on new real estate investments. The total assessed value of all real estate improvements in the Georgetown Waterfront Area in 1972 was less than \$8,000,000, only a third as high as the assessed value of the land on which these improvements were located. There could be no more persuasive evidence of the deterring effect that the Whitehurst Freeway has had upon the area's economic viability.

If the additional costs of removing this elevated highway and rebuilding it at ground or tunnel level were to be put into a cost-benefit equation, they would have to be offset by the capitalized value of taxes lost to the District as a result of the failure to build the appropriate facility in the first place. This would mean in effect a calculation of the cost to the District of not building the tunneled freeway and the further costs -- in terms of effects on development in the

area--adding to the existing elevated structure in the future.

Such calculation based on the premise that the freeway costs should be included in the cost-benefit equation could hardly be fruitful, however. They can be a red herring that can direct attention away from the main issue of optimizing the long-run development potential of the Georgetown Waterfront within the framework of a viable and productive Georgetown community.

The District's stake in the Georgetown sub-economy is a substantial one, and the District's major concern should be with the maintenance of its environmental quality, viability and productivity.



IMPLICATIONS OF THE FINAL DEVELOPMENT PLAN AND PROGRAM.

The Final Development Plan and Program calls for a sharp reduction in the proposed development envelope for the Georgetown Waterfront area. In actual square footage, the envelope contains a commercial and commercial equivalent of approximately 2,700,000 square feet of building space compared with an earlier figure of 3,300,000 square feet.

The Preliminary Plan set forth earlier in Phase IIA called for nearly 1,000 units of housing plus a 400-room hotel; the revised Final Plan would allow fewer than 800 residential units without the hotel component. Assuming that the Dodge and Inland Steel projects are developed in full, other new commercial space would be cut by about 500,000 square feet by the revised plan, a very substantial reduction.

Following is a comparative table summarizing the space allowances of the Preliminary and revised Plans, using rough figures for purposes of simplification:

**Commercial and Commercial Equivalents for Space Use, Georgetown Waterfront Area
(In square feet of building space)**

	Phase II-A Prelim. Plan	Final Revised Plan	Indicated Changes
Existing space to remain	1,000,000	1,000,000	0
Re-use renovation space	<u>300,000</u>	<u>300,000</u>	<u>0</u>
Sub-total	1,300,000	1,300,000	0
New commercial space:			
Dodge/Inland	600,000	600,000	0
Other	<u>1,100,000</u>	<u>600,000</u>	<u>- 500,000</u>
Sub-total	1,700,000	1,200,000	- 500,000
New residential space	<u>300,000*</u>	<u>200,000**</u>	<u>- 100,000</u>
Total	3,300,000	2,700,000	- 600,000

*987 housing units and 400 hotel rooms.

**785 housing units and no hotel rooms.

Source: Hammer, Siler, George Associates.

Other key elements of the Final Plan should be noted. The Plan calls for the elimination of housing units along the riverfront, which was an important component in the earlier design. The Plan's reduction of commercial space presumably would affect both office and retail uses, although no proportionate reduction in these two uses has necessarily been assumed. The revised plan could accommodate a hotel but this would presumably necessitate a further reduction in the number of new housing units that would be built. If the Dodge and Inland Steel projects are not built to their full envelope, of course, additional new commercial development might be accommodated elsewhere within the revised ceiling.

The proposed reductions in allowable space under the Final Plan were not made on the basis of market considerations. As pointed out in some detail earlier, the market could theoretically absorb a great deal more space than even the more liberal Phase IIA Plan would allow. The basic consideration in setting ceilings substantially below the market absorption potential, of course, has been the sharp limitation of street and traffic capacities within this area.

On the other hand, the "effective market" for space in the Georgetown Waterfront area would not as a practical matter be as high as the theoretical market demand set forth earlier. The limitations of traffic and parking capacity would obviously be operative in the market, probably with increasing intensity over time. There are evidences that existing retailing in the area is already feeling the effects of traffic congestion and the lack of adequate parking. Even under the restricted Phase IIB development ceiling, no provision is made for parking other than that which can be accommodated within structures built for other uses. In short, the same restraints on circulation and parking which have prompted the space curtailment called for in the Final Plan would also directly influence the market even in the absence of the Plan and its attendant controls. Even so, the "effective market" would certainly exceed what the revised Plan would allow--which is simply to say that the plan represents an attempt to obviate a complete future breakdown of circulation and to protect the quality and efficiency of the environment which free market forces would undoubtedly tend to damage.

The developers of new space for any and all purposes in the Georgetown Waterfront area will find that the limitations of traffic circulation and parking will be a major constraint. In light of the very strong appeal of the area for real estate development purposes, however, it is not likely that this restraint will be such a deterrent that the restricted level of development called for in the Final Plan will not be reached in the near-term future. Even in face of this restraint, the market will undoubtedly push for a higher level of development than the Final Plan ceilings call for. It is by no means an "onward and upward forever" situation for the private developer, however. Even with the diversion of through traffic into the new tunnel, limited street and parking capacities will pose difficult problems in the development and marketing process. There will be no rapid transit service to provide additional access capacities, and there will be a limit to the peak hour capacities of the surface bus system to bring people into the area.

The reduction in the number of housing units called for by the revised Final Plan could dampen the commercial development potential somewhat because the walk-to-work and walk-to-shop potentials would provide some incremental support for office and retail expansion. Except as a tool in marketing strategy, however, this factor would probably not have a significant overall effect on the quantities of space involved.

The elimination of the riverfront housing is regarded as a negative factor from the standpoint of economics. Although

the difficulties of building residential units over or in proximity to the tunnels are recognized, there would be a strong market for such units and their development could contribute to the efficiency and marketability of nearby commercial space. Bringing Georgetown activity to the riverfront in the form of housing would support the historic image of the area and add to its long-run economic strength.

Land Values

The critical element in the implementation of the Georgetown Waterfront plan, of course, is the issue of existing and potential property values which would be adversely affected by development controls. The principle of development rights transfer is an excellent one but has not been fully tested in active situations. The application of this approach to the Georgetown Waterfront area has not been evaluated from an economic standpoint; this evaluation should be undertaken in order to understand the dimensions of the problems that might be involved. Whether such development rights can indeed be sold and transferred at prices that reflect both current market values and potential reuse values on developable sites is not clear at this point.

Some of the reductions in the development ceilings called for in the Final Plan would not affect the property value issue of course. The elimination of potential housing development from the publicly owned lands along the riverfront would place no further limitation upon the development potential of privately owned lands--indeed the open space could enhance the value of adjacent lands. It is also possible that a hardheaded evaluation of the effects of traffic and parking limitations upon the development potential of specific parcels throughout the area would show that many existing and potential property values are already substantially inflated and hence the price adjustment problem in the rights transfer process may not turn out to be as serious as it may now appear.

Nonetheless, the issue is a formidable one. Substantial down-zoning or rezoning poses difficult legal as well as economic issues. The extent that these issues can be mitigated by evidence of the market acceptance of development rights transfer is not clear. There is always the possibility, of course, that development rights can be directly purchased rather than transferred (by a neighborhood association or a district authority) but this alternative has not been explored in depth.

The overall attempt to limit development in the Georgetown Waterfront area (which is at the heart of the Georgetown

Planning Group's proposals) is regarded as highly desirable from the standpoint of the long-run viability of this valuable piece of real estate. Basing the Plan on the realities of traffic and parking capacities is a realistic approach and should provide adequate corroboration for the necessary public policies involved. Over time these traffic and parking restraints would dampen development activities in the area even in the absence of a control plan, as noted earlier. It would be extremely risky, however, to rely upon the effects of such negative forces in the market to achieve the development level that can assure the area's continued economic viability. Both qualitative values and functional development goals would be in jeopardy in the absence of public constraints, and both elements are essential to the preservation of the conditions that make for continued economic viability.

The District's Interest

A final question to be addressed is whether the further reductions in development levels called for in the Final Plan would be prejudicial to the best interests of the District Government in their impact upon taxable values. The answer clearly is that, if the development levels have been cut back in the Final Plan specifically to bring development in line with further reductions in circulation capacity--which is the case--the interests of the District are protected rather than jeopardized.

The argument can be made that even the restricted development levels in the Final Plan are too high from the standpoint of adequate traffic and parking support, and the market may indeed reflect this sooner rather than later. It should be in the District's interest to maintain and preserve the area's economic viability as well as historic character. Nobody can say for sure when the point of overbuilding might be reached. It is clear, however, that the "hot" real estate areas usually contain the seeds of their own destruction in the momentum of pressures (bulwarked by the "rights" of property owners) to go too far. The Georgetown Waterfront area has some built-in restraints that must be recognized, and this the Plan does.

SUMMARY

A District policy restricting development in the Georgetown Waterfront area as proposed in the Plan should, on balance, have a direct influence upon diverting private investments to other attractive central projects--a highly desirable objective for the viability of both Georgetown and the other developments. In total, this diversion could amount to 3,000,000

or 4,000,000 square feet, concentrated primarily in the residential transient housing and retail fields. The private investment potentials involved could be as large as \$100,000,000.

The potential multiplier effect of these diverted investments should be particularly noted. In the Georgetown Waterfront area the "leverage" of such investments upon other developments would be limited for two reasons: (1) further development would be restricted by the limitations of land availability; and (2) the area already represents "hot" real estate market in which little stimulation for additional investment is needed. However, in other development projects in the central area--particularly in the urban renewal projects--such diverted investments could exert strong catalytic leverage on other investments. In projects where the redevelopment process is just getting underway and a reversal in development trends is being sought, the "primary" investment dollar generates numerous "secondary" dollars as untapped markets are attracted by the new supply of occupable spaces.

The District Government must use every tool available to take full advantage of the central area development potential where the ultimate strength of the City's economy lies. The District's development strategy is clearly a series of strategies--pressing for the completion of urban renewal; bringing Federal office-leasing policies in behind specific redevelopment programs; deploying public works and improvements to get maximum leverage on private investment dollars out of every public dollar spent; adapting zoning to the realities of both neighborhood viability and market potentials; providing incentives and security for reinvestments in still viable enclaves of existing real estate; and so on.

Behind the negative evidence of economic stagnation caused by the disinvestment syndrome affecting all central cities is the ever more impressive positive evidence in the District of Columbia of tremendous potential market support for central area activities. Hopefully the proposed Plan for the Georgetown Waterfront within the perspective provided by this optimistic view of the City's development potential.

The overall conclusion therefore, is that to overload the Waterfront would be at the cost of not only damaging the Waterfront itself, but also undercutting Georgetown's overall contribution to the City's economic well-being, and undercutting investment for the City's other central area programs. When these factors are taken into account, the cost-benefit ratio swings decidedly in favor of limiting development on the Waterfront to that which is consistent with the overall goals of the Plan.

VI

Plan Evaluation

The Comprehensive Plan designates Georgetown, in a manner consistent with the original objectives of the National Capital Planning Commission's, "A Policy Plan for the Year 2000" (1961), as a predominantly residential community with recreational opportunities on the Waterfront and the Whitehurst Freeway removed. Through the goals and objectives of the Development Plan and Program and associated Sectional Development Plan for the Georgetown Waterfront, the Plan reflects the needed transition from existing industrial uses to the proposed residential, recreational, and commercial land uses.

GOALS

The four principle or overall goals established for the public and private development of the Plan area are stated on page 12 of this Report. These goals are intended to seek:

1. the preservation and strengthening of Georgetown as a viable community within the District of Columbia,
2. the more efficient accommodation of traffic moving through the plan area,
3. the preservation and enhancement of those qualities of Georgetown which justify its designation as a Registered National Landmark, and
4. the enhancement of scenic vistas of the Potomac River and of parks and monuments of the National Capital as viewed from Georgetown, and of the Georgetown Waterfront as viewed from the River and these parks and monuments.

These goals are characterized as relating, in a broad sense, to national goals, policies, and programs. They are all applicable to the entire Waterfront. They are not in conflict but rather are mutually reinforcing; therefore, the attainment of one does not imply a compromise in the attainment of another.

OBJECTIVES

To achieve the goals specific objectives were adopted as stated on page 13 of this Report. These objectives generally fall under the concerns of circulation, land use and design, community facilities, and environmental impact as described in the Sectional Development Plan. Historic objectives are contained under all of these areas of concern.

Unlike the goals, the objectives, although all individually compatible with the goals, are not mutually compatible with each other. Furthermore, clear value judgement conflicts exist between objectives, the resolution of which involves

"trade-offs" in objective attainment; the choices becoming the basis for the Plan. Thus, the level of objective attainment in the Plan is not equal.

GOAL AND OBJECTIVE ATTAINMENT

The Plan attempts full attainment of the goals by the optimization of those objectives found as most reinforcing to these goals. No compromise is necessary from goal to goal, however, "trade-offs" were found as necessary in the objectives.

Critical concepts identified in the early development of the Plan were that there is a direct and quantifiable relationship between the capacity of the movement system and the traffic generated by activities in the area; that only limited increases in this capacity are possible without major changes in the local movement system; and that commercial uses are more constrained by the above than are residential uses.

The practical consequences of these concepts in terms of goals and objectives are:

1. "Tame" the expressway,
2. limit overall development well below the zoning envelope,
3. have new development self-contained in terms of parking,
4. limit the amount of commercial growth to below its "market" potential in order to take pressure off historic structures and to emphasize and extend the residential character of Georgetown,
5. limit the height of new buildings to be compatible with older structures,
6. preserve the historic character of the Waterfront,
7. make the water's edge into a public park,
8. maximize views of the River.

The above consequences directly imply the attempt at maximization of some objectives, but their translation into the Plan necessitated additional compromise in their levels of attainment. It was not possible to maximize but only to optimize some objectives. This is implied through the following elements of the Plan:

1. Of the alternatives considered, with the exception of the GPG II (full tunnel) Potomac River Freeway alternative, the GPG I alternative was found to have the most positive and least negative overall impact. The GPG I alternative is part of the recommended vehicular circulation system of the Plan.

2. Again, with the exception of the GPG II alternative, the GPG I Potomac River Freeway alternative provides the maximum local movement capacity.
3. To achieve the full benefit of a reconstructed K Street and other improvements to the local movement system, a connection to Key Bridge is essential; however, in development of the Final Development Plan and Program, the GPG was instructed to eliminate the ramp connection from Key Bridge eastbound to K Street.
4. With the GPG I Potomac River Freeway alternative and the associated capacity of the improved local street system, the allowable limit of development in the Waterfront is approximately 3.3 million square feet of commercial or commercial equivalent development. With the instructed elimination of the eastbound Key Bridge to K Street connection, this limit is approximately 3.0 million square feet.

Furthermore, the Plan calls for a proposed development limited by the capacity of the public facilities available to support such development at acceptable environmental standards. A development of 3.0 million square feet of commercial or commercial equivalent development implies a local traffic level of service "E". The Plan recommends a total development limit of approximately 2.7 million square feet of commercial or commercial equivalent development implying an acceptable local traffic level of service "D".

5. Parking as an element of the movement system is even more of a constraint on development than street capacity. The Plan, however, does not meet parking demand to the proposed allowable level of development in that it is felt to do so would encourage only greater development and greater congestion. Not to do so demands the provision of parking that will command premium prices. This provision of parking is felt as feasible in the short-term strong market potential of the Waterfront; but in the long-run, is expected to assist in containing continued market pressure for development.
6. Although the economic potential for development in the Waterfront is considerable, when all economic factors are taken into account, the cost-benefit

ratio swings in favor of limiting development in the Waterfront to that which is consistent with overall goals. However, the reduction from the Phase IIA allowable 3.3 million to the Final Development Plan and Program allowable of 2.7 million square feet of commercial or commercial equivalent development was not made on the basis of market considerations, but on the sharp limitation of street and traffic capacities. Furthermore, the elimination of the Waterfront housing, as per directive to the GPG in the preparation of the final Plan, is regarded as a negative factor from the standpoint of economics.

7. The GPG was instructed to consider the Dodge Center and Phase I Georgetown Inland developments as "givens" (they are now under construction). Not only do these developments absorb a major portion of the improved street capacity but they do not conform to many of the goals and objectives of the Plan (image, use, scale and character; protection and enhancement of historic structures and the C&O Canal; etc.)
8. The Plan recommends a rezoning of the Waterfront below that of recent rezoning to allow a level of development consistent with the above concepts and consequences in attaining the goals and objectives of the Plan. To this end a major portion of the Waterfront is zoned for 40 foot high residential development and commercial development is zoned in selected areas for a maximum of 60 feet in height with a F.A.R. of 3.0. There is flexibility for additional development if residential uses are substituted for office and commercial.

