

Executive Summary

The Bellevue neighborhood contains nearly all of the ingredients of a great traditional neighborhood: an existing network of small blocks, a surrounding fabric of pedestrian-scaled, duplexes and apartment homes, and several community assets such as schools, hospitals, and recreation centers. The Bellevue Small Area Plan (“the Plan”) is about writing another chapter in the story of this great neighborhood. It focuses on improving the area’s commercial and retail opportunities, increasing home ownership and housing choices, enhancing workforce and youth development opportunities and providing consistent streetscape appeal along South Capitol Street, as part of the Great Streets Initiative. Bellevue is one of 12 strategic neighborhood investment areas in the District of Columbia; therefore, the neighborhood’s revitalization is critical to the goal of bringing economic vitality to its residents. Recommendations included within the Plan expect to have a positive, meaningful, and visible impact on the neighborhood over the next 5-10 years through the coordination of public investments, leveraging of private resources, and involvement of strong community leaders.

Vision

The guiding vision for the Plan is a revitalized neighborhood comprised of goods and services desired by Bellevue residents. While general, the vision points the City and the community in the right direction for the future. This planning process commenced with the understanding that solutions must balance neighborhood goals and city-wide objectives with market realities, and that redevelopment activity must complement the

established character of the existing community. The attraction of good quality mixed-use development in addition to the creation of affordable housing was the focus of three redevelopment sites within the project area. The Bellevue Small Area Plan provides the framework and foundation to guide redevelopment at these sites along the corridor. The elements of the Plan are based on extensive research, professional analysis and substantial public input that helped guide the recommendations. The resulting vision statement for the future of Bellevue is as follows:

“Provide Bellevue residents with a picturesque, safe, and walkable neighborhood comprised of quality housing for everyone, expanded retail choices, and resources that meet existing and future community needs. The planning and implementation process should foster a sense of community ownership and accountability among residents.”

This statement, generated by the community process, formed the foundation for plan goals and final recommendations that are included in the document.

Findings

With the assistance of Robert Charles Lesser Co., (market and financial feasibility consultants) initial findings concluded that, in large part, the core physical fabric of Bellevue remains reasonably strong and intact. However, it was obvious that certain portions, particularly those identified as redevelopment sites, remain underutilized and do not fully support the needs

of the existing community. The report also found that the current range of uses within the neighborhood does not fit together with the expressed needs of the community, nor does it provide the range of goods and services specified by residents during the planning process. As a result, it is crucial that redevelopment activities be undertaken and promoted that complement the foundation of Bellevue and satisfies the needs of its residents. As the community, the District and the private sector entities move towards Plan implementation, it will be critical that all stakeholders remain actively engaged in the process and committed to its success. Staying power and perseverance will be required to maintain perspective and protect the established vision, recognizing that progress will be incremental over time.

Plan Topic Areas

The components of the vision statement led to the creation of the following plan topic areas and goals:

- Housing: Place priority on affordable rental and homeownership housing development
- Commercial and Retail Development: Enhance the overall commercial environment of the Bellevue neighborhood

- **Community Resources:** Promote a self-sustaining community with educational and career development activities and services for Bellevue residents
- **Land Use/Urban Design and Public Space:** (A) Provide of mix of land uses at each redevelopment site (B) Establish visual consistency and compatible development along the South Capitol Street Corridor that builds on neighborhood assets through design guidelines

The topic areas establish the organization and framework for this Plan, as each one is the subject of a separate chapter and discussion.

Recommendations

Recommendations and approaches have been developed for three redevelopment sites within Bellevue. These sites represent the greatest potential for generating a positive impact, and are designed to guide the redevelopment process and focus resources. In addition to these specific site examples, general design guidelines and other recommendations serve to guide new development within Bellevue.

Site One: South Capitol/Atlantic Streets

Site One is located at the intersection of South Capitol and Atlantic Streets and is comprised of five parcels, totaling over seven acres. The vision for this site is to become the true commercial center of the Bellevue neighborhood. Due to its convenient location near major transportation routes, this site is a natural location to focus redevelopment efforts and is also where most private investment will be attracted to in the near term. Site One is likely to build out as a mixed-use neighborhood core with the ability to accommodate up to 250,000 square feet of total new retail space, 50,000 square feet of office space, 250 units for for-rent residential and 200 units of for-sale residential in the long-term (approximately the next ten years). Plan recommendations for this site include expansion of the existing neighborhood-serving retail base with a mix of uses to include residential and office. In addition, redevelopment of this site should include public gathering spaces such as internal courtyards and public space features to include street vendors and sidewalk cafes.

Site Two: South Capitol/Southern Avenue

Site Two is located along South Capitol Street at the intersection of Southern Avenue. Known as the “gateway” into the District from Prince George’s County, this site is comprised of six parcels totaling more than five acres. The existing site includes low-density commercial uses similar to the retail format over the Prince George’s

County line. In the long-term, the site has the ability to accommodate up to 50,000 square feet of total new retail, 100 units of rental-residential and 150 units of for-sale residential. Plan recommendations for this site include mixed-use development with ground floor retail. Place-making elements such as public art and plazas were preferred features by residents within this redevelopment site. With the implementation of planned streetscape improvements (sidewalk improvements and enhanced lighting) by the District Department of Transportation (DDOT) from Galveston Place to Southern Avenue, these enhancements will aid in greater pedestrian safety and mobility at this site.

Site Three: Wooded area along MLK

Site Three is a wooded 1.5 acre greenfield parcel located along Martin Luther King, Jr. Avenue at the entrance to D.C. Village. Owned by the National Park Service, this is one of the few sizable undeveloped sites within the project study area. Market demand findings indicated that up to 50 units of housing could be supported within the next five to ten years. The creation of affordable rental and homeownership units was desired of Bellevue residents during the planning process. Thus, there remains an opportunity for subsidized affordable housing on the site. Development on this site is contingent upon transfer of ownership or a joint project with the National Park Service.

Zoning

The density and mix of uses needed to redevelop Sites One and Two can be achieved within the existing zoning of C-2-A and C-3-A respectively. This Plan will serve as an amendment to the Future Land Use Map of the Comprehensive Plan, which currently calls for low density commercial at both Sites One and Two. As such, the Office of Planning has proposed a change in land use designation for Site One to low density commercial and moderate density residential mixed use and Site Two to medium density commercial and moderate density residential mixed use. Both amendments are consistent with the existing zoning of each site. Site Three is currently unzoned; the Plan recommends low to moderate density residential uses for this site.

Neighborhood Indicators

The Office of Planning (OP) will track the progress of specific recommendations included within the implementation table. In addition, OP will monitor key neighborhood indicators that will signify how the Plan is influencing the growth of the neighborhood as a whole. These indicators respond to the recommendations that are included within the Plan. Periodic measuring will take place with progress reports made to the community during the implementation process. Neighborhood indicators that will be tracked include:

- Number of healthy food providers available to people who live within a 15-minute walk
- Number of homes weatherized
- Library usage
- Recreation center usage
- Newly created affordable residential units
- Household discretionary income per acre
- Percentage of vacant and abandoned residential properties
- Impact of workforce development programs

The Bellevue Small Area Plan spells out the aspirations of the Bellevue neighborhood. New development projects have recently been completed and several others are in the pipeline. The recommendations put forth in this Plan strive to improve the neighborhood's livability through a strategic list of public improvement projects and programs that will be funded through well-designed and context-sensitive private development. The Plan aspires to create a neighborhood that is safe, walkable, dense enough to support retail, and complete with housing opportunities for a diverse range of people at different income levels.

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Chapter One

Introduction

In 1999, the Office of Planning (OP) in conjunction with the DC Department of Housing and Community Development (DHCD), created the East of the River Revitalization Plan for neighborhoods located east of the Anacostia River. The purpose of the Plan was to stimulate neighborhood economic development, improve housing conditions and homeownership opportunities, strengthen the infrastructure and job market, and improve the quality of life for citizens living east of the Anacostia River.

In the past several years, the District has experienced significant growth and prosperity. By building on its core assets and strengths, the city can also address the challenges of inequality and exclusion that still persist. Sustained investments in affordable housing, mixed-income neighborhoods, school improvement, crime prevention, and economic development offer the potential to achieve the goal of an inclusive city, as called for in the District of Columbia Comprehensive Plan.

While there has been significant revitalization activity in many parts of Ward 8, additional guidance on development and investment in the Bellevue neighborhood was warranted due to new opportunities for targeted public and private investment, both along the major commercial corridor of South Capitol Street, SW and in the Bellevue residential neighborhoods. The foundation for this new investment is already being laid. As a result of the efforts of the District Government, a new Patterson Elementary School was opened in October 2004 and the District Department of Transportation

(DDOT) has completed streetscape improvements along South Capitol Street as part of the Great Streets Initiative. Great Streets is a multidisciplinary approach to corridor improvement comprised of public realm investments, strategic land use plans, public safety strategies, and economic development assistance. Additionally, a new Washington Highlands Library is being constructed to provide additional community resources within the neighborhood such as study rooms, adult and children's programs, and teen services.

The Bellevue Small Area Plan ("the Plan") was created to identify and link all the investment that occurred in Bellevue by providing strategic recommendations that will aid in further economic growth within the neighborhood. The Plan expresses a vision for the transformation of selected redevelopment sites into a mix of uses including housing, retail, and office that will enhance the existing neighborhood. The vision establishes a strong sense of place for the community, with two distinct development nodes that will unify and serve the surrounding residential neighborhoods. In addition, this vision includes expanded retail choices and improved transportation options, providing easy access to parks, retail, and housing options within Bellevue.



The purpose of the Plan is to develop an economically sustainable community that through its existing land use patterns, redevelopment opportunities, transportation improvements, and network of open spaces creates a safe, healthy, vibrant community that meets the needs of both residents and visitors alike. The Plan combines community aspirations with professional research and analysis to set a framework for how Bellevue will progress over the next several years. Finally, the Plan provides direction for decision makers about future land uses and can aid developers when they are conceiving proposals and determine whether their proposals meet the objectives of the Plan and the neighborhood.

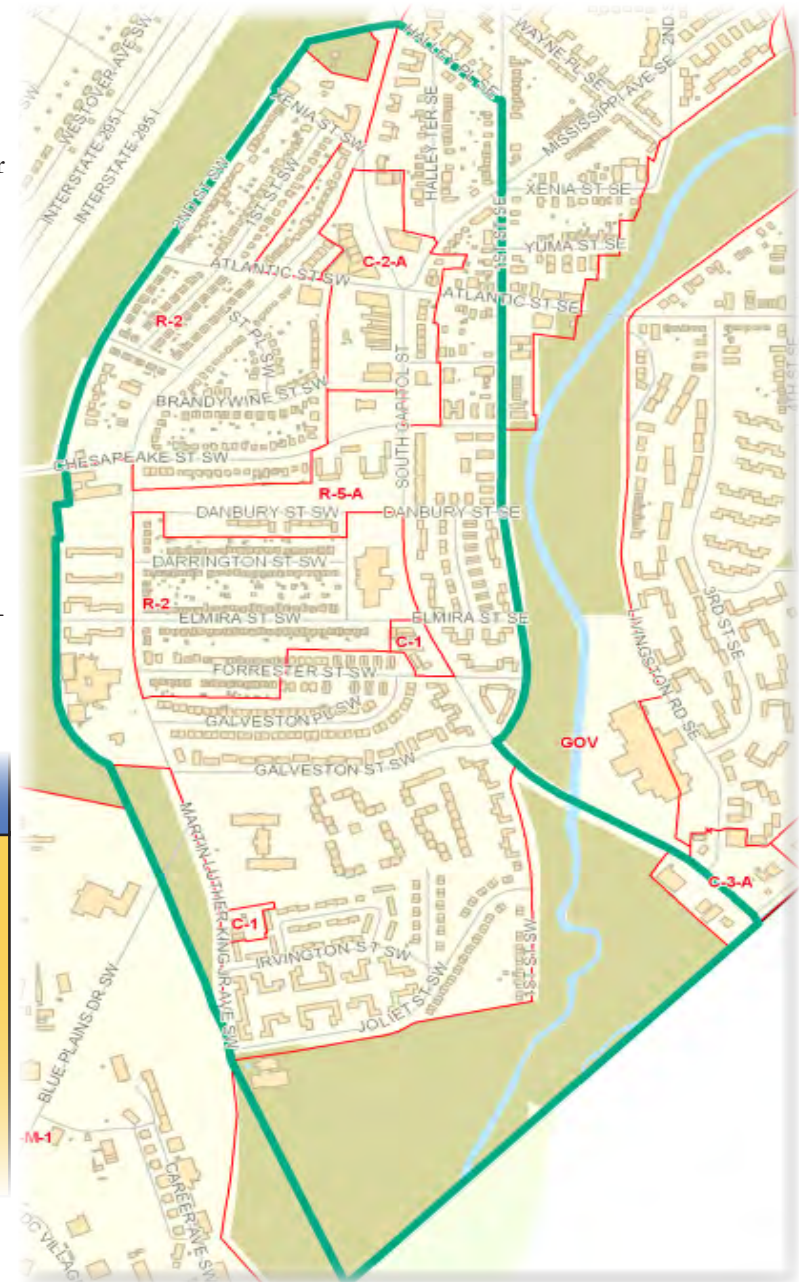
The Planning Area

Located in the southeastern quadrant of Ward 8, the Bellevue neighborhood serves as a prominent entrance into the District from Prince George’s County, Maryland. Bellevue is primarily a residential neighborhood with a suburban-like quality, consisting of curvy streets, open park spaces, and striking vistas. On the east and south sides of the area, Oxon Run serves as a natural feature whose abundant greenery provides a refreshing respite for the community. To the west, a dense swath of national park land provides a green buffer from interstate traffic.

Bellevue is conveniently located near major regional routes, including I-495 and I-295, which provide quick access to downtown Washington, Maryland, and Virginia. The South Capitol Street corridor serves as the commercial spine that links residents to neighborhood-serving retail and the Eastover Mall area, just south of the District line in Maryland. Other major arteries include Atlantic Street and Martin Luther King, Jr. Avenue, which connects Bellevue to other prominent locations east of the river, including Historic Anacostia and Saint Elizabeths Campus. Opportunities for the future include transforming strategic redevelopment sites from their present state into quality mixed-use locations that serve the residents of Bellevue and beyond.

Project Area

The project area is defined by Southern Avenue, SW on the south, First Street, SE on the east, Halley Street, SE on the north, and Second Street, SW on the west.



The Office of Planning identified a project area for new opportunities to address a broad range of community needs and functions (shopping, recreation, housing, etc). There is no magical way of defining the boundaries of a neighborhood. Although a visual demarcation has been created for planning purposes on the map, the planning boundary is not a hard line and takes into consideration other projects outside of the planning area that will have an impact on recommendations developed for this Plan.

Past Planning Efforts

The Office of Planning used previous planning and implementation efforts, such as the Comprehensive Plan, Strategic Neighborhood Action Plans, and local transportation studies to initially identify key issues, priorities, and policies that affect the Bellevue neighborhood. A review of existing conditions and conversations with Bellevue residents and stakeholders confirmed the need for additional resources that would assist with fulfilling the Plan's vision.

In September 2008, OP issued a report that measures a set of social, economic, demographic and environmental indicators at the neighborhood level in order to determine the well being of a community. A small sample of the findings of the report include:

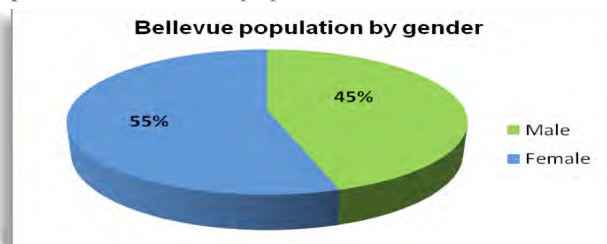
- The downtown was the fastest growing neighborhood in the city. Its population increased nearly 9% from 2000 to 2005. Ward 8 was the fastest growing ward during the same time period, adding nearly 5,000 new residents.

- The number of families with children dropped from 19% in 2000 to 16% in 2006.
- Nearly 1/3 of all public school students live in three neighborhood clusters: Cluster 39 (Congress Heights), Cluster 18 (Brightwood/Petworth) and Cluster 2 (Columbia Heights/Mt Pleasant).

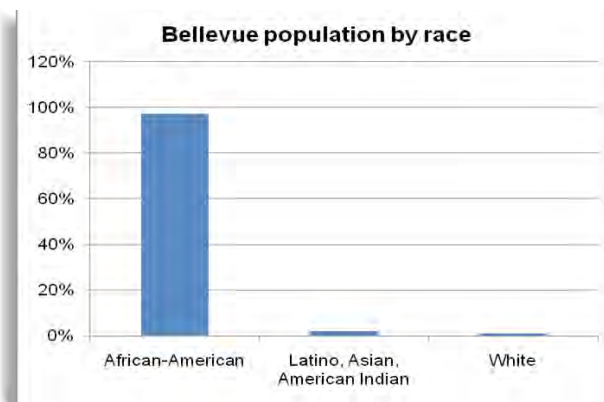
Bellevue Facts

OP compiled and reviewed demographic and socio-economic data for the neighborhood. This analysis was used to make recommendations to guide planning and development to be compatible with community needs and to strengthen existing neighborhood assets. In addition, OP commissioned a market study to determine the demand for new development and Bellevue's competitive advantages. OP used the findings as the basis for developing recommendations for strengthening the community's quality of life, marketability, and overall image. The following section provides a brief snapshot of the Bellevue neighborhood. All data depicted within this chapter was obtained from the 2000 US Census Bureau.

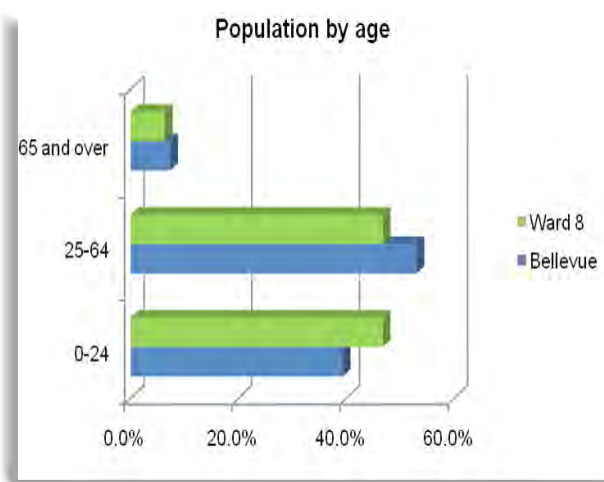
Bellevue has a population of approximately 7,700 residents, 45 percent are male and 55 percent female. Bellevue's population accounts for approximately 11 percent of the total population of Ward 8.



Of the community's population, 97 percent are African-American, 2 percent Latino, Asian, or American-Indian ethnicities and 1 percent is White. About 30 percent of Bellevue's population is under the age of 18, consistent with other Ward 8 neighborhoods.



In addition, at 33 percent, Bellevue has the highest home ownership rate, highest percentage of single-person households (41 percent), and the highest percentage of households aged 55 and over (32 percent) compared to other Ward 8 neighborhoods.



Housing Tenure



Neighborhood Assets

Bellevue is full of many assets that are vital to the community. These resources provide health, educational, and recreational opportunities within the neighborhood. The adjacent graphic identifies the large number of Bellevue assets that contribute to the prosperity of the neighborhood



Flowing along large portions of Bellevue, Oxon Run Park is regarded by many as the neighborhood's most valued physical resource. The esteemed park provides both open space for active recreation, and wooded areas for passive for community enjoyment.



Located on Joliet Street, The Bald Eagle Recreation Center provides both indoor and outdoor recreational features for Bellevue residents, including basketball and tennis courts.



An amphitheater was installed at the point where Mississippi Avenue and 13th Street converge with Oxon Run Park. This added feature is used by the community for outdoor programmed outdoor activities.



The Specialty Hospital of Washington (SHW) at Hadley is a full service hospital that offers the Bellevue community 24-hour in-house medical, nursing and respiratory therapy coverage.



The recently closed P.R. Harris Education Center, included elementary/middle school curriculum but now is currently used as assembly space for community organizations.



Patterson Elementary is located on South Capitol Street and includes programming for pre-kindergarten through 6th grade.

Public Participation

Public participation provided valuable guidance in the creation of the Bellevue Small Area Plan. This planning process encouraged communication and cooperation among all interested stakeholders, including property owners, business owners, residents, and neighborhood groups. All participants gained greater knowledge and understanding of the social, economic, and physical implications of land use decisions and how these decisions affect communities. This public participation process strengthens neighborhoods and results in plans that are uniquely reflective of that individual neighborhood. The following sections provide information about outreach conducted for Bellevue public involvement, the role of the steering committee, and general objectives for each public meeting.



Outreach

A critical component of the Bellevue planning process included public outreach to engage a broad and diverse cross-section of neighborhood stakeholders. The Office of Planning engaged Designed Services, Inc., a Ward 8 marketing and economic development firm to reach out to area residents, businesses, and community stakeholders regarding upcoming meetings, Plan milestones throughout the planning process, and dissemination of meeting summaries following public meetings. In addition, Designed Services, Inc. assisted with public meeting facilitation for the development of goals and recommendations contained within this Plan. Outreach conducted for Bellevue public meetings included, but were not limited to:

- Flyer distribution to each Commissioner in ANC 8D;
- Fax and emails to Ward 8 Churches to place meeting announcements in bulletins;
- Phone banking to Ward 8 residents and businesses (approximately 550 people);
- Flyer distribution to neighborhood organizations;
- Flyer distribution within the Bellevue neighborhood; and
- Email announcements to all East of the River listservs.

Steering Committee

The Bellevue Steering Committee was made up of a diverse group of neighborhood stakeholders that included ANC Commissioners, property owners, church clergy, representatives from community-based organizations, and non-profit development corporations. The role of the advisory committee was to:

- Ensure the interests of the community are represented and considered when decisions are being made;
- Serve as a liaison between the District and residents;
- Assist with community engagement and dissemination of project information to the broader community; and
- Advise on ways for the District move forward with its work in Bellevue.



The committee met before each public meeting to review and provide guidance on proposed meeting objectives and content. Information obtained from committee members assisted in the refinement of the Plan's vision, goals, and recommendations, which led to greater participant involvement and public input. Advisory Committee meetings were held on: February 3, March 10, April 21, and June 2, 2009 (See Appendix A for a list of Advisory Committee members).

