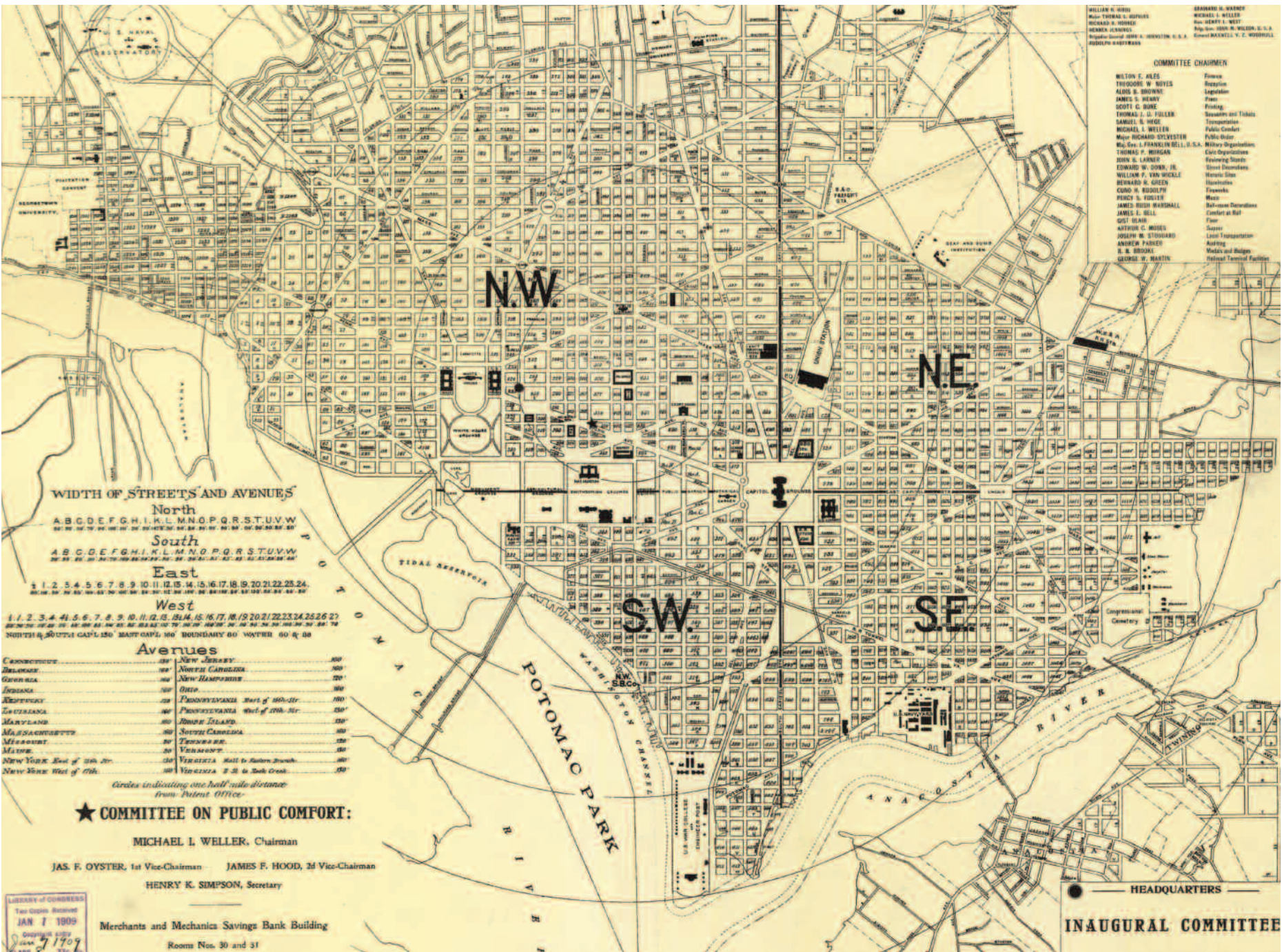


AN ADVISORY SERVICES PROGRAM REPORT

Anacostia Waterfront Washington, D.C.



Urban Land
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WIDTH OF STREETS AND AVENUES

North
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Avenues

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DELAWARE	100'	NORTH CAROLINA	100'
GEORGIA	100'	NEW HAMPSHIRE	100'
ILLINOIS	100'	OHIO	100'
INDIANA	100'	PENNSYLVANIA West of 160 th St.	100'
KENTUCKY	100'	PENNSYLVANIA West of 170 th St.	100'
MARYLAND	100'	RHODE ISLAND	100'
MASSACHUSETTS	100'	SOUTH CAROLINA	100'
MISSOURI	100'	TENNESSEE	100'
MICHIGAN	100'	VERMONT	100'
NEW YORK East of 150 th St.	100'	VIRGINIA East to Eastern Branch	100'
NEW YORK West of 150 th St.	100'	VIRGINIA West to South Creek	100'

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Anacostia Waterfront Washington, D.C.

An International Symposium on Implementing the Vision of the Nation's Capital

January 13–15, 2004

Sponsored by the Government of the District of Columbia and ULI—the Urban Land Institute.
With financial support from the Fannie Mae Foundation, the Federal City Council, the Morris & Gwendolyn Cafritz Foundation,
the National Capital Planning Commission, and the Summit Fund.

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ABOUT ULI—THE URBAN LAND INSTITUTE

ULI—the Urban Land Institute is a nonprofit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 23,000 members and associates from 80 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services program report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan, *President*

ABOUT ULI ADVISORY SERVICES

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI member teams to help sponsors find creative, practical solutions for such issues as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the topic and screened to ensure their objectivity. ULI teams are interdisciplinary and are developed based on the specific scope of the assignment. ULI teams

provide a holistic look at development problems. A respected ULI member with previous experience chairs each team.

A key strength of the program is ULI's unique ability to draw upon the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the Urban Land Institute's mission, this Advisory Services report is intended to provide objective advice that will promote the responsible use of land to enhance our environment.

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On behalf of the Blue Ribbon Team, ULI would like to thank its cosponsor for this event, the government of the District of Columbia. Mayor Anthony Williams's foresight and leadership have moved the efforts for the Anacostia waterfront from mere discussion to a framework for action. Special appreciation is extended to Andrew Altman, director, D.C. Office of Planning, and his staff. Uwe Brandes, Toni Griffin, David Howard, and Francisca Rojas spent an enormous amount of time working with ULI to ensure that this event was high quality and were largely responsible for its success. The panel was briefed by an extraordinary team including Steve Green, Mayor's Office for Planning and Economic Development; Patricia Gallagher, executive director, National Capital Planning Commission; and Dan Tangherlini, director, District Department of Transportation.

This event would not have been possible without financial support from the Fannie Mae Foundation, the Federal City Council, the Morris & Gwendolyn Cafritz Foundation, the National Capital Planning Commission, and the Summit Fund. Special thanks to Ken Sparks, executive vice president (retired), Federal City Council, for his assistance in raising the necessary funds for this event.

ULI would also like to thank the more than 300 elected officials, government officials, and members of the business community who took part in the case study day. The Blue Ribbon Team was inspired by their commitment to revitalizing the Anacostia waterfront and continuing the legacy of great planning and development in the District of Columbia.

ABOUT THE SPONSORS

The District of Columbia Office of Planning plans all land use in the District of Columbia, including economic revitalization and neighborhood planning, and reviews zoning and historic preservation cases. As part of its functions, it developed the Anacostia Waterfront Initiative Framework Plan—a guide to the revitalization of the Anacostia Waterfront.

The Fannie Mae Foundation creates affordable homeownership and housing opportunities through innovative partnerships and initiatives that build healthy, vibrant communities across the United States. The Foundation is especially committed to improving the quality of life for the people of its hometown, Washington, D.C., and to enhancing the livability of the city's neighborhoods.

The Federal City Council is a nonprofit, nonpartisan organization dedicated to the improvement of the nation's capital. Established in 1954, the Council is composed of and financed by 170 of the region's top business, professional, educational, and civic leaders. Serving as a catalyst for progress, the Council works to improve the city by focusing on the creative and administrative talents of its members on major problems and opportunities.

The Morris & Gwendolyn Cafritz Foundation is the largest independent grantmaking foundation focused exclusively on the Washington metropolitan area. Established in 1948, the Foundation is the legacy of Morris Cafritz, one of Washington's leading commercial and residential real estate builders from the early 1920s to the mid-1960s, and his wife,

Gwendolyn, one of Washington's leading hostesses in the post-World War II years. Their eldest son, Calvin, is now chairman, president, and CEO. The Foundation is committed to improving the quality of life for residents of the Washington, D.C. area.

The National Capital Planning Commission provides overall planning guidance for federal land and buildings in the national capital region, which includes the District of Columbia; Prince George's and Montgomery counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William counties in Virginia; and the cities and towns located within the geographic area bounded by these counties. Through its planning policies and review of development proposals, the Commission seeks to protect and enhance the extraordinary historical, cultural, and natural resources of the nation's capital.

The Summit Fund supports organizations working to bring about tangible and measurable improvement in the quality of life within the Washington, D.C., community. Established in 1993, the Fund's underlying commitment is to a belief that the community's greatest assets are its citizens, and that their creativity, ideas, and energy are essential to the resolution of the challenges facing the community. Since 1998, the Summit Fund has directed its resources toward the alleviation of two urgent problems, which are vital to the health, vitality, and sustainability of our community—restoring the Anacostia River and preventing teenage pregnancy in the District of Columbia.