In summary, objectives concerned with the level of development to be permitted in the Waterfront, and the implications of this development (traffic congestion, danger to historic structures, etc.) were optimized. These objectives were not maximized in that this would require an even greater restriction on development than that proposed; this proposed restriction being substantial with the imposition of further controls (design guidelines, etc.) felt as unrealistic, even self-defeating.

An adequate method of staging development and thereby minimizing adverse impact during proposed development was not found to exist and, therefore, a Program of Development Rights transfer is illustrated and recommended, a program that could not be worked out in detail in the scope of the study.

The Plan achieves or will, when implemented, achieve attainment of all of the principle or overall goals.

The Plan will achieve or nearly achieve attainment of the following objectives:

1. the extension of those desirable attributes of Georgetown north of M Street into the Waterfront, where appropriate, to create a consistent and unified community;
2. the functional and aesthetic integration of proposed development and the movement of traffic;
3. the establishment of development requirements and controls (bulk, height, and land coverage);
4. the preservation, restoration and enhancement of cultural, historic and scenic attributes;
5. the development of a pedestrian system, parks, and recreational facilities; and
6. the development of a Waterfront park.

The following objectives have been compromised in the optimization of the above objectives and the attainment of goals; these objectives will not achieve full attainment:

1. the minimization of any adverse environmental effects of movement;
2. the insuring of a movement system, and parking, adequate to future development and minimizing impact on adjacent uses;
3. the development of design guidelines;
4. the provision of a development program (staging) to minimize adverse environmental impact during development; and
5. the reflection of the needs of a residential community in the development of the Waterfront park.

In conclusion, the Development Plan and Program and the associated Sectional Development Plan for the Georgetown Waterfront are designed to, and if implemented, will achieve attainment of the principle or overall goals they set forth. Objectives are optimized to reinforce this attainment. An attempt was made to maximize the attainment of the objectives found to be most significant in terms of the development of those critical concepts identified in the Plan. Thus, some objectives achieve a greater level of attainment than others.

It is the purpose of the Zoning Commission in adopting the Development Plan and Program and Sectional Development Plan to guide new development and accomplish within the Georgetown Waterfront Plan area the overall goals upon which the Plan is based, in a manner consistent with the Comprehensive Plan and the best interests of the National Capital and the Citizens of the District of Columbia.

Appendix A: Historic Area Studies

HISTORIC AREA STUDIES

Within the Georgetown Waterfront Study Area, which is a part of the greater Georgetown Historic District, there are a number of smaller areas which have been studied most usefully as separate but related, or even overlapping, development and at a larger scale. These areas, which contain most of the existing historic buildings and artifacts, share many characteristics, but differ from one another in other important respects which affect their development opportunities and which suggest somewhat different development standards and strategies. Even if it were acknowledged that their similarities outweigh their differences, there seem to be advantages in the subdivision of the District into smaller areas for detailed study simply because it is easier to comprehend them as a series of neighborhoods and spaces, interrelated and linked together by certain shared characteristics of urban design. The boundaries of the special historic study areas are somewhat arbitrary and it must be recognized that the planning of the interface of these areas with sections of the Waterfront Area which will be redeveloped as all new, or mostly new, buildings is just as important as the internal planning of the historic areas themselves. The location of these boundaries as used below is shown in the Historic Area Key Map. Also shown on this map are all buildings considered as "givens" for the purposes of these studies.

It is impossible, within the limitations of time and scope of the contract to analyze and develop plans for all of the Study Area to the same degree of detail, nor is it necessary. What has been done is to: (a) delineate and explain the general design characteristics of the entire historic district as a part of the Illustrative Site Plan of the Waterfront Area; and (b) to develop a series of prototype area plans in greater detail, to serve as models for the entire Area. Design guidelines or standards which can be profitably applied to the whole Waterfront Area as distinct from the special or unique controls which should apply to specific areas or even to specific structures within the historic districts have been outlined.

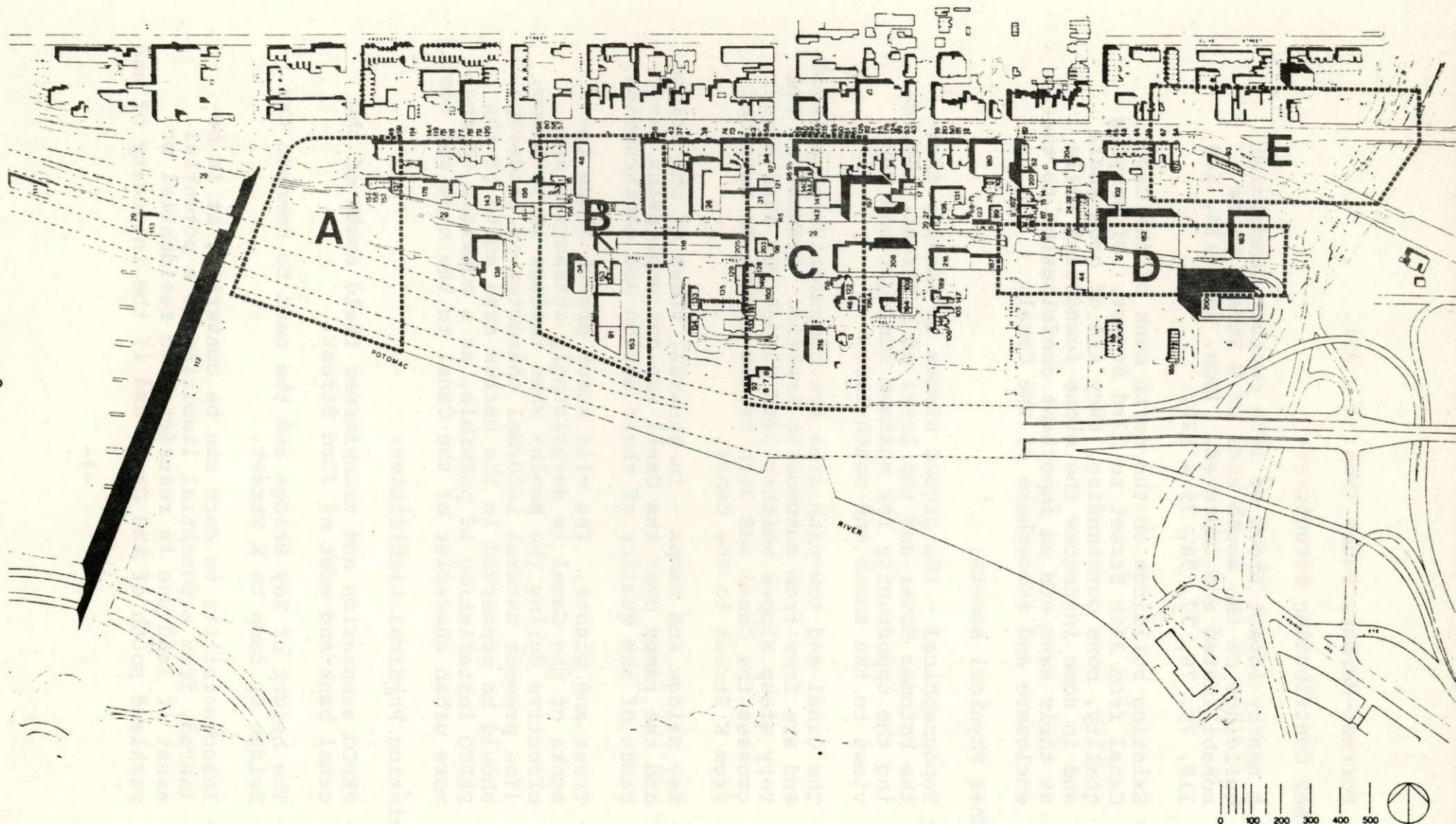
Upper Canal - Area A

Area A is bounded by Key Bridge on the west, M Street N.W. on the north, 33rd Street N.W. on the east, K Street N.W. on the south.

Its inventory of existing assets and liabilities shows:

1. Principal Historic Landmarks (numbers are found on "Historic Areas - Key Map"):

-- C&O Canal, footbridge and ramps at foot of 34th Street.



HISTORIC STUDIES KEY MAP

-- Forrest-Marbury House (Nos. 4 & 49).

2. Other Contributing Structures:

- A nearby intact block of 19th century commercial buildings on the south side of M Street to be rehabilitated and improved. (Nos. 159, 114, 144, 119, 75, 76, 77, 78, 79 & 120).
- Existing buildings on the north bank of the C&O Canal from 34th Street to 33rd Street. Of varying quality, none outstanding, they are of good scale and in some instances the stone foundation walls at their base are an important contribution to the enclosure and atmosphere of the Canal.

3. Other Physical Assets:

- Topographical - the ground slopes up sharply from the Potomac River and the level of K Street, affording the opportunity for maximum sunlight and for views to the south and south-east.
- The Canal and tow-path area are comparatively secluded and are free from automobile traffic. Because of the very steep slopes neither 34th Street nor 33rd Street crosses the Canal and 34th Street cannot be extended from K Street to the Canal.
- Key Bridge and ramps - in general, views of the bridge and the ramps over the Canal are not unpleasant because of the quality of their design and construction.
- Trees and plants. The wild scrub growth along the banks of the Canal is surprisingly attractive and effective during the months when foliage is in bloom. (The present natural informal character of landscape should be preserved in the narrow area north of the PEPCO installation if possible, as a contrast to the more urban character of the Canal to the east and west.)

4. Existing Physical Liabilities:

- PEPCO substation and transformer field south of the canal bank and west of 33rd Street.
- The height of Key Bridge and the need to connect the Bridge by ramp to K Street.
- Inaccessibility to cars can be converted, it is believed, from a potential liability to a potential asset if land use is restricted to residential or parkland south of the Canal and if the intensity of use

north of the Canal can be kept low or as park.

5. Opportunities and Constraints:

- Restoration of the Forrest-Marbury House to its condition in 1800-1810 is recommended. The most important historical events connected with the House occurred in 1791-1803 and the scale and appearance of the House at that time would be more harmonious with the following:

Reconstruction of the Francis Scott Key House on the site directly to the west at the west corner of 34th Street and M Street, N.W. The Key House was demolished when Key Bridge was constructed in 1923 and since reconstruction on its original site is impossible, the proposed site, which is only 400 feet eastward, is the best choice.

Normally, one would consider the prospect of reconstruction of an historic house with considerable skepticism but there are compelling arguments in favor of this instance. First, it is an historic building of great sentimental and patriotic importance to the American public - as the home of the author of the national anthem. Second, measured drawings are available, taken of the building, inside and out, before its demolition (HABS), and it can be reconstructed on a site virtually identical to the original - third, its reconstruction would greatly assist joint efforts to restore the Forrest-Marbury House - a building of unique importance in the history of the Capital and the only residence in the City still standing that was visited by General Washington. A relatively low scale of development is particularly desirable in the subject area, in part because of the physical constraints which exist (see above) and also because the restoration and residential areas would benefit from the lower intensity. A maximum height of 40 feet and maximum FAR of 2.0 is recommended for the entire block. Much of the area is recommended for development in parkland.

Vista and access from 34th and 33rd Streets. An open right-of-way should be maintained for both of these streets, from M Street to the River. A public walkway

and steps from the Canal to the River esplanade will link the Canal District and historic buildings to the Waterfront, and will provide accessibility to residential construction to the east on the slope between K Street and the Canal. The public walkway and bicycle path on the south bank of the Canal should be maintained and improved.

Limited residential development is believed to be feasible and desirable along south bank of the canal to the east of 34th Street. The residences should be Canal-oriented and designed to provide adequate privacy from public ways on 34th Street and the Canal. Low density residential construction should extend as far eastward as possible, up to the line of the PEPCO property, with a mixed use or apartment building oriented toward the river filling the gap on K Street below the transformer site on the canal on what is presently part of the PEPCO site.

If PEPCO could be persuaded to exchange the transformer site along the bank of the Canal for a totally enclosed facility on K Street south of that tract, it would be a great improvement in the environmental potential of the residential district, but it is not an absolute necessity by any means. Another possible option would place the tunnel ventilation building on the PEPCO K Street site, maintaining the transformer site where it is now. If the ventilating building can be offset from the proposed tunnel and placed north of K Street, this is probably the optimum location from a technical as well as an aesthetic and environmental point of view.

North of the Canal the economic potential for mixed uses is probably best - residential and professional, design and trade offices just north of the Canal - and commercial, retail along M Street. Restoration of the historic buildings should help upgrade the commercial potential at this end of M Street, with more family-oriented shops and restaurants. There is considerable open space at the eastern end of the block for "courtyard" development behind the M Street facades.

6. Aesthetic Considerations:

- Residential development in the area south of the canal should be contemporary in design to help minimize the difficulties of the site and take full benefit of the opportunities. It should, however, be compatible in both materials and scale with the restored historic residential buildings to the north. Special care should be taken in the design of the buildings as seen from above - from the higher ground near M Street.
- The aesthetic and environmental potential for residential development along this sector of the Canal is very high. The problem of noise from Key Bridge may require sound isolation (double glazing).

7. Optimum Characteristics of Development:

- Proposed land use has been previously cited but can be summarized as follows:

South of Canal east of 34th Street: Residential, predominantly single-family if feasible economically. Ownership should probably be condominium to allow shared parking facilities at the K Street level and to permit greater flexibility in dwelling unit design.

South of the Canal west of 34th Street: Parkland.

North Canal: Mixed use. Residential apartments and professional, design-trade offices along the Canal. Commercial and office use along M Street. Restored and reconstructed historic house sites on the east and west sides of 34th Street and M Street.

- Residential buildings south of Canal should have a maximum, (all inclusive) height of 40 feet and a maximum of three stories to roof cornice line to promote a building form that steps-up the hill. In general these buildings should have the major living areas oriented toward the Canal and to courts which open to the Canal and to the 34th Street steps.
- Buildings north of Canal should have a maximum (all inclusive) height of 40 feet measured from the alley or lane north of the Canal or from M Street, depending upon the point of entrance. Some bonus in coverage might be allowed for covered (terraced-over) parking accessible from 33rd and 34th Streets.

- Suitable, i.e. compatible, use of materials may be governed by architectural review of plans for new and remodeled buildings, based upon guidelines for design in the area.
- The architectural scale of development should be residential, or typical of the earlier small-scaled industrial-warehouse constructed north of the Canal. Further incentives to promote rehabilitation and remodeling of the existing commercial buildings along M Street may need to be developed.
- If PEPCO transformers remain at their existing present location they should be screened by masonry walls and planting. Some landscaped buffer zone between the installation and the residential development to the west should be maintained.

8. Design Criteria:

Special regulations are required to promote "optimum" development. The zoning envelope can be depended upon only in part to control the form of development. Development on the north side of the canal may require some special zoning exceptions in the absence of street (rather than alley) frontage. Architectural review of new construction under the provisions of the Old Georgetown Act can assist in maintaining suitable form and quality of development, but guidelines for design in advance of review can help eliminate some of the uncertainties of that process.

9. Development Strategies, Options:

- The restoration of the Forrest-Marbury House and the reconstruction of the Francis Scott Key House might be carried out and administered by the Park Service as a part of the C&O Canal historic district, if funds can be obtained for that purpose within a reasonable period of time, but there is some urgency in moving ahead with these projects as quickly as possible. The influence of their development upon the rest of the area can scarcely be over-estimated, as it would have a catalytic effect on the adjoining residential and commercial tracts.
- Bicentennial projects seem to be in a state of limbo at the moment, but this would be a first priority if

funds for reconstruction can be found in connection with that effort. The Forrest-Marbury House and adjoining property to the west are in private ownership and will have to be acquired; careful plans for restoration, landscape, interiors, etc., will have to be prepared; and work would have to move ahead quickly if the Bicentennial date for completion were to be realized. An estimated budget for the project could be established (probably between one and two million dollars).

Potomac Street -- Area B

Area B, bounded by M Street, N.W., on the north and K Street, N.W. on the south, includes the structures fronting on Market Square - also known as Potomac Street - above the canal, and on Potomac Street below the canal.

Its inventory of Existing Assets and Liabilities shows:

1. Principal Historic Landmarks:

- The Georgetown Market (No. 48) built in 1865 on the site of an earlier market structure.
- The Joseph Carlton House at 1052-54 Potomac Street (No. 18) built about 1800.
- Potomac Manufacturing Company at 1050 Potomac Street (No. 53) built before 1887.
- Car barn at 3222 M Street on corner of Warehouse Place. The building is located on the one-acre site of George Gordon's tobacco warehouse of ca. 1774. The canal facade of this building is of exceptional value. (No. 38).
- C&O Canal and footbridge.
- Bomford Mill built in 1845 and presently owned and occupied by the Wilkins-Rogers Flour Company. The original structure is located on the west side of Potomac Street just south of the canal. (No. 34).

2. Other Contributing Structures:

- 1043 Warehouse Place, built as a blacksmith's shop before 1890. The canal facade is of contributing value. (No. 85).