Public Meetings

The Office of Planning conducted five public meetings for the Bellevue Small Area Plan in conjunction with the development of a Neighborhood Investment Fund (NIF) Plan. The NIF Plan was developed to guide investments in Bellevue from the Neighborhood Investment Fund, which provides grant resources to community-based organizations for neighborhood revitalization. The NIF Plan is a separate document, but reinforces the principles from the small area plan and provides a valuable tool for implementation.

Public meetings facilitated identification of issues and built consensus on questions and concerns within the Bellevue neighborhood. This input aided in the development of a vision statement, topic goals, and recommendations specific to these concerns. An overview of each meeting objective is provided for informational purposes (See Appendix A for meeting summaries).



Public meeting #1, February 11: Visioning

Participants conveyed their likes, dislikes, and desired improvements for the neighborhood. In addition, meeting attendees examined goals for neighborhood improvement created in 2003 to determine if they were still needed and if additional goals should be drafted.

Public meeting #2, February 18: Refinement of Goals and Strategies

Based on the feedback from public meeting 1, the Office of Planning developed draft goals and associated strategies for accomplishment of these goals. Meeting participants further refined the goals and strategies and prioritized them to reflect their top three choices.

Public meeting #3, March 14: Design Workshop

Five stations formed the components of the design workshop. Participants visited each station



and provided feedback on that station's goals and objectives. The stations were arranged as follows:

1. *Visioning*. Participants identified the vision statement that best represented their aspirations for the Bellevue neighborhood over the next five to ten years.
2. *Mapping*. Participants identified retail, parks/open space, and public safety issues on a map of Bellevue. They then identified their aspirations for these same issues on a second map of Bellevue.
3. *Visual Preference*. Participants reviewed five sets of images from the following categories: housing, retail, parks/open space, public space, and new development along South Capitol Street. Then they selected the image that best represented their aspirations for Bellevue.

4. *NIF goals and objectives.* Participants confirmed whether the goals and strategies created for the NIF Plan were accurate and necessary, or needed to be refined or enhanced. The NIF Plan was designed to guide investments in Bellevue from the Neighborhood Investment Fund, which provides grant resources to community-based organizations for neighborhood revitalization.

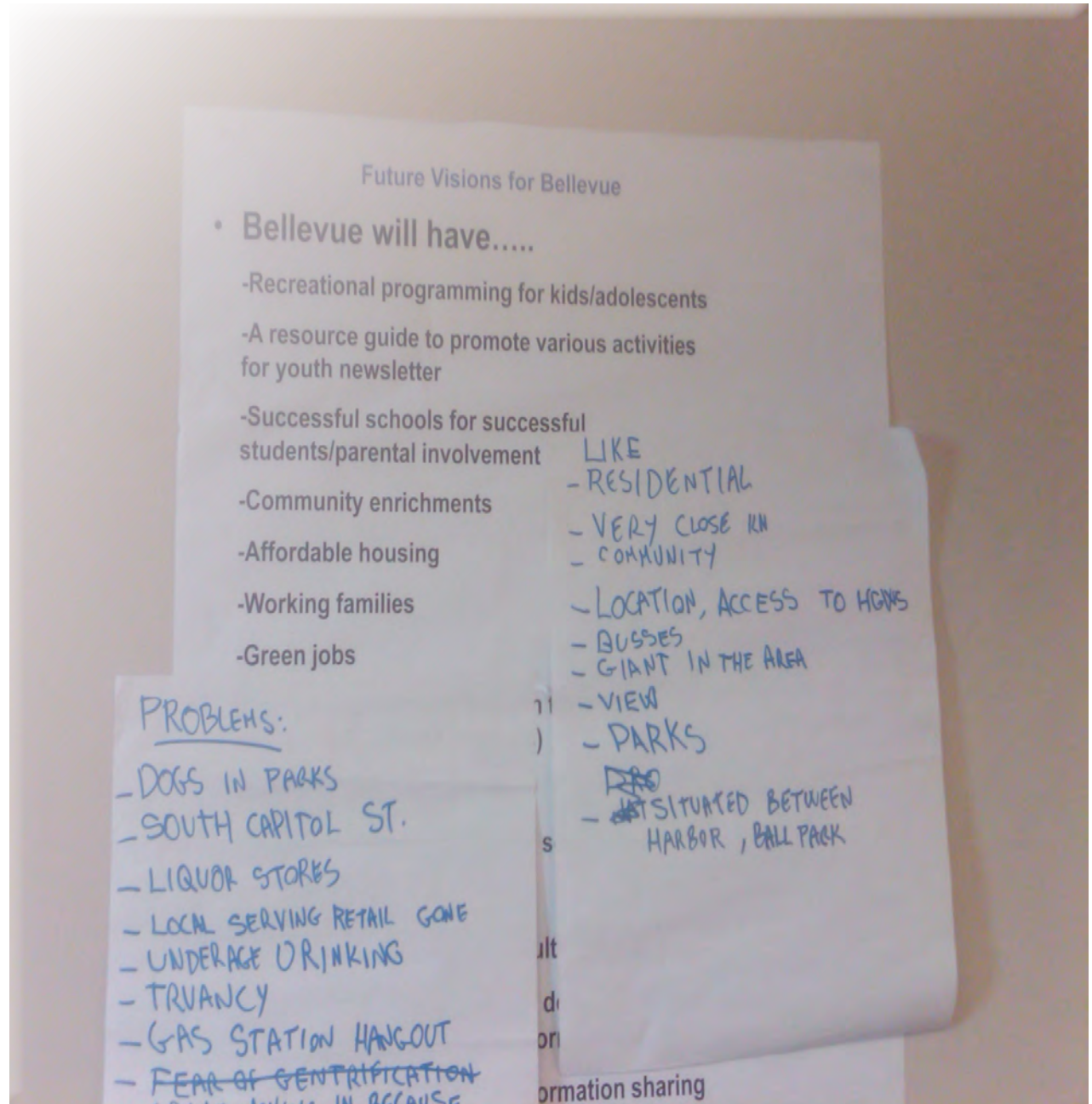
5. *Market Study Information.* Meeting participants discussed the market presentation, which provided information on current and projected retail and housing demand for selected redevelopment sites within Bellevue.

Public meeting #4, April 28: Review and refinement of topic goals

Based on feedback obtained from the previous three meetings, OP staff developed a set of draft topic areas and goals. The topic areas included: housing, commercial and retail development, community resources, land use/urban design and public space. Meeting participants broke into groups corresponding to each topic area and responded to questions that helped refine the draft goals.

Public meeting #5, June 4: Review and confirmation of draft goals and redevelopment recommendations

Meeting participants divided into groups and responded to a series of questions about the draft recommendations for redevelopment opportunities at the following sites: South Capitol/Atlantic Street, South Capitol/Southern Avenue, and the wooded area along MLK King Jr. Avenue.



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Plan Foundation

This chapter outlines the community's vision statement that drove the development of the Plan's goals and recommendations to achieve a safe, healthy, vibrant community. Continuous community input led to the refinement of the vision, which formed the basic foundation of this Plan. An in-depth discussion of each topic goal and related recommendations can be found in Chapters 4 through 8.



Vision Statement

OP asked meeting participants to think about the future of their neighborhood and desired components that should be included. Consensus building among residents and stakeholders alike created the vision statement for this Plan:

"Provide Bellevue residents with a picturesque, safe, and walkable neighborhood comprised of quality housing for everyone, expanded retail choices, and resources that meet existing and future community needs. The planning and implementation process should foster a sense of community ownership and accountability among residents"

Goals

Based on the components of the vision statement and input from Advisory Committee members and residents, stakeholders identified topics that the Plan should address, including: Housing, Retail, Community Resources and Land Use/Urban Design and Open Space. Specific goals and recommendations were then created to accomplish the overall vision for Bellevue. The goal for each topic includes:

Housing

Place priority on affordable rental and homeownership housing development

Commercial and Retail Development

Enhance the overall commercial environment of the Bellevue neighborhood

Community Resources

Promote a self-sustaining community with educational and career development, recreational activities, and services for Bellevue residents

Land Use/Urban Design and Public Space

(A) Encourage a mix of land uses at each redevelopment site; (B) Establish visual consistency and compatible development along the South Capitol Street Corridor that builds on neighborhood assets through design guidelines

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Chapter Four Housing

Creating equitable alternatives in housing has been a key factor in the vitality of any neighborhood. Adequate and affordable housing is essential to the development of any community. Homeownership creates strong community ties among residents and neighborhoods. Quality rental housing also provides needed choices for individuals and families. The District's Comprehensive Plan recognizes this and recommends a number of housing policies with the overall goal to "develop and maintain a safe, decent, and affordable supply of housing for all current and future residents of the District of Columbia."¹ The District is steadily working to increase affordable housing opportunities in most neighborhoods, including Bellevue.



Bellevue Housing Analysis

Bellevue has a good mix of rental and owned homes; however, residents expressed a desire for more affordable housing choices. The steady population growth of families and individuals earning Bellevue's current median income warrant this demand.

Between 2000 and 2007, Bellevue's population increased from 4,969 to 5,106 and households grew from 2,147 to 2,268.² In percentage terms this is analogous to the overall increase in District population. With the future federal development of St. Elizabeths Campus, it is expected there will be greater housing demand in Bellevue, especially if federal employees relocate to the District and programs such as "Live Near Your Work" become successful. Developing quality, market-rate and affordable (mixed-income) home ownership and rental options will help strengthen the neighborhood, particularly if done in conjunction with improved services such as the newly constructed W.B. Patterson Elementary School and new local-serving retail—both of which attract new families and individuals while retaining existing residents.

As a more suburban neighborhood in the District, Bellevue is predominantly residential in character with few retail choices within walking distance. In 2007, rental units accounted for approximately two-thirds (66 percent) of the existing housing stock, with the remaining units (33 percent) being owner occupied. Bellevue has a strong rental market even though there has been a decrease in the number of renters from 69.8 percent to 67.4 percent and a parallel increase in homeownership from 30.2 percent to 32.6 percent from 2000 to 2007. Still, the foreclosure rate was 3 percent in Ward 8, highest among all Wards, in the first two quarters of 2009 indicating some difficulty for homeowners to financially maintain their homes.³



Nonetheless, this growing trend towards homeownership should be encouraged in future housing developments with particular emphasis on public financial assistance to those eligible individuals and families.

The percentage of occupied housing units in Bellevue is high (85 percent) with vacant units comprising 14.1 percent of the available housing stock. Average vacancy rates are near 7 to 8 percent. As will be further explained below, a heavy demand for affordable housing means that vacant or underutilized lots could be developed. And while Bellevue residents want more affordable housing, residents requested that new development conform to the existing low and medium density and scale that currently characterizes the community.

Housing Challenges & Opportunities

Bellevue's median household income increased from \$27,615 in 2000 to \$32,603 in 2007, an annual growth of 2.4 percent.⁴ The median price of a single family home in Bellevue is \$389,086 and \$145,000 for a condo. Unfortunately, this ratio does not translate into affordable homeownership opportunities for Bellevue residents. Affordable housing typically requires 30 percent or less of a household's income which varies according to the number of people in the household (Table 1). Based on the affordable housing definition, there are 24 homeownership units having a mortgage with monthly payments of \$814 or less per Bellevue's 2007 household median income.⁵ Considering the annual median income of the area, a low number of Bellevue homes are classified as affordable for existing residents. A significant number of Bellevue homes are classified as affordable when calculated with the District-wide AMI; however, a Bellevue-specific AMI should be considered in order to increase homeownership opportunities.

During the public meeting process, Bellevue residents indicated that finding and maintaining affordable rental and homeownership opportunities within their neighborhood has been challenging. While the DC government and local non-profit organizations offer city residents a number of affordable housing programs, many in Bellevue say programs are not well advertised and that area residents lack information needed to take advantage of them. It should be noted that incomes are relatively low in the neighborhood, and as a result demand for affordable housing may outweigh supply in the foreseeable future.

As will be discussed in subsequent chapters, strategies

Table 1. Affordable Housing

Target Income	Family of 4 Income	HUD Income Group	Affordable Monthly Housing Cost	Programs
30% AMI	\$30,810	Extremely Low	\$770	DC Housing Authority
50% AMI	\$51,350	Very Low	\$1,283	Housing Prod. Trust Fund (HPTF)
60% AMI	\$61,620		\$1,540	Low Income Housing Tax Credit
65% AMI	\$66,755		\$1,668	CDBG, HOME
80% AMI	\$82,160	Low	\$2,054	HPTF, Inclusionary Zoning
95% AMI	\$97,565		\$2,439	Home Purchase Assistance Program
120% AMI	\$123,240	Moderate	\$3,081	Historic Home Investment Tax Credit (proposed)

Table 2. Inclusionary Zoning

Density/ Construction	Type	Zoning Categories	
		Residential Zone (R-2 to R-5-D)	All Other Zones (C, CR, SP, & W)
Low Density Zones (R-2 to R-5-B, C-2-A, W-1) (Stick Built Construction)	% of Units Required	Greater of 10% of residential floor area ratio (FAR) or 75% of bonus density	Greater of 10% of residential FAR or 75% of the bonus density
	Target Household	Units set aside split evenly between 50% and 80% of AMI	Units set aside split evenly between 50% and 80% of AMI
Higher Density Zones (R-5-C & D, C-2-B to C-3-C, W-2 & 3, CR & SP)	% of Units Required	Greater of 8% of residential FAR or 50% of the bonus density	Greater of 8% of residential FAR or 50% of the bonus density
	Target Household	Units set aside split evenly between 50% and 80% of AMI	Units set aside for 80% of AMI

for improving individual's economic status will have a much greater influence on housing affordability. Uplifting the socio-economic condition of existing residents will also validate more market rate homes and attract a wider demographic to the neighborhood. This does not preclude the desire and need for more affordable housing.

Regarding Bellevue's existing rental stock, in 2007 there were 186 affordable rental units in the neighborhood.⁶ Any future apartment homes or complexes should require a minimum number of units be set aside as affordable. A possible solution is the designation of Inclusionary Zoning (IZ) in Bellevue, which requires new housing development to have between 8 percent and 12 percent of units set aside as affordable. This tool would mandate a maximum rent amount allowable and purchase price for units at 50 percent to 80 percent of AMI (Table 2), and would be most effective as the median income increases. Bellevue is an IZ applicable neighborhood and will need to go through a review process before the neighborhood can be zoned IZ. The Inclusionary Zoning Program was recently implemented on August 14, 2009.

Based on the existing conditions outlined above, as well as components of the vision statement, the planning team developed a goal and associated recommendations as follows:

Goal: Place priority on affordable rental and homeownership housing development.

Recommendations:

1. Coordinate with PADD (Property Acquisition and Disposition Division) to develop affordable housing on vacant and underutilized properties.

As part of a new division within the Department of Housing and Community Development, PADD consolidates the Homestead Housing Preservation Program and the Home Again Program into one division. The goal is to stabilize neighborhoods by decreasing the number of vacant and abandoned residential properties in the District by transforming them into residential properties for homeownership opportunities for District of Columbia residents at all income levels. Utilizing the resources of PADD will help take advantage of existing housing stock and contribute to maximize on residential potential within Bellevue.

2. Develop mixed-income housing at development opportunity and infill sites and ensure appropriately scaled development through design review.

The growing housing demand in Bellevue should accommodate both existing residents and help direct future District residents to Bellevue. Affordable rental and homeownership opportunities should be a priority, but market rate housing should also be encouraged. Any new infill development in

existing residential areas should be scaled similar to the existing height of other residential buildings and should not disrupt/disorient the comfortable pedestrian experience. New housing on development opportunity sites along the South Capital corridor should be a priority. Developers should continue to rely on OP guidance for both by-right and planned unit developments for conformance with neighborhood character.

3. Actively promote weatherization program for low-moderate income households in order to offer financial assistance in making homes more efficient and cutting monthly utility costs.

Weatherizing (appropriately insulating windows and doors, repairing or replacing old heating and cooling units, and using more energy efficient appliances) is a simple way to help reduce utility costs. The DC Department of Environment offers a grant program for eligible individuals and families to upgrade their apartments or homes to save money while increasing energy efficiency.



Chapter 4 Sources

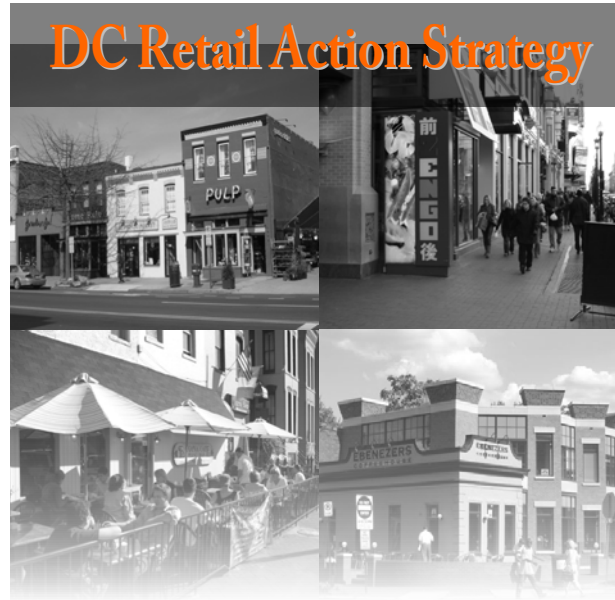
- 1 The Comprehensive Plan for the National Capital: District Elements, DC Office of Documents and Administrative Issuances, pg. 5-7, October 2007.
- 2 Ward 8 Comprehensive Housing Analysis, Coalition for Nonprofit Housing and Economic Development, August 28, 2008.
- 3 Tatian, P.A. "District of Columbia Housing Monitor: Summer/Fall 2009", PowerPoint presentation, The Urban Institute, September 22, 2009.
- 4 Ward 8 Comprehensive Housing Analysis, Coalition for Nonprofit Housing and Economic Development, August 28, 2008.
- 5 Ibid.
- 6 Ibid.

Chapter Five

Retail

Today communities increasingly demand a sense of place where comfort, convenience and value are bundled into one offering rather than stand-alone options. If asked what are the key components that contribute to the making of an attractive, vibrant neighborhood, many people place quality housing and vibrant retail options at the top of the list. Typical neighborhood-serving retail areas in the District include venues such as restaurants, dry cleaners, and banks, which are anchored by a supermarket or drugstore. Bellevue, like many other east of the river neighborhoods, is currently underserved in terms of neighborhood retail options.

South Capitol Street is a gateway corridor into the District, conveniently positioned to serve neighborhood resident's retail needs. Shops along the corridor provide for day-to-day retail needs of residents within a relatively close radius, in many cases within walking distance from homes. The neighborhood's rolling topography provides exceptional views and contributes to the renewed interest in community investment. Taking advantage of the spending potential of commuters traveling into and out of the District along South Capitol Street highlights the neighborhood's long-term opportunity to further its commercial appeal. This section focuses on the existing conditions of the neighborhood's commercial areas, highlights strategic opportunities, and provides recommendations to enhance Bellevue's overall commercial environment.



Retail Initiatives and Policy

The District's Comprehensive Plan includes both citywide and neighborhood policies relative to retail creation and enhancement. Economic development policy calls for the creation of a retail action agenda that evaluates the current and projected amount of market-supportable retail at the neighborhood level. Reusing vacant buildings and appropriately scaled retail infill development on vacant and underutilized lots encourages nodal development and the creation of additional shopping opportunities in Washington's neighborhood commercial districts¹. Further, the Office of Planning produced the Retail Action Strategy (RAS), created to examine the District's retail base at both the citywide and neighborhood scale to promote vibrant commercial areas. Although efforts are underway to expand retail choices and strengthen existing retail businesses, continued planning and market assessments will ensure that the District



targets an optimal mix of goods and services in the right locations².

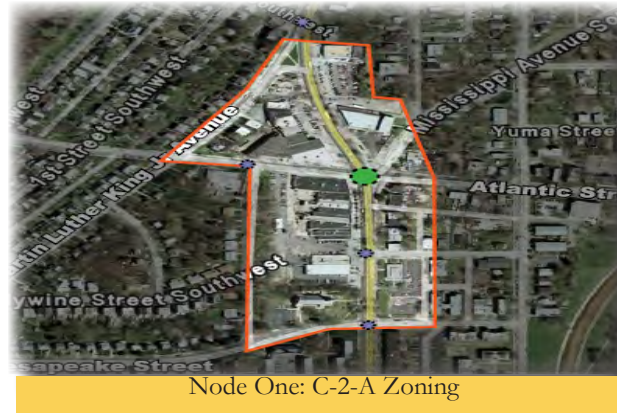
Specific policies for the Bellevue neighborhood in the Comprehensive Plan include new commercial development and adaptive reuse of existing commercial buildings that provide improved commercial goods and services to the surrounding neighborhoods. A market analysis consultant, RCLCO, worked with the Office of Planning by providing a market study to accompany the Bellevue Small Area Plan (See Appendix B). One of the objectives of the market study was to analyze key market data and trends to provide market-driven assumptions of development demand for the Bellevue area in the near, mid and long-term.

