

11<sup>th</sup> Street Bridge Park

# Identifying Community and Economic Development Opportunities



Virginia Tech

Urban Affairs and Planning

Studio Report, May 2014



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## Forward

The Planning Studio @ Virginia Tech is a resource for communities. We conduct research on planning issues to empower community decision-making with technically sound recommendations for planning strategy and action.

The Studio is a collaborative effort between a faculty member in Virginia Tech's Urban Affairs and Planning Program, students enrolled in the Master of Urban and Regional Planning, and a community partner. Graduate students work under faculty supervision on behalf of real-life clients and deliver actionable research projects. The students design and shape the implementation of the project, which typically provides a mock work experience before they embark on their careers in planning and related fields.

I am proud to have worked with this bright and engaged group of emerging professionals. I commend to you both their work that follows and their potential to make future contributions to communities across the Washington, DC region, the Commonwealth, the nation, and the broader world.

On behalf of the team, I would like to express my sincere thanks to this semester's client, Scott Kratz of the 11<sup>th</sup> Street Bridge Park. He has been an excellent partner, opening his organization and networks to the students and taking the time to engage in a sincere and open discussion about ideas. His guidance and enthusiasm for this studio, and previously in the 2013 studio (11<sup>th</sup> Street Bridge Park: *People, Places and Plans*, under the direction of Dr. Elizabeth Morton), have been invigorating. I would also like to thank the many government and community members in Anacostia, and in the broader city and region, all of who provided assistance and guidance to the students over the course of this semester. It should be noted however that any errors and omission in this report are the sole responsibility of the authors.

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## Acknowledgements

We would like to thank Scott Kratz, Director of Building Bridges Across the River, for asking us to conduct this study, working with us during the semester and hosting us on a site visit, providing additional information about the 11<sup>th</sup> Street Bridge Park project, and helping to establish contacts with interviewees. We appreciate the opportunity to participate in the planning for this exciting project.

We would also like to express our appreciation to the business owners, park directors, planners, and others who lent their time and expertise to this project through email, telephone, and in-person interviews. These individuals are listed in Appendix A.

This report builds on the work of a previous Virginia Tech Urban Affairs and Planning studio class in spring 2013. We would like to acknowledge the work of this earlier class, who produced three reports on preliminary research questions for the 11<sup>th</sup> Street Bridge Park: *People, Places and Plans* describes demographic and cultural aspects of the surrounding communities; *Access, Walkability and Wayfinding* addresses the ways visitors might get to the 11<sup>th</sup> Street Bridge Park; and *Elevated Parks on the Rise* presents case studies of existing parks with similarities to the 11<sup>th</sup> Street Bridge Park.

Finally, we are grateful to our studio advisor, Dr. Margaret Cowell, who guided us through this process and provided valuable feedback as we worked to produce this report.

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This research was approved by the Virginia Tech Institutional Review Board (FWA00000572, expires April 25, 2018) under protocol 14-189.

*Cover art: concept drawing by Ed Estes, courtesy of DC Office of Planning*

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## List of Acronyms

ADC	ARCH Development Corporation
AEDC	Anacostia Economic Development Corporation
AIL	Anacostia Initial Line (DC Streetcar)
AWI	Anacostia Waterfront Initiative
BID	business improvement district
CBF	Chesapeake Bay Foundation
CDFI	community development financial institution
DC	District of Columbia
DCOP	District of Columbia Office of Planning
DC GIS	District of Columbia Geographic Information Systems program
DDOT	District of Columbia Department of Transportation
DHCD	District of Columbia Department of Housing and Community Development
DHS	Department of Homeland Security
DMPED	Office of the Deputy Mayor for Planning and Economic Development
DPR	District of Columbia Department of Parks and Recreation
DSLBD	District of Columbia Department of Small and Local Business Development
EA	environmental assessment
ECC	Earth Conservation Corps
EPA	Environmental Protection Agency
FOMH	Friends of Meridian Hill
HOPE VI	Housing Opportunities for People Everywhere program
JBAB	Joint Base Anacostia-Bolling
JD Land	Jacqueline Dupree (of jdland.com)
LEED	Leadership in Energy and Environmental Design
LLC	limited liability company
MLK	Martin Luther King Jr Avenue SE
NEPA	National Environmental Policy Act
NMTCs	New Markets Tax Credits
NRPA	National Recreation and Parks Association
O&M	operations and maintenance
OCFO	District of Columbia Office of the Chief Financial Officer
ORA	District of Columbia Office of Revenue Analysis
PILOTs	payments in lieu of taxes
PUD	planned unit development
RFK	Robert F. Kennedy Stadium
RiNo	River North Art District in Denver, CO
ROW	right-of-way
SAMs	safety and maintenance workers
TIFs	tax increment financing districts
UEC	Urban Ecology Center in Milwaukee, WI
WDCEP	Washington, DC Economic Partnership

## Executive Summary

This report investigates the relationship between the 11<sup>th</sup> Street Bridge Park (“Bridge Park”) and three elements related to the Bridge Park and the surrounding area:

- Surrounding real estate developments (both those recently completed and those proposed for future completion)
- The nearby small business community, specifically small businesses within the Anacostia neighborhood
- Revenue-generating strategies to support operations and maintenance of the Bridge Park

The Bridge Park is a proposed elevated park that will connect both sides of the Anacostia River in Washington, DC. Early plans call for a pedestrian- and bicyclist-focused space that will be constructed on the pillars of the now decommissioned bridge; two new bridges, one for local auto traffic and the other for interstate traffic, recently replaced the old bridge. The Bridge Park is intended to be a multi-use area and will have space for recreation, education, and art. Early, community-based discussions about Bridge Park elements have proposed ideas such as a community café, child play area, kayak rental facility, and a performance space. As of May 2014, a competition is underway to select an architect/landscape architect team whose design will ultimately be used in constructing the Bridge Park.

Significant real estate developments surrounding the Bridge Park site can impact the number of potential visitors and the services offered nearby. Commercial and mixed-use developments are slated for both sides of the Anacostia River. The area west of the river includes projects like The Yards, 1333 M Street SE, and Riverfront on the Anacostia, whereas the east side of the river features potentially transformative redevelopments of Poplar Point, Barry Farm, and the Curtis properties (within Anacostia). When various residential-focused developments are also considered, the ten-year development pipeline could produce as much as 7.2 million square feet of office space, 652,000 square feet of retail, and over 9,000 dwelling units merely from the projects highlighted in this report. These real estate projects will introduce new residents and employees, and potential Bridge Park visitors, to the area.

Real estate projects, however, are not the only major developments in the area. Upcoming transportation projects can also have an impact on the Bridge Park. The most notable of these is the DC streetcar. The nascent system will be expanded to run through the Anacostia neighborhood, as well as Joint Base Anacostia-Bolling and the Barry Farm neighborhood. The expanded streetcar line would continue over the river via the new 11<sup>th</sup> Street local bridge, thereby offering a convenient transportation mode to and from the Bridge Park. Additionally, there are ongoing discussions to have a streetcar stop within the Bridge Park. For another transportation option, the Riverwalk Trail on both sides of the river gives pedestrians and bicyclists an immediate connection to the Bridge Park. A connection to the Bridge Park is proposed.

Given these developments, there are certain strategies that could mutually benefit the Bridge Park and the developments. These include concentrating development closer to the Bridge Park; establishing new, community-serving retail spaces on both sides of the river; building physical and programmatic

links between developments and the river; and improving pedestrian connections between the Bridge Park and the new developments.

Moving geographically closer to the Bridge Park, the nearby small business community can be impacted by and have an impact on the Bridge Park. This report pays particular attention to the Anacostia neighborhood on the eastern end of the Bridge Park. For the past two to three decades, Anacostia has been an underserved community that lacked the same number and types of resident-serving businesses (e.g. grocery stores) as other DC neighborhoods.

This report recommends several strategies to help Anacostia small businesses grow in advance and as a result of the Bridge Park. First, neighborhood stakeholders should continue the metrics-based retail assessment that is already underway utilizing the Vibrant Streets Toolkit. This toolkit explains the household and traffic criteria needed for new retail locations and provides assessment tools to help a community determine if it meets the criteria. Conducting these assessments helps a community understand its strengths and weaknesses in attracting retail and differentiates between the subjective claims of which businesses it “should” have versus which businesses it can objectively expect to attract.

Second, the neighborhood should capitalize on its emerging arts community. Leveraging the arts community could be as explicit as including art in a neighborhood branding effort or setting aside art-focused studio or residential space in the neighborhood’s current and future real estate developments. In short, these efforts support current and potential artists to thrive in the neighborhood and may spawn additional, related business types like retail or dining.

The third strategy to help Anacostia’s small businesses grow with the Bridge Park is to implement physical and programmatic links between the Bridge Park and the neighborhood. These include extensions of existing walking trails; guided tours that originate from the Bridge Park; installations from neighborhood artists and performances by neighborhood actors; and inviting spaces and way-finding markers that welcome pedestrians into a neighborhood.

Last, strengthening and expanding the Anacostia small business community requires coordination in the form of a centralized organizing body, and the recently formed Anacostia Business Improvement District (BID) is best positioned to fill that role. As with other DC BIDs, the Anacostia BID can support local businesses by creating a clean, safe street environment. Beyond addressing clean and safe streets, the BID can convene the neighborhood’s property and business owners to create a unified vision for the neighborhood’s growth.

The final part identifies and analyzes sustainable operating and maintenance funding options for the Bridge Park itself. The recommendations fall into three categories: public funding mechanisms, private funding, and creating earned income.

The first funding recommendation is for Bridge Park organizers to pursue public funding mechanisms, specifically a tax-based maintenance fund. This fund could direct tax revenue from the Bridge Park, and also potentially from new developments surrounding the park, toward park operations and maintenance. To be sure, this strategy is not without its challenges. Standing up this dedicated tax requires political and private-sector support, especially from those owners who already pay taxes into existing BIDs (e.g. the Capitol Riverfront and Anacostia BIDs).

Recognizing the challenges in creating this fund, the report recommends a second revenue-generating strategy: leveraging private funding through a “friends of” group. An example of this group type is the Friends of Meridian Hill Park in Northwest DC; adjacent neighborhoods organized themselves to restore the park with their own funds and labor. A “friends of” group for the Bridge Park could mimic this effort, whereby local stakeholders can raise funds, volunteer their labor, and otherwise promote the Bridge Park to other private investors.

The final revenue strategy – earned income – holds perhaps the greatest potential for supportive funding. This report examined three different activities for earned income. The first is food and beverage concessions. Restaurants could operate out of Bridge Park venues and thereby pay rent to the Bridge Park and/or direct some of their revenue to the Bridge Park. Mobile vendors could temporarily locate on the Bridge Park and pay a permit for the right to sell their products on a given day. The second earned income method is activity concessions. The Bridge Park can rent kayaks or space to outside organizations for education programs; in both instances, revenue from these activities would be partially or entirely directed to Bridge Park operations and maintenance. Last, the Bridge Park can rent space for events. This earned income strategy holds particularly strong potential, as the Bridge Park will have a unique vantage point literally over the Anacostia River. Events can range from weddings to meetings to concerts. Regardless of the event, organizers should maximize inclusivity of these events and/or the pricing structures. An inclusive pricing structure would have different tiers, such as charging a lower rental rate to community-serving groups.

## Introduction

The 11<sup>th</sup> Street Bridge Park (“Bridge Park”) will be a new, elevated park that will span the Anacostia River, connect Capitol Hill to Historic Anacostia, and provide a variety of recreation, arts, and educational experiences. A design competition is currently underway for the park, which is expected to open by 2018.

Since 2013 Virginia Tech urban planning studios have been conducting research for the Bridge Park’s Director, Scott Kratz. The 2013 studio focused primarily on analyzing the Bridge Park’s physical and socio-economic setting. Our spring 2014 studio builds on this past effort and focuses on emerging community and economic development opportunities on the Bridge Park and in the adjacent communities. Using qualitative data and case study analysis, the project team performed research and conducted interviews to answer the following questions:

- 1) What are the main developments happening in the surrounding area, how will they impact the Bridge Park, and how can these projects be leveraged to complement community/economic development related to the Bridge Park?
- 2) What role do small businesses play in Anacostia, and what role might they play in the Bridge Park to ensure and incentivize local hiring practices and capture value within the neighborhood?
- 3) What tools and strategies are available to secure sustainable funding for the operation and maintenance of the park?

While these three questions may seem independent of one another, their interrelationship can be demonstrated with the overlapping concentric circles as shown below. Question 1 – with its

**Figure I.1. Geographic Relationship among the Three Research Questions.**



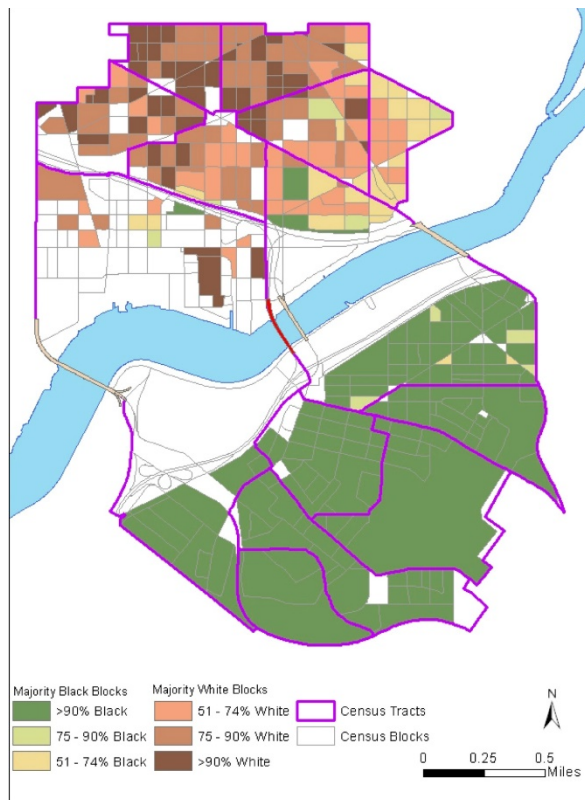
Image via Google Maps.

consideration of large-scale land developments – encompasses the widest geographic breadth. Question 2 narrows the focus by analyzing the state of Anacostia’s small business community. Last, Question 3 focuses on the Bridge Park itself to consider the ways in which it can generate a supportive revenue stream. Despite these different geographic extents, their overlapping nature reveals how developments and changes in any one of these areas can affect another. When considering the recommendations in this report, it is important to understand these relationships and the opportunities they offer.



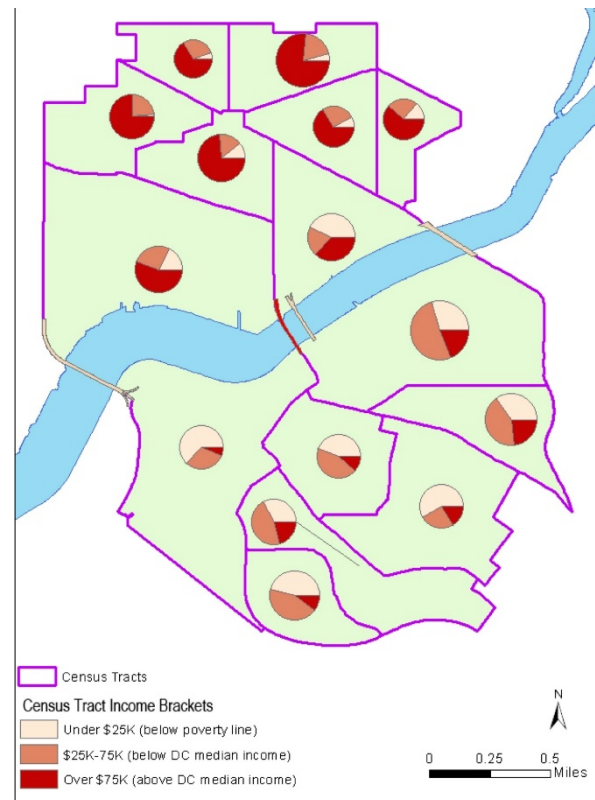
Throughout this analysis, the research teams remained sensitive to the Bridge Park’s goal of building social equity and connecting communities. As documented in Virginia Tech’s 2013 report *People, Places, and Plans* and demonstrated in figure I.2 and figure I.3, the Anacostia River serves as a physical and socio-economic divide between two neighborhoods (Desai et al. 2013). On the one side is Capitol Hill, where the average household income is \$145,000 and the population is growing (WDCEP 2014). On the other side is Anacostia, where the average household income is \$42,000 (WDCEP 2014) and the population is in decline. Considering the disparities between these neighborhoods and the equality and access challenges they present, this studio effort pays special attention to how the Bridge Park can maximize benefits for the Anacostia community.

**Figure I.2.** Majority racial populations.



Source: Desai et al. 2013

**Figure I.3.** Portion of households falling within specified income brackets.



Source: Desai et al. 2013

# 1. Surrounding Developments

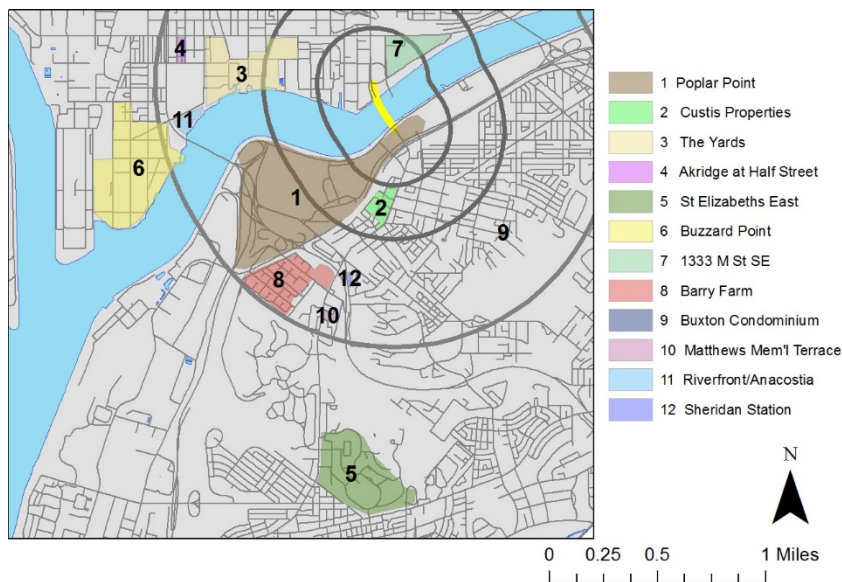
The ability to capitalize fully on the proposed Bridge Park project as an instrument for positive change rests on understanding the current state of physical development in the area. The scale and form of physical development surrounding the proposed park will be a critical component in creating economic and community development synergies. Development potential that exists on both the east and west sides of the Anacostia River, on both publicly and privately owned land, could introduce significant economic and demographic changes to both sides of the river over the course of the next decade. Understanding this development will better position the Bridge Park to accomplish its stated mission of effecting positive economic change in the surrounding area.

This section provides an inventory and assessment of existing and planned physical development projects and initiatives surrounding the proposed Bridge Park. Doing so places the project within the greater context of the ongoing changes in adjacent parts of the District. The aim of this assessment is to provide decision makers with a concise snapshot of the existing and future physical capital and aid the formulation of economic development strategies. It will also serve as a primer for those less intimately familiar with the development landscape in the areas near the Bridge Park site. In addition to the development assessment, this section recommends strategies that can help to maximize the impact of the Bridge Park project. The research conducted to support this section is summarized in Appendix C of the report, which includes a Gantt chart-style visual synopsis and tables listing detailed development

information on an exhaustive search for projects in the study area.

Rather than list all identified projects, however, this section focuses on the area within a one mile distance of either side of the future Bridge Park, in both Wards 6 and 8. Our methodology to identify significant physical development projects included an analysis of projects within a one-mile radius of the bridge park, those that have regional economic development significance, and those that

Figure 1.1. Noteworthy development projects near the Bridge Park.



