



# **LINCOLN HEIGHTS & RICHARDSON DWELLINGS NEW COMMUNITIES INITIATIVE REVITALIZATION PLAN**

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# Executive Summary







# EXECUTIVE SUMMARY

The Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the “Revitalization Plan”) is comprised of three components:

- A Human Capital Plan to meet the current needs of residents and to prepare them to benefit from changes coming to their community;
- A Physical Plan for the redevelopment of sites throughout the neighborhood; and
- A Development and Finance Strategy for implementing these plans.

The Revitalization Plan presented in this document will guide future development by clearly establishing goals and strategies for improving the lives of long-time residents and their new neighbors. It reflects a broad vision for the future, shaped by the residents, community organizations, city agencies and public officials responsible for its implementation. Guiding principles outlined in this strategy set standards and expectations for new development that will serve to connect areas long divided – physically and psychologically – and ensure that changes in the neighborhood are for the better.

Residents and planners were committed to following the overarching development principles of the New Communities Initiative. These principles include:

- ***Right to Stay / Right to Return***
- ***Mixed-Income Residential Development***
- ***1-for-1 Replacement***
- ***Build First***

The Lincoln Heights and Richardson Dwellings neighborhood (“the neighborhood”) was selected as the second New Communities Initiative revitalization community due to the opportunity it presents to address the concentration of crime and poverty in the neighborhood, its location along Ward 7’s growing East Capitol Street development corridor, and the ability to leverage the benefits of other public investment in the area.

Findings from household surveys, interviews, focus groups, and dollar games reflected the community’s priority needs. The four key areas identified for human capital investment are educational attainment and job training, public safety, youth development and health promotion and treatment opportunities.

Financing human capital investments in the community will require approximately \$16 million over a five-year period in programs and services and \$33 million in capital investments over a ten-year period. Investments will include:

- \$18 million for a primary, specialty and diagnostic medical facility;
- \$15 million in capital investments in recreation facilities at Kelly Miller Middle School;
- \$9 million in direct city investment in case management and new or expanded on-site youth programming;
- \$6 million to support adult education and employment training programming (including development and funding of local adult charter school), funds to be leveraged from the DC Housing Authority (DCHA), Department of Employment Services (DOES), DC Public Schools (DCPS), and the State Education Office (SEO); and
- \$1 million for community health education programming and mental health supports.

Additionally, \$1 million from philanthropic donations from local and national foundations will be leveraged as matching support for selected programming.

Market analysis determined that average rents in the neighborhood range from \$650 to \$1,400 depending on unit size. Rental properties in the market area contain predominantly one- and two-bedroom units. Median sales prices in the extended market area are approximately \$147,000 for condominiums, \$205,000 for townhouses, and \$230,000 for single-family detached homes.

Based on updated 2000 Census data, only 3.5 percent of the housing in the central neighborhood (Census Tract 78.04) was built after 1989. To attract new residents, new housing will need to be constructed. Analysis of income levels within the Census Tract, representing most of the neighborhood area, indicates an existing population (largely residents of public housing) with a significantly lower median income than households in the larger market area.

There are few easily accessible health facilities near the Lincoln Heights neighborhood. These facilities are challenged in their resources and quality of services.



The market study completed for this plan indicates that new retail development in the area is needed. Most of the unmet demand created by the proposed new development will likely be satisfied by the new supermarket and retail to be developed as part of the Capitol Gateway HOPE VI property along East Capitol Street in the easternmost corner of the District. With significant land assembly, streetscape improvements and development subsidy, a revitalized intersection at Nannie Helen Burroughs and Division Avenues could support up to 30,000 square feet of new convenience retail. Convenience retail refers to such drop-in stores as a mini-market, coffee shop, bookstore or restaurant.

Residents raised several traffic issues during community meetings and the charrette process. Each was verified by independent analysis. Currently, area roadways serve daily traffic volumes that are well below their design capacity, with intersections operating quite efficiently, without significant congestion or delay. Several intersections, however, operate with significant safety deficiencies. Factors contributing to safety deficiencies along Division Avenue include speeding, sight distance restrictions, as well as geometric and traffic control issues. Speeding was also identified as an issue along Fitch Place.

The planning process has resulted in two development scenarios – a Baseline Plan and an Alternative Plan. Both scenarios focus on creating housing on developable sites that is similar to housing throughout the Lincoln Heights neighborhood. Both use townhouses arranged as single-family structures or with two units stacked within one townhouse and both also include multi-family structures.

Scenario 1 (the Baseline Plan) involves redevelopment of DCHA’s Lincoln Heights property as mixed-income housing and development of a new mixed-use Town Center at the intersection of Nannie Helen Burroughs and Division Avenues. Scenario 2 is identical to the Baseline Plan, but with the addition of DCHA’s Richardson Dwellings site. This alternative may be necessary to accelerate the timeframe in which new mixed-income residential development can be produced and replacement units provided.

Redevelopment & Replacement Units			
Recommended Scenario	Total Units	Replacement Units	Other Development
Lincoln Heights DCHA Site	574	191	30,000 SF Retail; 58,000 SF Clinic/Office
Richardson Dwellings DCHA Site	329	110	
Town Center	566	189	
Offsite Public or Private Development	0	140	
	1,469	630	
Offsite Public or Private Development	140		
	1,609		

The proposed development program – across all three development sites – will include a mix of townhouses and multi-family buildings. Townhouses will be designed to accommodate the needs of residents and the topographical contours of each site.

Multi-family buildings will be located at the Town Center as well as overlooking Marvin Gaye Park on both DCHA sites. The Lincoln Heights & Richardson Dwellings New Communities Initiative will set a precedent for environmentally sensitive development through stormwater management and sustainable design.

To accomplish the proposed development, certain zoning requirements governing the height, size and uses of buildings within the Lincoln Heights neighborhood will need to be revised, particularly related to density. These proposed changes are consistent with recommendations in other District initiatives.

The development plan calls for 1,609 units of new housing (including up to 630 replacement units), 30,000 square feet of new retail development, and 58,000 square feet of new office space (including health care uses). The total estimated cost to implement the Revitalization Plan will be up to approximately \$576 million over an estimated 10- to 15-year period.

The lack of publicly-owned land in the neighborhood can impact the development called for in this plan. As a result, implementation of this plan will require significant public-private partnership to develop private land or implement a public land assemblage. Options for new development under the plan include DCHA properties; public-private partnerships for land development at the Town Center site; other private developments; and such other public sites as those identified under the District’s Home Again Initiative, the Great Streets Initiative along Nannie Helen Burroughs Avenue, and at public school sites.

Preliminary Estimated Sources & Uses - Recommended Scenario		
Development Program: 1,609 units, 30,000 SF retail, 58,000 SF office, 293 replacement parking spaces, new pool house, new health clinic		
<b>Uses of Funds</b>	<b>Total (\$ millions)</b>	<b>% of Total</b>
Development Costs	\$471	82%
Land	\$0	0%
Recreation Center/Pool House	\$15	3%
Health Facility	\$18	3%
Replacement Parking	\$10	2%
Upfront Public Investment	\$62	11%
<b>Total Uses of Funds</b>	<b>\$576</b>	<b>100%</b>
<b>Sources of Funds</b>	<b>Total (\$ millions)</b>	<b>% of Total</b>
Private Debt	\$188	50%
Private Equity	\$10	3%
Tax Credit Equity	\$128	34%
Existing DC Capital Programs Budgets	\$15	4%
Medical Homes DC Capital Budgets	\$18	5%
Net Proceeds from Fee Simple Land Sales	\$15	4%
<b>Total Sources of Funds</b>	<b>\$374</b>	<b>100%</b>
<b>Funding Gap</b>	<b>Total (\$ millions)</b>	
Intended sources include PILOT, HPTF and payback of cashflow grants for ownership townhomes	\$203	



# I. Introduction







# I. INTRODUCTION

In November 2005, the District of Columbia, in collaboration with the residents of the Lincoln Heights neighborhood, initiated a process to plan for and implement the revitalization of the DC Housing Authority's Lincoln Heights property and the surrounding neighborhood. Consistent with the New Communities Initiative, the goal of this effort was to transform the public housing development and its neighborhood into a mixed-income, mixed-use community. In this new community, residents will have access to high quality housing options affordable at all income levels and to the human services necessary to help prepare them to take advantage of the new economic opportunities and changes that are coming their way.

The Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the "Revitalization Plan") is comprised of three components:

- A Human Capital Plan to meet the current needs of residents and to prepare them to benefit from the changes coming to their community;
- A Physical Plan for the redevelopment of sites throughout the neighborhood; and
- A Development and Finance Strategy for implementing these plans.

Within the Lincoln Heights & Richardson Dwellings neighborhood ("the neighborhood"), the New Communities Initiative process has brought together residents and other stakeholders to consider how best to manage redevelopment of publicly-owned housing sites and new private housing development, as well as how to provide low-income families with the tools and resources to participate fully in the new opportunities coming to Ward 7. The path to self-sufficiency includes not only housing, health care and educational support programs, but the development of public facilities – schools, recreation centers, health clinics and community gathering places – necessary to unite and invigorate the community.

The Revitalization Plan presented in this document will guide future development by clearly establishing goals and strategies for improving the lives of long-time residents and their new neighbors. It reflects a broad vision for the future, shaped by the residents, community organizations, city agencies and public officials responsible for its implementation. Guiding principles outlined in this strategy set standards and expectations for new development that will serve to connect areas long divided – physically and psychologically – and ensure that changes in the neighborhood are for the better.

## A. Background

The New Communities Initiative is a comprehensive partnership sponsored by the District government to improve the quality of life for families and individuals living in distressed neighborhoods across the city. The Initiative's goal is to redevelop both the physical and the human architecture of neighborhoods troubled by violent crime, poverty and other social challenges.

The New Communities Initiative seeks to address these challenges in specific District neighborhoods by:

- Preserving and producing new affordable housing;
- Creating mixed-income communities;
- Improving resident opportunities for better jobs, education, training, and human service programs;
- Decreasing crime through proven crime reduction strategies;
- Reinvesting in community institutional assets such as schools, libraries, and recreation centers; and
- Engaging residents in the decision-making process for the redevelopment of their community.





## 1. New Communities Initiative Guiding Principles

In addition to the Lincoln Heights Guiding Principles for the planning process, residents and planners were committed to following the overarching development principles of the New Communities Initiative. These principles include:

- **Right to Stay / Right to Return.** Current residents of existing public housing in a New Communities Initiative neighborhood will have the first right to relocate to new replacement units developed in the area. Residents will not be excluded based on their need for rental assistance. This means that households currently paying 30 percent of their income for rent will be able to do the same for newly developed units.
- **Mixed-Income Residential Development.** To ensure the long-term viability of the neighborhood and its current families, it is crucial that the New Communities Initiative neighborhood provide a range of high-quality housing options that are affordable at all income levels. Housing planned for the neighborhood under this plan will be accessible for the following mix of incomes relative to the area median income (AMI) for the Washington, DC metropolitan area. In 2006, the Washington, DC AMI for a four-person household is \$90,300. This means that half of the four-person households in the area (which includes certain counties in Maryland and Virginia) have annual incomes greater than \$90,300 and half have incomes less than \$90,300. Household income does not consider how many members of the household are earning income in a given year.
  - Approximately one third of units will be **replacement units** replacing public housing units demolished to accommodate new development for households with incomes predominately below 30 percent of AMI;
  - Approximately one third of units will be **workforce** for households with incomes between 30 and 80 percent of AMI; and
  - Approximately one third of units will be **market-rate** for households with incomes above 80 percent of AMI.
- **1-for-1 Replacement.** Redevelopment of public housing sites must replace each existing DC Housing Authority (DCHA) public housing unit with a new public housing unit on or off-site within the New Communities Initiative neighborhood.

### LINCOLN HEIGHTS NEW COMMUNITIES REVITALIZATION INITIATIVES

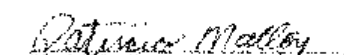
#### GUIDING PRINCIPLES


The Lincoln Heights New Communities Partnership, composed of Lincoln Heights residents, an Advisory Committee, the surrounding community of stakeholders and the District of Columbia, embraces the following set of principles to guide the planning and development process and outcomes. The Partnership acknowledges the prospect of subsequent entry into this Partnership by one other resident council and other interested stakeholders. In all cases, it is expected that later participants will commit to adhere to these guiding principles.

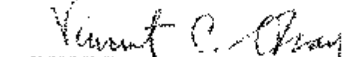
1. **Full Partnership.** Participants agree to a full partnership in all phases of this Initiative including defining boundaries and critical terms, community engagement, physical and human development planning, and implementation.
2. **Preserve Affordable Housing & Create & Mixed-Income Community.** The Partnership agrees to a 1:1 replacement of affordable housing based on a survey of the number of units and incomes of existing Lincoln Heights' residents. Development of quality, affordable rental and for sale units will be matched by development of an equal number of both workforce and market rate units within the Initiative boundaries.
3. **Preference for Current Residents.** The Advisory Committee agrees to develop a right to return protocol and community standards. Current Lincoln Heights housing residents will have the first right to return and no families shall be excluded solely based on income.
4. **Economic Opportunities.** The Initiative will provide real economic opportunities for residents of Lincoln Heights and the surrounding community, including job training, employment, financial education, asset building, entrepreneurship and homeownership.
5. **Comprehensive, Coordinated Services.** Health, recreation, transportation, childcare, and other services will be available to support children, youth, families and elders. Case managers will work with Lincoln Heights and other neighborhood residents to achieve individual development goals.
6. **Quality Education.** The Partnership will strive to provide the community with high quality educational opportunities including K-12, career and vocational training, post secondary and special education, adult literacy, lifelong learning, and leadership development.
7. **Safe and Attractive Environment.** The Partnership will seek to ensure neighborhood safety through a combination of enforcement (drugs, violence, litter) and other strategies (physical design, youth programs, community organizing). Protection and enhancement of parks and public spaces and maintenance of private property will be a priority.
8. **Value the Past.** The Partnership agrees to preserve and promote the rich historic heritage of the surrounding neighborhoods, people, and institutions.
9. **Mixed-Use Development.** In addition to housing, the Initiative will facilitate development of community amenities, including commercial, educational, recreational and civic facilities.
10. **Accessible to All.** Residents of all ages, incomes and backgrounds will have access to the housing and facilities, tools, resources, and support made available through this Initiative.
11. **Build on Community Assets.** The Partnership will value organizations that have existing, proven relationships with residents and will strengthen programs that have proven to be effective in meeting the goals of the development plan.
12. **Funding and Implementation.** The Partnership will work together to preserve and expand affordable housing by attracting a variety of public and private resources. Further, the Partnership agrees to secure all other resources necessary to fully implement the Initiative.

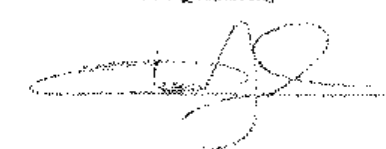
In witness hereof this 9<sup>th</sup> day of June 2006:

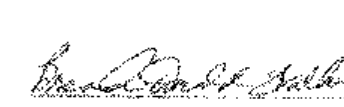
  
Robert C. Babb  
City Administrator  
District of Columbia

  
Patricia Malloy, Chair  
Lincoln Heights Partnership

  
Michael Kelly  
Executive Director  
DC Housing Authority

  
Vincent C. Gray









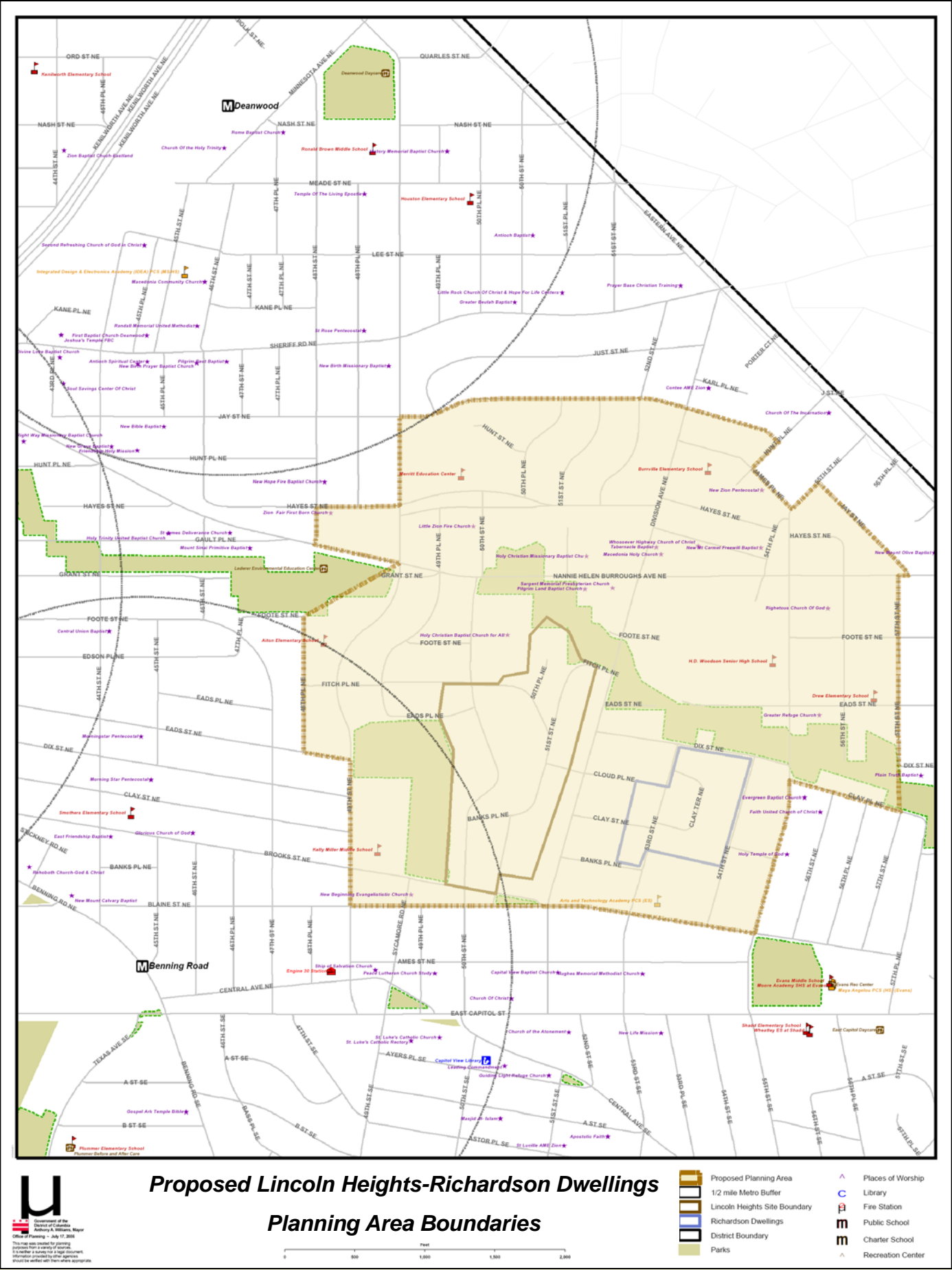
- **Build First.** New housing for current residents of existing public housing in the neighborhood will be built or identified prior to any relocation of residents. This means that residents should be relocated directly to new permanent housing in mixed-income developments. Subject to available housing opportunities, most residents may move only once and will be relocated to new units on land owned or acquired by the District, or developed with the financial support of the District. Only a portion of residents will be relocated to new units on their existing public housing site.

2. Why Lincoln Heights & Richardson Dwellings

The Lincoln Heights and Richardson Dwellings neighborhood was selected as the second New Communities Initiative revitalization community due to the opportunity it presents to address the concentration of crime and poverty in the neighborhood, its location along Ward 7’s growing East Capitol Street development corridor, and the ability to leverage the benefits of other public investment in the area. The neighborhood, a residential community bounded by two major commuter routes into the city – East Capitol Street and Nannie Helen Burroughs Avenue – is located between the Benning Road Metro Station and the Capitol Heights Metro Station.

Nearby, a new HOPE VI redevelopment is underway at Capitol Gateway that includes a significant retail component. The presence of a stable residential community in the neighborhood is crucial to knitting together the urban fabric of these areas and expanding the number of District residents able to benefit from and support these public investments.

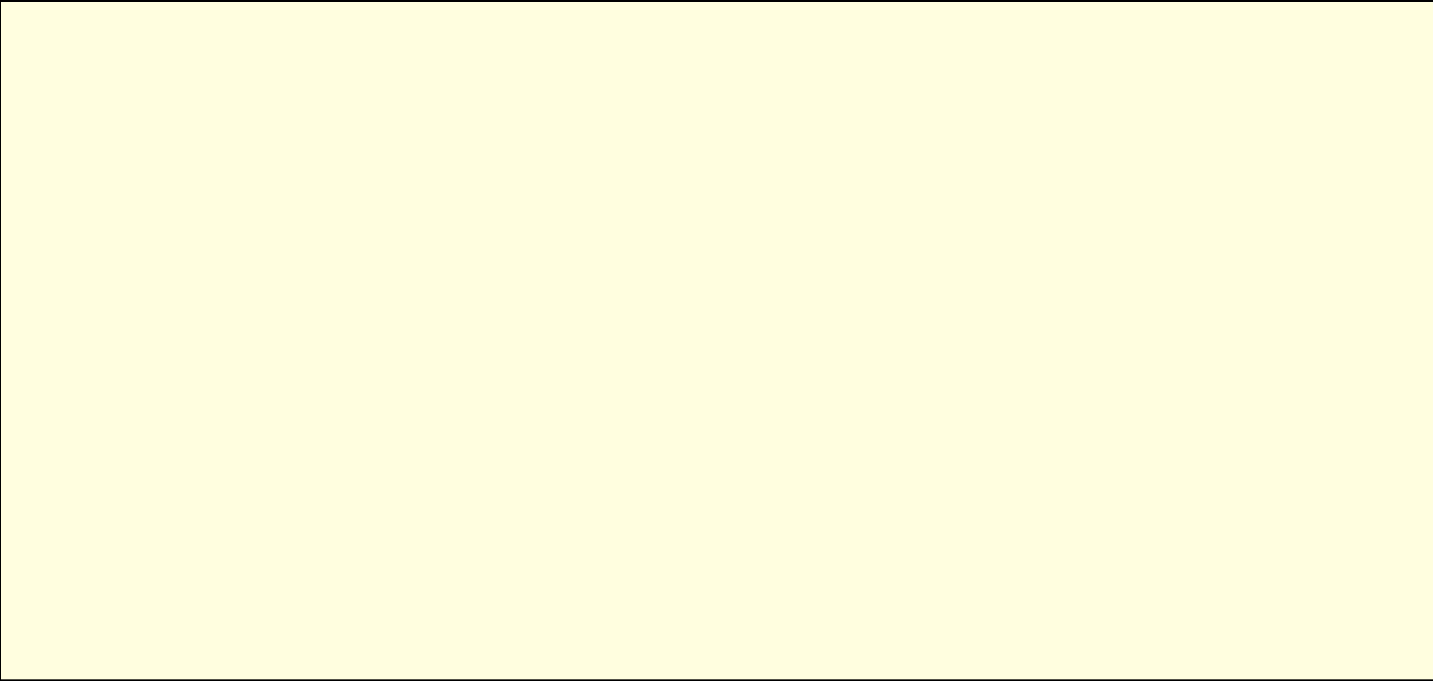
Several nearby commercial corridors in the area have been designated priorities under the District’s Great Streets Initiative. The Great Streets Initiative combines street infrastructure investments with economic development support to reposition transit corridors as vibrant community centers that meet the needs of residents, visitors, workers and entrepreneurs. The District’s Department of Transportation (DDOT) investments that change the physical environment are targeted to change the economic environment as well. Public space improvements could include restored streets, sidewalks, transit services, lighting and trees. The Great Streets Initiative is currently focusing on Nannie Helen Burroughs Avenue and nearby Benning Road and Kenilworth Avenue.



3. Neighborhood History

The history of the neighborhood reflects much of the experience of African-American communities across the United States over the past 150 years. In 1863, Black Methodists locked out of an existing church by Confederate sympathizers, built their own church on the edge of Deanwood. The area has continued to serve the District's spiritual needs ever since. With the end of the U.S. Civil War, free blacks began to settle in the new neighborhoods of Lincolnville, Burrville, Bloomingdale and DePriest Village (now Capitol View).