Existing Neighborhood Commercial Activity

As mentioned earlier, Bellevue is a predominantly residential neighborhood with a major arterial road, South Capitol Street, which provides commercial offerings along the corridor. Currently, nearly 70 employers employ approximately 560 employees in the Bellevue area³. The neighborhood has two principle commercial areas within the study area along South Capitol Street. The RAS identifies the two submarkets as Node One and Node Two. Node One, which stretches between Atlantic and Chesapeake Streets, SW, has high visibility and serves as a focal point for the neighborhood. The C-2-A zoned South Capitol Shopping Center has a small strip mall layout with a string of commercial establishments, including a beauty supply store, liquor store, and the Congress Heights Service Center. The C-2-A zone is defined as low-moderate density with community business

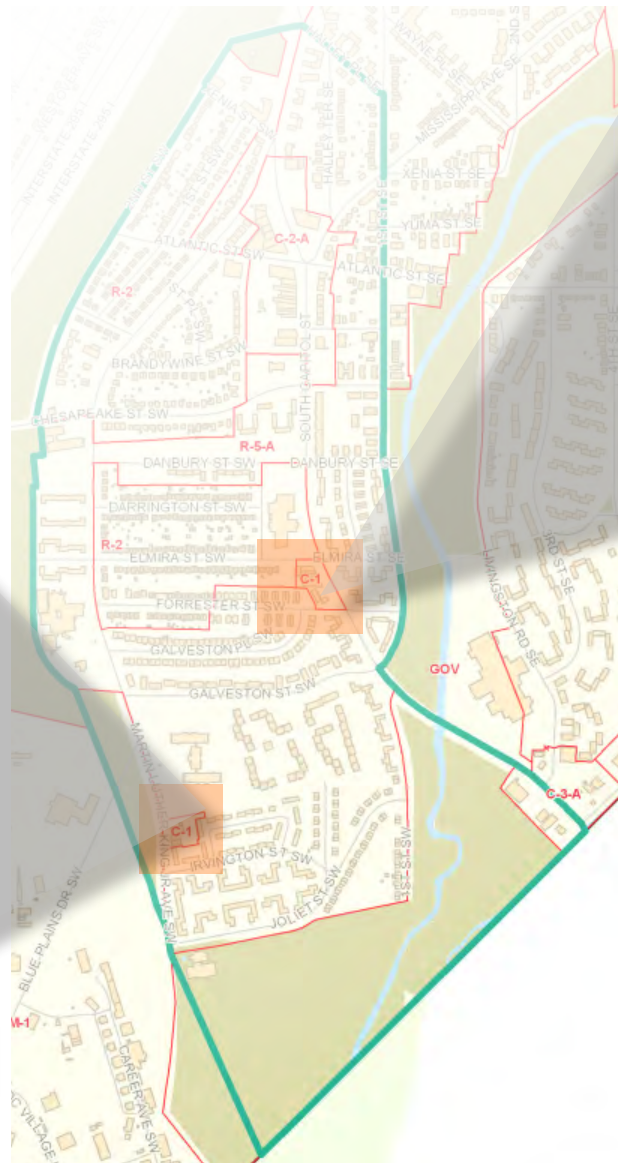
as the primary use. The second commercial area (Node Two) occurs at the intersection of Southern Avenue near the Maryland border. This gateway node currently has an arrangement of commercial uses such as a bank, pharmacy and three gas stations. The C-3-A zone is defined as median density with major business as the primary use.

Two additional commercially zoned areas are



located within the Bellevue neighborhood. The Study Area: Nodes One and Two

South Capitol and Elmira Street, SW. This development includes a liquor store, laundromat, dry cleaner, and convenience store. The second commercially zoned area is located at Martin Luther King, Jr. Avenue and Irvington Street, SW, south of the Wingate Towers and Garden Apartments complex. This commercially zoned district includes a hair salon, small food market, liquor store, and day care center. Both of these areas are currently zoned C-1, which is defined as a low-density neighborhood shopping district.



C-1 Zoned areas within the Study Area



Commercial area located at the intersection of South Capitol and Elmira Street, SW: Zoned C-1



Commercial area located near Martin Luther King Jr. Avenue and Irvington Street, SW: Zoned C-1

individuals look for an area in which to rent or purchase a home. In the past, retailers often ignored neighborhood-serving areas located east of the river based upon presumptions about income, shopping patterns and safety. However, recent trends in the market have caused retailers

to look harder at urban retail locations and opportunities in terms of programming and merchandising. Retailers in existing locations now recognize that providing a variety of shopping options that appeal to a range of consumers is essential to keep their venues fresh and attractive. They also understand that the customer experience must elicit an enduring, memorable response, which is often a direct result of well-planned synergy with surrounding stores, creative store design/layout, and merchandise assortment.

Challenges of Existing Neighborhood Retail

Bellevue faces many challenges in refining its commercial assets. Unlike residences, retail buildings in Bellevue are mostly in moderate to poor condition, particularly the single-story neighborhood-serving strip mall, South Capitol Shopping Center. Some of the building layouts

cater more to consumers accessing the area by car rather than foot, with strip mall-like parking located in front of stores. This building layout disengages shoppers from the sidewalk and thus does not promote a welcoming pedestrian experience. Single story retail pads further south are newer and are generally in better condition, but are in competition with the regionally drawing Eastover Shopping Center⁴. Southern Avenue building layouts cater to a car-dominated corridor with visible and dedicated surface parking for each retail pad. The pedestrian experience currently receives little consideration⁵.

Bellevue retail faces another challenge when it comes to providing residents with a full array of high-quality shopping services. This has become increasingly difficult as consumer purchasing preferences spread outward to the nearby regional scale competitor, which has several national, chain store tenants. This tapering of the customer base that once supported a host of neighborhood stores has led to a subtle erosion of shopping opportunities within the Bellevue area. The result has been that many residents increasingly choose to cross the Maryland border or travel across the Anacostia River for basic goods and services. Further, Bellevue does not have a supermarket within a reasonable walking distance. Residents have to drive or take the bus more than two miles to reach the Giant supermarket located on Alabama Avenue. Out of the District's nearly 40 supermarkets, Giant is the only store located in

Ward 8. Although a mid-service grocery store, Murray's, and a number of small convenience stores are sprinkled throughout the area, residents strongly expressed a desire for a more dynamic range of retail options with healthier or locally grown products in close proximity to their homes. Such conveniently located healthy food retailers would make it easier for families to purchase nutritious items on a regular basis.

Bellevue Opportunities

During the public meeting process, a number of Bellevue residents expressed a common desire to create a "sense of place" for shopping and restaurants along the South Capitol corridor. In terms of large-scale development, the market analysis revealed that Bellevue is not likely to become a regional activity center. However, Bellevue is likely to see an increase in development activity in the near and mid-terms as a result of development of nearby catalytic projects east of the river (e.g. Poplar Point and St. Elizabeths). Further, the analysis identified strategic opportunities for new neighborhood-serving retailers, showing there will be enough market support for a small format grocery store in the near to mid-term. Over the long term, analysis showed support for up to 350,000 square feet of new retail along with a 50,000 square foot grocery store⁶. Reinvestment into retail that lines South Capitol Street should reinforce a pedestrian-friendly shopping experience. Mixed-use opportunities also exist in the area. Currently, Bellevue is not a natural location for large-scale office development. The improvement

of localized small office spaces would meet the demand of the neighborhood population. The analysis projects that over the next five years the Bellevue area could support over 25,000 square feet of new local-serving office space⁷. Local serving uses could include small businesses, such as day care services, youth and family services, and physician offices. The primary drivers of retail and commercial development will be the neighborhood's visibility from traffic flow along South Capitol Street and the limited existing stock of neighborhood-serving retailers to support existing and future demand. Additional long-term upside demand will come from new households in the area⁸.

During the OP sponsored business luncheon on March 10, 2009, Bellevue business owners expressed a desire to make the commercial areas within the community more welcoming and generally more business friendly. Business owners were quite knowledgeable and generally accepting of the emerging interests and redevelopment potential of the area. Luncheon participants cited public realm improvements, pedestrian enhancements, better security, and improved relationships between existing and future business owners as areas of specific concern. Although other organizations such as the Ward 8 Business Council provide similar efforts throughout Ward 8, the area's business community expressed the need to form a focused organization to target Bellevue businesses. Overarching goals within the Citywide Element of the Comprehensive Plan place an emphasis on

enhancing the retail economy and creating and maintaining successful neighborhoods. Thus, OP developed a goal and associated recommendations based upon Bellevue's retail condition outlined above, as well as components of the vision statement. The recommendations will be closely coordinated with those private and public sector entities who offer resources that lead to accomplishment of the goal.

Goal: Enhance the overall commercial environment of the Bellevue neighborhood
Recommendations:

1. Engage existing and new business owners to create a merchants association to provide general technical assistance to retailers and property owners to promote retention, encourage mixed-use options, and promote improvements to the overall business environment. Business owners in Bellevue expressed the need for assistance in areas such as business retention, crime deterrence, and promotion of an enhanced shopping experience. The creation of a merchants association may be an opportunity for Bellevue businesses to improve relationships with other merchants within the community and provide an improved mix of retail offerings based on resident needs.
2. Work with property owners to facilitate the appropriate mix of retail establishments on their site(s)

RCLCO conducted a market analysis for this Plan to identify the demand for specific retail establishments within Bellevue. The outcome of the analysis highlights the retail opportunities that are specific to the neighborhood. Further,

information obtained from the analysis will help existing retailers provide desired goods and services to Bellevue residents. The study also included implementation strategies for additional assistance (Appendix B).

3. a) Recruit stores to participate in health promoting programs such as the Healthy Corner Store Program (DC Hunger Solutions and Department of Health) and provide technical assistance to member stores.
b) Encourage local businesses to participate in a cooperative buying agreement with the Ward 8 farmers market for distribution of fresh, healthy food options.

Providing access to fresh fruits and vegetables will allow Bellevue residents increased health benefits, particularly if these options are within walking distance. The Healthy Corner Store initiative is offered through a collaborative effort between the DC Department of Health and DC Hunger Solutions. This program seeks to bring healthy, affordable food to underserved, low-income communities. It also aims to support corner stores by expanding their capacity to sell healthy foods and increase their profits. Three Bellevue stores, Secrets of Nature, Elmira Grocery, and Dollar Plus, are existing partners in this pilot program. DC Hunger Solutions plans to expand its efforts by reaching out to more Bellevue stores in the near future.

Chapter 5 Sources

- 1 The Comprehensive Plan for the National Capital District Elements, October 2007
- 2 Ibid
- 3 DC Office of Planning Stat Data Center from 2008 info USA data
- 4 Retail Action Strategy- South Capitol Street Submarket
- 5 Ibid
- 6 RCLCO Market Analysis-2009
- 7 Ibid
- 8 Ibid



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Community Resources

Well-managed and maintained public resources make neighborhoods more desirable and inviting places to live and work. Valuable public resources provide community amenities such as schools, resource-rich libraries, and convenient places for residents to hold meetings and events. Public resources also include responsive services such as police, fire, and emergency medical support. Equally important is the development of programs that provide residents with opportunities such as job training, classes that facilitate entrepreneurialism, and seminars on homeownership. Planning for the provision and protection of such community resources is a vital part of developing a well-rounded neighborhood.

Policies

Throughout the Bellevue community meeting process, OP listened to resident's concerns about the lack of quality public facilities in the neighborhood and inadequate information regarding public programs. The Comprehensive Plan speaks directly to the importance of the District's assets and people and recommends an overall goal to "provide high-quality, accessible, efficiently managed, and properly funded

community facilities to support the efficient delivery of municipal services, protect public health and safety, and enhance the well-being of current and future District residents."¹ Specific to the physical assets in Bellevue, the Comprehensive Plan recommends an improved neighborhood-serving branch library at Washington Highlands Library (Action FSS-2.6.C). The Comprehensive Plan also recommends policies that further social and professional development, such as linking job training to growing occupations (Policy ED-4.2.2) and focusing job growth in high unemployment areas (Policy ED-4.2.3).

Existing Conditions

In many regards, Bellevue has a number of well-functioning or refurbished community resources that provide quality facilities for a range of ages and interests. The newest and most prominent development is W.B. Patterson Elementary School at South Capitol and Elmira Streets, SW. Public investment of \$15.3 million enabled construction of a larger, more modern facility for neighborhood youth activities. Also moving forward is the design of the new \$14 million Washington Highlands Public Library located along Atlantic Street and South Capitol Terrace, SW, slated for completion in spring 2011. As an added benefit, the central location of the library which is adjacent to residential neighborhoods, works as an anchor in the community and encourages pedestrian access to and from the library.

Bellevue residents have also benefited from programs focused on social development. As a three year recipient of Neighborhood Investment Fund



(NIF) grants, the Opportunities for Families Assistance Club Program (OFAC) and the Opportunities Industrialized Center of DC (OIC-DC) has provided "wrap around" social services for area residents. Specifically targeting Bellevue and Congress Heights families, OIC-DC helped secure 28 jobs, hosted life skills and job readiness training for 51 individuals, hosted 12 families for family strengthening seminars and 15 families for money management seminars between September 2008 and June 2009.² OIC-DC referred residents to DC agencies when requested services were not directly offered at their facilities. Even with successful, locally based programming in place, the community recognizes more social development services are still needed.

During the public meeting process, participants commented on the unemployment rate in Bellevue, as well as the need for job-preparedness. In December 2008, the Bellevue unemployment rate stood at 18.5 percent, more than double the District's unemployment rate of 8 percent during the same month.³ This situation emphasizes the need for more job-creating and sustaining development within the neighborhood. Similarly, existing employment and educational opportunities within the neighborhood and across the city



need improved advertisement in civic spaces. Overall, Bellevue is experiencing a number of existing physical and social development improvements that will enhance the community and its residents. However, there are still a number of resource gaps that need to be filled.

Opportunities

Bellevue has several community facilities that could be renovated or built anew to better serve residents. In particular, redevelopment of the now closed P.R. Harris Educational Center could revitalize the neighboring area. This facility could be used for professional development opportunities, such as job training and educational offerings. Providing services that foster self-sufficiency among current residents is a key component to enhancing professional development and a community's reputation. The new Washington Highlands Library will also be a major community resource for residents and may also work as a catalyst to attract more families and investment in the neighborhood. Expanding the communication network among existing service-oriented institutions would increase program relevance. This approach would give greater presence within the community and allow both local institutions and the District to serve a larger number of residents. This provides an opportunity for increased awareness and public benefit.

Feedback and input from Bellevue residents, business owners, and other community stakeholders during the public meeting process influenced the development of the community resources goal. Working with faith-



based, non-profit, and public sector entities would help implement proposed recommendations and the fulfillment of this goal.

Goal: Promote a self-sustaining community with physical assets that promote educational and career development activities and services for Bellevue residents.

Recommendations:

1. Solicit participation from faith-based and non-profit organizations to increase promotion of existing programs and resources, specifically those involving education, job training, and youth services.

Many local, non-profit organizations within Bellevue provide desired community resources relative to education, employment, and youth services. Increased and targeted promotion of these services is key for the social enhancement of the neighborhood. In addition, DC agencies that develop and administer parallel programs should remain involved with local institutions and work to improve outreach and information dissemination.

2. Target resources and expand capacity of job training, education, and job-placement services to increase employment and entrepreneurial opportunities.

Better utilizing public resources for social and economic development is important to capitalize on the potential of neighborhood residents. Increasing the capacity of local institutions allows for expanding program services to better serve constituencies both in quality and quantity. These programs and resources are essential and will further encourage residents to advance professionally and thus increase neighborhood incomes. This recommendation is partly dependent on increased advertisement of existing programs.

3. Redevelop Washington Highlands Library to create an anchor with the South Capitol/Atlantic Street node, which enhances neighborhood character.

Due to its location in the central area of Bellevue, the new Washington Highlands Library can serve as a catalyst for future development in the neighborhood, particularly at the South Capitol/Atlantic Street node. It could also be used to expand educational services and opportunities for Bellevue residents.

Chapter 6 Sources

- 1 The Comprehensive Plan for the National Capital: District Elements, DC Office of Documents and Administrative Issuances, pg. 11-2, October 2007
- 2 Opportunities Industrialized Center of DC Close Out Report: September 1, 2008 – June 15, 2009, OIC-DC
- 3 DC Department of Employment Services, News Room Releases, www.does.dc.gov, January 27, 2009

The Future of Bellevue

The Bellevue Small Area Plan is the cornerstone of a larger toolkit for guiding development and policy decisions about growth in the neighborhood. This section provides guidance for the development of an economically sustainable community through high-quality design that enhances the physical character of the neighborhood and increases in the mix of land uses at key redevelopment opportunity sites. A broader set of recommendations also address how to weave new development into the fabric of the neighborhood and its network of open spaces and community facilities. The recommendations in this section support the Plan's overall vision of creating a safe, healthy, vibrant community that meets the needs of residents and visitors. In sum, this section provides specific direction to decision makers about future development opportunities within Bellevue so that recommendations support the vision for Bellevue defined by the neighborhood and the objectives outlined in the Plan.

Community needs and desires, market potential, retail attraction and retention practices, and urban design qualities all influence successful neighborhood development. While much of the recent development in Bellevue has been in accord with the City's Comprehensive Plan, the historic development pattern has been uneven. In its current form, the physical character of Bellevue does not evoke a strong sense of place or neighborhood identity. The mix of new and old residential and commercial buildings in a variety of architectural styles, vacant lots, and poor signage contribute to the lack of cohesion or continuity in the physical character of the neighborhood. Furthermore, important ingredients

for a mix of land uses and amenities are impaired or missing. This Plan does not suggest large scale changes to resolve these issues, such as removing or replacing existing housing or commercial uses. It does recommend strategic redevelopment of underutilized sites that would add the services and amenities currently desired by residents in a physical form that better unifies urban design and creates a cohesive community character for Bellevue.

Redevelopment Sites

This section analyzes and provides recommendations for three redevelopment sites, which were selected based on their size, location, potential density, and their potential for change in the immediate and long-term horizon. Several sites are composed of multiple parcels of land that have a mixture of owners. These redevelopment sites include:

- South Capitol/Atlantic Street
- South Capitol/Southern Avenue
- MLK Jr. Avenue (Wooded area)

Each site has the potential to act as a catalytic anchor to spur cohesive and vibrant development near South Capitol Street, one of the District's Great Streets. Community input and feedback from Bellevue residents and stakeholders played a vital role in the formulation of the recommendations in this section. Residents took part in a design workshop where they provided information about preferred land uses, amenities, and public space components that could be included in new development projects.

The information obtained from the workshop and subsequent planning meetings helped shape the recommendations associated with each redevelopment site.

The recommendations in this section address land use, urban design, and how the development can enhance the sense of place of the neighborhood. A schematic development program for each site illustrates the redevelopment potential based on Plan recommendations. While actual development will be shaped by the Plan, the scope, timing, and amenities may differ from the concepts provided here. More than likely the redevelopment sites identified within this Plan will not be developed concurrently. The timelines in this section provide public and private sector entities with rough guidance on when parcels should be considered for redevelopment; however the timing of redevelopment is highly dependent on market conditions, owner interest, and available financing. Finally, it should be noted that eminent domain will not be carried out for redevelopment of any privately-owned parcels within the Plan.

South Capitol Street/Atlantic Avenue

Current Situation

The South Capitol/Atlantic Street redevelopment site is composed of three parcels of land that have multiple owners as shown on Figure 1 and in Table 3. Parcel A is located at the northeast corner of the area and is part of a single ownership. Similarly, Parcel B is located at the South Capitol, Atlantic and Mississippi intersections and is part of a single ownership conglomerate.



Parcel C within this redevelopment site is located at the northwest corner of this redevelopment site and is owned by the Far SW/SE Community Development Corporation. The current site configuration includes a large building setback from South Capitol Street with a wide sidewalk in front of the building.

Parcel D is an older low-density strip mall retail development with surface parking that is located at the southwest corner of the intersection. The center includes a beauty supply store, Murray’s grocery store, and a liquor store among other retail establishments. It is centrally located with high visibility and good access to the surrounding neighborhood, as well as regional transportation connections (I-495, I-295, etc). The current retail mix of the shopping center does not adequately meet the needs of Bellevue residents. The reconfiguration or redevelopment of this center could provide for a mix of uses that benefits both residents and commuters alike. Parcel E is located at the southeast corner of the area and is the current site of a PNC Bank.

All parcels in the South Capitol/Atlantic site are zoned C-2-A and have a Comprehensive Plan Future Land Use Map designation of low density commercial development.

Parcel	Approximate Size	Existing Situation
A	.85 acres	Commercial uses
B	.75 acres	Commercial/parking
C	.75 acres	Far SE/SW CDC redevelopment planned
D	4 acres	City Interest has redevelopment plans
E	.85 acres	PNC Bank

Phased Opportunity Sites

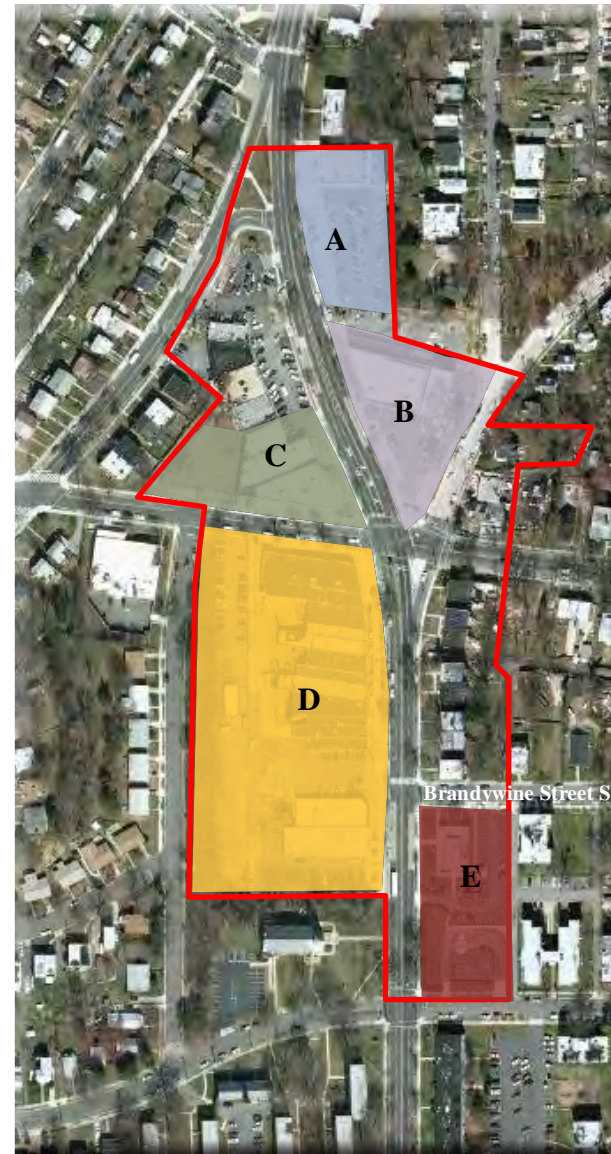


Figure 1. Opportunity Node One

Development Opportunities

Future development at South Capitol/Atlantic Street redevelopment site provides an opportunity to transform the area into a vibrant community center with a mix of uses, unique public spaces, improved streetscape, and high-quality architectural design. While this site already serves as the neighborhood’s main commercial center, it does not provide the needed goods and services for Bellevue residents nor does the current design respond to the vision for new development outlined by Bellevue residents. As the primary commercial center of Bellevue, this site is a natural location to focus redevelopment efforts and attract private investment in the short to mid-term. New development can provide the missing community retail amenities and services, create beautiful public spaces, and support a pedestrian-friendly environment.

Development is already planned for Parcel B on the southwest corner of Atlantic and South Capitol Streets. The owners, City Interests, LLC (Parcel D) have proposed up to 50,000 square feet of new retail, 25,000 square feet of office, and 100 units each of rental and for-sale residential. Additionally, the owners of Parcel A, Far SW/ SE Community Development Corporation, plan to build condominium units and street front retail as part of a new project called Trinity Plaza. These two development projects along with a newly built Washington Highland’s library can truly transform this area into a neighborhood-based mixed-use community center.