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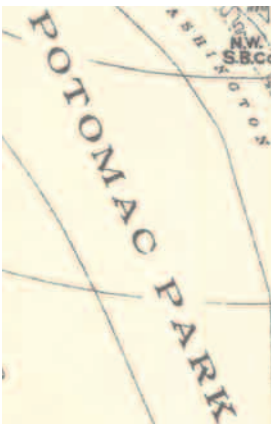
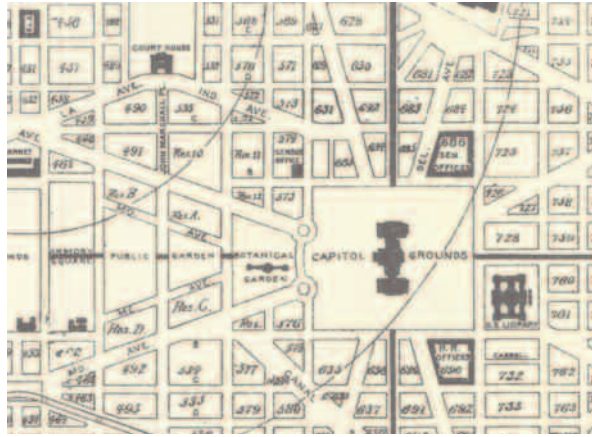
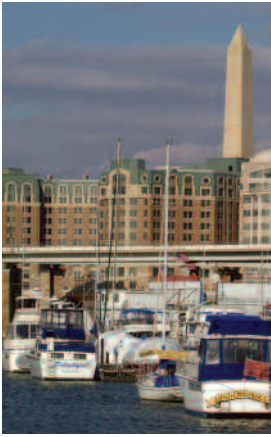
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Introduction and Overview

When Daniel Patrick Moynihan died in March 2003, much was written about the great U.S. senator's role in pushing for the revitalization of Washington's Pennsylvania Avenue. In his first proposal for the massive project, he recommended that the avenue be transformed into one that would be "lively, friendly, and inviting, as well as dignified and impressive." Senator Moynihan believed that the citizens of the nation's capital—indeed, the citizens of the United States—deserved nothing less.

Today, more than 40 years later, this same vision for a dynamic revitalization can be applied to the Anacostia waterfront, an area as critical to the nation's heritage as Pennsylvania Avenue. The waterfront holds tremendous potential extending far beyond the economic and social benefits it would provide to Washington. Its revival can symbolize the American spirit's desire to build better cities for future generations—cities the people will cherish. It presents a rare and compelling opportunity not only for the surrounding neighborhoods' redevelopment but also to exemplify how Americans value the uniting character of their cities.

Mayor Anthony Williams has set the restoration of the Anacostia waterfront as a top priority for his administration. He maintains, "This is a time when local investment is taking the lead in revitalizing the city." And he has seized upon that opportunity.

The Background

Washington is defined geographically by two important rivers, the Potomac and the Anacostia. While the Potomac River is well known, home to many famous landmarks, and attractive to both residents and tourists, the Anacostia River is much less widely known, serving mainly as the working waterfront for government facilities in Washington and largely without attractive public spaces. Many see an opportunity along the banks of the Anacostia to create a dynamic live/work/play environment, one that will build on the appeal of Washington as a world-class city with extraordinary, diverse gathering places.

The Anacostia River corridor has undergone dramatic changes in the last ten years, and is now the focus of the city's Anacostia Waterfront Initiative (AWI), which has led to the devel-

The point about public space is that it is public.

And people who own nothing much

in their own right have a part of that [space].

The notion of civitas, of a citizen,

of a person with a right and a responsibility

to be there and participate in a public space:

that is what it means

to be a republic.

Daniel Patrick Moynihan
2001 Laureate,
The Urban Land Institute J.C. Nichols Prize for
Visionaries in Urban Development

Mayor Thomas Murphy discusses Pittsburgh's revitalization strategy.



Joanna Averley (left) and Arthur Segel work on the team's recommendations for roles and responsibilities.

Willie Brown, former mayor of San Francisco, tells of how the city used the adversity of an earthquake as an opportunity for re-creating its waterfront.



Joe Brown makes a point about the importance of high-quality design during the team's working session.

Team member Marilyn Taylor works with the team to organize its recommendations concerning vision and action.



Cochair Smedes York helps organize the team's presentation to the mayor and invited guests.

opment of conceptual plans for the communities on both sides of the river. The initiative envisions a vibrant waterfront area that will draw on the diversities of the neighborhoods and link with Capitol Hill, the National Mall, and downtown. City planners and community leaders have been working on this effort since March 2000 and, through their efforts and a memorandum of understanding between the city and 14 federal agencies with interests along the Anacostia, have developed an extraordinary vision plan for the revitalization of the area.

The Process

In cooperation with the District of Columbia Office of Planning and other sponsoring agencies, ULI convened a Blue Ribbon Team of internationally recognized waterfront redevelopment experts representing all disciplines: planning, development, finance, economic development, and architecture. The team spent three days in Washington, working with government and community leaders and hearing case studies from other cities worldwide that have revitalized their waterfronts. After reviewing the work to date, talking with key stakeholders, considering the case studies, and drawing on their own experiences, team members recommended several critical steps for the city to take next in embarking on the revitalization of the Anacostia waterfront.

An important component of the team's process was listening to case studies of cities around the world—London, San Francisco, Barcelona, and Pittsburgh—that have implemented successful waterfront revitalizations. These case studies were an important component of the team's work, providing the “lessons learned” information used in the team's recommendations.

Using the insights and suggestions of these esteemed land use and waterfront professionals, the District's planners can begin to focus and refine the concepts for the new Anacostia waterfront. Based on its work with the team, the city focused on the following key objectives:

- Refine the vision for the Anacostia waterfront, in the context of the planning efforts and moving toward implementation.
- Learn from successful waterfront redevelopment projects around the world.
- Bring the many stakeholders together to create additional momentum for the Anacostia redevelopment.
- Identify strategic next steps toward realizing the vision.

Washington, D.C., January 13–15, 2004

Anacostia for Washingtonians: How to Get There

The Mission

- Unify a divided city
- Use sustainable development
- Strengthen existing communities
- Regenerate the waterfront
- Build neighborhoods



Principles

- Clean the Anacostia River
- Create vital, nontraditional parks
- Turn vision into project definition
- Demand design excellence
- Establish effective delivery mechanisms
- Develop multifaceted finance plan
- Secure special partnerships—with the federal government and other key stakeholders
- Prioritize and sequence initial projects
- Create sustainable development through transit



Strategies



Projects

The Potomac River (right) has a more formal feeling, while the Anacostia River and the Washington Channel (below) have a more intimate and active appeal.



Mission and Key Issues

The Blue Ribbon Team believes that the overarching theme for the redevelopment of the Anacostia waterfront is “Anacostia for Washingtonians.” Because the Potomac is the more passive river with large expanses of parks and public monuments, the Anacostia should become the active waterfront where people from Washington and all around the world gather to celebrate the city’s river heritage. If the Potomac can be considered the city’s formal living room, the Anacostia can be considered the family room—the place where people play, share experiences, relax, and feel connected to the rest of the city.

To that end, the team believes that the mission of the redevelopment efforts is to:

- Overcome a divided city.
- Promote sustainable development.
- Strengthen existing communities.
- Regenerate the waterfront.
- Build new neighborhoods.

Based on this mission, the team developed the following principles to guide its deliberations as it formulated its recommendations:

- Clean the river.
- Create vital nontraditional parks.
- Turn the vision into project definition.

- Demand design excellence.
- Establish effective project delivery mechanisms.
- Develop a multifaceted finance plan.
- Secure special partnerships.
- Prioritize and sequence the initial projects.
- Create sustainable development through transit.

By following these principles for achieving the vision, the team believes that the city can then develop its strategies for implementation.

The team identified three key areas on which to focus its recommendations:

- *Vision and action*: considering the planning and design issues and the need for excellence in the redevelopment plan;
- *Roles and responsibilities*: providing direction on how to achieve the goals of the waterfront initiative; and
- *Development strategies*: demonstrating bold steps and strategic actions that need to be taken to revitalize the waterfront.

The team used the diagram on page 11 to formulate its recommendations.



Vision and Action

The following recommendations aim to turn the AWI framework into an action plan. The focus is on achieving sustainable development and design excellence.

First and Foremost, Clean the River

Cleaning the river is a critical component of the AWI plan, and the Blue Ribbon Team agrees that environmental integrity will be essential to the success of redevelopment efforts. A clean Anacostia River will help provide a new identity for the entire watershed and expand the view of Washington beyond the Mall.

The city should approach cleaning the river as a related but stand-alone project focused on technical solutions. District planners need to work with federal, regional, and city environmental agencies and with the state of Maryland to make this happen. The sooner these partnerships are formed and agreements reached, the quicker the cleanup can occur. A “Clean River Act”—a proposed federal law modeled on state legislation in Texas and elsewhere—is one approach that should be explored for marshaling the resources for a major cleanup.

Federal officials and community leaders also need to understand the distinctive qualities that will be part of the rejuvenated Anacostia River. It is fundamentally different from the Potomac River, and it has several elements that make it distinctive. Communicating the following elements can help in building support for the river’s cleanup.

- *Tributaries (streets and streams) and urban parks.* Opportunities exist to capitalize on technologies for cleaning the tributaries that feed into the river. New cutting-edge stormwater management practices can be effective in helping to clean the river, and the Anacostia can be a model for demonstrating their benefits. Distinctive street designs can incorporate measures for stormwater management while enhancing the streetscape.
- *Neighborhood landings and linkages.* The Anacostia is surrounded by exciting neighborhoods that are ripe for redevelopment and restoration. Many of these come right down to the river or are located along tributaries to the river. By working with area residents and edu-