Many of the schools in Lincoln Heights have a long history. Burrville Elementary School opened in 1888. Nannie Helen Burroughs, an accomplished writer and editor who served as President of the Women's Auxiliary of the National Baptist Convention, secured a charter and the land for the National Training School for Women and Girls in 1907, after being denied a teaching position by the DC Board of Education. The school opened in 1909 and still operates in Lincoln Heights. Kelly Miller Junior High School, the first junior high school in far northeast DC, opened in 1939, and the Emma F.G. Merritt Public School opened in 1943. In 1965, plans were announced for construction of the first high-rise high school in the District, named for Howard Woodson, an architect and civic leader.



H.D. Woodson High School was built on the former site of Suburban Gardens, the only amusement park ever located within city limits. Suburban Gardens opened in 1921, at a time when black Washingtonians were refused entry to Glen Echo Park. It closed in

1961. That same year, the Reverend Martin Luther King, Jr. gave a speech on property near the current Aiton Elementary School and the Lederer Youth Garden and Environment Center. Lincoln Heights again drew national recognition in 1966 when the First Lady, Lady Bird Johnson, kicked off the Keep America Beautiful campaign by planting a wildflower meadow in Watts Branch Park (renamed in 2006 in honor of local son, Marvin Gaye).

B. Lincoln Heights & Richardson Dwellings Neighborhood Planning Process

The neighborhood planning process included examining, evaluating and preparing detailed recommendations for investment in such physical infrastructure as housing, public facilities, urban design, parks and open space, and transportation. Similar effort and detail went into researching and recommending initiatives to build the human capital of the entire neighborhood. Finally, the process addressed the financial and timing implications of the proposed revitalization. Together, these elements make up the Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the “Revitalization Plan”).

1. Vision

Residents’ vision for the neighborhood is the development of a vibrant, mixed-income community where they have high quality housing options affordable at all income levels; an educational and transportation infrastructure that supports them in their pursuit of employment and other economic opportunities; and the social and human services necessary to support self-sufficiency.

2. Process

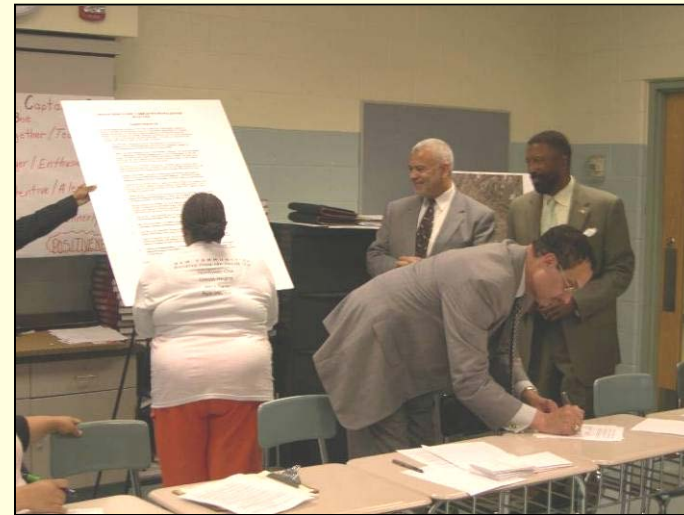
Community outreach and communication have been instrumental in bringing residents and government agencies together to plan the revitalization of the Lincoln Heights neighborhood. Beginning in the fall of 2005, community leaders and city agency staff have worked together to engage residents and other community and government stakeholders in bi-weekly meetings to learn about the process, plan for redevelopment and draft the Guiding Principles for the project. These meetings were instrumental in building community interest, trust, and commitment to the process under which Lincoln Heights neighborhood planning would take place.

In addition, through these meetings, community residents became part of working committees, and brought the broader community to the table. In March 2006, Ward 7 Councilmember Vincent Gray, the City Administrator, the Deputy Mayor for Planning and Economic Development, the Deputy Mayor for Children, Youth, Families and Elders, the DC Department of Housing and Community Development and the DC





Office of Planning signed an agreement to follow the Guiding Principles developed by residents to govern the planning process. Throughout the formal planning period, residents and stakeholders led efforts to conduct door-to-door outreach, information dissemination, focus group recruitment, resident participation for all meetings and events, and preparation for the charrette.



### 3. Community Design Workshop: A Four-Day charrette

Over the course of four days (August 10-14, 2006), residents worked closely with planning team members to prepare a plan for revitalizing the neighborhood and the DC Housing Authority (DCHA) properties located within it. Residents drew on their personal experiences living in the community to provide direction and guidance to the planning team.

When planners discussed the relationship between streets and buildings, residents focused attention on creating safe streets by orienting and designing buildings that direct more “eyes on the street,” allowing residents to monitor street activity (good or bad) from their homes and common areas. Residents also emphasized that streets must be walkable to support the needs of those without cars. Pedestrians, they noted, must be safe when walking to and from schools, the park, bus stops and one another’s homes. Particular attention, participants emphasized, must be paid to ensuring that disabled residents are able to access all areas of the neighborhood and all facilities. As demonstrated in the resulting physical plan for the area, traffic calming measures became a central component of the plan.

Residents also advocated for the integration of the DCHA properties into the larger community, rather than leaving them isolated, with limited access points and different street systems. The relationship of buildings to streets was also emphasized. By building homes similar to those in the surrounding neighborhood and by orienting

these new structures to the street in the same way, new development on DCHA land will feel like a continuation of the neighborhood rather than a separate community.

Some of the key design elements highlighted by residents relate to the exterior design of new buildings. The existing neighborhood sets a pattern of housing types, with townhouses, duplexes and small multi-family buildings dominating the mix. These buildings have features like private entrances, stoops and porches that add to their character and that will be part of any new development in the Lincoln Heights neighborhood.

Residents did not limit their input to housing issues, recognizing that a community also includes its schools, shops, work, parks and recreation space. This Revitalization Plan identifies opportunities to incorporate all of these elements into a new, vibrant community that serves the needs of current residents and provides all the amenities necessary to attract the investment and commitment of new buyers, renters and businesses to the neighborhood.









# II. Human Capital Plan







## II. HUMAN CAPITAL PLAN

Community revitalization on a mixed income basis, the cornerstone of the New Communities Initiative, requires both physical and human capital investments. This section of the Revitalization Plan provides an understanding of the critical needs of public housing residents in the community, explaining how these needs were identified and prioritized. It concludes with recommendations for meeting these needs in the Lincoln Heights & Richardson Dwellings neighborhood.

### A. Methodology

The Howard University Center for Urban Progress worked in collaboration with the Lincoln Heights New Community Partnership, the District of Columbia Government, and the D.C. Housing Authority to gain an understanding of the service needs of community residents. The Center for Urban Progress used several approaches in this research effort, including household surveys, focus groups, a community dollar game, and videotaped interviews.

- A survey of 190 heads of public housing households was conducted using face-to-face interviews. The goals of the resident surveys were to assess the needs of the community from residents' perspective, and to better understand residents' vision and priorities for the New Community. Surveyors included Howard University students and community residents trained in survey research techniques.
- Five focus groups were conducted during the August community-wide charrette on key topics, such as employment and economic development; services for men; parenting; teen-oriented services and services for the elderly. The focus groups allowed researchers to test the validity of survey findings.
- Videotaped interviews of individual residents were conducted to obtain further qualitative information and further test initial findings. Additionally, stakeholder organizations and service providers were interviewed to access their views on the needs, networks, and services available to the community.
- A community dollar game was organized to secure "dollar votes" from charrette participants to measure their service preferences.





B. Household Characteristics

**Demographic Findings:** Household surveys showed that the majority (90 percent) of the heads of household are single African American women. Heads of household also tend to be middle-aged, with almost half being 40 to 60 years of age. Only 10 percent of the heads of households are over the age of 60 (see Figure A). A larger proportion (43 percent) of children is aged six to twelve years, with the remainder almost evenly distributed between infants/young children (29 percent) and teens/youths (28 percent).

Figure A: Age Distribution of Heads of Household	
Age (years)	Percentage of Heads of Household
21 to 30	21%
31 to 40	21%
41 to 50	29%
51 to 60	19%
Over 60	10%
	100%

Households within the Lincoln Heights community also tend to be small (on average 2.6 members per household), with over a third of the households having no children, and the remainder primarily having only one or two (see Figure B).

Figure B: Children in Public Housing Households	
Children per Household	Percentage of Households
0	34%
1	27%
2	22%
3	8%
4	5%
5 to 7	4%
	100%

**Educational Attainment:** Survey data shows that the formal education of heads of household is relatively high, with 43 percent having received a high school education, 11 percent some college, and six percent with a college degree. Conversely, 40 percent of heads of household had not completed high school/GED (see Figure C).

Figure C: Education Level of Public Housing Heads of Household					
Level of Education	Job Category Reported, by Education Level				
	All	Unskilled	Office	Skilled	Professional
Less than High School	4%	5%	0%	7%	0%
Some High School	36%	38%	24%	20%	24%
High School/GED	43%	48%	41%	47%	52%
Some College	11%	8%	24%	20%	20%
College graduate	6%	2%	12%	7%	4%
	100%	100%	100%	100%	100%

**Employment Experience and Salary/Wage:** A large proportion of heads of household reported recent employment, with 23 percent recently having part-time and 43 percent having full-time work. Work experience for heads of household tended to be low-wage service jobs (e.g., cashier, custodial service and food service) with almost 60 percent of part-time workers being in this category, and 50 percent of full-time workers. The median annual income for part-time workers is \$9,360 and \$19,200 for full-time workers (see Figure D). About a third of those employed full-time did hold more professional or skilled jobs, but these positions were held by only 15 percent of the household heads overall. The median number of months in a full-time job achieved by residents recently employed full-time was 21 months. Forty percent of heads of household reported having held their job for four or more years, while 15 percent held their jobs for one year or less.

Figure D: Employment Experience and Comparable Annual Wages		
	Percentage of Households	Median Wages/Salaries
Households reporting recent full-time work	43.0%	\$19,200
Service-unskilled	50.0%	\$16,570
Office	13.5%	\$24,400
Skilled	13.5%	\$20,800
Professional	23.0%	\$18,900
	100.0%	
Households reporting recent part-time work	23.0%	\$9,360
Service-unskilled	59.5%	\$8,100
Office	14.3%	\$9,600
Skilled	11.9%	\$9,360
Professional	14.3%	\$8,640
	100.0%	

C. Identified Service Needs/Priorities

Findings from household surveys, interviews, focus groups, and dollar games reflected the community’s priority needs. The four key areas identified for human capital investment are educational attainment and job training, public safety, youth development, and health promotion and treatment opportunities.

**Educational Attainment and Job Training:** Findings showed that public housing residents face educational and training impediments that hinder their ability to achieve a stable degree of self-sufficiency through full-time career path jobs. As previously mentioned, heads of household tend to work in unskilled/low wage industries. In addition, residents noted many barriers to securing and keeping employment, including health challenges, lack of skills, scarcity of jobs, need for childcare, transportation obstacles, and overall discouragement with their economic prospects.

**Public Safety:** Residents reported that public safety – especially drug trafficking in the community and frequent violent crimes – creates a great deal of stress and uncertainty for them. Residents report that public safety hazards are facilitated by “lurking areas,” lack of street lighting, and concealed dark spots extending into their backyards. An existing challenge identified by residents is the relative “unhelpfulness” of current policing agreements and strategies.

**Youth Investment:** Findings showed that children and youth in Lincoln Heights attend over 40 schools throughout the region, creating an increasingly fragmented educational structure in the community. However, half of the children do attend the three local public schools and a local charter school, providing a reasonable foundation for a school-based youth development initiative.

Residents seek a wider range of youth development activities for their children. Residents report that few youth activities are available, and although less than 25 percent have children participating in activities, all residents wanted more programming across the board. Survey findings showed that residents desired youth programming in art, music, sports, mentoring, tutoring, and computer training and access, with the latter two being the most requested. Focus group discussions revealed that residents would like a new recreation center, possibly located in a new facility on either the Kelly Miller Middle School grounds or the new H.D. Woodson High School grounds. Residents also expressed a preference for a center that serves residents across the age spectrum.

**Health Promotion and Treatment Opportunities:** Residents reported frequent physical and mental health challenges, including high blood pressure, asthma, depression, stress, and anxiety. Residents also shared (in focus groups) that there is a significant drug and alcohol abuse problem in the community, and that HIV/AIDS infections are widespread (although only three households reported the presence of each ailment in their households). While the vast majority of residents have some form of health insurance, health care access remains a challenge. Currently, much of the health care received by residents does not come from neighborhood clinics or other health facilities in the immediate neighborhood. Instead, residents travel to health facilities in areas as far as Wards 1 and 3 to access services for themselves and their families.

Health challenges are significant obstacles to job and educational retention. Over a third of the residents interviewed indicated that either their health or that of a family member was a significant barrier to job retention. One of the most striking needs is mental health treatment, with over a third of the residents reporting either depression or anxiety or both as health challenges. Focus group discussions revealed that often these problems were due to economic instability, persistent neighborhood crime, and (too frequently) abuse suffered earlier in life. Seniors and people with disabilities also face significant challenges, particularly with regards to year-round mobility in the hilly setting of the Lincoln Heights public housing development.





## D. Human Capital Improvement Priorities, Activities and Outcomes

Residents and stakeholders were clear that a human capital plan must address their needs in the short-term (within two years), mid-term (two to five years), and long-term (over five years); and they believe that the plan must produce significant outcomes for individuals and the community. The investigation has identified that meeting these needs will also require increased collaboration between community-based organizations and public human services agencies. The following is a high-level summary of the short and mid-term human capital investments for each key priority area. (Unless otherwise stated, all goals are framed as five-year goals.) Long-term investments will be integrated in the physical redevelopment of the planning area to create a full spectrum of facilities and programming for learning, job development, recreation, and health promotion and care.

**Priority 1: Educational Attainment and Job Training for Economic Security and Improvement** is best achieved through a unified general and specific skill development process. For adult education, this means combining traditional “educational” training/activities (e.g., GED, literacy, numeracy and computers) with specific contextualized learning opportunities in growing employment/career path areas such as Heating, Ventilation, and Air Conditioning (HVAC); Emergency Medical Technician (EMT); and medical records (a heavily Information Technology oriented field).

### Investment Strategy

- **Short term:** Invest in enhanced and intensive case management for individual households with an emphasis on economic success, and invest in additional educational and training resources in areas such as computer technology access and training.
- **Mid-Term:** Build on the future “Communiversality” scheduled for launch in the Fall of 2006 by the University of the District of Columbia and other partnering community organizations. The Communiversality will develop and extend decentralized adult educational opportunities in multiple sites. In the short-run, the partnership hopes to bring more service providers, additional training in growth areas, and career-ladder jobs to the planning area.

### Outcomes Goals

- Increase in educational attainment as reflected by an increase in the percent completing high school/GED.

- Increase the number of heads of household reporting recent full-time employment (from 43 percent to 60 percent).
- Increase the median wages/salaries for full-time workers from \$19,200 to \$24,000.
- Increase the duration of full-time employment from 21 months to 36 months.
- Increase the share of employed residents in office, professional, and skilled jobs and a reduction in the share of residents in service/unskilled jobs.

**Priority 2: Public Safety** is an immediate concern for residents, and is a direct contributor to residents’ health and well-being. Residents are interested in seeing more cooperation and interaction between the different police entities in the area (DCHA and the District’s Metropolitan Police Department (MPD)). Enhanced community leadership training could also play an important role in increasing citizen participation in crime prevention and problem-solving. In the mid and long-term, the plan for the area’s economic development will be a significant contributor to public safety. Changes in the character of the new neighborhood (higher density, mixed income) will help reduce conditions for crime. Similarly, human capital improvements will support increased youth resilience and provide better alternatives to illegal activities.

### Investment Strategies

- **Short-term:** Increase car, foot, and bike patrols by DCHA and MPD officers to enhance law enforcement and crime deterrence in what is a topographically challenging terrain unsuited for traditional policing. Re-orienting MPD efforts towards community policing in general will help increase the mutual trust and respect between residents and the police department. This process should be combined with existing law enforcement programming through MPD, DCHA Police, the Office of the Attorney General, the US Attorney’s Office, the Office of Victim Services and community partners. Community-police programming (i.e., Partnerships for Problem Solving) may address issues of insensitivity reported by community residents.

### Outcomes Goals

- A 25 percent reduction in selected Part 1 crimes of violence (murder, aggravated assault, robbery, and carjacking) as reported by the police department.



- A 25 percent reduction in youth arrests for Part 1 crimes of violence (murder, aggravated assault, robbery, and carjacking) as reported by the police department.
- A 50 percent reduction in drug-related offenses.

**Priority 3: Youth Development** includes increasing opportunities for youth to meet their needs in positive and supportive environments. Overall, the goals are to have children succeed in school, practice socially acceptable behavior, engage in meaningful activities, and make a successful transition to adulthood. These goals are best achieved by programming activities/initiatives through neighboring schools with improved in-school curricula, out-of-school time enrichment activities, and sports and recreational-related activities.

#### Investment Strategy

- **Short-term:** Combine new recreational opportunities with educational enhancement as a principle of service delivery. In addition, planning to direct additional resources to school-based, after-school, and out-of-school programming seems the most reasonable way to meet this youth needs – especially in the short-to mid-term.
- **Mid-term:** Expand youth development programming through grants to community-based organizations, and increase programming by the District's Department of Parks and Recreation (DPR) to address youth development needs. Activities should include high school completion supports, GED preparation, workforce experiential training, technology learning opportunities, and violence prevention initiatives. Special attention should be paid to fully integrating Marvin Gaye Park in youth programming (e.g., employment training and after-school activities).

#### Outcome Goals

- An increased academic performance and standardized test scores with 70 percent of children performing at grade level.
- A 40 percent Increase in high school graduation rates and GED attainment.

**Priority 4: Physical and Mental Health Care and Promotion** is a critical need in the community, because residents have few options for services within their immediate area. An adult wellness program focusing on prevention, exercise, and

stress management is needed to strengthen the job readiness of residents and their families. Residents are also in need of individual psychological counseling and opportunities for structured support groups. These latter activities will help address the significant mental health pressures – reported by residents both in the survey and most emphatically in the focus groups – that pose barriers to educational or employment attainment.

#### Investment Strategy

- **Short-term:** Improve basic clinic services by providing more resources to local clinics and additional transportation vouchers for medical services. Access to quality and nutritious food can be addressed through the establishment of alternative food distribution outlets (i.e., a low-cost farmers' market or cooperative). Develop a holistic community health program that includes a mental health component and provides basic health education, support groups and ongoing wellness activities to address chronic health challenges.
- **Mid-Term:** Develop a close-in health facility to house primary, specialty and diagnostic medical services that are currently unavailable, and which residents reported receiving at more-distant hospitals. Cardiology, geriatric, pediatric, and orthopedic services along with diagnostic services could be housed in such a facility. The Medical Homes Initiatives represents a way of securing funding for this endeavor. Develop a comprehensive case management strategy to ensure that connections are made between residents and the services they need.

#### Outcomes Goals:

- A reduction in reported rates of anxiety and depression.
- Improvements in the control of asthma.
- An increase in the number of people living with HIV/AIDS who receive comprehensive treatment.





## E. Financing Investments

Financing human capital investments in the community will require approximately \$16 million over a five-year period in programs and services and \$33 million in capital investments over a ten-year period. Investments will include:

- \$18 million for a primary, specialty and diagnostic medical facility;
- \$15 million in capital investments in recreation facilities at Kelly Miller Middle School;
- \$9 million in direct city investment in case management and new or expanded on-site youth programming;
- \$6 million to support adult education and employment training programming (including development and funding of local adult charter school), funds to be leveraged from the DC Housing Authority (DCHA), the Department of Employment Services (DOES), DC Public Schools (DCPS), and the State Education Office (SEO); and
- \$1 million for community health education programming and mental health supports.

Additionally, \$1 million from philanthropic donations from local and national foundations will be leveraged as matching support for selected programming.



# III. Physical Plan







### III. PHYSICAL PLAN

The physical plan for revitalizing the Lincoln Heights and Richardson Dwellings neighborhood was developed with extensive participation and approval by residents. Its recommendations are based on the detailed examination of existing conditions in the area – both assets to build upon and needs to meet. Investment in the community as presented in this Revitalization Plan will help to stabilize and invigorate this central portion of the District's Ward 7 community.

#### A. Existing Conditions – Understanding the Neighborhood

##### 1. Neighborhood Context

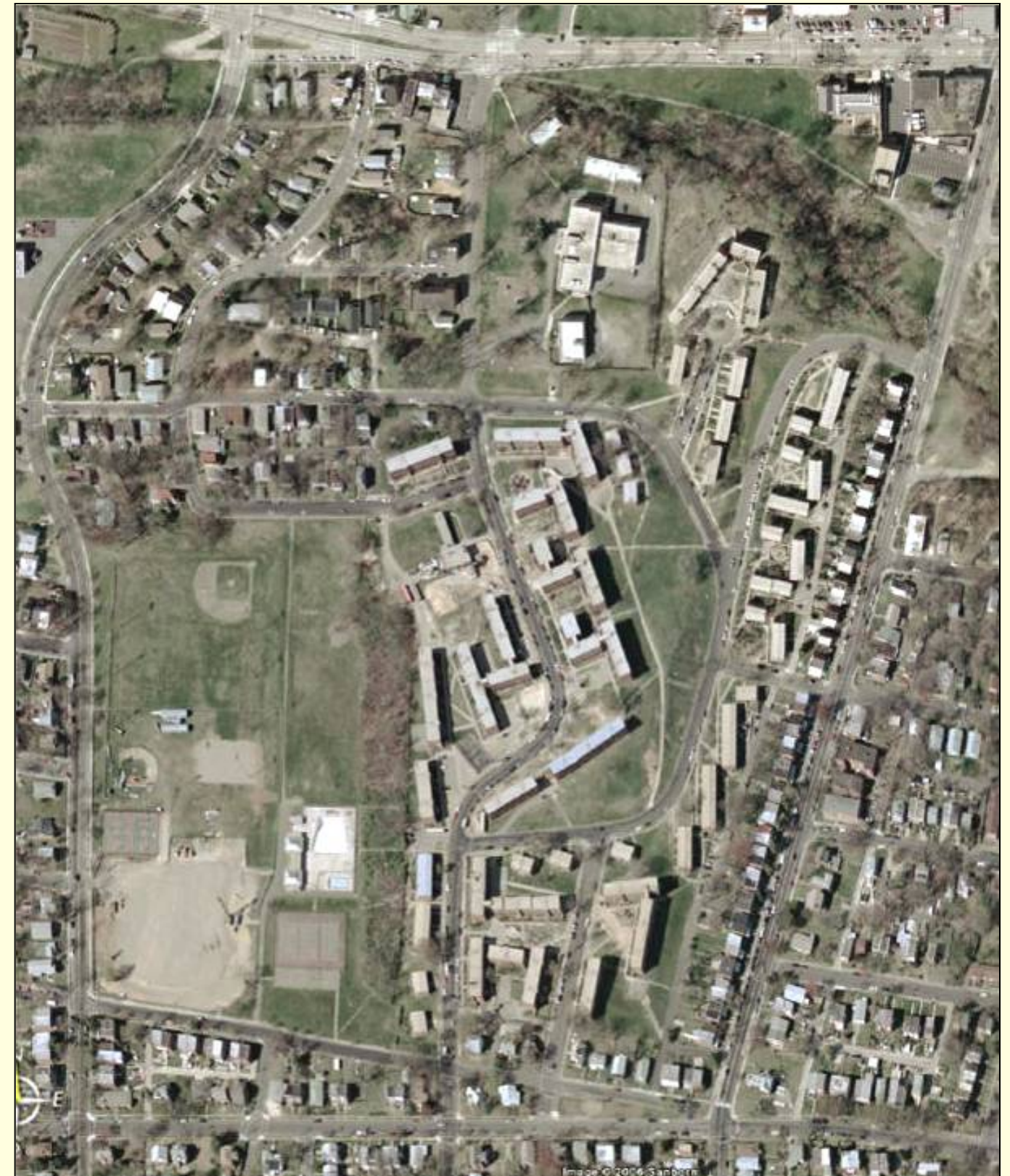
Like many of the District's older communities, the neighborhood displays a rich historic charm characterized by a diverse mix of residents (ages and family types), housing styles, open spaces and public facilities. The neighborhood's close proximity to the Anacostia Waterfront, RFK Stadium, Metrorail, bus lines and an active retail center at Minnesota Avenue and Benning Road contribute to its appeal as a residential choice.