- 1048 Potomac Street. Former hauling company, now professional office. Built in 1919 of red sandstone (No. 155).
- 3278 to 3282 M Street - Commercial buildings built before 1890 on southwest corner of Potomac and M Streets. (Nos. 56 and 57)
- 1046 Potomac Street (No. 196). The foundation, visible from Canal path, is old and of contributing value.
- The retaining wall parallel to and north of the Canal is of contributing value.
- Canal warehouse on Grace Street. (No. 116)
- District of Columbia Paper Manufacturing Company building, 3259 K Street, at the northwest corner of K and Potomac Street, built about 1900 (No. 91). The structures adjacent to it on K Street and Potomac Street are also of contributing value.

3. Other Physical Assets:

- Topographical - There is a sharp level change from the northern portion of Potomac Street to the Canal and lower Potomac Street affording the opportunity for a series of vistas of the River from different levels and vantage points. The drop in grade from the Canal to the River was used by the mills for millraces, to power water-driven machinery. Bomford Mill (later known as Pioneer Mills) is the last surviving building of this type on the Waterfront.
- The industrial buildings in this Study Area below the Canal - Bomford Mill, the Paper Company buildings, and the Canal Warehouses with the heating building at its western end - are good examples of brick architecture in the functional tradition. The narrow brick-sided canyon between the mill buildings leading down to the River, the fine arched brick openings and the spacious interior shell of the heating building are examples of the existing architectural and spatial assets which should be preserved.

4. Existing Physical Liabilities:

- Demolition of the old buildings on the east side of Market Square, and gaps between the existing buildings on the west side have virtually destroyed the enclosure

and the sheltered atmosphere of the former Marketplace.

- The junk company site, east of the Market, is a source of serious blight - loose trash, noise and substandard structures.
- The Mill silos, despite their heroic scale, seem to have no practical or compatible adaptive uses if and when the Flour Company decides to quit the site.

5. Opportunities and Constraints:

-- Public Community:

Restoration of the Georgetown Market to its original use and appearance is recommended. The present structure was built in 1865 on the foundations of the Old Georgetown Market (c. 1796). The original deeds by which the land on which the Market stands both stipulate that the site was "for the use of the market aforesaid forever, and for no other use, interest or purpose whatsoever". (Deed from Adam King to the Georgetown Corporation, 1802.) In the recent past merchants have indicated interest in restoring and reoccupying the Market, but the building is presently owned by the District of Columbia and leased to an automotive parts wholesaler. Restoration of the Market should be accompanied by further reconstruction of the Square which is subsequently discussed.

At some time in the future Bomford Mill should be restored, if possible, to more nearly its original appearance and the lower floors converted to a museum of Waterfront industrial history, administered by the Park Service in conjunction with the C&O Canal National Park. Upper floors might be used for administrative offices or other purposes. This suggestion presumes, of course, that the Wilkins-Rogers Flour Mill would cease to have need for the building. If, on the other hand, the company plans to operate for a long period on this site they might favorably consider a cooperative effort with the Park Service to partially reconstruct the building for museum purposes and to upgrade the appearance of the square below the Canal.

A connection between the towpath and the public square near the footbridge at Potomac Street should be developed. Full or partial closure of both Market Square and the Mill Square to automobile traffic is desirable.

If the flour mills cease to operate on the site there is an opportunity for new residential construction south of the Canal and west and south of Bomford Mill. The existing interconnected mill buildings belonging to the District of Columbia Paper Company present an opportunity for adaptive reconstruction, preferably a mixture of commercial shops and studies on the lower floors and residential units on the upper floors.

Infill commercial structures and uses should be developed west of the Georgetown Market building and east of the Market a structure providing parking for at least 125 cars, with ground level shops facing M Street and the Square, should be constructed to accommodate Market shoppers and museum visitors. The basement level of the Market has potential for remodeling for use as a shop, tavern or restaurant.

The Canal warehouse on Grace Street should be retained and restored for commercial, studio or office use and the former heating plant at the west end of the warehouse presents a remarkable opportunity for remodeling as a restaurant, with an outdoor cafe fronting on Mill Square. It is hoped that the footbridge from Warehouse Place to the Canal warehouse might be restored.

6. Aesthetic Considerations:

- The simple, rugged, industrial appearance of the district should not be "prettied-up" by the introduction of insuitable period residential details. Improvements in paving, planting, lighting, graphics and street furniture can do much to raise the level of attractiveness of the area.

7. Optimum Characteristics of Development:

- Proposed Land Use is summarized as follows:

South of the Canal: Mixed use, residential and commercial as discussed above. Adaptive reconstruction of valuable buildings.

North of the Canal: Commercial use, restoration of Market, construction of parking and suitable new in-fill structures as required.

- New residential construction south of the Canal and west of Potomac Street should in general have a height limit of three stories or 40 feet, stepping up the slope to admit views and southerly exposures. This height will also be compatible with existing construction north of the Canal and with proposed residential construction west of 33rd Street.
- New commercial development north of the Canal should have a maximum height of 40 feet to conform to the scale of the Georgetown Market and other historic buildings on the Square and on M Street.
- The facade of the shop and parking structure should be related in proportion, form, scale and use of materials to M Street buildings rather than to the unique architectural character of the Market. Awnings and/or arcaded construction of the ground floor toward the Market could help to expand the trading area on the east side of the Square. Service vehicles will probably have to enter the Market Square to provide access to existing buildings, but the new structure on the east side should be designed to be served from the parking court at the rear.

8. Design Criteria:

Special regulations required to promote "optimum" development.

- Demolition of existing buildings of historic, architectural and contributing "atmospheric" value should be prevented.
- Architectural review of all new or remodeled buildings should be required and compatible use of materials, setback, scale and proportions should be governed by guidelines for design in the area.
- The Sectional Development Plan permits retention of non-conforming mill buildings in this area, to be converted to new uses. These buildings in this Area, exceed new standards for height and FAR in the district but shall be permitted to do so in that their new uses do not overburden the traffic and parking capacity of the district.

- Some exception to the FAR limitations may be required to encourage and allow adequate parking facilities in suitable and feasible locations.
- Canal wall and warehouse facades should be protected by easements required by the Park Service.

9. Development Strategies, Options:

- Expansion of the C&O Canal Historic District to allow administration of the Mill Square and Bomford Mill by the Park Service should be considered.
- The organization of a non-profit Market Square Mill Square Development Corporation should be explored. Property owners, both public and private share, or should share, development objectives which are unique to this area, and some forms of public assistance through grants from HUD, the Department of the Interior, etc., might be gained if the redevelopment of individual sites is coordinated through the agency of a cooperative organization.

Lower Wisconsin Avenue -- Area C

Area C, bounded by M Street, N.W., on the north, K Street, N.W. on the south includes the buildings fronting on Wisconsin Avenue on the east and west.

Its inventory of existing assets and liabilities shows:

1. Principal Historic Landmarks:

- Dodge Warehouses: 1000-1006 Wisconsin Avenue. Built at early part of 19th Century. Typical of waterfront warehouses of old Georgetown tobacco port. (Nos. 6,7,8)
- 3205 K Street, adjacent to the Dodge Warehouses. (No. 92)
- 3134-36 South Street (No. 13): the Brickyard Hill House, probably built about 1800 by the first mayor of Georgetown, Robert Peter.
- Grace Episcopal Church and grounds (No. 46) at 1041 Wisconsin Avenue, built in 1866. Adjacent Rectory and Parish Hall built in 1895 and 1898. Granite cross at southwest corner of churchyard marks loca-

tion of mission church of 1855.

- Vigilant Fire House (No. 31) at 1066 Wisconsin Avenue. Oldest existing firehouse in District of Columbia. Built in 1844.
- City Tavern (No. 3) at 3206-3208 M Street, built about 1796.
- Bridge over C&O Canal on Wisconsin Avenue.

2. Other Contributing Structures:

- Existing commercial buildings on south side of M Street for at least one block on either side of M Street. Many have been restored and some are of significant historic or aesthetic value. As a totality they create the continuous commercial facades whose importance is more than the sum of its parts.
- Existing buildings on the east side of Wisconsin Avenue between M Street and the Canal. Built in late 19th Century and first quarter of the 20th Century.
- Existing buildings on west side of Wisconsin Avenue at 3200 M Street and at 1048, 1076 and 1078 Wisconsin Avenue. (Nos. 58, 84, 97, 98)
- Cherry Hill Apartments at 1024 Wisconsin Avenue, built at the turn of the century. (No. 132)
- Buildings at 1028-32, 1042 and 1044 Wisconsin Avenue, built in the first quarter of the 20th Century. Nos. 149, 150, 151)

3. Acceptable, Non-Contributing Structures, Likely to Remain:

- Office buildings, east of Wisconsin Avenue and south of the Canal. (Nos. 208 [2 bldgs], 215)

4. Other Physical Assets:

- Topographical - The ground slopes sharply up from K Street to M Street. The view from M Street of the Potomac could be quite spectacular, particularly after the removal of the Whitehurst Freeway and creation of a park at the foot of Wisconsin at the water's edge. The slope east of Wisconsin Avenue also affords

the opportunity for residential development with maximum southern exposures and River views.

- The C&O Canal is a major visual asset of the area, but in contrast to Canal-side sites both east and west of Wisconsin Avenue, the Canal and towpath pass under the street level in a deep cut, with vertical stone walls on either side.

- Grace Churchyard.

5. Existing Physical Liabilities:

- Some of the gaps that now exist between the buildings fronting on Wisconsin Avenue are a visual liability; first, because the street is not adequately defined or "contained" by the buildings on either side (in contrast, for example, to most blocks of Wisconsin Avenue above M Street); and second, because where these undesirable gaps or setbacks occur, they are filled with parked automobiles. The desirable openings in the street facade - at the Canal Bridge, at Grace Churchyard and at the end of the street toward the river - would be heightened in their effect if the other spaces were filled with suitable buildings and the parking lots were hidden from view.

Examples are: Parking lot of the Telephone Company Building (No. 208) just south of the Canal;

Parking lots in front of the building at 1015 Wisconsin Avenue (No. 215) and at the northwest corner of K and Wisconsin.

6. Opportunities and Constraints:

- Public, Community: The property at the end of Wisconsin Avenue between K Street and the Potomac River should be developed as a public park and plaza. It will be located at the point of intersection of the River walk and Wisconsin Avenue, and will enhance the Waterfront both functionally and visually.
- Mixed use development: There are several sites in this area that have potential for commercial or for mixed-use development. These include the two parking lots in front of buildings on the east side of Wisconsin, the northeast corner of Wisconsin and K Streets, the infill between existing commercial


uses on the west side of Wisconsin north of the Canal and the undeveloped property surrounding the Dodge Warehouse (Site of the Dodge Center development).

- Residential development: There is good potential for residential development above K Street just east of Wisconsin Avenue on the site presently occupied by the District of Columbia refuse incinerator.

7. Aesthetic Considerations:

- New commercial and residential development in the area should be compatible in both materials and scale with the existing commercial and residential buildings.
- All new development, and residential development in particular, should make use of the natural slope up from the River to maximize the exposures and views from the units.
- The area between K Street and the Potomac River below Wisconsin Avenue should remain open to assure a River view from the street above and to emphasize the connection between Wisconsin Avenue (Water Street) and the River park system and proposed esplanade.

8. Optimum Characteristics of Development:

-  -- Proposed land use is summarized as follows:

Existing character of Wisconsin Avenue above the canal should be maintained and reinforced by suitable infill commercial development. Below the Canal parking lots in front of buildings on the east side of Wisconsin Avenue and the site at the northeast corner of Wisconsin Avenue and K Street should be infilled with mixed-use structures. The D.C. incinerator site east of Wisconsin Avenue on K Street should be a residential development for reasons cited elsewhere in the Plan. The land fronting on both Wisconsin Avenue and on K Street surrounding the Dodge Warehouses should be developed with a building or buildings compatible with the historic structures.

- All structures fronting on Wisconsin Avenue should conform to a height limitation of 40 feet to respect and continue the general scale of development of that thoroughfare above as well as below M Street. The

residential development on the incinerator site east of Wisconsin Avenue should be limited to 3 stories with a maximum height of 40 feet to remain in scale with the existing Brickyard houses and to prevent overshadowing Grace Church and adjoining low residential buildings on the north side of South Street.

- Commercial or mixed use development on K Street west of the Dodge Warehouses should have been limited to a maximum height of about 60 feet to avoid overpowering the historic buildings and to maintain an acceptable transition in height from the 40 foot limit on both sides of Wisconsin Avenue, but it is recognized at this point that the Dodge Center development will proceed as planned to a height of 90 feet (plus penthouse) measured from a point somewhat higher than the elevation of K Street. That part of the proposed building which fronts on Wisconsin Avenue is to be lower in height, however, than the general mass of the structure. From the standpoint of compatibility with the older buildings it is less than ideal, but better than having them destroyed.
- It is important to emphasize the fact that excessive bulk and height are not the only destructive, or potentially destructive, deviations which threaten the harmonious development of lower Wisconsin Avenue. The Telephone Company Building on the south bank of the Canal violates most precepts of planning and design for this historic urban area in being too low in height, being set back too far from the street and being architecturally out of character with the area. The same is true of the relatively new office building at the corner of Wisconsin and South Streets. In both of these instances an increase in both coverage and height (to about 40 feet) would be desirable if the new construction were to reinforce the street facade line, enclose the parking and obscure the feeble design of the existing buildings.

-- Other Characteristics:

Lower Wisconsin Avenue could benefit from additional street trees and illumination. Lighting fixtures should be the lower, traditional glass-globed fixtures on most other Georgetown streets rather than the high intensity fixtures used on M Street.

A connection to the Canal towpath east of Wisconsin Avenue would be desirable. This might best be constructed west of Canal Square on the north side of the Canal

Square on the north side of the Canal leading up through an arcaded entrance on Wisconsin Avenue.

9. Design Criteria:

Special regulations are required to promote "optimum" development:

- Architectural review of new construction under the provisions of the Old Georgetown Act can assist in maintaining suitable form and quality of development, but guidelines for design in advance of review could help eliminate some of the uncertainties of that process.
- Special exceptions for lot coverage may be required to encourage enclosure of existing parking lots on Wisconsin Avenue.

10. Development Strategies, Options:

- The park at the foot of Wisconsin Avenue and adjoining waterside strip-park and esplanade and bulkhead should be developed and maintained by the National Park Service. The land is presently owned by the District of Columbia. The Park Service might also assist in the development of a towpath connection to Wisconsin Avenue.
- The D.C. incinerator site offers a fine opportunity for innovative residential development coupled with the construction of public parking for the lower Waterfront Area. A two-stage design competition (pre-qualification of design-developer teams being the first stage) would be a fair method to dispose of the land and to attract good development. The price of the land should be fixed (as was done in the Southwest Washington competitions) and proposals judged solely upon the quality of design, its suitability for the Georgetown Waterfront Historic District and its potential contribution to the community.

Lower Canal -- Area D

Area D includes the structures along the edge of the C&O Canal as far west as Thomas Jefferson Street and as far east as Rock Creek Park. The block west of this area, to 31st Street, the most attractive and, for the moment, the most stable block of the Canal was not included in the Study Area simply because

it presents fewer problems, but it should serve as an example of the scale and approximate density of development that should have been maintained at least as far eastwards as 30th Street.

Its inventory of existing assets and liabilities shows:

1. Principal Historic Landmarks:

- C&O Canal and path with locks and barge landing.
This is the most heavily-articulated portion of the Canal and is of particular interest to visitors.
- Duvall Foundry: 1050-30th Street, built about 1856.
(No. 44)

2. Other Contributing Structures:

- Townhouses on Thomas Jefferson Street north of the Canal. Constructed before 1890.
- Townhouses on west side of 30th Street north of the Canal, built before 1890.
- Sandstone Canal facade of building (No. 183) on north side of Canal west of 29th Street. The sandstone facade facing the Canal and Rock Creek Park should be preserved; the rest of the building is acceptable, but not of contributing value.

3. Acceptable but Not Contributing, Likely to Remain:

- Washington Gaslight Company (No. 182).
- West Heating Plant (No. 200): Although this is a building of considerable architectural merit it does not contribute to the atmosphere of the Canal Area.

4. Other Physical Assets:

- Proximity to Rock Creek Park.
- View to the River from Thomas Jefferson Street.

5. Existing Physical Liabilities: Lack of water in the Canal.
Damage to walls and locks.

6. Opportunities and Constraints:

- It is recommended that Duvall Foundry be converted into a museum of Canal history under the auspices of

the National Park Service. This seems a particularly appropriate use since it is directly across from the landing from which the mule-driven barges still begin and end their Canal excursion trips. Current plans by Georgetown Inland would appear to achieve these objectives.