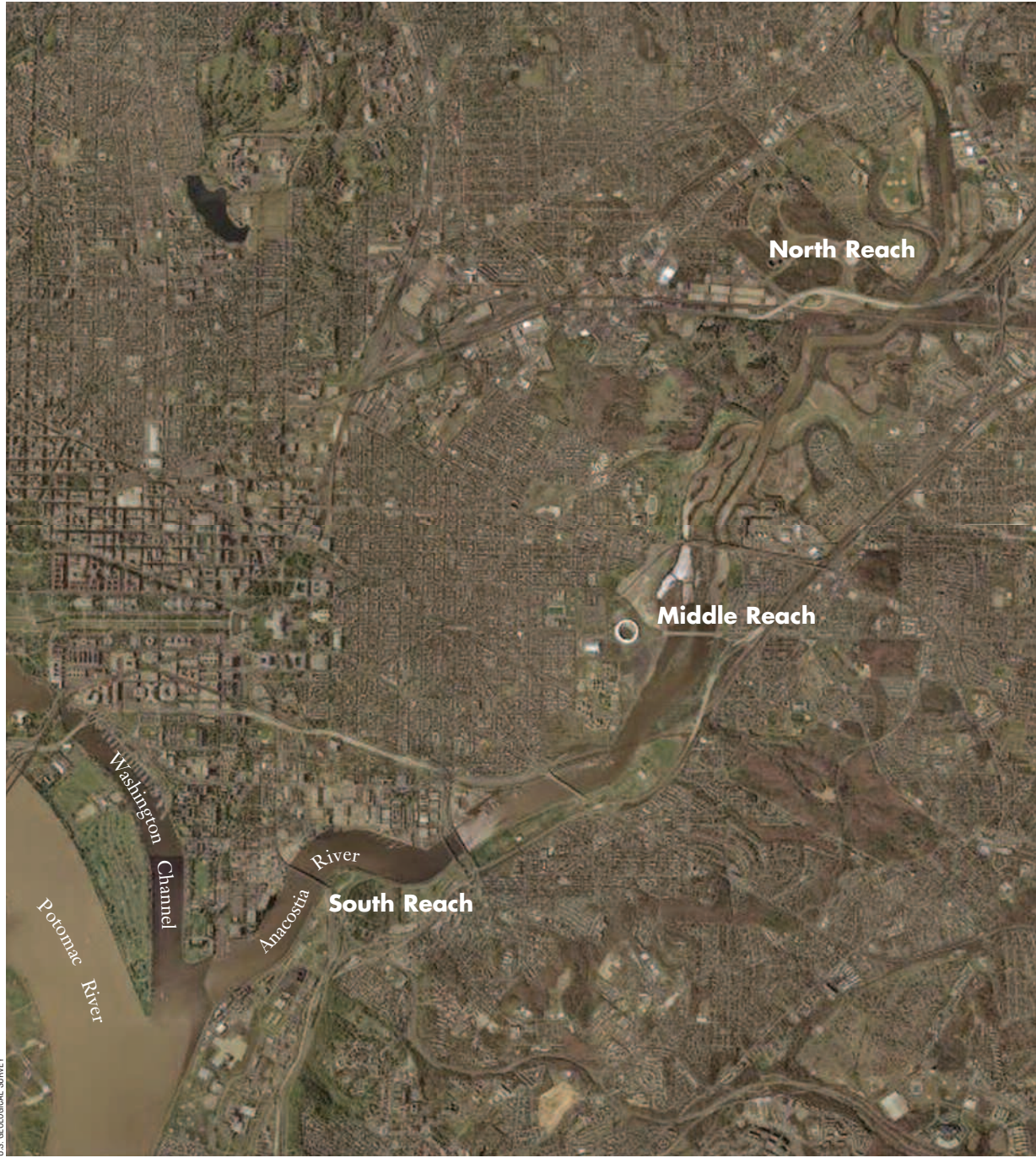
cating the public about the benefits of a clean river, the city can encourage litter control, conservative application of lawn fertilizers and pest controls, and cleanup after pets to help clean the river and keep it clean.

- *Continuous pathways sweeping through the regenerative landscape.* By increasing active access to the river and creating an identity for the waterfront, people will be able to see the progress that is being made in cleaning the river. This will encourage them to share responsibility for its maintenance. Neighborhood landings—small identifiable parks that can connect communities on the east side of the river to the waterfront—can help bring people back to the river.

Once the river is clean, it will be easy to expand the network of linkages parallel and perpendicular to the water. These include gateways to neighborhoods, bridges, and other physical connections, as well as programmatic and social linkages.

Create Vital Nontraditional Parks to Transform Communities

Though there are already several hundred acres of parklands along the Anacostia, more neighborhood parks are needed to help bring the communities back to the river. To this end, the Blue Ribbon Team believes that the city needs to minimize the current generic background landscape along the river. A variety of active neighborhood parks, vibrant waterfront spaces that can include commercial centers, and hybrids of other recreational models can be considered. Parks should act as magnets for activities. Wetlands restoration areas with an education component, parks with activities and art, and everything in between should be found along the Anacostia. A rich range of park designs and uses will help draw more people back to the river as soon as possible. The team recommends that city planners expand the park vocabulary to be as creative as possible and not be afraid to push the envelope with uses along the river. At the same time, the city should demand quality and not settle for mediocrity in riverfront redevelopment.



U.S. GEOLOGICAL SURVEY

Define the North, Middle, and South “Kingdoms”

The team recommends that planners consider different sets of uses for the three distinct reaches or “kingdoms” along the river.

North Reach

In this stretch of the river, an area to conserve and treasure, the team suggests that the city open up the fortress landscape, take down the fences, and embed small urban parks, river connections, and neighborhood access. This area can help people feel that they are away from the high-paced activity of the urban environment.

Middle Reach

In this middle reach, where the team believes the city can promote creative landscapes and joint development. A significant destination can be developed at the RFK Stadium site, and planners need to make decisions soon about the future of the surrounding area. This area may be an appropriate site for new monuments, now that Washington’s traditional monumental core is built out. The team believes it may be possible to develop memorial and monument sites up the hill on the east side of the river, creating another connection between its east and west sides. The islands and wetlands can become protected, biologically functioning landscapes that can also serve to educate the public about these ecosystems.

South Reach

The west bank of this area should be more urban and integrated with development opportunities emerging around the Washington Navy Yard. On the east bank, wetlands can possibly be placed at every stormwater outfall. The team also believes that programmed neighborhood landings and urban parks should be developed. There is an opportunity to be innovative at Poplar Point. The existing park is too big. There needs to be more residential and commercial development at the water’s edge to help create a critical mass.

Turn the Vision into Project Definition

In other words, “name it and claim it.” The team believes it is critical to define and “name” the neighborhoods and communities within the AWI planning area. There should be no more generic master planning. Project definition should be achieved through place-based objectives. For example, there are several distinct neighborhoods east of the river, not just one

generic neighborhood. Each neighborhood should be named for its uniqueness and plans for each should celebrate its identity.

The team also believes there is an opportunity to create sustainable neighborhoods. However, the emphasis should be on strengthening existing communities first, before creating new neighborhoods. Simply driving through the area at night can reveal where people and activities are concentrated and where the city should focus neighborhood regeneration efforts.

There are excellent opportunities to build around transit, since the transit stops are already in place. Planners should consider increased mixed-use densities at the transit stations that will be sufficient to bring vitality and security to the area, including a safe walking environment. Residential development is a key component of this mix; the planning emphasis on office buildings with huge parking garages should be modified.

Sustainable neighborhoods need viable centers with a mix of incomes, uses, and public buildings such as education and health facilities, churches, assembly halls, libraries, boys’ and girls’ clubs, and police stations. These neighborhood centers should mix living, working, learning, and leisure. They should include secure and well-defined public spaces with parks, squares, streets, and nodes. Each neighborhood should have defining qualities and landmarks around which the rest of the neighborhood is designed.

The waterfront initiative needs to identify strategic projects and destinations: the “big ticket” items. These should be defined selectively and should serve as destinations—possible sites for sports, performances, and museums. Potential locations for these attractions include South Capitol Street, M Street, Poplar Point, and the RFK Stadium site. The city also should find a good baseball stadium site along the Anacostia. The site should be surrounded by a mix of uses, located near transit, and well suited as a stimulus for adjacent neighborhood development. Washington’s MCI Center has served as a major economic stimulus for the Gallery Place neighborhood, and the team believes that a baseball stadium could do the same for one of the neighborhoods along the Anacostia.

The redevelopment of the Anacostia waterfront should knit east and west together. The existing bridges are a symbol of connections, but the city needs to explore additional linkages of different sizes, for different purposes and different modes. For example, footbridges may be appropriate in some places, water taxis in others. It is equally important to keep in mind that



Andrew Altman (above left), Office of Planning director, and Steve Green (far right), special assistant to Mayor Williams, explain several of the key points of the AWI framework during the team's briefing.



Pittsburgh Mayor Thomas Murphy discusses lessons learned from Pittsburgh's successful waterfront revitalization with the team and invited guests.



bringing the east and west sides of the river together does not mean making the entire area homogenous. Each neighborhood and open space within the AWI area is distinctive, and redevelopment should capitalize on this diversity.

Demand Design Excellence

The team strongly believes that there is no room for mediocrity along the Anacostia. The city should explore the wealth of international knowledge and examples and select only the best developers and designers with proven skills and results—those who believe in the qualitative and physical objectives of the Anacostia vision. Design competitions should be used selectively and not as beauty contests.

The city also must insist on what matters most—the definition of the public realm through appropriate scale, urbanity, and design detail—when choosing and working with development partners. The team suggests that the city use objectives rather than restrictions to achieve its goals. Planners should rely on interactive, collaborative, and recurring design review to keep the balance between design goals and development strategies and to achieve *long-term* value. The city should insist on achieving long-term urban value, even if it costs more.

A large model of the Anacostia waterfront and proposed plans are part of a display at the National Building Museum in Washington, D.C.



The Blue Ribbon Team strongly believes that a rebuilt South Capitol Street bridge can be the icon the area needs and should be a priority.

Development Strategies

The Blue Ribbon Team believes that having a clear strategy for redevelopment and new development will help the city realize the vision articulated in its Anacostia Waterfront Initiative framework in an organized manner that benefits all of Washington, D.C. When developing this section of the report, the team reviewed the AWI framework plan and agreed with many of its components and recommendations.

The purpose of this section is to focus on three critical factors: planning for and completing the redevelopment of the Capitol Street bridge to create the icon needed for the waterfront; capitalizing on the existing transit system; and prioritizing and sequencing the remaining initial projects.

Rebuild the South Capitol Street Bridge

The team considers the South Capitol Street Bridge to be the top development priority for the entire AWI area. It can serve as an icon for the river and a focal point for the area's attractions. The team understands that there has been much discussion regarding rebuilding the bridge and even some funding set aside for study and planning. The bridge's rebuilding needs to be made to happen and fast-tracked. It will be critical in linking the east and west sides of the river. A new South Capitol Street Bridge is an ideal project for an international design competition.

Create Sustainable Development through Transit

The city should capitalize on the existing public transit stations in the Near Southeast and Anacostia areas. Higher residential density, as identified in the AWI plane, as part of mixed-use and mixed-income developments closer to Metro stations will help revitalize several important neighborhoods. By creating mixed-use boulevards linking neighborhoods from transit to the waterfront, the city can use transit to bring people back to the river and establish economic links from west side redevelopment to benefit the east side areas.