One of the area's major amenities is the recently dedicated Marvin Gaye Park, a green oasis running through the neighborhood along the banks of Watts Branch Creek. In recent years, the park has been reclaimed by residents and plans are in place to further capitalize on the park's resources.

The neighborhood is bounded to the south by East Capitol Street and its northern edge (at Hayes Street) is served by Nannie Helen Burroughs Avenue, another east-west commuter corridor into the District. To the west, the neighborhood planning area is bounded by 48th Place, with 57th Street serving as an eastern boundary. Residents suggest that the main north-south route through the neighborhood, Division Avenue, has been poorly maintained, resulting in significant pedestrian safety issues, including its intersection with Nannie Helen Burroughs Avenue.

The large amount of traffic passing through the intersection of Nannie Helen Burroughs and Division Avenues each day (see transportation section of this report) makes this intersection the primary retail location within the residential core of the neighborhood. Unfortunately, residents indicated that the current mix of retailers offers a poor selection of consumer goods sold from generally rundown structures. Residents identified as a priority – in this plan and earlier ones – the redevelopment of this intersection as a safer, more densely developed mixed-use center.

Throughout the neighborhood, disinvestment in the community is evident. Some of this is the result of the landscape – grades make maintenance difficult and limited funds compromise quality. Retaining walls and other landscape features are deteriorating,





with broken pavement and falling bricks visible on several streets. Residents and property owners will need to see a significant commitment from the District to feel comfortable reinvesting in the neighborhood.

1. Public Housing Properties

The District of Columbia Housing Authority (DCHA) owns and operates two residential properties within the neighborhood. DCHA’s Lincoln Heights property sits on a plateau surrounded by a broad range of uses and housing types. A second DCHA property, Richardson Dwellings, is located a few blocks to the east of the Lincoln Heights property.

The neighborhood is composed of one and two family houses and townhouses of two and three bedrooms. Housing structures in the neighborhood are primarily two stories in height, brick faced with simple details, and are elevated from the street with front stoops and entrance porches. Neighborhood streets follow a regular grid, creating long vistas and regular parcel shapes and sizes. The streets are tree-lined and well maintained. Most of the dwellings have private parking and front and back yards, creating a clear delineation of public entrance and private open space.



In contrast to neighborhood housing styles, residential structures at the Lincoln Heights and Richardson Dwellings properties are conventional public housing, multi-family buildings that appear as objects on the landscape, segregated from their surroundings. They are large structures, with poor connections to the street. Between buildings, open spaces appear to be unattended and unclaimed, though parking lots are occasionally used as gathering places. Buildings are two and three stories in height, with long, flat, brick facades and flat roofs. They have very little detail and the dark brick color fails to enliven their appearance. At the Lincoln Heights site, buildings’ entrances are frequently lower than the public street on which they front. This is less of an issue on the Richardson Dwellings site.

Both the Lincoln Heights and the Richardson Dwellings developments have two-, three- and four-bedroom apartments and townhouses with small rooms when compared to contemporary standards. Structures, both apartment buildings and townhouses, are entered at grade level so that those that have front porch-like entrances have little privacy. Some of the townhouses have private yards, but both the front and rear areas are very open to the public and do not possess any of the characteristics that make spaces feel like they are for that particular resident alone. The front and rear areas of the homes are not raised off the ground, landscaped or provided with railings. Private parking areas are very limited, creating an unhealthy competition for on-street and off-street spaces. Residents indicated that the lack of private parking can place their vehicles in uncontrollable environments.

Lincoln Heights Public Housing Units						
Housing Type	Total Units	1BR	2BR	3BR	4BR	5BR
Townhouse	92	0	0	50	42	0
Walk-Up	348	66	225	57	0	0
Total	440	66	225	107	42	0

Richardson Dwellings Public Housing Units						
Housing Type	Total Units	1BR	2BR	3BR	4BR	5BR
Townhouse	142	0	20	80	18	24
Walk-Up	48	0	48	0	0	0
Total	190	0	68	80	18	24

Although DCHA’s vacancy rates are very low (less than five percent of units unoccupied), the developments are over 50 years old and therefore functionally obsolete. The buildings are in very poor condition. Adding to the challenges faced by residents, the buildings do not have enough handicapped accessible units and the topographic features contribute to the difficulties the physically impaired have trying to move through the developments.



2. Market Analysis

A market study prepared by Bay Area Economics characterized the neighborhood as being a relatively stable community. Average rents in the neighborhood range from \$650 to \$1,400 depending on unit size. Rental properties in the market area contain predominantly one- and two-bedroom units. Median sales prices in the extended market area are approximately \$147,000 for condominiums, \$205,000 for townhouses, and \$230,000 for single-family detached homes.

Building Types			
	Census Tract	Market Area	Washington, DC
Single-Family Detached	33.2%	34.1%	13.2%
Single-Family Attached	42.7%	27.6%	26.4%
Small Multi-family (2-9 units)	9.2%	11.7%	18.9%
Large Multi-family (10+ units)	14.9%	26.5%	41.3%

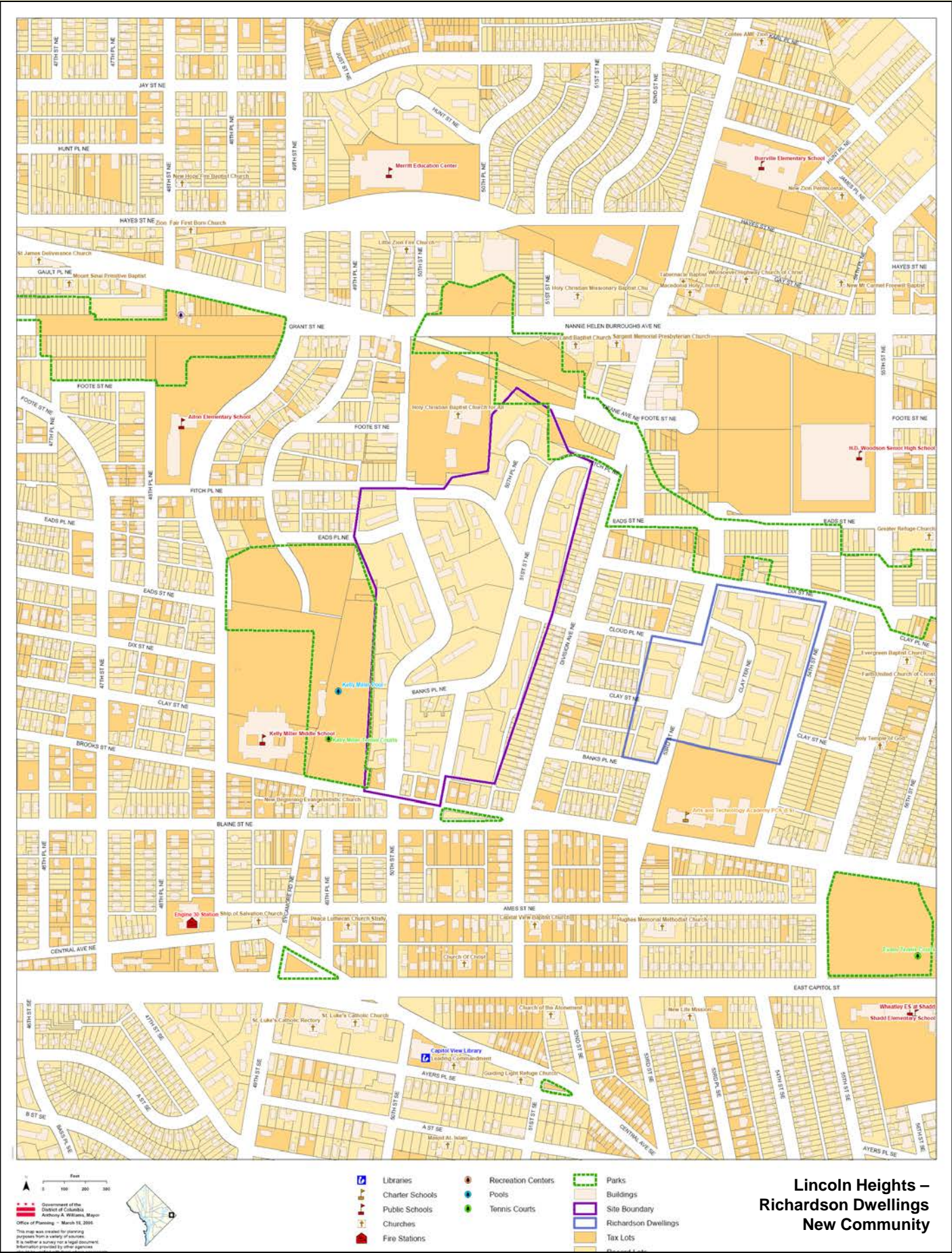
Age of Housing Stock			
	Census Tract	Market Area	Washington, DC
Built prior to 1970	83.3%	80.0%	83.7%
Built 1970 to 1989	13.2%	15.6%	13.7%
Built 1990 or later	3.5%	4.5%	2.6%

Based on updated 2000 Census data, only 3.5 percent of the housing in the central neighborhood (Census Tract 78.04) was built after 1989. To attract new residents, new housing will need to be constructed. Analysis of income levels within the Census Tract, representing most of the neighborhood area, indicates an existing population (largely residents of public housing) with a significantly lower median income than households in the larger market area. (See table below.)

2000 and 2006 Median Household Income		
	2000	2004
Census Tract 78.04	\$21,548	\$23,974
Market Area	\$30,790	\$35,598
Washington, DC	\$40,831	\$48,347

3. Community Assets

Residents of the Lincoln Heights neighborhood and, more specifically, of DCHA's Lincoln Heights and Richardson Dwellings properties, are supported by a core of community organizations. These include two social services providers operating on DCHA property





offering such services as a food pantry, counseling and training for adults, youth activities and child care.

Several churches are located in the neighborhood. In addition to serving the spiritual needs of residents and congregants living inside and outside the community, some churches are major landowners. Responsible development and stewardship of church properties will be crucial to the successful revitalization of the neighborhood.



***i. Schools***

There are several District of Columbia Public Schools (DCPS) facilities within the planning area, as well as a longstanding private school and a public charter school. DC public schools in the area include one high school (H.D. Woodson), two middle schools (Kelly Miller and Merritt), and three elementary schools (Aiton, Burrville and Drew). This represents a significant amenity for residents whose children do not need to travel far to attend school. Consistent with school attendance patterns throughout the District, however, over 20 percent of schoolchildren in the area attend public charter schools – either in the Ward or elsewhere in the city. Attracting and retaining residents in the neighborhood will depend on significant improvements in the academic performance of the area’s public schools. Residents indicated that Burrville Elementary has a good reputation for its academic achievement.

Facility improvements will also be necessary. At the time this document is going to press, DCPS has just released its updated Facilities Modernization Plan. DCPS has indicated that it will move forward soon with demolition and full redevelopment of the H.D. Woodson High School campus. Schools in the area will be receiving students from schools that were closed during the first round of consolidation under the previous facilities plan. As a result, it is possible that both Merritt Middle School and Burrville Elementary will see some new investment and rehabilitation.

***ii. Health Clinics & Facilities***

There are few easily accessible health facilities near the Lincoln Heights neighborhood. These facilities are challenged in their resources and services. The area’s clinics include the following:

- Unity Health Care-Hunt Place Community Health Center;
- Unity Health Care East of the River Health Center;
- Chartered Family Health Center; and
- Planned Parenthood’s Ophelia Egypt Clinic (oriented towards teen services).

Hunt Place and East of the River are part of the Unity network. These facilities and Chartered Family Health Center are part of the DC Healthcare Alliance. They primarily serve low-income residents, charging fees on a sliding scale basis. The clinics offer a broad range of health care services. Many of the area’s public housing residents (17 percent of those surveyed) take their children to Children’s Hospital and its affiliated clinics. The facilities, however, are difficult to access because they are located in different quadrants of the city.

***iii. Retail***

The primary retail location within the neighborhood is located at the intersection of Nannie Helen Burroughs and Division Avenues. Residents indicate that while stores at this location are the most convenient, they currently offer a poor selection. Residents expressed a preference, whenever possible, to shop at the nearest full-size supermarket – currently located in the East River Shopping Center at Minnesota Avenue and Benning Road.

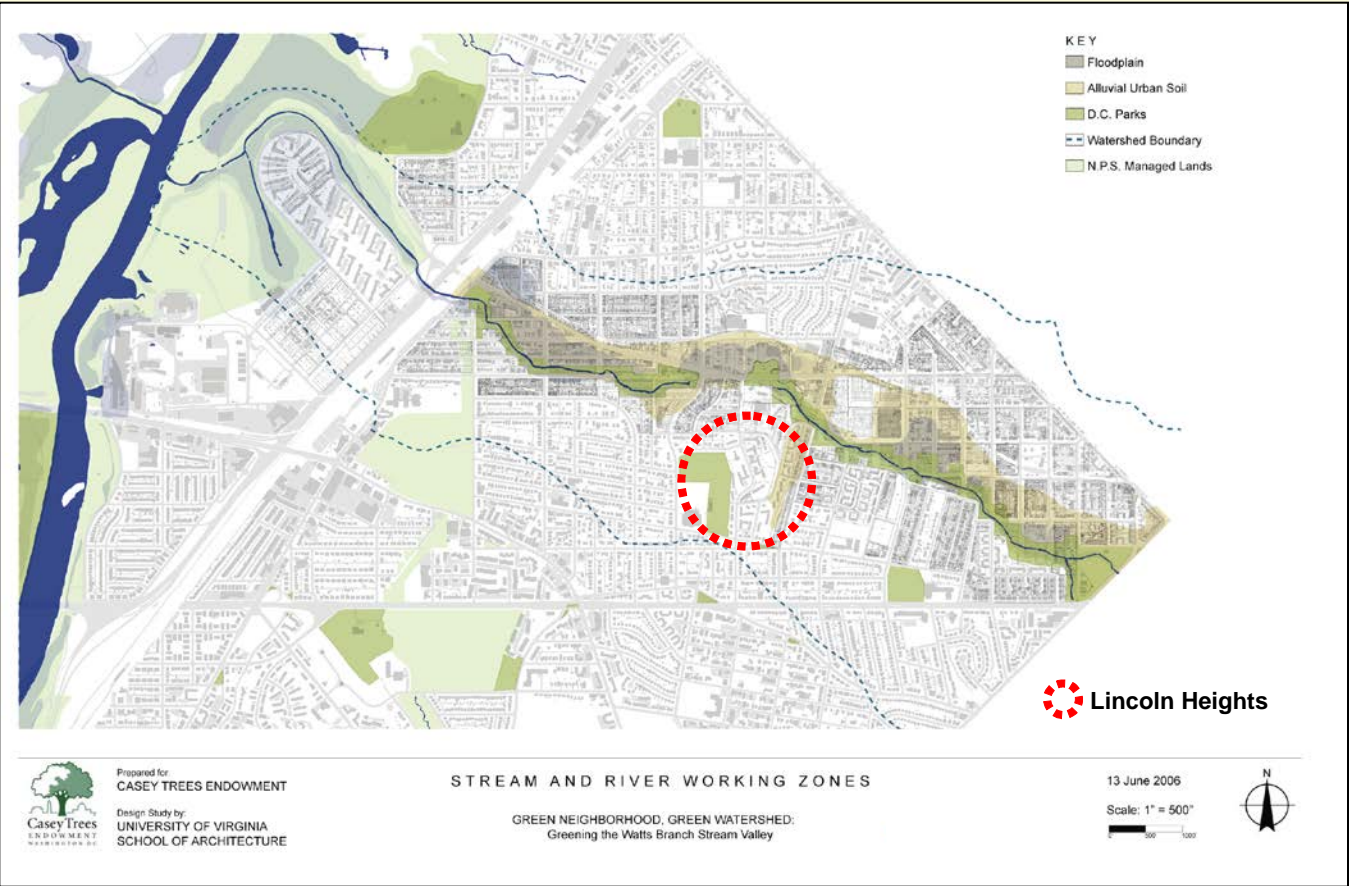




The market study completed for this plan indicates that new retail development in the area is needed. Most of the unmet demand created by the proposed new development will likely be satisfied by the new supermarket and retail to be developed as part of the Capitol Gateway HOPE VI property along East Capitol Street in the easternmost corner of the District. With significant land assembly, streetscape improvements and development subsidy, a revitalized intersection at Nannie Helen Burroughs and Division Avenues could support up to 30,000 square feet of new convenience retail. Convenience retail refers to such drop-in stores as a mini-market, bookstore, coffee shop or restaurant.

**iv. Recreation, Parks & Open Space**

The Lincoln Heights and Richardson Dwellings neighborhood is rich with recreation space, primarily located adjacent to local schools. A recreation center is currently operated out of Kelly Miller Middle School, though residents have expressed a desire for a new, stand alone facility. Directly adjacent to the school is the Kelly Miller pool and an expansive outdoor field used by youth and adult sports leagues. The pool is an outdoor facility only used for three or four months per year.



Serving as a major historic and current amenity, the recently renamed Marvin Gaye Park connects the neighborhood to the surrounding community. The park has undergone substantial clean-up by local non-profits and resident volunteers. It has a bright future with planned program expansion and links to area schools for collaborative activities.

The Department of Parks and Recreation is also in the early stages of planning a new Marvin Gaye recreation center to provide improved recreation opportunities, community gathering spaces and another link to the physical and programmatic enhancements at Marvin Gaye Park.





4. Transportation

Visual assessment, analysis and extensive resident input highlighted a variety of traffic and transportation issues in the neighborhood.

i. Roadway Network

Key local roadways include Nannie Helen Burroughs Avenue, Division Avenue, 49th Street and 50th Street. Other roadways are two-lane local streets which serve two-way traffic, with on-street parking. Due to the hilly nature of the neighborhood, there is limited east-west connectivity. Figure 1 shows the neighborhood roadway network and the current average daily traffic (ADT) volumes served by key roadways.

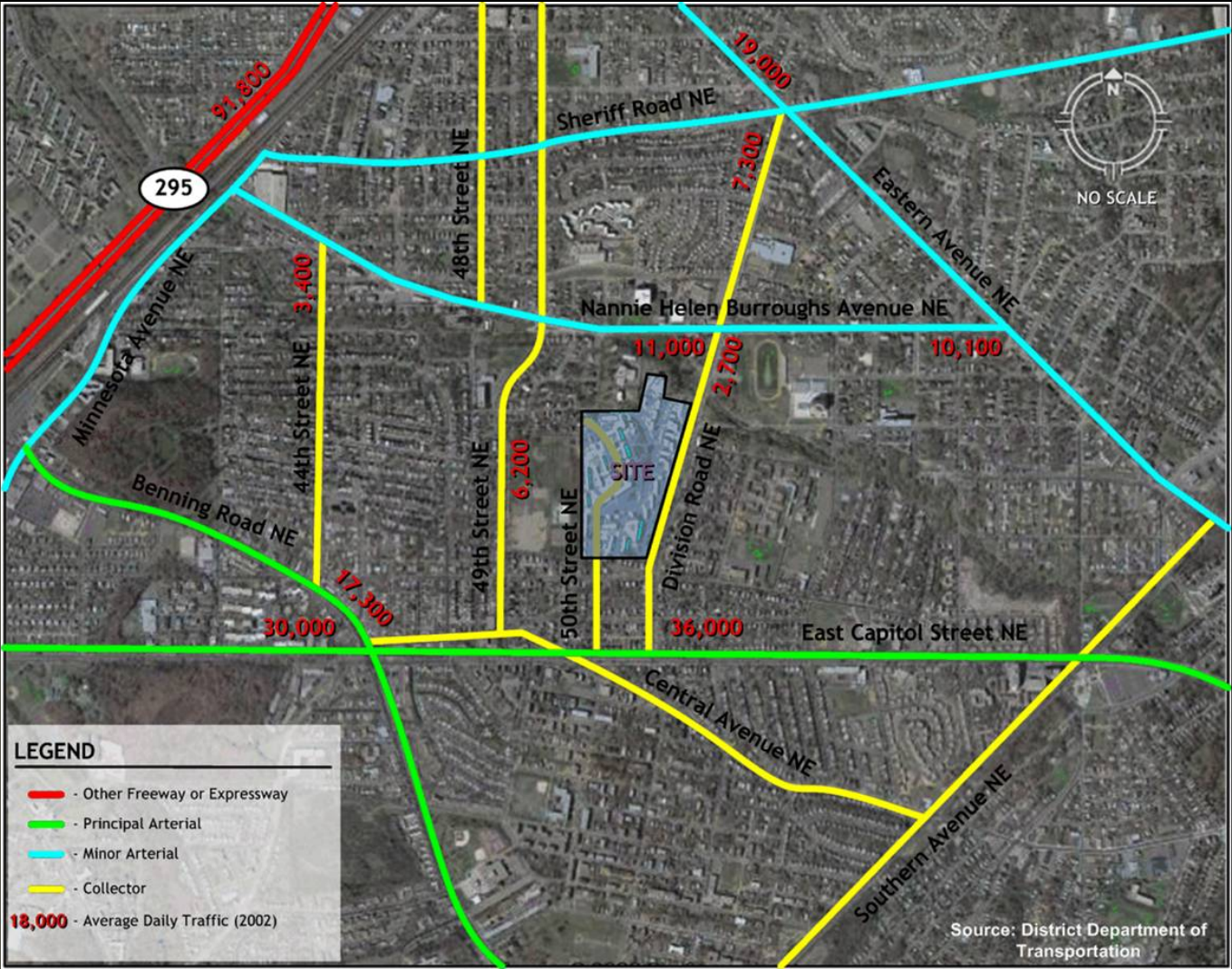


Figure 1: General Study Area Roadway Network and Average Daily Traffic Volumes

Kenilworth Avenue, outside of the planning area, serves significant commuter traffic, with the dominant traffic movements being inbound toward downtown during the morning peak period, and the reverse occurring during the afternoon peak period. Backups along Kenilworth Avenue occasionally lead to congestion on roads within the neighborhood. Figure 2 focuses on the local roadway network, and its lane configuration and traffic control characteristics.