A pedestrian bridge over the Canal at the eastern end of the Study Area could lead to a path along the west bank of Rock Creek which, in turn, could connect to the Waterfront pedestrian walk, or esplanade.

- Residential development: A few small townhouses, located facing south on the Canal between 30th Street and Thomas Jefferson Street, might improve and reinforce the Canal-side atmosphere, as do the towpath houses on the block to the west.
- Commercial development: Existing structures north of the Canal between 30th Street and the park might be satisfactorily remodeled as residential, or as a mixed use of commercial and residential units. The site south of the Canal adjacent to the Duvall Foundry between Thomas Jefferson and 30th Street would also be most suitably developed as a mixture of commercial and residential. This is the site of Georgetown Inland first phase development which is to be retail and office space with underground parking.

7. Aesthetic Considerations:

- The existing chain link fence around the Heating Plant should be replaced with a masonry wall.
- New development on the site of the existing laundry building (No. 183) should be required to preserve the handsome sandstone facades of the buildings which face the Canal and the park.
- The general disposition of walls of structures along the Canal should be parallel to or at right angles to the edge of the Canal - in conformance with the traditional "walled edge" relationship of buildings to the Canal.

8. Optimum Characteristics of Development:

-- Proposed land use is summarized as follows:

Existing residential development along the Canal should be preserved and reinforced.

Duvall Foundry should be converted to Museum of Canal History. Adjacent site and other Canal sites in Study Area should be permitted to develop as commercial and residential mixed uses (with a FAR incentive for residential development).

- All construction in the Study Area west of 30th Street and south of the Canal to 29th Street should be kept to a maximum height of 40 feet to maintain the low residential scale bordering the Canal; particularly for the two blocks between 30th and 31st Streets. The sharp contrast in height and bulk between the new motel and older houses on Thomas Jefferson Street is an example of how jarring such a change in scale can be. One of the great qualities of the C&O Canal as it passes through the nine blocks of the Georgetown Waterfront is the contrast of character, scale and light as one progresses along its path. Through most of its length, however, these contrasts are from block to block rather than within the boundaries of the blocks themselves. If sites on the banks of the Canal become heavily developed and if the public spaces of such buildings open out directly to the Canal (as is proposed by the Georgetown-Inland development) the relatively serene atmosphere of the Canal as we know it today will ultimately be drastically altered. A limited amount of such change can probably be accommodated without destroying those unique qualities of the Canal which make it attractive, but the blocks between 30th and 31st are, unfortunately, the most fragile in character and least resistant to such change.
- Suitable, i.e., compatible, use of materials, setback, scale and proportions may be governed by architectural review of plans for new or remodeled buildings, based on guidelines for design in the Area.
- The scale of development should be compatible with residential buildings north and south of the Canal and with the older Canal warehouse structures still visible along the Canal a few blocks to the west. Canal Square

should be cited as a Canal-side development which maintains along the Canal edge, the traditional, canal-building interface.

9. Design Criteria:

Special regulations required to promote "optimum" development: Architectural review of new construction under the provisions of the Old Georgetown Act can assist in maintaining suitable form and quality of development, but guidelines for design in advance of review can help eliminate some of the uncertainties of that process.

10. Development Strategies, Options:

It is assumed that, because of its prime commercial and residential location, economic incentives will be sufficient to promote private development of this area, particularly if residential development is allowed under a change in zoning. The existence of a Canal Museum as an added "attraction" of the area might encourage the collaboration of private developers with the National Park Service to assure its development. The Museum and barge landing would be administered by the Park Service as part of the C&O Canal Historic District.

M Street and Pennsylvania Avenue -- Area E

Area E, at the intersection of M Street, N.W. and Pennsylvania Avenue, N.W. bounded on the east by Rock Creek, includes buildings and property fronting on M Street and Pennsylvania Avenue as far west as 30th Street.

Inventory of existing assets and liabilities shows:

1. Principal Historic Landmarks:

- Sims House, 2803 M Street, N.W. Early 19th Century house on the corner of M Street and 28th.
- Row of commercial buildings on south side of M Street N.W. between 29th Street and 30th Street. The building at the corner of 30th Street and M Street dates from the 1850's, as do the buildings at 2910, 2912 and 2914 M Street. All others in this block date between 1870 and 1890. (Nos. 54, 67, 66, 64, 63, 65, 36)

2. Other Contributing Structures:

- Existing row of small buildings on Pennsylvania Avenue between 29th Street and the exit from Rock Creek

Parkway. These were built before 1890. (No. 93)

- Existing commercial buildings on north side of M Street, except gas stations at 29th and M Streets and 30th and M Streets.

3. Other Physical Assets:

- Proximity to Rock Creek Park is both an asset and a liability. Although the trees and foliage make a positive contribution to the atmosphere, the steep bank and the exit ramp from Rock Creek Parkway interrupt the commercial-residential fabric of M Street in Georgetown.
- At present there is small urban park which is attractively planted and, if expanded to include the present gas station site, could be a great asset to the area.

4. Existing Physical Liabilities:

- Gaps in commercial development which occur on Pennsylvania Avenue east of 29th Street and on M Street at 29th Street and east of 28th Street.
- Two gas stations - one vacant - on the northeast corner of M Street and 29th Street, and on the triangular site between M Street and Pennsylvania Avenue just west of the Park.
- The street pattern at the Pennsylvania Avenue-M Street intersection is both confusing and redundant. It needs to be simplified.

5. Opportunities and Constraints:

- Public, Community: The Pennsylvania Avenue-M Street intersection should be simplified and the adjacent service station removed to create a public park space.

Additional development between Rock Creek and 28th Street north of M Street and between 28th and 29th Streets south of Pennsylvania Avenue would improve and better define this "gateway" to Georgetown.

- Residential development: The former school property at the edge of the park just off M Street should be developed with a limited number of townhouses or apartments similar in character to those north of M Street.

- Commercial development: Vacant property on M Street and Pennsylvania Avenue should be infilled with shops, restaurants and professional offices which complement and reinforce the existing commercial development. Parking lots and gas station at M Street and 29th Street should be replaced.

6. Aesthetic Considerations:

- Residential and commercial infill development should be compatible in both materials and scale with the surrounding buildings.
- A service station at the Pennsylvania-M Street entrance to Georgetown is inappropriate. It should be removed and replaced with a public park.

7. Optimum Characteristics of Development:

- Proposed land use is summarized as follows:

Existing commercial uses to be maintained and reinforced with commercial infill of the same character and scale. Public park to be developed on triangular plot at intersection of M Street and Pennsylvania Avenue. Parking lot on M Street near bridge to be developed as townhouses of same character and scale as those in adjacent residential area north of M Street.

- Residential buildings north of M Street should have a maximum height of 40 feet and a maximum of 3 stories.
- Commercial or residential buildings south of M Street should have a maximum all-inclusive height of 40 feet to a depth of about 60 to 100 feet from the north and east boundary lines, at which point a height not to exceed 60 feet can be recommended.
- Suitable, i.e., compatible, use of materials, setback, scale and proportions may be governed by architectural review of plans for new and remodeled buildings, based upon guidelines for design in the Area.
- The scale of development of infill structures should be residential-commercial in conformance with the existing structures.

8. Design Criteria:

Special regulations are required to promote "optimum" development.

- Architectural review of new construction under the provisions of the Old Georgetown Act can assist in maintaining suitable form and quality of development, but guidelines for design in advance of review can help eliminate some of the uncertainties of that process.
- Rezoning of sites south of M Street and Pennsylvania Avenue to permit residential as well as commercial construction will probably stimulate redevelopment of existing industrial-office properties.

The Aqueduct Abutment

The Georgetown Abutment of the old Potomac Aqueduct is located north of Key Bridge, just outside the Study Area. The double-arched stone abutment marks the point of connection of the Potomac Aqueduct Bridge with the Chesapeake and Ohio Canal. In the mid-nineteenth century barges bringing inland produce to the port at Alexandria crossed the Potomac on the Aqueduct Bridge and connected to the seven-mile branch Canal to Alexandria. Without this bridge, produce would have had to be unloaded from the barges and transported by sailing ships to Alexandria. This added expense would have made it impossible for Alexandria merchants to compete with those in Georgetown.

At the time of its construction, in the 1830's, the Aqueduct Bridge was considered an exceptional feat of engineering. Its granite piers were topped with a wooden water trough through which the barges moved, pulled by mules traversing a narrow towpath along the top of the Bridge.

It is recommended that the trough of the abutment be reconstructed and filled, and contain a reproduction of a typical canal barge. The barge display would be supervised by the present owner, the National Park Service, and would become an important historic feature along the waterfront like the Forrest-Marbury and Key Houses and the Mill and Foundry Museums. The abutment's connection of the Canal to the Waterfront should be reinforced to permit pedestrians to move easily from the Canal towpath to the Waterfront promenade. Thus, the typical Sunday stroller or cyclist could walk west along the river or canal, make a "U" turn at the Aqueduct Abutment and return east on a different path. If the recommended connection of the towpath to the Waterfront is made at the edge of Rock Creek Park, it would then be possible to walk to all historic

points of interest on the Waterfront without crossing auto traffic.

THE WATERFRONT ZONE

The Waterfront Zone is studied most usefully at a larger scale. Unlike the Historic Study Areas, this area does not contain existing historic buildings. It differs from the other areas in many important respects with different development opportunities, strategies and problems of the Freeway, sewer reconstruction and flood control.

Study Area Bounds and Description

The Waterfront Zone is loosely defined as that area below K Street to the Potomac River, bounded on the west by Key Bridge and on the east by Rock Creek.

The Zone presently contains no historic structures; in fact no significant structures whatever. With exception of the land bordering Rock Creek, presently developed as a part of Rock Creek Park, all land in the Waterfront Zone is available for development.

Development opportunity exists in that the land is presently held in the large parcel ownership of four owners. The existing Rock Creek Park is owned and maintained by the Federal Government, Department of the Interior. Adjacent to the Park and bordering the street right-of-way of 30th Street below K Street are four parcels comprising approximately 2.5 acres owned by the Real Estate Improvement Company of Baltimore, a subsidiary of the B&O-C&O Railroad. A four acre parcel extending west to 31st Street, from K Street south to the Potomac, is owned by the Georgetown Inland Corporation. The remainder of the Zone is in the public ownership of the District of Columbia, having been acquired for construction of the Potomac River Freeway.

Opportunities and Constraints

Development of this Zone is not without serious constraints: the Zone is flat, all being at approximately elevation 8-12 feet (mean water level being at +04 feet) and is subject to frequent River flooding. A design for the 50 year combined River and tidal flood would require that habitable development be held above the 19 foot elevation.

The alignment and configuration of the proposed Potomac River Freeway, even in the selected GPG 1 Alternative presents problems for development both during and after construction.

The tunnel entrance and exit of the Freeway at Thomas Jefferson Street to the east limits access to the Zone as well as creating a major environmental nuisance (noise and air pollution and visual barrier) in this area. The local street system has been modified to parallel the Freeway on the north, linking Thomas Jefferson to 30th and 29th Streets. 29th Street is depressed as necessary to pass under the Freeway and provide limited access to Waterfront Zone development in the vicinity of Rock Creek.

To the west of Wisconsin Avenue the Potomac River Freeway is in tunnel, the eastern lanes forming the southern tunnel and establishing a new bulkhead line from Wisconsin Avenue to Key Bridge. The western lanes form the northern tunnel on which K Street is reconstructed through the length of the Waterfront.

The tunneling of the Freeway also necessitates a large (approximately 400 foot long by 40 foot wide by 40 foot high) ventilating building which, although it could be pushed north of K Street into the side of the hill near Key Bridge, or placed on the PEPCO property in conjunction with the existing transformers, might end up on the Waterfront. The specific implications of relocating this facility from its proposed River's edge location were beyond the limits of this Study; it, however, is known that relocation is physically possible, although at an undetermined increase in cost.

The tunneling of the Freeway initially appearing to provide all constraints, on the contrary provides a new bulkhead line to the west of Wisconsin Avenue. Other constraints are imposed on development of the Waterfront Zone to act as the design guidelines felt necessary in achieving the specific goals and objectives of enhancing the Georgetown Waterfront as viewed from the River, parks and monuments of the National Capital; preserving the open vistas of the Potomac River, and developing a Waterfront Park along the River that will provide an opportunity for activities that are suitably related to adjacent development. These guidelines have been listed in the goals and design principles section of this Report and are discussed below in relation to the design characteristics and uses for development of the Waterfront Zone.

Characteristics and Use

The specifics of programmed uses for the Waterfront Zone have been listed in the overall Preliminary Development Plan and Program. The organizing element for development of the Zone is the Waterfront Park. A strip 50 feet wide is reserved along

the Potomac for a Promenade from the natural parks of Rock Creek on the east to that proposed to the west of Wisconsin Avenue and the Palisades to the west of Key Bridge.

A 20 foot wide landscaped walkway follows the River's edge at elevation +8 feet (mean water level +4 feet). A continuous 10 foot wide strip with steps, benches, and seasonal planting slopes to a parallel 20 foot wide walkway at elevation +16 feet. This upper walkway serves to feed commercial activity bordering the Promenade to the east of Wisconsin Avenue. This "urban" park changes in character as does the major development of the Waterfront Zone from natural, passive to active, man-made environments of commercial shops, restaurants and recreation, to a passive environment of natural park to the west. Secondary nodes of activity occur where pedestrian circulation corridors connect at the foot of major streets, and as the system opens to the River below.

All habitable development in the Waterfront Zone is to occur at elevation +19 feet, or above, for flood protection. This is the proposed elevation of much of K Street although the central section at Wisconsin Avenue is to be held at its present grade. It responds well to the upper Waterfront walkway at elevation 16 feet.

All development bordering the Waterfront Park is held to a 30 foot cornice line with a 45° setback required to a maximum allowable height of 40 feet (measured from the 19 foot deck elevation). Many of the characteristics as regards use of materials, scale, etc. as described in the Historic Area Studies will also apply in the Waterfront Zone.

Two major nodes of activity are recommended. Development of the property owned by Georgetown Inland Corporation is recommended, approximately in accordance with their plans, as a lively termination of their Thomas Jefferson Street developments with hotel, office and major retail facilities, all strongly water-oriented.

At the foot of Wisconsin Avenue development is held back to provide a major vista of the Potomac. The deck is maintained at or below elevation +16 feet, stepping to the River around a major break in the otherwise continuous bulkhead. This is the focus of public activity (primarily outdoor) in the Waterfront with seasonal events as appropriate. It is intended to complement the activities of the Georgetown Inland developments.

Appendix B:

A Development Rights Program

Although the following Development Rights Program is not made part and parcel of the Georgetown Waterfront proposed Sectional Development Plan, it is included here in recognition of the fact that development rights transfer has great possibilities for the Waterfront area and probably could be blended into the District's Article 75 with some revisions.

To determine the legal and economic feasibility of such an administrative procedure would require considerable analysis and the drafting of such a program both in general for the District and in its specifics for the Waterfront would have to be very carefully done. Such an analysis that would have repercussions beyond the Waterfront Study area is beyond the scope and budget limitations of the present contract and it is the recommendation of the consultants that the Development Rights Program proposed as follows be pursued in further studies as necessary.

DEVELOPMENT RIGHTS PROGRAM

The existing zoning requirements on the Georgetown Waterfront area are unrealistic not only in terms of use, but more importantly in regards to development intensity/density. The presently permitted development potential threatens most of the important historical landmarks in the area, stains existing public facilities, and cannot be accommodated by the existing street system. The existing capacity of the streets serving the area are operating at or near capacity. Any new development on the Waterfront will aggravate the existing, untenable, traffic problems at the peak travel hours. The Plan shows that with certain street adjustments, namely the reconstruction of K Street as a local major arterial, the vehicular movement capacity can be increased to support a total development limit of approximately 2.7 million square feet of commercial, or residential equivalent development. This development level is feasible only if the Potomac River Freeway and a new K Street are constructed. Anything short of this must be accompanied by downward revision of the figures in regard to future development allowed. For the discussion of the Development Rights Program that follows, it is assumed that there is a public commitment to build these two facilities and that a total development of 2.7 million square feet of commercial and residential equivalent development is a desirable objective for the Waterfront area.

The Plan calls for an overall reduction in the present development potential and the Development Rights Program is to act as a device for treating all property owners equitably. The Development Rights Program outlines a technique and a rational

for coming to grips with the planning and historic preservation objectives for the area.

Each of the property owners in the Waterfront area now has certain development potential as a matter "of right" which runs with their land derived from existing zoning regulations and other legislation. The rights enjoyed under the present ordinance are the basis for allocating points under the new ordinance.