Prioritize and Sequence Initial Projects

When considering development proposals, city planners must ensure that each project's plan is rational and allows flexibility of uses to accommodate market evolution. The team identified six development zones and then reviewed the AWI framework plan's proposals for these zones.

The team recommends that each zone have a signature project and that a master developer be used wherever sufficient scale (i.e., multiphase development) is possible. The six zones are:

- Hill East;
- Near Southeast;
- West Side water's edge;
- Poplar Point;
- Southwest waterfront; and
- South Capitol Street corridor.

Hill East

The team recommends the following development strategies for the Hill East area:

- Substantially reduce the amount of office space and increase the amount of residential space.
- Penetrate the parkland barrier to bring Hill East to the river.
- Encourage a pedestrian ferry system to connect with transit.
- Resolve the health care policy issues related to the D.C. General Hospital site so that this area can be redeveloped.

Facilities such as this cement plant should be moved from the Anacostia waterfront to allow for more compatible land uses.



Near Southeast

The team recommends the following strategies for the Near Southeast:

- Split the Southeast area into three development zones using New Jersey Avenue and M Street as the delineators.
- Divide the area into smaller master-planned development sites.
- Eliminate freight rail from the area, if possible.
- Encourage a higher concentration of restaurants and retail along the water's edge.
- Reduce the overall retail square footage and percentage of office and increase the percentage of residential space.
- Build mixed-use neighborhoods.

West Side Water's Edge

The West Side water's edge area provides an unusual diversity of development opportunities for an urban waterfront. The team recommends the following goals:

- Create a connected sequence of urban parks and plazas to bring people back to the river.
- Promote boathouses, fishing piers, and marinas along the river so that an active waterfront is created.
- Allow commercial developers to complete waterfront projects adjacent to their developments, providing another way to bring people to the river.

Poplar Point

Before Poplar Point can be developed, the South Capitol Street Bridge must be rebuilt. The program uses outlined in the AWI framework appear reasonable as long as Howard Road linkages are improved and the waterfront is activated. As discussed earlier in this report, the panel believes that there is an opportunity to be innovative at Poplar Point and develop a neighborhood, with residential and commercial development at the water's edge.

Southwest Waterfront

The following are the team's observations for the Southwest waterfront. These points, many of which are already included in the AWI framework plan, should drive development opportunities in this area.

- This area presents a retail, restaurant, and market-centered development opportunity, as outlined in the AWI framework plan.
- The team believes less parking is called for; the redevelopment of this area should take advantage of the transit that is there.
- There is an opportunity to integrate residential development at the water's edge to help bring a critical mass to the area.
- The city should improve pedestrian access to the rest of the city. Although the area is not far from the east end of the National Mall, it is not easy to get there.
- Funds generated in this area need to stay here to improve the waterfront.
- The team recommends that the public piers be scaled back.
- An appropriate amenity would be boat or ferry service to Hains Point.
- Redevelopment of this area should build on its existing cultural assets and attractions, such as the fish market.

South Capitol Street Corridor

The team had four major recommendations for South Capitol Street:

- This street is a gateway to the nation's capital and the capitol building. Streetscape renewal is critical. Right now, however, it is neither attractive nor welcoming. All efforts to revitalize the South Capitol Street entrance into the city should be supported and, if possible, fast-tracked. Working with federal agencies may help facilitate this revitalization.
- Improve the streetscape early in the AWI redevelopment process. This will help convince residents that something positive is happening in the area.
- Efforts should be made to assemble land into larger parcels along the corridor before offering them for redevelopment.

Reserve sites for civic and cultural uses along the corridor. Such uses will help make the corridor a destination and attract private investment as well.

Mayor Anthony Williams speaks to the Blue Ribbon Team and invited guests about his visions for the Anacostia waterfront.



Blue Ribbon Team cochair Smedes York (center) and team members Joanna Averley (right) and Ad Hereijgers (left) listen to case studies of successful waterfront revitalizations around the world.



Josep Acebillo, chief architect and commissioner, Barcelona Regional, tells the team and invited guests how Barcelona transformed its waterfront.



Jerry Speyer (left), president, Tishman Speyer Properties, and Gerald Hines, chairman and owner, Hines, listen to the case studies.

Roles and Responsibilities

To implement the vision for a revitalized Anacostia waterfront, a working partnership among all the agencies and organizations involved will be critical. While the city and all the relevant federal agencies have agreed to a memorandum of understanding, the next step is to clearly define all parties' specific roles and responsibilities. The Blue Ribbon Team considered the options for implementation as outlined in this section.

From Plan to Projects: Implications for Delivery

To implement the AWI vision, planners must now undertake project-specific feasibility analysis and establish project delivery mechanisms to come up with a delivery and financing strategy that will build on early wins and doable projects. The Anacostia waterfront will have three types of projects—major public development, major private development, and small-scale incremental projects. Proposed projects should be evaluated according to the following criteria:

- Impact on market perception. Successful projects will create a positive perception on the target market: people will want to live, work, and play in the area.
- Value to the public sector through creating investment opportunities.
- Income generation that will enable the city to reinvest in the area.
- Time and effort required to complete the project. The first few projects should be implemented within a relatively short time—18 to 24 months, depending on the scale of the project—so that people can see progress and momentum.
- Ability of the city to control the project. Especially for the first key project, the city needs to retain control so that it can set the stage for the overall redevelopment of the waterfront.
- Contribution toward residents' quality of life—jobs, services, affordability of housing, cultural amenities, and more. If the first projects clearly make a positive impact on the daily lives of area residents, the residents will be supportive and feel that progress is being made.

The team recognizes that the city cannot undertake such a broad and sustained redevelopment effort alone, and that it will be looking to the private sector for partners. However, the city should carefully evaluate its potential private partners; their financial resources and their commitment to the AWI redevelopment must be sufficient to keep them in the game for the long term.

Establish Effective Delivery Mechanisms: The Anacostia Waterfront Corporation

Part of any successful long-term redevelopment effort is a process that will ensure an effective project delivery system. One way to achieve this process is to develop a public corporation that will act on behalf of the local government in managing the redevelopment. At the time of the convening of the Blue Ribbon Team, the city was considering establishing an Anacostia Waterfront Corporation, and the team endorsed this concept. The role of the corporation would be to manage strategic projects to ensure coordination and prioritization of projects within the AWI area. The corporation also would coordinate with District of Columbia and federal agencies to ensure delivery of social and community support services.

Though the corporation would be a strong advocate for a cleaner river, it should not be directly responsible for cleaning the river. As discussed earlier, the Anacostia's cleaning needs to be a joint federal, state, and local environmental effort. Nonetheless, any project that the corporation approves and facilitates within the AWI area needs to ensure the environmental integrity of the river and its watershed.

A One-Stop-Shop for Developers

Another important role of the corporation is to serve as a “one-stop-shop” for developers that want to undertake projects along the Anacostia. All of the city's interface with private sector developers working in the AWI area should be through the corporation. When the

Cochairs Richard Rogers (left) and Smedes York share a moment after the final presentation.



The team prepares for its presentation to Mayor Williams and invited guests.



Carl Weisbrod (center), with team members Joanna Averley and Ray Gastil, answers a question.



corporation board is formed, it is critical that the private sector be represented to strengthen investor confidence and enhance the corporation's credibility.

Corporation Capacity and Skills

It is one thing to form an entity. How it is managed and staffed will determine its success or failure. Strong leadership and entrepreneurial-minded staff will help ensure that the AWI vision moves forward. The Blue Ribbon Team recommends the following criteria for operating the corporation and selecting its staff:

- The corporation should have its own dedicated, skilled, and expert staff who work only for the corporation and are not part of another city agency. It is critical that the staff working on the implementation of the AWI stay focused on this effort and not juggle responsibilities for other projects elsewhere in the city. There needs to be a strong team, with a chief executive, that works on nothing but implementing the AWI.
- The corporation's executive leadership should have dynamic entrepreneurial management skills. It should have a CEO who understands both the public sector and private sector perspectives and can ensure ongoing support and credibility from both sectors. The CEO needs to have a broad range of skills in urban planning, negotiation with business leaders, funding and financial management, marketing, and so on. He or she also must have the ability to manage complex, long-term projects and be able to make all critical decisions related to the AWI.
- The Blue Ribbon Team strongly believes that the revenues realized from development in the AWI project area should be reinvested in further projects along the Anacostia. The CEO of the corporation must be able to administer this process and be expert in managing the reinvestment.
- Flexibility and swiftness in the procurement and development process will help move projects along and show that progress is being made within the AWI. The CEO and staff of the corporation must manage this process efficiently and be able to capitalize on new opportunities that will further the goals of a rejuvenated Anacostia waterfront.

A Multifaceted Financial Plan

Consistent with all large-scale redevelopment projects of this magnitude, there will be considerable public expenses associated with revitalizing the Anacostia waterfront. The AWI funding plan needs to address the following elements, at a minimum.

River Cleanup

Environmental cleanup efforts should be completed with support from, at a minimum, the federal government, the state of Maryland, the District government, and foundations and other nonprofits such as the Chesapeake Bay Foundation and others. While the Anacostia Waterfront Corporation should not be the delivery agency for the cleanup, it will probably need to contribute some financial support to the effort, most likely in infrastructure development.

Major Infrastructure

Roads and bridges are the waterfront's largest infrastructure needs. A new South Capitol Street bridge, discussed earlier in this report, will be key to the area's redevelopment of the area. Another major infrastructure need will be retrofitted stormwater management facilities to help clean up and maintain the river. The Anacostia Waterfront Corporation will need to work with all the relevant organizations and agencies to ensure delivery of the infrastructure necessary to attract high-quality developers.

New Utilities

To attract private development, utilities (water, sewer, and electricity) should be provided or facilitated by the city. As with major infrastructure, the corporation will need to coordinate and ensure the delivery of utilities to facilitate private development.

Site Acquisition and Control

Site acquisition will be a fundamental function of the corporation. It will need to investigate revenue generation and redistribution options such as tax increment financing, tax incentives, sales tax, and flip/transfer tax as discussed below.

Financing Options

There is no doubt that the redevelopment of the Anacostia waterfront will require significant financial resources. The team recommends that the city issue bonds to fund infrastructure investment to facilitate development; the bonds can be guaranteed by future tax income. In this way the public sector is creating value for the private sector, a percentage of which should be recaptured for reinvestment in the area.