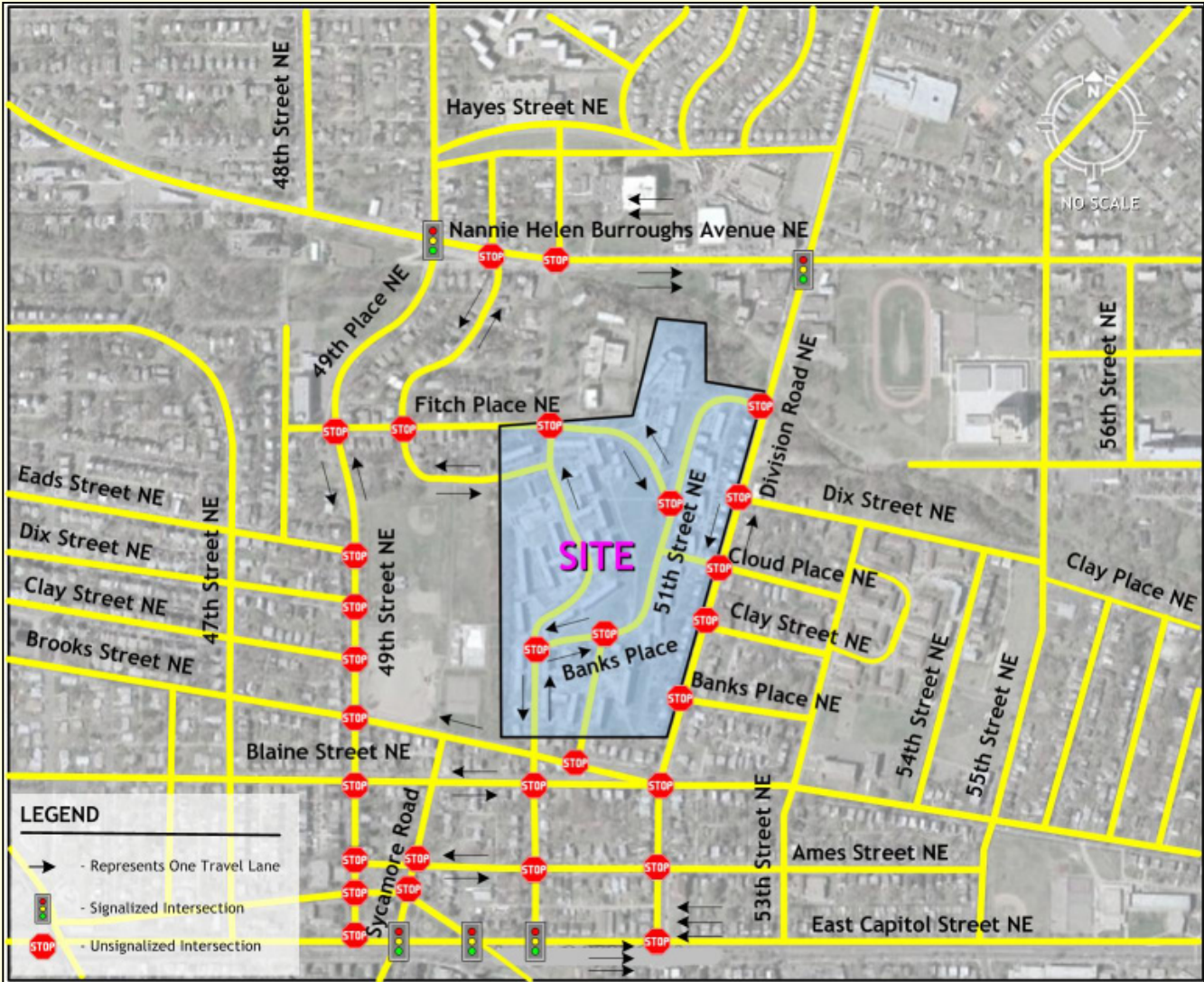


Figure 2: Local Roadway Network

ii. Transit Services

The Lincoln Heights neighborhood is served by the Washington Metropolitan Area Transit Authority (WMATA) bus and rail transit system. Bus routes located along East Capitol Street, Division Avenue and Nannie Helen Burroughs Avenue provide connections to the Capitol Heights and Benning Road Stations on the Blue Line and





the Minnesota Avenue Station on the Orange Line (see Figure 3). The U6 bus route loops within the Lincoln Heights property, but steep gradients of these roadways and slippery pavement conditions often result in the interruption of bus service within the property during the winter season. No bus routes enter the Richardson Dwellings property, with immediate transit access limited to bus stops along Division Avenue.

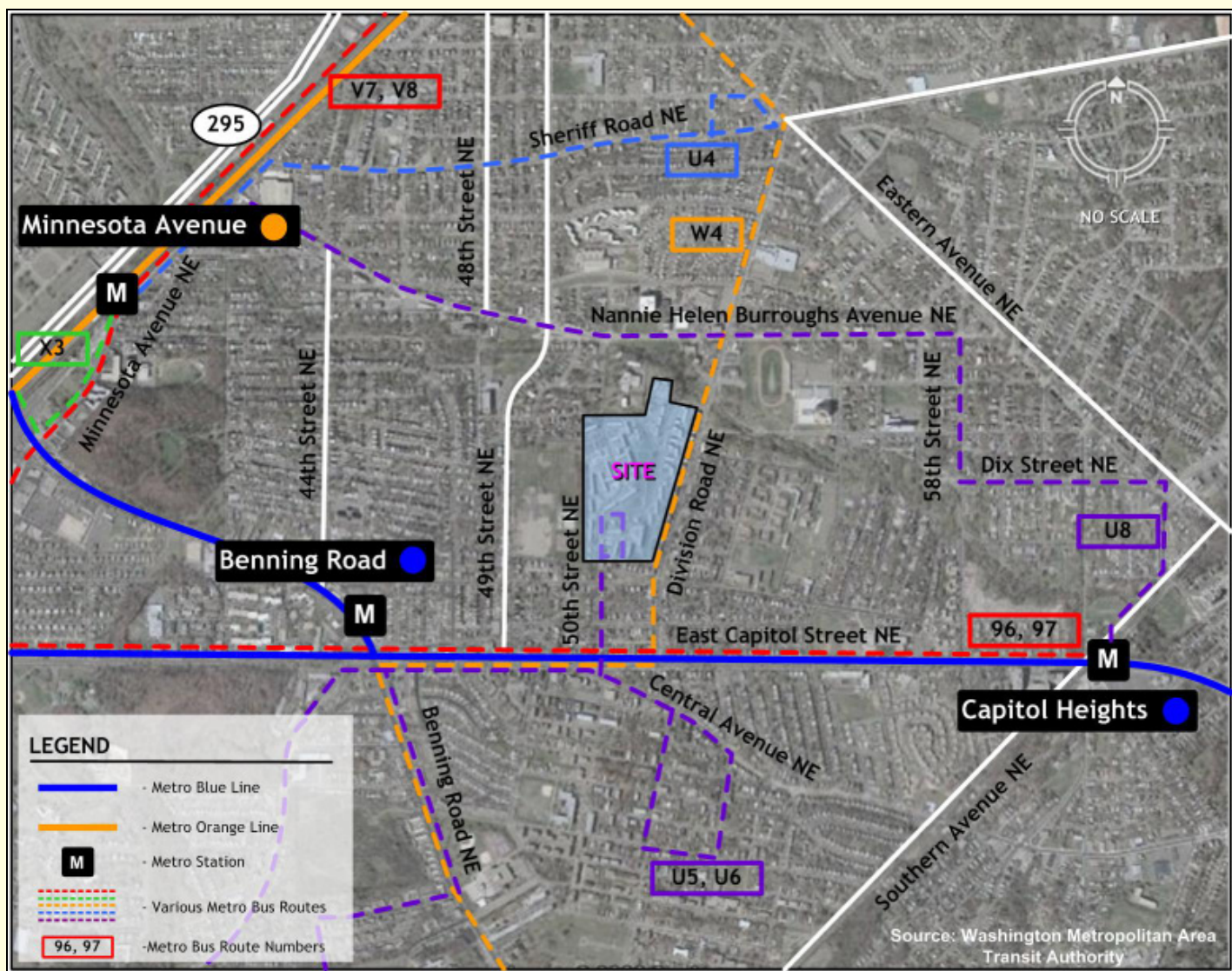


Figure 3: Public Transportation

iii. Traffic Operations

Residents raised several traffic issues during community meetings and the charrette process. Each was verified by independent analysis. Currently, area roadways serve daily traffic volumes that are well below their design capacity, with intersections operating quite efficiently, without significant congestion or delay.

Several intersections, however, operate with significant safety deficiencies (see traffic accident table). Factors contributing to safety deficiencies along Division Avenue include speeding, sight distance restrictions, as well as geometric and traffic control issues. Speeding was also identified as an issue along Fitch Place.

Traffic Accidents by Intersection (2003-2005)	
Intersection	Accidents
- Nannie Helen Burroughs & Division Avenues	25
- Division Avenue & Cloud Place	15
- Division Avenue, Blaine Street & Brooks Street	15
- 49th & East Capitol Streets	15
- 49th & Brooks Streets	13
- Division Avenue & East Capitol Street	10

B. Recommendations

The physical development components of the Revitalization Plan were designed in an interactive charrette that involved residents, community stakeholders, city agencies, and design and planning professionals. Residents shared their goals for the neighborhood and, more specifically, for properties identified as opportunities for new development.

1. Development Plan

The planning process has resulted in two development scenarios – a Baseline Plan and an Alternative Plan. Both scenarios focus on creating housing on developable sites that is similar to housing throughout the neighborhood. Both use townhouses arranged as single-family structures or with two units stacked within one townhouse and both also include multi-family structures.

Scenario 1: Baseline Plan

Scenario 1 involves redevelopment of DCHA’s Lincoln Heights property as mixed-income housing and development of a new mixed-use Town Center at the intersection of Nannie Helen Burroughs and Division Avenues. It maintains the current street system within DCHA’s Lincoln Heights property, but adds a new north-south street connecting 50th and 51st Streets to make more of the site accessible for housing. It also calls for improved connections across Division Avenue to reconnect the Lincoln Heights complex to the surrounding neighborhood.





Residential development on the Lincoln Heights property would distribute units in three areas. First, multi-family structures (condominiums and apartments) would be located at the crest of the hill overlooking the Kelly Miller Middle School. Multi-family structures would also be located on 51st Street overlooking Marvin Gaye Park. Finally, a mix of side by side and stacked townhouses would be distributed over the balance of the site.

Development at the Town Center site, to be constructed at the intersection of Nannie Helen Burroughs and Division Avenues, would include mixed-use buildings with multi-family residential (condominium/apartment) above retail and office space.

Redevelopment & Replacement Units			
Scenario 1: Baseline Plan	Total Units	Replacement Units	Other Development
Lincoln Heights DCHA Site	574	191	30,000 SF Retail; 58,000 SF Clinic/Office
Town Center	566	189	
Offsite Public or Private Development	0	60	
	1,140	440	
Offsite Public or Private Development	60		
	1,200		
Scenario 2: Alternate Plan	Total Units	Replacement Units	Other Development
Richardson Dwellings DCHA Site	329	110	30,000 SF Retail; 58,000 SF Clinic/Office
Lincoln Heights DCHA Site	574	191	
Town Center	566	189	
Offsite Public or Private Development	0	140	
	1,469	630	
Offsite Public or Private Development	140		
	1,609		

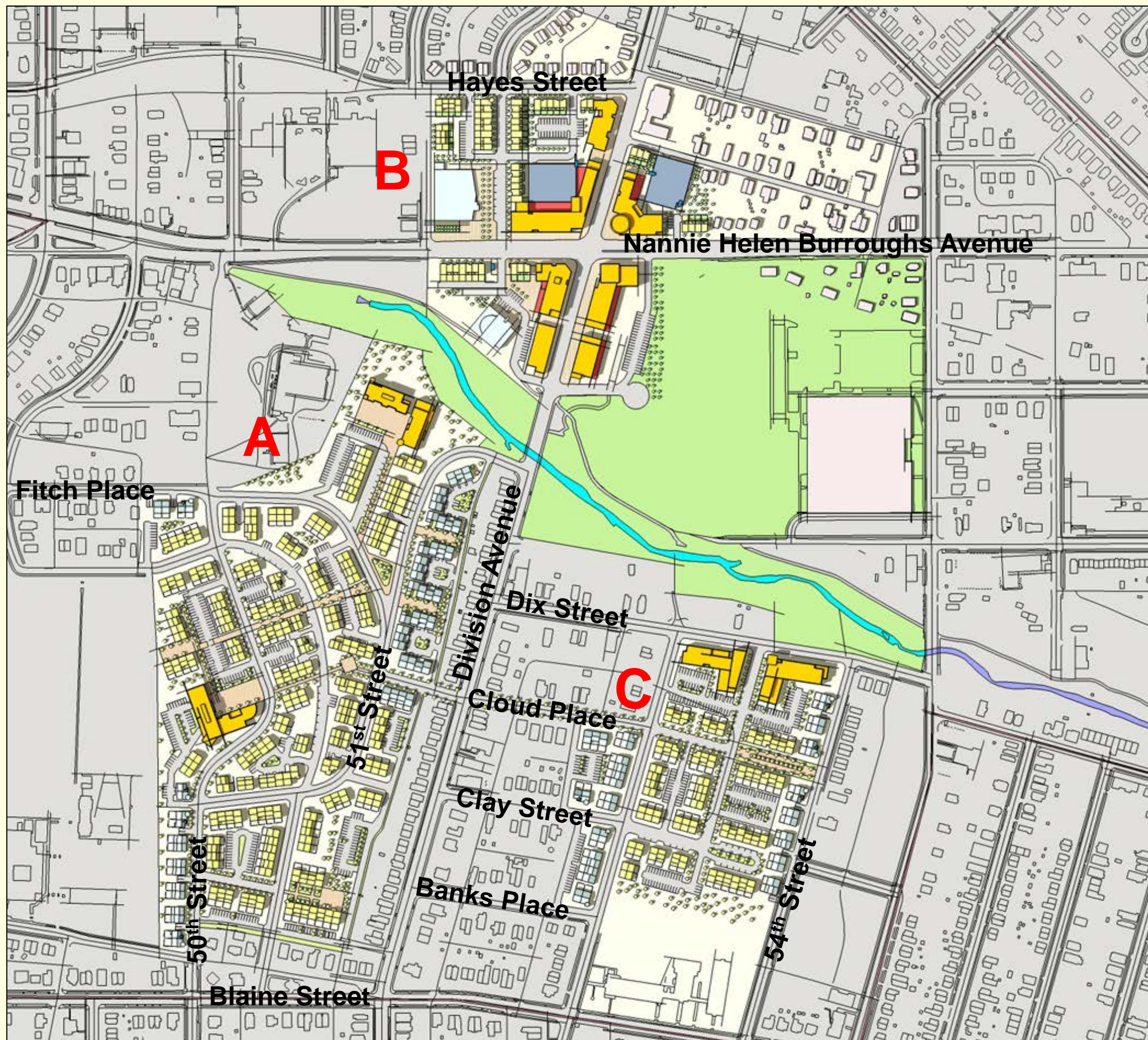
Scenario 2: Alternate Plan

Scenario 2 is identical to the Baseline Plan, but with the addition of DCHA’s Richardson Dwellings site. This alternative may be necessary to accelerate the timeframe in which new mixed-income residential development can be produced and replacement units provided. Residential development at Richardson Dwellings would be similarly distributed as on the Lincoln Heights site. Condominium and apartment buildings will overlook Marvin Gaye Park and townhouses will be distributed on the remainder of the site. To ensure that new development mixes well with the existing housing stock, new townhouses will be located across from existing housing in the community.

Discussion of conditions that would result in pursuing Scenario 2 is found in the Phasing and Relocation section of the Development and Financing Plan.







## Neighborhood Site Plan

**A. Lincoln Heights**  
**574 Units**

**B. Town Center**  
**566 Units**  
**30,000 SF retail space**  
**58,000 SF office space**

**C. Richardson Dwellings**  
**329 Units**

**Total Units: 1,469**





## Scenario 1: Lincoln Heights Sketch Plan



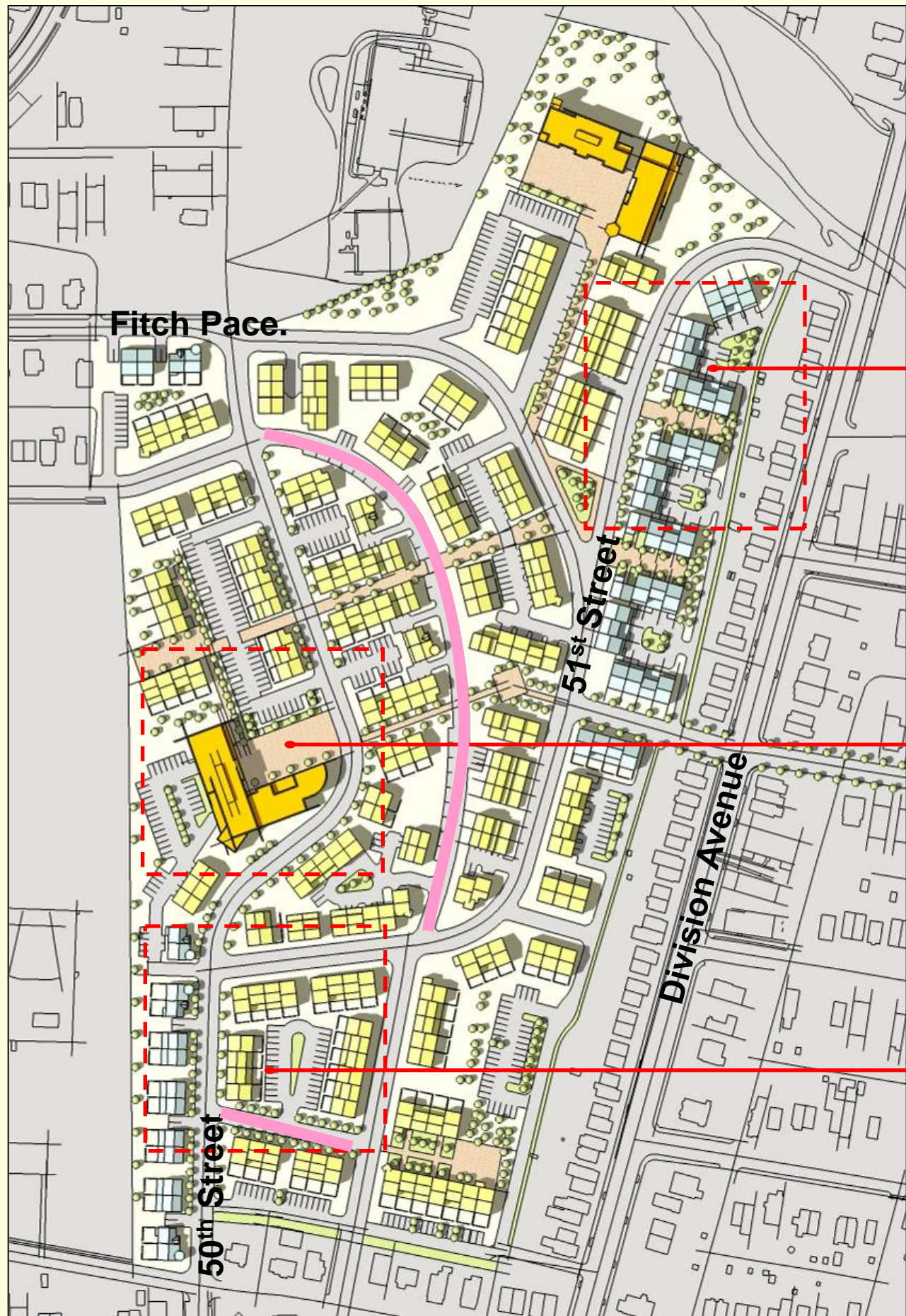
**A. Lincoln Heights Property**  
574 Units

**B. Town Center**  
566 Units  
30,000 SF retail space  
58,000 SF office space

**Total Units: 1,140**







## Scenario 1: Lincoln Heights Property Site Plan


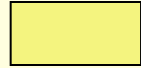


**Multi-family: 176**

**Single Family Townhouses: 336**

**Stacked Townhouses: 62**

**Total Units: 574**

**Replacement Units: 191**

-  Single Family Townhouses
-  Stacked Townhouses
-  Multi-family
-  New Streets







Single Family  
Townhouses with  
garages



Mid-Rise Multi-family

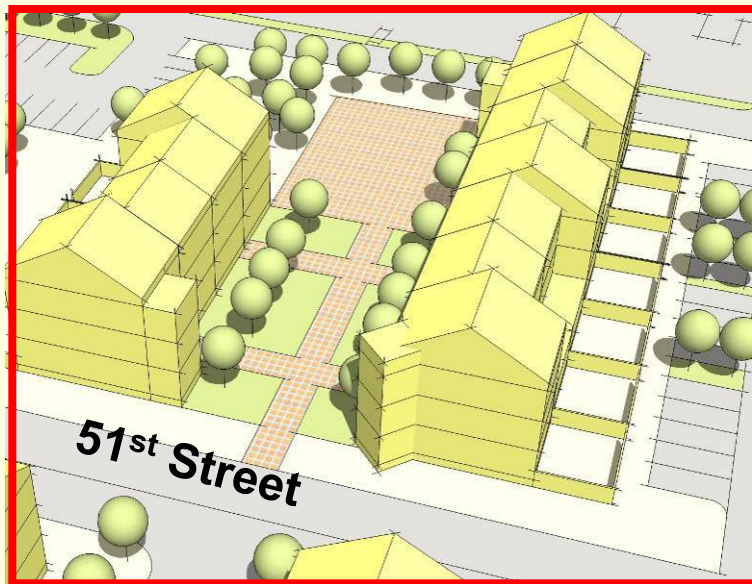


Single Family  
Townhouses

Stacked Townhouses







 Stacked Townhouses



 Stacked Townhouses

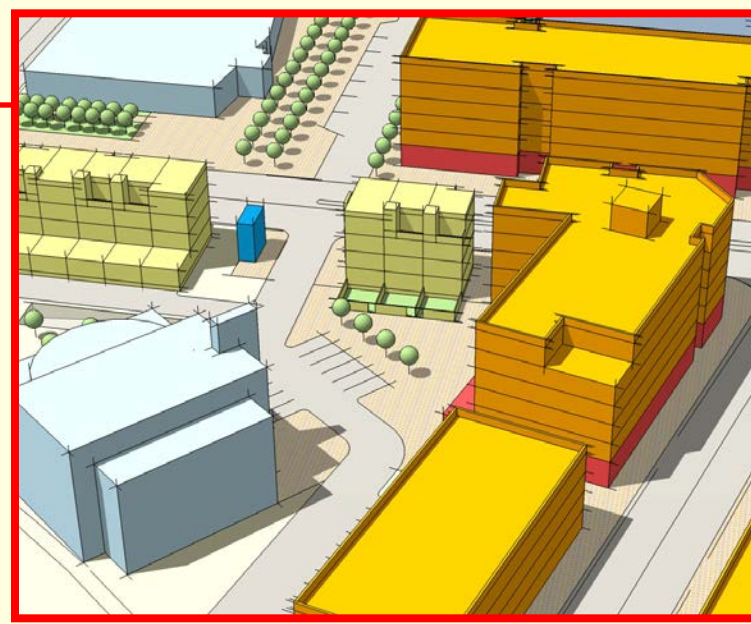
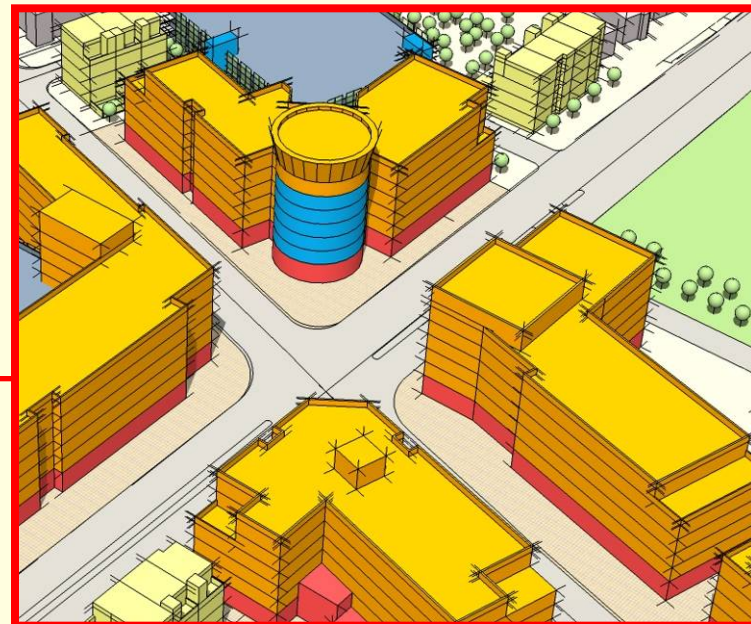
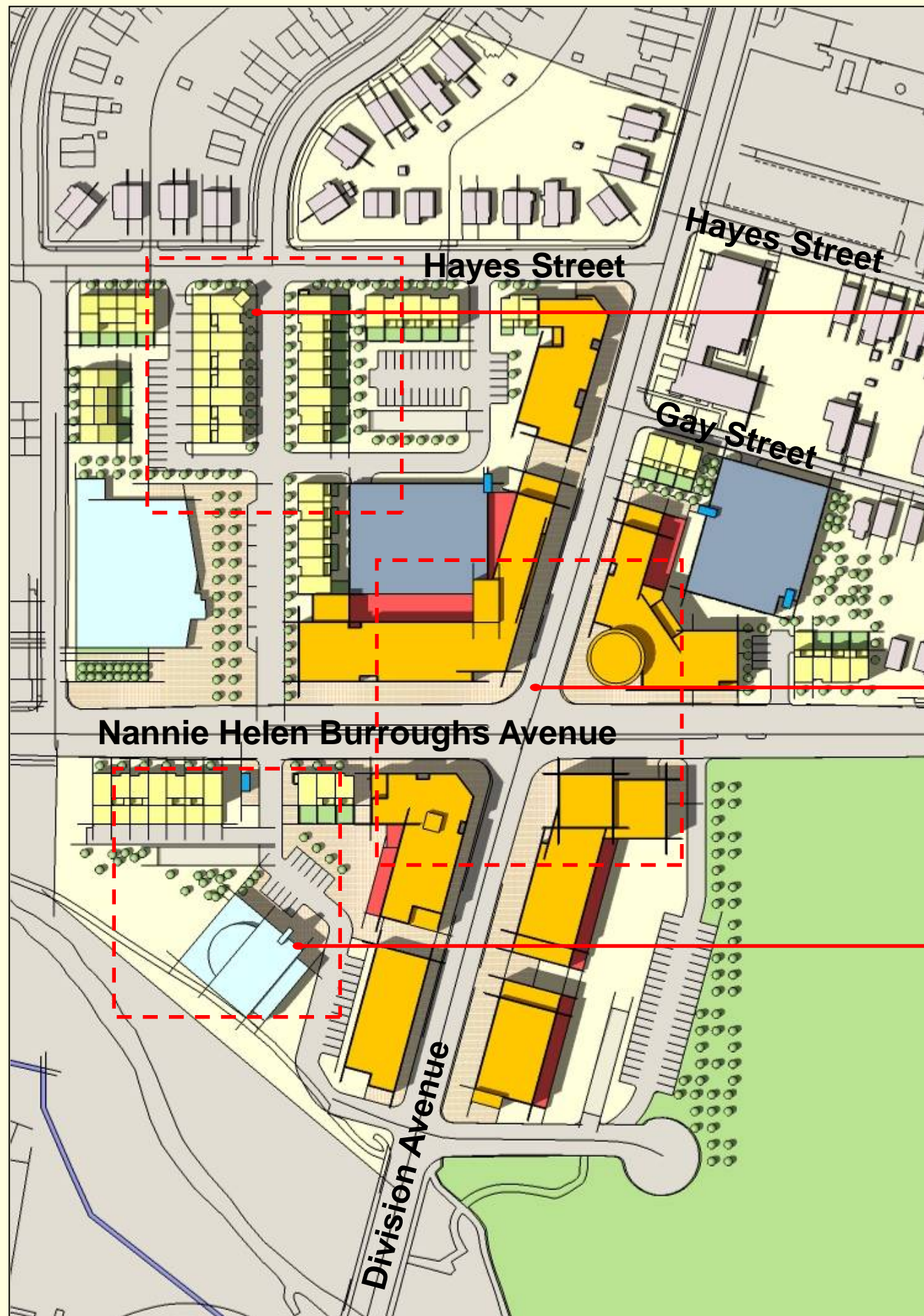