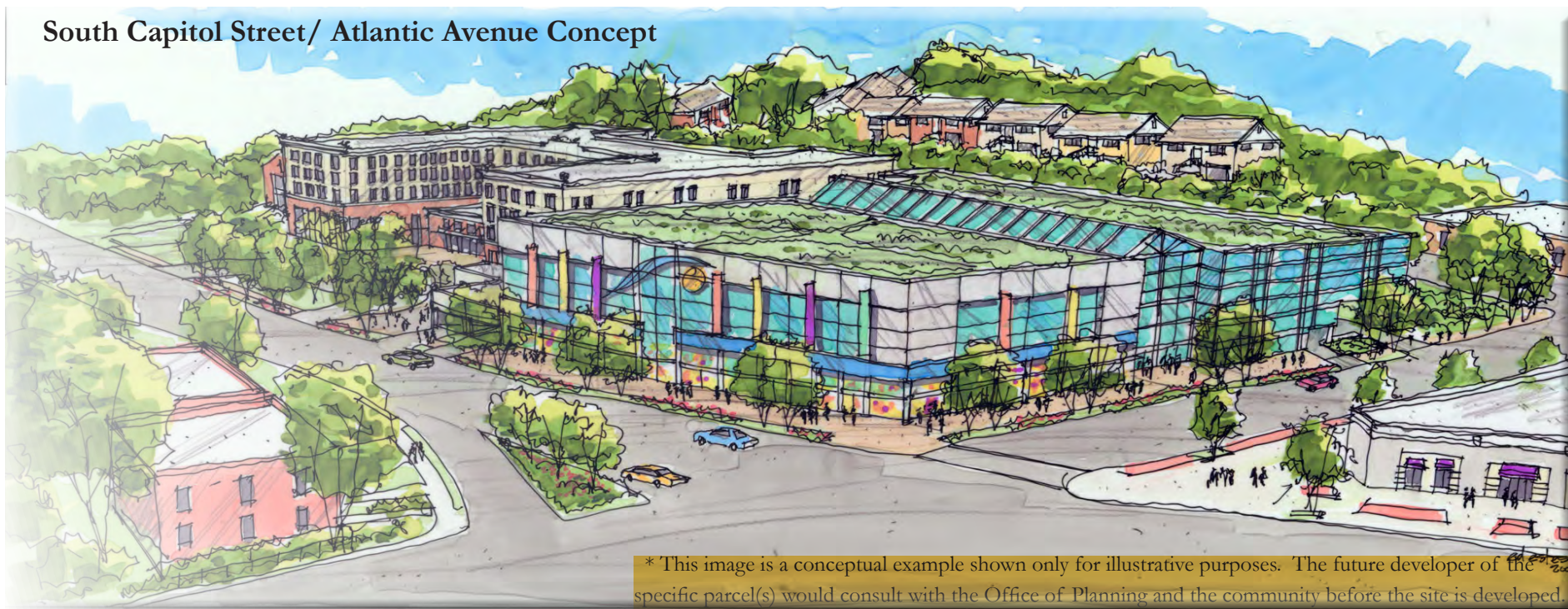
The market study conducted by Robert Charles Lesser, Co. indicated an opportunity to accommodate up to 250,000 square feet of total retail, 50,000 square feet of local-serving office, 250 units of rental residential, and 200 units of for-sale residential in the long term. This suggests that there is the potential to support additional development at Parcel B in the long term, further strengthening this node at Atlantic and South Capitol Street. A change on the Comprehensive Plan Future Land Use Map designation from low-density commercial to a mix of low-density commercial and moderate-density residential is recommended for this site.

During the March 14, 2009 design workshop, Bellevue residents took part in a visual preference survey. One category of the survey included images of mixed-used developments and desired components of each. Relative to the South Capitol/Atlantic Street site, participants favored internal courtyards and public gathering spaces over landscaped, non-functioning spaces. Similarly, relative to public space, residents indicated the desire for sidewalk cafes and street vendors, as opposed to tree lined sidewalks and benches- a more passive approach to public space.

Potential Market and Development Issues

While there are several planned projects for this redevelopment site, there are a few challenges that may affect potential future developments. Multiple ownership of the land north of Parcel C may impact the timing of development at this site. The development of these parcels could occur in phases or the entire site could be consolidated for one major redevelopment project. Providing ample parking for the variety of uses involved with mixed-use development presents an additional challenge. The cost to construct and maintain structured or underground parking often is recouped by increased rental and sales prices.

South Capitol Street/ Atlantic Avenue Concept



* This image is a conceptual example shown only for illustrative purposes. The future developer of the specific parcel(s) would consult with the Office of Planning and the community before the site is developed.



South Capitol Street/Southern Avenue

Current Situation

The South Capitol/Southern Avenue site is developed as a low-density commercial area and is located near the DC border (Figure 2). This site currently includes a gas station (Parcel A), a Rite Aid (Parcel B), a gas station/bank (Parcel C), gas station (Parcel D), a carry-out restaurant (Parcel E), and a Post Office (Parcel F). Existing zoning of this site is C-3-A, which is a moderate to medium-density development category. Development characteristics of this site relate to the low-density strip commercial development in Prince George’s County located across the Maryland border. Current retailers are mostly stand-alone and generally well performing.

Phased Opportunity Sites

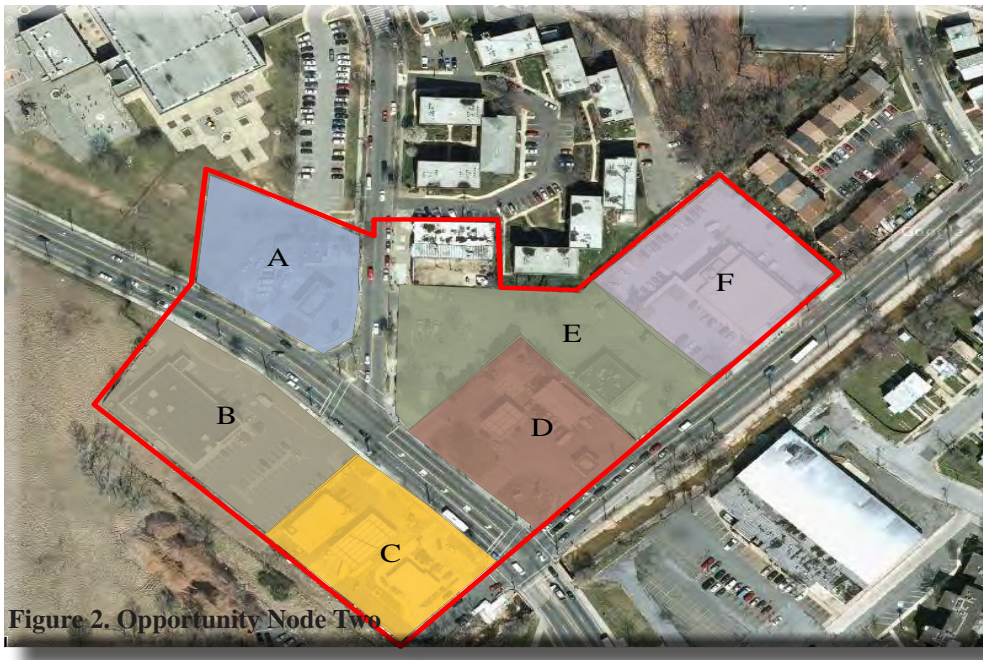


Figure 2. Opportunity Node Two

Development Opportunities

Short-term development potential (over the next five years) for this site focuses on retail uses. The market study conducted by Robert Charles Lesser, Co. identified demand for up to 20,000 square feet of new retail space in the near-term and an additional 10,000 square feet of new retail in the mid-term. Due to its geographic location as a gateway node into the District from Prince George’s County, there is a critical need to increase the mix and quality of uses at this site and redevelop it as a destination district inclusive of shopping, civic, and entertainment uses. Long-term development potential suggests the ability to accommodate up to an additional 50,000 square feet of new retail, 100 units of rental-residential

and 150 units of for-sale residential. Retail in the longer-term can accommodate street front retail as part of a mixed-use development. As such, this Plan recommends a change in the Comprehensive Plan Future Land Use designation for this site from a low-density commercial use to medium density commercial and residential, which is consistent with the current zoning of the site.

Parcel	Approximate Size	Existing Situation
A	.8 acres	Gas station
B	.75 acres	Rite Aid
C	1 acre	Gas station/Bank
D	.75 acres	Gas station
E	1.1 acres	Restaurant
F	1.1 acres	Post Office

Table 4.

Residents expressed desire for a mixed-use development at this site, that would feature ground-floor retail oriented towards South Capitol Street and brought to the street to create a solid streetwall. They also preferred residential and office uses on the upper floors, which was supported by the market study findings. Place-making elements, such as public art and plazas, were also identified as preferred features within new development projects. Additionally, the District Department of Transportation (DDOT) through the Great Streets Initiative has planned streetscape improvements from Galveston Place to Southern Avenue, would include sidewalk improvements and enhanced lighting. These enhancements will provide greater pedestrian safety and mobility, allowing for better connectivity throughout the neighborhood.

Potential Market and Development Issues

Multiple parcel ownership constrains development opportunities at this site, allowing the most easily controlled parcels to be redeveloped first. Further, existing retailers are locked into long-term leases with high costs associated with breaking lease agreements. Finally, based on today's achievable rents and sales prices, developers have little incentive to redevelop a project into a denser format in the short term. However, as the area continues to evolve, higher-density uses will likely become an attractive location for such a proposition.

South Capitol Street/ Southern Avenue Concept



* This image is a conceptual example shown only for illustrative purposes. The future developer of the specific parcel(s) would consult with the Office of Planning and the community before the site is developed.



Wooded area along MLK Jr. Avenue

Current Situation

This site is an undeveloped, wooded parcel, approximately 1.5 acres located adjacent to DC Village and owned by the National Park Service. OP chose to look at this site because it is the largest undeveloped greenfield in Bellevue and it presents a long-term opportunity for the production of additional affordable and market-rate housing. Redevelopment would depend on either an ownership transfer of the property from the federal government to the District or a joint project with the National Park Service.

	Short-term	Mid-term	Long-term
Residential: Rental or For Sale	50 (subsidized)	50 (subsidized)	100 (mixed income or all market rate)

Table 5.

Opportunity Site

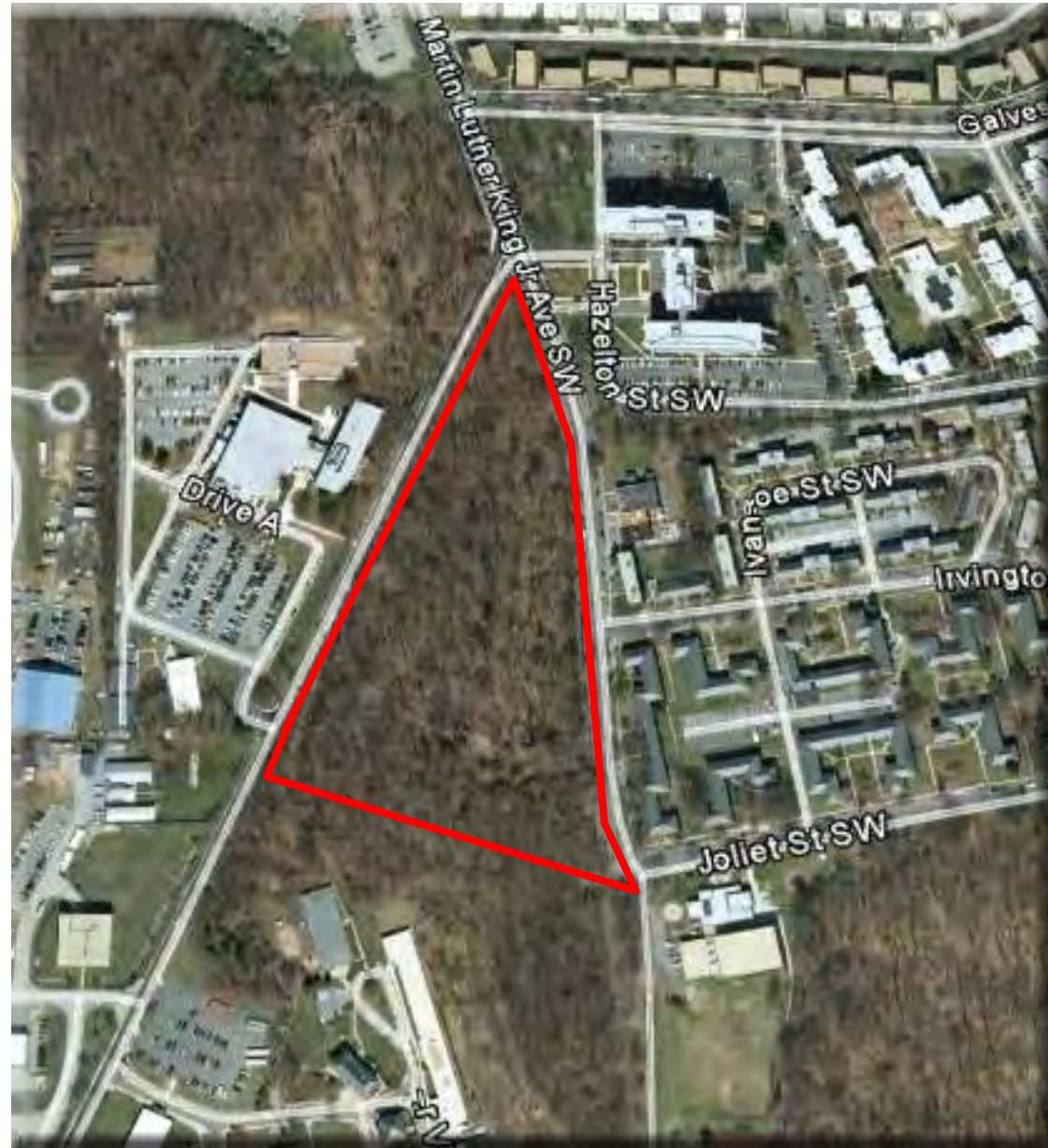


Figure 3. Opportunity Node Three

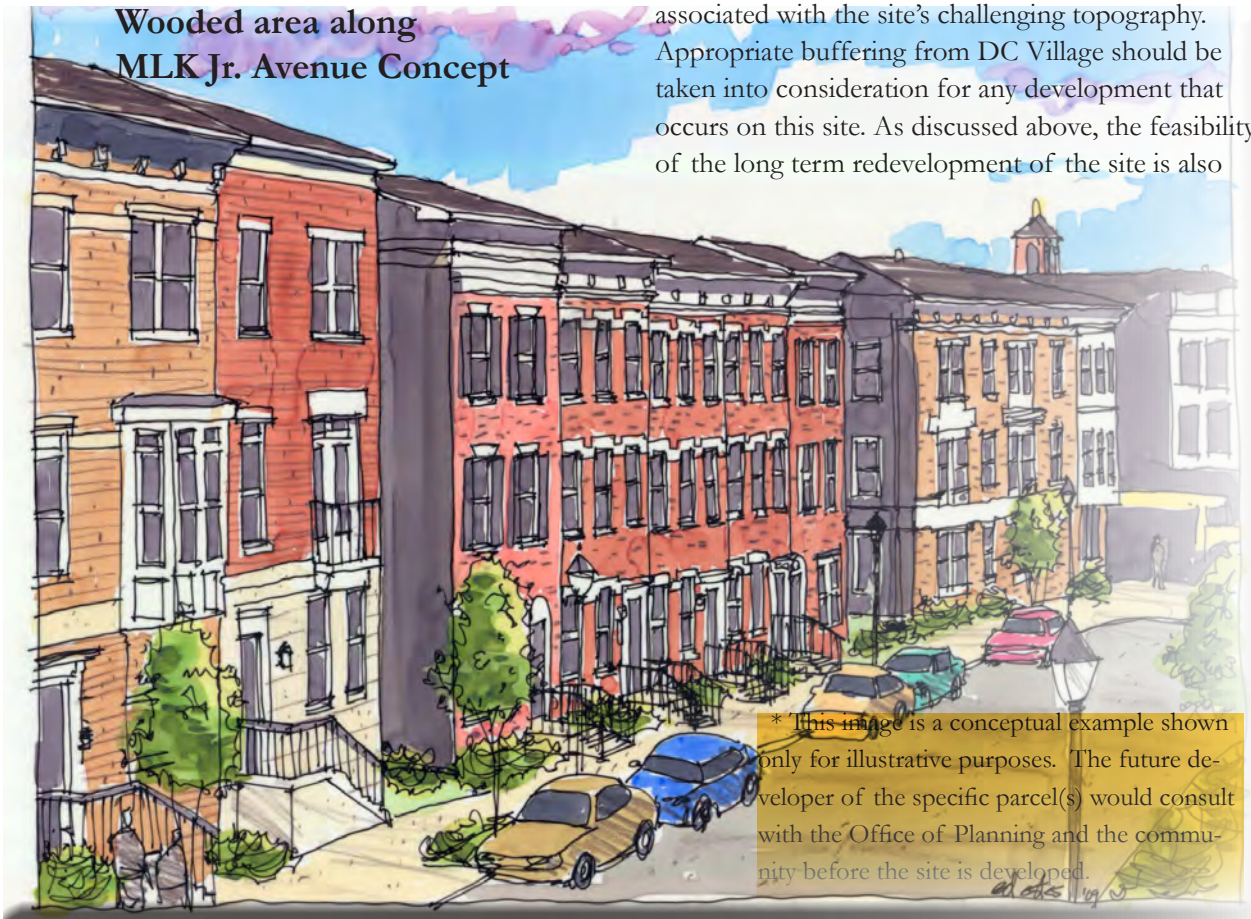
Development Opportunities

The market demand study found that up to 50 units of housing could be supported at this location over the near and mid- terms. In the long-term, the study identified demand for up to 100 units. It is possible that in the long-term, the market may have evolved so that the site could be a mix of subsidized and market-rate product (mixed-income housing).

Potential Market and Development Issues

Due to site constraints (limited visibility and its disconnection from core areas in the neighborhood), this redevelopment area is best suited for residential development. However, the site's topography may be too steep for some development concepts (e.g., mid-rise housing), while lower-density residential development (such as townhomes or small lot, single-family homes) may reduce development costs associated with the site's challenging topography. Appropriate buffering from DC Village should be taken into consideration for any development that occurs on this site. As discussed above, the feasibility of the long term redevelopment of the site is also

Wooded area along MLK Jr. Avenue Concept



* This image is a conceptual example shown only for illustrative purposes. The future developer of the specific parcel(s) would consult with the Office of Planning and the community before the site is developed.

dependent a change in ownership or joint project with the federal government.

Specific to this site, Bellevue residents were asked if housing was a viable option. An overwhelming number of residents conveyed their dislike for housing on this site and preferred to leave it as open space. A primary reason for not wanting new housing on this site was the proximity to Blue Plains and the noxious odor caused, particularly during the summer months. Another concern of Bellevue residents for placement of housing at this site was its disjointed location within the neighborhood and lack of existing commercial services for residents within this quadrant of Bellevue.

Approaching future development at this site should carefully balance feedback from the community regarding the need to preserve open space with the demand for additional affordable housing options. Should the development obstacles be surpassed, then a change in the future land use of the opportunity site would be necessary to facilitate housing development. The Plan recommends that if a transfer of ownership from the National Park Service to the District is being considered that additional coordination with Bellevue stakeholders and the impacted Advisory Neighborhood Commission be conducted. Furthermore, a specific site planning process that includes Bellevue stakeholders should be conducted prior to the disposition of any public property. A low to moderate density residential designation would be appropriate for this redevelopment opportunity site following the transfer of ownership to the District.

Summary of Land Use Recommendations & Urban Design Guidelines

Land Use

As described in each redevelopment site, the Plan recommends changes to the Comprehensive Plan Future Land Use Map to be consistent with the recommendations set forth in this Plan. Three changes are proposed to a more appropriate designation based on the vision for Bellevue, consistency with current zoning, future market demand, and resident input throughout the planning process (Table 6).

For these redevelopment sites, any future changes to the underlying zoning should be consistent with the land use recommendations in this Plan. Such changes would occur through a Zoning Map amendment process, which requires discretionary approval by the Zoning Commission. Alternatively owners can combine a zoning map amendment application with a Planned Unit Development (PUD) process. Both a PUD and a Zoning Map amendment requests are reviewed and approved by the District's Zoning Commission.

Public review and comment is an essential part of this process. The Bellevue Small Area Plan will be a guide for the community, property owners, and the Zoning Commission in evaluating zoning proposals and development projects.

Redevelopment Site	Current Future Land Use Map Designation	Recommended Future Land Use Map Designation	Notes
South Capitol/ Atlantic Street	Low density commercial	Low density commercial and moderate density residential mixed use	New map designation is consistent with current C2A zoning
South Capitol/ Southern Avenue	Low density commercial	Medium density commercial and moderate density residential mixed use	New map designation is consistent with current C3A zoning
Wooded area along MLK	Park, Recreation, Open Space	Low to moderate density residential	Change in land use designation should only be pursued if ownership is transferred.

Table 6.

Urban Design Guidelines

General urban design guidelines have been included below that will aid in the creation of unified and enhanced development projects within Bellevue. These general guidelines apply to both identified redevelopment sites and development in other portions of the study area:

1. Building Orientation and Lot Access

- Development should be brought to the sidewalk edge, unless creating a setback for publically accessible open spaces, courtyards, or sidewalk cafes.
- Orient primary building entrances to the street; single building entries are discouraged in favor of individual entrances to ground floor units.

2. Architecture and Building Design

- New architecture should blend innovative design with stylistic elements from the surrounding area.
- Materials should blend in with existing neighborhood architectural character and employ innovative use of materials and color, where appropriate.
- Buildings should step down in height in order to transition to lower scale residential areas that may be adjacent to new development.
- Facades should be articulated with a judicious use of architectural elements, such as balconies, to create variety, visual appeal, and activity along the street.

- Design elements such as awnings, transparent glass, and signage should differentiate individual storefronts within larger developments along major corridors. Signage should be made of high quality materials.
- Ground floor windows should be visually transparent with a minimum of 75% glazing along street frontage.
- Ground floor ceiling heights should be at least 14 feet tall from floor to ceiling to attract quality retail.
- Avoid external security features, such as roll down gates and bars, wherever possible.
- Incorporate placemaking elements into new development projects such as public plazas, water features, public art, sidewalk activities, etc.