If the Waterfront area is established as a Development Rights District, coterminous with that defined in the Plan as the Sectional Development Plan Area, the following relationships can be established. The total developable land within this area is approximately 50 acres. This excludes established parkland but includes District and Federal land not now developed, or in uses that are or may be available for development in the future. This land is currently zoned as follows: C-2-A 3.5 acres; C-M-2 19.0 acres; M 28.5 acres.¹

Assigning development rights to all of this land on the proportional basis of the existing zoning would recognize the existing difference in development potential. Thus, rights would be assigned as follows:

C-2-A 2 rights/1000 square feet

C-M-2 4 rights/1000 square feet

M 6 rights/1000 square feet

The total development rights in the Waterfront are 10,800.

THE USE OF DEVELOPMENT RIGHTS

Total development rights are assumed by definition to be equal to the total permitted development in the Waterfront area. The Plan has established this level as 2,700,000 square feet of commercial or residential equivalent development.

Since this total permitted development is based primarily (although not solely) on the projected traffic capacity of the proposed improved Circulation Plan, development right usage is assigned on the basis of traffic generation equivalence as follows:

¹Includes approximately 9.5 acres of District and Federal Government land.

1 right/townhouse residential

2 rights/1000 square feet of apartment residential

3 rights/1000 square feet of office commercial

5 rights/1000 square feet of retail commercial

In addition, for computing existing rights used in existing (to remain) government/utility use 1000 square feet of government/utility requires 1 development right.

Other uses permitted in the Waterfront Sectional Development Plan Area are to be assigned a development right usage at the discretion of the Zoning Commission, at the recommendation of the NCPC, District Office of Planning and Management or other qualified agency as based upon acceptable planning standards for traffic generation by that use.

It cannot be computed exactly by distribution of these rights how much development will be allowed at any given phase. However, the outer limits can be established and some estimates can be made. For instance, if the Waterfront were to be completely redeveloped with new construction solely in commercial use (50% office and 50% retail commercial) requiring an average of four development rights per 1000 square feet, 2,700,000 square feet of development would result. This, of course, will not happen in that an estimated 1,000,000 square feet of existing development is assumed to remain in present uses. In addition, up to 300,000 square feet of existing structures are likely for renovation and reuse in mostly non-conforming uses and intensities.

To establish the realistic limit allowed by these development rights, an estimate of the existing rights used in the existing uses to remain is made:

**PRESENT RIGHTS OF PROPERTIES
LIKELY TO REMAIN IN CURRENT USE**

<u>Existing Uses to Remain</u>	<u>Square Feet</u>	<u>Development Rights Used</u>
Townhouse Residential	100,000	50
Hotel/Apartments	250,000	500
Retail Commercial	200,000	1,000
Office Commercial	275,000	825
Gov't/Utilities	300,000	<u>300</u>
	Total Develop- ment Rights Used	2,675

Thus, the equivalent of 8,125 development rights (10,800-2675) remain to be distributed on the sites established as susceptible to development or opportunity areas. The susceptible-to-development sites represent approximately 365,000 existing square feet in C-M-2 and 1,110,000 square feet in M zone equalling a total of 8,100 development rights.

For the maximum development permitted under the recommended Zoning Plan on the sites susceptible-to-development a total of 6,925 development rights are required. On these sites only 5,150 are available from privately owned property assuming everyone sold his surplus rights. Thus, 1,775 additional rights are needed for full development. These may come from the following:

1. It was seen that the equivalent of 2,675 development rights are used for existing development-to-remain. The actual number of these rights will be somewhat less in that:

a. A use-to-remain at a greater intensity and requiring additional development rights than allocated will not be required to purchase the additional rights but instead will be considered as non-conforming.

b. For a use presently requiring less than its allocated development rights, the surplus may be sold. An exact accounting of available surplus rights in the existing-to-remain development can only be established by survey; its magnitude will not be greater, but there will be more than the 25 (8,125 vs 8,100) that the arithmetic has indicated as equivalent rights not used in the existing development-to-remain over those required for full development of the opportunity areas.

2. Not all development will be at full or highest permitted development, thus lowering the required number of total development rights as well as the overall deficit of rights.

3. Finally, the District Government will hold a surplus of approximately 2,550 development rights allocated to them for their land holdings along the Potomac River. The Federal Government will hold about 300 development rights for the heating plant site on Rock Creek Park and 29th Street.

Because of the District of Columbia's extensive land holdings in this area, they have a very favorable situation which provides for a "bank" of development rights. This bank can be used by the District Government to assist owners in securing rights which might otherwise not be available. The sale of or otherwise transfer of development rights by the District Government can be used to further certain of the planning objectives within the Development District.

It is recommended that the District allocate approximately 815 development rights as used by the present development of both Georgetown Inland Phase I and Dodge Center. This would represent the rights required for these developments in excess of those allocated to these sites and would place the development rights formula back into equilibrium for the future development of the Waterfront. It is also recommended that the District release the remainder of their rights as requested by the Zoning Commission and as recommended by NCPC, the District Office of Planning and Management, etc., to aid the implementation of the Plan.

DEVELOPMENT RIGHTS ALLOCATION

Development Rights

10,800	Total available
-2,675	Use in existing-to-remain development
=8,125	Remaining to be used

remaining rights are distributed as follows:

5,350	Private ownership
2,675	District ownership
300	Federal ownership
=8,125	Total available rights

6,925	Required for development at recommended zoning
815 ¹	Required for Dodge Center and Georgetown Inland
	Phase I Development
= <u>7,740</u> ²	Total required rights

The Development Rights Program for controlling land use distribution and development bulk is very important for the historic preservation concerns in the Waterfront. First, any development rights not utilized by historic structures have value to the owners of historic properties. Secondly, because of the uniform distribution of development rights over the lands in the Development District, land value for purposes of taxation is also uniform in the beginning, discounting the factor of locational advantage. The locational factor, if it is a factor, would be assessed in the manner of current custom in this area. When a property owner disposes of surplus development rights, then the assessed value of that land should be reduced because of the loss in development potential. Tax reductions on land on which an historic building is located can be an important consideration of the owner in regard to its retention and restoration. Once the surplus development rights are disposed of on historic sites, that land can only support new development based on the existing floor space in the historic structure. In such a situation, the economic pressure for redevelopment is reduced.

The Development Rights Program proposed here for the Georgetown Waterfront would be applicable in other areas of the District. For any proposed Development District the following is needed:

1. Establish the development right units per 1000 square feet of land area and the development right units required per 1000 square feet of floor space.
2. Select that existing Zoning District which would include the list of permitted areas desired in the Development District.
3. Prepare a map on which would be shown:
 - a. The Development District Boundaries
 - b. The height zones and land coverage zones
4. All other applicable portions of the Zoning Regulations would apply to the Development District: non-conformance;

¹ Recommend the District allocate these rights as used to place the program back into equilibrium.

² Total available rights are in excess of total required rights (8125 vs 7740) in that all excess private rights are assumed as available for use. In reality this will not be likely (see text).

parking-loading; signs; yards; special exceptions; general requirements.

The Development District-Development Rights technique treats all properties within the district equitably in regards to existing and future development rights. It further has the advantage of being legally and administratively incorporated into the existing zoning structure. One might argue with the total development level within the Development District, the basis for arriving at the development potential, and/or the relative traffic generation assigned to each 1000 square feet of floor space by use. Once these questions are resolved, the technique itself appears to be very workable and fair in the distribution of development rights. This factor alone is the strength of the proposal. The other benefits of this concept, such as: aiding historic preservation efforts; providing for a new level of flexibility in the use of land, and achieving the planning objectives for the area with a minimum of controls are secondary benefits.

An equally crucial factor in regard to future development in the Waterfront area is the matter of timing--the staging of future development. Because the District Government owns such a large amount of land in the Waterfront and therefore the single biggest number of development rights, it is in a position to control the timing of development on most of the sites susceptible to development. If the release of development rights were keyed to the provision of public improvements--such as the reconstructed K Street--then the area would be assured of not being over-built prior to the needed facilities to support new development.

The following examples of how the development rights plan would be applied to specific sites within the Waterfront area are included to clarify the Program and illustrate some of the advantages previously discussed.

DEVELOPMENT RIGHTS EXAMPLES

New Development

.Dodge Center, (commercial)	C-3-A
.Telephone Co., 1101 29th St., (residential)	R-5-B
.Residential Apt., 3261 K St.	R-5-A
.Residential Townhouse	R-4

Existing to Remain and Reuse Development

.Major existing structure, 3259 K St. on Potomac St., (contributing value)	Reuse vs new @ C-3-A
.Grace St. Canal Warehouse (major value)	Reuse vs new @ C-2-A
.Bumford Mill (exceptional value)	Remain as is public use vs reuse vs new @ C-2-A
.Columbia Glass Co., 3232 M St., (row house commercial, excep- tional)	Remain as is vs reuse @ C-2-A
.3134-36 South St., (row house residential, exceptional)	Remain as is vs new R-4

New Development

Maloney Concrete Company, Dodge Center (commercial)

Existing site 45,000
Existing zoning M
Development credits $45 \times 6 = 270$

Proposed zoning C-3-A
Permitted development 125,000 sq. ft. commercial
Required development credits:
 $50-50$ office/retail = $135 \times 4 = 540$
Deficit -270 credits

Washington Gas Light Company, 1101 29th St. (residential apartments)

Existing site 63,500
Existing zoning C-M-2
Development credits $63.5 \times 4 = 254$

Proposed zoning R-5-B
Permitted development 190,500 sq.ft. residential
or approximately 190 apartments (1000 each)
Required development credits: $190 \times 2 = 280$
Deficit -26 credits

Note: Dodge Center is under construction @200,000 sq.ft. of office space. This would require $200 \times 3 = 600$ development credits resulting in a deficit of -330. (Now to be considered no longer available for future development.)

All existing development, if active, represents some development credits now used. If on site with existing development, this is replaced by new development. The available development credits are for site area and in addition, those now un-used development credits of the replaced development. Where this is significant in the following analysis it has been noted.

Hamilton Investment Company,
3261 K Street (residential apartments)

Existing site 40,000
Existing zoning M
Development credits $40 \times 6 = 240$

Proposed zoning R-5-A
Permitted development 40,000 sq.ft. residential or
approximately 25 townhouses
Development credits required = 25
Surplus credits +245

Existing to Remain and for Reuse Development

D.C. Paper Manufacturing Company,
3259 K Street on Potomac Street,
(old warehouse of contributing value)

Existing site 25,000
Existing zoning M
Development credits $25 \times 6 = 150$

new development (commercial)

Proposed zoning C-3-A
Permitted development 75,000 (50-50 office/retail)
Required development credits $75 \times 4 = 300$
Deficiency -150 credits

reuse (commercial)

Existing structure 150,000
Permitted development 150,000 (50-50 office/retail)
Required development credits $150 \times 4 = 600$
Deficiency -450 credits

The incentive in maintaining this structure is in that it becomes non-conforming and allows considerably more development sq. ft. than a new building would be permitted. However, for this renovated development credits will be required as if it were new construction.

Grace Street Canal Warehouse,
Grace Street Estates, Inc.,
of major value

Existing site 25,000
Existing zoning C-M-2
Development credits $25 \times 4 = 100$

new development (commercial)

Proposed zoning C-2-A
Permitted development 50,000 (50-50 office/retail)
Required development credits $50 \times 4 = 200$
Deficiency -100

reuse (commercial)

Existing structure 30,000
Proposed development 30,000 (50-50 office/retail)
Required development credits $30 \times 4 = 120$
Deficit -20

Incentive will have to be in the nature of the space, ease of renovation, etc. A minor incentive in terms of less required development credits. If the proposed reuse is in conformance with the sectional development plan, it may be policy for district government to give developer extra development credits required.

*Bomford Mill,
Potomac Street,
of exceptional value*

Existing site 10,000
Existing Zoning M
Development credits $10 \times 6 = 60$

new development (commercial)

Proposed zoning C-2-A
Permitted development 20,000 (50-50)
Required development credits $20 \times 4 = 80$
Deficit -20

reuse (commercial)

Existing building 30,000
Proposed development 30,000 (50-50)
Required development credits $30 \times 4 = 120$
Deficit -60

reuse (public museum)

Required development credits to be determined could be
25 thus
Surplus +35

For such an existing building not much is gained by new construction (less sq. ft. is permitted and development credits in addition to those existing may be required to be purchased). However, renovation gives a greater than permitted (now non-conforming) sq. ft. and with such an exceptional structure the additional required development credits would either in part or full be given for the retention of the structure. The extreme is just short of public ownership and would be where the building is put to public use (say a museum) where it is ruled few if any development credits are required. This would allow a sale of the surplus credits at market value and in turn lower the taxes (assessed value) of the property which would still be wholly privately owned and income producing.

*Columbia Glass Company,
3232 M Street,
of exceptional value*

Existing site approximately 3,000
Existing zoning C-M-2
Development credits $3 \times 6 = 18$

remain as existing use

Existing development 3,000-9,000 commercial retail/office
Required development credits if new 12-36
Surplus +6 if only 12 required (ground floor only)
Deficit -18 if 36 required (all 3 floors) but not a deficit
that has to be made up

A good incentive in that:

1. If presently operating at less than required development credits may sell off surplus at market value and also reduce taxes.
2. If presently operating at greater than existing and/or even permitted development credits still may continue as non-conforming without added assessment although may sell property at market value.

*3134 South Street
of exceptional value*

Existing site approximately 2,200
Existing zoning M
Development credits $2.2 \times 6 = 13.2$

remain as existing use

Existing development - 1 townhouse
Required development credits 1
Surplus credits +12.2

Can sell at market value surplus credits and simultaneously lower taxes on property (assessed value) but certainly not market value on residence.

Georgetown Waterfront Area Study

Draft Sectional Development Plan

Prepared for:

**NATIONAL CAPITAL PLANNING COMMISSION
DISTRICT OF COLUMBIA DEPARTMENT OF HIGHWAYS AND TRAFFIC**

Prepared by:

**Richard F. Babcock and Tobin M. Richter of
Ross, Hardies, O'Keefe, Babcock and Parsons**

January 15, 1975

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100.00 Introduction

- 100.01 The Comprehensive Plan designates Georgetown, in a manner consistent with the regional objectives of the National Capital Planning Commission's "A Policies Plan for the Year 2000," (1961), as a predominantly residential community with water recreation opportunities on the waterfront and with the Whitehurst Freeway removed. The formulation of a Sectional Development Plan for Georgetown reflects the needed transition from existing industrial uses to proposed residential, recreational and commercial land uses.
- 100.02 It is appropriate to adopt a Sectional Development Plan for the Georgetown Waterfront because it is a location where development goals and objectives have not been adequately realized. Large tracts of land are appropriate for development or redevelopment, a major new highway is proposed for the area, a major existing highway is proposed to be removed and there are pressures in adjacent residential and commercial communities to seek space in which to expand. The area is part of the Old Georgetown Historic District and contains many historic structures; it has been designated a Registered National Landmark. The area is of great visual importance to the Nation's Capital City because of its prominence on the Potomac River bank. The area is located between downtown Washington, D.C. and river crossing points to Virginia; therefore, it must accommodate heavy rush hour traffic flows in addition to internally generated traffic.
- 100.03 This Plan establishes objectives, prospective land uses, zoning districts and circulation patterns for the Plan Area. The Plan sets forth proposed amendments* to the Zoning Map covering the Plan Area and to the text of the zoning regulations, and sets forth regulations governing the approval of Planned Unit Development applications in the Plan Area pursuant to Section 7501.

* (N.B. or "hereby amends" the Zoning Map. See also Section 700, infra. Counsel to the Commission should determine whether adoption of the Plan actually constitutes an amendment of the zoning regulations or whether separate action is required by way of amendment to the regulations to implement adoption of the Plan.)

200.00 Definitions

- 210.00 Except as otherwise defined below, terms used in this Plan shall have the same meaning as that set forth in Section 1202 of the Zoning Regulations.
- 220.00 The following terms, whenever used in this Plan shall, unless a different meaning clearly appears from the context, be construed to have the following meaning:
- 220.01 "Board" means the Board of Zoning Adjustment of the District of Columbia.
- 220.02 "Canal" means the Chesapeake and Ohio Canal and its right-of-way owned by the National Park Service.
- 220.03 "Commission" means the Zoning Commission of the District of Columbia.
- 220.04 "Comprehensive Plan" means the Comprehensive Plan for the National Capital prepared and adopted pursuant to the National Capital Planning Act of 1952, as amended.
- 220.05 "Development Program" means the list of public improvements recommended in this Plan and included in the Plan Appendix.
- 220.06 "Historic Landmark" means a district or site or a building, structure, or object, including its surroundings, listed on the National Register of Historic Places or designated for inclusion on the District of Columbia inventory of historic sites by the Joint Committee on Landmarks of the National Capital.
- 220.07 "Old Georgetown Historic District" means that area created by act of Congress, D.C. Code 5-801, 64 Stat. 903 (Appendix J to the Zoning Regulations), which is bounded on the east by Rock Creek and Potomac Parkway from the Potomac River to the north boundary of Dumbarton Oaks Park, Whitehaven Street and Whitehaven Parkway to Thirty-fifth Street, south along the middle of Thirty-fifth Street to Reservoir Road, west along the middle of Reservoir Road to Archbold Parkway, on the west by Archbold Parkway from Reservoir Road to the Potomac River on the south by the Potomac River to the Rock Creek Parkway.
- 220.08 "Pedestrian Way" means an improved walkway exclusively for pedestrian use.
- 220.09 "Plan" means this Sectional Development Plan.