 Single Family Townhouses

 Stacked Townhouses







# Scenario 1: Town Center Site Plan

Townhouse Units: 108  
Multi-family Units: 458

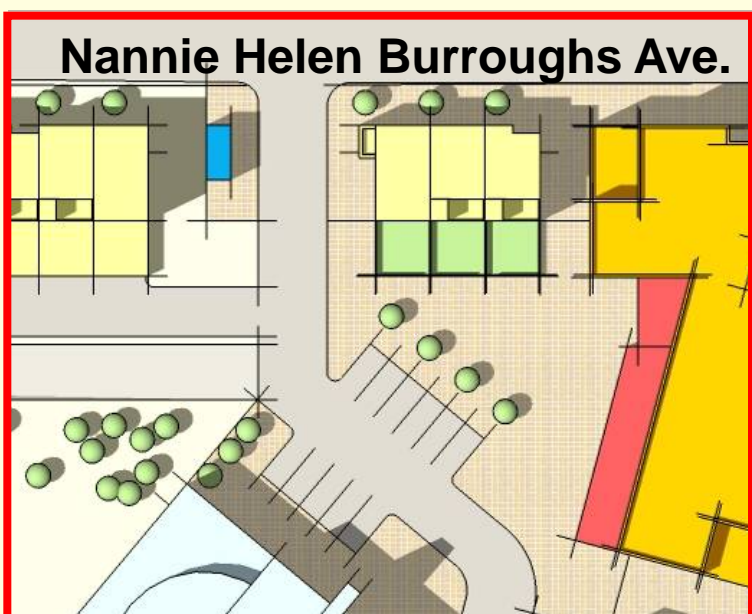
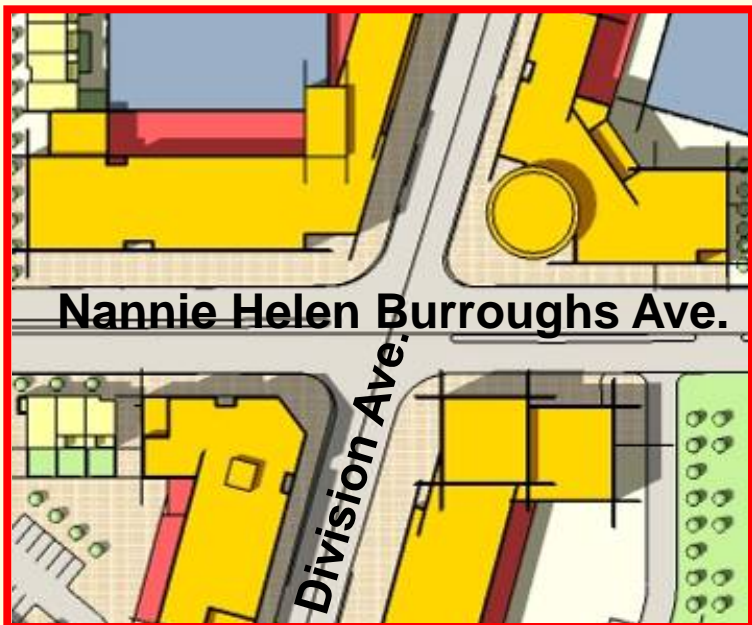
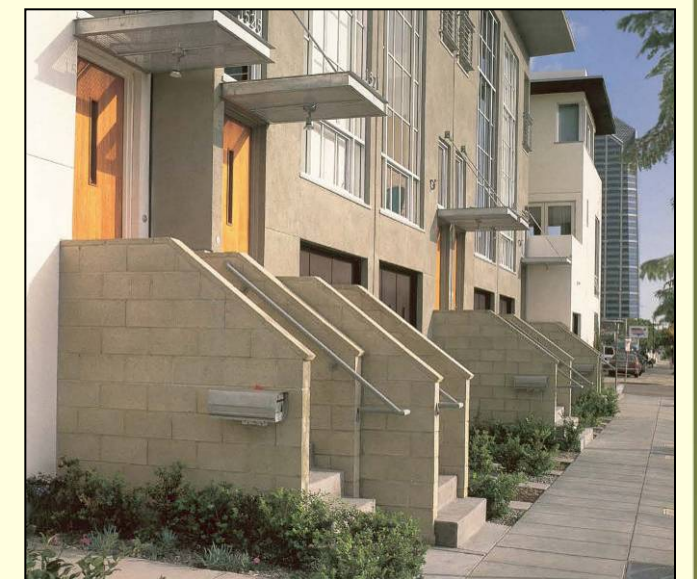
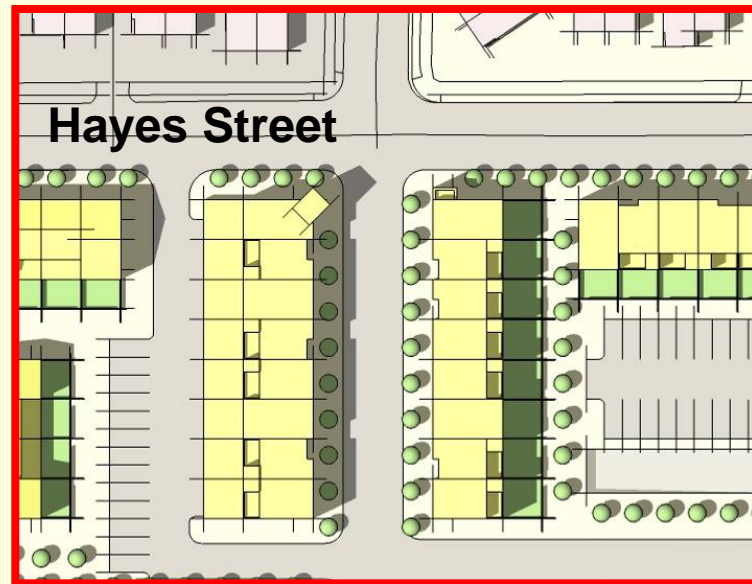
Total Units: 566  
Replacement Units: 189





Retail space: 30,000 SF  
Office space: 58,000 SF

- Single Family Townhouses
- Stacked Townhouses
- Multi-family
- New Streets



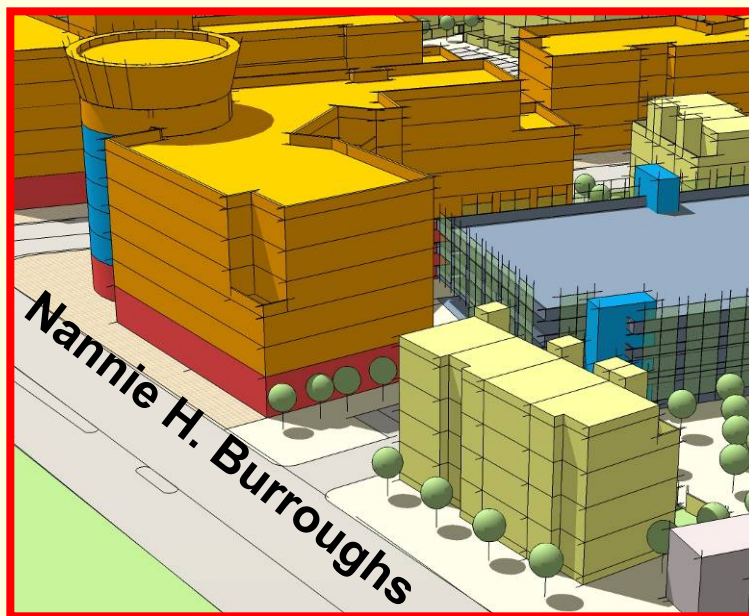
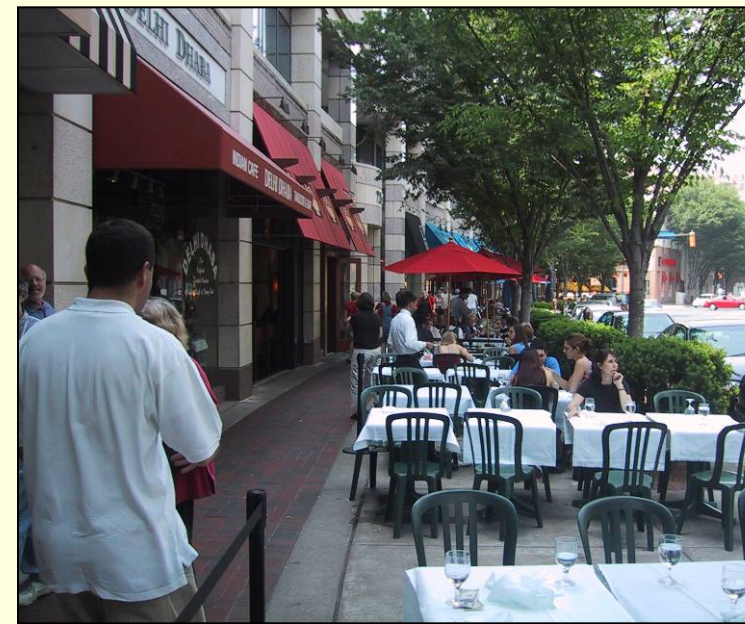
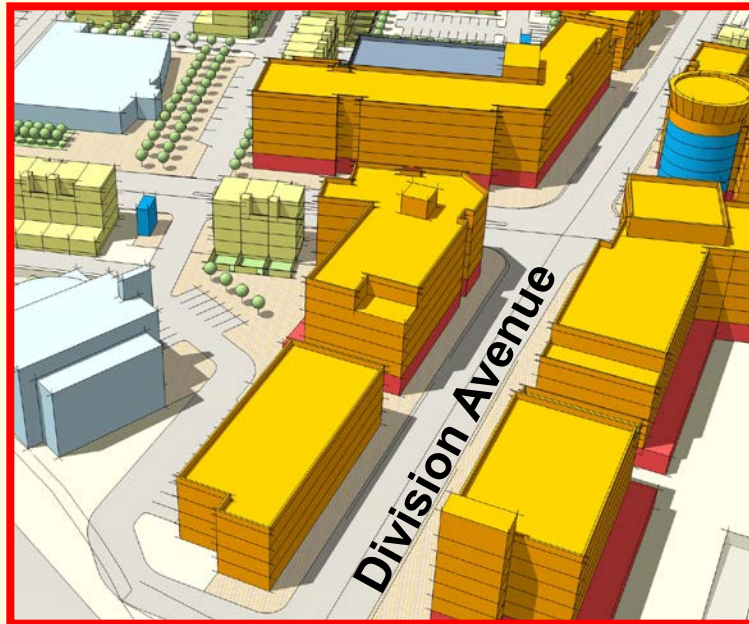
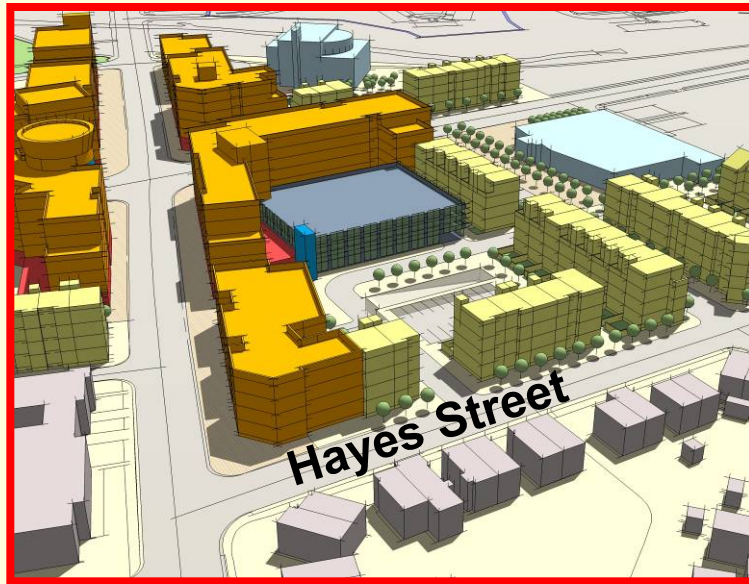








-  Existing Buildings
-  Commercial Use
-  Multi-family
-  Stacked Townhouses







-  Existing Buildings
-  Commercial Use
-  Multi-family
-  Stacked Townhouses





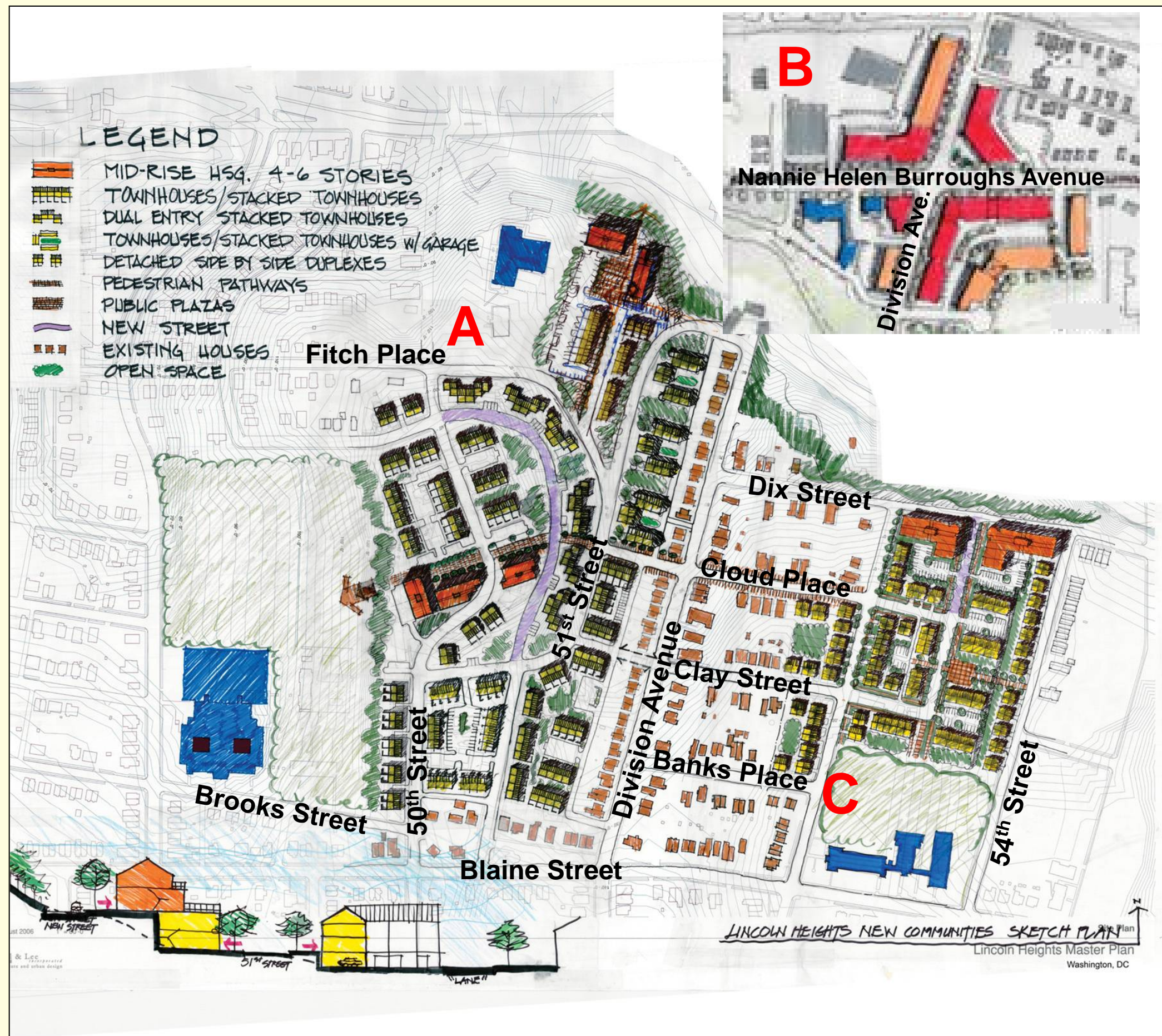
## Scenario 2: Neighborhood Sketch Plan

A. Lincoln Heights Property  
574 Units

B. Town Center  
566 Units  
30,000 SF retail space  
58,000 SF office space

C. Richardson Dwellings  
Property  
329 Units

Total Units: 1,469






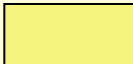

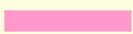
## Scenario 2: Lincoln Heights & Richardson Dwellings Site Plans

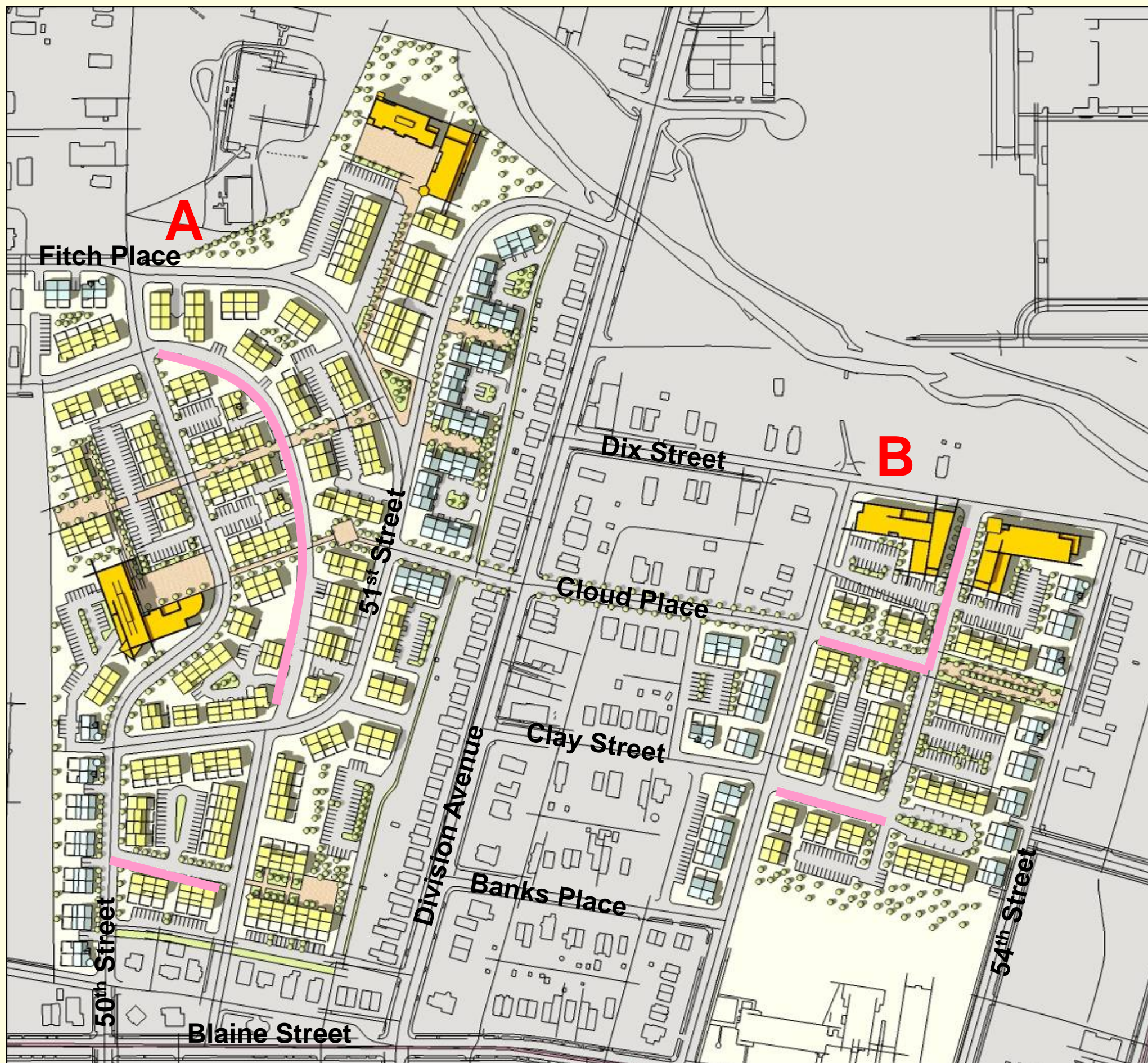
**A. Lincoln Heights Property**  
Multi-family Units: 176  
Single Family Townhouses: 336  
Stacked Townhouses: 62