The team believes that there are strong markets emerging along portions of the Anacostia, and there is clearly an urgent need to capture revenues for the development corporation. Some options for doing so include the following suggestions. While none of these financial

tools are new, it is imperative that the corporation be aggressive in pursuing and applying them for the redeveloped AWI area.

- *Assessment districts.* Special charges on property collected through taxation can help finance aspects of the AWI plans. For example, a stormwater utility charge could help fund upgrades to the stormwater management system.
- *Tax increment financing.*
- *Transfer tax/surcharge.* This tool would apply a tax on increase in value in areas that have benefited from public sector investment.
- *Financing available based on preleasing* to public tenants such as the new federal Department of Transportation building, museums, and so on.
- *Ground leases* for private development of publicly held land.

These funding options are appropriate in areas that are experiencing a strong market and where development does not need to be stimulated by incentives. The team recognizes that not all parts of the AWI area are in this situation. Because sections of the redevelopment area are experiencing a weak market, some incentives will be needed for private investment. The team recommends that the city consider mechanisms such as tax relief for new projects in these areas for five to ten years, as well as direct subsidies for development. To fund these initiatives, the team recommends that the money generated in the areas with a stronger market be directed to the redeveloping and emerging neighborhoods, with the goal of building on the existing character of the neighborhoods rather than spending resources to build “new neighborhoods.”

As discussed earlier in this report, the team does not think of these areas in need of incentives as a single neighborhood. By addressing each neighborhood individually, planners will find the tasks of rejuvenation less daunting and more manageable. This approach will also help the city upgrade local services, reconnect communities with each other and the river by taking advantage of economic opportunities, and provide programs that will give people a reason to go to the river.



Conclusion

The Blue Ribbon Team was impressed with the work that has been done to date by all agencies on the revitalization of the Anacostia waterfront. With the memorandum of understanding, partners have made a commitment to bring life back to the Anacostia River and to recognize the opportunities along the river. This is a firm foundation, and a public redevelopment corporation focused solely on the Anacostia area's revitalization should now be formed to implement the vision.

The top priority for all the stakeholders and the corporation is cleaning the river and waterfront so that it will be a place where people will want to live, work, and play. Although this process is not the sole responsibility of the city, the city needs to facilitate the effort.

The South Capitol Street bridge should be rebuilt as an icon for the area and to provide the gateway and linkages to the Anacostia neighborhoods that the city deserves. This should be made a top priority. Its achievement will help provide a catalyst for several other projects.

Building on the strengths and character of the existing neighborhoods will result in a united Anacostia waterfront that is made up of vital communities, not just projects. Identifying the unique aspects of each neighborhood and promoting redevelopment that capitalizes on these aspects will help neighborhood revitalization move forward.

In some areas along the waterfront, higher densities will help create a critical mass and generate activity. For example, the Southwest waterfront, Hill East, and the South Capitol Street corridor are a few of the areas that can become active destinations.

The time for planning is over and it is now time for implementation. When all these components are in place, the goal of an "Anacostia for Washingtonians" will be well on the way toward fulfillment.



About the Team

Richard Rogers

Cochair

London, United Kingdom

Richard Rogers is one of the world's foremost architects, the recipient of the Royal Institute of British Architects' prestigious Gold Medal in 1985 and winner of the 1999 Thomas Jefferson Memorial Foundation Medal and the 2000 Praemium Imperiale Prize for Architecture. He is best known for such pioneering buildings as the Centre Pompidou in Paris, the headquarters for Lloyd's of London, the European Court of Human Rights in Strasbourg, and the Millennium Dome in London.

Rogers's practice, Richard Rogers Partnership, was founded in 1977 and has offices in London, Barcelona, and Tokyo. Currently, it is engaged in two major airport projects: Terminal 5 at London's Heathrow Airport, and Barajas Airport, Madrid, now the largest construction site in Europe. Other projects include high-rise office developments in London, a new law court complex in Antwerp, the National Assembly for Wales in Cardiff, a hotel and conference center in Barcelona, and a new bridge in Glasgow. The practice has a wealth of experience in urban master planning, with major projects completed in London, Shanghai, Berlin, Florence, and Lisbon.

Rogers was awarded the Légion d'Honneur in 1986, knighted in 1991, and made a life peer in 1996. In 1995 he was the first architect ever invited to give the BBC Reith Lectures (his series was entitled *Cities for a Small Planet*, and in 1998 he was appointed by the deputy prime minister to chair the British government's Urban Task Force. Most recently, Rogers was appointed as chief adviser to the mayor of London on architecture and urbanism, and he also serves as adviser to the mayor of Barcelona's Urban Strategies Council. He has served as chairman of the Tate Gallery and deputy chairman of the Arts Council of Great Britain. He is currently a trustee of the Museum of Modern Art in New York.

Over some three decades, Richard Rogers Partnership has attracted critical acclaim and numerous of prestigious international awards and honors.

Smedes York

Cochair

Raleigh, North Carolina

A Raleigh native, Smedes York has spent his professional career in real estate and construction and is president of York Properties, Inc. He has served as chairman of the North Carolina Citizens for Business and Industry, chairman of the Research Triangle Regional Partnership, chairman of the Greater Raleigh Chamber of Commerce, and chairman of the Urban Land Institute. He is also a past chairman of the Board of Trustees of North Carolina State University.

York received a BS in civil engineering from North Carolina State University, and an MBA from the University of North Carolina at Chapel Hill. He played on the basketball team at North Carolina State University. From 1964 to 1966, he served as a first lieutenant in the U.S. Army Corps of Engineers, receiving an Army Commendation medal in 1966. York has also spent time in elective office, serving as a Raleigh city councilman, District E, from 1977 to 1979. He served two successive terms as mayor of the city of Raleigh from 1979 to 1983.

Joanna Averley

London, United Kingdom

Joanna Averley is a town planner who has been working in the fields of master planning, re-development, and architecture in the U.K. for both the public and private sectors. Currently, she serves as director of the Enabling Programme for the Commission for Architecture and the Built Environment (CABE), a public organization established and funded by the British government to encourage the development of well-designed homes, streets, parks, offices,

schools, hospitals, and other public buildings. CABA's Enabling Programme delivers a wide range of expert planning and design advice through one-on-one advice, training events, and dissemination of best practice, mainly focusing on the role of the client. The work aims to assist public sector agencies that are delivering new schools, hospitals, arts projects, and housing and those that are delivering development and revitalization through master planning. Around 150 projects receive such one-on-one advice each year, ranging from a £500,000 nursery to a £1 billion hospital, as well as multimillion-pound redevelopment projects.

Averley is involved in urban policy development with several central government and key national agencies, particularly for the delivery of the government's Sustainable Communities Plan. She works with government agencies to enhance the design quality of buildings through improvements to public sector procurement.

Prior to joining CABA, Averley worked for EDAW, Inc., and Llewelyn-Davies in London, delivering a wide range of redevelopment, master planning, and planning policy work. She was the project manager for the master planning of the Manchester city center following the IRA bombing of 1996. This project entailed an £80 million investment from the public sector that leveraged £500 million from the private sector and marked a shift in the U.K.'s approach to the revitalization of city centers. The project won the Royal Town Planning Institute's Silver Jubilee Cup for Planning Achievement in 1999. Her other major urban design projects have included Royal Docks in London Docklands, Croydon City Center, and Allerton Bywater Millennium Village.

Averley's research and best-practices work has extended from economic development to planning policy research and development on sustainable transportation, residential environments, reuse of brownfield land, and open-space planning. She also project-managed an international team of consultants and researched and edited the *Four Work Cities Study: A Comparison of London, Paris, New York, and Tokyo*.

Julie Bargmann

Charlottesville, Virginia

Julie Bargmann is nationally recognized as an innovative designer with more than 15 years of experience in the building of regenerative places and in research-based graduate design education. Her ongoing design research project—Design Investigations Reclaiming Terrain (D.I.R.T.)—focuses on the cultural and ecological potential of working with complex processes of reclaiming industrial sites.

As an associate professor at the University of Virginia School of Architecture, Bargmann explores emerging technologies of remediation as students invent design alternatives for the evolutionary transformation of contaminated communities. At her small design practice, D.I.R.T. Studio, Bargmann collaborates with engineers, scientists, architects, and artists on industrial and urban landscapes across the nation.

Bargmann is the recipient of the 2001 Smithsonian Cooper Hewitt National Design Award for Environment, and her work has been exhibited and published by both art and design venues and publications. Currently, she is working with the U.S. Environmental Protection Agency on reuse and remediation design frameworks for Superfund sites. She also is completing a Graham Foundation-supported publication, *Toxic Beauty*, forthcoming from Princeton Architectural Press.

Joseph E. Brown

San Francisco, California

Joseph E. Brown is president of EDAW, Inc., one of the largest planning and landscape architecture firms in the United States, with a worldwide portfolio of projects. He has developed particular strengths in urban planning, community revitalization, historic and cultural design, and the issues confronting communities experiencing rapid growth and development. Brown has been extensively involved in his firm's work in Fort Worth, Texas, and in urban housing and community projects in Washington, D.C., San Francisco, St. Louis, Chicago, New Orleans, and Paris. He has also led Atlanta's redevelopment efforts for the Olympic Centennial Park.

Brown has participated in many award-winning master-planning and design projects, has been published in numerous journals, and is a frequent speaker at professional and educational forums. He is an active member of the American Society of Landscape Architects, the Urban Land Institute, and the American Planning Association.

Raymond W. Gastil

New York, New York

Raymond W. Gastil, executive director of the Van Alen Institute: Projects in Public Architecture, directed the institute's 2003–2004 exhibition *OPEN: new designs for public space*, which focused on more than 20 innovative projects worldwide, and he coedited a related volume of essays and commentary, published in January 2004. His work in demonstrating and commu-

nicating the critical role of design in urban revitalization was also presented in the Institute's 2002–2003 exhibition in response to the events of September 11, 2001: *Renewing, Rebuilding, and Remembering*. This exhibition, documenting seven cities that have recovered from disasters, traveled to the Lighthouse Design Center in Glasgow, Scotland.