Source: See "Data Used for GIS Maps" in references section.

are representative of larger development trends nearby. A one-mile radius was selected because it represents an approximately 20 minute walk, or a five-minute bicycle ride, which allows for reasonable pedestrian and bicyclist accessibility. For this study, regional significance includes projects that will relocate thousands of federal agency jobs, affect associated regional commuting patterns, and potentially draw in thousands of new residents and visitors from across the income spectrum. Projects that are representative of larger trends include large-scale commercial redevelopments seeking to take

advantage of new opportunities, as well as projects that signify a renewed investment push into under-invested neighborhoods.

For the purposes of analysis, this section examines development in four broad categories:

- Commercial/Mixed Use
- Residential
- Transportation and Physical Infrastructure
- Community Space

As described in the introduction (and in greater detail in the 2013 Virginia Tech Studio Report *People, Places and Plans*), demographics and development conditions differ significantly on the east and west sides of the Anacostia River. Generally speaking, commercial development follows a similar trend, especially within the focus area: substantial development is already underway west of the river, but the development timelines for many of the largest projects east of the river still contain significant ambiguity.

### 1.1 Commercial and Mixed Use Development

Within the greater Capitol Riverfront neighborhood to the west of the Anacostia River, over 7.25 million square feet of office space currently exists (Capitol Riverfront 2013). The Capitol Riverfront office inventory includes properties beyond the one-mile radius employed for this project, although areas within the scope include the established office centers of the Navy Yard, as well as newer construction near the former Southeast Federal Center and the Nationals Ballpark. In Southeast Washington, which includes all areas of the District east of the Anacostia River and south of East Capitol Street, over 4 million square feet of office space exists (Jones Lang LaSalle 2014).

In addition to the existing stock, a number of commercial and mixed use projects are either planned or already under construction in the areas surrounding the Bridge Park site. These projects are a result of past planning efforts by District government that targeted areas near the Bridge Park site for substantially increased amounts of development. The DC Comprehensive Plan designates Anacostia, Poplar Point, Navy Yard, and the Ballpark neighborhoods all within the designated Central Employment Area (DCOP 2006). The Central Employment Area is the region's business center, with the greater Washington metropolitan area having the widest variety of potential commercial uses to serve as a regional destination. Within our study area, development intensity is highest west of the river, along the Navy Yard towards Ballpark neighborhoods, while development in historic Anacostia is less intense and planned for commercial and residential uses that build and retain existing character. This section will provide an overview of the most prominent commercial and mixed use developments surrounding the Bridge Park site.

### 1.1.1 Poplar Point



*Conceptual rendering of the proposed Poplar Point redevelopment*  
Source: Torti Gallas and Partners.

Perhaps the largest planned project in close proximity to the 11<sup>th</sup> Street Bridge is the proposed redevelopment of Poplar Point in Anacostia. Located on the Anacostia River directly west of the future Bridge Park, Poplar Point is a tract of General Services Administration (GSA)-owned land that is being planned as a mixed use waterfront development.

Poplar Point was originally proposed as both the site of the new DC United soccer stadium and a possible relocation site for the FBI headquarters. The proposal initially selected for Poplar Point by the Office of the Deputy Mayor for Planning and Economic Development (DMPED) contained over 1 million square feet of office space, over 3,200 residential units, a hotel with nearly 300 units, and over 400,000 square feet of retail. DMPED's overall goals encompass multiple public uses, such as a new school and a National Museum of the Environment (WDCEP 2009). However, this proposal failed to gain significant traction (perhaps because of a lack of funding). Proposed redevelopment plans for Poplar Point now feature a significant mixed used development, while retaining approximately 70 acres of dedicated parkland. DMPED has since taken ownership of the project to prepare for development (Neibauer 2012a).

Before Poplar Point can be transferred from the GSA to the District or any other entity, the existing offices of the National Park Service and the U.S. Park Police must be relocated. The estimated cost of this relocation is \$40-\$60 million. In addition, environmental studies will be required to permit remediation of the historically contaminated site (Neibauer 2013c).

The District's capital budget for fiscal year 2014 includes expenditures for Poplar Point, which is expected to fund the completion of site preparation (Neibauer 2013c). However, the timeline for development remains unclear, and the full scope is still to be defined. *City Center Initiative*, a DC economic development strategy plan, identifies Poplar Point as an engine for development in emerging areas of the city, a future tourist destination, and an important historic connection to Poplar Point (DCOP 2008). The proximity of the project to the Bridge Park offers great potential to shape the area and bring additional visitors and customers to the park.



### 1.1.2 Curtis Properties / Four Points LLC Development on MLK Jr. Ave. SE



*Curtis Brothers property at MLK, or "2235 Shannon Place"*  
Source: Four Points, LLC 2013.

Curtis Properties Development in cooperation with Four Points, LLC will develop multiple parcels between Martin Luther King Jr. Avenue, Shannon Place, and Railroad Avenue in Anacostia. This development encompasses almost 13 acres of planned unit development (PUD) approximately one-quarter mile from the Bridge Park site. The development has secured initial tenants, striking deals with District government to lease space to the District of Columbia Taxicab Commission, the District of Columbia Lottery, and the District of Columbia Department of Transportation's (DDOT) Business Opportunity and Workforce Development Center (Neibauer 2013b). The first phase of the development will introduce 70 residential units in 2015. Ultimately the Curtis Properties project will include nearly 500 residential units, 144,000 square feet of retail, and 900,000 square feet of office space.

### 1.1.3 The Yards

On the west side of the river, The Yards is a 42-acre development in the Capitol Riverfront neighborhood posed to have significant impact upon the Bridge Park. It includes 1.8 million square feet of office space and up to 400,000 square feet of retail space. The developer, Forest City, LLC, anticipates development



*The Yards*  
Source: Shalom Baranes Associates

to be completed in three phases, the first of which began in 2007. Since development began, nearly 100,000 square feet of mixed used space has opened at The Boilermaker Shops and The Lumbershed, two buildings within the Yards. Additional retail offerings are anticipated to open in 2014, including a Harris Teeter grocery store. The majority of office and retail development remains in the pipeline.

New residential development planned at The Yards includes 2,800 new residential units. Since construction of the development began, 170 loft style apartments have been constructed at the Foundry Lofts. The developer has agreed to provide a number affordable housing units in order to secure zoning approvals. Twenty percent of the residential units on the site will be designated as affordable in addition to the market rate units planned. Additional residential developments are anticipated in the remaining years of the Yards' multi-year development horizon (WDCEP 2012).

#### 1.1.4 Akridge at Half Street

Located at Half Street and M Street in the Ballpark neighborhood, Akridge at Half Street will include 370,000 square feet of office space, 55,000 square feet of retail space including an urban marketplace called "The Via", and 277 residential units overlooking Nationals Park and the river (WDCEP 2013). When completed in 2016, the project envisions the creation of a thriving residential and retail district, similar to that of the Yards or Buzzard Point (see below), immediately adjacent to the Nationals Ballpark on what is currently a series of sprawling parking lots (Streetsense 2013). This proposal is emblematic of nearly all similar projects currently underway in the Capitol Riverfront area. While the Yards project is incorporating many extant buildings (for example, the Lumbershed project) into its design, Akridge at Half Street envisions the creation of a dense and dynamic neighborhood that typifies the intense, large-scale development occurring west of the river.

#### 1.1.5 St. Elizabeths

Located on the east side of the Anacostia River, though further from the Bridge Park (approximately 1.5 miles), the St. Elizabeths East Campus redevelopment is one of the largest urban infill and reuse projects on the East Coast. Current plans envision an "innovation hub" with space for office, academic, and research uses and the creation of over 1.5 million square feet of rental units, 62,000 square feet of owner-occupied units, and 373,000 square feet of hotel space. The United States Coast Guard (USCG) already completed their relocation to the St. Elizabeths West Campus in December 2013. By 2020, the following agencies are expected to relocate as well: the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), Transportation Security Administration (TSA), Customs and Border Protection Headquarters (CBP), and Immigration and Customs Enforcement Headquarters (ICE) (St. Elizabeths 2011). When complete, the project will draw thousands of new employees and residents – potentially including many with advanced degrees and a range of incomes. The project also has the potential to serve as an impetus for further development east of the river. If realized, the St. Elizabeths development has the potential to thoroughly alter the larger development dynamic east of the river.

#### 1.1.6 Buzzard Point

Buzzard Point, to the west of the Anacostia River near the National Defense University and directly to the southwest of the Washington Nationals Ballpark, has been identified by DMPED as a potential location for the DC United soccer stadium (DC EOM 2013). DMPED and Akridge Development have formed a public private partnership to facilitate the relocation of the soccer stadium from Robert F. Kennedy (RFK) Stadium to a new location on privately owned land. Terms of the preliminary agreement



propose a land swap with the current private property owner; DC government would then be responsible for infrastructure and transportation improvements necessary for stadium construction. District government hopes that the 25,000-seat stadium will bring jobs to the neighborhood and help catalyze follow-on residential and retail development there, as the current site largely consists of industrial uses. According to the present timeline, the stadium will be ready for operation in 2017.

The aforementioned land swap, as currently proposed, includes relocating the 97,000 square foot Frank D. Reeves DC Government building from U Street NW to a currently undeveloped parcel adjacent to the Anacostia Gateway at the intersection of Martin Luther King Jr. Avenue SE and Good Hope Road SE (DC United 2013; Rose-Barras 2013; Neibauer 2013e). This relocation is particularly important, as it would introduce an additional stable office tenancy to the Anacostia business community.

### 1.1.7 Commercial Development Summary

Taken together, the major development projects highlighted here will add significantly to the amount of mixed use and commercial development near the Bridge Park. They represent approximately 6 million square feet of office space, 1.6 million square feet of retail, 8,000 residential units, and 700 hotel rooms. Table 1.1 describes these developments in detail. However, while the new development represents opportunity, two important caveats must be noted. First, the majority of the projects are located some distance from the Bridge Park itself. Secondly, this does not represent a comprehensive list of projects; therefore, the sum total of development surrounding the Bridge Park will be greater than what is listed below. As an estimate for the potential development over the next 6 years, the information below should be taken as a lower bound.

*Table 1.1. Commercial development totals of notable projects near the Bridge Park, 2014 through 2020*

Project Name	Office (sq. ft.)	Retail (sq. ft.)	Residential (housing units)	Hotel Rooms	Distance to Bridge Park (mi)
<b>Poplar Point</b>	1,000,000	400,000	3,200	300	0.10
<b>Curtis Properties</b>	900,000	144,000	500	-	0.42
<b>The Yards</b>	1,800,000	400,000	2,800	-	0.55
<b>Akridge at Half Street</b>	370,000	55,000	277	-	0.91
<b>St. Elizabeths</b>	1,800,000	600,000	1,300	400	1.56
<b>Buzzard Point</b>	97,000	-	-	-	1.16
<b>Sum Total of New Development</b>	<b>5,967,000</b>	<b>1,599,000</b>	<b>8,077</b>	<b>700</b>	

Source: See Appendix C (Development Directory).

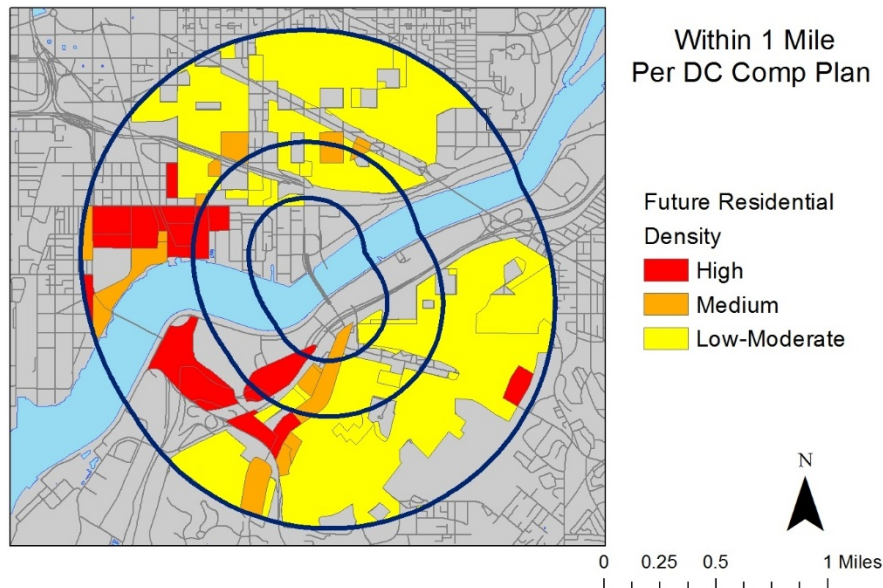
## 1.2 Residential Development

Housing is thoroughly entwined with the local economy and thus is of significant importance for the opportunities surrounding the Bridge Park. Housing not only provides a place to live, with different types of housing attracting different numbers and types of residents (e.g., old and young, families and single member households, a range of incomes). It also serves as a primary source of customers and visitors and can often spark further development as businesses move in to cater to resident populations.

As shown in figure 1.2, residential development is a significant land use surrounding the Bridge Park. Within a one mile radius, there are a number of large ongoing and planned developments that are important to consider. While a significant portion of the projects are located west of the river, which

experienced a 13 percent population increase between 2000 and 2010, several projects of note are located east of the river despite the 5 percent population decline seen between 2000 and 2010 (Census 2000, 2010). This section provides an inventory and assessment of notable projects that are predominantly residential in nature.

**Figure 1.2.** Future potential land uses as determined by the District of Columbia Comprehensive plan 2006.



Source: DCOP 2006.

### 1.2.1 Barry Farm

Directly to the south and west of Poplar Point is the Barry Farms public housing project, which has been targeted for redevelopment by District government for a number of years under the New Communities Initiative. Current plans proposed in cooperation between the Department of Housing and Community Development, A&R Development Corporation, and Preservation of Affordable Housing Inc. call for over 1,800 housing units and one-to-one replacement for all current public housing residents at the site. Officials are currently discussing whether the additional units will contain market-rate and workforce housing units. Planning for the redevelopment of Barry Farm has been in progress since at least 2005, and the project is currently under review by the DC Zoning Commission (Neibauer 2012b). Groundbreaking may begin as early as 2015 with at least 15 years required for full delivery of all phases.

### 1.2.2 Sheridan Station

Another major development in Anacostia includes Sheridan Station, which is located off of Suitland Parkway directly southeast of the Anacostia Metro Station. The Sheridan Station redevelopment was funded by the federal HOPE VI initiative, which provides funding to develop former public housing sites. This 9.8-acre development includes 327 units of mixed-income rental and for-sale condominiums and townhouses (Holden 2013). In 2012, Phase I of Sheridan Station was the first multi-family development in the District to earn LEED Platinum certification (Holden 2013). Sheridan Station is widely regarded as an affordable housing success for the area, as it demonstrated how attractive, market rate owner-occupied housing can easily be marketed alongside workforce housing affordable to those earning below 60 percent of the area medium income (Wiener 2013).

### 1.2.3 Matthews Memorial Terrace

Farther east, Matthews Memorial Terrace on the 2600 block of Martin Luther King, Jr. Avenue is a critically acclaimed example of workforce housing (Fard 2012). The project includes 99 rental units, 35 of which serve as replacement housing for Barry Farms residents awaiting construction of replacement units. This 1.2-acre development is owned by Matthews Memorial Baptist Church and offers housing to low-income, middle-class, and senior residents (DMPED 2014). Both Matthews Memorial Terrace and Sheridan Station are noteworthy because they signify new trends in residential development east of the river. Both projects are designed to be affordable to those of moderate or low incomes, yet are also high quality housing featuring a number of amenities that bring demonstrable improvements to their neighborhoods. These projects provide opportunities that were absent in development efforts from past generations and provide socioeconomic neighborhood cohesion through physical development.

### 1.2.4 The Buxton Condominiums

At 1700 W Street SE, east of the Frederick Douglass site in Historic Anacostia, affordable housing developer Manna will convert an older warehouse to 24 units of for-sale affordable housing. The condominiums will be sold to buyers who meet minimum income requirements, with some reserved for households making below 50 percent and 80 percent of Area Median Income (Kaufman 2013). While not large in scale, the Buxton rehabilitation is notable in that it represents a positive outcome for one of the many “abandoniums” scattered throughout east of the river neighborhoods. Future projects similar to the Buxton Condominiums will offer positive benefits for nearby residents, both remediating vacant and potentially harmful properties while providing opportunities for quality affordable home ownership.

### 1.2.5 1333 M Street

Residential development is planned at 1333 M Street SE, on the west side of the Anacostia River, approximately one-third of a mile east of the 11<sup>th</sup> Street Bridge. The 1333 M Street SE project is located in a three-acre industrial area between M Street and Water Street SE, east of 12<sup>th</sup> Street SE. Despite being separated by an adjacent property and the Southeast Freeway, this site is connected to the Bridge Park by the Anacostia Riverwalk Trail, which provides pedestrian and bicycle access. The four phases of the project will construct a total of 673 residential units and 10,370 square feet of retail (WDCEP, 2013a). The first phase will consist of 218 residential units, for which the zoning application has been filed. 1333 M Street marks a promising development for the Bridge Park as it will be the largest concentration of residential units in immediate proximity to the park (to be surpassed only by Poplar Point, eventually). These new residents will serve as a direct source of potential visitors of the Bridge Park. Additionally, the project’s intended activation of the portion of waterfront to its south will also add vibrancy to what is now a mostly industrial and underutilized space.

### 1.2.6 Riverfront on the Anacostia

Riverfront on the Anacostia is a joint venture between MRP Realty and Florida Rock properties to construct 600-650 residential units at the 5.8-acre Florida Rock property on the Anacostia River, south of Nationals Park. The project is anticipated to be completed in two phases, the first of which will consist of 300-350 residential units with delivery anticipated in 2016. Eight percent of the developed units in the first phase will be designated as affordable dwelling units (WDCEP 2013). The project will feature an extensive public plaza that will directly integrate with nearby Diamond Teague Park and the Riverwalk Trail (see below), thus offering a direct pedestrian and bicycle connection to the Bridge Park.

## 1.3 Transportation and Physical Infrastructure

Transportation and physical infrastructure is the backbone of a community. A cohesive and comprehensive infrastructure system is invaluable because of the mobility and opportunity it brings to residents. To identify promising practices and opportunities for the areas surrounding the Bridge Park, it is imperative to understand the infrastructure policies and initiatives in place.

### 1.3.1 Anacostia Waterfront Initiative (AWI)

Since 2000, the Anacostia Waterfront Initiative (AWI) has been a driving force of infrastructure activity in the southeast portion of the District. The AWI seeks to provide better mobility for all residents by integrating multi-modal infrastructure developments in an effort to “reconnect communities on both sides of the river” (AWI 2013a). This effort includes the now-complete local 11<sup>th</sup> Street Bridge as well as the DC-295 highway bridge. Additionally, the AWI is committed to a cleaner river environment and promises a continuous system of waterfront parks and trails to encourage recreational activity. It is through these environmentally conscious projects that the AWI envisions a revitalized sense of community and a return of the Anacostia waterfront to human-scale activity that is inviting and pleasant as public space. By attracting increased visitors and businesses that cater to them, these efforts are seen as an important step in translating the environmental and infrastructure improvements into economic development (AWI 2013b).

The AWI is a development program driven primarily by the District Department of Transportation (DDOT) and DMPED. DDOT infrastructure projects serve as the foundation for the 30-year plan to improve multi-modal mobility for residents along the Anacostia riverfront. The AWI includes over 100 acres of riverfront parks and twenty miles of trails. The program hopes to create sustained economic development by encouraging businesses to take advantage of its planned amenities. Further, the program sets guidelines to encourage responsible development; projects along the Anacostia River must “celebrate” the waterfront by providing recreational, cultural, or civic spaces (AWI 2013b).

Both the river watershed and trail system have been identified as priority projects under the Environmental Protection Agency’s Urban Waters Federal Partnership (EPA 2012). In 2011, Anacostia was one of seven waterfront communities chosen by the EPA to receive federal-level coordination and assistance with community collaboration through the Partnership, which advances the work of America’s Great Outdoors Initiative<sup>1</sup> and supports previous and existing revitalization efforts in Anacostia.