- 220.10 "Plan Appendix" means the appendix section of this Plan which includes explanatory and supportive material. The appendix is attached hereto and made a part hereof.
- 220.11 "Plan Area" means the area regulated by this Plan.
- 220.12 "Plaza" means an area open to the public having a special quality with respect to landscaping, the design of and materials used in pedestrian ways, and other amenities; and providing a setting for any building adjacent to or surrounding such area.
- 220.13 "Potomac River Freeway" means an underground expressway facility extending from the Palisades Parkway on the west to beyond Rock Creek on the east.
- 220.14 "Scenic Vista" means a distant view through or along a roadway or other public right-of-way, or from a point of unobstructed visibility.
- 220.15 "Zoning Regulations" means the Zoning Regulations of the District of Columbia.

300.00 Description of Plan Area

- 300.01 The boundaries of the Plan Area are shown on Map No. 1, Land Use Plan, NCPC Map File No. _____, attached hereto and made a part hereof.
- 300.02 The Plan Area is bounded by the center line of M Street, N.W., the center line of Rock Creek, the north bank of the Potomac River, and the center line of Key Bridge.

400.00 Overall Goals and Specific Objectives

410.00 OVERALL GOALS

410.01 It is the purpose of the Zoning Commission in adopting this Plan to guide new development and accomplish, within the Plan Area the four Overall Goals upon which the Plan is based in a manner consistent with the Comprehensive Plan and the best interests of the National Capital and of the citizens of the District of Columbia.

410.02 Four Overall Goals have been established for the public and private development of the Plan Area; the Overall Goals are to seek:

- a. The preservation and strengthening of Georgetown as a viable community within the District of Columbia;
- b. The more efficient accommodation of traffic moving through the Plan Area;
- c. The preservation and enhancement of those qualities of Georgetown which justify its designation as a Registered National Landmark.
- d. The enhancement of scenic vistas of the Potomac River and of parks and monuments of the National Capital as viewed from Georgetown and of the Georgetown Waterfront as viewed from the River and the aforesaid parks and monuments.

420.00 SPECIFIC OBJECTIVES

420.01 To achieve the Overall Goals the following Specific Objectives are hereby adopted. Actions taken by the Zoning Commission, the Board of Zoning Adjustment, and other authorities in the approval of applications for Planned Unit Developments, special exceptions, and other requests for private development approval not permitted as a matter of right shall be consistent with the Specific Objectives of the Plan. The references herein to public improvements shall serve as guidelines for public agencies to insure achievement of the aforesaid goals.

421.00 ENVIRONMENTAL IMPACT

421.01 Development in the Plan Area shall be designed to cause minimum adverse environmental impact and shall be so planned as to minimize the detrimental effects, if any, of each element of the Plan on each other element.

421.02 Development containing dwelling units shall be designed so as to minimize the hazard of construction and location of dwelling units below the elevation of the 50-year combined Potomac River and tidal flood.

422.00 LAND USE AND DESIGN

422.01 Height and bulk restrictions are hereby established to achieve the Overall Goals of the Plan and specifically to regulate development so that the natural topography of the Plan Area shall not be obscured.

422.02 The height and bulk controls are designed to encourage the compatible development of commercial and residential uses in close proximity to each other.

422.03 Design guidelines for scale, texture, materials and landscape treatment shall be developed by The Fine Arts Commission to extend into the Plan Area the general scale, variety, and character of that portion of The Georgetown Historic District, already established north of the center line of M Street into the Plan Area.

422.04 The Canal shall be protected and restored; scenic vistas shall be maintained or improved along its length.

422.05 Development and restoration of properties abutting the south side of M Street shall conform to the scale and character of the existing buildings.

422.06 All privately owned land, included within each Planned Unit Development application not occupied by buildings, shall be appropriately landscaped in accordance with guidelines to be established by

423.00 COMMUNITY FACILITIES

423.01 The development program for the Plan Area shall incorporate those public facilities required by expected increases in population densities and commercial activity, and shall coordinate the provision of these facilities with the overall development of the Plan Area in such a manner that existing and proposed public services will not be overloaded.

423.02 In high-density residential areas the required open space shall include public recreation facilities.

423.03 A waterfront park and promenade along the Potomac River shall be developed with a design compatible with the configuration and alignment of the proposed Potomac River Freeway.

423.04 The recreation potential of the Canal shall be developed by the National Park Service.

424.00 CIRCULATION

424.01 The total development called for by the Plan is intended to be limited by the ultimate capacity of the circulation system called for by the Plan.

424.02 The Plan is designed to encourage development which will minimize the adverse environmental effects of traffic movement through the Plan Area.

424.03 Major traffic-generating land uses shall be located on K or M Streets to avoid vehicular congestion in residential neighborhoods.

424.04 Protected storage facilities for bicycles shall be provided in multi-family, retail and office buildings.

424.05 The use of public transit shall be encouraged in the Plan Area.

424.06 There shall be a system of pedestrian ways and bikeways. This system shall be continuous, convenient and safe and shall link all portions of the Plan Area with the River. Pedestrian circulation paths shall cross major streets at intersections or on grade separated structures at mid-block.

500.00 Plans and Maps

510.00 LAND USE PLAN

Map No. 1, NCPC File No. _____, attached hereto and made a part hereof, shows the boundaries of the Plan Area and the location and extent of land use categories in the Plan Area upon which the development controls applicable thereto, set forth in Section 600, are predicated.

520.00 VEHICULAR CIRCULATION PLAN

Map No. 2, NCPC File No. _____, attached hereto and made a part hereof, shows the location and extent of arterials and streets.

530.00 PEDESTRIAN CIRCULATION PLAN

Map No. 3, NCPC File No. _____, attached hereto and made a part hereof, shows the Pedestrian Ways, Plazas and bikeways. Development controls applicable to Pedestrian Ways are set forth in Section 600.

540.00 STREET ADJUSTMENTS PLAN

Map No. 4, NCPC File No. _____, attached hereto and made a part hereof, shows existing streets and alleys to be closed, new streets and alleys to be opened, and Pedestrian Ways to be established by easement in the Plan Area.

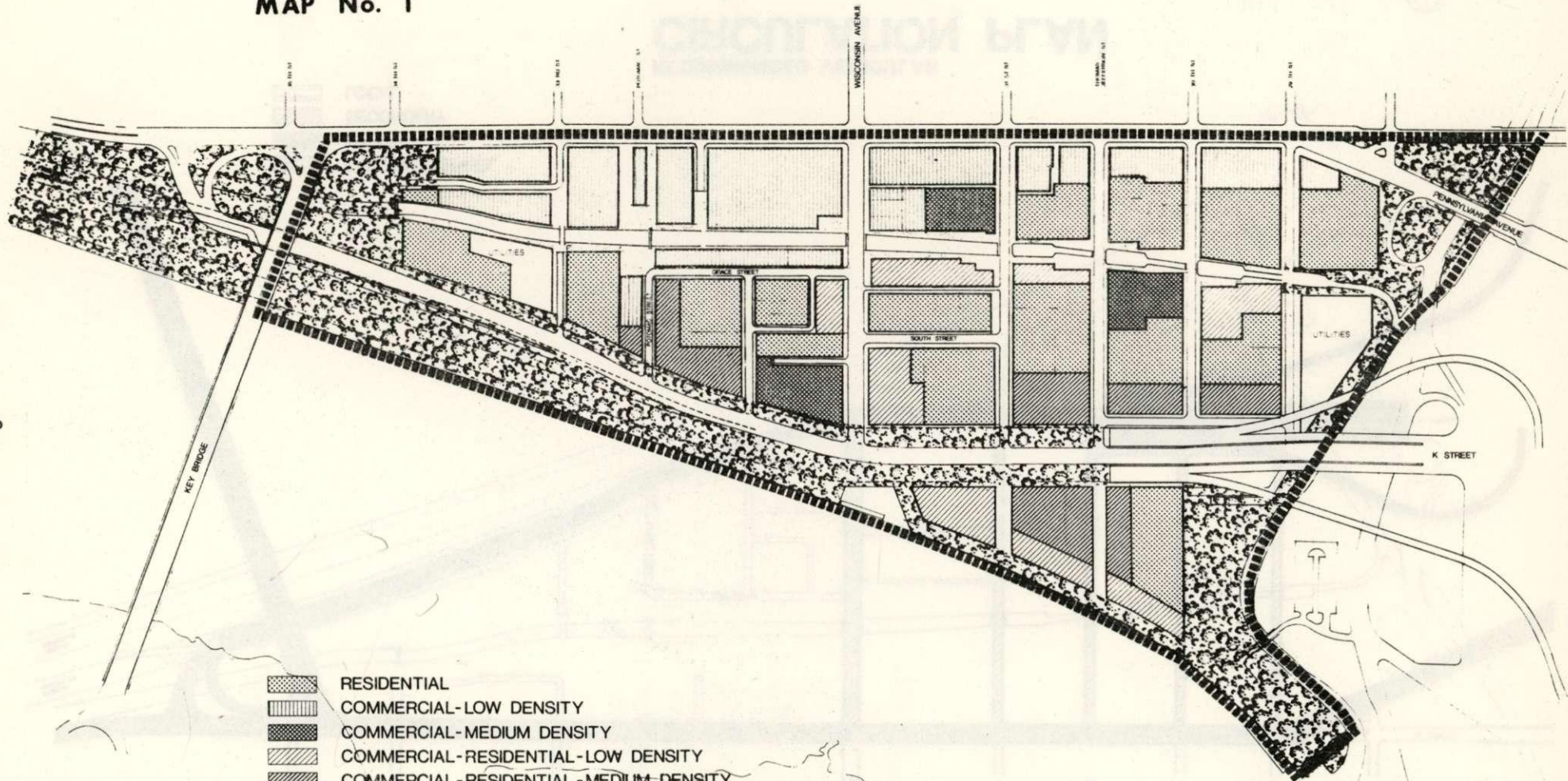
550.00 DESIGN SUBAREAS








Map No. 5, NCPC File No. _____, attached hereto and made a part hereof, shows the design subarea boundaries referred to in the Subarea Design Requirements in Section 610.00

560.00 ZONING PLAN

Map No. 6, NCPC File No. _____, attached hereto and made a part hereof, shows the location and extent of zoning districts proposed for the Plan Area.

MAP No. 1

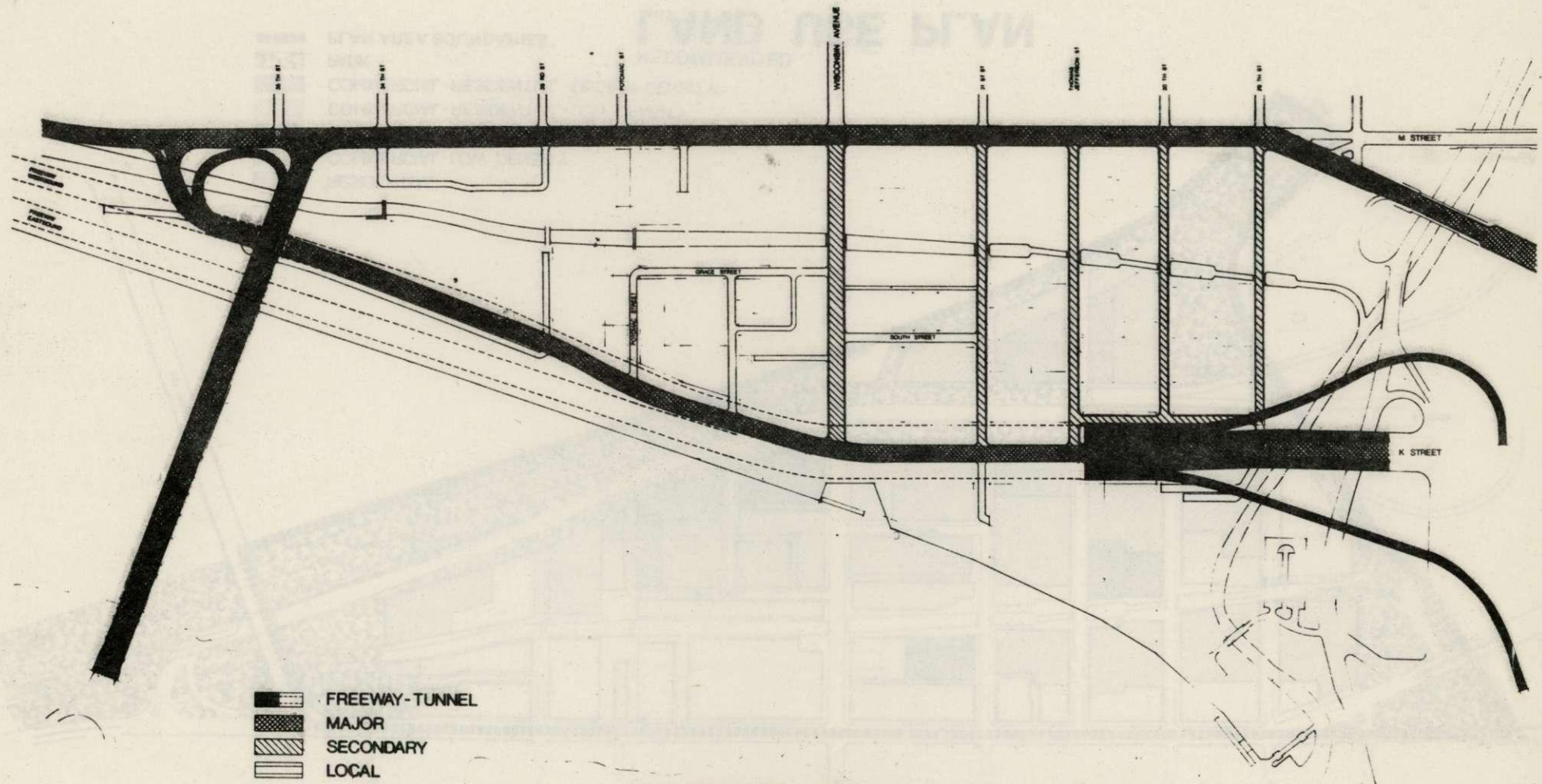


-  RESIDENTIAL
-  COMMERCIAL-LOW DENSITY
-  COMMERCIAL-MEDIUM DENSITY
-  COMMERCIAL-RESIDENTIAL-LOW DENSITY
-  COMMERCIAL-RESIDENTIAL-MEDIUM DENSITY
-  PARK
-  PLAN AREA BOUNDARIES