Through the Institute's programs, his participation as an adviser and juror on urban design projects and competitions, and his teaching, Gastil has established an expertise in metropolitan waterfronts. He is author of *Beyond the Edge: New York's New Waterfront* (Princeton: Princeton Architectural Press, November 2002), a volume that reflects his work in leading conferences, workshops, and design competitions related to New York's waterfronts, as well as his leadership in initiating the Institute's *Architecture+Water* exhibition, which traveled nationally, finishing its tour in 2003 at the San Francisco Museum of Modern Art.

Gastil was cochair of the 9/11 memorial committee and a member of the executive committee for New York New Visions, a civic group focused on rebuilding New York, and he led panels, reports, media interviews, and presentations on creating an equitable memorial design process, from 2001 to 2002. He recently served as a juror for the North Point Competition organized by Spaulding and Slye Colliers International, and for Hoboken's 9/11 memorial.

He served as director of the regional design program for the Regional Plan Association, which aims to improve the quality of life and the economic competitiveness of the 31-county New York–New Jersey–Connecticut region. Trained in architecture, Gastil has taught graduate urban design studios and seminars at Pratt Institute and the University of Pennsylvania, and he has received travel and study fellowships in urban design and landscape studies. He serves on the advisory boards of the schools of architecture at the Pratt Institute and the University of Virginia.

Ad Hereijgers

Amsterdam, The Netherlands

Ad Hereijgers studied urban geography at the University of Amsterdam. He served as a planning consultant for the Cooper Square Committee on the Lower East Side while doing graduate research on housing in New York. He cofounded De Lijn, Amsterdam's leading firm for urban redevelopment and process management, in 1992, and the New York–based New Amsterdam Development Consultants in 2002.

Hereijgers's planning experience spans all phases and types of urban planning. His involvement in the redevelopment of Amsterdam's Eastern Docklands has included a number of

projects and processes, such as managing public/private partnerships (New Deal Borneo Sporenburg), monitoring the participation of community groups in the development process, project-managing for the KNSM-eiland master plan, drafting development plans for temporary uses of existing buildings (Oostelijke Handelskade), and developing lofts (LxBxH Steigereiland).

Recent projects include redevelopment strategies for Amsterdam's postwar Western Garden Cities neighborhoods, the Amsterdam Noord waterfront business district, and Hembrug—a former navy base and waterfront location in neighboring Zaanstad. Hereijgers is currently working with CityCorp, a developers' consortium, on urban policy and growth strategies for the inner city and central waterfront communities of Rotterdam and preparing a development strategy for Amsterdam's Airport Schiphol area.

Hereijgers has published influential papers on the privatization of the Dutch housing market and the establishment of public and private partnerships for urban redevelopment projects.

John Knott

Charleston, South Carolina

John Knott is a third-generation builder and developer who strives to balance the community, the environment, and the financial bottom line in his projects. His experience includes the renovation and restoration of historic properties and city neighborhoods and the new development of planned communities, commercial offices, and hotels. Dewees Island, a private island retreat off the South Carolina coast near Charleston, is his most recent accomplishment, recognized as a national model for environmentally sound infrastructure design, green building principles, environmental protection and enhancement, community involvement, and financial success. Dewees was chosen by the Urban Land Institute to receive a 2001 Award for Excellence.

Knott's current focus is on a 3,000-acre urban redevelopment in the north Charleston area, adjacent to the Cooper River and inclusive of the historic city center and hundreds of acres of a former naval base. Using environmental principles and a community-focused design process, the project aims to become the nation's largest sustainable redevelopment project.

Knott's national and international leadership experience includes service as chairman of the White House Exchange with the Soviet Union for City Redevelopment/Historic Preservation, as national life director for the National Association of Home Builders (NAHB), as a member of NAHB President's Council, as a faculty member for the Main Street program of

the National Trust for Historic Preservation, and as a faculty member for the Urban Ventures and Art of Rehab schools for the National Housing Partnership.

Knott is also the primary building and construction adviser for the University of Texas Houston Medical Center's multibillion-dollar sustainable redevelopment and new development activity. He is active in the Urban Land Institute's South Carolina Smart Growth Initiative and is the chairman of its Coastal Region Roundtable. He is a member of the Sustainable Development Council and participates in ULI's panel advisory service. He has been a keynote speaker for conferences focusing on environmental study schools and green building design, and for universities wanting to implement sustainability initiatives. Recently nominated as a "Thought Leader" by *Professional Builder Magazine*, Knott is committed to helping the development industry become more community centered, environmentally active, and process focused.

Paul Osmundson

San Francisco, California

As director of real estate for the Presidio Trust, Paul Osmundson oversees development, leasing, and property management for residential and nonresidential buildings within San Francisco's Presidio park. Before joining the Trust, Osmundson served for a year as a real estate development consultant working on various waterfront properties in San Francisco. From 1989 to 2000 he worked with the Port of San Francisco, first as a development project coordinator and then as a deputy director and as director of planning and development. In this capacity he led the planning and implementation of mixed-use projects and the revitalization of the waterfront through various maritime improvements. Projects for which he was responsible included the Ferry Building renovation, the transformation of Pier One, the establishment of commuter ferry terminals in downtown San Francisco, and a new cruise ship terminal.

Osmundson previously was a real estate development and economics consultant for urban land planning and research consulting firms in Colorado. He holds a bachelor's degree in geology from Colorado College and has studied real estate economics and business administration at the University of California at Berkeley.

Arthur Segel

Boston, Massachusetts

Arthur Segel is a senior lecturer in the entrepreneurial and service management area at the Harvard Business School, where has been writing cases and teaching the Real Property Asset

Management course since 1996. He was the founder and owner of TA Associates Realty, an institutional real estate advisory firm with over \$6 billion under management, and he continues to serve on many of its boards. The firm specializes in commercial and multifamily real estate with over 75 million square feet in more than 30 markets in the United States and Canada. Prior to starting TA Associates Realty in 1982, Segel worked as a vice president at Boston Properties and as deputy for finance and administration at Massport under Governor Michael S. Dukakis. He is a member of the Urban Land Institute, the Leadership Council at the Kennedy School of Government, the National Association of Industrial and Office Properties, and is an officer, board member, or overseer for numerous charities. He is a graduate of Harvard College and Stanford University's Graduate School of Business.

Marilyn Jordan Taylor

New York, New York

Recently serving as chairman of Skidmore, Owings & Merrill, LLP, where she has worked since 1971, Marilyn Jordan Taylor is a world-renowned architect and urban designer who has won international acclaim for her passionate involvement in the design of urban projects and civic improvements. In New York City, she has been a major contributor to such projects as the new Penn Station, Columbus Center, Riverside South, the John F. Kennedy International Airport's International Arrivals Terminal, and the East River Waterfront master plan. She has also been deeply involved in issues surrounding the reconstruction of lower Manhattan.

Educated at Radcliffe College, the Massachusetts Institute of Technology, and the University of California at Berkeley, Taylor has served as president of the American Institute of Architects' New York City chapter and as chairman of the AIA's national Regional and Urban Design Committee. She currently serves as chairman of the New York Building Congress and participates on the boards of the Urban Land Institute, WX (Women Executives in Real Estate), and the Institute for Urban Design. She has been a visiting professor at the Harvard Graduate School of Design and a David Rockefeller Fellow of the Partnership for New York City.

Frank Uffen

New York, New York

Frank Uffen, managing director for New Amsterdam Development Consultants (NADC), focuses on acquisition, expansion, and maintenance of NADC's relations with existing and

potential clients, and management of project staff. His background and expertise are in redevelopment strategies, real estate analysis, and community planning. For NADC he has been project manager for the Amsterdam and New York workshop of the New Amsterdam Waterfront Exchange. He also coauthored studies of SoHo, the redevelopment of Mission Bay, and the development of the Rosslyn-Ballston Metro Corridor in Virginia.

Uffen's recent work includes a real estate market profile and analysis of Brooklyn for an institutional investment fund. Inspired by the redevelopment campaign of the Friends of the High Line in New York, he designed a planning strategy for the elevated Hofpleinlijn in Rotterdam. For the Lincoln Institute of Land Policy he helped organize an international seminar on the redevelopment of the Havana Inner Harbor waterfront. He is currently working for a foundation on a redevelopment strategy for an emerging waterfront community in Brooklyn.

Prior to helping establish NADC, Uffen organized public conferences, planning workshops, and research projects in Germany, Amsterdam, Hong Kong, and Tokyo. From 1999 to 2002 he worked at the De Lijn offices in Amsterdam on numerous assignments, including a trend analysis of waterfront redevelopment in Brooklyn. While pursuing his master's degree in urban planning at the University of Amsterdam, he was project manager for the conference "Trading Places Amsterdam: Airport Cities" and researched incentives for mixed-use development in Shanghai, Hong Kong, and Tokyo.

Carl Weisbrod

New York, New York

Carl Weisbrod is the founding president of the Alliance for Downtown New York, Inc., where he has served since 1995. The Alliance, with an \$11.5 million annual budget, is the largest business improvement district in New York City. The group promotes the Lower Manhattan Economic Revitalization Plan, a ground-breaking package of tax incentives that has generated well over \$1 billion of private investment downtown. The Alliance cosponsors the innovative Plug 'n' Go program, which has attracted emerging high-tech companies with prebuilt, Internet-ready, affordable office space. The area is now the heart of New York's Silicon Alley.

Weisbrod served from 1990 through 1994 as president of the New York City Economic Development Corporation, the city's agent for economic development. He devoted more than 15 years—from 1978 to 1994—to overseeing the revitalization of Times Square, serving as president of the New York State 42nd Street Development Project, Inc., the public authority

responsible for implementing the square's \$2.5 billion redevelopment plan. He also served as director of the Mayor's Office of Midtown Enforcement and later as executive director of the City Planning Commission.

Weisbrod consults internationally on economic development and serves as an adjunct assistant professor at Columbia University's Graduate School of Architecture, Planning, and Preservation. He is the chairman of Tarragon Realty Investors, Inc., a publicly traded REIT, which owns more than 15,000 affordable apartment units throughout the nation. He is also a trustee of the Ford Foundation. He earned his BS from Cornell University and his JD from New York University School of Law.

Jay Wyper

London, United Kingdom

Since joining Hines in 1979, Jay Wyper has been significantly involved in the planning, design, and development of more than 11 million square feet of commercial real estate projects representing in excess of \$2.4 billion. He also has extensive experience in urban planning, project finance, disposition, marketing, lease negotiations, and multiphase mixed-use development management.