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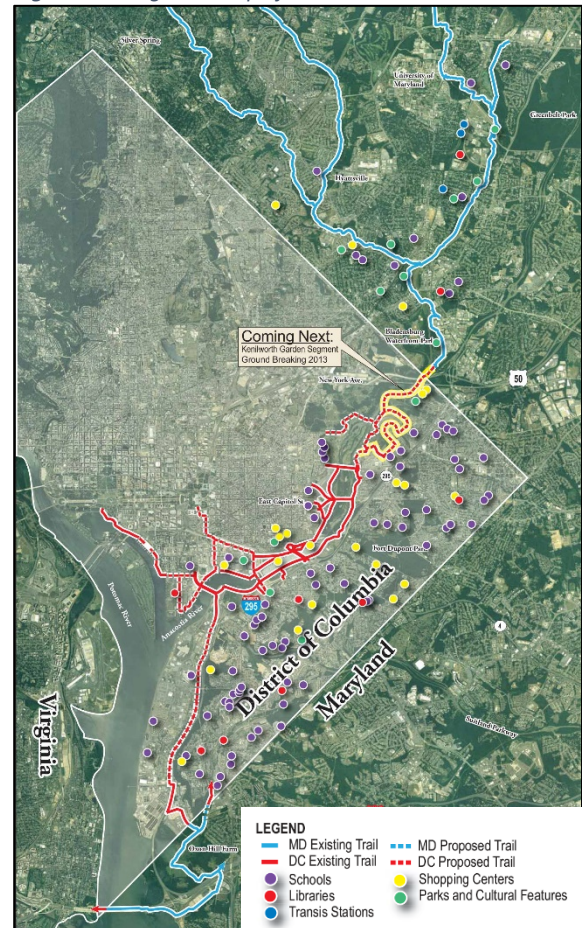
<sup>1</sup> The America’s Great Outdoors Initiative is the Obama administration’s plan to increase efforts to conserve outdoor spaces, with a special focus on parks, rivers and other green open spaces. Please see <http://www.whitehouse.gov/administration/eop/ceq/initiatives/ago> for more information.



Even prior to the partnership, the University of the District of Columbia and the non-profit organization Groundwork DC have been involved in promoting urban gardening through a grant with the United States Department of Agriculture in an effort to reduce food deserts. Since 1990, several federal agencies together with local nonprofits Casey Trees and Living Classrooms have planted trees and educated youth in Anacostia. The Five-Year Comprehensive Economic Development Strategy for the District of Columbia includes goals of creating and retaining jobs and fostering private investments. The Urban Water Federal Partnership expands on these efforts and adds several more goals to include more community collaboration, more physical access via waterfront trails, safer walkways, sustainable infrastructure, and green job training and volunteer opportunities for local youth. As part of the partnership the Federal Highway Administration worked with the District to build the local 11<sup>th</sup> Street Bridges. The bridge not only provides a shared path for pedestrians and cyclists, but also will improve water quality through bio-swales, permeable pavement, and bioretention cells.

The AWI (and in particular the trail network), the Urban Water Federal Partnership, and various local-level efforts in Anacostia indicate a strong preference for developments that promote recreational activity, celebrate the waterfront, provide employment opportunities, educate local youth, create a community identity, and provide greater accessibility and mobility. These are all shared goals supported by local and federal partnerships that are in line with the Bridge Park.

*Figure 1.3. Regional map of Anacostia Riverwalk Trail.*



Source: AWI

### 1.3.2 Riverwalk Trail

The motives of the AWI align well with those of the Bridge Park project. These links are particularly evident in the AWI's most extensive program: the Anacostia Riverwalk Trail, a project within the AWI to create a cohesive trail system that provides safe and scenic travel for pedestrians and cyclists along both sides of the Anacostia River. The stated objective of the Riverwalk Trail system is to connect residents to the Anacostia River waterfront and allow them to interact with it, which offers synergies with the focus of the Bridge Park. When completed, the Riverwalk Trail will consist of 20 scenic waterfront miles and will unlock seamless pedestrian access to 16 individual communities, including the Buzzard Point, South Capitol Street Corridor, and Historic Anacostia. This trail system will eventually connect to hundreds of miles of local existing trails.

A principal goal of the Riverwalk Trail system is to activate and connect the river to its surrounding neighborhoods through recreational activities. In this vein, a seamless entrance into the newly

constructed 11<sup>th</sup> Street Bridge local span is proposed. As of February 2014, 12 of the 20 planned miles of trail are completed, some of which provide public access to privately developed waterfront sites, thereby connecting previously disconnected communities. Eventually the Riverwalk Trail will tie into the Anacostia tributary trail network around Bladensburg, MD. The tributary trails follow the Northwest and Northeast Branches of the Anacostia River into the Maryland suburbs. Connecting the Riverwalk Trail to the tributary trails will mean continuous, paved, separated bicycle and pedestrian facilities stretching from the Bridge Park to locations as distant as College Park and Silver Spring.

### 1.3.3 11<sup>th</sup> Street Bridge Spans

There are several bridges that span the Anacostia River. Undeniably, the most relevant to the Bridge Park project are the completed 11<sup>th</sup> Street Bridge spans, which opened in early 2012. These lanes carry Southeast Freeway traffic between Anacostia and Navy Yard and provide ramps for several access points into Ward 8. The local bridge spans that opened in September 2013 serve as the backbone for the Bridge Park project, which will be an expansion onto the adjacent piers. The new 11<sup>th</sup> Street Bridge will remain for vehicular access, while the Bridge Park will serve pedestrian and bicycle transportation in addition to a host of activities and programming as discussed in Section II of the report (Small Businesses in Anacostia). The completion of the 11<sup>th</sup> Street Bridge spans signifies an achieved milestone for the Bridge Park proposal.

### 1.3.4 South Capitol Street Corridor

To the west of the 11<sup>th</sup> Street Bridge, the South Capitol Street Corridor is a partially funded public project to replace the Frederick Douglass Memorial Bridge. In its place will be a scenic boulevard that increases safety and improves multi-modal transportation options on both ends of the Anacostia River. Additionally, a large portion of underused right-of-way (ROW) currently devoted to highway off-ramps will be consolidated and returned to more pedestrian and bicycle friendly uses. Much of this returned ROW will abut land parcels that are slated for large scale redevelopment over the next ten years, such as those at the western edges of Poplar Point and Barry Farm, and in this sense the improvements to the Frederick Douglas Bridge and greater South Capitol Street corridor will also carry an economic development benefit for those nearby communities. Construction of the new bridge is anticipated to begin in 2015, although funding approval and federal environmental analysis are still pending. This project will facilitate transportation between opposite sides of the river, both for vehicular traffic and multi-modal options.

### 1.3.5 Anacostia Streetcar

Another key future infrastructure driver around the Bridge Park and surrounding neighborhoods is the development and construction of a streetcar line. This significant transportation development will improve mobility within Anacostia and to other parts of the District. The inclusion of the Bridge Park area as a stop for the future streetcar represents opportunities both for park accessibility and economic development opportunities in surrounding communities.

The District Department of Transportation (DDOT) has started to install Anacostia's initial line (AIL), 1.1 miles of streetcar line connecting the Anacostia Metro Station to Joint Base Anacostia-Bolling (JBAB) by way of the Barry Farms residential area. Construction of that segment is ongoing and is scheduled for completion in December 2014 (DDOT 2014).

DDOT has conducted a National Environmental Policy Act (NEPA) environmental assessment (EA) process to determine the final alignment for the "Anacostia Extension" line, which will connect the



Anacostia Metro station end of the AIL to the 11<sup>th</sup> Street Bridge area (DC Streetcar 2014). In an EA report issued for public comment on March 17, 2014, DDOT recommended two alignments (Alternative 4 and Alternative 9) for final consideration.

Alternative 4 would follow local streets between Anacostia Metro and the 11<sup>th</sup> Street Bridge local span, while Alternative 9 would make use of an abandoned CSX rail right of way but skirt the Anacostia neighborhood to the north. Alternative 9 would include a side path for pedestrians and cyclists. Both alternatives have capital costs and right of way acquisition estimates totaling \$50 million (DDOT 2014). With proper connections to the existing trails along the Anacostia riverfront, the multi-use side path included in Alternative 9 could enhance the accessibility of the park area to cyclists and pedestrians. However, Alternative 4's proximity to businesses on the Martin Luther King, Jr. Avenue could be an additional positive force for economic development; it appears to offer a simpler connection of the streetcar line to the 11<sup>th</sup> Street Bridge local span.

Whichever alignment is selected, the proposed streetcar development will increase access to the Bridge Park, improve mobility for residents currently not served by the rail network, and induce transit-oriented development.

## 1.4 Community Space

The future Bridge Park will serve primarily as a world-class recreational and educational space for neighborhoods and residents nearby, but its impact on neighborhoods on either side of the river will vary according to the current and future state of community space in each area. West of the river already features a number of exceptional spaces, such as Yards and Canal parks, while the options east of the river are more mixed. There is thus high potential for the future Bridge Park to effect positive change east of the river by providing quality space for community uses. To identify current offerings and promising opportunities for each area surrounding the Bridge Park, it is important to understand the current and future state of community spaces on both sides of the river.

### 1.4.1 Poplar Point

The Poplar Point redevelopment plan calls for at least 70 acres of open space, which may be programmed for a number of community uses. A previous study of this land parcel recommended engaging the waterfront for educational and entertainment-related purposes (WDCEP 2009). The proximity of this site to the Bridge Park may provide opportunities for cooperation or synergy between Poplar Point and the Bridge Park. However, no specific development proposal or timeline has been approved and confirmed for Poplar Point, which means that the impact of Poplar Point will remain unclear for a considerable time into the future.

### 1.4.2 Yards Park

Yards Park is a 5.7-acre public park located within the Yards development near the Navy Yard. The park is well used, with more than 60,000 estimated visitors for special events, including yoga, movie nights, and a summer concert series (Yards Park 2014). Since development of the property by Forest City, the park property has since been transferred to DC government for public ownership. Park operations and programming, which are discussed further in Section III (Sustainable Funding), are the responsibility of the Capitol Riverfront business improvement district (BID). The design and programming of Yards Park has received acclaim, including the 2013 Open Space Award from the Urban Land Institute.

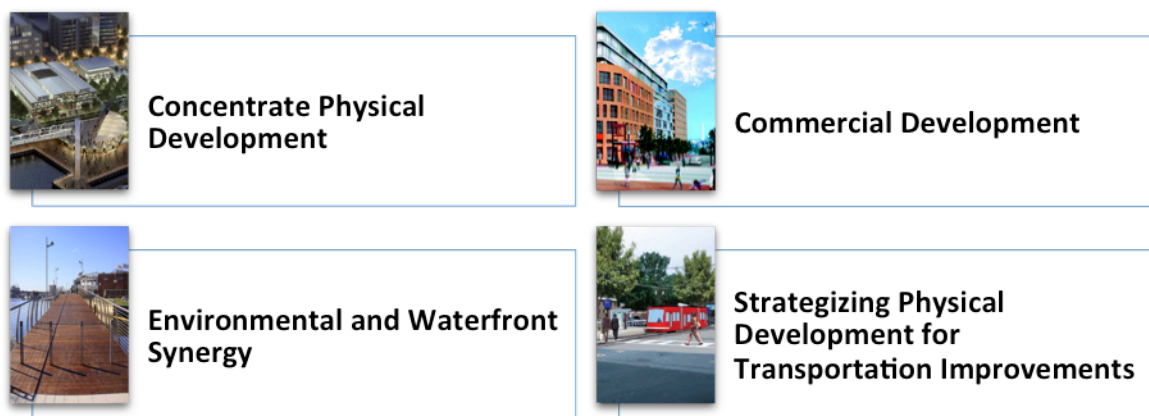
### 1.4.3 St. Elizabeths

A prominent feature of the St. Elizabeths East Campus redevelopment is the Gateway Pavilion (“G8WAY DC”) that will feature performance space, merchant space, and public recreation and event space. The Pavilion is already home to a number of unique events, such as the “Ice Slide” aimed at families and children and weekly yoga classes. As the St. Elizabeths site develops, the Gateway Pavilion is envisioned as a place for local businesses to cater to foot traffic from the retail/office and residential uses of the larger projects of the St. Elizabeths east campus (In perhaps a small reflection of future possibilities, the organic grocery chain Whole Foods has begun holding a monthly farmer’s market at the Gateway Pavilion, where residents can access fresh produce and other healthier eating options for lower prices than they would pay in a brick-and-mortar Whole Foods location [O’Connell 2014]).

## 1.5 Recommendations

Current and planned projects can increase the viability of the Bridge Park and bring economic opportunities for residents. The recommendations below propose how the Bridge Park can leverage these projects to catalyze and support growth and community development.

*Figure 1.4. Recommended development strategies for the Bridge Park*



### 1.5.1 Concentrate Physical Development

**Locating places of employment, residence, and leisure close to the Bridge Park will promote multi-purpose utilization of the park.** New development should be publicly accessible from the Bridge Park by providing walkable access. Employees and residents in the developments should be able to easily walk to the Bridge Park, and Bridge Park visitors should be able to easily walk to nearby developments. In turn, the Bridge Park can become associated with the surrounding neighborhood and provide reciprocal placemaking benefits.

The Poplar Point development, located on the southern bank of the Anacostia River directly southwest of the Bridge Park, may have the greatest potential to optimize this development strategy. While approximately 70 acres of the site are dedicated for parkland, the developable portion of the property should be located close to the Bridge Park to be a gateway to Anacostia. This development should be constructed to encourage pedestrian travel beyond the Bridge Park into adjacent neighborhoods and along the Anacostia waterfront.

### 1.5.2 Commercial Development

Commercial and mixed-use development provides the opportunity to establish the Bridge Park and surrounding locations as a destination while simultaneously meeting needs in nearby communities. Through future development, a variety of retail offerings should be provided to serve communities on both sides of the river, including newly arrived employees and Bridge Park visitors. **The Bridge Park's success – not merely economic, but in terms of the park's mission – will be greater if it can help catalyze nearby development that is beneficial to all residents.**

Developers in the vicinity of the Bridge Park should continue to pursue public private partnerships with the District to optimize the productivity of District-owned property. The existing District-owned office space at Martin Luther King Jr. Ave SE has additional tenancy potential, given the District's interest in relocating the Reeves Center to this location. Additional District services or other District government offices and employees could be relocated to Anacostia to support employment and transportation volume on this side of the river, optimizing usage of the Bridge Park by enhancing multiple office employment locations. Indeed, if the Curtis Properties/Four Points LLC development adheres to its stated plans, a large number of additional government employees will be locating along MLK Ave SE over the next two or three years.

Public private partnerships can extend beyond those between the City and private property owners or developers. For example, ownership of the previously-discussed Yards Park has been transferred from the developer, Forest City, back to District government, which dedicated maintenance responsibility to the Capitol Riverfront BID. Transfer of the park to public ownership and quasi-public maintenance and programming responsibility has allowed for increased accountability to help ensure the park is used for the widespread benefit of the public.

### 1.5.3 Environmental & Waterfront Synergy

Utilization of the waterfront is a longstanding goal of the District, and both for-profit developers and non-profit groups in the area share this perspective. Through the AWI, the Urban Water Federal Partnership, and various local-level efforts in Anacostia, a strong preference is noted for developments that promote recreational activity, celebrate the waterfront, provide employment opportunities, educate local youth, create a community identity, and provide greater accessibility and mobility. These are all shared goals supported by local and federal partnerships. **In support of these goals, future development along the waterfront should prioritize connection with the Anacostia Riverfront Trail to provide accessible public space that can support economic opportunity.** Connecting destinations is a goal of transforming waterfront areas (Project for Public Spaces 2014), and may be especially valuable when access to these areas targets pedestrians and bicyclists.

Private interests share these sentiments of public support to optimize the scarcely remaining undeveloped waterfront areas in DC. Developable waterfront areas along the Potomac and Anacostia are sparse, and the demand to develop, live, or recreate in these areas is strong, as reflected in current investment in *The Wharf* and *The Yards* developments. Interviews with members of the development community support interests to utilize the waterfront to stimulate economic growth and neighborhood development.

Moreover, publicly available waterfront space should be programmable to provide a host of water-dependent and other activities that may be unique to the Anacostia River. This can include boat landings for personal or rental boating, open areas for farmers markets, and programmable areas to include

concessions. These dynamic areas should be located on both sides of the bridge and host a variety of activities to attract residents from both sides of the river to utilize these amenities. Through partnering with developers, accessible waterfront programming could maintain public access at the waterfront, whilst integrating a variety of activities to encourage year-round usage and higher attendance.

#### 1.5.4 Strategizing Physical Development for Transportation Improvements

A 2013 Virginia Tech Studio Report (Anderson et al. 2013), illustrated significant challenges in accessing the Bridge Park from Anacostia. These challenges are not insurmountable and may be addressed through public private partnerships. The Anacostia Freeway is a prominent physical barrier between the Anacostia community and the Bridge Park and makes access to the bridge site uninviting. The 2004 Anacostia Transit Area Strategic Investment Plan recommends the widening of the sidewalks on Good Hope Road between Martin Luther King Jr. Avenue SE and the Anacostia Park. The 2013 Virginia Tech Studio Report (*Access, Walkability, and Wayfinding*, Anderson et al. 2013) recommends implementing this goal as well as providing arts or illumination to increase the functionality and attractiveness of this access point. Significant development is envisioned on the parcels immediately to the west of this access point, and a public private partnership could serve as a tool for implementation in conjunction with new development.

Long-term development strategies to further connect the Bridge Park to the Anacostia community could include physical modifications to the elevated Anacostia Freeway. This monolithic highway could be made less imposing by depressing the roadway or modifying the road design and width to incorporate transportation design principles that are less physically imposing. The removal of an elevated freeway in San Francisco's Embarcadero has catalyzed revitalization of this area's waterfront into a dynamic attraction today. Embarking on this long-term strategy will require changing transportation conditions and considerable political will to support this costly project; however, it may provide the greatest benefit to reconnect this community that was separated from the waterfront when the elevated freeway was constructed.

## 2. Small Businesses in Anacostia

This section examines the role of small businesses in Anacostia and how they might play a role in the Bridge Park to ensure and incentivize local hiring practices and capture value within the surrounding area. While Section 1 generally considers both sides of the river, Anacostia was chosen as the unit of analysis in Section 2 for two reasons. First, the neighborhood has the closest commercial district to the Bridge Park's eastern end. This area is well positioned to benefit from Bridge Park visitors who might extend their visit beyond the Bridge Park itself. Second (and as previous sections have discussed), the Anacostia neighborhood sits among others with lower household incomes; partially as a result, the area has fewer retail destinations than other parts of DC. With this in mind, Anacostia has the greatest room for retail growth that could result from Bridge Park visitors.

This section is broken into three subsections. Sub-Section 2.1 offers an overview of the small business community and summarizes our research and interviews. Sub-Section 2.2 examines short and long-term strategies that may help Anacostia leverage the opportunities of the Bridge Park. Sub-Section 2.3 concludes with recommendations based on research, interviews and discussions.

### 2.1 Analysis of Current Conditions and Opportunities of Anacostia

This assessment of the current state of small businesses in Anacostia includes information from a variety of sources: a review of articles in the local press focused on small business and Anacostia was conducted; the business database ReferenceUSA was utilized to understand the composition of existing businesses; and interviews with key stakeholders in Washington, DC and Anacostia were conducted. The following is a summary of the major findings and themes.

#### 2.1.1 Press Coverage

Press coverage of the businesses community in Anacostia has largely focused on the lack of sit-down restaurants and has framed the attraction and success of restaurants as the bellwether of the neighborhood's turnaround (Schwartzman 2012). The openings of Big Chair Coffee and Grill and Uniontown Bar and Grill were heralded as signs of the neighborhood's changing market; when they closed, they became signs of the neighborhood's failure (Muller 2011). Now that both have reopened under new owners, they are once again portrayed as signs of hope for Anacostia's future.