3. Parking & Loading

- Any new parking should be located below grade wherever possible, and to the rear of the site if below grade parking is not feasible.
- If structured parking is used, it should be wrapped or screened with appropriate design features or uses (such as retail).
- Provide vehicle access, loading and service from an alley or rear of a lot.



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Putting it All Together

A broader set of recommendations have been developed that address the ways in which to weave new development into the fabric of the neighborhood and its network of open spaces and community facilities. These recommendations were initiated by a comprehensive analysis of the neighborhood and its surroundings. The analysis was formed after on-site and photographic visual inspections at both pedestrian and vehicular scale. A companion diagram (Diagram 1) has been included that emphasizes the fundamental goal of enhancing Bellevue's character in order to capture the desired image that residents expressed during the planning process.

BELLEVUE FRAMEWORK



Diagram One: Relating It All



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Chapter Nine

Implementation

In order to realize the goals developed during the planning process, the Bellevue Small Area Plan identifies a number of recommendations, which include: housing provisions, commercial and retail improvements, community resource enhancements and land use/urban design guidelines. Previous chapters describe all of these elements in detail. The purpose of this chapter is to outline an implementation strategy for Plan recommendations.

The responsibility for implementation is shared among DC Government agencies, the private sector, community organizations, and not for profit organizations. During the planning process, the steering committee discussed the development of a task force that would help guide implementation and carry out specific recommendations identified within the Plan. Following the approval of the Bellevue Plan, the Office of Planning will work with the steering committee and the Councilmember's office to establish the task force. This task force could be organized by topic goal and could be an expansion of the steering committee, working in conjunction with DC Government agencies, Advisory Neighborhood Commissions (ANCs), and community stakeholders.

Defining and Monitoring Success

As a result of the implementation of this Plan, the community may witness many positive changes in the physical landscape of the neighborhood, as well as, improvements to the amenities and resources available to residents for shopping, recreation, education,

and employment. The Office of Planning will be tracking the progress of the specific recommendations in the implementation plan; however, OP is also proposing to monitor key neighborhood indicators that will reflect how the plan is influencing the growth of the area as a whole.

In 2008, the Office of Planning (OP), with the assistance of the Urban Institute, conducted a city-wide Neighborhood Indicators Study. This study measured a set of social, economic, demographic and environmental indicators at the neighborhood level in order to establish a baseline assessment of the current situation in District neighborhoods. Unlike other indicator efforts, the Neighborhood Indicators Study used inputs based on actual collected data, not



mathematical projections and assumptions. By providing this data at a neighborhood level, OP can develop a finer grained portrait of a neighborhood that mitigates against huge disparities that can be found in data for larger geographical areas, such as Wards or the City. During the Bellevue planning process, OP established baseline data of demographic and socio-economic indicators to provide a portrait of the neighborhood. OP placed special emphasis on using these indicators to drive planning decisions so that goals and recommendations would respond to community needs. Following the establishment of a vision statement and set of goals to accomplish the vision, OP refined a narrow set of indicators for Bellevue that would help track implementation progress over time. Movement of these indicators will help gauge the Plan's impact on the community. The Office of Planning anticipates measuring the indicators periodically and providing progress reports to the community during the implementation process. The list below identifies these indicators:

Number of venues offering healthy food options available to people who live within a 15-minute walking distance

Communities recognize the critical link between public health and the built environment. For Bellevue residents, the nearest full service grocery in the District is more than two miles away, requiring residents either to drive or take a bus to purchase day-to-day items. Consequently, communities such as Bellevue recognize the potential to improve access to healthy food

options and are demanding an increase of healthier items sold at corner stores to fill the gap that supermarkets are missing. At present, three corner stores in Bellevue are collaborating with community organizations to promote healthy food options within the neighborhood. Further, a farmer's market could provide additional capacity for neighborhood retailers to offer healthy food choices. Yet there is plenty of room for growth. The Plan identified several key opportunity sites that would be suitable for a grocery store and the market study indicated there is the capacity to support a new store in the neighborhood. OP will track this indicator by monitoring the development of these sites, as well as the recommendation to provide additional healthy food options. OP will also map the location of healthy food stores in the Bellevue area and measure the number of venues that provide healthy food options within a 15-minute walk for residents.

Number of homes weatherized

The District actively promotes public and private initiatives that assist in home weatherization, leading to improvements in energy efficiency and reductions in energy costs. Under one such program, the District Department of Energy (DDOE) provides support for low-income families who lack resources to invest in energy efficiency improvements. Such support includes assistance for insulating windows and doors, repairing or replacing old heating and cooling units, and using more energy efficient appliances as ways to help reduce utility costs. During the 2009 fiscal year, DDOE reported fewer than 20



homes in Bellevue received District support for home weatherization, compared to roughly 700 homes District-wide¹. The Plan recommends improving housing affordability and conditions by promoting weatherization programs that offer financial assistance for low-moderate income households. OP hopes that promoting such weatherization programs will serve as a tool to increase awareness and will ultimately increase the number of energy efficient homes in Bellevue. As such, this indicator will monitor the number of homes that receive support from the District for weatherization improvements.

Library usage

The Plan identifies promoting a self-sustaining community with educational services as a goal. The community expressed excitement about the upcoming construction of the new Washington Highlands Library, which opens in spring 2011. Meanwhile, an interim library that opens in the

fall of 2009 will be used during construction. The DC Public Library (DCPL) reported nearly 20,300 visitors used the Highlands library in 2008². DCPL fully expects circulation numbers to increase after completion of the new Washington Highlands Library. This indicator will aid in measuring community impact by tracking the number of users during construction and after the new library opens as compared to previous levels of patronage.

Recreation center usage

The Department of Parks and Recreation (DPR) has plans to extensively renovate Bald Eagle Recreation Center. DPR budgeted \$2.8 million in FY 2010 for building renovations and program enhancements targeted to serve neighborhood youth³. Such enhancements will further the goal of promoting a self-sustaining community with recreational activities for Bellevue residents. In preparation for renovation, DPR started using the One Card system in the summer of 2008 to track the number of visitors at the center. Although some visitors still sign in by hand, the One Card system recorded a boost in center users from 1,155 for the quarter ending in December 2008 to 1,295 for the quarter ending in March 2009⁴. Both DPR and OP anticipate usage numbers to gradually increase after renovations are completed. OP plans to track these usage numbers and use them as an indicator to gauge community impact, post renovation.

Newly created affordable residential units

Bellevue residents expressed their desire for the creation of affordable rental and homeownership

opportunities in the neighborhood. In 2008, the median sales price for a single-family home in Bellevue was \$389,086 and \$145,000 for a condominium⁵. These figures do not comport with the neighborhood's median income, which was \$32,603 in 2007. According to the Ward 8 Comprehensive Housing Analysis, there are less than 200 subsidized affordable rental units available in Bellevue⁶. The establishment of Inclusionary Zoning (IZ) standards in Bellevue would require new housing development to have between 8 percent and 12 percent of units set aside as affordable. Inclusionary Zoning would also mandate a maximum rent amount allowable and purchase price for new units at 50 percent to 80 percent of AMI. OP will work with developers proposing new residential projects (rental and homeownership) to provide housing for mixed-income residents. This indicator will track the number of newly created or refurbished residential projects within Bellevue that include a percentage of affordable units.

Household discretionary income

One of the Plan's goals includes improving



Bellevue's overall commercial environment. Discretionary income provides a strong indicator of the potential buying power of a community. There are a number of ways in which discretionary income is tracked and measured in order to establish a community's potential purchasing capacity. Generally, when housing, transportation or other household costs are reduced, the result is more discretionary income. In April of 2009, the Office of Planning engaged the Center for Neighborhood Technology (CNT) to undertake a research project to investigate how household housing and transportation costs vary across the neighborhoods within the Washington metropolitan region. This study will quantify, among other things, the impact of well-planned communities and high-quality public transit infrastructure on reducing household transportation costs. According to the CNT, Washington DC residents have the lowest transportation costs in the region - \$9,460 annually, compared to over \$16,500 in Loudon. Such cost savings translate to greater discretionary income in the District. OP anticipates the study will be completed in winter of 2010.

Additionally, discretionary income per acre provides an assessment from the neighborhood level. Bellevue's discretionary income was roughly \$43,000 per acre compared to District-wide discretionary income of approximately \$ 87,000 per acre in 2007. By combining the median household discretionary income with the overall density of a neighborhood, this

indicator will become a useful assessment tool for businesses, especially retail establishments, in determining the market potential of the community. Such a measuring tool will be used to track the changes in household discretionary income for residents in Bellevue. With an increase in the neighborhood's residential units, it is expected that discretionary income per acre will increase, resulting in new retail establishments and a better mix of retail offerings.

Percentage of vacant and abandoned residential property

During the planning process, Bellevue residents expressed a desire for an increase in affordable homeownership and rental housing options. Redeveloping vacant and underutilized properties throughout the neighborhood removes blight and offers additional housing choices. The Department of Housing and Community Development's Property Acquisition and Disposition Division (PADD) is targeting the Bellevue area for acquiring vacant and abandoned properties. PADD is in the process of establishing guidelines specific to the neighborhood, which will include affordable housing requirements for new developments in Bellevue. OP will measure the number of vacant properties redeveloped through the PADD dispositions with the goal of documenting the elimination of the current inventory of blighted properties.

Impact of workforce development programs

Bellevue residents identified the need to increase employment by targeting job training, education, and job-placement services. There are a number

of community serving organizations in Bellevue, that offer services to prepare youth and adults for employment. While government grants and resources for services are limited, there is an opportunity to utilize the Neighborhood Investment Fund to expand current programs and the level of participation among Bellevue residents. This indicator will track the number of participants from the Bellevue area involved in such workforce development programs offered by non-profit and faith-based organizations. The Office of Planning hopes an increase in job placement numbers and entrepreneurial opportunities will result from such efforts.

Implementation Table

The implementation table on the next page summarizes the Plan’s recommendations, responsible implementing parties, partnership opportunities, and projected timeframes. The timeframe categories for implementation are short-term (1-2 years), mid-term (2-5 years), long term (5+ years), and on-going. Full implementation of some recommendations will vary depending on available District government resources, market conditions, development activity, landowner actions.

Chapter 8 Sources

- 1 District Department of Energy
- 2 Intergovernmental Affairs, DC Public Library
- 3 Department of Parks and Recreation
- 4 Ibid
- 5 Ward 8 Comprehensive Housing Analysis, Coalition for Nonprofit Housing and Economic Development, August 28, 2008
- 6 Ibid
- 7 The discretionary income per acre was derived by using the study area’s 2007 median income and the total acreage . When deriving the total acreage, two census tracts that are not completely located within the study area were partially discounted



IMPLEMENTATION TABLE

Housing

During the planning process, Bellevue residents reiterated that housing conditions are a key priority. Issues ranging from home improvement opportunities to affordable housing choices were expressed. Many residents also expressed the need for quality rental housing choices for those individuals and families not yet ready to take part in homeownership. Hence, the creation of equitable alternatives in housing is a key factor in the vitality of Bellevue.

Goals by Topic Area	Recommendations	Potential Lead Agency/ Partner	Timeframe/ Potential Start
HOUSING			
Place priority on affordable rental and homeownership housing development	1. Coordinate with Property Acquisition and Disposition Division (PADD) to develop affordable and market-rate housing on vacant and underutilized properties	DHCD	On-going
	2. Develop mixed-income housing at development opportunity sites and infill sites; ensure appropriately scaled development through design review	Private Sector/ DHCD	Mid-term- site # 1 Long-term- site # 2 Long-term -site # 3
	3. Actively promote weatherization program for low-moderate income households in order to offer financial assistance in making homes more efficient and cutting monthly utility costs	DDOE	On-going

Commercial and Retail Development

A theme of improving retail options and overall enhancements to the business environment in Bellevue was prevalent during the planning process. Aspirations to improve daily shopping needs within an easy walk for all residents, encouraging mixed-use development in the commercial areas were made clear by the community. Such improvements are consistent with citywide land use and economic development policies that encourage nodal development and the creation of additional shopping opportunities in Washington's neighborhood commercial districts.

Goals by Topic Area	Recommendations	Potential Lead Agency/ Partner	Timeframe/ Potential Start
COMMERCIAL & RETAIL DEVELOPMENT			
Enhance the overall commercial environment of the Bellevue neighborhood	1. Engage existing and new business owners to create a merchants association to provide general technical assistance to retailers and property owners to promote retention, encourage mixed use options, and promote improvements to the overall business environment	DSLBD	On-going
	2. Work with property owners to facilitate the appropriate mix of retail establishments on their site(s)	WDCEP	On-going
	3. a) Recruit stores to participate in health promoting programs such as the Healthy Corner Store Program (DC Hunger Solutions and Department of Health) and provide technical assistance to member stores b) Encourage local businesses to participate in a cooperative buying agreement with the Ward 8 Farmers market for distribution of fresh, healthy food options	DOH, OP, Community Organizations	a) On-going b) Short-term



Community Resources

The lack of community resources within Bellevue was a major topic of discussion during the planning process. Bellevue residents expressed an urgent need for resources that aid in youth enhancement and job-training opportunities. A number of non-profit and faith-based organizations currently offer a few of these desired resources; thus, promotion of existing and new programs is key for increased neighborhood vitality.

Goals by Topic Area	Recommendations	Potential Lead Agency/ Partner	Timeframe/ Potential Start
COMMUNITY RESOURCES			
Promote a self-sustaining community with educational and career development, recreational activities and services for Bellevue residents	1. Solicit participation from faith-based and non-profit organizations to promote existing programs and resources, specifically those involving education, job training, and youth services	OP	Short-term
	2. Target resources and expand capacity of job training, education, and job-placement services to increase employment and entrepreneurial opportunities	DOES	Short-term
	3. Redevelop Washington Highlands Library to create an anchor with the South Capitol/Atlantic Street node, which enhances neighborhood character	DCPL	On-going

**Land use/ Urban Design
and Public Space**

Recommendations were based on a review of the existing conditions, community input, and issues sections of this document, as well as the market analysis prepared in conjunction with this study. The plan identifies three potential redevelopment sites that could activate catalytic momentum throughout the Bellevue area. However, there are other areas where (re)development is desirable and should be encouraged. Such an area could include the vacant lot located on the south west corner of the South Capitol Street/ Danbury Street SW intersection.

Goals by Topic Area	Recommendations	Potential Lead Agency/ Partner	Timeframe/ Potential Start
LAND USE/URBAN DESIGN & PUBLIC SPACE			
(A) Encourage a mix of land uses at the South Capitol/Atlantic Street and South Capitol/Southern Avenue sites	1. a) Implement Great Streets improvements for the South Capitol Street Corridor from Halley Street, SE to Galveston Place to include pedestrian safety and streetscaping through consistent signage and street furniture	DDOT	On-going
(B) Establish visual consistency and compatible development along the South Capitol Street Corridor that builds on neighborhood assets through design guidelines	b) Incorporate placemaking elements into new development projects; public plazas, water features, public art, sidewalk activities, etc. c) Create new and rehabilitate existing trails for residents to access the parks, green spaces and neighborhood amenities by foot or by bicycle		
	2. Redevelop the South Capitol/ Atlantic Street and South Capitol/ Southern Avenue sites as moderate density mixed-use to be consistent with existing zoning	Private/Public sector	Mid/long-term



Implementation Legend

Timeframe legend

On-going: Has been initiated

Short-Term: Up to 5 years

Mid-term: 5-10 year

Long-term: 10- 15 years

Abbreviations used in the table are as follows:

1. OP - Office of Planning
2. DDOT - District Department. of Transportation
3. DMPED - Deputy Mayor for Planning and Economic Development
4. DHCD - Department of Housing and Community Development
5. DSLBD - Department of Small and Local Business Development
6. DCPL- District of Columbia Public Libraries
7. DOES- District Department of Employment Services
8. DDOE- Department of the Environment

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Acknowledgements

District of Columbia

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Geraldine Gardner, Associate Director for Neighborhood Planning
Evelyn Kasongo, Ward 8 Neighborhood Planner & Project Manager
Gizachew Andargeh, Ward 7 Neighborhood Planner
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Advisory Committee

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ANC 8D07, Theresa Jones (Chair)
ANC 8D03, Absalom Jordan
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Covenant House, Christine Wiley
East of the River Clergy, Police, Community Partnership, Donald Issac
Fire and Emergency Medical Services, Joseph Deaton
Metropolitan Police Department, Victor Brito
Potomac Job Corps, Brian Nabiyev
University of the District of Columbia-Workforce Development, Connie Spinner
Office of Councilmember Marion Barry, Brenda Richardson

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Appendix A

Public Meeting Summary

Meeting Date & Time: February 11, 2009 6:30-8:30pm

Location: P.R. Harris Educational Center, 4600 Livingston Road, SE

DC Government Attendees: Geraldine Gardner, Associate Director, Neighborhood Planning, Evelyn Kasongo, Ward 8 Neighborhood Planner, Gizachew Andargeh, Ward 7 Neighborhood Planner, Stephen Rice, Community Planner

AGENDA:

- Welcome/Introductions (Evelyn Kasongo, OP)
- Meeting logistics (Monica Ray, OP)
- Presentation (Evelyn Kasongo, OP/Marc McCauley, RCLO)
- Q & A
- Break-out groups
- Report Back
- Next steps (Evelyn Kasongo, OP)
- Meeting Adjournment (Monica Ray, Designed Services)

SUMMARY:

The Office of Planning held its first public meeting on February 11, 2009 at P.R. Harris Educational Center located at 4600 Livingston Road, SE. The meeting took place from 6:30-8:30pm. A presentation was given which identified goals and objectives of the planning process as well as information pertaining to Comprehensive Plan policies as they relate to Bellevue.

After the presentation, meeting attendees were asked to break out into groups where a visioning exercise was conducted. Participants were asked to convey their likes, dislikes, and desired improvements of the neighborhood. Further, attendees were asked to confirm if goals for neighborhood improvement created in 2003 were still valid and to add additional goals, if needed. The results of the break out groups can be found next:

LIKES

- Friendly neighbors/ sense of community
- Great views from Irvington Street and 1st Place SW/Parks
- Children have access to community
- Happy about growing neighborhood
- Family-oriented communities/housing design
- Ease of transportation access
- Residential character
- Very close-knit community
- Good location and access to highways and buses
- Giant grocery store in the area
- Good location; situated between National Harbor and stadium

DISLIKES

- Lack of services/ Lack of shopping options/neighborhood retail
- No real access for retail development at Southern/ MLK and along Southern Ave and South Capitol
- Dogs being allowed in the parks
- Liquor Stores/ Under-age drinking problems
- Lack of local-serving retail
- Gas station used as hangout
- Crime moving in because of gentrification elsewhere
- Wingate Apartments recipient of public housing tenants
- Lack of enforcement of plans
- Police harassment
- Bad schools (curriculum & physical)
- Curfew enforcement/Truancy
- Lack of housing code enforcements especially on vacant land

IMPROVEMENTS

- Work with National Park Service to free up land
- Development south of Blue Plains Drive and MLK
- Look at opportunities at South Capitol and Southern Avenue
- Use vacant buildings on D.C. Village Land
- Increased parental programs
- Need for more family programs
- Police and fire programs to connect with seniors
- Provision of more senior services



Public Meeting Summary

Bellevue Small Area and Neighborhood Investment Fund Plan

Meeting Date & Time: February 18, 2009 6:30-8:30pm

Location: P.R. Harris Educational Center, 4600 Livingston Road, SE

DC Government Attendees: Geraldine Gardner, Associate Director, Neighborhood Planning, Evelyn Kasongo, Ward 8 Neighborhood Planner, Gizachew Andargeh, Ward 7 Neighborhood Planner, Stephen Rice, Community Planner

AGENDA:

- Welcome/Introductions (Evelyn Kasongo, OP)
- Meeting logistics (Monica Ray, Designed Services)
- of 2/11 meeting (Evelyn Kasongo, OP)
- Q & A
- Break-out groups
- Report Back
- Next steps (Evelyn Kasongo, OP)
- Meeting adjournment (Monica Ray, Designed Services)
- Recap

SUMMARY:

The Office of Planning held its second public meeting on February 18, 2009 at P.R. Harris Educational Center located at 4600 Livingston Road, SE. The meeting took place from 6:30-8:30pm. A review of the February 11th presentation was conducted for those participants who were not present at that meeting.

Similar to the February 11 meeting, meeting participants were asked to break out into groups and complete a worksheet which expanded upon the visioning exercise conducted at the February 11 meeting. Upon completion of the exercise, results were then used to further refine the goals and associated strategies for the Bellevue neighborhood. Participants were then given 3 dots and asked to prioritize their top three goals or strategies. Results from the break out groups can be found below.

GROUP 1

Bellevue will be...

- Strong market place

- Variety, welcoming, adequate, quality large grocery store
- Walk able neighborhood
- Safety (lighting)
- Family-oriented
- Reading time at library
- Improving recreational spaces (basketball courts)

Bellevue will have...

- Recreational programming for kids/adolescents
- A resource guide to promote various activities for youth newsletter
- Successful schools for successful students / parental involvement
- Community enrichments
- Affordable housing
- Working families
- Green jobs
- Greater coordination/comm. b/w community & social services (fire/ems)
- Business curb appeal (signage)

Bellevue will look ...

- More desirable & inviting
- Tree maintenance overgrowth; flowering bushes
- Thriving
- Public space improvements
- Bury the utility lines

Goal #1: Enhance Bellevue commercial areas to attract and retain neighborhood-serving retail (4 DOTS)

Strategies

- Encourage enhanced marketing to attract new/diverse neighborhood-serving retail
- Provide technical assistance and support to existing small businesses
- Partner with area CDC's to create new and improve existing business districts (2 DOTS)

Other Ideas: Promotion of vision statements to business owners as a reason to do business in Bellevue.

Goal #2: Increase home ownership and housing choices and encourage new mixed-use, mixed-income development (2 DOTS)

Strategies

- Improve promotion and education about existing programs that aid in rental and homeownership housing preservation.
- Create new mixed-income housing opportunities through infill develop of vacant or underutilized lots.

Other Ideas: N/A

Goal #3: Improve the quality of infrastructure both aesthetically & functionally (2 DOTS)

Strategies

- Explore opportunities for sustainable materials/measures (e.g. impervious road materials limiting water runoff) (1 DOT)
- Work with DDOT to explore methods of pedestrian safety measures (e.g. rumble strips, speed humps, etc).