RECOMMENDED LAND USE PLAN

0 100 200 300 400 500

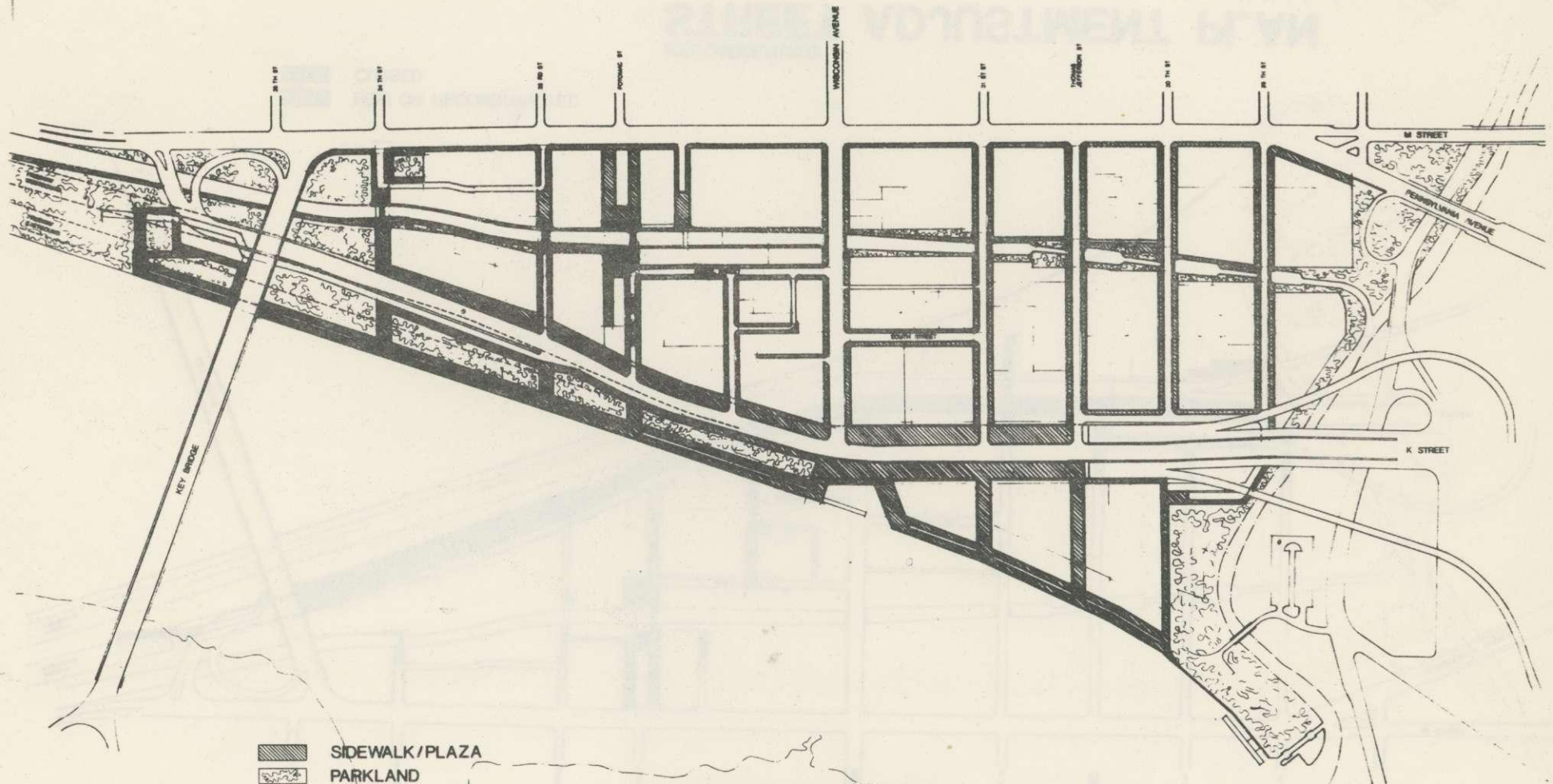
MAP No. 2



RECOMMENDED VEHICULAR CIRCULATION PLAN



MAP No. 3



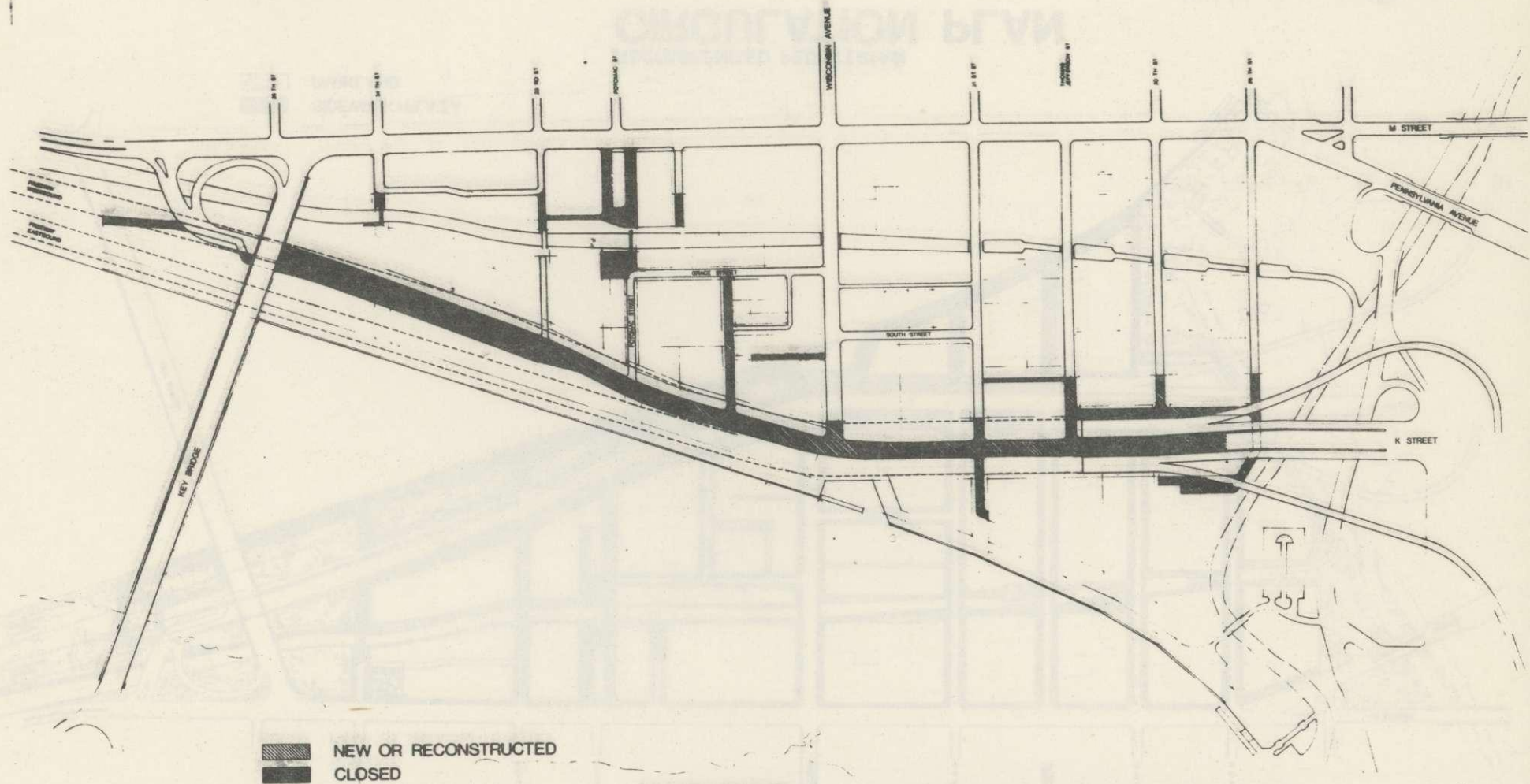
■ SIDEWALK/PLAZA
▨ PARKLAND

RECOMMENDED PEDESTRIAN
CIRCULATION PLAN



MAP No. 4

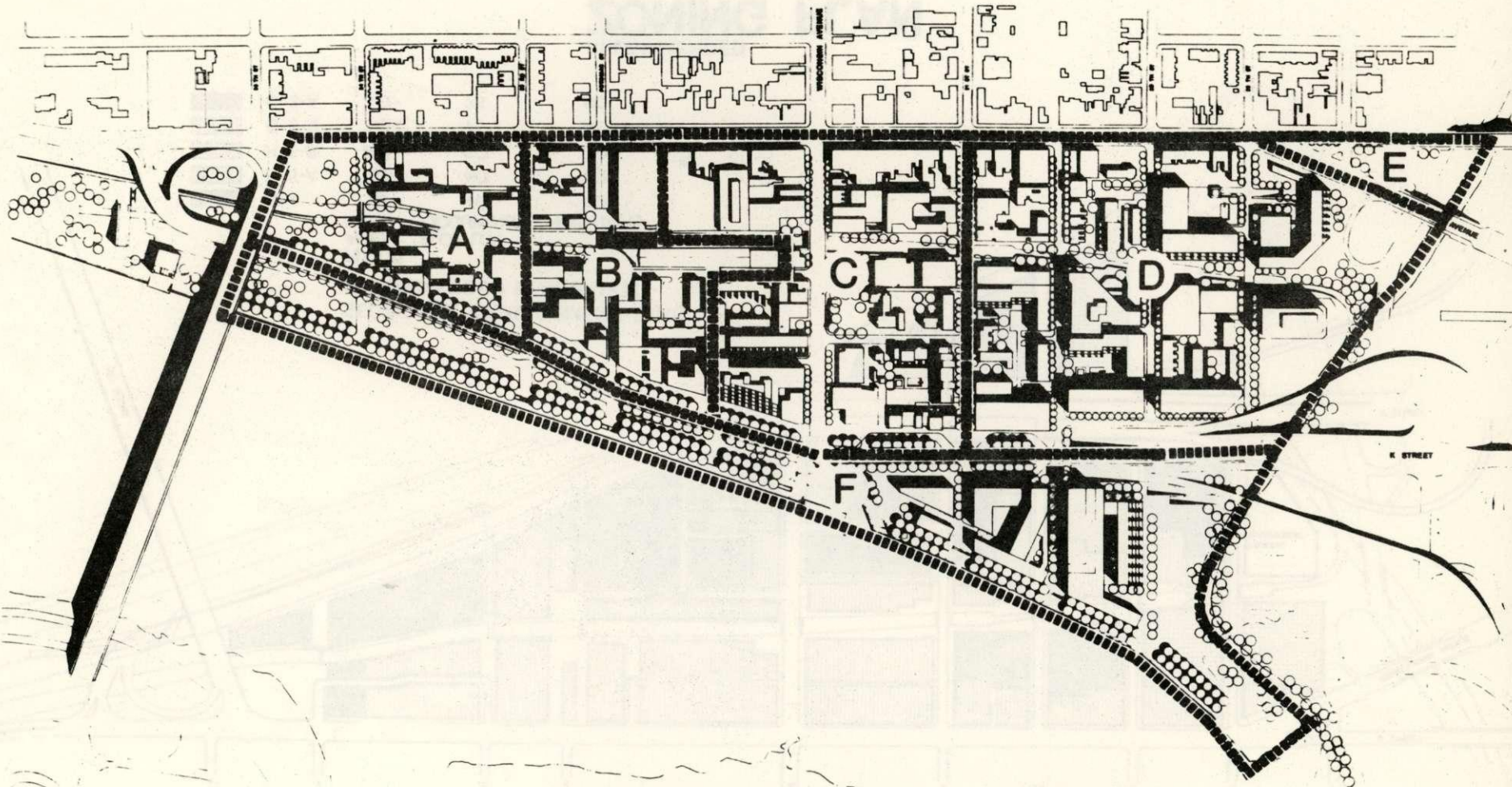
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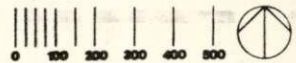
RECOMMENDED
STREET ADJUSTMENT PLAN



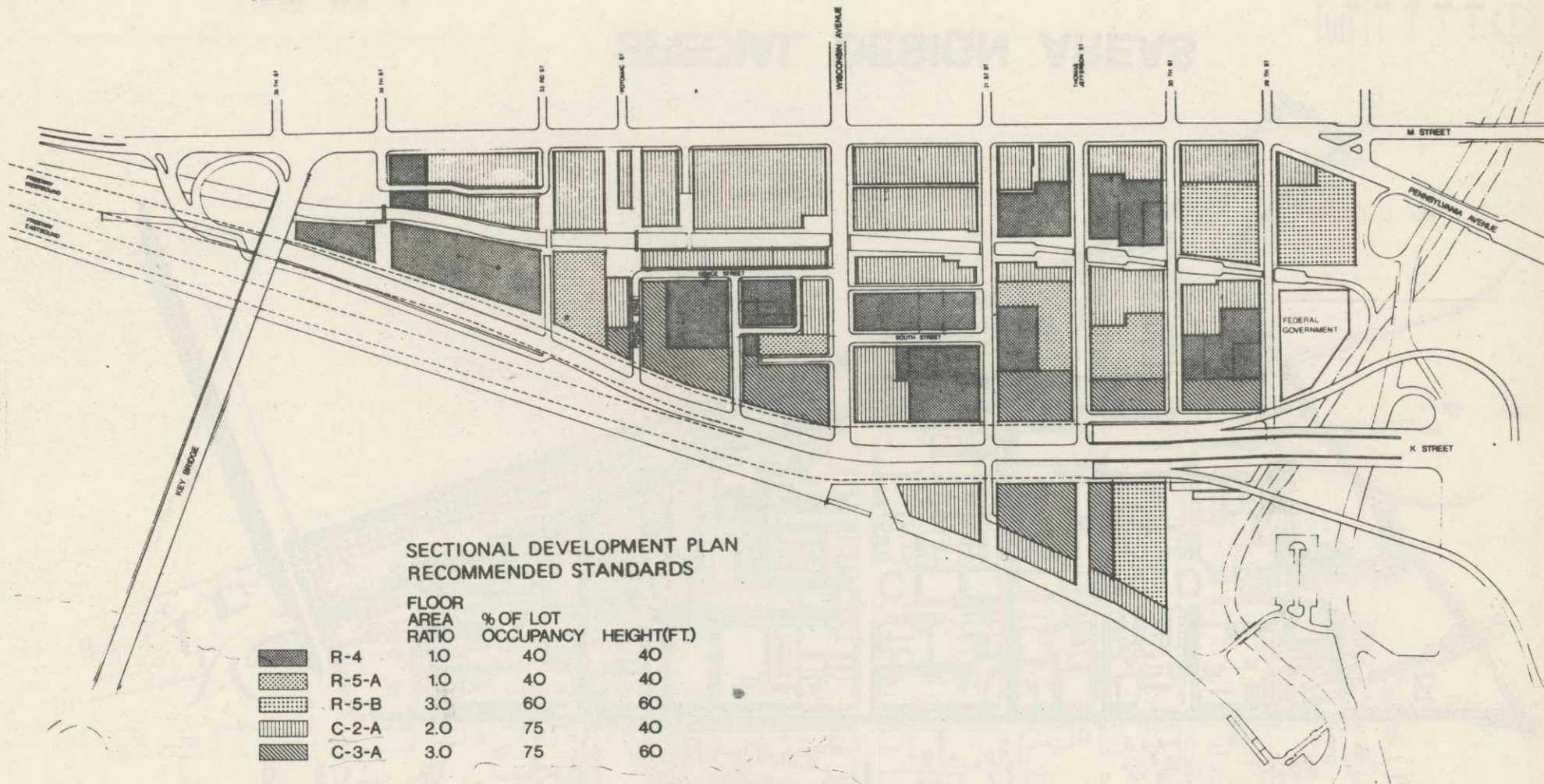
MAP No. 5



SPECIAL DESIGN AREAS



MAP No. 6



600.00 Development Control Standards

The following development control standards shall be applied to Planned Unit Development Applications within the Plan Area. The following standards shall apply in addition to those standards set forth in Subparagraph 7501.24 of the Zoning Regulations; however, where the following standards are more restrictive than those standards set forth in Subparagraph 7501.24 of the Zoning Regulations, the following standards shall govern. An application for a Planned Unit Development in the Plan Area shall not be approved by the Commission or the Board unless the Commission or Board, respectively, has expressly determined that said application is in full conformance with the following development control standards.

A Planned Unit Development in the Plan Area must conform to the Overall Goals, the Specific Objectives and the Development Control Standards including Subarea Design Requirements.

600.01 HEIGHT, FLOOR AREA RATIO AND PERCENT LOT OCCUPANCY STANDARDS ^{1/}

<u>District</u>	<u>Floor Area Ratio</u>	<u>% of Lot Occupancy</u> ^{2/}	<u>Height</u>
R-4	1.0		40
R-5-A	1.0		40
R-5-B	3.0 ^{3/}		60
C-2-A	2.0	75 ^{4/}	40 ^{5/}
C-3-A	3.0	75 ^{4/}	60

^{1/} Each of the three standards must be compiled with.

^{2/} Except as specified herein the lot occupancy standards specified in Subparagraph 7501.24 c. of the Zoning Regulations shall control.

^{3/} See recommended zoning regulation text changes in Section 700.00 of this Plan.

^{4/} This standard applies only to residential development in these districts. Commercial development is still permitted 100% lot occupancy. An amendment to the zoning text is required to permit 75% lot occupancy by residential development in these districts; see recommended zoning regulation text changes in Section 700.00 of this Plan.

^{5/} This height limit is less than that allowed as a matter of right in the C-2-A district; however, bulk is not restricted because a higher percent of lot occupancy is permitted. See note 4 above.