Press coverage also details some skepticism about the market for sit-down restaurants in Anacostia. In an article in The Washington Post, some prominent Washington, DC restaurateurs expressed doubts about this market opportunity. Paul Cohn, owner of the twenty year old, successful downtown DC restaurant Georgia Browns, told The Washington Post that he decided against opening a restaurant in Anacostia because of the lack of nighttime foot traffic on MLK Avenue. Similarly, early H street restaurateur, Joe Englert, suggested that the neighborhood was not ready for investment (Schwartzman 2012). The recent failure of an organic market also raises questions of the market potential in Anacostia. YES! Organic Market, which opened in Anacostia in 2010 with the help of a \$900,000 grant from the DC government, closed shop in 2012 after reportedly never having a profitable month (O'Connell 2012).

The tone and the focus of the press coverage send an overall message that Anacostia is still an undesirable business location. For example, a January 2013 Greater Greater Washington article does little to entice shoppers to visit:

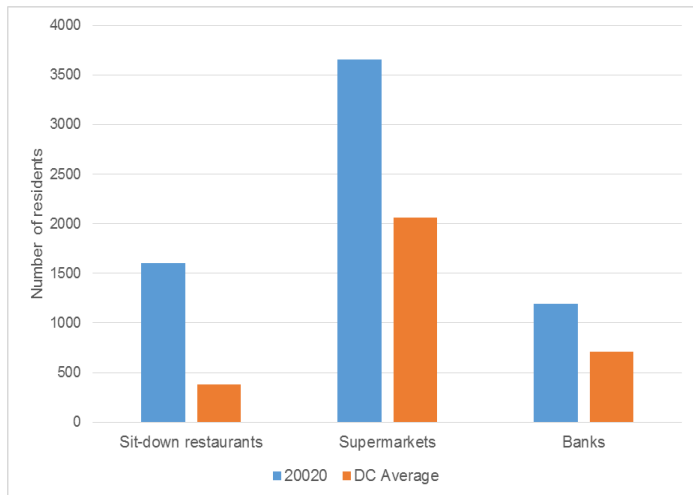




With these circumstances in mind, can Anacostia attract the types of businesses (independent or not) that might draw visitors from the Bridge Park? To help answer this, it was necessary to deploy the criteria provided in the Vibrant Streets Toolkit. In short, the Toolkit consolidates key criteria that retailers seek when determining the neighborhoods in which to locate. (Please see Section 2.2.1 for an explanation of this resource).

For this analysis, the area within a half-mile and a full mile from the neighborhood center was examined. This radius was used to capitalize on available statistics about the neighborhood from the Washington, DC Economic Partnership. Table 2.1 includes some criteria from the Toolkit as well as Anacostia characteristics within the two radii.<sup>2</sup>

**Figure 2.2.** Residents per business type in Washington, DC and zip code 20020



Source: Reference USA. 2014.

**Table 2.1.** Minimum conditions for urban retail submarkets.

Criteria	Minimum Conditions for Urban Retail Submarkets		Anacostia	
	Food and Beverage	General merchandise, apparel, furnishings, & other	0 – ½ mile	0-1 mile
<b>Population</b>	At least 7,500 within ½ mile	At least 30,000 within 1 mile	10,474	29,621
<b>Educational Attainment – Bachelor’s Degree or higher</b>	At least 25% of residents	At least 30% of residents	13%	13%
<b>Median Household Income</b>	At least \$45,000/year for households within ½ mile	At least \$50,000/year for households within 1 mile	\$34,808	\$31,976
<b>Metro Accessibility</b>	A Metro stop w/in 3 blocks	Metro accessibility often irrelevant	Anacostia station	Anacostia station
<b>Vehicular Traffic Counts</b>	At least 7,500 vehicles per day	At least 15,000 vehicles per day	10,200-15,300 15,400 63,000-87,600	Good Hope Rd SE MLK Jr. Ave SE I-295

Source: Streetsense 2012.

In some respects, the area closest to the Bridge Park (within ½ mile of Anacostia’s center) fares well. It has over 10,000 people within ½ mile, a Metro station three blocks away, and over 15,000 vehicles per day along Martin Luther King Jr. Avenue and over 10,000 vehicles per day along Good Hope Road (WDCEP 2014a). This suggests that the area has the minimum criteria to support sit-down restaurants

<sup>2</sup> The Vibrant Streets Toolkit includes the following criteria that retailers use to assess a potential location: population, median household income, daytime population, educational attainment, pedestrian counts, Metro accessibility, vehicular traffic counts, level of retail competition, and cannibalization (i.e. when a new store opens and threatens to reduce the sales of an existing store).

(part of the “food and beverage category”). However, the median household income of roughly \$35,000 significantly lags behind the income threshold, as does the education attainment rate of 15% with Bachelor’s degree or higher. And, when considering the minimum requirements for general merchandise, apparel, furnishings, and other items, the area does not meet those of education attainment nor median household income.

This quick analysis shows that Anacostia has some pieces in place to support the business types previously shown as lacking: sit-down restaurants and general merchandise (grocery stores included). Additional economic analysis is needed to show whether potential Bridge Park visitors can “make up for” the difference between the neighborhood’s current socio-economic characteristics and what retailers are seeking; that is, these visitors might have sufficient spending power to support restaurants and even merchandise retailers. Additionally, art assets (discussed below) and the Bridge Park itself could serve as important draws to capture additional spending power.

### 2.1.3 Interviews with Key Stakeholders

Key information sources for our analysis were interviews with stakeholders in Washington, DC and the Anacostia neighborhood specifically (see references for individual sources). Across the interviews, certain themes emerged as necessary to create an environment for small businesses and entrepreneurs to thrive. These themes included:

- The need for a clean, attractive business environment
- The opportunity that the arts-focused businesses present in Anacostia to attract visitors and customers
- The need for a centralized organizing body to galvanize local stakeholders.

## 2.2 Best Practices and Recommendations

### 2.2.1 Metrics-Based to Needs Assessment

The findings suggest that the business adage “you can’t manage what you can’t measure” may also apply when developing a small business community. To chart a path to growth, you first need to understand current conditions and – just as importantly – the extent to which those conditions do or do not meet small business needs. It is important to ask: does a neighborhood have the population, income levels, and traffic that retailers need in order to open businesses? Fortunately, a resource exists that helps all community stakeholders answer those questions: the Vibrant Streets Toolkit.

In 2009, DC Office of Planning (DCOP) acted on a long-running concern about losing retail spending to surrounding jurisdictions. DCOP sought to create a metrics-based tool through which its current retail clusters could be measured; this tool could be provided to community leaders, neighborhood residents, and business owners to benchmark whether a street could attract particular types of businesses. Streetsense, a Bethesda-based retail design and consulting firm, consolidated a host of metrics for vibrant retail streets throughout the world. Metrics included surrounding household incomes, average daily traffic, the presence or absence of supporting community organizations, and the presence or absence of overhead power lines. What resulted from this research was an accessible document that distills the key details of business attraction and retention and charts a course for making a street more vibrant.

The Toolkit focuses on the following: components of a vibrant street; best practices in creating and maintaining a vibrant street; the criteria retailers have for locating in an area; a self-diagnostic assessment; and implementation steps. Simple metrics are listed (e.g. daytime population, retail competition, and pedestrian counts) and examples are given to help the user understand how businesses approach site selection.

The Toolkit's applicability to DC is consistently reinforced by specifying which retail streets are models for various DC streets. For example, North Market Street in Frederick, MD is a model small-scale shopping street for Georgia Avenue NW in Petworth, while Newbury Street in Boston, MA is a model destination retail street for the Dupont Circle area.

To date, the Toolkit has been used by representatives of 11 DC neighborhoods (including Anacostia) via technical assistance training sessions. Streetsense led these sessions and helped attendees assess their particular neighborhood, brainstorm opportunities for growth, and outline steps to achieve those opportunities. The technical assistance sessions in each neighborhood produced certain products; in Anacostia, these included a safe streets audit; a non-retail spatial uses assessment; a neighborhood marketing brochure; and training for neighborhood stakeholders to become volunteer retail brokers (Khan, 2014). An attendee at the pilot initiative using the Toolkit remarked, "Instead of just talking in generalizations you were actually able to have focused direct conversation...I found it to be beneficial because it was specific" (Marlowe 2013).

As mentioned, the Toolkit has already been used by some Anacostia community members. Therefore, **it is recommended that the Toolkit be continuously used to assess the current retail environment and determine what businesses the neighborhood can and cannot realistically expect to attract.** The Toolkit itself empowers all neighborhood stakeholders to measure, assess, and act on the conditions they see. Its objective measurements of successful retail areas remove the subjectivity that is sometimes brought to discussions about retail attractiveness (i.e. that an area "should" have a certain business type, like a coffee shop or a small grocery store). Stakeholders with different points of view and motivations can jointly witness the metrics Anacostia does and does not meet. Commonly defining a problem is the first step to commonly defining a solution.

### 2.2.2 Art District Strategies

Arts as a tool to create jobs and revitalize neighborhoods became part of the urban planning/economic development lexicon after the art-based transformation of vacant warehouses in New York's South of Houston Industrial Area, known today as SoHo (Johnson 2011). While there are many different types of art-based economic development programs (ranging from world-class art institutions, to street art, to ethnic cultural celebrations), most approaches typically share common goals to:

- Maintain or grow the economic base
- Transform place
- Attract and retain knowledge workers and residents
- Stimulate neighborhood arts and activities
- Support sustainable development (Johnson 2011)

Policies that go hand-in-hand with artists/artisan districts are artist-friendly zoning, incentives for affordable artists housing and live/work space, marketing campaigns aimed at attracting tourists,

incentives for creative incubators, and rehabilitation of vacant buildings and warehouses for art production or showcase space (Johnson 2011).

Stakeholder interviews pointed to Anacostia's budding art and culture scene as an opportunity for the neighborhood and one that could be leveraged to support the Bridge Park. Anacostia has a number of art assets within close proximity of the Bridge Park. They include:

- ARCH Development Corporation (ADC): ARCH is a community-based development organization dedicated to improving Anacostia through arts and culture. Its vision (ADC 2012) is "Creating a home for small businesses, artists, arts and cultural organizations to fulfill our commitment to the revitalization and sustainable economic development of Historic Anacostia." In addition to offering five arts studios in 2014 at a discounted rate (Anacostia Arts Center 2014), it has helped the following initiatives:
  - Anacostia Arts Center: Opened in 2013, Anacostia Arts Center has a 1,000 square foot black box theater, pop-up gallery space, five gallery or boutique spaces, a bar/restaurant, and an 800 square foot lounge ("Neighborhood Profiles: 2014 Edition" 2014).
  - Honfleur Gallery: A 1,700 square foot gallery focused on cutting edge contemporary art ("Mission" 2014).
  - LUMEN8 ANACOSTIA: A multi-week festival of art installations, pop-up galleries, and programming. It has highlighted the potential of Anacostia as a revitalized art district (DeBonis 2012). ARCH and the DCOP supported and funded Lumen8 through a \$75,000 grant (Fischer 2013). The festival attracted over 100,000 people and was seen as a major success. A second Lumen8 festival occurred in June and July 2013, while a third is planned for September 2014 and will showcase the new Anacostia Arts Center.
- Anacostia Playhouse: This is the former H Street Playhouse, which helped revitalize the H Street corridor during the 2000s. The owners decided to move to Anacostia after being priced out of H Street (DePillis 2012). The new location opened in 2013 and features a theater with 120 flexible, reconfigurable seats and serves as both a rental facility and a production organization (Anacostia Playhouse 2014).

**It is recommended that these current art assets be leveraged to enhance Anacostia's small business community.** To understand how art can be leveraged, this report offers an exploration of the art-focused programs in the River North District of Denver, Colorado and new artist housing and studio space in the Brookland neighborhood of Washington, DC.

#### 2.2.2.1 River North Art District, Denver, CO

One recent example of a community where art has helped lead revitalization and attract new small businesses is Denver's River North Art District (RiNo). A local real estate and development blog (Infill 2014) described the area as follows: "for decades the River North district has been isolated from the rest of the city by a tangle of rail yards and viaducts, keeping it out of the public spotlight and off the radar screen of the development community." However, in recent years this area has been revitalizing, so much so that a 2013 *New York Magazine* travel article (Schechter 2013) advised readers to ride bicycles on the "Platte River Trail up to RiNo, a vibrant art district made up of abandoned warehouses, raw industrial spaces, and mixed-use studios."

RiNo began in 2005 as the brainchild of two gallery owners. The appeal of RiNo was that it offered affordable space for art production. This was a significant difference for Denver artists, as they were priced out of established arts-based areas of the city that became high-priced gallery and entertainment districts (Kaplan, pers. comm.). Nine years later, RiNo includes 100 small businesses and has become a major stakeholder in the city's discussions about development and infrastructure improvements in the area (Weil, pers. comm.).



*Mural in RiNo.*  
Source: River North Art District.

From the beginning, creating a unified brand was a core focus for RiNo. It was viewed as a necessity to get foot traffic to the pedestrian unfriendly area as well as overcome public safety concerns. Interviews of RiNo's leadership indicated that the RiNo logo (a rhinoceros) was instrumental in originally getting the area recognized by the Denver community. Additionally, sculptures and murals helped activate empty streets and the sides of vacant buildings and further promote the brand. District-wide events have also helped make new consumers familiar with the area. To date, its branding efforts have been quite successful. Members of the RiNo district display a now ubiquitous orange rhino in storefront windows; its email newsletter has around 10,000 subscribers; and RiNo is the accepted name by the public, media, and development community (Kaplan, pers. comm.).

The initial artists in the neighborhood have helped shepherd in a wave of small businesses including restaurants, bars, coffee shops, and breweries. Interviews suggest a symbiotic relationship between the area's artists and new retail and service businesses. The original artists (and public art) helped revitalize the neighborhood and establish a "hip" brand, while the other retail businesses help attract new customers and dollars into the neighborhood. Additionally, the real estate community is now extremely interested in the area. Zeppelin Development was the first developer in the area and – in the early 2000s – had trouble getting traditional financiers to see the area as a good investment. Now, with five completed buildings 100 percent leased, Zeppelin has little trouble convincing financiers of the potential of the area (Woldum 2013).

The RiNo District offers a number of lessons for small business planning and arts-based development around the Bridge Park. First, vacant real estate could be marketed for artist use. Artists were initially drawn to the RiNo because it was a more affordable part of the city to locate and create art (verses just display art in galleries). Similarly, Anacostia offers affordable space to artists who may be priced out of trendy neighborhoods in DC. Economic development stakeholders in Anacostia could assess existing, vacant spaces and identify those that would be well suited for art studios. These potential spaces could be actively marketed towards artists in the region.

Second, art can be a branding tool. RiNo's focus on branding offers another important lesson for Anacostia. Like Anacostia, RiNo suffered from a lack of foot traffic and perception challenges (in this



case, the perception that it was an industrial wasteland). To this end, the artists actively engaged in creating an organization to brand itself, create buzz, and organize events. The symbol they created is promoted everywhere, from storefronts, to murals and sculptures, and events (see following section). By uniting behind a single brand, the community was able to change its narrative and promote a new image. Similarly, incorporating art into Anacostia's brand may help turn the conversation away from a focus on the lack of retail to a focus on the concentration of creative artists. As the Bridge Park is developed, it can also associate itself with art-based branding to develop a link between the Bridge Park and the neighborhood (and local businesses).

While art can be helpful in changing the narrative, it can be also be ineffective or even divisive if it is considered inauthentic. Anacostia, unlike RiNo which was largely industrial, has existing residents that need to be considered when using art as a branding tool. Additionally, art that comes across as corporate verses grassroots and artist-driven may also be problematic.

#### 2.2.2.2 *Brookland, Washington, DC*

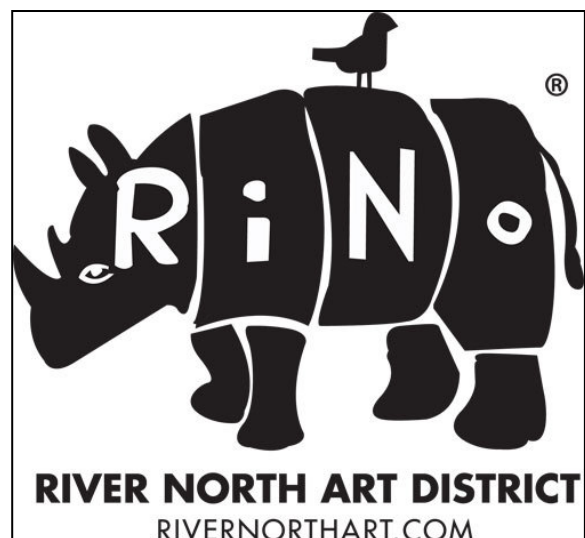
As Anacostia cultivates art entrepreneurs, the Brookland neighborhood in Washington, DC also presents a number of lessons. Since 1986 the neighborhood has been home to Dance Place, a respected dance studio and company. Building off of that success, Brookland has two recent projects devoted to attracting artists to the neighborhood.

Monroe Street Market is a privately financed mixed-use development adjacent to the Brookland/Catholic University Metro station. Opened in 2013, the development features 27 studios that line the ground floor of two adjacent buildings. The studios face a pedestrian-friendly promenade and are flanked by restaurant spaces on either end. Studios are between 300 and 625 square feet and feature concrete floor and glass windowed garage doors. Rents range from \$390-\$850 a month (CulturalDC 2014).

The creation of new studio space would provide Anacostia with a tool to attract artists who may have been inclined to consider other DC neighborhoods. Similar to Brookland's Monroe Street Market, new development slated to occur in Anacostia (see Section 1) could be leveraged to attract new art entrepreneurs and further solidify Anacostia's art brand by including art-focused features like studio space.



*Brookland Arts Walk*  
Source: Monroe Street Market 2014



*RiNo Logo*  
Source: River North Art District



As of Summer 2013, all of Monroe Street Market’s studios have been rented and the building has had to implement a waiting list, suggesting that there is a broader market for studio spaces in Washington (CulturalDC 2014). Just as they have done in Brookland, community leaders or developers could pursue artist-focused development in Anacostia.

Another strategy to attract new art entrepreneurs to Anacostia is to explore the creation of dedicated artist housing, similar to that of Brookland neighborhood’s Artspace. This effort is a collaboration between Dance Place, Artspace (a Minneapolis-based developer of art facilities), and the DC Department of Housing and Community Development. The development has 39 live and work artist spaces available for those whose income is up to 60 percent of the area median income. According to Artspace’s website, the building is fully occupied and the wait list for spaces is around two years, suggesting that there is demand in the District for additional units like these (Artspace 2014).



Brookland Artspace Lofts  
Source: Artspace 2014

### 2.2.3 Use Elements on or near the Bridge Park to Draw Visitors into Anacostia

Once the nascent arts community is strengthened, **it is recommended that physical and programmatic elements be included on or near the Bridge Park itself to inspire visitors to continue into the Anacostia neighborhood.** Doing so accomplishes two objectives: first, small businesses – specifically those devoted to arts – can be featured on the Bridge Park and second, Bridge Park visitors can become Anacostia customers.

#### 2.2.3.1 Self-Guided or Guided Tours from the Bridge Park into Anacostia

*The first way to link the small business community to the Bridge Park is to install physical markers that create a path from the Park to Anacostia.* Helpful examples abound. Perhaps the simplest is Boston’s Freedom Trail, in which a red line is literally painted onto the pavement, leading trail followers from one historic location to the next in the North End of the city. The distinctive line marking the trail (figure 2.3) was completed in 1958. The trail itself attracts an estimated 3.2 million people per year and is even estimated to generate over \$1 billion in annual spending (Freedom Trail Foundation n.d.).

A second example of drawing people into a neighborhood comes from the aforementioned

Freedom trail in Boston, MA.



Source: Emiliano 2014.

RiNo arts district. In May 2013, neighborhood artists participated in a neighborhood-wide open house. Central to this event was a scavenger hunt, in which visitors could find 100 custom ceramic medallions hidden around the district. This approach could be replicated in Anacostia with its own neighborhood-wide open house, preferably that would start at the Bridge Park, and its own emblematic figurine or medallion that could be hidden throughout the neighborhood.