**B. Richardson Dwellings**  
Multi-family Units: 168  
Single Family Townhouses: 29  
Stacked Townhouses: 132

**Total Units: 903**  
(574 and 329)

**Replacement Units: 301**  
(191 and 110)

-  Single Family Townhouses
-  Stacked Townhouses
-  Multi-family
-  New Streets





## Scenario 2: Richardson Dwellings Site Plan

**Multi-family Units: 168**





**Single Family Townhouses: 29**

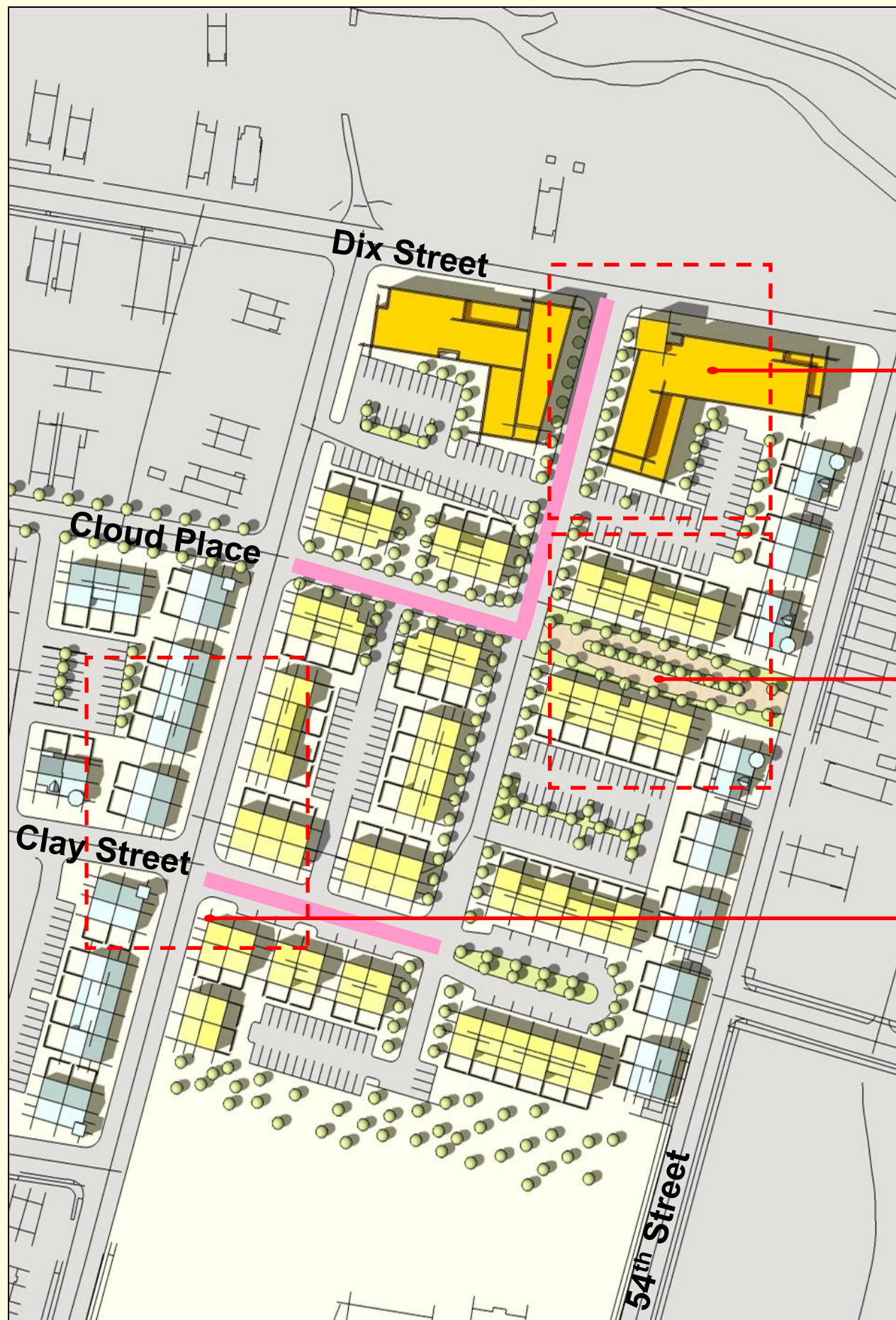
**Stacked Townhouses: 132**

**Total Units: 329**

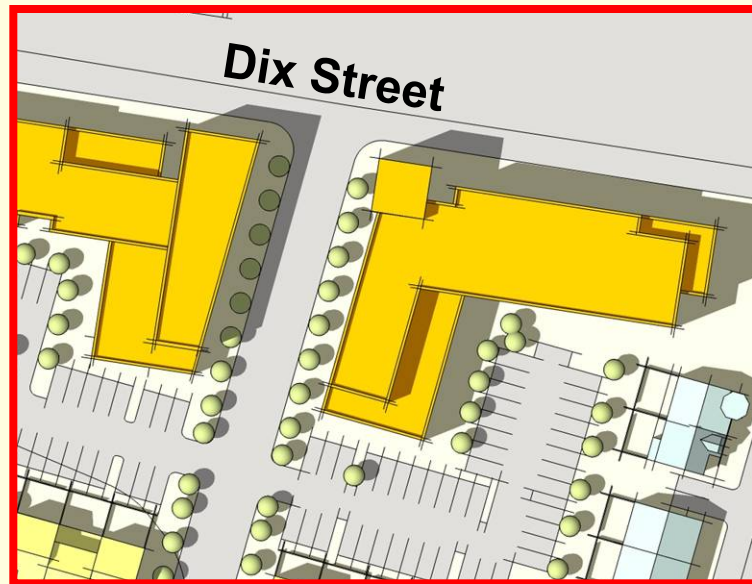
**Replacement Units: 110**



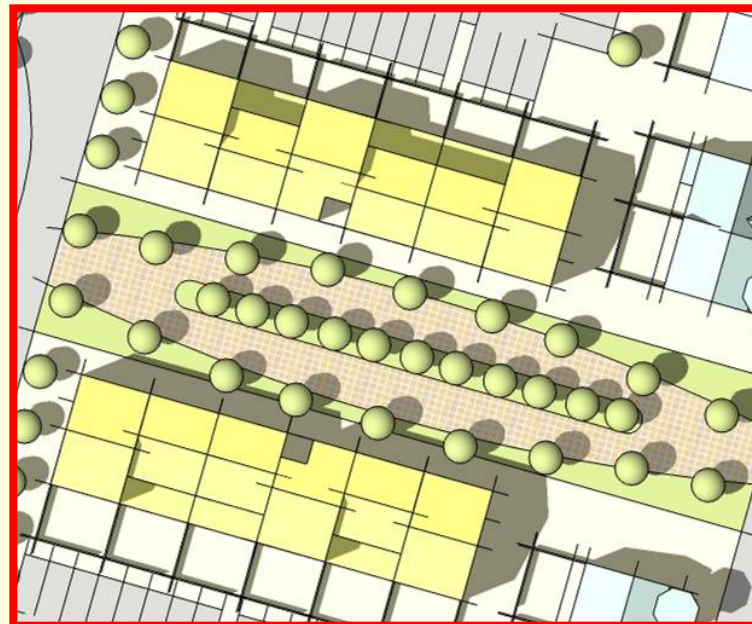
-  Single Family Townhouses
-  Stacked Townhouses
-  Multi-family
-  New Streets



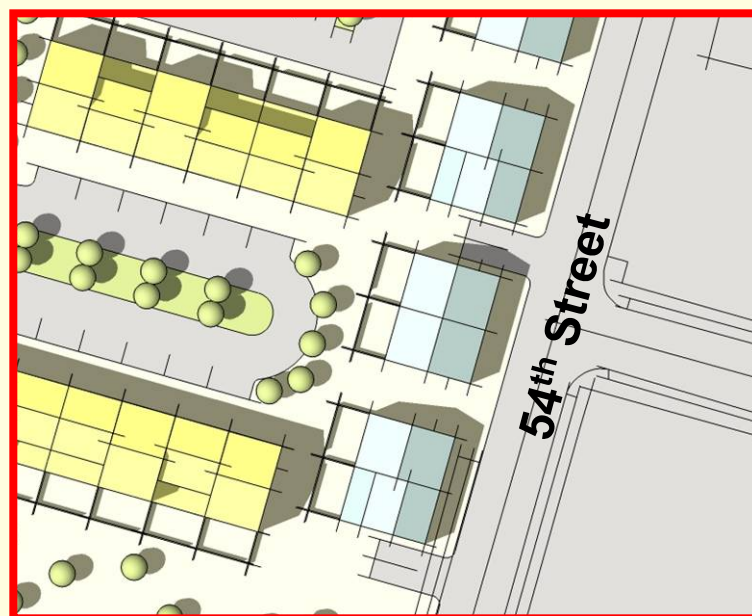





 Mid-Rise Multi-family



 Stacked Townhouses



 Single Family Townhouses

 Stacked Townhouses





## 2. Housing

The proposed development program for the Lincoln Heights & Richardson Dwellings New Communities Revitalization Plan will include a mix of townhouses and multi-family buildings.

### Townhouses

Townhouses will be designed to accommodate the needs of residents and the topographical contours of the site. The townhouse design is intended to recreate the feel of the neighborhood area's privately-owned homes, with the following features and elements:

- Individual entrances, private rear yards, off street parking and ample sized living spaces with adequately sized bedrooms.
- Steeply sloped areas will have the townhouse stacked on top of one another, allowing both units to have private entrances. Upper units would enter from the higher street and lower units from the streets that run farther down the slope.
- Units along the eastern side of 51st Street will take advantage of extensive renovations to the alley that extends along the back of the existing Division Avenue residences. This alley will be transformed into a residential lane, similar to those found on Capitol Hill, with private parking courts that can also serve as community gathering areas.
- Remaining townhouses on the Lincoln Heights property would be traditional side by side and/or stacked townhouses. These traditional townhouses would also be found on the Richardson Dwellings property.



### Multi-family Apartments and Condominiums

Multi-family buildings will be located in the Town Center as well as on both DCHA sites. The advantages and plan for using multi-family buildings are as follows:

- More units (greater density) in areas that have special amenities like proximity to parks, shopping and mass transit.
- Greater density on the flatter areas of irregular sites.
- Opportunity for housing that can best accommodate residents with physical impairments, particularly those who cannot negotiate stairs.
- More eyes on the street in areas that might otherwise be isolated.
- On the Lincoln Heights site, there will be 84 units in two six-story buildings on the crest of 50th Street and 54 units in a four-story building on 51st Street overlooking the park at Kelly Miller Middle School.
- On the Richardson Dwellings site, there will be 180 units in six-story apartment buildings sited parallel to the park on Dix Street.





### 3. Community Assets

A key component of this Revitalization Plan is the redevelopment of the underutilized commercial corridor along Nannie Helen Burroughs Avenue at its intersection with Division Avenue into a robust, mixed-use Town Center with both retail and housing. The Town Center would include the following:

- 566 housing units with great access to mass transit and commercial opportunities.
- 30,000 square feet of retail space and 58,000 square feet of health clinic/office space.
- Direct access to Marvin Gaye Park and all of its recreational amenities.
- An institutional corridor anchored by a revitalized Strand Theater and area churches.
- Ample parking to serve the needs of residents, businesses and churches.

### 4. Transportation

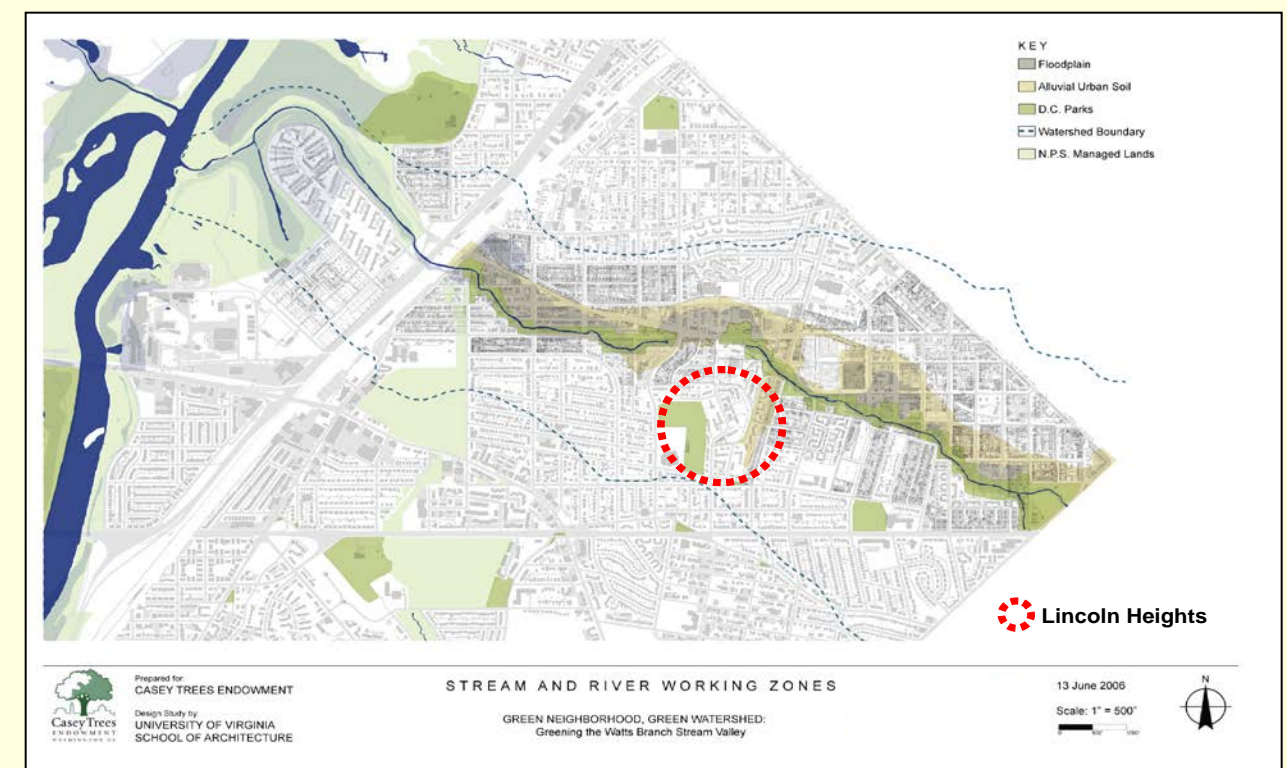
The proposed Revitalization Plan will only minimally impact the study area roadway network. Nonetheless, the following transportation improvements would enhance operational efficiency and safety.

- Implement traffic calming and other improvements along Nannie Helen Burroughs Avenue at its intersections with Division Avenue, 49<sup>th</sup> Street, and 50th Street in accordance with the Great Streets Initiative.
- Extend the Great Streets Initiative to include traffic calming improvements along Division Avenue in the vicinity of Burrville Elementary School.
- Provide parking lane designations, narrower travel lanes, neck-downs, rumble strips, textured crosswalks and all-way stop control improvements along 49th and 50th Streets in the areas south of Nannie Helen Burroughs Avenue extending to East Capitol Street.

- Provide north-south split phasing to provide more efficient and safer left-turn movements from southbound along 50th Street to eastbound along East Capitol Street.
- Prohibit left-turn movements from 50th Street northbound to Nannie Helen Burroughs Avenue westbound.
- Provide pedestrian/handicap ramps and crosswalk connections to facilitate safe crossings at all intersections.
- Coordinate with the DC Department of Transportation (DDOT) Office of Mass Transit and WMATA to provide enhanced transit services and facilities within the Lincoln Heights Area.

### 5. Sustainable Design

Development in the neighborhood, if done poorly, could impact the Watts Branch watershed, with the potential to increase run-off and erosion, further degrading the stream and surrounding park. Alternatively, this Revitalization Plan will set a precedent for environmentally sensitive development through responsible stormwater management and sustainable design. The District has already approved spending \$4 million for stream restoration in 2007 and is committed to ensuring that no additional run off flows into the stream as a result of the proposed development.





During the Master Plan process, a number of residents and members of surrounding communities encouraged the adoption of sustainable design principles for Lincoln Heights that go beyond stormwater management.

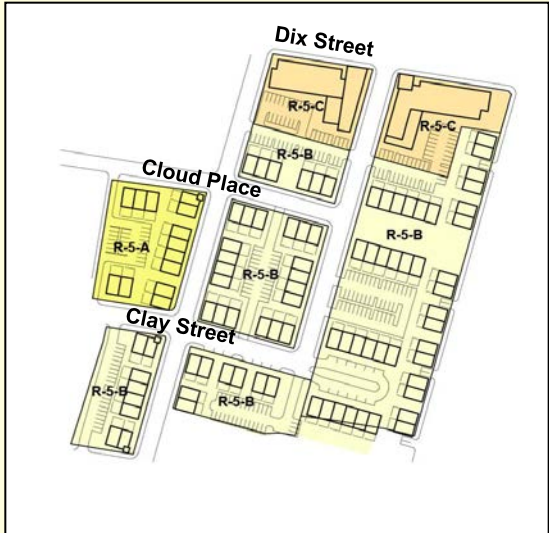
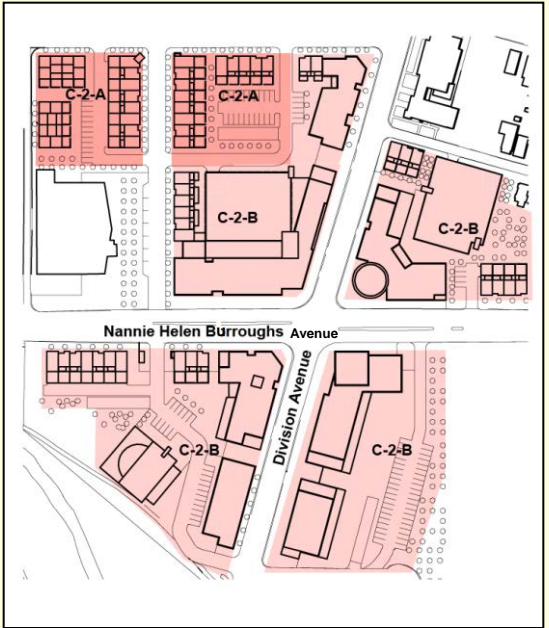
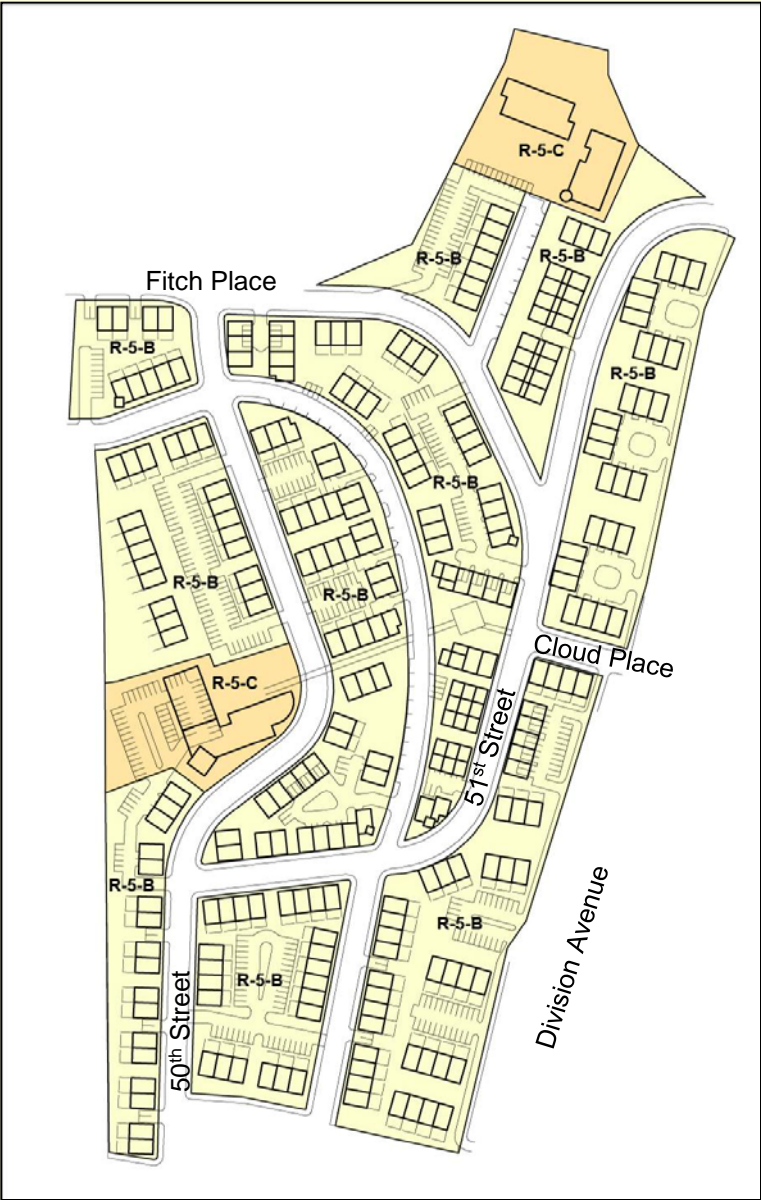
Sustainable development involves designing a community – the siting and design of buildings and the spaces in between them – in an integrated way that minimizes environmental impacts and maximizes the health of residents and other users. The sustainable approach uses design and construction as strategies to improve air and water quality, preserve valuable resources and contribute to the health and well-being of residents.

The green design criteria that should be followed for development under this Revitalization Plan include the following:

- Integrate site, building, and landscape design to minimize costs and maximize benefits.
- Develop site in a way that protects environmental assets.
- Design for higher density where appropriate.
- Make the neighborhood walkable and pedestrian-friendly.
- Prevent erosion and control sediment through proper siting and construction practices.
- Manage stormwater onsite whenever possible, using low impact development (LID) techniques.
- Use native landscaping to reduce irrigation costs.
- Locate and plant canopy trees to cool and shade homes and parking areas, reducing energy costs.
- Use environmentally-friendly building systems and materials.
- Use water-conserving appliances and fixtures.
- Use energy-efficient appliances and lighting.

## 6. Zoning Changes

To accomplish the proposed development, certain zoning requirements governing the height, size and uses of buildings within the neighborhood will need to be revised, particularly related to density. The following images and explanations detail the zoning changes necessary to support the plan. Although the required zoning is shown by individual parcel, developers of each area are likely to consider re-zoning through the planned unit development (PUD) process.





**Baseline Plan: Lincoln Heights**

There are currently 440 units within the Lincoln Heights property. The development plan will increase to 574 the total number of onsite units. The new density is achieved with townhouse-style single and duplex units and two higher density multi-family units. To support the new density the plan requires up-zoning some section of the property from R-5-A to R-5-B, with areas targeted for multi-family buildings up-zoned R-5-C.

R-5-A FAR and story limits make it difficult to meet the increased density. However, R-5-B FAR will allow 4,000 square feet of developable square footage per 2,300 square feet of site area. The duplex units will house two 2,000 square foot units with two levels per unit. Also, the R-5-C will permit areas of higher density specifically near Marvin Gaye Park and internal to the site. On average R-5-C will support 86,000 square feet of developable square footage on 28,700 square feet of site area and yield approximately 80 units and 30 parking spaces per site, plus on-street parking.