Presently, Wyper is the managing director of Hines Europe, with oversight responsibilities for various development projects, project finance, and fundraising for Hines's new European Value-Added Fund. Between 1996 and 2003, he served as the managing director of Hines España, supervising such projects as Diagonal Mar, the 4 million-square-foot mixed-use urban renewal project in downtown Barcelona, and Edificio Pórtico, a 207,000-square-foot office development in Madrid.

Prior to his work with Hines España, Wyper served as a project officer (1991–1996) for the Hines Southeast Regional Office and was responsible for the 1.162 million-square-foot One Ninety One Peachtree Tower, the 832,800-square-foot Three Ravinia Drive, and the new spring training facilities for the Boston Red Sox (Fort Myers, Florida) and the New York Yankees (Tampa), as well as new business development, project finance, and asset management. Between 1981 and 1988 he was a project manager responsible for the 484,000-square-foot One State Street in Hartford and the 581,000-square-foot Columbia Square in Washington, D.C. He also assisted in the development of the 1.743 million-square-foot Pillsbury Center in Minneapolis.

Case Study Barcelona, Spain

Case Study Presenters

Josep Acebillo and Jay Wyper

Background

Barcelona has a long and rich history dating back centuries. The original Roman city was situated along the Mediterranean Sea. As Barcelona grew toward the north and west, its waterfront became the home of industrial uses, and the city basically turned its back on the sea. By the early 1900s, the waterfront was the back alley, not the front porch, of the city.

When Barcelona was awarded the 1992 Summer Olympics, it was imperative that something be done with the waterfront that would be showcased around the world. Starting in the mid-1980s, it began an intensive redevelopment project that transformed the waterfront from an industrial and warehousing district into a local, regional, national, and international destination with residential, civic, recreational, and commercial uses.

When the Olympics concluded, the city knew it needed to continue the momentum it had created. It used its investment in public infrastructure (major road and transit improvements, environmental cleanup, and marine facilities) to attract world-class developers to complete the transformation of the waterfront. The city created the urban framework and then partnered with entrepreneurs to implement the vision.

One of these entrepreneurs was the Hines company, which created the Diagonal Mar project: a 4 million-square-foot, mixed-use development on 84 acres where the Avenida Diagonal meets the sea. With the cooperation of the city and within the context of its master plan, Hines has transformed an industrial area into a vibrant urban center through an \$800 million, nine-year phasing plan for the site.

Lessons Learned

Success should be measured in projects, not plans. Planning is a wonderful thing and an important first step to any major redevelopment project. However, it is most important to see actual projects completed that fulfill that plan and vision. Moving toward implementation needs to be the goal, not just completing the plan.

The right mix of access, activities, and facilities will attract people to the waterfront. Enabling people to connect to the waterfront creates a living, active center that both residents and visitors feel is theirs. Parks can be used to link neighborhoods and other portions of the city with the waterfront. A mix of uses, such as employment centers, housing, civic facilities, hospitals, and retail, provides a variety of reasons for people to be at the waterfront.

Scale is important. The waterfront should not be overwhelmed with big buildings and intense uses. Embracing the pedestrian realm and making the waterfront a comfortable place will help attract people.

Make bold statements with architecture. The entire waterfront does not have to be occupied by iconic projects, but it is important to include bold architectural elements both in public facilities and private buildings. A world-class civic use, a striking office building, and a bold and creative park were some of the elements contributing to Barcelona's visual distinctiveness.

Allow the private sector to help implement the vision in a way that reflects market realities. The city worked diligently with private developers to implement its vision. The original plan for the Diagonal Mar area focused primarily on office development. Hines wanted more residential and commercial space and worked with the city to reach consensus on a plan that was viable—both financially and aesthetically—for the area. The final plan included residential densities higher than originally specified (an experiment for the city) in exchange for more open space and park areas.

If the city invests in the major infrastructure, the private sector will take care of the on-site infrastructure. Barcelona spent a great deal of time, energy, and money putting in the major infrastructure along the waterfront. New roads, environmental cleanup, a large-scale marina facility, and a transit system were all put in place. Hines accepted responsibility for its on-site infrastructure needs.

Combine local talent with international talent. Hines used local architects as well as architects from outside of Barcelona to design its projects. Local architects had the sense of scale and regional culture that Hines and the city wanted reflected in the project. Architects from outside of Barcelona were able to share best practices and lessons learned internationally.

A clearly defined master plan and good external infrastructure will attract private investment. Most developers are drawn to a city that has a clear and politically supported vision and that is willing to invest in the external infrastructure to support the project.

Flexibility and a supportive political leadership are crucial to the success of a redevelopment project. While Barcelona was responsible for creating the master plan based on the consensus vision for the waterfront, it was willing to be flexible in its implementation. This adaptability enabled the private sector to build projects that would implement the plan and also reflect market realities.



PHOTO: GETTY IMAGES

Case Study London, United Kingdom

Case Study Presenters

Joanna Averley, Richard Rogers, and Arthur Segel

Background

London has one of the world's oldest developed waterfronts. Saxons were living along the Thames River 1,300 years ago, using it for commerce and recreation. A major port city, London has relied on its waterfront ever since the founding of the city.

Like all urban waterfronts, the Thames River has experienced both good times and bad. Starting in the 19th century, industrial pollution plagued the river, and the advent of new technologies and the lessening of dependence on the river for commerce led to the degradation of its shoreline. Docks closed, and businesses no longer located along the river.

The 1980s saw the first modern efforts at revitalization with the formation of the London Docklands Development Corporation, which targeted the Canary Wharf area. Its purpose was to foster redevelopment, bring land and buildings back into use, encourage industry and commerce, create an attractive environment, and assist in the provision of housing and social facilities to encourage people to live and work in the area. An enterprise zone was formed that offered tax allowances to investors and developers. During the 1980s, the results included the advent of light rail and the London City Airport, as well as private development along the waterfront, especially in the Canary Wharf area.

The Canary Wharf Corporation went into bankruptcy in the early 1990s. The first Gulf War, frozen capital markets, a collapsing real estate market, and a declining stock market all played a part in this setback. Eventually new investors bought the property out of bankruptcy, more creative financing was found, and projects moved forward again.

The current development comprises 18 office buildings, a retail center, conference and banqueting centre, a Docklands Light Railway station, a London Underground station, landscaped grounds and five car parks (in addition to car parking below the office buildings). Today, Canary Wharf is one of London's major financial, commercial, and entertainment

hubs. With more than 63,000 people working there, 6 million square feet of development, and an additional 8.1 million square feet under construction, this area offers an example of how a former industrial waterfront can be transformed into a vital urban setting.

Lessons Learned

Give form, not just economic and social value, to redeveloping areas. While everyone recognizes the social and economic value of redevelopment (more jobs, increased housing, reuse of brownfields, and so on), redevelopment projects must also fit in with the landscape and provide form for the transformed area.

Public transportation is key to urban sustainability. In large metropolitan areas, the ability to access transit is a major component in the success of any project. Getting people to the waterfront in a relatively easy and convenient way and providing them with options other than the automobile will increase the marketability of the area. More people will visit the area if they don't have to drive and park.

Cities need to have "hearts." Centers of activity, or hearts, define a city. Waterfronts are natural places to develop or redevelop as hearts. People typically enjoy waterfronts, and redevelopment of these areas provides an easy opportunity to create new activity centers.

Be prepared to work with multiple owners and multiple developers. A long-term project of this magnitude depends on many owners and development partners. A structure should be in place to deal with multiple owners. A city also should not rely on one developer because it increases the chance for failure.

Developers need certainty in the process. One of the reasons for the failure of the Canary Wharf Corporation in the early 1990s was that the public sector had failed to provide certain aspects it had promised, such as major infrastructure. It failed because of a change in political leadership. Processes that can withstand political changes need to be in place.

When financing, expect the unexpected. Capital markets cannot be predicted, and this uncertainty needs to be accounted for in financing projects.



Case Study Pittsburgh, Pennsylvania

Case Study Presenters

Alex Kreiger and The Honorable Thomas Murphy

Background

Pittsburgh saw its prosperous times during this nation's industrial era. Known as the Steel City, it served as a major industrial center for the entire East Coast. Growing up where the Monongahela and Allegheny rivers meet to form the Ohio River, which flows to the Mississippi, the city is closely tied to its waterfronts. When the industrial era began to wane and many jobs were lost to overseas steel production, Pittsburgh experienced a severe decline in its economy and its population. Both the land along its river banks and its water quality were severely degraded. Pittsburgh became a poster child for urban decline.

In the late 1980s and into the 1990s, however, Pittsburgh began to experience a renaissance. Point Park, where the Monongahela joins the Allegheny to form the Ohio, was developed on old rail yards. Today, it is one of the nation's premier urban parks. A cultural district has been developed along the banks connecting the rivers to the downtown. The area along Fifth and Forbes is emerging as a retail district.

Lessons Learned

Clean up the river and make it a destination. Without clean rivers—the focal points of the city—redevelopment efforts would not have been as powerful. In 40 years the waterfront evolved from one of the nation's most polluted into an environmental success story through environmental protection efforts to control both point sources of pollution, such as industrial discharges and nonpoint sources of pollution like stormwater runoff.

Build major public projects along the river. PNC Park, home to the Pittsburgh Pirates major league baseball team, was built with the goal of being the best baseball park in America. Heinz Field, where the Pittsburgh Steelers play, was built next. A new convention center, which is widely considered one of the ten best architectural achievements in the United States, opened in 2003. These projects provided a catalyst for development along the waterfront and are part of a larger strategy for urban revitalization.

In addition, parking revenues for the sports complexes go directly to the city and not to the sports franchises. The city controls the parking lots so that the revenue can be used for future development, and the land can be used if development opportunities arise. Although this was not the choice of the sports teams, the city stood its ground and maintained control.



Require that all new projects be designed to achieve excellence. Pittsburgh's planners challenged the architects to build buildings that were environmentally "green" and sustainable, and that would have a lasting impact. There is no reason to settle for mediocrity.

The vision should be bold—despite objections. Pittsburgh is a fairly conservative city, and there were times when bold visions were met with objections. However, the public and private leadership stood by its plans and succeeded.