A third method takes advantage of an existing resource: expanding the District's existing African American Heritage Trail. Managed by the non-profit Cultural Tourism DC, this particular trail is a multi-



*RiNo medallion*  
Source: Emiliano 2014

neighborhood feature in which notable sites are designated by a plaque that includes the history of that site. There are ten sites in and around Anacostia, creating a natural backdrop against which to add a stop on the Bridge Park itself. To be sure, adding a Heritage Trail stop on the Bridge Park will be challenging from the perspective of determining what historic information (if any) can be portrayed about the Bridge Park or its vistas. Regardless, a Heritage Trail stop on the Bridge Park that – importantly – indicates where other stops occur can motivate visitors to explore Anacostia.

A guided walking tour goes one step further to assuage any trepidation about exploring a new neighborhood, as the visitor will be led by a knowledgeable guide. Furthermore, guided walking tours can lead participants to specific businesses. Models abound, including a fashion walking tour of the New York City Garment District and food tours of different Chicago neighborhoods; Anacostia itself already has one guided walking tour, given by a local historian and author. Regardless of the type, arrangements can be made to visit Anacostia art studios, coffee shops, and restaurants along the way so participants are deliberately introduced to these establishments, perhaps even meeting the business owner. This familiarity could lead to additional, future visits to that business.

Last, self-guided and guided walking tours should work with organizations that create Heritage Trails and lead walking tours. Fortunately, a single organization (Cultural Tourism DC) both designs the Trails and leads semi-annual walking tours and could therefore be a partner for these activities. Perhaps the most explicit way to include Cultural Tourism DC into the walking tour idea is to devote a small space on the Bridge Park for a visitor center. Much like the U Street Visitor Center, this space can include information about the Anacostia River and the history of the communities that run along both banks. The benefits of utilizing Cultural Tourism DC lie in its existing capabilities to research community history and create programs and communication pieces that visitors can utilize as they explore the neighborhood.

#### **2.2.3.2**      *Anacostia Artists on the Bridge Park*

The second way to link the small business community to the Bridge Park and attract visitors to Anacostia is to feature work of Anacostia artists. Art installations would be included on the Bridge Park and – crucially –



*Sculpture along the High Line*  
Source: High Line Art

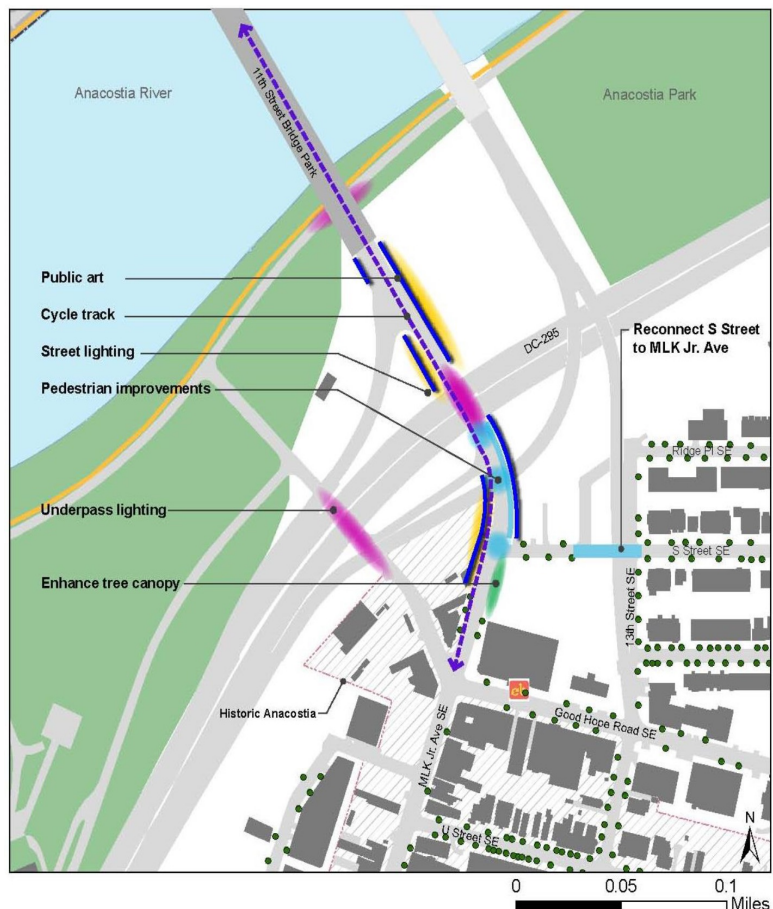
indicate that the work came from an artist whose studio is less than a ten-minute walk from the installation. Those impressed and intrigued by the art installation become potential studio visitors. The High Line in New York City is an increasingly popular example of how rotating art installations are featured along an elevated pedestrian park. Perhaps most interesting about the High Line art project is its proclaimed goal of “inviting artists to think of creative ways to engage with the uniqueness of the architecture, history, and design of the High Line and to foster a productive dialogue with the surrounding neighborhood and urban landscape” (High Line Art 2014). This initiative is supported by grants from public and private entities, including the Friends of the High Line, the New York City Department of Parks & Recreation, the Brown Foundation, and the New York State Council on the Arts.

In addition to visual art, live performing art can also be featured on the Bridge Park. The Anacostia Playhouse is emerging as the source for local, performing art, and their plays and musicals can be featured on the Bridge Park. To be specific, a troupe of actors can perform a five- to ten-minute excerpt from their show, thereby both entertaining and piquing the interest of Bridge Park visitors.

### 2.2.3.3 Inviting and Interesting Spaces

Lastly, points of visual interest can be installed between the Bridge Park and Historic Anacostia. These points will draw pedestrians to see and experience them, thereby bringing the pedestrians closer to the Anacostia business district and making any remaining walk much shorter and feasible. More specific recommendations can be found in the 2013 Virginia Tech report (Anderson et al. 2013), in which students analyzed and gave recommendations on how to improve the access, walkability, and wayfinding to and from the Bridge Park. As described in the report, “The gateways and entry points to the Bridge Park should be comfortable, safe, and interesting,” and “the approach from the Bridge Park should clearly define a sense of arrival” (p. 12). The report’s recommendations are presented in figure 2.3, in which a combination of public art, lighting, and general pedestrian improvements create an inviting and safe experience for getting onto the Bridge Park. Both the principles and the recommendations are equally applicable in terms of drawing visitors off of the Bridge Park and into Anacostia.

**Figure 2.3.** Virginia Tech Pedestrian Access Recommendations



Source: Anderson et al. 2013



In addition to pedestrian amenities, parklets can be installed in Anacostia, in areas surrounding the Bridge Park. Parklets are small, temporary installations in an on-street parking space. As the City of San Francisco describes them, parklets “(provide) a place for merchants, community organizations, business owners, and residents to take individual actions in the development and beautification of the City’s



*Parklet in San Francisco, CA*  
Source: City of San Francisco n.d.

public realm” (City of San Francisco). Parklets can include vegetation, benches, child play areas, picnic tables, and art installations, all to improve the use of a public area.

As shown in figure 2.4, the walk between the future Bridge Park and Historic Anacostia currently has underused open spaces in which parklets could be installed (thereby deviating slightly from the San Francisco model of using on-street parking spaces). These spaces include empty lots around 1115 Good Hope Road (the building with the iconic Anacostia script sign) and directly adjacent to 1800 Martin Luther King Avenue. Both can be filled with inviting spaces, creating an intermediate destination for Bridge Park visitors before continuing into the commercial district.

*Figure 2.4. Potential parklet locations (in red) near the Bridge Park*



Source: Google Earth 2014

Last, a prominent gateway could be installed just beyond the Bridge Park as one enters Anacostia. Gateways have been used as physical entryways that signify an entrance to a community and are common features in special districts and parks. Gateways can be implemented in a variety of ways (see figure 2.5). They can be interpreted literally, like the Friendship Archway in DC’s Chinatown, or the Gateway Bridge in the Netherlands. They can also be interpretive, like the concept design for Chicago’s Roosevelt Road by placemaking firm Site Design Group, Ltd. The source of the gateway’s design can come from a number of places. The coordinating capacity of the Anacostia BID is well suited to organize a formal design competition, roughly modeled after the competition for the Bridge Park itself.

Alternatively (or in conjunction with the design competition), Anacostia residents could participate in community charrettes in which they brainstorm gateway ideas and/or review the competition options.

*Figure 2.5: Types of gateways: non-structural, structural, and public art*



#### 2.2.4 Centralized Organizing Body

Considering the three recommendations above (measuring the business environment, leveraging the arts, and connecting the Bridge Park to Anacostia), the question remains: who could coordinate these steps?

Research on small business development strategies suggests that a unified vision, defined leadership, and strong communication are characteristics of successful programs (NJPPRI 2014; APA 2014; McConnell et al, 2012). According to the National League of Cities, strong local leadership can bring together service providers and business groups to help identify gaps, encourage collaboration, and can be a centralized information source.

A review of Washington, DC small business programs and interviews with community leaders suggest that – while there are many small business champions in DC and Anacostia specifically – an agreed upon vision has not yet taken hold in Anacostia. For example, the three major, local organizations each have a different vision for the area. These are:



1. ARCH Development Corporation (ADC) is a non-profit organization that supports creating and maintaining an arts district in Anacostia. It supports this vision by offering loans for arts and creative industries (ADC 2014).
2. Anacostia Economic Development Corporation (AEDC) focuses on development of single and multi-family housing, neighborhood retail and office projects, and a shopping center to serve residents who live east of the Anacostia River in Washington, DC (AEDC 2014a).
3. Four Points LLC is a real estate development company that specializes in mixed use and urban infill development and has its headquarters in Washington, DC. As described in Section 1, the company plans to develop nearly 500 new homes, 144,000 square feet of retail, and 900,000 square feet of office space in Anacostia (Muller 2013).

Interviewees suggested that, while these visions are important and complementary, they are not entirely coordinated. The new Anacostia BID has the potential to play the coordinating role. Therefore, **it is recommended that the Bridge Park work with the BID to accomplish the shared goals of a clean, inviting business environment and identifiable neighborhood brand.**

In Washington, DC, BIDs are defined commercial areas supported by property owners and tenants who pay mandatory, yearly assessments for enhanced services (e.g. ambassadors to BID visitors) and the maintenance of clean streets and storefronts (AEDC 2014b). Major local business organizations and property owners in the area govern the Anacostia BID, including:

- Stan Voudrie, Four Points LLC
- Jeff Epperson, Urban-city Ventures
- Dennis Garbis, Environmental Design and Construction
- Duane Gautier, ARCH Development Corporation
- Philip Hutinet, Honfleur Gallery
- Stanley Jackson, Executive Director of AEDC
- Dr. Michael Kim, Grubbs Care Pharmacy and Medical Equipment
- B. Doyle Mitchell, Industrial Bank
- Nikki Peele, The Hive + The Hive 2.0
- Alex Woldu, National Service Contractors

This group is uniquely positioned to bring together stakeholders to help create an environment to thrive.

BIDs can also support local businesses because of their ability to create clean, attractive business environments. For Anacostia small businesses to capture new clients who use the Bridge Park, a clean, attractive street experience is essential. Indeed, interviewees from the area mentioned the need for vacant and unattractive buildings to be better maintained and streets to be better cared for and cleaned (Wilson, pers. comm.; Peele, pers. comm.; Grandis, pers. comm.).



*Safety and Maintenance workers, or SAMs, from the DowntownDC BID.*  
Source: DowntownDC 2014.

BIDs in other parts of Washington, DC have successfully created clean and safe streets and ultimately helped rebrand their area as friendly for visitors and businesses. For example, the DowntownDC BID employs a group of people responsible for maintenance and upkeep, known as Safety and Maintenance workers (SAMs). SAMs were established to promote the principles of a "clean, safe and friendly" area. Their duties include removing litter, trash, posters, and graffiti from downtown streets as well as planting flowers and hanging promotional banners. They also offer directions, notify police of issues, accompany workers to garages or public transportation, and report major defects in public spaces (DowntownDC 2014). Table 2.2 contains a sample of assistance that SAMs provided in 2012 (Sam Stats 2014):

*Table 2.2. SAM Services Performed in 2012*

Service	Amount
Homeless people assisted	8,984
Citizens assisted	316,402
Citizen escorts provided	131
Aggressive panhandling incidents	1,115
Bags of litter removed	180,955
Instances of graffiti removed	496
Vandal stickers removed	1,909
Blocks cleaned of gum	234

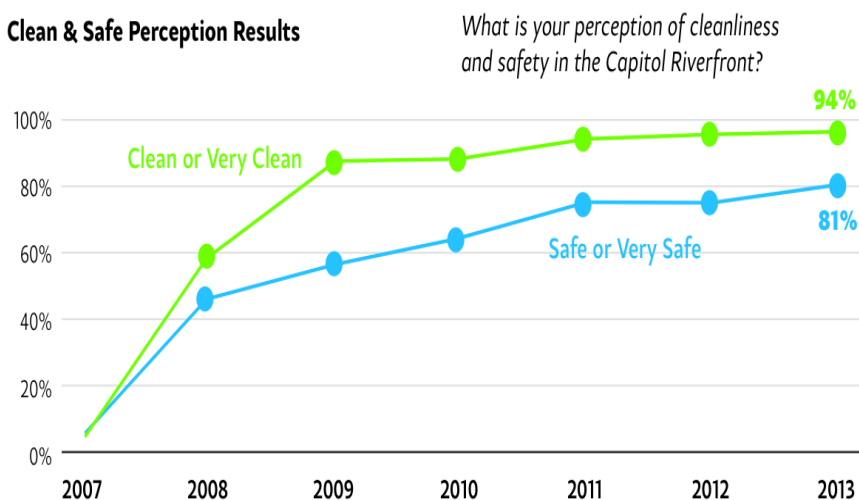
Source: DowntownDC 2014.

The Capitol Riverfront BID also has a Clean Team that "maintains day-to-day cleanliness and the appearance of the neighborhood" (Capitol Riverfront BID 2012). BID Hospitality Ambassadors are stationed near Metro stations in the area and are on hand to answer questions for visitors and monitor street activity.

Most notably, maintaining and cleaning the Capitol Riverfront neighborhood has had a measurable impact on its perception over time. The BID conducts surveys to determine how the area is perceived by individuals who frequent it. As figure 2.6 indicates, perceptions of the area as clean, very clean, safe or very safe increased dramatically over five years.

BIDs also have the capacity to help promote a new brand for their districts. For example, the Capitol Riverfront BID and the Golden Triangle BID (the latter being a 34-block business district located in Downtown DC) promote brands for their areas. The Capitol Riverfront identifies itself as a "vibrant mixed use community and riverfront destination" with a large and diverse retail area for visitors to explore (Capitol Riverfront 2014). The Golden Triangle describes its area as a "central business district and an amazing convergence of people, power and commerce" (Golden Triangle BID 2013).

**Figure 2.6.** Capitol Riverfront BID Clean and Safe Perception Results



Creating clean streets and storefronts is an important, small-scale goal on which key players can agree. It is an important step for making the area hospitable to new small businesses that could capture new customers from the Bridge Park. Additionally, achieving clean streets is “low-hanging fruit” that can help unite the BID members before tackling

larger, future issues like real estate development or attracting businesses to the area.

Since the BID represents major stakeholders and small business owners from the area, it is a natural platform for coordinating with and leveraging the Bridge Park. Currently the business community is fragmented. Moreover the area’s reputation decreases the likelihood of attracting new customers from the completed Bridge Park. The Anacostia BID can remedy both of these issues by cleaning the streets, establishing a brand, and acting as a unifying body for the business community. It can develop a strategy to attract future foot traffic from the Bridge Park and possibly help local businesses be present on the Bridge Park itself.

## 2.3 Recommendations and Implications

**Figure 2.7.** Recommended small and local business strategies for the Bridge Park



Our research exploring how Anacostia and the Bridge Park can enhance small businesses suggests that there are a number of strategies the community could pursue:

**Use metrics to assess needs:** An essential step in positioning the Anacostia neighborhood for small business success is assessing the current market environment. The Vibrant Streets Toolkit provides a

helpful framework to assess the Anacostia business environment. This common framework is crucial to develop a common understanding of what household and visitor measures the neighborhood does and does not have. The sooner neighborhood stakeholders align their understanding of the neighborhood's opportunities and weaknesses, the sooner they can align their work to capitalize on the former and address the latter. The Anacostia BID would greatly benefit by using the metrics in the Toolkit to understand its area's opportunities for retail growth. It seems likely that the organization will do so, as the BID executive director has expressed interest in utilizing the Toolkit.

**Leverage the neighborhood's current art assets:** As has been discussed, the neighborhood currently has arts assets such as the Anacostia Arts Center, the Honfleur Gallery, and the now-annual Lumen8 Anacostia festival. These features are an important base to attract visitors to the neighborhood and fill previously vacant buildings with active uses. Much like the RiNO district in Denver, CO, Anacostia can use art as a branding tool. Doing so can steer the conversation away from the lack of sit-down restaurants and retail, as well as public safety concerns. The Bridge Park should also prominently feature the branding to create a more seamless link with the neighborhood. Arguably the most important implication of branding the neighborhood via its arts assets is the potential for alienating the indigenous residents. Those that have lived and/or worked in the neighborhood before the arts community developed may feel that such attractions are not intended for them. Therefore, any effort to use art as a branding tool and – more basic than that – expand the arts assets must consider their desires and concerns to ensure that this growth strategy is as inclusive as possible.

Beyond capitalizing art for its branding potential, neighborhood leaders can leverage art activities to fill vacant real estate, both commercial and residential. Economic development stakeholders could assess existing vacant spaces, identify those that would be suited for art studios, and market them to artists that may be priced out of other more expensive neighborhoods. As discussed above, ARCH Development has one artist-focused space, which can be a template for future, art-focused real estate development. A long-run implication for this strategy affects neighborhood housing: if ARCH or another entity wants to provide live-work options for its artists, the real estate focus can extend beyond commercial space to include residential space. The neighborhood's vacant residential buildings could be rehabilitated for artist housing.

**Include physical and programmatic links between the Bridge Park and Anacostia:** By adding these links on and near the Bridge Park, visitors can be inspired to travel into Anacostia itself. These links could include historic walking trails, guided walking tours, artist installations, and performance art. Other points of visual interest could include parklets that fill small, unused spaces or an entire gateway at the end of the Bridge Park and just prior to Anacostia.

Arguably this set of recommendations requires the greatest level of coordination between Bridge Park administrators and Anacostia stakeholders. In short, the Bridge Park has the space on which these links will be included, but the Anacostia neighborhood has the artist community and the existing, African-American history trail that could be featured on the Bridge Park. Important issues to address when installing physical or programmatic links include specific content (which artist will design the installation?); maintenance (does the Bridge Park ensure the trail stop is maintained or another entity?); and financial support (who will fund the parklet between the Bridge Park and Anacostia, and who will support a gateway design competition?).

**Leverage the new, centralized organizing body:** The Anacostia BID is an opportunity for community members to organize around business goals. The short-term implications of the BID are likely seen in efforts to beautify the neighborhood; the BID itself has already specified a “clean, safe and vibrant community” as its first goal (Anacostia BID 2014). This goal could lead to the hiring of a BID street team that will not only keep the area clean but also monitor it for safety concerns or property damage, much like the Capitol Riverfront BID does. Beyond maintaining cleanliness and monitoring for safety, the BID could also be a funding source. Unlike other BIDs, the Anacostia BID is a 501c3 non-profit organization. According to the BID director, this IRS status allows for the BID to offer grants for area development efforts. Looking to the future, these efforts could fund Bridge Park art installations or neighborhood tours. So long as the Anacostia BID is funding activities that directly or indirectly involve the Bridge Park, coordination is required to ensure that the activities do not duplicate activities that might come from the Bridge Park’s own planning and funding processes.



### 3. Sustainable Funding

Urban parks are a valuable asset to the community. They provide recreation facilities, enhance neighborhood quality and aesthetics, offer employment opportunities, and can even be used as an impetus for economic and community development as discussed in Section 2. Because of this value, parks are typically considered a public resource in which benefits are incurred universally. Therefore they are most commonly supported by the general community through tax revenue (Landes 2012). However, as local budgets become increasingly constrained, municipalities have begun to consider other mechanisms to increase revenue for parks (Leichner 2010).

While initial project financing will be critical for the construction of the Bridge Park, this section focuses on the equally important need for sustainable funding for operations and maintenance (O&M) after park construction. The discussion is organized in terms of the three general categories of funding sources: public mechanisms, private mechanisms, and earned income.