600.02 OFF-STREET PARKING LOADING

600.03 All off-street parking spaces for non-residential uses shall be located within structures. The required number of spaces shall be as shown in the following schedule:

<u>District</u>	<u>Minimum Required</u>	<u>Maximum Allowed</u>
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600.04 RESIDENTIAL

R-4 District	one space per dwelling unit	two spaces per dwelling unit
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All other Residential Districts	one space per dwelling unit	one space per dwelling unit
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600.05 OFFICE

All Districts	one space per 1,200 square feet of gross floor area <u>1/</u>	one space per 400 square feet of gross floor area
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600.06 RETAIL

All Districts	one space per 200 square feet of gross floor area <u>1/</u>	one space per 200 square feet of gross floor area
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600.07 ALL OTHER PERMITTED USES

All Districts	Same as required in the existing respective District Zoning Regulations	
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1/ There shall be no minimum parking space requirements for office or retail uses located within an existing building even if the use is new and involves rehabilitation of the building provided that the building is one for which design standards are set forth in the Subarea Design Requirements and further provided that the exterior of the building is restored and maintained in accordance with said Subarea Design Requirements.

600.08 All loading platforms and loading berths shall be located within structures. The number and size of such platforms and berths shall be as specified in Section 7302 of the Zoning Regulations.

610.00 SUBAREA DESIGN REQUIREMENTS

The Plan Area has been divided into several subareas for purposes of setting forth design requirements tailored to the existing design character of each subarea. (Map No. 5 identifies the boundaries of each design subarea.) This is more convenient than providing design requirements applicable to the entire Plan Area because many design requirements relate to specific buildings and are consequently relevant only in a particular subarea. The subarea boundaries are based on concentrations of historic landmarks, property lines, development proposals, visual reciprocity within the subarea, and the relationship of public facilities, such as the Canal and the Potomac River Freeway, to adjacent areas.

The Subarea Design Requirements are designed to advance the goal of historic preservation and are intended to provide guidance to private property owners to the National Commission of Fine Arts and the Joint Committee on Landmarks of the National Capital in making recommendations to the Mayor of the District of Columbia concerning restoration or preservation of historic landmarks in the Old Georgetown Historic District. Compliance with the following historic preservation design requirements shall be a mandatory condition for approval of a Planned Unit Development application within the Plan Area which may affect any building listed herein.

611.00 AREA A, THE UPPER CANAL

This area is bounded by the center lines of Key Bridge on the west, M Street on the North, 33rd Street on the east and K Street on the south.

611.10 Private Sector Design Requirements

611.11 The Forrest Marbury House shall be preserved and its exterior shall be restored to its appearance circa 1800-1810.

611.12 The buildings abutting the southern side of M Street, between 33rd and 34th Streets, shall be preserved.

611.13 The building abutting the north bank of the Canal between 33rd and 34th Streets shall be preserved.

611.14 Development adjacent to or of the Potomac Electric and Power Company transformer site shall include a masonry screening wall and landscaped buffer zone between the site and the residential development

to the west.

611.15 Residential Development south of the Canal shall be appropriately related to the scenic vista of the Potomac River and the Canal.

611.20 PUBLIC SECTOR RECOMMENDATIONS

611.21 The Canal and the footbridge and ramps at the intersection of the Canal and 34th Street shall be preserved by the National Park Service.

611.22 The rights-of-way of 33rd and 34th Streets shall remain unobstructed from M Street to the Potomac River to preserve reciprocal scenic vistas.

611.23 A Pedestrial Way and a Plaza shall be established on 34th Street as shown on the Pedestrian Circulation Plan, Map No. 3.

611.24 The Francis Scott Key House shall be reconstructed by the National Park Service on a site near the intersection of 34th Street and M Street.

612.00 AREA B, POTOMAC STREET

This area is bounded by the center lines of K Street on the south, 33rd Street on the west, M Street on the north and on the east, a line running south on the center line of Warehouse Place to the center line of the Canal, thence east to the eastern boundary of the Canal Warehouse Property; south along the east boundary of the Canal Warehouse Property, thence west along the southern boundary of the Canal Warehouse to the center line of Cecil Place, thence south to K Street.

612.10 PRIVATE SECTOR DESIGN REQUIREMENTS

612.11 Any building constructed as part of a Planned Unit Development east of the Georgetown Market on property, presently privately owned, bounded by M Street, Potomac Street, the Canal and Warehouse Place, shall provide a minimum of 125 off-street parking spaces and contain shops facing M Street and Potomac Street.

612.12 The Joseph Carlton House at 1052-54 Potomac Street shall be preserved.

612.13 The Potomac Manufacturing Company Building at 1050 Potomac Street shall be preserved.

612.14 The car barn at 3222 M Street and in particular its facade facing the Canal shall be preserved.

- 612.15 The Bomford Mill on Potomac Street shall be preserved and restored to its original appearance.
- 612.16 The facade of 1043 Warehouse Place which faces the Canal shall be preserved.
- 612.17 The building at 1046 Potomac Street shall be preserved.
- 612.18 The building at 1048 Potomac Street shall be preserved.
- 612.19 The buildings abutting the south side of M Street, from 3278 to 3282, shall be preserved.
- 612.19a The Canal Warehouse on Grace Street shall be preserved.
- 612.19b The District of Columbia Paper Manufacturing Company building at 3259 K Street shall be preserved.
- 612.19c A footbridge shall be constructed from Warehouse Place across the Canal as part of any project to restore the Canal Warehouse.
- 612.20 PUBLIC SECTOR RECOMMENDATIONS
- 612.21 The Georgetown Market shall be preserved and restored to its original appearance by the National Park Service.
- 612.22 The Canal and the footbridge at the intersection of the Canal and Potomac Street and the retaining wall parallel to and north of the Canal shall be preserved.
- 612.23 A Pedestrian Way shall be established between the Canal towpath and the public square at the intersection of the Canal and Potomac Street as shown on the Pedestrian Circulation Plan, Map No. 3.
- 612.24 Plazas shall be established on the Potomac Street right-of-way, both north and south of the Canal, as shown on the Pedestrian Circulation Plan, Map No.3.
- 613.00 AREA C, LOWER WISCONSIN AVENUE
- This area is bounded by the center lines of M Street on the north, K Street on the south, 31st Street on the east, and on the west by the boundary of Area B.
- 613.10 PRIVATE SECTOR DESIGN REQUIREMENTS
- 613.11 The Dodge Warehouse at 1000-1006 Wisconsin Avenue shall be preserved.

- 613.12 The building at 3205 K Street shall be preserved.
- 613.13 The building at 3134-3136 South Street shall be preserved.
- 613.14 The Grace Episcopal Church and grounds at 1041 Wisconsin Avenue shall be preserved.
- 613.15 The Vigilant Fire House building at 1066 Wisconsin Avenue shall be preserved.

613.16 The City Tavern at 3206-3208 M Street shall be preserved.

613.20 PUBLIC SECTOR RECOMMENDATIONS

613.21 The existing bridge over the Canal at Wisconsin Avenue shall be preserved by D.C. Department of Traffic and Highways.

614.00 AREA D, LOWER CANAL

This area is bounded by the center line of M Street on the north, west to the center line of Pennsylvania Avenue, thence southeast to the center line of Rock Creek, thence south to the center line of K Street, thence east to 31st Street, thence north to M Street.

614.10 PRIVATE SECTOR DESIGN REQUIREMENTS

614.11 The DuVall Foundary Building at 1050 30th Street shall be preserved.

614.12 The buildings at 1057-1071, 1060-1068 and 1072-1074 Thomas Jefferson Street shall be preserved.

614.13 The buildings on the west side of 30th Street from 1058 to 1072 shall be preserved.

614.14 The sandstone facades, facing the Canal and Rock Creek Park, of the building at 1101 29th Street, located north of the Canal, shall be preserved.

614.15. The orientation of walls of new constructions abutting the Canal shall be parallel to or at right angles to the edge of the Canal.

614.16 All buildings on the south side of M Street between 29th Street and 30th Street shall be preserved.

614.17 All buildings on the south side of Pennsylvania Avenue between 29th Street and the exit from Rock Creek Parkway shall be preserved.

614.20 PUBLIC SECTOR RECOMMENDATIONS

614.21 The Canal, the locks and the barge landing shall be preserved by

the National Park Service.

614.22 A pedestrian bridge over the Canal shall be constructed by the National Park Service at the eastern end of the Plan Area leading to a path along the west bank of Rock Creek.

614.23 A masonry wall shall be constructed around the Western Heating Plant by the General Services Administration.

615.00 AREA E, M STREET-PENNSYLVANIA AVENUE INTERSECTION

This area is bounded by the center line of Rock Creek on the east, thence northwest on Pennsylvania Avenue to the center line of M Street, thence east to Rock Creek.

615.10 PRIVATE SECTOR DESIGN REQUIREMENTS (NONE)

615.20 PUBLIC SECTOR RECOMMENDATIONS

615.21 The service station located east of the M Street-Pennsylvania Avenue Intersection, north of Pennsylvania Avenue and south of M Street, should be acquired by the National Park Service and incorporated into Rock Creek Park.

616.00 AREA F, THE WATERFRONT

This area is bounded by the center line of K Street on the north, the center line of Key Bridge on the west, the north bank of the Potomac River on the south and by the center line of Rock Creek on the east.

616.10 PRIVATE SECTOR DESIGN REQUIREMENTS

616.11 All buildings located south of K Street and bordering the Waterfront Park (see Section 616.21) shall have a maximum height of 40 feet, measured from the surface of the deck covering the Potomac River Expressway, and shall have a facade facing the Potomac River which conforms to the following design specifications: the facade shall rise, perpendicular to the deck to a cornice line at an elevation of 30 feet above the deck; above the 30 foot cornice line the facade shall slope away from the river at a 45 degree angle relative to the deck to a height of 40 feet above the deck; see Figure 1:

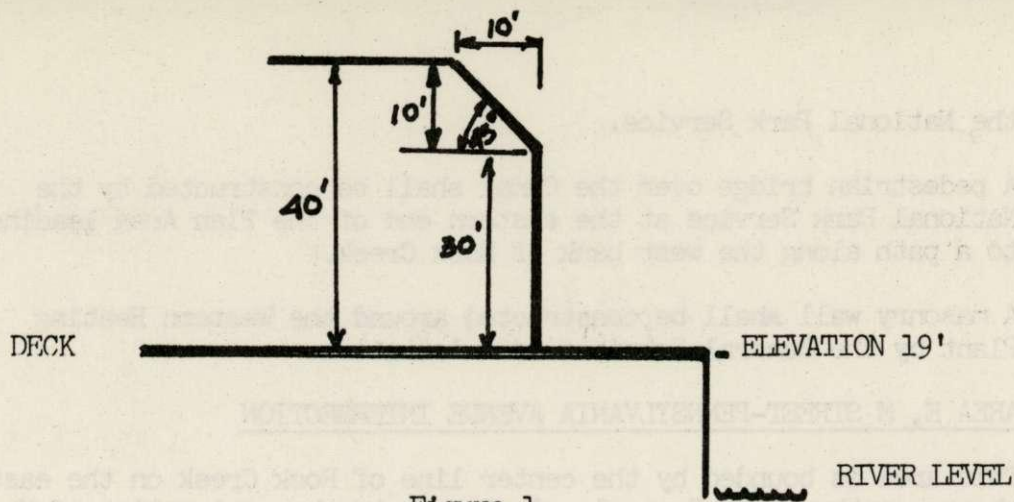


Figure 1

- 616.12 Buildings adjacent to the Plaza on the Potomac River at Wisconsin Avenue (see Section 616.24) shall follow the setback line established on the Land Use Plan, Map No. 1, to avoid obstruction of the scenic vista from Wisconsin Avenue looking south.
- 616.20 PUBLIC SECTOR RECOMMENDATIONS
- 616.21 A waterfront park, 50 feet wide, shall be established by the National Park Service adjacent to the Potomac River. The park shall include a promenade from Rock Creek to Palisades Park, west of Key Bridge.
- 616.22 A Pedestrian Way and Plazas shall be established linking the waterfront park and the walkway system shown on the Pedestrian Circulation Plan, Map No. 3.
- 616.23 The area south of K Street, between Wisconsin Avenue and Key Bridge, shall remain open to provide a river view from development immediately north of K Street.
- 616.24 A Plaza shall be developed at the southern end of Wisconsin Avenue between K Street and the Potomac River. Building lines adjacent to this Plaza shall be established as shown on the Land Use Plan, Map No. 1, to provide a broad scenic vista of the Potomac River from the Plaza and from Wisconsin Avenue.

700.00 Amendments to Zoning Map and Text

710.00 The Zoning Map, a part of the Zoning Regulations, is proposed to be amended* as shown on Map No. 6, Zoning Plan, NCPC Map File No. _____, annexed hereto and made a part hereof.

720.00 RECOMMENDED ZONING TEXT AMENDMENTS

720.10 Subparagraph 7501.24 b. is proposed to be amended to permit a F.A.R. of 3.0 in the R-5-B District, to read, in part, as follows:

Zone District	F.A.R.
C-2-A	2.0
R-5-B, C-M-1	3.0

720.20 Subparagraph 7501.24 c. is proposed to be amended to permit any residential building or any building, which has a portion thereof devoted to residential use, to occupy the lot upon which it is located to a maximum of 75% of lot occupancy, provided said building is located in a planned unit development. The amended subparagraph would read as follows:

c. The maximum permitted percentage of lot occupancy shall be as otherwise prescribed in these regulations with the exception of C-2-A and C-3-A Districts in which 75% lot occupancy shall be permitted for any residential building or any building, which has a portion thereof devoted to residential use. The percentage lot occupancy for all other buildings in the aforesaid Districts shall be as otherwise prescribed in these regulations.

720.30 Subparagraph 7502.61 is proposed to be amended to eliminate the possibility of the Zoning Commission petitioning itself to amend the Zoning Regulations. Subparagraph 7502.61 would read as follows:

7502.61 Amendments to the zoning maps or regulations in a Section Development Plan area may be proposed by any agency or person authorized to propose amendments by Article 9 of the Zoning Regulations. A proposed amendment shall include a detailed statement explaining the impact of the proposed amendment upon the Sectional Development Plan.

* (N.B. See footnote on page 3.)

800.00 Plan Implementation

- 810.00 Development As A Matter of Right. Pursuant to Subparagraph 7502.71 of the Zoning Regulations, any property may be developed to the maximum extent allowed as a matter of right under the applicable Zone Districts. No processing of property before the Zoning Commission or the Board of Zoning Adjustment is necessary for such development unless such processing is required by the applicable Zoning Regulations.

820.00 APPLICATIONS FOR PLANNED UNIT DEVELOPMENTS

All of the procedures, requirements and standards for applications for Planned Unit Developments in a Sectional Development Plan Area under Section 7501, as amended, shall be followed. The owner or owners of property in the Plan Area may, pursuant to Paragraph 7501.3, submit an application for a Planned Unit Development to the Zoning Commission. An applicant whose Planned Unit Development has been approved by the Zoning Commission may, pursuant to Paragraph 7501.4 of the Zoning Regulations, file for "further processing" of the Planned Unit Development before the Board of Zoning Adjustment. Pursuant to Subparagraph 7501.53 of the Zoning Regulations, all conditions imposed by the Zoning Commission or the the Board of Zoning Adjustment, including those the performance of which are conditions precedent to the issuance of any permit necessary for the development of any part of the entire site, including compliance with the requirements of this Sectional Development Plan, shall run with the land and shall not lapse or be waived as a result of any subsequent change in the tenancy or ownership of any or all of said area. Such conditions shall be a part of any certificate of occupancy issued for any use or structure in such development.

- 830.00 Amendments to Zoning in Sectional Development Plan Areas. Pursuant to proposed, amended Subparagraph 7502.61 of the Zoning Regulations, amendments to zoning in a Sectional Development Plan area may be proposed by the Zoning Commission, the National Capital Planning Commission, the Redevelopment Land Agency, the National Capital Housing Authority or any other department of the Government of the District of Columbia or of the Federal Government or by the owner of property for which amendments shall include a detailed statement explaining the impact of the proposed amendment upon the Sectional Development Plan. (See recommended zoning text changes Section 700.00 of this Plan.)

- 840.00 Pursuant to Public Law 808, 81st Congress; D.C. Code 5-801, 64 Stat. 903 (Appendix J to the Zoning Regulations) before any permit for the construction, alteration, reconstruction, or razing of any building within the Old Georgetown Historic District (the District includes

the entire Plan Area) is issued, the Council of the District of Columbia shall refer the plans to the National Commission of Fine Arts for a report as to the exterior architectural features, height, appearance, color, and texture of the materials of exterior construction which are subject to public view.

840.10 The Subarea Design Requirements are appropriate for use by the National Commission of Fine Arts in its architectural review, pursuant to Paragraph 7513.1 of the Zoning Regulations, of plans for any building or structure in the Plan Area.

850.00 Pursuant to District of Columbia Regulation 73-25; Section 109.10 of the Building Code of the District of Columbia, no permit to demolish or alter the exterior of a building, structure or place located within the Old Georgetown Historic District shall be issued without compliance with the requirement of this regulation which provides for review of the permit application by the District of Columbia Professional Review Committee for nominations to the National Register of Historic Places.