**Existing Zoning: R-5-A**

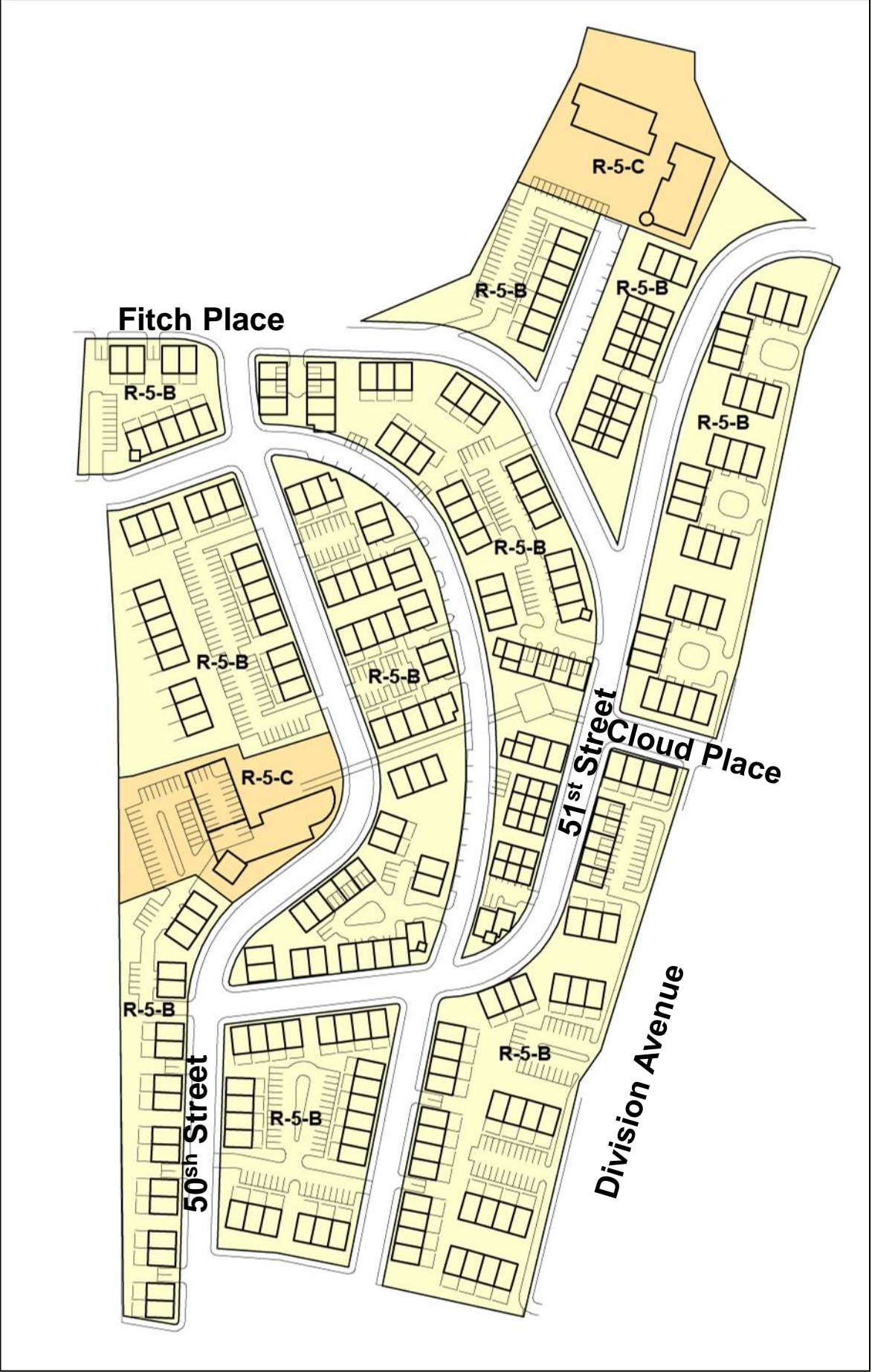
- Height/Stories: 40 feet/ 3 stories
- FAR: 0.9
- Lot Occupancy: 40%
- Parking: 1 per dwelling unit

**Proposed Zoning for Townhouses: R-5-B**

- Height/Stories: 50 feet/ unlimited stories
- FAR: 1.8
- Lot Occupancy: 60%
- Parking: 1 per 2 dwelling units (multi-family)

**Proposed Zoning for Multi-family: R-5-C**

- Height/Stories: 60 feet/ unlimited stories
- FAR: 3.0
- Lot Occupancy: 75%
- Parking: 1 per 3 dwelling units (multi-family)





## Baseline Plan: Town Center

The existing mix of uses near the Nannie Helen Burroughs and Division Avenues intersection is currently subject to a mix of R-2, C-1 and C-M-1 zones. Scenarios 1 and 2 identify this intersection as the major off-site development opportunity to support the proposed concentration of housing. This also provides an opportunity for the higher density of transit-oriented development in this otherwise residential community. An up-zoning from the mix of uses to C-2-B is required for the intersection to support the proposed concentration of housing. ***(This proposal must be reconciled with the District's new Comprehensive Plan, which calls for medium- and low-density residential on either side of Division Avenue, north of Nannie Helen Burroughs Avenue.)***

Preliminary analysis shows approximately 336,000 square feet of developable land within the boundaries of the proposed town center site. Zoning within the boundaries currently includes R-2, R-5-B, C-1 and C-M-1 zones. In terms of the number of units of housing desired for the site, an up-zoning to C-2-A would be sufficient to realistically meet the housing goals of the Revitalization Plan. Height restrictions under C-2-A, however, would make it difficult to maximize housing development while also meeting retail and parking demands. Consequently, this plan calls for up-zoning the area to C-2-B zoning, which would result in capacity for the 566 new residential units within the Town Center (including over 189 replacement units).

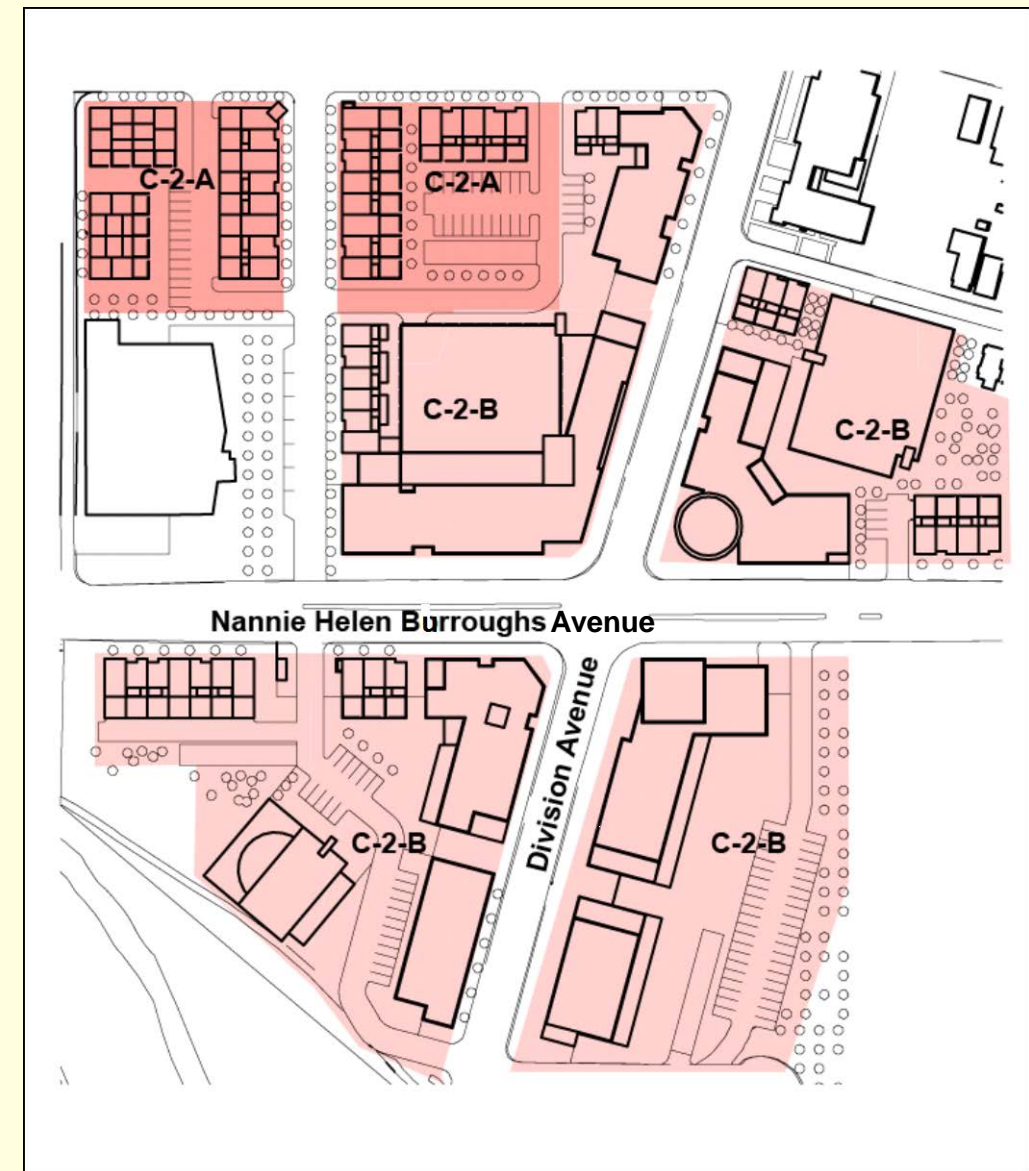
An increase in zoning (from the current mix of R-2, R-5-B, C-1 and C-M-1 to a new C-2-A zoning) would result in sufficient FAR to support 1.2 million square feet of built space. In addition to the vacant and underdeveloped properties, there is currently just over 121,000 square feet of existing uses (generally church buildings and a historic theater) that would likely be preserved as part of any new development, leaving over one million square feet of FAR for new development.

This analysis assumes 30,000 square feet of new retail, 58,000 square feet of offices and community facilities (i.e., a new health clinic and offices) and approximately 325,000 square feet for parking, in addition to the 566 new units of housing.

**Existing Zoning:** A mix of R-2, R-5-B, C-1 and C-M-1

**Proposed Zoning:** C-2-B

Height/Stories: 65 feet/ unlimited stories  
FAR: 3.5 total, 1.5 of the total can be commercial  
Lot Occupancy: 80% for residential development  
Parking: 1 per 3 dwelling units  
1/1,800 SF in excess of 2,000 SF of Office  
1/300 SF in excess of 3,000 SF of Retail





## Alternate Plan: Richardson Dwellings

There are currently 190 units in Richardson Dwellings. Scenario 2, the Alternate Plan, calls for increasing the total number of units to 329. This new density is achieved with numerous townhouse style single and duplex units and two higher density multi-family structures. The plan requires up-zoning most of the property from R-5-A to R-5-B with specific areas up-zoned to R-5-C to support this density.

R-5-A limits make it difficult to meet the increased density. However, R-5-B would allow, for example, a 4,000 square foot building on a property of 2,300 square feet, allowing for duplex townhouses with two 2,000 square foot units of two levels per townhouse. R-5-C zoning will permit areas of higher density specifically near Marvin Gaye Park. On average R-5-C would support 98,000 square feet of development on 33,000 square feet of site area and yield approximately 90 units and 30 parking spaces per site.

### Existing Zoning: R-5-A

Height/Stories: 40 feet/ 3 stories

FAR: 0.9

Lot Occupancy: 40%

Parking: 1 per dwelling unit

### Proposed Zoning for Townhouses: R-5-B

Height/Stories: 50 feet/ unlimited stories

FAR: 1.8

Lot Occupancy: 60%

Parking: 1 per 2 dwelling units (multi-family)

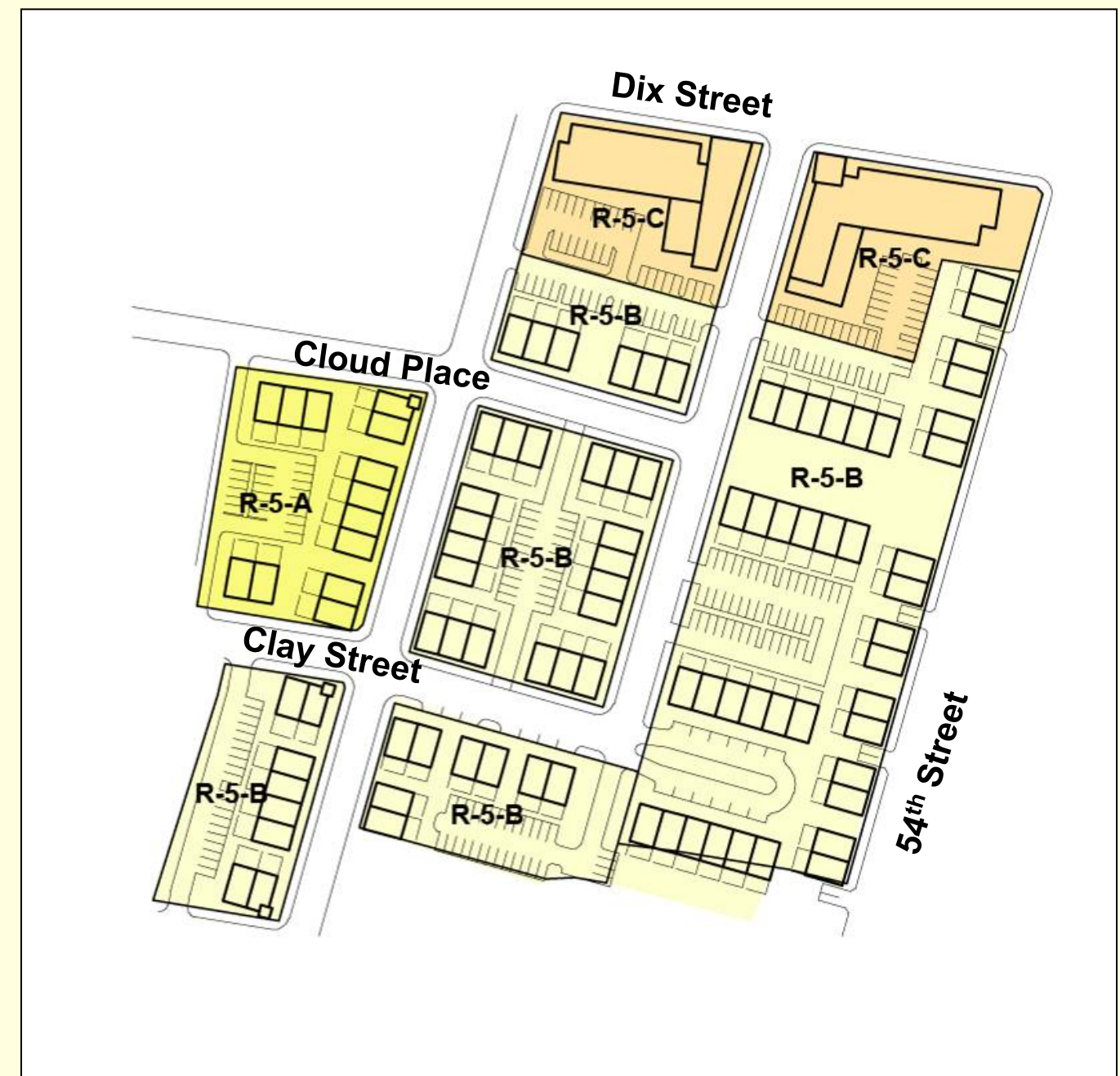
### Proposed Zoning for Multi-family: R-5-C

Height/Stories: 60 feet/ unlimited stories

FAR: 3.0

Lot Occupancy: 75%

Parking: 1 per 3 dwelling units (multi-family)





# IV. Development & Finance Plan



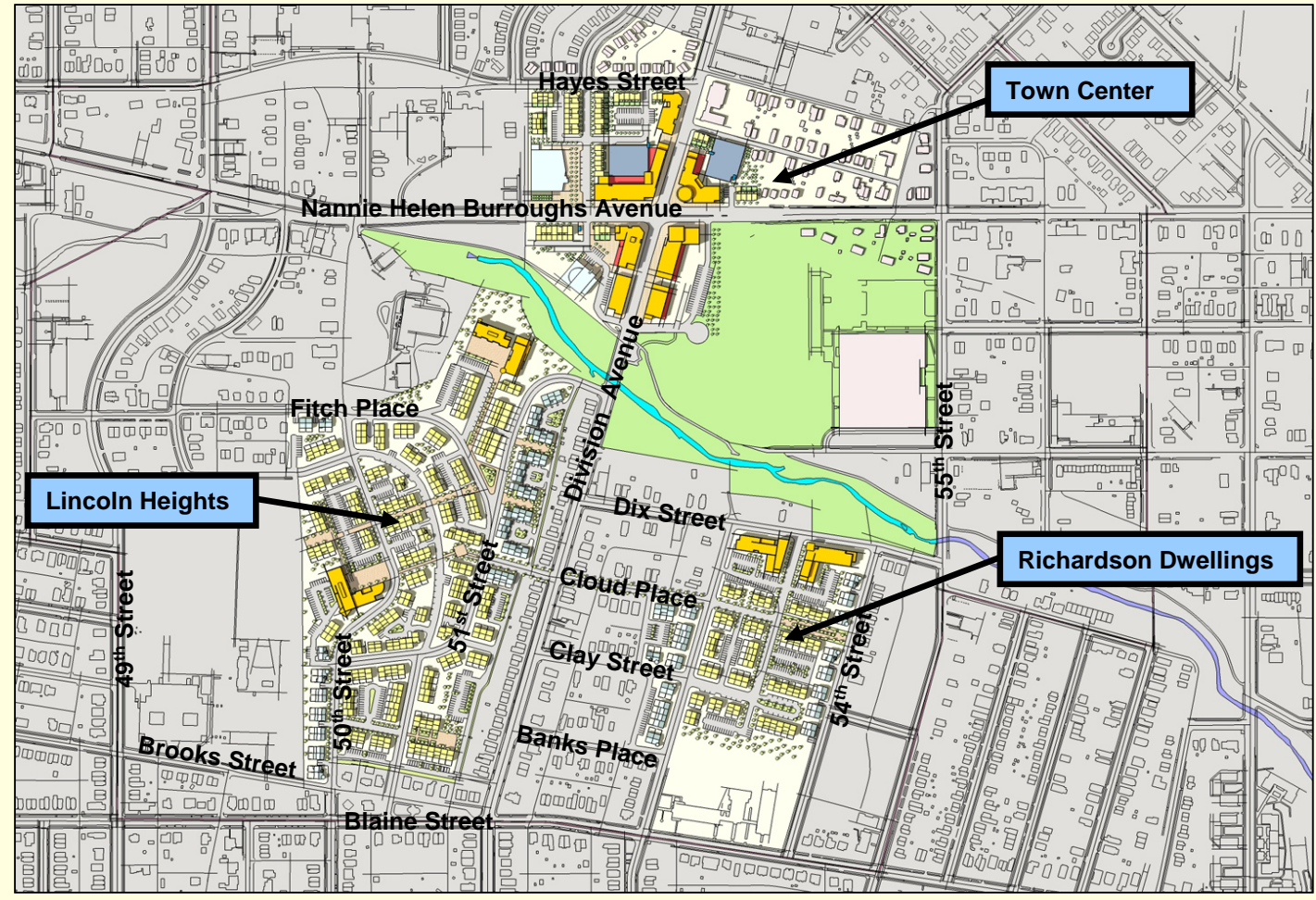






IV. DEVELOPMENT & FINANCE PLAN

This final section of the Lincoln Heights & Richardson Dwellings New Communities Revitalization Plan presents the most efficient and effective ways to implement the community’s vision for a revitalized neighborhood. It addresses, in general terms, the proposed development program, site control, phasing and relocation, the overall schedule and estimated sources and uses of funding for this revitalization initiative.



A. Development Plan

The Revitalization Plan is focused on three development program elements – housing, retail and community facilities – as well as improvement to the area’s transportation infrastructure. The development plan calls for 1,609 units of new housing (including up to 630 replacement units), 30,000 square feet of new retail development, and 58,000 square feet of new office space (including health care uses). The total estimated cost to implement the Revitalization Plan will be up to \$559 million over an estimated 10- to 15-year period.

1. Housing

The housing units called for in this plan are mixed-income and mixed-tenure, comprising a variety of building structures.

**Income Mix** – Under the recommended scenario, the proposed redevelopment includes 1,469 units on three redevelopment sites, plus 140 replacement units offsite. These 1,609 units will include 630 replacement units regulated by the DC Housing Authority (DCHA). The total number of replacement units would replace all of the current units at DCHA’s Lincoln Heights and Richardson Dwellings properties. Redeveloping both sites, rather than just one, accelerates the implementation of the community Revitalization Plan. The 1,469 units built within the redevelopment area would include an equivalent number of replacement units, workforce housing and market rate units. Each phase of the redevelopment will consider this approximate mix of incomes.

**Tenure Mix** – The proposed redevelopment will include a mix of rental and ownership units. It is expected that rental and ownership units will be distributed throughout each income level as described in the table below. The mix of one-, two-, three- and four-bedroom units is based on market analysis and matching replacement units to existing households.

Proposed Housing Unit Mix					
One-third replacement units (generally below 30% of AMI)		1BR	2BR	3BR+	
- Rental Units	85% to 90%	11%	48%	41%	
- Ownership / Lease-to-Purchase Units	10% to 15%	TBD	TBD	TBD	
One-third workforce units (between 30% and 80% of AMI)		1BR	2BR	3BR	4BR
- Rental Units	50%	20%	50%	30%	0%
- Ownership Units	50%	0%	35%	50%	15%
One-third market-rate units (over 80% of AMI)					
- Rental Units	0%				
- Ownership Units	100%	2BR	2BR+Den	3BR	4BR
- Condominiums	15%	35%	65%	0%	0%
- Townhouses	85%	15%	20%	45%	20%

**Variety of Building Types** – Existing and new residents will have a choice of homes built in a variety of structures, including townhouses (both single-family and stacked) and mid-rise apartment/condominium buildings. The proposed mix of structures will provide housing to meet the needs of families, seniors, disabled residents, and large and small households. Each of the structures and projects will be designed to a high standard.





2. Retail

Residents were clear that the existing retail in the neighborhood fails to meet their needs for a high quality, enjoyable shopping experience. This plan, therefore, calls for the development of approximately 30,000 square feet of higher quality retail to be located in the new Town Center at the intersection of Nannie Helen Burroughs and Division Avenues. Residents recognized that sufficient support for this proposed new retail can only come from intensive new development of housing at the intersection.

With most retail demand in the area already captured by the East River Park shopping center, and additional demand to be met by the new Capitol Gateway retail center, new Town Center retail will focus on convenience goods and services. Improving neighborhood access to a full-service supermarket and other shopping opportunities will require ensuring effective connections to these other shopping centers. (See transportation recommendations.)

3. Community Facilities

Attracting new residents to the neighborhood will require more than just new homes; it will require that potential residents see a community with the right mix of amenities to meet their needs. In addition to the assets already found in the community, this Revitalization Plan envisions several new community facilities.

The redevelopment of H.D. Woodson High School may provide an opportunity to include facilities that will make this a community education and learning campus. This site could host the “Communiversity” and provide contextualized learning opportunities for adults and older youth.

A redeveloped Kelly Miller swimming pool is proposed, to be housed indoors at its current site, with a mix of activity rooms open during the school day to supplement the current use of the Kelly Miller Middle School as a recreation center. The estimated cost of \$15 million is based on recent comparable DC Department of Parks and Recreation (DPR) projects.

A primary health care facility and medical office building is proposed to provide easy access to residents dependent on public transportation. The proposed location for this new facility is at the new Town Center. The estimated cost of \$18 million is expected to be covered by the Medical Homes DC program.

Increased programming and operational/maintenance support for Marvin Gaye Park is also needed. Its estimated cost of \$2 million per year is based on input from Washington Parks and People.

B. Site Control

The lack of publicly-owned or controlled land in the Lincoln Heights & Richardson Dwellings neighborhood can impact the development called for in this plan. As a result, implementation of this plan will require significant public-private partnership to develop private land or implement a public land assemblage. Solutions to this challenge are addressed in the phasing and relocation section of this development and finance plan.

Options for new development under the plan include DCHA properties; public-private partnerships for land development at the Town Center site; other private developments; and such other public sites as those identified under the District’s Home Again Initiative, the Great Streets Initiative along Nannie Helen Burroughs Avenue, and at public school sites.

1. DC Housing Authority Sites

The two major parcels in the neighborhood controlled by the DC Housing Authority are good candidates for redevelopment. The first is the Lincoln Heights public housing community, comprised of approximately 21 acres of developable land and currently holding 440 units. If built out at an average density of 25 to 30 units per acre (typical for townhouse development), with three mid-rise apartment/condominium buildings, the site would support 574 units of mixed-income housing. Of these, 191 units will be set aside as replacement units.

The second parcel is the Richardson Dwellings public housing community, comprised of just over seven acres of land and currently holding 190 units. If built out at an average density of 25 to 30 units per acre (typical for townhouse development), with two mid-rise apartment/condo buildings, the site would support 329 units of mixed-income housing. Of these, 110 units will be set aside as replacement units.

Development on these two sites provides a total of 301 replacement units. The strategy for developing the remaining 329 replacement units off-site is addressed in the following sections of this document.

Redevelopment & Replacement Units			
Recommended Scenario	Total Units	Replacement Units	Other Development
Lincoln Heights DCHA Site	574	191	30,000 SF Retail; 58,000 SF Clinic/Office
Richardson Dwellings DCHA Site	329	110	
Town Center	566	189	
Offsite Public or Private Development	0	140	
	1,469	630	
Offsite Public or Private Development	140		
	1,609		





## 2. Town Center at Nannie Helen Burroughs & Division Avenues

The area surrounding the intersection of Nannie Helen Burroughs and Division Avenues is one of the primary offsite development locations for the required replacement units. Most of the land is privately owned. As such, the District government will either have to establish partnerships with private and non-profit owners to develop their land in accordance with the Town Center program established in this plan, or the city will have to pursue acquisition of the land.