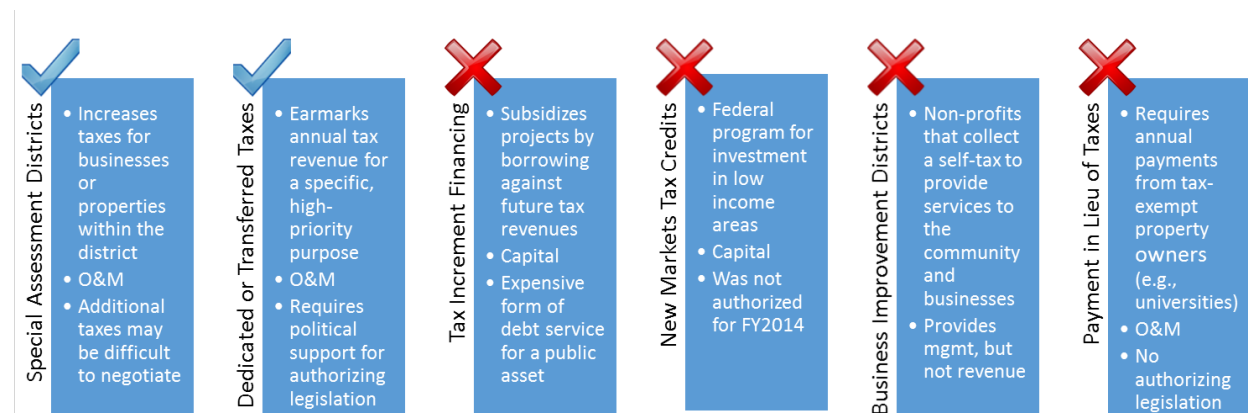
#### 3.1 Public Funding Mechanisms

Because parks are considered a public resource, they are often funded through public mechanisms (Landes 2012). Based on a preliminary analysis and literature review, the following potential mechanisms were assessed for their feasibility for use at the Bridge Park:

- Dedicated or Transferred Taxes
- Special Assessment Districts
- Tax Increment Financing (TIFs)
- New Markets Tax Credits (NMTCs)
- Business Improvement Districts (BIDs)
- Payment In Lieu of Taxes (PILOTs)

Figure 3.1 provides a summary and basic assessment of these alternatives, including a definition, focus of funding (e.g., O&M, capital funding, or management), and identified strengths or weaknesses. The field of promising practices was narrowed to those that are authorized in the District and provide on-going funding (which can be used for O&M).

*Figure 3.1. Basic assessment of public funding mechanisms*



The primary consideration for the basic assessment of public funding mechanisms was whether the alternative provides capital or O&M funding. TIFs were eliminated as a promising alternative because DC Office of the Chief Financial Officer (OCFO) confirmed that they are used only to support capital expenditures. Even in terms of capital financing, the OCFO suggested general obligation bonds or income tax secured revenue bonds for public financing for the Bridge Park's construction as opposed to

a TIF. NMTCs were also eliminated because they provide capital financing and because the program has not received authorization for FY2014 (CDFI Fund 2014).

Similar to TIFs and NMTCs, BIDs were eliminated for further consideration as a revenue source because they do not offer a solution for sustainable O&M funding. However, BIDs can be used as a park management structure, as discussed in the Yards Park example in Box 3.1. In addition, the Anacostia BID has indicated that because it is a 501c(3) organization, the BID could provide grants to the Bridge Park.

Finally, PILOT funding was considered an unlikely source because according to OCFO this option is not available in the District. Although some cities have used PILOTs for park funding (for example, Battery Park City parks are funded in this way [Leichner 2010]), PILOT legislation has not been passed in the District due to resistance from universities and non-profits. If such resistance could be overcome and legislation passed, PILOTs could potentially serve as a sustainable funding source for the Bridge Park in the future.<sup>3</sup>

Based on this preliminary analysis, figure 3.1 shows that only two of these alternatives, dedicated or transferred taxes and special assessment districts, met these criteria. These practices are explored in the following section.

### 3.1.1 Promising Practices

Based on the assessment above, the most promising public funding mechanisms for Bridge Park funding are dedicated or transferred taxes and the creation of a special assessment district.

Dedicated and transferred taxes are tax streams that are earmarked by City Council for a particular purpose (ORA 2013). The primary advantage of these taxes is that they provide an annual stream of revenue during the authorization period. Dedicated taxes are broadly levied taxes earmarked for a collective purpose. The convention center is an example where one percent of the citywide food and beverage tax is dedicated toward that purpose. Transferred taxes are levied only on the smaller areas that benefit from the specific purpose they support. The Waterfront Park at the Yards Act, discussed in Box 3.1, provides an example of transferred taxes. According to OCFO, transfer taxes are most feasible for the Bridge Park.

A special assessment district offers the opportunity to capture revenue from property owners within a specified area adjacent to an investment by levying a higher tax within that area (Brookings 2009). Utilizing a special assessment requires the developer to agree to higher taxes, which would be collected by the city and distributed to the park. The amount would be negotiated between the city, park, and the developer. While it may be difficult to negotiate this scenario with an adjacent developer, it would be an ideal arrangement to capitalize on nearby developments, such as Poplar Point. However, as noted by stakeholders during the public meeting, special assessments are already collected on both sides of the Bridge Park and additional assessments may become exceedingly burdensome on local businesses.

#### 3.1.1.1 Local Market Considerations

Unlike New York or Chicago, transferred taxes and special assessments policies in DC are typically authorized only for property within the site of a new development. According to OCFO, City Council could authorize legislation to transfer taxes from property beyond the footprint of the park; however, it

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<sup>3</sup> Note that this is distinct from PILOT bonds, which the city issues as an incentive for private investment (DC OCFO 2012). With PILOT bonds, developers are exempted from property tax for the duration of the PILOT and make PILOTs to repay the bonds. The Yards project was supported by a \$90M PILOT bond (DC OCFO n.d.). According to the DC OCFO, PILOTs are a more expensive alternative for debt issuance and are not the most appropriate option for capital financing of public assets, like the Bridge Park.

is not likely to do so. This would have a negative fiscal impact on the city's budget – meaning that the city relies on that revenue as part of its annual budget and dedicating those taxes would require revenue from other sources (e.g., raising taxes) to close the gap. A negative fiscal impact is one of the two primary constraints on funding in the District (the other is the debt cap, which mainly applies to capital expenditures), and therefore, such proposals are not viewed favorably. For this reason, transferred taxes on *new* properties and activities, particularly activities on the bridge itself, hold the greatest promise for the Bridge Park.

Utilizing tax mechanisms for funding requires consideration of the local environment. Based on input from OCFO, the most important consideration would be the revenue-generating facilities available at the Bridge Park. For instance, will there be vendor kiosks or a restaurant? Will there be an events center that offers catering? If food and beverage taxes are transferred, for instance, one would first need to project the sales and then apply the appropriate tax rate in order to calculate potential revenue. In the case of food and beverage, the applicable tax rate is 10 percent; however, only 90 percent of that is available for the District because 10 percent of the revenue is allocated to the convention center. Therefore, for every dollar of food generated at the park, nine cents could be transferred for O&M. It is important to note, however, that the legislation may place an annual limit on the amount of taxes that can be diverted. An example of the use of transferred taxes and special assessments in the District is provided in the Yards Park Case Study in Box 3.1.

### 3.1.2 Implications and Considerations

There are several important implications and considerations for using tax-based revenue for park O&M. In particular, this approach would likely require extensive marketing to gain political support for legislation, which in the end may provide only a limited source of revenue (ORA 2013).

A major pitfall associated with tax-based revenue is that the expected funds may not materialize as planned. Revenue from taxes is cyclical in nature and fluctuates with recessions, policy changes, or tax abatements (Devine 2002). The cyclical nature of tax revenue is most apparent during recessions when reduced economic activity leads to reduced tax revenue and often increased demand for social services (Sobel & Wagner 2003). Based on discussions with interviewees, there may also be delays in the construction of tax revenue-generating buildings. In the example case study of Yards Park presented in Box 3.1, anticipated tax revenue for the park was delayed for two years because buildings had not yet been constructed in the assessment district. Buildings must be built within the assessment district and businesses must be successful for the tax revenue to materialize.

Another important consideration is that legislation may only be authorized in incremental periods. For instance, authorization of sales tax transfers from the Lumber Shed building to Yards Park will end in 2017 (DC Government 2009). Upon expiration, the authorizing legislation will have to be amended in order for those sales tax revenues – upon which the park is reliant – to continue to be transferred to the park. To avoid this, every effort should be made to extend the authorization period as long as possible in the initial legislation.

### Box 3.1. Yards Park Case Study

DC's Yards Park utilizes numerous funding sources for O&M, including a tax-based revenue fund. According to OCFO, it is the only example where tax revenue is diverted for park funding in the District. The park is managed by a limited liability company (LLC) established through an agreement with the DC government, the developer, and the Capital Riverfront BID.

One thing that makes Yards Park unique is the BID-led management approach. According to the Capitol Riverfront BID, they agreed to manage, operate, and maintain the park in order to provide a higher level of programming than generally offered in DC parks. To run the park, the BID staffs three management personnel, 1.5 "Clean Team" workers, and a contracted security team. These workers are paid by Yards Park LLC; the BID does not use any of its own tax revenue for the staffing or O&M of the park. Paying for such park-related needs would overwhelm its budget. Instead, the BID essentially acts as a private contractor that pays for park-related costs and is later reimbursed by the city.

#### *Capitol Riverfront's Advice for BIDs:*

Ensure dedicated revenue is in place so that the BID need not fundraise for park maintenance.

Verify that a capital reserve is funded for high-cost expenses (e.g., broken pumps).

Acquire significant insurance to protect from injury, litigation, and damages.

Establish responsibilities through a government contract.

The table below outlines funding mechanisms for operations and maintenance of Yards. Of particular interest from a public funding perspective are the transfer tax and the special assessment district, which were authorized in the Waterfront Park at the Yards Act. From the Retail Area defined in the Act, the District agreed to transfer up to \$380K per year of sales taxes to the park. The Retail Area included several lots adjacent to Yards Park, including the Lumber Shed – a retail/commercial/restaurant building – and an undeveloped, federally owned site. In the special assessment district, Forest City agreed for itself and future owners to be taxed at a special rate of 12.5 cents per square foot. Although these sources provide significant funding for the park, the revenue did not come immediately and is currently authorized for a limited duration.

*Table 3.1. Yards Park O&M funding mechanisms*

Amount	Source	Duration
\$400K Annually	DC – Dedicated operating fund	First three years
\$380K Annually	DC – Transfer tax	First five years
\$300K Annually	DC – DOT PILOT proceeds from cost savings of value engineering of the park	Through 2021
\$150K Annually	Park – Lease fees	Unlimited
\$35K Annually	DC/Forest City – Special assessment district	First five years
Landscaping	Forest City – Donation	First five years
Programming	CSX Railroad – Friday night concert sponsorship	Unknown

Source: Government of the District of Columbia 2009; personal communications

### 3.2 Private Funding Mechanisms

Although it is rare for parks to be entirely financed with private funding sources, most urban parks include some private support (Trust for Public Land 2008). Private money typically involves the nonprofit sector, which acts as a funnel for raising and distributing funds from the private sector. After identifying best practices for urban parks across the country, the following tools were included in the preliminary analysis of private funding mechanisms:

- “Friends Of” Groups
- Nonprofit Advocacy
- Conservancies
- Foundations
- Small Giving Programs
- Real Estate Development

Figure 3.2 provides an overview of the aforementioned private/nonprofit funding mechanisms, including strengths and weaknesses. An important consideration to keep in mind is that there is not always distinct separation between these structures; many nonprofits do not fit neatly into these categories and may utilize other funding sources (e.g., BIDs are nonprofits that receive funding from taxes). Moreover, it is important to distinguish between management structures by which private funds can be distributed and the sources of those funds, which may include large benefactors, small donations, and volunteers (i.e., maintenance provided, essentially for free, in the form of labor). To decide whether these best practices were worth pursuing, it was noted whether each source provides primarily O&M or primarily capital funding; whether the funding is reliable; and whether there are available local opportunities to pursue. Based on this assessment, conservancies, foundations, small giving programs, and real estate development were all ruled out as promising alternatives.

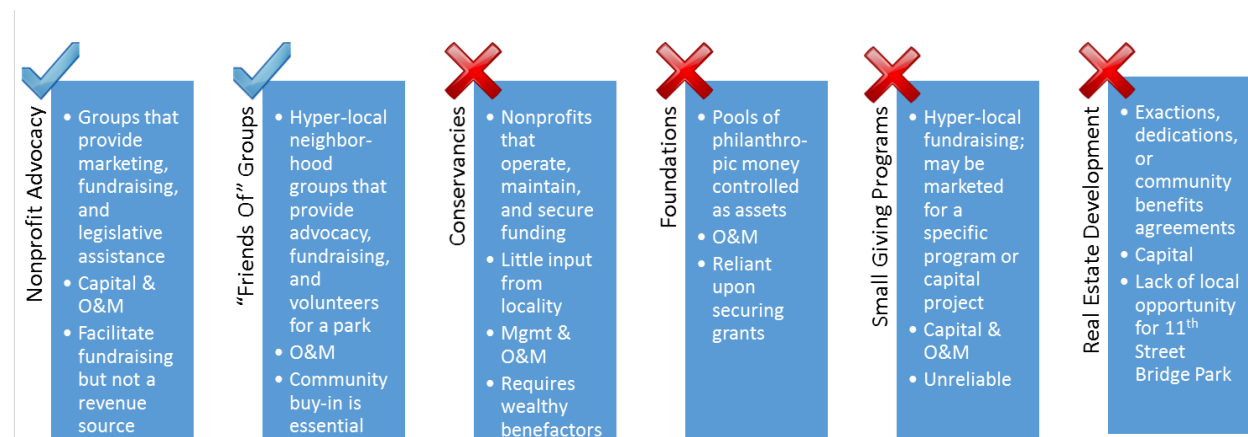
Conservancies, which are nonprofit or Public Private Partnership (PPP) corporations focused on a particular park, generally rely on wealthy neighbors to take an active hand in funding, managing, and advocating for the park (Leichner 2010). There is inherent unreliability in assuming that park management and finance (as opposed to fundraising and advocacy) can be left almost entirely to citizens, especially when intensive programming and specialized maintenance are expected. A conservancy arrangement therefore does not appear to be a likely scenario for funding and management of the Bridge Park.

Funding from philanthropy can be secured by working with foundations that provide grants to parks and recreation. However, such funding cannot be considered reliable, as it is reliant upon a competitive grant process and may not provide long-term funding (Walls 2013). Likewise, small giving programs and volunteering are an excellent way to build advocacy for a park; however, without a larger structure such as a “Friends Of” group they are not likely to provide sufficient or reliable funding or labor.



Finally, funding from real estate development is an unlikely scenario given that the park is not part of a larger PUD. If the park were a part of a PUD, it may be possible to negotiate for the developer to provide landscaping services or operations and maintenance for a set period of time as was the case for Yards Park. Nearby developments, like Poplar Point, may offer some opportunity for such negotiations; however, it may be difficult to argue the direct connection between the park and separate, non-adjointing parcels. In addition, cash contributions for parks are not typically negotiated through the development review process for PUDs (Vohmn, pers. comm.).

**Figure 3.2.** *Assessment of private financing mechanisms*



### 3.2.1 Promising Practices

Based on the above assessment, the most promising private sector funding opportunities for the Bridge Park are working with national and local level nonprofits and PPP's that provide advocacy, management, and fundraising from a variety of sources.

National park advocacy groups generally focus on supporting local legislative initiatives. Other activities include acting as a portal for fundraising for parks, linking local parks to grants through the Foundation center and other grant opportunity networks. One national advocacy group, the National Recreation and Parks Association (NRPA), partners with many major foundations and corporations such as the Disney Worldwide Conservation Fund, ConAgra Foods, and the Arthritis Foundation (NRPA 2014). Some advocacy groups operate at the citywide level, which gives them the advantage of being plugged into existing local nonprofit, foundation, and fundraising circles. Citywide groups, such as Washington Parks and People in Washington, DC, have been involved in working with parks to implement best practices such as stewardship, management, and design. In addition, these advocacy groups can be utilized to organize and foment advocacy at the hyper-local level (Coleman, pers. comm.).

Many parks also benefit from the advocacy of groups and volunteers at the grassroots level. Nationwide, "Friends of" groups have been invaluable for maintaining momentum for operations and maintenance funding. These groups can be composed of abutting neighbors or corporate sponsors. Such groups provide support through the recruitment of volunteers, small-scale fundraising, and supporting park staff. However, these groups tend to form organically, and outreach is necessary to sustain them (Rehwaltdt, pers. comm.). A local example of park revitalization through nonprofit advocacy is provided in Box 3.2.

### **Box 3.2. Nonprofit Advocacy: Meridian Hill Park**

The revitalization of Meridian Hill Park in Washington, DC, is touted by Washington Parks and People as its premier accomplishment and one of the premier examples of park revitalization through “community-based” nonprofit advocacy (Coleman, pers. comm.). The park is located on the west side of 16<sup>th</sup> Street, north of U Street and New Hampshire Avenue in the Shaw neighborhood. Due to issues with drugs and crime, Meridian Hill Park had become by the 1980’s the Washington region’s “single most violent park” (Washington Parks and People 2007). In the late 1980’s, residents living adjacent to the park organized cleanup patrols through the park. Eventually, a “Friends Of Meridian Hill” (FOMH) group was established out of these outreach efforts and as a result of a piece written in *The Washington Post* about the park’s decline. After formation, FOMH began a grassroots advocacy and fundraising effort with incredible results, the most important of which was linking the neighborhood to the park (Project for Public Spaces n.d.). Washington Parks and People was launched in the wake of FOMH’s success in restoring Meridian Hill Park and has since helped to launch over 30 “Friends Of” groups in the National Capital Region (Project for Public Spaces n.d.). Since 1994, FOMH has brought in over 300 community groups to work with the park, including church groups, schools, and local businesses. In addition, through the revitalization efforts attendance quadrupled and National Park Service funding for the park was increased (Washington Parks and People 2007).

#### **3.2.1.1 Local Market Considerations**

In Washington, DC, the Department of Parks and Recreation (DPR) contains a division (Park Partners), which works with local stakeholders on park advocacy, maintenance, and fundraising. There are two categories of groups: Adopt-a-Park and “Friends Of” programs. Adopt-a-Park programs are less intensive programs whereby neighbors, corporations, nonprofits, or local stakeholders such as churches and schools, can donate money or volunteer to run programs or perform maintenance tasks. Corporate and nonprofit partners may donate funds towards a specific program. Adopt-a-Park volunteers are typically involved in cleaning and maintenance tasks.

The second category includes “Friends Of” groups. These groups are required to be 501(c)3 organizations and unlike Adopt-a-Park groups have the capacity to fundraise (at the park itself, which is an important distinction). These “Friends Of” groups engage in activities such as supporting park staff, donating park equipment, and raising funds for both capital and operations and maintenance improvements. According to DPR, while “Friends Of” groups do not generally work directly with the philanthropic community, they are not restricted from doing so and in many cases are encouraged to do so. Typical fundraising activities include direct activities such as t-shirt sales, and events at neighbors’ houses (Rehwaldt, pers. comm.).

#### **3.2.2 Implications and Considerations**

One of the most important considerations for utilizing a nonprofit and advocacy network is whether sufficient support can be mobilized at the grassroots level. According to DPR, Adopt-a-Park and “Friends Of” programs are formed organically, meaning that the city does not seek out and facilitate the formation of these groups (Rehwaldt, pers. comm.). The problem of no formal involvement in these groups’ formation can be solved by working with a citywide nonprofit such as Washington Parks and People, which specializes in forming such social infrastructure for support. Nevertheless, mobilization may be difficult if a support network simply does not exist and/or the time, money, and labor it would take for such a grassroots effort is not available.

### 3.3 Earned Income

While parks are typically a public resource, open to all, the challenge of funding their maintenance and upkeep often leads park managers to seek at least a small degree of revenue directly from visitors. This section identifies several commonly used strategies for parks to generate income. In many cases, these strategies can also create or complement services and activities at the park, helping to attract visitors and making the park a more vibrant and engaging place.