Other Ideas: N/A

Goal #4: Support vocational job training, life skills, and career development services, especially for area youth and at-risk populations (4 DOTS)

Strategies

- Create new or expand existing adult education and basic skills courses
- Expand resources to address school truancy issues
- Link area youth to jobs and mentoring opportunities through Ward 8 non-profits and religious institutions (2 DOTS)

Other Ideas: N/A

Goal #5: Promote public safety (2 DOTS)

Strategies:

- Support and enhance existing neighborhood programs that maximize interaction between MPD officers and neighborhood residents. (1 DOT)
- Work with MPD to implement foot patrol and public safety Policing Plans
- Fund programs and services to achieve safer neighborhoods (e.g. better street lighting, neighborhood watch groups, etc).

Other Ideas: Promotion of safety is a priority for all previous goals to work.

GROUP 2

Bellevue will be....

- Desirable; people want to live here with opportunities for all families/elderly
- Safe, police services/psa, boundaries-satellite locations, pedestrian safety, traffic safety; well-lit
- Productive opportunities for residents to pursue employment, education, enrichment
- Child-friendly, recreation facility, parks, enrichment, schools
- Physically connected, information exchange, web/emails/internet access
- Walk able with retail choices
- Meet daily needs in the neighborhood
- Not a throw away district

Bellevue will have...

- Choices for retail, recreation, socializing, places to go
- Resources for residents, children engaged parents
- Communication networks-information-sharing about resources, opportunities
- Empowered and engaged adults and youth
- Medical facilities, dentist/doctors/ healthy food options- grocery, fresh foods at corner markets
- More mixed-income housing
- Meet existing residents needs
- Establishing identity-library name; corrected deeds

Bellevue will look like...

- Attractive; lights; vibrancy
- A respected neighborhood
- A safe, clean neighborhood
- Cohesive, consistent streetscape, facades
- "Green" with trees and parks

Goal #1: Enhance Bellevue commercial areas to attract and retain neighborhood-serving retail (2 DOTS)

Strategies

- Encourage enhanced marketing to attract new/diverse neighborhood serving retail (3 DOTS)
- Provide technical assistance and, façade programs and support to existing small businesses (Intro and follow through by working with business resource centers)



- Partner with area CDC's to create new and improve existing business districts and markets Other Ideas: Promotion of vision statements to business owners as a reason to do business in Bellevue.

Goal #2: Increase home ownership and housing choices and encourage new mixed-use, mixed-income development (1 DOT)

Strategies

- Improve promotion and education about existing programs that aid in rental and homeownership housing preservation.
- Create new mixed-income housing opportunities through infill develop of vacant or underutilized lots. (2 DOTS)

Other Ideas: Assist existing residents transition to homeownership

Goal #3: Improve the quality of transportation/ infrastructure both aesthetically and functionally

Strategies

- Explore opportunities for sustainable materials/measures (e.g. impervious road materials limiting water runoff) (1 DOT)
- Work with DDOT to explore methods of pedestrian safety measures (e.g. rumble strips, speed humps, etc) buses/signage

Other Ideas: Fire Hydrants, better response from WASA

Goal #4: Support vocational job training, life skills, and career development services, especially for area youth and at-risk populations (6 DOTS)

Strategies

- Create new or expand existing adult education and basic skills courses and entrepreneurship
- Expand resources to address school truancy issues
- Link area youth to jobs and mentoring opportunities through Ward 8 non-profits and religious institutions (2 DOTS)

Other Ideas: Connect with business community prior to implementing programs (2 DOTS)

Goal #5: Promote public safety (2 DOTS)

Strategies:

- Support and enhance existing neighborhood programs that maximize interaction between MPD Officers and neighborhood residents.
- Work with MPD to implement foot patrol and public safety Policing Plans
- Fund programs and services to achieve safer neighborhoods (e.g. better street lighting, neighborhood watch groups, etc) (8 DOTS)

Other Ideas: Establishment of a police station within the neighborhood

TOTAL NUMBER OF PARTICIPANTS: 25

Public Meeting Summary

Plan/Project: Bellevue Community-Design Workshop

Meeting Date & Time: March 14, 2009 9:30am-1:00pm

Location: P.R. Harris Educational Center, 4600 Livingston Road, SE

DC Government Attendees: Geraldine Gardner, Associate Director, Neighborhood Planning, Evelyn Kasongo, Ward 8 Neighborhood Planner, Gizachew Andargeh, Ward 7 Neighborhood Planner, Stephen Rice, Community Planner, Melissa Bird, Ward 6 Neighborhood Planner, Chris Shaheen, Program Manager, Andrea Limauro, Ward 3 Neighborhood Planner

AGENDA:

- Welcome/Introductions (Evelyn Kasongo, OP)
- Market presentation (Marc McCauley, RCLCo)
- Q and A
- Station breakouts

SUMMARY:

The Office of Planning conducted a Community Design workshop for the Bellevue Small Area Plan at P.R. Harris Educational Center located at 4600 Livingston Road, SE. The meeting took place from 9:30am-1:00pm. Ms. Kasongo gave opening remarks which included a summary of plan objectives, results of previous meeting feedback, and logistics associated with the workshop.

A market study is being conducted as part of the small area planning process. Marc McCauley (RCLCo) gave a presentation of initial findings relative to redevelopment potential at three selected nodes within the Bellevue neighborhood. After the presentation, participants were asked to attend each station and provide feedback relative to station goals and objectives. The stations consisted of the following:

1. Visioning-Participants were asked to place a dot next to the vision statement that best represented their aspirations for the Bellevue neighborhood over the next 5-10 years.

2. Mapping- Participants were asked to identify issues on a map within Bellevue relative to housing, retail, parks/open space, and public safety. They were then asked to identify aspirations on a second map relative to housing, retail and parks/open space within Bellevue.
3. Visual Preference-Participants were given 5 sets of images comprised of the following categories-housing, retail, parks/open space, public space, and new development along South Capitol Street. Attendees were asked to place a dot under the image that best represented their aspirations for Bellevue relative to those categories.
4. NIF goals and Objectives- Participants were asked to confirm whether the goals and strategies created for the NIF plan were accurate and where necessary, refined or enhanced. The NIF plan will be designed to guide investments in Bellevue from the Neighborhood Investment Fund, which provides grant resources to community-based organizations for neighborhood revitalization.
5. Market Study Information-Meeting participants furthered their discussion of the market presentation which provided information on retail and housing demand of selected redevelopment sites within Bellevue.

The meeting adjourned at 1:00pm

TOTAL NUMBER OF PARTICIPANTS: 52



Public Meeting Summary

Meeting Date & Time: April 28, 2009, 6:30-8:30pm

Location: P.R. Harris Educational Center, 4600 Livingston Road, SE

DC Government Attendees: Rosalynn Hughey, Deputy Director, Neighborhood and Citywide Planning; Geraldine Gardner, Associate Director, Neighborhood Planning; Evelyn Kasongo, Ward 8 Neighborhood Planner; Gizachew Andargeh, Ward 7 Neighborhood Planner; Andrea Limauro, Ward 3 Neighborhood Planner; Stephen Mordfin, Development Review Specialist; Arlova Jackson, Development Review Specialist; Tarek Bolden, Ward 1 Neighborhood Planner; Emily Yates,

Ward 2 Neighborhood Planner

- Welcome/Introductions (Evelyn Kasongo, OP)
- Comp Plan Announcement (Rosalynn Hughey, OP)
- Presentation (Evelyn Kasongo, OP/Marc McCauley, RCLOCo)
- Q & A
- Break-out groups
- Closing Remarks/Meeting Adjournment

SUMMARY:

The Office of Planning conducted its fourth public meeting for the Bellevue Small Area Plan at P.R. Harris Educational Center located at 4600 Livingston Road, SE. The meeting took place from 6:30pm-8:30pm. Evelyn Kasongo presented information relative to community desires and aspirations for Bellevue over the next 5-10 years. Based on feedback obtained from the three previous meetings, a set of draft topic areas and goals were developed by Office of Planning staff. The topic areas include: Housing, Retail, Connectivity, Land Use/Urban Design and Community Resources. Marc McCauley (RCLOCo) followed up with market findings for the three proposed redevelopment sites. These findings will assist with recommendations for each site relative to proposed land uses, while also incorporating community preferences such as scale, character, and urban design features. Residents were then asked to break into groups which corresponded to each topic area and respond to a set of questions which helped refine the draft goal for that particular topic.

The meeting adjourned at 8:50pm.

TOTAL NUMBER OF PARTICIPANTS: 42

Public Meeting Summary

Meeting Date & Time: June 4, 2009, 6:30-8:30pm

Location: P.R. Harris Educational Center, 4600 Livingston Road, SE

DC Government Attendees: Geraldine Gardner, Associate Director, Neighborhood Planning; Evelyn Kasongo, Ward 8 Neighborhood Planner; Stephen Rice, East of the River Planner; Andrea Limauro, Ward 3 Neighborhood Planner; Emily Yates, Ward 2 Neighborhood Planner; Malaika Abernathy, Ward 4 Neighborhood Planner; Deborah Crain, Ward 5 Neighborhood Planner

- Welcome/Introductions (Commissioner M. Jay Lee, ANC 8D05)
- Presentation (Evelyn Kasongo, OP)
- Q and A
- Station review and comments
- Closing Remarks/Meeting Adjournment

SUMMARY:

The Office of Planning conducted its final public meeting for the Bellevue Small Area Plan at P.R. Harris Educational Center located at 4600 Livingston Road, SE. The meeting took place from 6:30pm-8:30pm. Evelyn Kasongo gave a presentation which included the draft recommendations that were developed relative to topic area goals presented at the April 28, 2009 public meeting. The topic areas include: Housing, Retail, Healthy By Design, Land Use/Urban Design, and Community Resources. After the question and answer session, residents were asked to break into groups and respond to a series of questions pertaining to the draft recommendations and redevelopment opportunities at the following sites: South Capitol/Atlantic Streets, South Capitol/Southern Avenue, and the wooded area along MLK King Jr. Avenue.

The meeting adjourned at 8:45pm.

TOTAL NUMBER OF PARTICIPANTS: 47

Appendix B

Market Analysis for Bellevue SAP Washington, D.C. Conducted by RCLCO for the Office of Planning

BACKGROUND & OBJECTIVES

RCLCO was engaged by the District of Columbia Office of Planning to provide market analysis and financial feasibility services to accompany the Bellevue Small Area Plan. RCLCO's market and financial analyses will feed into the Office of Planning's Strategic Development and Investment Plan. This document will act as an update to the Bellevue Report of the East of the River Plan, as well as enhance the recommendations in the Comprehensive Plan completed in 2006.

The South Capitol Street SE corridor is a designated corridor as part of the Great Streets Initiative. The corridor and surrounding neighborhoods have shown significant signs of rebound and development investment has followed – and will follow in even greater volume in the coming years. This development pressure requires an updated land use strategy for the Bellevue neighborhood that will encourage new residential and commercial development as well as address several critical development issues important to the local and broader community.

With this background in mind, RCLCO's key objectives of this assignment were to:

- Leverage previously completed market analysis and economic development initiatives, and update key market data and trends necessary
- Provide market-driven assumptions of development demand for residential and commercial land uses over the study period (assumed to be 20 years, with a focus on the next five and ten year periods) for the Bellevue neighborhood, in particular the South Capitol Street corridor and D.C. Village
- Assist OP in maximizing economic development initiatives, in particular improving and expanding the retail environment and

- bolstering affordable housing opportunities in the neighborhood
- Provide a strategic framework of potential redevelopment sites, including an identification of market-driven sites, an assessment of the potential redevelopment programs on these sites, and the financial feasibility of these redevelopment programs
- Support OP in internal planning and community meetings throughout the planning process

This report is a summary of findings and conclusions from the above effort.

EXECUTIVE SUMMARY

Current Market Conditions

The first step in this process was to conduct a comprehensive assessment of the Bellevue neighborhood in terms of its geographical context within other east of the river neighborhoods and the District as a whole. This analysis supported initial hypotheses that Bellevue is a community node and not likely to become a larger regional activity center on par with other areas such as the SW Waterfront and National Harbor (established) and Anacostia (emerging). However, Bellevue is likely to see an increase in development activity in the near and mid terms as a result of development in nearby activity centers and from various catalytic projects planned east of the river (e.g., Poplar Point and St. Elizabeth's). The area's location along one of the three main surface arterials connecting Downtown DC and Prince George's County (i.e., South Capitol Street) will also help drive growth in the area.

Development Potential

In general, the market opportunity for new development in Bellevue over the near, mid, and longer terms will be on a smaller neighborhood scale. Particularly over the near and mid terms, development potential can be accommodated through the redevelopment or rehabilitation of only a small number of properties and parcels.



Retail

Bellevue, like many other east of the river neighborhoods in DC, is currently underserved in terms of neighborhood retail. The retail that does exist is inadequate to serve the needs of the entire community. Given this, the neighborhood possesses a pent-up demand for retail uses.

The near-term opportunity is for new neighborhood-serving retailers. Additionally, our analysis has shown that there will be enough market support for a small format grocery store in the near to mid term. Over the long-term, there is support for up to 350,000 square feet of new retail along with a 50,000 square foot grocery store.

The main drivers for retail development in this area will be the high traffic counts and visibility on South Capitol and the limited existing stock of local-serving retailers to support existing and future neighborhood demand. Additional upside demand will come from new households in the neighborhood.

Office

Bellevue is not a natural location for large-scale Class A office development given its distance from a Metrorail station, lack of visibility from a major highway, and the low-density residential character of the area. However, more localized small office users that meet the needs of the neighborhood can create some demand for new office space.

These types of tenants have smaller space needs and can often locate in spaces typically occupied by retailers (e.g., storefront space). Examples of some of these tenants include doctors, community service organizations, lawyers, accountants/tax prep, and daycare providers. The area is currently underserved for this type of space and our analysis has shown that over the next five years Bellevue could support over 25,000 square feet of new local-serving office space. The businesses driving most of this demand are physicians, day care providers, youth and family services, and non-profit groups.

Residential

The neighborhood is an established residential neighborhood with a relatively high degree of home-ownership. The housing stock is a mix of attractive single-family homes, townhomes, duplexes, as well as larger professionally managed rental communities.

Residential development east of the river is occurring in three ways: large-scale redevelopment (e.g. Barry Farm), infill densification, and reinvestment in individual homes. Development in Bellevue currently and in the future will typically be more focused on smaller redevelopments and block by block reinvestment in individual properties.

The neighborhood has many advantages that make it a candidate for continuing residential development and reinvestment including a relatively short commute to jobs, the appeal of the area’s lower-density residential character, access to schools and community services, and better access to retail and services than many other east of the river neighborhoods.

The residential opportunity is for new townhomes and low to mid-rise for-rent and for-sale housing focused in particular activity nodes (e.g., South Capitol at Atlantic). In five year increments, there is demand for approximately 65 new for-sale housing units and 50 new for-rent units. —

Market Opportunities & Financial Considerations

RCLCO identified potential catalytic nodes within the Bellevue study area boundaries that would be the most likely areas to capture the future demand potential. They are located at the intersection of South Capitol and Atlantic; the “Southern Gateway” node at South Capitol, Livingston, and Southern Avenue; and the undeveloped greenfield site on Martin Luther King Jr. Avenue at the entrance to D.C. Village. These are three areas where market demand for redevelopment will be strongest and where planning efforts should be primarily focused.

These nodes were determined based on their location, access, the ability to control/ assemble individual parcels, their ability to impact future development/ investment in area, and on financial considerations. Current zoning and recommendations from past studies/ plans were also considered as part of the identification of the catalytic nodes.

Node number one is at the intersection of South Capitol and Atlantic. This is a seven acre area where several larger key parcels are controlled by a small number of total owners. As the true commercial center of the Bellevue neighborhood, this is a natural location to focus redevelopment efforts and is also where most private investment will be attracted to early on. In fact, development is already planned on the northwest corner of Atlantic and South Capitol. The Far SW/SE Community Development Corporation is planning to build condominium units and streetfront retail as part of a new project called Trinity Plaza. The parcel to the south, currently strip retail and a parking lot, is a prime candidate for redevelopment as well. This node is likely to build out as a mixed-use neighborhood core. In the short-term (approximately the next five years) there is demand within this node for up to 50,000 square feet of new retail, 25,000 square feet of office, and 100 units each of rental and for-sale residential. Over the long-term, there is an opportunity to accommodate up to 250,000 square feet of total retail, 50,000 square feet of local-serving office, 250 units of rental residential, and 200 units of for-sale residential.

Node two is the “Southern Gateway” area located along South Capitol at the intersection of Southern Avenue and Livingston. This is a five acre area that is currently comprised of low-density commercial uses largely tied to the strip of retail on the other side of the Prince George’s County line. Over the near and mid-terms in this location new growth will be mostly accommodated in lower-density single use configurations. As areas on both sides begin to density over the longer-term there is potential for denser, and possibly mixed, uses in this area. Over the short-term, up to 20,000 square foot of new retail space can be accommodated in this area mostly through the redevelopment of existing sites. There is demand in the mid-term for an additional 10,000 square feet of retail

and possibly up to 50 units of residential.

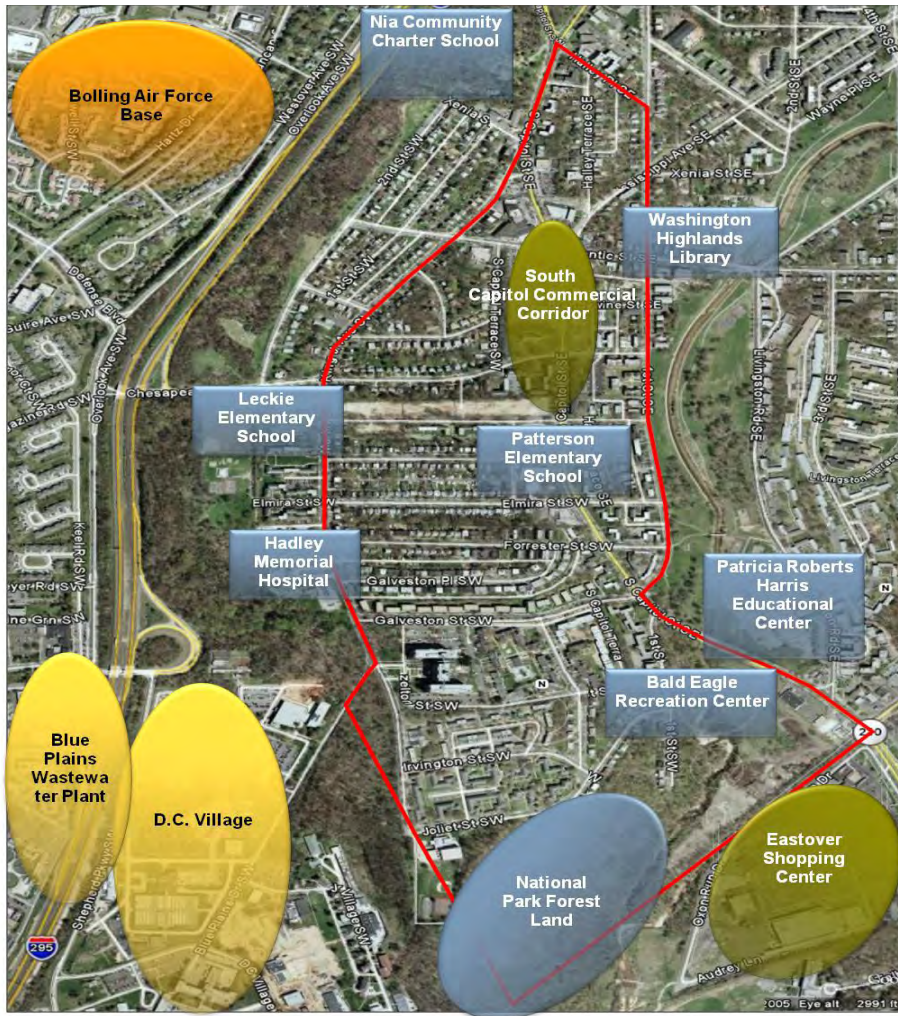
The third catalytic node in Bellevue is the wooded 1.5 acre greenfield parcel on Martin Luther King, Jr. Avenue at the entrance to D.C. Village. This is one of the few sizable undeveloped sites in the study area. While this area has more challenges than the other two nodes, there remains an opportunity for subsidized affordable housing on the site.

There remains financial constraints associated with redevelopment activities in the neighborhood. The community has a laudable goal of providing housing that is attainable to a wide range of household incomes. However, in order for developers to provide a financially feasible product that includes affordable housing options there will likely need to be some sort of subsidy involved. Additionally, the provision of adequate parking is consistently a challenge for developers working in urban areas. Many of the denser development programs that are likely to occur in the area will require some sort of structured parking. Parking costs can often cause a development project to go from profitable to unprofitable. Again, incentives or subsidies from the District can go a long way in helping to drive through new development and reinvestment in Bellevue.

LOCAL MARKET ASSESSMENT

The Bellevue neighborhood of Washington, DC is located east of the Anacostia River close to the border of Prince George’s County, Maryland. South Capitol Street is the main thoroughfare in the neighborhood and runs the length of the neighborhood. South Capitol is one of the three primary surface arterials east of the river that provides east-west access between Downtown DC and Prince George’s County. Traffic volume is high on South Capitol through Bellevue but is not congested. Traffic counts typically range from 8,000 to 13,000 cars per day. These traffic counts will be beneficial in terms of visibility for commercial tenants but are not inordinately high or reflective of traffic congestion. Besides South Capitol, Bellevue benefits from its access to regional destinations via I-295 and I-495 (Capitol Beltway) which are both within a short distance of Bellevue.





at DC Village. These amenities help to create a cohesive community in Bellevue which will make it attractive to future residential users.

One detractor and potential challenge to new development activity in the area is its distance from a Metrorail station. The area is however well served by the Metrobus system which does link to other Metrorail stations east of the river. Also, the proximity to the Blue Plains wastewater treatment plant can pose challenges to residential development in some sections of the neighborhood.

The east of the river section of Washington, D.C. is comprised of a diverse patchwork of different neighborhoods. Bellevue is in the southeastern section of the District close to the Potomac River. It is bordered by the Congress Heights and Washington Highlands neighborhoods in DC and Prince George's County. According to the Metropolitan Washington Council of Governments, the population of Bellevue in 2010 is expected to be close to 6,700. Claritas, Inc. estimates that in 2008 the population of Bellevue was 6,500. Total population is expected to reach 6,800 by 2013, representing a 1.2% growth rate. Slow to modest growth is expected to continue over the longer term. Council of Governments is projecting the population to be 7,100 by 2030. Total employment in the neighborhood is estimated at 600 today. It should be noted that this assumes development trends similar to what has occurred in the past. The composition of the population in Bellevue skews young with 52 percent of all householders aged 44 or younger. Fourteen percent of households are over age 65.