Form partnerships that will continue to move the vision and plan forward. The city leadership realized it will not be around forever. The mayor therefore formed the Riverlife Task Force, a nonprofit corporation established in 1999 "to make Pittsburgh's urban waterfront one of the most spectacular in the world." A group of 48 civic leaders, the task force is now dedicated to facilitating the future development of Three Rivers Park, a grand, urban-scale park along the three rivers in the heart of the downtown. The group has brought discipline to planning and advocacy and provided a platform for getting things done. For example, it worked with the Pennsylvania Department of Transportation to modify the state's criteria for road designs so that a new waterfront road would maximize views of the rivers.

Public access is key to successful redevelopment. Pittsburgh had turned its back on its rivers for so long. By bringing people closer to the rivers, through parks and public open spaces, it made citizens aware of their potential and fostered public support.

Form an urban development authority with eminent domain powers. The board is appointed by the mayor and is charged with redevelopment projects. Funding comes from the state and from federal agencies, as well as from tax increments.

Leverage public monies to foster private development. The city used \$7 million from its operating budget to finance a \$60 million bond. This became the basis for the Pittsburgh Redevelopment Fund, and, although a controversial move, it gave the city unencumbered monies to buy properties and put in infrastructure. This strategy also enabled the city to move quickly to find private partners that shared the city's vision and were willing to assume some risks. There were several large parcels along the riverfronts that were not of interest to the private sector because of their long-abandoned condition. The city used money from the Pittsburgh Redevelopment Fund to offer incentives to private developers and help create partnerships. The money was also used to fast-track some of the environmental cleanup. The city estimates that every \$1 of public investment in the waterfront has returned \$3 to \$6 in private investment.

Case Study San Francisco, California

Case Study Presenters

Karen Alschuler, The Honorable Willie Brown, and Paul Osmundson

Background

San Francisco is one of the most beautiful cities in the United States. Surrounded by the San Francisco Bay and the Pacific Ocean, it boasts more than 20 miles of waterfront. People come from all over the world to visit the Presidio, Fisherman's Wharf, the Ferry Terminal, Pier 39, and the city's beautiful parks.

But this has not always been the case. As with many world-class cities, San Francisco's waterfront functioned historically not as the city's front door but as its back door and service entrance. In the 1840s and 1850s, the port, a state facility, was highly productive and served as a major focus of economic activity. But after World War II and with the advent of freeways, bridges, and trucking, the port was no longer an essential component of the city. Freeways gradually cut off the waterfront from the rest of the city, and access was not easy.

In 1968, the state transferred the port to the city with stipulations that no government assistance would be used to operate the port; that it would be an enterprise agency; and that any revenue generated at the port would be reinvested in the port and not used elsewhere in the city. Decline, however, continued. Aside from the redevelopment of Pier 39, there was no revitalization along the waterfront.

It took a disaster—the earthquake of 1989—to spark the waterfront's revitalization. The freeway that had blocked the waterfront from the rest of the city was destroyed, and San Franciscans could once again see the water and the asset that was right before them. City leaders worked with neighborhood groups, and in 1997 a seven-year process was launched to redevelop the waterfront. Major initiatives included the restoration and reuse of the Ferry Terminal building as a restaurant and retail destination, a new light-rail system, an increase in office uses, a new cruise ship terminal, a new major league baseball stadium, and new residential development. These goals were accomplished through public support and private investment. Today, San Francisco enjoys one of the world's most visited waterfronts.

Lessons Learned

Learn from other local success stories. In the 1960s, San Francisco had witnessed the successful revitalization of an old chocolate factory in Ghirardelli Square. This still-thriving retail destination provided a useful model for redevelopment activities along the waterfront.

Develop advisory bodies to address all aspects of the redevelopment. By including all interested parties and constituencies (both friends and adversaries) through a variety of advisory boards, the city attracted private investment to the area, garnered public support and buy-in, and capitalized on the city's greatest resource: its people.

Realize that any major redevelopment project needs to outlive the current administration. Large-scale redevelopment projects are not completed in four years. A bold redevelopment project is a long-term commitment, and mechanisms such as public support and financial buy-in from the private sector need to be in place to ensure that the effort will continue beyond the current administration. Initial momentum—completing some big projects early—is also crucial to ensuring the continuation of a large-scale redevelopment effort.

Reinvest revenue generated by the redevelopment back into the redevelopment area. Revenue from the redevelopment should be reinvested in the area to help ensure the long-term viability and financing of the efforts.

Identify gems and invest in them quickly. Every redevelopment area has its catalytic projects. By demonstrating commitment to key projects in the redevelopment area and getting things moving, positive expectations are created.

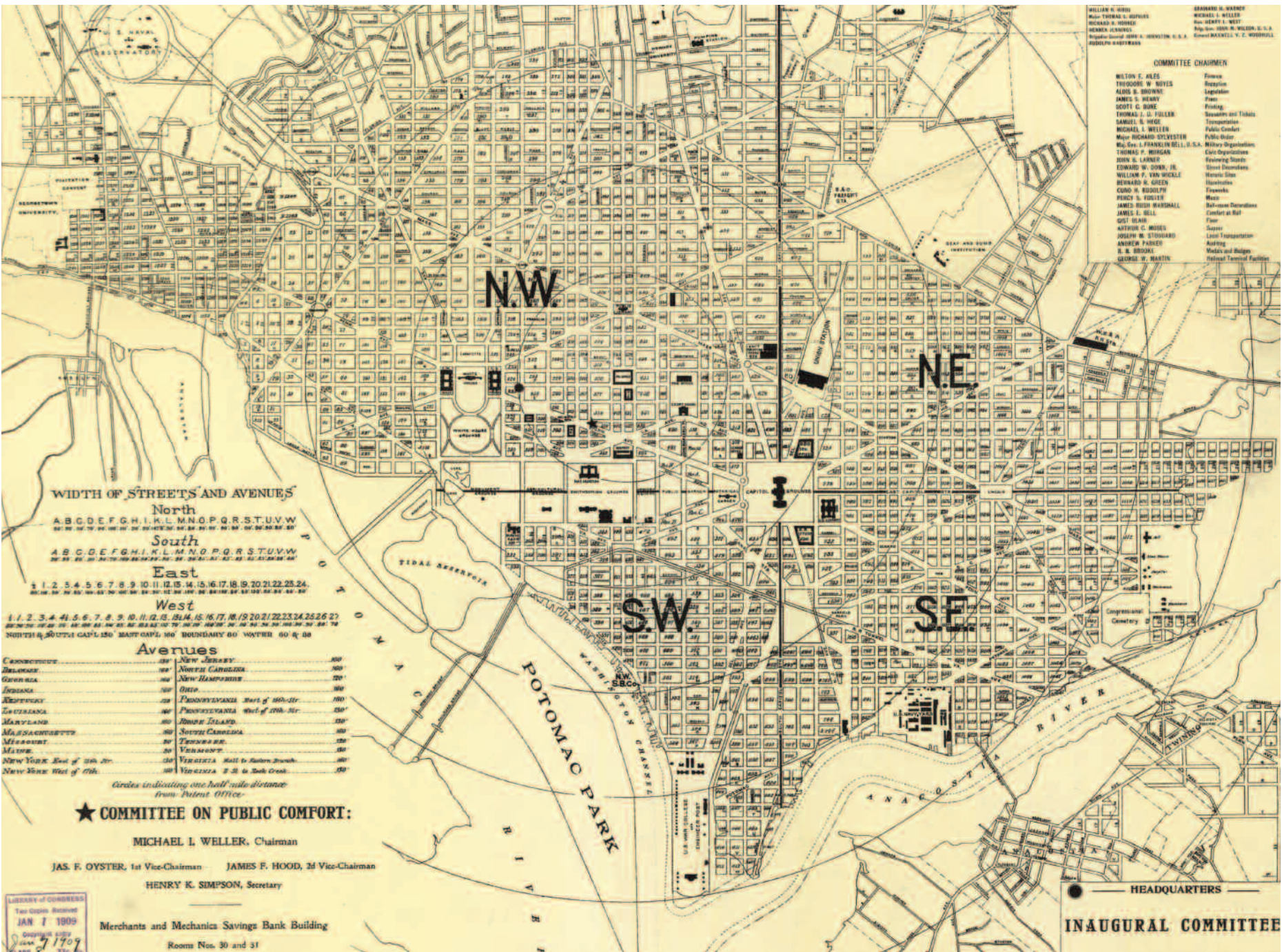
Reflect your history. Revitalization efforts should not be solely based on new development. They should also capitalize on the history of the area. Celebrating the historical uses of the waterfront and integrating history into the redevelopment plans will attract additional community support.

Continuity and connections are key. A waterfront needs to flow—not just along the water, but on land as well. Uses should connect with each other. While the uses and facilities must vary, there should be natural transitions from each one to the next.

Nodes of intensive uses help create energy. Areas along any redeveloped waterfront are appropriate for more intense and dense development. These areas create focus and generate activity that can spill out to the adjoining areas and serve as “beads on the necklace.”

Create destinations for residents as well as visitors. It is important to create places that people will want to come back to repeatedly. This market can be better sustained by residents than by visitors. By creating mixed-use places in which people can live, work, and play—as well as regional, national, and international destinations—a broadly based and enduring success can be achieved.





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WIDTH OF STREETS AND AVENUES

North
 A B C D E F G H I K L M N O P Q R S T U V W

South
 A B C D E F G H I K L M N O P Q R S T U V W

East
 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24

West
 1 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27

Avenues

CONNECTICUT	100'	NEW JERSEY	100'
DELAWARE	100'	NORTH CAROLINA	100'
GEORGIA	100'	NEW HAMPSHIRE	100'
ILLINOIS	100'	OHIO	100'
INDIANA	100'	PENNSYLVANIA West of 150th St.	100'
KENTUCKY	100'	PENNSYLVANIA West of 10th St.	100'
LIVERMORE	100'	RHODE ISLAND	100'
MARYLAND	100'	SOUTH CAROLINA	100'
MASSACHUSETTS	100'	TENNESSEE	100'
MISSOURI	100'	VERMONT	100'
MICHIGAN	100'	VIRGINIA West of Eastern Branch	100'
NEW YORK East of 150th St.	100'	VIRGINIA West of South Creek	100'
NEW YORK West of 150th St.	100'		

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