A literature review revealed a wide range of income mechanisms used to support parks and their services. In particular, parks and community centers can generate income on-site through:

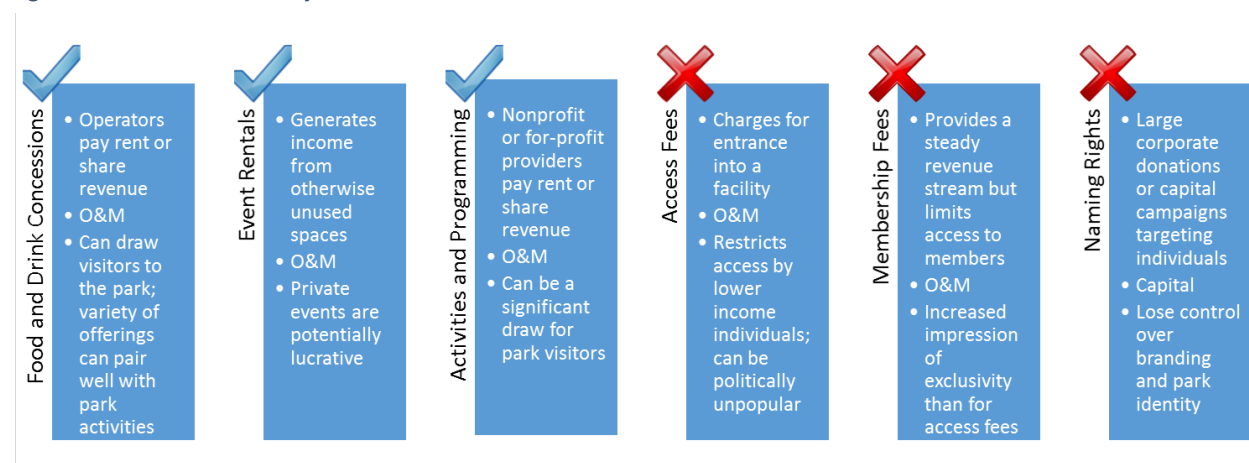
- Food and Drink Concessions
- Event Rentals
- Activities and Programming
- User Fees
- Membership Fees
- Naming Rights

Figure 3.3 summarizes these alternatives, their typical use (capital funding or O&M), and any other critical considerations. Because the Bridge Park will be a unique public space, some of these strategies are more promising than others for generating income and meeting the goals of the park. Strategies that appear particularly suited to the Bridge Park and its proposed public spaces – especially the open-air recreation and performance spaces, as well as the environmental center and café – are discussed in detail in the following sections; reasons for excluding others are discussed briefly below.

Access fees, which are paid by visitors to enter a park, create a clear barrier to public access. While they are a normal business model for theme parks and other privately owned facilities, access fees may lead to exclusion and resentment if they are perceived as an admission fee for a public resource that “should” be free. Access fees may also prove to be politically difficult: plans to charge admission at Portland’s Pioneer Courthouse Square skating rink met considerable opposition, and the project was abandoned (Venema and Stern 2003). Because of the negative public perception surrounding user fees and the barriers they create to openness and accessibility, access fees for the Bridge Park would be incompatible with the nature of the public space envisioned in its mission and planning documents. Therefore, they are excluded from further analysis.

Beyond user fees, a facility may operate on a membership basis. Memberships can provide a steady funding stream and provide a gatekeeping mechanism for keeping usage at a reasonable level, as may be necessary at a pool or golf course. A different model keeps access to facilities free, but allows

**Figure 3.3.** *Basic assessment of earned income mechanisms*



members to sign up for fitness classes, sports leagues or other ‘premium’ services. Alexandria, VA, for example, requires the purchase of a “fitness pass,” available for varying durations from one day to a year, to use workout facilities at its community centers. Because of the same openness and accessibility concerns as access fees, memberships that restrict access to an entire facility are inadvisable for the Bridge Park. In the context of specific services or activities, such as classes and boat rentals, memberships may be appropriate as a way of offering increased accessibility to neighbors or low-income individuals. Memberships are discussed further in this context in the Activities section, below.

The sale of naming rights can generate significant income for parks or programming, but often at the expense of some control over the park’s identity. Depending on the arrangement, it can be a one-time capital initiative, as in the case of Chicago’s Millennium Park and its sponsored plazas and promenades, or an ongoing sponsorship to support programming, as in St. Paul’s Wells Fargo WinterSkate ice rink. A similar approach can be used to solicit donations from individuals, like through the sale of engraved brick pavers (Trust for Public Land 2008). Because this document is focused on sustainable O&M revenue, capital strategies such as park naming rights and brick campaigns are not considered further; however, sponsorships may be appropriate in the context of special events, discussed below.

### 3.3.1 Promising Practices: Food and Beverage Concessions

Food concessions could play a major role in generating and sustaining activity at the Bridge Park. They can serve as an attraction in their own right, drawing visitors for a casual outdoor lunch or a romantic dinner at sunset; they can also support other activities hosted at the Bridge Park, such as boating on the river or arts performances.

Permanent (“brick and mortar”) restaurants and snack bars are a feature of many high-profile parks, such as the High Line and Bryant Park in New York, and can be used to generate revenue with a variety of different business arrangements. In general, restaurant buildings are constructed by the park, and tenants are selected through a competitive bid process. In the California State Park system, periodic economic analyses are conducted to determine appropriate rental rates (California State Parks 2013). Demand must be consistently high enough to support for-profit operations if outside vendors are used; this was not the case in Brooklyn’s Prospect Park (Project for Public Spaces 1996), and a nonprofit took over operation of several concessions in exchange for minimal fees paid to the park. Where demand is high, revenue-sharing agreements can be established for the park to keep a percentage of sales income.

In addition to a brick and mortar restaurant, mobile vendors could provide many of the same services as a snack bar while requiring less of the overhead for utilities, supply deliveries, and other logistics. Temporary vendors come in two main varieties: sidewalk vendors such as hot dog carts, and food trucks (Griffin, pers. comm.). Mobile food vending is a growth industry, projected to generate \$2.7 billion in revenue nationally over the next five years (NLC n.d.). Temporary or mobile vendors have the potential to be an exciting part of the Bridge Park design given the recent proliferation of food trucks in DC and across the country. These food trucks increasingly serve gourmet food made to order and contain mobile commercial kitchens and sanitation equipment (NLC n.d.). Mobile vendors such as food trucks are advantageous for small entrepreneurs given the low overhead costs and the ability to move to meet demand. They can operate on public and private property, on sidewalks and at curbside locations. This may require occupying metered spaces, where they must abide by the regular rates and time restrictions.

### 3.3.1.1 Business Arrangements

There are several different models by which a park can receive revenue from restaurant concessions. To analyze those models, five parks with restaurant concessions were examined for this report. Table 3.2 provides an overview of the different types of models for revenue generation at these parks.

*Table 3.2. Revenue models for park restaurants*

Park	City and State	Model
<b>Bryant Park</b>	New York, NY	Revenue
<b>High Line</b>	New York, NY	Rent or Revenue
<b>Brooklyn Bridge Park</b>	New York, NY	Rent or Revenue
<b>Canal Park</b>	Washington, DC	Rent
<b>Torpedo Factory Plaza</b>	Alexandria, VA	Fee (property value)

Sources: personal communication with park officials.

One model is that of a pure revenue-sharing agreement. This is the case in Bryant Park, where the fee paid to the park is based on a percentage of revenue generated by the restaurant. An official from the Bryant Park Corporation, the operator of the park, stated that the arrangement produced \$1.6 million in revenue for the park in 2013 (Berth, pers. comm.). While encouraging, it is conceivable that such an arrangement is unique and attributable to the extremely high population densities in New York.

A more common model, used by the Brooklyn Bridge Park and the High Line in New York City, combines both rental payments and a revenue-sharing agreement. The Brooklyn Bridge Park contains eight permanent restaurants: a mix of cafes, snack bars, and sit-down restaurants. The agreement includes a guaranteed minimum rent payment *or* a percentage of sales, with the restaurant paying the higher amount. In addition, these restaurants agreed to a “triple net” deal, meaning the tenant is responsible for paying property insurance, property taxes, and maintenance costs as well (McArty 2014). This model is advantageous over a pure revenue sharing agreement because rental income is ensured even when sales are poor. Furthermore, given the “triple net” deal, the park is not liable for maintenance costs for the structure itself. Again, however, it is possible that such a deal is only feasible in New York, with its massive demand from an enormous local population as well as tourists.

The simplest model, employed by DC’s Canal Park (part of the Capital Riverfront area within proximity to the 11<sup>th</sup> Street Bridge), is that of a park owning the retail space and the restaurant paying rent. The Park Tavern Restaurant pays rent to Canal Park for use of the space while bearing no responsibility for maintenance (Weston, pers. comm.). This is the traditional retail model but has the disadvantage of leaving the park at risk that maintenance costs from heavy usage will overwhelm the fixed rental fees. The final model examined is an agreement whereby the space itself is privately owned but is located on public land. The property owner pays the property tax value of the property plus a percentage license fee to the park for operations and maintenance of the public land. The retail space itself would be privately maintained (Browand, pers. comm.).

### 3.3.1.2 Local Market Considerations

When analyzing recommendations for food and beverage options for the Bridge Park, four questions were considered: what form should a restaurant take (upscale vs. casual), what conceivable rents could be charged (if applicable), what role should mobile vending play, and what models of revenue generation could be utilized.

One element involved in considering restaurant typology is location. In the case of the Bridge Park, the permanent restaurant would be located along a highly visible and pedestrian-trafficked waterfront site. The most important variables in location are traffic generation and demand generators (UW Extension



et al. n.d.). Demand for a restaurant at the Bridge Park may come from day workers and local residents, as well as visitors coming to the Bridge Park to enjoy the view of the city and waterfront.

The appropriate type of restaurant hinges on the expected type of customer. Restaurant customers can generally be divided into local residents, office workers, and visitors. In downtown areas, local residents are considered the most important customer base. Office workers' primary need in the restaurant market is for casual lunchtime food venues; however, they may also patronize more upscale dining venues for dinner or brunch. Travelers represent an important, if overlooked segment of restaurant customers; it is estimated that 25% of travel expenditures are on food (UW Extension et al. n.d.).

Another factor in the market analysis for a restaurant on the Bridge Park is the expected rent. To determine rents, local commercial real estate listings were examined. Table 3.3 depicts a sampling of the market for retail leasing in the vicinity.

*Table 3.3. Area pricing for retail space*

<b>Listing</b>	<b>Neighborhood</b>	<b>Price per Square Foot</b>
<b>749 8<sup>th</sup> Street SE</b>	Barracks Row	\$28.75/sf/year
<b>2027 Martin Luther King Avenue SE</b>	Anacostia	\$25/sf/year
<b>1201 S. Capitol Street SW</b>	Southwest	\$35/sf/year
<b>55 M Street, SE</b>	Capitol Riverfront	\$45/sf/year
<b>1 M Street, SE</b>	Capitol Riverfront	\$45/sf/year
<b>Half &amp; M Streets, SE</b>	Capitol Riverfront	\$50/sf/year
<b>Hine School</b>	Capitol Hill	\$60-70/sf/year

Source: LoopNet.com and wdceprss.dc.gov (WDCEP 2014).

As a newly constructed facility, the Bridge Park can expect to command a considerably higher rent than the spaces in Anacostia, Barracks Row and Southwest, which do not offer riverfront views and are in older buildings. An upscale restaurant on the Bridge may be more comparable to the Capitol Riverfront rates due to the marketability of the riverfront location.

While a brick-and-mortar restaurant could serve as an anchor to the Bridge Park, mobile vendors may be able to play a role as well. The recent proliferation of food trucks in DC has led to controversy, culminating in an update of mobile vending regulations in September 2013 (Carman 2013; DC Food Truck Association 2012; Sidman 2013). The District now differentiates between sidewalk vendors (carts operating on public sidewalks), stationary road vendors (operating on closed roads), mobile road vendors (occupying metered or unmetered curb space), and "public markets" in which vendors operate on public land, like a farmer's market. Sidewalk vendors are restricted to four "zones," specific streets are mentioned as permitted for sidewalk vending. A similar arrangement is made for stationary road vendors, with eligibility for the zones determined by lottery. Mobile road vendors must pay meters and abide by parking time limits (DC OCA 2013).

There is currently no set process for vendors on public land, such as parks. Without special enabling legislation, food vendors would need to work through the competitive bidding process to become a park concessionaire. To fit in with the existing food truck culture and regulations, a set of dedicated parking spaces could be constructed at the Bridge Park to host food trucks. In order to generate income for the park under this scenario, meter revenue could be designated for the park: setting the rates higher than typical for DC would discourage other vehicles from using the spaces but may be accepted by the food truck vendors, given the potentially high demand from the Navy Yard's 16,000 workers and other workers in the area.

### 3.3.2 Promising Practices: Event Rentals

Opening parks for sponsored public events and private event rentals holds the potential to generate substantial income, particularly considering the park's unique features, including its waterfront views. The design competition documents for the Bridge Park require public performance space, a restaurant, and an environmental center, all of which could potentially host events.

Depending upon the final facility layout and amenities, the Bridge Park will likely be ideal for a number of revenue-generating private events including weddings, birthday parties, conference-related events, company parties and meetings, and political events. However, it is important to keep in mind that private events may be viewed as an improper use of public space, particularly if they impact other uses of the park. Such negative perceptions may be offset by limiting impacts to public use through physical separation, scheduling during low-usage times, or through graduated pricing models (Project for Public Spaces 1996, 93).

Sponsored public events offer another potential source of income and an opportunity to quell the potential negative perception associated with private events. Common examples include music festivals, craft shows, farmer's markets, community fun runs, and ice skating. These events can help to establish the park as a cultural center, while also providing some revenue generation potential. At a minimum, these events will likely generate additional foot traffic to support the park's other revenue-generating services.

In addition to generating revenue and providing cultural amenities, events also open opportunities to support the local community. For example, a culinary training program could work well in conjunction with on-site catering and focus on opportunities for Anacostia residents. Similar to DC Central Kitchen's exemplary model, the program could help prepare local unemployed adults for careers in the food service industry. Less intensive than developing a new program, the park may instead consider using interns from the DC Central Kitchen program or priority hiring for local residents. In addition, preferred or required vendor lists – which are commonly issued by event facilities – could support the local small business community by highlighting local businesses.

#### 3.3.2.1 Business Arrangements

Depending on the nature of the event, a variety of models could govern business arrangements and pricing. In general, most revenue will be generated from space rental, food and beverage, and audiovisual rentals (Badanes, pers. comm.). Significant revenue gains could also be achieved by making the park's in-house event service the only licensee approved for serving liquor at the facility, as is the case for the Landmark Center in St. Paul, MN (Budas, pers. comm.; See Box 3.3 for additional information).

From a management perspective, the park could provide in-house services and vendor coordination or could take a more hands off approach, requiring the renter to contract and coordinate their own services. Based on discussions with a local corporate event coordinator, the in-house/contracted services model is particularly desirable for private corporate events, which typically expect the venue's event coordinator to develop a single estimate that includes all food, beverage, audiovisual, and security needs. While this places an added burden on the venue, it also allows the venue to place additional markups on the vendor's estimates to accrue additional revenue.

Many public and semi-public spaces charge different rates depending upon the event type, season, or day of the week. For example, Chesapeake Bay Foundation's Phillip Merrill Environmental Center provides significantly reduced rates for non-profits and weekday or off-season events (CBF 2014).

Similarly, DC's Eastern Market provides reduced rates for public and weekday events. Pioneer Courthouse Square in Portland, OR, employs a three-tier pricing structure: for exclusive use of the entire city block, public events that involve no sales or admission fees pay \$796 for a day (8 hours); events that are open to the public but which do generate revenue in the form of registration fees, sales, or sponsorships pay \$2,382; and closed events that require admission fees or invitations pay \$7,147 (Pioneer Courthouse Square 2013, 3). Even more drastically, the Landmark Center in St. Paul, MN, receives almost no income from the Wells Fargo-sponsored ice skating event; however, the sponsorship activates the space and benefits the public. This example is discussed further in Box 3.3, while several local pricing models are provided in the following section.

**Box 3.3 Rentals, Sponsorships: Landmark Center, St. Paul, MN**

Landmark Plaza in downtown St. Paul, MN, is a historic courthouse and post office that was rescued from demolition by a citizen group and placed on the National Register of Historic Places in 1978 (Landmark Center 2014). Now owned by Ramsey County and operated by a specially formed nonprofit agency, it serves as a cultural center and has an annual budget of \$2.1 million.

The Landmark Center is home to a number of arts and cultural organizations, including the Minnesota Boychoir and the Ramsey County Historical Society. These nonprofits pay 50-70 percent of the market rate for office space in St. Paul; in return, they are required to produce at least one free concert or other event annually at the Landmark Center. The few for-profit companies in the building pay the regular market rate.

The restored courtrooms and main hall are used to generate income through event rentals of varying scales, including private weddings, nonprofit fundraising events, and concerts. The Landmark Center is a popular venue, with the wedding calendar booked to capacity about 18 months in advance. These events are the primary source of income for the Landmark Center, followed by public donations. Events are managed in-house, to ensure familiarity with the facilities. Additionally, the Landmark Center holds the only liquor license for the property, which provides significant additional revenues during events.

Frequent public events, such as free lunchtime concerts, also serve to establish the Landmark Center as a public space open to the whole community. About 97 percent of public events are free, with the remainder charging less than \$10. This is achieved through a series of sponsorships for individual events and recurring concert series. Some free events still allow for income, as in the case of a Sunday and Thursday night concert series at which cocktails are served.

Landmark Center hosts an annual sponsored event, Wells Fargo WinterSkate, for which a temporary skating rink is erected at an outdoor plaza. Skating is free to the public; the \$2 skate rental fee is waived for Wells Fargo credit and debit cardholders. Wells Fargo, a major employer in Minneapolis and St. Paul, is the title sponsor of the event, but nearly three dozen corporate donors contribute to the event in exchange for brand placement on signs and other materials related to the event. WinterSkate is organized by the city's convention and visitors' bureau, removing most of the organizational burden from Landmark Center's management staff. WinterSkate and other recurring events, like a summer music series hosted by a local radio station, are instituted with multi-year agreements from the sponsors. This helps the events to become established and popular as a cultural phenomenon, a process that may take several years.

Sources: personal communication, Landmark Center/WinterSkate websites (see Appendix B)

### 3.3.2.2 Local Market Considerations

Table 3.4 provides a sample of the regional venue market, primarily focusing on government and non-profit facilities. Within this list, weekend rental rates vary from a low of \$3,900 at Eastern Market in DC to \$10,000 at the American Horticultural Society River Farm in Alexandria. Within this range, the Eastern Market venue is likely to be the most comparable to the Bridge Park, as it is located only 1.2 miles from the Bridge and is owned by the District. The Eastern Market pricing model (Eastern Market 2013) is also particularly relevant to the public service and arts-related visions of the Bridge Park because it not only offers relatively low venue pricing for private events, but also provides the following discounted pricing for public events:

- \$1,500 Day/\$2,500 Nights for public events by individuals and non-community organizations
- \$500 Tuesday-Thursday/\$600 Friday/Sunday for public arts events and public events hosted by community organizations or DC government agencies
- \$2,400 Saturday-Sunday for arts and craft fairs open to the public (Limit – 1 per month)

While Eastern Market offers relatively low private rental rates for the area, the waterfront views and the unique nature of the Bridge Park may allow for higher private use rates that are more comparable to others listed in the table below. This seems plausible if the park can cement itself as a reputable venue and as the surrounding area continues to develop.