Bellevue incomes are moderate to low in general. Median income is approximately \$34,000. Seventy-one percent of households earn an annual income of below \$50,000. However, 14 percent of all households earn over \$75,000 annually which shows that there is a diversity of incomes in the neighborhood. 75% of the housing units in the neighborhood are renter-occupied. For comparison, this figure is 47% for Washington, D.C. and Prince George's County combined. The median value of an owner-occupied housing unit in 2008 in Bellevue was \$263,000. The majority of housing units (53%) in Bellevue are valued between

Bellevue is primarily residential in character but does have some commercial development along South Capitol Street. In particular, South Capitol at Atlantic and South Capitol at Southern Avenue are the two primary commercial nodes within the neighborhood's boundaries. The neighborhood benefits from the presence of multiple community amenities and social services including schools, a recreation center, a library, churches, career service centers, and the facilities

\$200,000 and \$299,999. The next largest category is homes that are priced between \$300,000 and \$399,999. 27% of the housing stock falls in this category. Sixteen percent of the stock is valued below \$200,000 compared to 8% of the housing stock in DC as a whole. This supports the notion that Bellevue remains one of the most relatively affordable neighborhoods in Washington, D.C.

While Bellevue's rate of population growth is modest, growth forecasts for the area are among the strongest for neighborhoods east of the river. Anacostia is slated to be the fastest growing neighborhood east of the river between now and 2030. This is to be expected based on the number of large-scale development projects underway or planned in this area. Anacostia's growth rates are projected to be 4.2% between 2010 and 2015, 10.9% between 2015 and 2020, 8.7% between 2020 and 2025, and 1.2% between 2025 and 2030. Bellevue's growth rate projections are more modest at -2.4% between 2010 and 2015, 5.1% between 2015 and 2020, 3.7% between 2020 and 2025, and 0.1% between 2025 and 2030. Employment growth rates as compared to other east of the river neighborhoods are modest. Since Bellevue is not a major employment center east of the river, it is not expected that its employment growth rates would be among the highest in the area. Areas such as Anacostia and the area around Saint Elizabeth's are expected to see the strongest rates of growth east of the river over the near and long-terms. Bellevue's median income puts it close to middle of the road for all neighborhoods east of the river. It is higher than the median incomes in Anacostia, Congress Heights, Washington Highlands, and the southern MLK corridor near Saint Elizabeths.

Bellevue is in the path of development that is already occurring or planned in other east of the river neighborhoods. Development east of the river is occurring in a few ways. This includes large "catalytic" redevelopment projects, project by project development, and reinvestment in individual existing properties. It is the catalytic projects taking place in other sections east of the river that can play the largest role in the future of the Bellevue neighborhood. Planned projects such

as Poplar Point, St. Elizabeth's, and the redevelopment of the Barry Farm have the potential to be "game changers" for this area of D.C. While these projects are located closer to the Anacostia, their impact will likely be felt widely. While it is unlikely that projects of this magnitude will occur in Bellevue, new large-scale projects closer to Anacostia will drive some smaller-scale project by project development in Bellevue.(see tables on next page).

SUMMARY OF MARKET FINDINGS

Commercial Uses

Retail Uses

A detailed examination of the market support for retail space in and around Bellevue was conducted to understand the market potential for this use within the study area. The first step in measuring market potential for retail was a detailed accounting of the current situation in the local market. Empirical evidence supports the widely held notion that the area, like many similar neighborhoods east of the river, is currently experiencing an undersupply of retail uses. The existing stock of retail is largely convenience-driven and does not fully meet the everyday needs of area residents. For instance, there are several convenience stores, liquor stores, check-cashing establishments, etc. in the neighborhood but it is nearly impossible to get a full supply of weekly groceries or any real soft goods within the neighborhood. Given this situation, there is pent-up demand that exists for additional retail uses of a higher caliber than what is currently available.

There is undoubtedly opportunity for new retail development within the study area's boundaries. This new development will take the form of neighborhood-scale local-serving retail. Bellevue will not be a regional retail destination on par with areas such as National Harbor in Prince George's County. Bellevue is not currently an established regional retail core and it is unlikely to become one in the future. Regional retail will prefer to locate in areas with a higher degree of visibility, in areas that have available large-scale development sites, and a better network of regional transportation access (e.g., freeway access, metrorail station). Few if any areas east of the river can currently be considered



	2005	2014		2015		2020		2025		2030	
	Employment	Employment	% Growth 2005-2014	Employment	% Growth 2014-2015	Employment	% Growth 2015-2020	Employment	% Growth 2020-2025	Employment	% Growth 2025-2030
Anacostia	2,267	2,387	5.3%	2,917	22.2%	3,892	33.4%	4,867	25.1%	5,747	18.1%
Bellevue	600	600	0.0%	600	0.0%	640	6.7%	680	6.3%	680	0.0%
Branch Avenue Corridor	8,494	8,538	0.5%	8,604	0.8%	8,649	0.5%	8,733	1.0%	8,842	1.2%
Congress Park	2,893	3,423	18.3%	3,423	0.0%	3,433	0.3%	3,443	0.3%	3,443	0.0%
East Capitol Corridor	5,507	5,877	6.7%	5,987	1.9%	6,322	5.6%	6,657	5.3%	6,657	0.0%
Good Hope	2,038	2,338	14.7%	2,363	1.1%	2,388	1.1%	2,413	1.0%	2,413	0.0%
Indian Head Corridor	5,351	5,463	2.1%	5,654	3.5%	5,868	3.8%	6,230	6.2%	6,797	9.1%
MLK South - St. Elizabeth	4,964	5,284	6.4%	5,299	0.3%	6,499	22.6%	7,699	18.5%	8,699	13.0%
Pennsylvania Avenue Corridor	2,850	3,010	5.6%	3,680	22.3%	3,695	0.4%	3,710	0.4%	3,710	0.0%
Southern Congress Heights	1,558	1,558	0.0%	1,608	3.2%	1,668	3.7%	1,728	3.6%	1,728	0.0%

SOURCE: Metropolitan Washington Council of Governments

Atlantic Street), there are few sites outside of Bellevue that would be logical

	2005	2010		2015		2020		2025		2030	
	Population	Population	% Growth 2005-2010	Population	% Growth 2010-2015	Population	% Growth 2015-2020	Population	% Growth 2020-2025	Population	% Growth 2025-2030
Anacostia	10,186	10,546	3.5%	10,993	4.2%	12,188	10.9%	13,247	8.7%	13,412	1.2%
Bellevue	5,300	6,686	26.2%	6,524	-2.4%	6,858	5.1%	7,112	3.7%	7,121	0.1%
Branch Avenue Corridor	23,460	23,672	0.9%	24,078	1.7%	23,987	-0.4%	23,880	-0.4%	23,712	-0.7%
Congress Park	18,910	20,061	6.1%	20,074	0.1%	20,984	4.5%	21,841	4.1%	21,687	-0.7%
East Capitol Corridor	44,866	45,366	1.1%	46,199	1.8%	48,551	5.1%	50,345	3.7%	50,417	0.1%
Good Hope	17,618	17,838	1.2%	17,433	-2.3%	18,315	5.1%	19,012	3.8%	19,037	0.1%
Indian Head Corridor	24,063	24,333	1.1%	26,027	7.0%	39,337	51.1%	28,055	-28.7%	28,924	3.1%
MLK South - St. Elizabeth	6,093	6,475	6.3%	6,586	1.7%	6,882	4.5%	8,414	22.3%	9,387	11.6%
Pennsylvania Avenue Corridor	12,013	12,106	0.8%	11,811	-2.4%	12,481	5.7%	13,010	4.2%	13,028	0.1%
Southern Congress Heights	17,369	18,496	6.5%	18,048	-2.4%	18,898	4.7%	19,551	3.5%	19,578	0.1%

SOURCE: Metropolitan Washington Council of Governments

regional retail cores. Bellevue will maintain a competitive advantage over other east of the river neighborhoods in terms of its ability to attract smaller-scale neighborhood retail users because of its location along one of the three major east west arterial roadways connecting Downtown DC and Prince George’s County (i.e., South Capitol Street). Bellevue also has several north to south street connections to other neighborhoods which makes it easily accessible to a large number of households. This combined with the high traffic counts on South Capitol will be attractive to retailers. Within the local market area (defined roughly as a one mile radius from the intersection of East Capitol and

locations for new retail construction.

A retail gap analysis was conducted to better understand the unmet demand potential that exists in the area. This compared the area’s household expenditures in various retail categories to the actual amount of total sales taking place in the same area. Not unexpectedly, when this analysis was conducted for the Bellevue area, it was demonstrated that the expenditures far outweighed the sales taking place within the study area’s boundaries. This trend indicates a high degree of “leakage.” Households are, to a large degree, traveling outside of the

neighborhood to fulfill their retail needs. While most residential areas can expect some degree of leakage, the degree to which this is occurring within Bellevue is extreme. There is an unmistakable opportunity for the area to support new retail construction. Over the next five years, the analysis shows that there is unmet demand potential within a 0.5 mile radius for up to 85,000 square feet of new retail. Once that radius is expanded to one mile, there becomes unmet demand for nearly 400,000 square feet of retail over this same period. The strongest demand within the 0.5 mile radius is for food and beverage stores (most notable grocery stores), building material and garden equipment stores, general merchandise, and foodservice and drinking places (especially full-

service restaurants). This analysis shows that within the one mile radius there will be support for a grocery store of approximately 60,000 square feet. This represents at least a smaller-scale urban format grocery store such as the highly successful new Harris Teeter store in the Capitol Hill neighborhood. The most logical location for this use within the market area would be at the intersection of South Capitol and Atlantic in Bellevue. The retail demand gap analysis corroborates the hypothesis that the greater Bellevue area is suffering from an undersupply of retail. Over the next five years there will be strong demand for a variety of neighborhood-serving retail uses including a grocery store.

Office Uses

**RETAIL GAP ANALYSIS
BELLEVUE - 0.5 MILE RADIUS ¹
2008**

Store Type	Consumer Expenditures	Retail Sales	Surplus/ Shortage	Average Sales/SF	Pot. Gross Space SF
Furniture and Home Furnishings Stores	\$1,495,625	\$747,081	\$748,544	\$250	2,994
Electronics and Appliances Stores	\$1,468,168	\$0	\$1,468,168	\$550	2,669
Building Material and Garden Equipment Stores	\$5,482,366	\$373,020	\$5,109,347	\$325	15,721
Food and Beverage Stores	\$7,917,618	\$2,097,300	\$5,820,319	\$433	13,432
Health and Personal Care Stores	\$3,804,931	\$2,143,012	\$1,661,919	\$450	3,693
Clothing & Clothing Accessories Stores	\$3,126,925	\$2,299,971	\$826,954	\$317	2,611
Sporting Goods, Hobby, Book, Music Stores	\$980,272	\$0	\$980,272	\$250	3,921
General Merchandise Stores	\$7,687,300	\$1,555,569	\$6,131,731	\$250	24,527
Miscellaneous Store Retailers	\$1,353,883	\$2,728	\$1,351,156	\$225	6,005
Foodservice and Drinking Places	\$5,918,517	\$1,829,018	\$4,089,498	\$425	9,622
Full-Service Restaurants	\$2,668,429	\$331,055	\$2,337,374	\$450	5,194
Limited Service Eating Places	\$2,541,381	\$1,252,228	\$1,289,153	\$450	2,865



Exhibit III-8

**RETAIL GAP ANALYSIS
BELLEVUE - 0.5-1 MILE RADIUS ¹
2008**

Store Type	Consumer Expenditures	Retail Sales	Surplus/Shortage	Average Sales/SF	Pot. Gross Space SF
Furniture and Home Furnishings Stores	\$5,260,468	\$0	\$5,260,468	\$250	21,042
Electronics and Appliances Stores	\$5,588,866	\$0	\$5,588,866	\$550	10,162
Building Material and Garden Equipment Stores	\$16,535,831	\$0	\$16,535,831	\$325	50,879
Food and Beverage Stores	\$32,880,721	\$12,243,611	\$20,637,110	\$433	47,624
Health and Personal Care Stores	\$14,351,104	\$3,875,688	\$10,475,415	\$450	23,279
Clothing & Clothing Accessories Stores	\$12,638,893	\$385,735	\$12,253,158	\$317	38,694
Sporting Goods, Hobby, Book, Music Stores	\$4,027,347	\$0	\$4,027,347	\$250	16,109
General Merchandise Stores	\$30,785,311	\$1,646,056	\$29,139,255	\$250	116,557
Miscellaneous Store Retailers	\$5,137,580	\$514,394	\$4,623,185	\$225	20,547
Foodservice and Drinking Places	\$23,954,941	\$3,249,207	\$20,705,734	\$425	48,719
Full-Service Restaurants	\$10,760,772	\$192,529	\$10,568,243	\$450	23,485
Limited Service Eating Places	\$10,386,433	\$3,056,678	\$7,329,756	\$450	16,288
					393,613

SOURCE: RCLCO; Claritas, Inc.

¹ Radius taken from intersection of South Capitol and Atlantic

Much like retail, office use in Bellevue will be neighborhood-serving and not regionally oriented. The office market currently in the small area plan zone is small and housed primarily in retail storefronts. This reflects the nature of the area's office tenancy as local-serving users that operate more like typical retail users and have a high degree of customer traffic coming in and out of the office space on a daily basis. Despite its location close to existing and emerging Class A office cores, it is unlikely that Bellevue becomes a destination for Class A large-scale multi-tenant office development. This is for the same reasons that were listed previously in terms of the retail opportunity. There is a possibility in the long-term that Bellevue benefits somewhat from the location of ancillary and spin-off uses associated with new large office tenants (particularly GSA) located east of the river. Bellevue will have an advantage in that any office space built here will likely have a rental rate advantage, in terms of value, over more established office cores. The Class A development opportunity is already limited even in more visible and accessible submarkets (including Southwest Waterfront/ Baseball District and Historic Anacostia) which makes it even less likely that Bellevue will see any of this type of development activity even in the long-term. The Class A market in DC and Prince George's County is likely to be oversupplied for many years to come which will limit new development potential. Over the next ten years, demand for this product type in DC and Prince George's County is likely to be close to 17 million square feet. As of today, the development pipeline for that same period already represents nearly 16 million square feet. This severely limits the future development potential. When new development does occur it will occur first in the more natural Class A office corridors which make the Class A opportunity in Bellevue very far off to nearly non-existent.

Demand for new office space in Bellevue will be derived from the need for services among the local area population. This local-serving demand will generate total demand for between 25,000 and 30,000 square feet of new office space over the next five years. This will come from a variety of users including: engineering services, computer services, administrative and support

services, education services, physicians, youth and family services, child day care services, and non-profit groups. The demand potential for these uses was calculated by looking at the existing ratio of establishment types to population within the 20032 zip code. This ratio was calculated for each type of potential small office user. This ratio was applied to the population growth forecasted to occur in the area between 2009 and 2014. The demand from population growth was combined with a likely turnover factor from existing establishments that would be likely to vacate their current space for new space in the area. This analysis showed that many office users will actually not require additional new space but there are certain categories that together will generate demand for nearly 25,000 square feet. An outside capture of 15% was applied to this number. This was done to recognize the upside potential that will exist if new space were to be built in Bellevue. Since new office space is relatively rare east of the river it is likely that a capture of office growth and existing users in other east of the river neighborhoods would relocate to Bellevue. The demand based on population growth in the neighborhood combined with the likely outside capture translates into a total demand for local-serving office within the Bellevue study area of up to 30,000 square feet.

Residential Uses – For-Sale & For-Rent

Residential development east of the river in Washington, DC is occurring in three ways: large-scale redevelopment, infill densification, and reinvestment in individual homes. Especially over the near-term, Bellevue is likely to see smaller-scale new development and enhancement of the existing stock. The residential development that is likely to occur in the area will serve multiple market segments. It will be a mix of housing product types that will serve a range of incomes. RCLCO analyzed the development opportunity in the area and determined that there is an opportunity for townhomes and low to mid-rise for-rent and for-sale multifamily housing. Another strong opportunity is the reinvestment in existing housing stock.

Bellevue is an appealing location for residential development and investment.



The area benefits from close proximity to employment. There is a relatively short commute to jobs across the river in DC and even in Northern Virginia (particularly Alexandria). Once new office developments come online east of the river, this proximity will be enhanced even more. Bellevue is already an appealing residential neighborhood with a quality stock of housing options (particularly single-family detached housing). The area also benefits from a variety of quality public amenities (schools, community centers, parks, library, etc.). These uses are all very complimentary for residential. In general, Bellevue also benefits from its relatively better access to retail and services compared to many other east of the river neighborhoods. For instance, it is an easy drive to the shopping on Indian Head Highway in Prince George's County, Maryland.

Bellevue is the next logical location for new residential development east of the river. Over the past ten years, there has been an unprecedented level of residential development activity in this area. Areas to the north and west of Bellevue have been quite active in terms of new residential development and planned and proposed projects. Specifically, areas around Anacostia and further north near Mississippi Avenue have seen the most of this activity. This development has largely been for-sale condominium, townhome, and even single-family units. There have been few new rental units that have come online but this trend is likely to reverse as credit has tightened up to finance home purchases. Given its location attributes, Bellevue is a likely location to see future residential development. This is already being witnessed with the proposed condominium units at Trinity Plaza. At this site at Atlantic at South Capitol, the Far SE/SW Community Development Corporation is planning nearly 50 new for-sale housing units.

RCLCO conducted detailed demand analyses for both for-sale and for-rent product types within the small area plan boundaries. While both product types showed a strong demand over the near-term, for-sale housing showed the strongest demand. For-sale demand within Bellevue exists for 65 units annually over the next five years. This was calculated dividing the number of total forecasted 2013 households by income bands. For each income band, a

percent owner calculation was used to determine the total number of households in each income group that will own their homes. From this a percentage was applied to demonstrate those owner households that are likely to turnover (i.e., move out of their existing residence) in a given year. A capture rate for Bellevue (50%) was applied to these owner households in turnover. A 50% capture rate was used for Bellevue. It is estimated that the other half of owner households in turnover will not choose Bellevue for their next housing location. Finally, we took those owner households in turnover that will choose Bellevue and applied a percentage for those that will choose new housing. This resulted in demand for up to 40 housing units annually. This is the demand that comes from existing owner households. It is also necessary to calculate for-sale demand that will come from households that are renting today but will become buyers. To do this, we took total renter households by price band, and used Census Bureau data to estimate the percentage of those that have historically changed from renter to owner households. This number averages 17% across all price bands. We then applied the Bellevue capture of 50% to these new owner households and finally applied a percent that buy new factor. The annual demand for for-sale housing from local households turning from renters into buyers was estimated at 10. Together, the total demand for new housing units from existing owners and renters becoming owners will nearly 50 units. Our data collection at actively selling new home communities east of the river demonstrated that nearly 25% of total demand for this product originates from outside the local market area. For this reason we applied a 25% outside capture rate for new home demand in Bellevue. This resulted in upside demand of close to 15 units. Total combined annual demand for new for-sale housing product in Bellevue came out to 65 units.

The demand methodology for total new for-rent housing demand was similar to that used in the for-sale analysis. This process determined that there will be demand for between 45 and 50 new rental units annually in Bellevue. To determine this, we took the total number of households in the primary market area (i.e., zip code 20032) and divided them out by income band. Households that are currently renters were then determined using Census Bureau numbers

on renter-occupied households. The Census was also used to estimate those renter households that typically turnover annually. This was varied across income bands and came out to be 26% for the entire area. A Bellevue capture rate of between 30 and 40% was then applied to these renter households in turnover. Finally, a factor that accounted for households choosing percent new was applied as was an outside capture rate of 25%. Based on this, the total annual demand for new rental housing was 47 units.

As was stated in the previous paragraphs, these are annual demand figures. The near and long-term potential when aggregated for new for-sale and for-rent housing product in Bellevue is quite large. Over the next five years, likely demand potential for for-sale residential will be between 300 and 350 units while for for-rent it will be between 200 and 250 units. Over the long-term (ten years) there is demand potential for a total of 650 for-sale units and between 450 and 500 new for-rent units. This kind of demand can be met by several modest-scale new housing developments within the boundaries of Bellevue.

GEOGRAPHICAL DISTRIBUTION OF MARKET OPPORTUNITIES

Market demand in Bellevue will not be distributed equally throughout the neighborhood. Instead, it is likely that these market opportunities will seek out locations that are the most logical sites for new development or for redevelopment and reinvestment. These sites can be referred to as the key neighborhood nodes. In general, physical change within Bellevue will occur in three ways.

These are: development or redevelopment (particularly at key neighborhood nodes), investment in existing multifamily properties by a large property owner, or block by block reinvestment by individual homeowners.

The key neighborhood nodes are the locations where the majority of the new development and redevelopment activity will take place. These are the areas that represent the most immediate development opportunities and that have the ability to have the greatest impact on the area. Thus,



this is where planning efforts should be focused. RCLCO identified these nodes based on a set of key determinants. These include: location, access (local and regional), ability to control/assemble parcels in the area, ability to impact future development in neighborhood, and the financial condition. Additional considerations were: presence of existing residential, foundations of development, and existing zoning (preference for areas already zoned for higher density development). Based on these factors, we identified three key development sites/nodes within Bellevue. They are at the intersection of South Capitol and Atlantic, the intersection of South Capitol and Southern Avenue, and the wooded site on Martin Luther King, Jr. Avenue near the entrance to DC Village.





Altogether, this node measures approximately seven acres. Several key parcels are controlled by a small number of owners which translates into a higher redevelopment potential. The most immediate development opportunities can be found at parcels B, C, & D (as seen in image at left). Within this node, these represent the most immediate development opportunities from a market perspective. Parcel C is actually three separate parcels that together make up a 0.75 acre site. This site actually already has development plans. The Far SE/SW Community Development Corporation has development plans for this sight. The proposed project, named Trinity Plaza, when built will include up to 50 for-sale condominium units along with streetfront retail space. It will be a mixed-use development concept with an urban format. Parcel D in this node is located on the south side of Atlantic and the west side of South Capitol. It is legally two parcels that together measure nearly 4.0 acres. This is currently a one-story commercial strip (in two buildings) and a surface parking lot. This is likely the next spot in this node (and within Bellevue) that will undergo redevelopment. It is a very appealing site for development both in terms of its size and its visibility and access and due to the fact that both parcels are controlled by the same owner. Finally, Parcel B also has strong redevelopment potential. It is three parcels that combine to form a 0.75 acre lot. All of these lots are owned by an out of town interest. Currently, there are low intensity commercial uses on the site. After Parcel D, this is the most likely location in the node for new development. If the adjacent Parcels B, C, and D were all redeveloped using a mixed-use urban format, it would be enough of a critical mass to really transform the area and drive development and reinvestment throughout the neighborhood. While these three parcels are near-term opportunities, Parcels A and E have strong mid-term development potential. Parcel A is approximately 8.5 acres and Parcel E is roughly the same size. Both have active uses at this time but as development and densification continue to occur at the intersection of South Capitol and Atlantic, there will be increased pressure on these parcels for redevelopment.