## 3. Alternative Private Development Sites

In order to expand the number of opportunities for off-site replacement housing, and to expedite the revitalization process, the District's first step is to identify projects currently in the planning or early development stage that could allocate a percentage of their units as replacement units.

One of the larger planned developments in Ward 7 is the Parkside development located just west of Kenilworth Avenue, near the Minnesota Avenue Metro Station. Initial discussions have identified the potential for up to 50 senior housing units. The Parkside project would include 1,500 to 2,000 total units at build out, along with substantial office and retail development. Consequently, the potential for additional replacement units exists. DCHA would provide rental subsidy to the Parkside properties in support of additional low-income households.

Other developments of smaller size will also be identified. DCHA and the District will contact the developers and owners of each to discuss potential subsidy for replacement housing.

## 4. Alternative Public Development Sites & Programs

In order to move as quickly as possible with the revitalization effort, the District will also seek to identify opportunities for development of housing on publicly-owned land throughout Ward 7. Potential offsite developments include, but are not limited to Kenilworth Courts, the Capitol Gateway and Eastgate HOPE VI developments, and properties bundled for developers under the Home Again Initiative.

### i. Home Again Initiative Infill Housing Program

The District government has operated its Home Again Initiative since 2002, with the goal of transforming vacant and abandoned residential properties into single-family homeownership opportunities for residents. Through the middle of 2006, the city had

identified and investigated ownership of nearly 1,200 vacant properties citywide. Over 350 of these homes have been rehabilitated by their owners or Home Again developers.

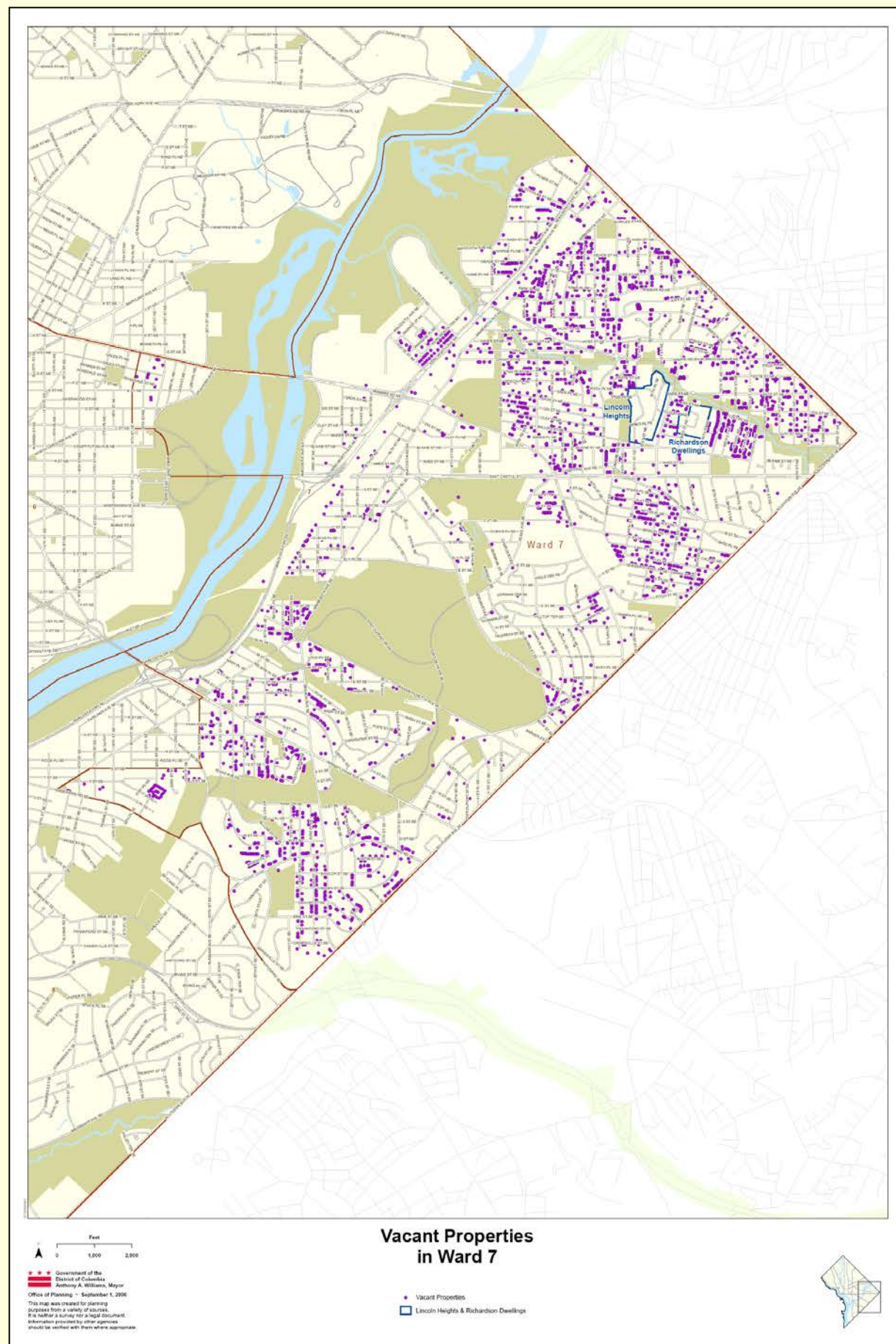
Under the program, the city either encourages an owner to improve the property or through a friendly sale, tax foreclosure, or with the use of eminent domain, the parcel is then bundled with other properties and sold through a request for proposals (RFP) process to a pre-qualified developer. Currently, 137 properties have been awarded to pre-qualified developers, with plans to transform the properties into 244 housing units – all as ownership housing. With financial support from the District, a portion of these new housing units are dedicated to providing affordable housing for buyers at varying levels of affordability.

Twenty-seven properties in Ward 7 are currently awarded to developers, with plans to develop 52 units on the sites. Only three of the properties (projected for six new units) are in the neighborhood. By concentrating its efforts on vacant and abandoned properties in the neighborhood planning area, the Home Again Initiative could help to reinvigorate the housing market in the community and eliminate blighted properties between the larger development parcels. There are currently 356 properties (243 residential and 113 commercial) within northeastern Ward 7 identified by the Office of Taxation and Revenue as either vacant or abandoned.

Aggressive implementation of the Home Again Initiative in the Lincoln Heights area could result in over 200 new ownership units, though likely no more than 90 of these would be replacement units. The time required to secure properties for the Home Again Initiative, however, suggests that only a relative handful of these properties would be secured over the first five years of this Initiative without additional resources devoted to the program and focused on the neighborhood. Home Again, therefore, is not likely to provide significant replacement units under the aggressive timeframe for redevelopment called for in this plan.







## ii. Public Schools

Public schools in the area generally have open space sufficient for outdoor student recreational activities, but do not possess additional land that could be leased for residential development. One exception is the field space at Kelly Miller Middle School, which exceeds the school's requirements, but is used by sports leagues from throughout the city. It is one of the primary locations for recreational sports in Ward 7 and clearly must be preserved to continue to offer this amenity to both existing and new residents of the neighborhood. The land surrounding the school is also owned by the National Park Service and its use is restricted to recreational uses.

The grounds of H.D. Woodson High School appear to be subject to National Park Service restrictions as well, limiting their use to educational and related purposes. Development on this site is further constrained due to the presence of underground springs.

Several schools located near the neighborhood are highlighted in the DC Public Schools' newly released Master Facilities Plan as sites for future redevelopment, either being declared excess space or closing. The District will work with DCPS to explore the potential for public/private development partnerships for Shadd Elementary and Ron Brown Middle Schools. These locations may eventually provide offsite replacement units.

## iii. Great Streets Initiative – Nannie Helen Burroughs Avenue

In addition to the concentration of new housing units at the Town Center location, a significant amount of new housing will be developed along Nannie Helen Burroughs Avenue to the east and west of the Town Center. The District's Great Streets Initiative is calling for significant up-zoning along Nannie Helen Burroughs, and is expected to generate significant interest in developing new residential units along this important corridor.

The Nannie Helen Burroughs corridor represents a viable location for replacement units. However, affordability requirements called for under the District's mandatory inclusionary zoning legislation may not achieve the number of units or depth of affordability needed. As a result, a zoning overlay requiring replacement units may be appropriate, as the land value may not be impacted negatively by the inclusion of replacement units if required as part of the same overlay that increases the current zoning capacity.







### C. Development Phasing & Relocation

The best approach to revitalizing existing public housing sites as mixed-income communities is to attract market rate homebuyers and renters to the new units. This will be difficult to do if the new units are built among existing public housing complexes which are still occupied, operated, policed and perceived in the same way they are now. As a result, the most effective way to attract new residents is to complete the relocation of residents to new offsite replacement units in mixed-income communities before beginning new construction on-site. Under this Revitalization Plan, the location yielding the highest number of off-site replacement units is the Town Center. Once fully developed, the Town Center will yield 566 total units, including 189 replacement units.

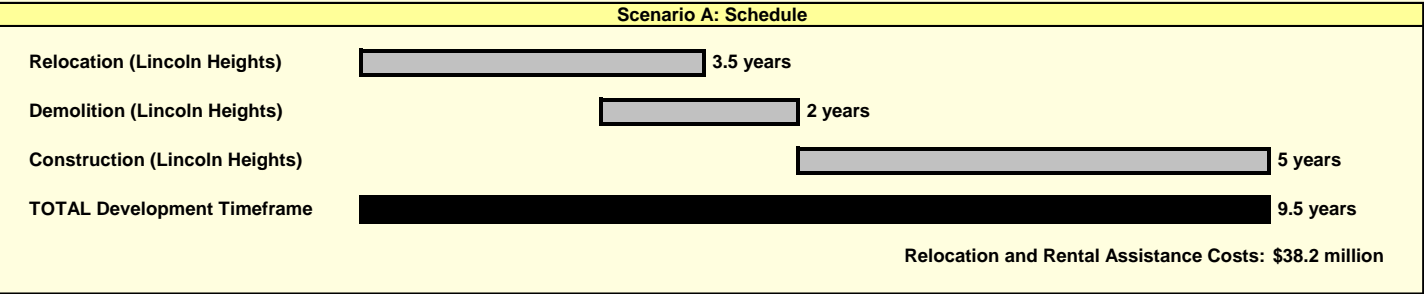
This approach can be achieved over varying durations of time and at a range of expenses. The various phasing strategies considered for the Revitalization Plan are represented by the three development scenarios discussed below.

### Development Phasing Scenario A – Clear Lincoln Heights site 100% before development of the site; start development with Town Center.

Placing emphasis on successfully establishing the Lincoln Heights site as a mixed-income community, unencumbered by the existence of the current structures – and expeditiously implementing redevelopment – suggests the need to vacate all 440 households to temporary off-site housing within Ward 7, if not the neighborhood. Although this is in contrast to the District’s New Communities Initiative’s "build first" strategy, it has evolved as the most effective means to DCHA in implementing its redevelopment program. This approach would offer residents a choice of relocation options that could include permanent or temporary relocation to either public or private housing and the opportunity to return to the redeveloped site.

Demolition and construction can begin once all 440 residents are relocated over a three- to four-year period. Once initiated, construction on the Lincoln Heights site could be completed in four to five years. Total development time would be approximately seven to eight years and would yield 574 total units on-site (including 191 replacement units), along with 189 replacement units at the Town Center, with the remaining 60 replacement units built at Parkside. (See Scenario B.)

Relocation and temporary rental assistance costs associated with Scenario 1 include relocation of 440 households (\$2.6 million) and rental assistance for approximately 440 households per year (\$35.6 million), for a total cost of \$38.2 million.



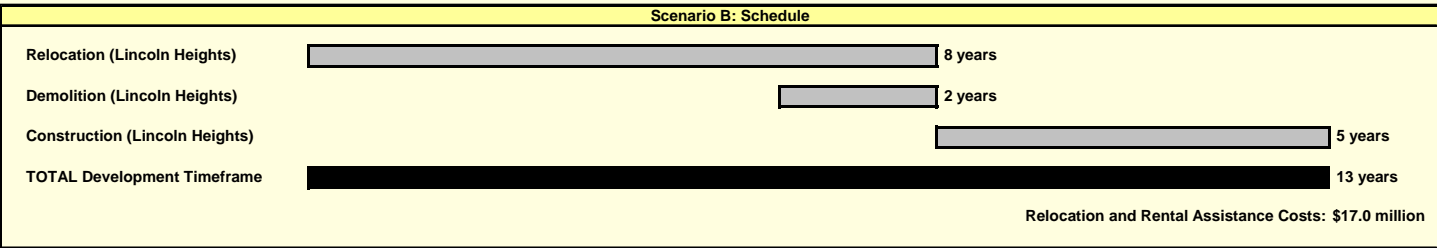


**Development Phasing Scenario B – Clear Lincoln Heights site partially before phasing development on the site; start development with Town Center.**

If the Town Center represents the first phase of off-site development, construction will likely begin in three to four years and be completed in six to seven years. Within that same time period and consistent with the "build-first" strategy, an estimated 50 senior housing replacement units could be produced at the new Parkside development. Once the Town Center is completed, 189 households could be relocated there from the Lincoln Heights property. This would permit demolition and construction to begin on the Lincoln Heights site, with 201 units remaining on site.

Either before or concurrent with relocation of residents to the Town Center the remaining 201 households could then be relocated to as yet unidentified units in Ward 7. Demolition and construction at the Lincoln Heights property could start in six to seven years and be completed in four to five years. Total development time would be approximately 11-12 years and would yield 191 replacement units on-site, 189 replacement units at the Town Center, with the remaining 60 replacement units built at Parkside and other offsite locations.

Relocation and temporary rental assistance costs associated with Scenario B include relocation of 440 households (\$2.6 million) and rental assistance during the phased construction of the Lincoln Heights property (\$14.4 million), for a total cost of \$17.0 million.



**Development Phasing Scenario C – Recommended Option: Start with Richardson Dwellings relocation/development concurrent with Town Center; upon their completion, clear Lincoln Heights site 100% before beginning onsite redevelopment.**

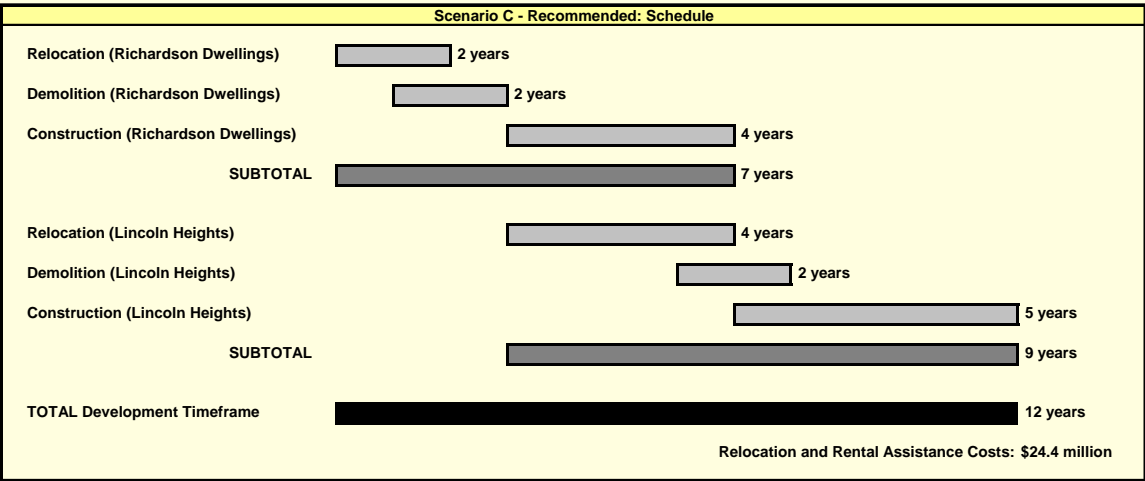
To the extent that opportunities are limited to replace Lincoln Heights 440 units off-site, it is determined that by focusing initial efforts on Richardson Dwellings, new development could begin sooner, with new replacement, work force and market rate units provided earlier. Richardson Dwellings has fewer units (190) than the Lincoln Heights property, allowing the property to be vacated more quickly. If residents are

relocated from Richardson Dwellings to temporary off-site housing within the Ward, the Richardson Dwellings site can be cleared for new development.

As residents are relocated (taking approximately one-and-a half to two years), demolition and construction can begin. On-site construction could be completed in four years. Total development time for the Richardson Dwellings site would be approximately six years, yielding 329 total units (including 110 replacement units) of new housing in a mix of duplexes, townhouses and mid-rise apartment/condominium buildings.

Within that same period, the Town Center could be completed, providing housing for the relocation of 189 Lincoln Heights households. The remaining construction activity at the Lincoln Heights site would mirror Scenario 2. Total development time would be nine to ten years. Since activity begins and ends sooner at the Richardson Dwellings site, and employs the "build first" strategy to a sufficient degree, this scenario is recommended.

Relocation and temporary rental assistance costs associated with Scenario C include the relocation of 630 households (\$3.7 million) and rental assistance for Richardson Dwellings and Lincoln Heights households during development of those sites and the Town Center replacement units (\$20.7 million), for a total cost of \$24.4 million.

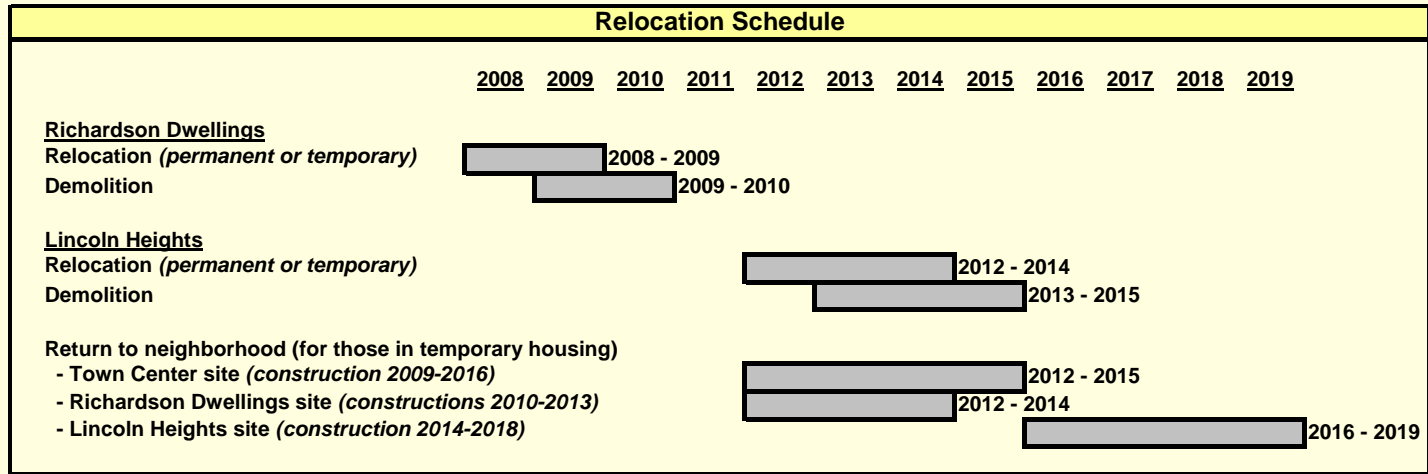


**Relocation**

Under each scenario, in order to accelerate redevelopment of DCHA property, current residents will need to be relocated in some fashion. These relocations can be either permanent or temporary – to new or existing properties (public housing or private). The availability of these choices is a significant benefit to residents, given the variety of preferences they have expressed related to the timing of their relocation (some suggesting the sooner the better), desire to return to the neighborhood, and willingness to consider temporary relocation. Under all scenarios



it is expected former and new residents will begin to occupy the redeveloped sites as each construction phase is completed. This ensures that former residents will not necessarily have to wait to return until all new development is completed.



**Temporary Rental Assistance.** Temporary relocation through rental assistance for units in existing buildings could provide up to 200 units at any time. Even as the specific residents using this assistance change over time, it is expected that the District will need to provide temporary rental assistance support for several years, until all 630 households are permanently relocated. ***The impact of temporary relocation of residents considers the financial implications of the Uniform Relocation Act, which requires ongoing assistance beyond just a one-time move expense.***

D. Schedule

The redevelopment process is an extended one, with the full build out of all replacement units and of new, mixed-income communities within 10 to 15 years.

Overall Development - Recommended Scenario	Completion Time (years)
Relocation of current residents	7 - 14
Development of off-site housing	2 - 7
In pre-planned developments (e.g., Parkside)	2 - 5
On other properties yet to be planned	3 - 7
New community facilities (DPR, H.D. Woodson, etc.)	4 - 6
Demolition and construction at Lincoln Heights	10 - 13
Demolition and construction at Richardson Dwellings	4 - 8
Town Center acquisition/partnership and development	3 - 7

The schedule can be accelerated by taking some of the steps noted in the Phasing and Relocation portion of this Revitalization Plan and other key actions. These steps include:

- Quickly identifying opportunities at new developments already underway and negotiating agreements to include replacement units at these sites.
- Qualifying current residents for relocation to replacement units as quickly as possible.
- Engaging area churches and other land owners regarding co-development or sale of their properties for development of mixed-income, mixed-use buildings (particularly at the Town Center site).
- Developing Lincoln Heights, and potentially Richardson Dwellings, in phases.





E. Sources & Uses

Preliminary financial estimates have been prepared based on the following:

- Unit sale price and rental rate estimates from a market analysis prepared by Bay Area Economics for this project.
- Cost estimates from comparable developments, provided by the DC Housing Authority and local developers.
- Financial underwriting assumptions, based on similar projects.

Funds will be used to support several aspects of the proposed development, including upfront public investments (as described in the table below), land costs, and development costs.

Upfront public investments will include the costs of additional, project-specific planning efforts, relocation of current public housing residents, demolition and site preparation, public infrastructure design and construction, public management and oversight, and human capital expenses related to workforce planning and support.

Estimated Pre-Development Costs		
	Total (\$ millions)	Time Period (years)
Additional site planning	\$5.0	3 - 4
Relocation of 630 DCHA households	\$3.7	4
Rental assistance	\$20.7	5 - 8
Demolition & remediation	\$5.0	4
Public infrastructure construction	\$10.0	4
Public management & oversight	\$2.0	3
Human capital programs	\$16.0	5
	<b>\$62.4</b>	

It is possible that the Town Center area can be co-developed by current owners, therefore the land costs have been estimated to be minimal – reflecting only the percentage of the total land cost to be supported by the District.

Preliminary Estimated Sources & Uses - Recommended Scenario		
Development Program: 1,609 units, 30,000 SF retail, 58,000 SF office, 293 replacement parking spaces, new pool house, new health clinic		
Uses of Funds	Total (\$ millions)	% of Total
Development Costs	\$471	82%
Land	\$0	0%
Recreation Center/Pool House	\$15	3%
Health Facility	\$18	3%
Replacement Parking	\$10	2%
Upfront Public Investment	\$62	11%
Total Uses of Funds	\$576	100%
Sources of Funds	Total (\$ millions)	% of Total
Private Debt	\$188	50%
Private Equity	\$10	3%
Tax Credit Equity	\$128	34%
Existing DC Capital Programs Budgets	\$15	4%
Medical Homes DC Capital Budgets	\$18	5%
Net Proceeds from Fee Simple Land Sales	\$15	4%
Total Sources of Funds	\$374	100%
Funding Gap	Total (\$ millions)	
Intended sources include PILOT, HPTF and payback of cashflow grants for ownership townhomes	\$203	

The proposed Revitalization Plan has a funding gap of \$203 million. The reasons for this gap are similar to those of other public housing and economic development initiatives. Market dynamics in many traditionally underserved neighborhoods do not support the level and type of investment needed to achieve the District’s economic revitalization goals.

This gap may be addressed using multiple funding sources, including a payment in lieu of taxes (“PILOT”) agreement that would redirect future property taxes to pay down bonds used to finance the upfront development. Another potential source of funds is to securitize a portion of the Housing Production Trust Fund. An estimated \$36 million of the gap is related to the timing of funds used to develop the ownership townhouse units. Though these funds will need to be granted upfront, they will be repaid upon sale of homes.





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