Node number one as a whole stands to attract a sizable portion of the total

Node One: South Capitol and Atlantic

Node number one is located at the intersection of South Capitol and Atlantic Streets. This is the traditional “heart” of Bellevue and today it already serves as the neighborhood’s commercial center. The other reasons why this node was chosen as a location to focus development potential is its current zoning and land use plan, which points to a higher-density, mixed-use node. This area was identified during the Great Streets study as a key development area. It is an existing commercial area with good access to points throughout the neighborhood and to other surrounding neighborhoods and it also benefits from a high level of visibility. New development in this node will have a large impact on the surrounding areas of the neighborhood.

development demand in the neighborhood. In the short-term (next five years), this node can expect to accommodate demand up to 50,000 square feet of retail, 25,000 square feet of office, and 100 units each of for-rent and for-sale residential. In the long-term, the area can expect to accommodate up to 250,000 square feet of total new retail space (including a grocery store), 50,000 square feet of office space, 250 units for for-rent residential and 200 units of for-sale residential. This demand will best be accommodated with a mixed-use configuration with retail/office on the ground level and residential units above (two to three stories total). This configuration will not be on a scale that is in opposition to what currently exists and what is found in the surrounding residential areas of the neighborhood. The current zoning designation in this area is C-2-A. This zone “permits matter-of-right density development, including office, retail, and all kinds of residential uses to a maximum FAR of 4.0 for residential use and 1.5 FAR for other permitted uses, and a maximum height of fifty feet.” Even with the long-term demand numbers used above, the total development potential will be unlikely to use the land at an intensity that is higher than the currently designated zoning. It is unlikely that zoning will need to be changed at this node to accommodate new development.

In order to be entirely financially viable, new development will need to achieve top of market rents for east of the river. Providing ample parking for the variety of uses involved with mixed-use development will present a challenge. At the proposed intensity of use, some kind of structured parking will be necessary. Based on construction cost calculations, the provision of structured parking makes it necessary that much higher prices be achieved in terms of rental rates and sale prices (see chart below).

Node 2: Southern Avenue Gateway

The second node that was chosen as a likely “catalytic” development area was the Southern Avenue Gateway. This area is located along South Capitol Street at the border of Prince George’s County where Southern Avenue



and Livingston Road intersect with South Capitol. This area is currently separated from the rest of the neighborhood by Oxon Run Park. Currently, it can be characterized by lower-density commercial development in single-use configurations. These development patterns relate to the lower-density commercial nature of the area along Indian Head Highway over the Prince George’s County border.

This area was selected as a key development node for several reasons. Like the node at South Capitol and Atlantic, it was identified as a location for future development as part of the Great Streets initiative. It has good neighborhood and regional access via South Capitol, Southern Avenue, and Livingston Road. It is for this reason that it also benefits from high visibility. This area is currently zoned for very intense usage based on its current zoning designation as C-3-A. A C-3-A zone “permits matter-of-right development for major retail



and office uses to a maximum lot occupancy of 75% for residential use, a maximum FAR of 4.0 for residential and 2.5 FAR for other permitted uses and a maximum height of sixty-five feet.” This node is currently zoned for even more intense usage than the node at South Capitol and Atlantic.

The total node encompasses just over five acres on both sides of South Capitol. This is spread out among several parcels. Like the node at South Capitol and Atlantic, some of the parcels have a common ownership which theoretically can make redevelopment on a larger-scale more practical and efficient. The most logical parcels within this node for redevelopment are shown in the map at left. They have been divided into Parcels A through F. Parcel E is the most likely site for redevelopment in the near-term. This is two separate parcels controlled by the same owner. Together, the parcels are 1.1 acres. Currently, one of these parcels is vacant, while another is a limited-service restaurant. This site benefits from frontage on each of three main streets in the area: South Capitol, Southern, and Livingston. The ability to control the current gas station parcel (Parcel D) at the intersection of South Capitol and Southern would further bolster the development potential of this site. Like Parcels E and D, Parcel A is potentially a near-term development opportunity. It is well located and highly visible on the “going to work” side of South Capitol where it intersects with Livingston Road. This is a vacant gas station parcel that totals 0.8 acres. Parcels B and C are both located on the southern side of South Capitol Street. While they may appear to be strong candidates for redevelopment they currently have very strong and viable uses on them that were recently developed. The land value on these parcels would have to increase dramatically to provide the impetus for the landowner to consider a sale of the site or redevelopment. These two sites have credit tenants that are assumingly providing a strong cash flow to the property owner. However, given their location and current zoning combined with ongoing regional trends for urban development, it is likely that these areas will still have potential for redevelopment in the longer-term. Parcel B, is actually three separate parcels all owned by the same entity. Together the parcels make up 0.76 acres. Current tenants include Bank of America and two other locally-

owned establishments. Parcel C is one parcel that totals 1.0 acre. This is home to a relatively new Rite Aid Pharmacy with a surface parking lot. Parcel F also represent a long-term development opportunity. Currently it is a U.S. Post Office that sits on a 1.1 acre lot. Further consolidation of the U.S.P.S. nationwide and in the District could potentially mean that this site becomes available for redevelopment at some point. However, given its relatively lower level of visibility, it is likely that redevelopment here would take place following the redevelopment of other parcels within the node that have frontage on South Capitol Street.

100 units of rental-residential and 150 units of for-sale residential. Retail in the longer-term can likely be accommodated as streetfront retail as part of a mixed-use development. The ability to offer this mixed-use configuration at this node will also be contingent in part on the evolution and densification of the surrounding area (particularly Prince George’s County). Residential units will be accommodated in two to three story configurations, most likely above commercial space. Based on today’s achievable rents and sales prices, there is little upside for a developer to redevelop into a denser format. However, as the area continues to evolve, this will likely become an attractive location for such a proposition.

Development potential in the near-term (next five years) is focused on retail. There is demand for up to 20,000 square feet of new retail space. This will likely take the form of lower-density configurations. Over the long-term, there is an opportunity for the densification of this node, however it will not be close to the intensity allowed by the current zoning. Long-term development potential suggests the ability to accommodate up to 50,000 square feet of total new retail, 100 units of rental-residential and 150 units of for-sale residential. Retail in the longer-term will likely be accommodated as streetfront retail as part of a mixed-use development. The ability to offer this mixed-use configuration at this node will also be contingent in part on the evolution and densification of the surrounding area (particularly Prince George’s County). Residential units will be accommodated in two to three story configurations, most likely above

commercial space. Based on today's achievable rents and sales prices, there is little upside for a developer to redevelop into a denser format. However, as the area continues to evolve, this will likely become an attractive location for such a proposition.



Node 3: Wooded Site on Martin Luther King, Jr. Ave.

The wooded site on Martin Luther King, Jr. Avenue is between 1.5 and 2.0 acres. It is located at the entrance to DC Village. The reason this area was chosen as a third node of development in Bellevue is that it is the largest undeveloped "greenfield" site within Bellevue. It is currently controlled by the National Park Service but is not directly part of Shepherd Parkway of Oxon Run Park. While

this area does present a strong development opportunity for residential, there are also several market challenges associated with the parcel. For one, this parcel is disconnected from the core areas in the neighborhood (namely from South Capitol Street). It lacks visibility. This is why the development opportunity is seen as solely residential as opposed to mixed-use. There are challenging adjacent uses that may limit market opportunity. These include Wingate Housing, DC Village, the Metrobus facility, and the wastewater treatment plant at Blue Plains. The site's topography may be too steep for some development concepts (e.g., mid-rise housing). Lower-density residential development (such as townhomes or even small lot single-family) may limit the development costs associated with the site's challenging topography.

Market demand shows that there is the ability to deliver a total up of to 50 units at this location over the near and mid terms. However, market-rate housing will not be achievable at this site during this time period and the housing will need to be subsidized in some way. In the long-term, there is demand for up to a total of 100 units. It is possible that by this time, the market may have evolved to the point where the site could be a mix of subsidized and market-rate product (mixed-income housing). This site is unlikely to present a developer with a financially feasible development opportunity. Market-rate rents and sale prices will not be achieved here and there is a cost associated with the site's topography. Estimates on rents and sale prices that will be needed to make a project "pencil" in this location are at a minimum, \$1.75/sf for rental and \$310/SF for for-sale product. This is close to the top of the local market, which will not be achievable based on the location attributes associated with this site. However, this site does provide a strong opportunity to provide housing that is attainable to lower-income households in the neighborhood. A developer could work to marshal federal and District resources as available to deliver a product at lower price points to the end user (e.g., Low Income Housing Tax Credit, first-time buyer assistance programs, etc.).



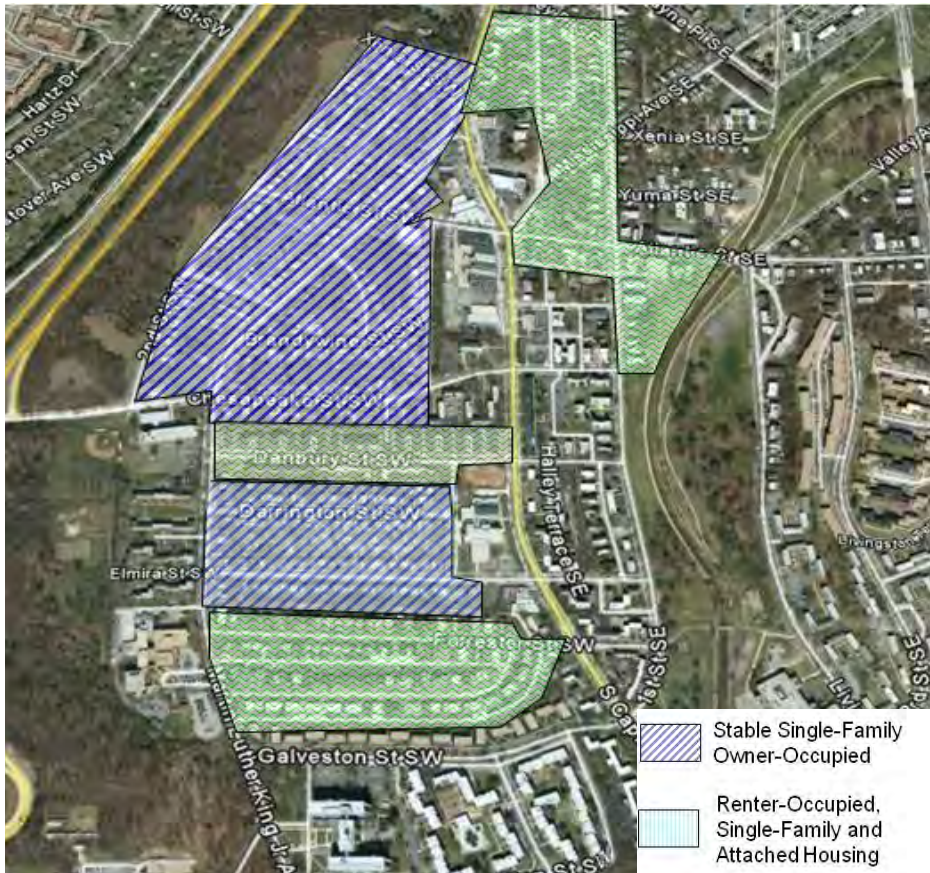


Neighborhood-Wide Market Opportunities

While the three nodes just described a likely to accommodate the majority of total development potential in Bellevue, there are other ways that this demand will be distributed throughout the entire neighborhood. This includes redevelopment and/or rehabilitation of existing large-scale multifamily, rehabilitation of existing structures on a block by block basis, and new infill development.

Bellevue has several large-scale multifamily rental developments within its borders. There is a potential to redevelop or reinvest in these properties in a way that will maintain the stability of the neighborhood while also accommodating growth. Current achievable market rates for rental and for-sale residential product make the redevelopment scenario very unlikely in the near term. The cost of rebuilding in new structure in place of an existing one is a costly process and the revenue generated even from high-end new product would not offer enough upside to cover a developer’s cost in this scenario. If the density was increased in new construction over what previously existed, it may even become necessary to construct structured parking which would further add to the development cost. The more likely scenario is rehabilitation and reinvestment in the existing multifamily product. This reinvestment could be likely to happen over the near and especially mid-terms. Owners could invest up to an additional \$15,000 per unit in existing multifamily and still achieve a reasonable return on their investment. This, in part, is why the rehabilitation scenario is much more likely than the more costly redevelopment scenario.

As seen in the map above, several multifamily rental properties within Bellevue are owned and operated by the same entity. In the case of the map above, William C. Smith and CIH Upland’s holdings are shown. These comprise a large section of the neighborhood. For instance, William C. Smith – a highly regarded regional apartment developer – owns and operates both The Colonnade and Madison Courts. Both of these properties have large frontage along South Capitol Street. As such, reinvestment of these properties would be a visible indication of reinvestment in the area and, due to the size of William C. Smith’s holdings, would likely drive development potential in the neighborhood overall. If the neighborhood decides that redevelopment of these sites is a goal, they can work with the District to provide incentives to these major property owners to speed along the process. However, over the near to mid-term, it is likely that rehabilitation of many of these properties will occur without any assistance given the evolving nature of the residential market east of the river and in Bellevue in particular.



Another way that development potential will be accommodated across the neighborhood is through both block by block reinvestment in individual properties and through new development on smaller infill sites. As has been the natural progression east of the river, before major redevelopment occurs, there is often an extensive block-by-block focused rehabilitation of individual properties, particularly residential. While many of the single-family homes in Bellevue are owner-occupied and stable, there is still an opportunity for individual properties owners to reinvest in their properties. There are also several blocks of renter-occupied housing in Bellevue (see map below). These areas tend to be single-family homes or duplexes, triplexes, or quadplexes. Many of them are owned by absentee landlords who delay upkeep and maintenance. For this reasons,

these blocks tend to be the most dilapidated in the neighborhood. In many other neighborhoods, as the surrounding market evolves it has been seen that individuals will come and purchase these properties from the landlords and rehabilitate the structures. However, the absentee landlords are unlikely to sell their properties in the near-term until land prices are high enough where they can make a substantial profit from the sale of the property. However, in the meantime, there are resources that the neighborhood can use to address these blighted structures. These are discussed in the next section.

In addition to this individual rehabilitation, some of the residential demand will be accommodated outside of the key nodes through smaller infill development. This is already happening in surrounding neighborhoods and even in Bellevue itself. This could take the form, for example, of a five unit townhome structure, located on a vacant lot on a residential side street. This type of development is very common in evolving urban neighborhoods and is likely to be seen more frequently in Bellevue in the future.

DEVELOPMENT CONSIDERATIONS

There are several specific considerations for development in Bellevue that can potentially pose challenges. A description and explanation of these potential issues will be elucidated in this section and a set of strategies to address them will also be presented. The challenges and issues include:

1. Protecting existing, stable, lower-density neighborhoods
2. Investing in parks and open space
3. Offering housing targeting a range of incomes
4. Improving retail and services: attracting retailers to the area and retaining/attracting local businesses
5. Investment incentives: large real estate owners, homeowners, and absentee landlords
6. Cost of higher-density and/or mixed-use development



Consideration #1: Protecting Existing, Stable, Lower-density Neighborhoods
 One of Bellevue’s strongest neighborhood attributes is the many stable lower density, owner-occupied residential areas within its borders. These areas typically are more visually appealing and the occupants of its housing tend to be invested in the physical and social aspects of the community. This is a competitive advantage that Bellevue has over other neighborhoods east of the river. Ensuring that these areas remain in their current condition, and perhaps even improve further, will be key to keeping Bellevue a relatively stable neighborhood (in terms of its housing stock) that will be attractive to private investment and reinvestment from existing owners.

There are a few ways to address this consideration. One is to expand familiarity among local residents with homeownership assistance programs that are currently offered by the D.C. government. Promoting further homeownership within the neighborhood’s boundaries (particularly among current renter households within the neighborhood) will help further strengthen the neighborhood and enhance its housing stock. Another option can be targeted at existing owners in order to help individual homeowners manage the upkeep of their properties and execute improvements that can enhance value to the homeowner and the surrounding neighborhood. This can be accomplished by promoting the available resources from the District that are available for homeowners to use to upgrade their properties and maintain in a livable condition. This will be especially important for elderly homeowners for whom home maintenance can become a cost burden and physically onerous.

Consideration #2: Utilizing Existing Parks and Open Space

There are two linear parks in Bellevue that connect to surrounding neighborhoods. These are Oxon Park and Shepherd Parkway. Both of these parks are administered by the National Park Service (NPS). While Shepherd Parkway is a more passive green space, it does add significant value to those homes and sections of the neighborhood which it borders. Oxon Run Park is different in that it is a more active park space and runs through the heart of the Bellevue neighborhood. Unlike sections of Oxon Run further north (namely the

Mississippi Avenue corridor), the area of the park in and around Bellevue remains underutilized. The park space lacks visual appeal, has a perception of being unsafe, and is poorly programmed. Some of the most dilapidated and lowest value real estate in Bellevue directly borders the park. This is counter intuitive and shows that Oxon Run is an underutilized resource for the community.

Utilizing Oxon Run as a community resource will benefit local property owners as well as all residents within the area. It may be possible to work with NPS to upgrade the active and passive uses at Oxon Run. There is a precedent for this at area’s of the park further to the north. For example, more programmed space can be offered at a relatively low cost (playgrounds, dog parks, basketball courts, themed landscaped areas, etc.). In the near-term, the neighborhood and the District can work with NPS to offer more visible policing of the park and better upkeep and maintenance.

Consideration #3: Offering Housing for a Range of Incomes

New residential development in many urban neighborhoods undergoing reinvestment is often offered at price points that are unattainable to a large portion of the neighborhood’s existing residents. An example of this is the experience at Danbury Station in Bellevue. This type of development can lead to neighborhood gentrification which can force long-time residents out due to rising home values. As seen with Danbury Station, it also can potentially add to instability within the neighborhood. Many of these units may fall to buyers from not only outside the neighborhood but outside the region who are using this as an investment. This does not help to create stable neighborhoods. Offering new residential development that offers housing that can be purchased or rented by households from a mix of incomes will allow most market audiences already in the neighborhood to participate in the area’s redevelopment while also addressing the social need of quality housing for the area’s residents. A significant amount of demand from existing neighborhood households is at price points below market-rate. It will be a challenge for new development alone to address this need. In order for new residential construction to be financially feasible for a developer, some sort of incentive will need to be provided by the

District, or another entity, to assist the developer with the provision of a sizable portion of affordable units as part of a new residential development.

Consideration #4: Improving Retail and Local Services

Like many east of the river neighborhoods, Bellevue is generally underserved for retail. The buildings and establishments that do exist today are not typically in the best physical condition. Many existing businesses could benefit from upgrading their spaces and enhancing the operations of their businesses. Owners themselves could benefit from additional education in running an independent business.

There are resources available from the District that can be utilized for retail attraction and retention. These include: economic development initiatives to attract businesses to underserved neighborhoods, façade improvement assistance programs, and entrepreneurial education from both the District and other independent entities. The creation of a Bellevue based community business organization can employ a community based approach to support existing business owners and promote local retailers as a group. By creating a strong retailing environment in the neighborhood among existing operators, the area will become an increasingly appealing location for the establishment of new businesses.

Consideration #5: Ensure Physical Integrity of Existing Development

While Bellevue is largely a stable neighborhood, there are pockets of disinvestment that can be addressed. Even a few dilapidated properties can end up having a large negative impact on surrounding properties and their values. There are several strategies that can be employed to address this issue. For the area's larger real estate owners (multifamily owners mostly), it may be possible for the District to offer tax breaks for those owners who reinvest in their properties. Individual homeowners can be educated on the availability of incentives and assistance available for the upgrading of their homes. The District government can work with absentee landlords in the area. For example, they can buy out properties with tax liens, use code enforcement

for dilapidated housing, and even exercise eminent domain proceedings on abandoned buildings.

Consideration #6: Cost of Higher-Density and/or Mixed-use Development

Due to higher land prices in urban areas, redevelopment of existing urban sites can often be financially challenging for most developers, even when newly constructed product achieves at or above market rates. Adhering to parking requirements and zoning ordinances for urban redevelopment can also prove financially challenging to developers. Providing structured parking, as is often necessary for urban redevelopment projects, can be so expensive that it alone can make a redevelopment project financially infeasible. This is particularly true in urban neighborhoods where achievable rents are below the top-end of the market.

There are several options to aid private developers with the execution of their redevelopment projects in a way that helps the developer deliver a project that is financially feasible. One method to help address this issue of the high cost of urban redevelopment is could be through the provision of subsidies such as Tax Increment Financing (TIF). TIF funding can be used within the neighborhood's boundaries to raise money and provide it to developers to help offset costs associated with such pieces of development projects as structured parking. This method has been employed successfully in several parts of the Washington, D.C. region. Additionally, the neighborhood can work with the District to relax zoning restrictions in certain areas (i.e., increase allowable density). This will allow developers to make use of the land in certain areas more intensely. This will drive more revenue for the developer and may make the difference between a project being financially feasible and not.



GENERAL LIMITING CONDITIONS

Reasonable efforts have been made to ensure that the data contained in this study reflect accurate and timely information and are believed to be reliable. This study is based on estimates, assumptions, and other information developed by RCLCO from its independent research effort, general knowledge of the industry, and consultations with the client and its representatives. No responsibility is assumed for inaccuracies in reporting by the client, its agent, and representatives or in any other data source used in preparing or presenting this study. This report is based on information that to our knowledge was current as of the date of this report, and RCLCO has not undertaken any update of its research effort since such date.

Our report may contain prospective financial information, estimates, or opinions that represent our view of reasonable expectations at a particular time, but such information, estimates, or opinions are not offered as predictions or assurances that a particular level of income or profit will be achieved, that particular events will occur, or that a particular price will be offered or accepted. Actual results achieved during the period covered by our prospective financial analysis may vary from those described in our report, and the variations may be material. Therefore, no warranty or representation is made by RCLCO that any of the projected values or results contained in this study will be achieved.

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District of Columbia Office of Planning