**Table 3.4.** Area pricing for event rentals

Venue	Location	Size	Price - Private	Other
<b>Eastern Market</b>	Capitol Hill	3,500 SF	\$3,400 M-F Days \$3,900 Nights	-Discounted public rates: \$1,500 Days \$2,500 Nights -Special Pricing for Public Arts Events and Arts Fairs
<b>Arts Club of Washington</b>	Foggy Bottom	25-300 guests	\$3,000 M-F for four hours \$4,000 S-Sn for four hours	-Additional hours range from \$800 (M-F) to \$1,200 (S-Sn)
<b>Chesapeake Bay Foundation Philip Merrill Environmental Center</b>	Annapolis	1,600 SF Indoor + 2,200 Tented	\$600 M-F Days \$750 M-W Nights \$2,000 Th Nights \$3,000 F Nights \$5,700 S \$4,000 Sn	-Discounted off season rates -Discounted non-profit rate - \$350 M-F Days
<b>American Horticultural Society River Farm</b>	Alexandria	50 seated guests (indoor) 160 seated guests (tented)	Rates vary based on number of guests and day of week. Saturdays range from \$7,000 for less than 140 guests to \$10,000 for 200 guests	-Varied rates based on number of guests -Discounted off season rates
<b>Northern Virginia Regional Parks Association Meadowlark Botanical Gardens</b>	Vienna	Up to 230 seated guests	\$210-680 M-F Days \$3,400 M-Th \$5,400 F \$8,300 S 6,700 Sn	Higher rates for non-jurisdiction
<b>Arlington County Gulf Branch Nature Center</b>	Arlington	N/A	-	\$200 Birthday Party Package (4 hours)
<b>National Building Museum</b>	Northwest	N/A	-	\$250 Birthday Party Package (2 hours)

Sources: venue websites and brochures (see Appendix B)

In addition to competitive pricing, location is a key factor in marketability, particularly for private events. In comparison with other venues in the District, the Bridge Park offers similar proximity to three major airports but less convenience and accessibility to hotels. Currently, the closest hotel is a Courtyard Marriott located more than one mile away. However, the park may be poised to capture a portion of the private events market as nearby development plans, including the proposed hotel space at Poplar Point (See Section 1), come to fruition. Similarly, a focus on the uniqueness of the venue, the quality of the experience, and transportation options, such as private cars and water taxis, could offset the potential barrier caused by the lack of immediately adjacent hotels.

### 3.3.3 Promising Practices: Activities

Activity-based concessions like kayak rentals are common in parks with water features and are a natural fit for the Bridge Park. In addition to achieving the park's stated goals of connecting the park to the river and providing active recreation options, boat rentals are an opportunity to engage regular visitors with routine use while also being attractive to occasional visitors and tourists. Different programmatic offerings can target each of these groups to engage park visitors and generate income.

Interpretive boat tours could educate the public and generate interest about the recovering Anacostia River ecosystem, and also provide tourist-oriented cultural tours of the Navy Yard, Southwest Waterfront and other areas of downtown Washington. Canoe and kayak rentals would likewise allow visitors to explore the surrounding area and see the city in a new way. Water taxis can provide an additional transportation connection to the Bridge Park, and also help to establish its identity as a peer to existing popular riverfront locations. The upcoming design competition may provide further ideas for activities on and around the bridge that may be amenable to a concession model.

In addition to engaging park visitors with the water, part of the mission of the Bridge Park involves programming that can address several needs in the surrounding community, including environmental education, food awareness, and job training. By providing educational opportunities and reasons to return to the Bridge Park, these programs can help to establish an identity for the park and create a sense of ownership among neighborhood residents. The nature of these programs can have a major effect on the types and availability of funding sources.

#### 3.3.3.1 Business Arrangements

For canoe and kayak rentals, there are two prevalent business models among the businesses surveyed: rental shops with a physical presence on a river, typically within a park; and mobile companies that, while they still may have a waterfront location, focus on outings to popular locations in the area that offer unique scenery or challenging features. The Bridge Park is a natural fit for the first type, given that it is located on a river and surrounded by a potential customer base. The mobile companies generally focus on developing technical skills (a motivator to sign up for additional lessons); however, since the Anacostia River does not present challenging rapids or other features on which to practice these skills, it is unlikely fit for the Bridge Park.

Rental shops located in parks typically have a casual recreational focus and are almost universally operated by private concessionaires. As separate entities, they take on the financial burden of purchasing and maintaining equipment, as well as the logistical burdens of training employees and managing liability insurance. Liability insurance and related issues are a necessary part of taking on a recreational concession of this type, but the issues are well understood by operators and insurers and can be handled in a routine manner. As with other types of concessions, a revenue-sharing agreement is the default arrangement for rental shops.



A secondary market of independent instructors, such as Stand Up Paddle DC, arrange private lessons directly with students and meet at any of several local rental shops, where students pay the standard equipment rental rate separately from the instruction session. This model offers lessons if demand is not high enough to maintain an instructor on staff. This model is also a common way for community centers to offer programming. Alexandria, VA offers a variety of classes at its community centers, including computer workshops, after school programs, youth sports, and painting for seniors. Staff members teach some courses, while others are run by outside instructors who pay a room rental fee to the center. Because fees are charged for the classes and registration and payment are handled by the center, this distinction is largely transparent to students. Alexandria opens its classes to nonresidents, charging an additional \$25 fee. It would also be possible to offer memberships or assistance grants, making classes and activities more accessible to frequent or low-income users.

Because it often targets at-risk populations, mission-based programming such as youth job training programs cannot charge participation fees. A park may mitigate some or all of the cost of community programs or services by allowing them to be run independently by a nonprofit or other entity. These programs may not generate revenue, but independent operation may free up scarce park resources. By fundraising and soliciting volunteers independently of the park, a nonprofit 501(c)3 organization can tap into different constituencies and funding sources and partner with public or industry groups aligned with its particular offerings (Fulton 2012).

Nonprofit programs can take a number of forms depending on their specific goals. The Earth Conservation Corps (ECC), located just down the river from the Bridge Park, uses environmental education as a vehicle for at-risk youth to learn leadership and job skills. Corps members are paired with mentors, many of whom are federal employees from the Environmental Protection Agency. They engage in river cleanup projects, teach visiting classes of schoolchildren about conservation, monitor the growing population of raptors living on the Anacostia, and learn journalism and video skills to promote ECC's projects. Many Corps members finish the program with professional certifications or job placements. ECC receives some private donations and fees from its school programs, but is heavily dependent on government grants related to its environmental, education and workforce development activities. ECC's facilities were donated by local and federal government agencies, freeing it from ongoing concerns about paying rent (Bollinder, pers. comm.).

Another example oriented toward outdoor recreation is Phoenix Bikes in Arlington, VA. Phoenix Bikes provides recreational and work-training opportunities to low-income youth in Arlington, VA, drawing on grants from the county as an after-school program and volunteer mentor support from nearby affluent neighborhoods. It operates out of a county park, whose only cost is Phoenix's use of a previously unoccupied building (Bernstein 2010). Phoenix generates most of its operating revenue through sales of refurbished bikes, with some private donations, and a grant from Arlington County to help support its after school program. Adult volunteers at Phoenix and other local bike co-ops, including VéloCity in Alexandria, The Bike House in Washington and Mt. Rainier Co-op in Maryland, receive discounts on services and parts in exchange for their time. These examples involve more interaction with the general public; a similar model at the Bridge Park could incorporate job training and mentoring arrangements into the operations of the boat launch or other facilities, and encourage volunteer support to help reduce the cost of operations.

The Urban Ecology Center (UEC) in Milwaukee, WI, combines elements of both local programs. It keeps the social draw of outdoor recreation, but focuses its youth education and outreach efforts on environmental science and stewardship. The sponsored Neighborhood Environmental Education Program is the primary vehicle for youth education, with sponsors funding the program at individual schools. UEC's three environmental centers offer additional services, including after-school programs, event space, and public lectures on environmental topics. "Citizen Science" projects encourage active participation by all ages in the act of environmental research. UEC operates on a membership model, with equipment rentals, including bikes, kayaks, skis and ice skates, but also garden tools and camping equipment, loaned free to donating members. While UEC's resources are distributed over a larger area, the environmental centers and their locations are similar in type to those requested in the Bridge Park design documents.

#### *3.3.3.2 Local market considerations*

There are a number of local providers for boat rentals, which were assessed to determine common fees for rentals, lessons and tours; a summary is provided in Table 3.5. Hourly rates appear to be generally stable, with canoe and single kayak rentals generally ranging from \$11 to \$15 per hour, though some vendors require a minimum rental period of two hours. Typical offerings relevant to the Bridge Park include kayaks, canoes, rowboats, and stand-up paddleboards. Rentals generally come with an overview of safety rules and basic paddling instruction; some companies orient themselves more toward lessons and skill training, charging more for individual lessons but offering membership packages to reduce the per-lesson rate. Rental operations are seasonal, typically opening around the end of March and closing in September or October, though the specific dates depend on the weather for a particular year.

**Table 3.5.** Area pricing for boat rentals

Park/Vendor	Location	Service	Prices
Active Nature	Poolesville, MD	Kayak lessons	\$105/1 lesson, \$495 membership with 4 lessons, practice time and equipment discounts
		Stand Up Paddleboard lessons	\$100/1 lesson, \$250 membership with lesson, practice time and equipment discounts
Atlantic Kayak	Fort Washington, MD	Kayak	\$25/2 hr, \$50/day
		Double Kayak	\$35/2 hr, \$65/day
		Kayak tour	\$55/2 hr
Fletcher's Boathouse	Washington, DC	Kayak	\$11/hr, \$33/day
		Double Kayak	\$20/hr, \$45/day
		Canoe	\$14/hr, \$28/day
		Rowboat	\$14/hr, \$25/day
		Bikes	\$8/hr, \$30/day
Key Bridge Boat House	Washington, DC	Kayak	\$15/hr
		Canoe	\$25/hr
Liquid Adventures Kayaking School	Cabin John, MD	Kayak classes, trips for students	\$1150/41 sessions, including transportation to/from school
Mariner Sailing School	Alexandria, VA	Kayak	\$25/2 hr, \$50/day
		Canoe	\$25/2 hr, \$50/day
		Rowboat	\$25/2 hr, \$50/day
		Double Kayak	\$35/2 hr, \$65/day
Occoquan Regional Park	Lorton, VA	Kayak	\$8.50/hr, \$37/day
		Boat tour	\$12/1 hr
Potomac Paddlesports	Potomac, MD	Kayak lessons	\$145 beginner lesson, \$585/2 year membership
		Stand Up Paddleboarding lessons	\$125 beginner lesson, \$495/2 year membership
Stand Up Paddle DC	Washington, DC	Stand Up Paddleboarding lessons	\$75/hr
Thompson Boat Center	Washington, DC	Kayak	\$15/hr, \$35/day
		Double Kayak	\$35/2 hr, \$65/day
		Rowing shells	\$16/hr (single scull)
		Bikes	\$10/hr, \$30/day
Tidal Basin Paddle Boats	Washington, DC	2 seat paddle boat	\$14/hr
		4 seat paddle boat	\$22/hr

Sources: vendor websites (see Appendix B), personal communication

### 3.3.4 Implications and Considerations

One of the most important considerations for earned income strategies is the potential for political and social costs if the public views the revenue generation as “charging admission” to a public resource or if low-income individuals are priced out of participating. Justification for park fees generally involves drawing a distinction between “core” or “traditional” services, which should be provided for free, and add-on services, such as pools, boat launches, or ski rentals (Fulton 2012; Landes 2012; Trust for Public Land 2007).

At the Bridge Park, similar consideration should be applied. Uses and activities directed at recurring users and residents should be minimally priced or free, while those geared toward occasional users or tourists can be charged at or near the market rate. Memberships, youth scholarships, and financial assistance grants can all offer discounted rates to frequent visitors and/or residents. Tourist-oriented services, such as tours of the downtown waterfront, could be priced more aggressively as tourists will likely be less sensitive to small differences in price.

Earned income through concessions, events, and activities also provide an opportunity for supporting the local community with preferential hiring, job training, and youth programs. If these programs are established through partnerships with private entities and/or non-profits, care should be taken to ensure that the program offerings are aligned with the overall mission of the park. This can be ensured with a contract that establishes financial reporting, use of facilities, and liability releases. These measures can also help to ensure stable governance and funding – in the event that a nonprofit partner falters in one of these areas, a park may find it advantageous to provide assistance in order to keep the programming available to users (Fulton 2012).

In all cases, integration with features and amenities that currently exist within the community is important. For example, the Earth Conservation Corps is one example of an organization with potentially overlapping goals that is already operating on the Anacostia River. It will be important to work closely with such organizations to ensure that new programming at the Bridge Park does not compete for funding, volunteers, or projects. Similarly, a restaurant that offers similar cuisine and price points as existing restaurants in Historic Anacostia could potentially draw some customers away and leave both businesses struggling. While amenities at the Bridge Park will be unique by virtue of their location, care should be taken to complement existing assets.

### 3.4 Recommendations

Based on the research presented here, there are a number of strategies that can be implemented to provide ongoing revenue for the Bridge Park. Figure 3.4 highlights these strategies.

*Figure 3.4. Recommended revenue strategies for the Bridge Park.*



**Pursue a tax revenue-based maintenance fund with the city:** Once constructed, the Bridge Park will essentially provide a new market for activities and dining that will generate additional tax revenue for the city. To capture this revenue and direct it toward the park, it is recommended that a tax revenue based maintenance fund be pursued with the city. The Waterfront Park at the Yards Act provides a local example of legislation creating such a fund, although it provides authorization for only five years (DC

Government 2009). To avoid the need for continuous fundraising efforts, every effort should be made to extend the initial authorization period as long as possible.

The most likely scenario for the Bridge Park fund would consist of transferred taxes from food and beverage, which would generate an additional nine cents of revenue for every dollar charged at on site restaurant and catering facilities. However, this again highlights the potential conflict between revenue generation and goals of connectivity and openness. A high-performing restaurant will generate higher tax revenue; however, care must be taken to ensure that such a restaurant does not directly or indirectly exclude local residents.

**Establish a “Friends of 11<sup>th</sup> Street Bridge Park” group:** According to Washington Parks and People, a DC-based park advocacy organization, a sustainable social infrastructure is the recipe for the long-term success of a park (Coleman, pers. comm.). From this perspective, it is recommended that a “Friends of 11<sup>th</sup> Street Bridge Park” be developed to advocate, fundraise, and provide volunteers for specific maintenance tasks. These groups are required to be 501(c)3 organizations, and unlike Adopt-a-Park groups have the capacity to fundraise at the park itself, which is an important distinction. The Friends group could engage in activities such as supporting park staff, donating park equipment, and raising funds for both capital and operations and maintenance improvements. Typical fundraising activities include direct activities such as t-shirt sales, and events at neighbors’ houses (Rehwaltdt, pers. comm.).

**Provide a variety of food and beverage options:** The Bridge Park has the unique opportunity, given its prominent riverfront location, to capture the tourist/visitor dining market as well as capitalize on nearby lunchtime crowds and the local market. Casual dining options, such as snack bars and food trucks, can support lunch/brunch visitors and participants in other activities on the bridge. An upscale restaurant that takes advantage of the park’s scenic views could serve as an anchor for other park concessions and could be a major revenue generator. Such a restaurant would serve both tourists as well as the local market; however, it would likely exclude certain populations unable to afford the prices.

If a high-end, revenue-generating restaurant is included, culinary training programs and local hiring practices could be incorporated to provide high-wage jobs for local residents. On the other hand, a mid-range restaurant would likely be more inclusive, could still incorporate training programs, and may align better with the vision for the bridge. For this reason, it is recommended that future restaurant tenants be chosen carefully to ensure that menu and décor is inclusive and appealing to both Bridge Park visitors and local residents, and that establishments are respectful of their location and representative of communities on both sides of the river.

**Utilize park facilities as revenue-generating event space to create opportunities for the local community:** Depending upon the final facility layout and amenities, the Bridge Park will likely be ideal for a number of public and private events, such as concerts, art exhibits, craft shows, wine and beer festivals, weddings, birthday parties, conference-related events, company parties and meetings, and political events. These events may extend the use of the park beyond daytime hours and offer additional opportunities to support local residents and businesses.

In support of the Section 2 goal of leveraging the arts community, it is recommended that a tiered-fee structure be implemented to encourage public arts events. Similar to the Eastern Market model, reduced rates could be provided for arts events and craft sales to incentivize the arts while still generating some revenue for the park. This scheme, which could also be expanded to provide discounts



for other public and semi-public events, would maximize revenue from private events while respecting the public nature of the park.

To support the park's community development initiatives, it is recommended that the venue consider priority hiring and training for local residents. Although not the focus of this research, a culinary training program could work well in conjunction with on-site catering to prepare local unemployed adults for careers in the food service industry. DC's Central Kitchen provides an exemplary model for this approach.

In addition, it is recommended that the event space support local businesses. For example, a preferred or required vendors list could highlight local businesses, including catering (if not provided on site), cakes/pastries, photographers, audiovisual equipment, DJs, linen rentals, and transportation services. To ensure success in the competitive DC market, it is important that all recommended vendors be thoroughly vetted to ensure that they meet market standards. If such businesses can be found or fostered through the BID or other nonprofits, the park's support of the local small business community would be further cemented.

**Provide recreational activities and value-added services to appeal to a variety of visitors:** Activity-based services can make use of the Bridge Park's unique location and physical resources to attract and retain visitors from local neighborhoods and the surrounding region, as well as the large numbers of tourists that visit Washington each year. The environmental center can host ongoing activities appealing to local residents, such as arts and fitness classes, recurring arts series, and after-school programs, while also offering tourist-friendly activities such as boat tours of the waterfront.

Pricing strategies for the various activities should be carefully considered in order to maximize access for local residents, especially from Wards 7 and 8. A membership structure can provide low-cost access to classes and discounts for frequent users of boat rentals or other services. Grant programs for low-income residents can provide additional support, and may be eligible for outside funding. With these strategies in place, recreational services like boat rentals and tourist-oriented services like tours and water taxis can remain free to charge market rates. Business ventures such as tours and watersports lessons can present an additional opportunity to encourage economic development in Wards 7 and 8 through priority hiring and job training.

**Partner with nonprofit organizations for mission-based programming:** Forming or partnering with a nonprofit group can be an effective way to offer activities and mission-based programming. Mission-based programming can be tied into other activities on the bridge and at the environmental center, providing job training and mentoring as part of a youth program or offering incentives to volunteers with a co-op model. These entities can conduct their own fundraising and community outreach, tapping into a different set of community resources than might be available to the park directly. Therefore, it is recommended that the Bridge Park form partnerships with one or more nonprofit community groups to provide community services and tap into additional outside resources. The park should be prepared, however, to assist with administrative or financial support if a nonprofit partner is struggling and its activities are critical to the vitality of the park.

While revenue generation in parks may not always be viewed as a politically-favorable practice, increasingly constrained municipal budgets require thinking outside the box when it comes to park funding. Nevertheless, the public nature of parks must not be forgotten. The diverse set of strategies

recommended here reflects the unique situation of the bridge and the diversity of the communities surrounding it. The combination of direct and indirect revenue generation, along with community based initiatives such as job training, local hiring and small business support, should not only provide revenue for the park but also reinforce the public service aspect of the park and cement its commitment to the local community. Approachable options will allow all of the park's neighbors and visitors to have a sense of ownership and connection with this unique public resource.

## Summary and Conclusion

As this report suggests, the Bridge Park offers an outstanding opportunity for economic and community development. The recommendations presented here and summarized below demonstrate how the project can incorporate and leverage surrounding developments, support the local small business and arts community, and develop sustainable funding sources for operations and maintenance. While these goals reflect distinct purposes and study areas, combined synergistically they each support the Bridge Park's mission of creating a vibrant and world class public space that also helps to reconnect neighborhoods on either side of the Anacostia River.

### Development Environment

Already undergoing an enormous amount of change, the immediate area within one mile of the 11<sup>th</sup> Street Bridge is projected to develop at an accelerated pace throughout the foreseeable future and well into the next decade. As a result of comprehensive efforts such as the AWI, the area is emerging into a greater Southeast waterfront district that features greatly improved surface transportation connections across the river (like the Anacostia Streetcar) as well as much improved pedestrian and bicycle access.

Development is occurring and is planned for both sides of the Anacostia River. Development is most intense west of the river in the Capitol Riverfront neighborhood, where high levels of residential and commercial projects will result in thousands of new residents and employees living and working nearby. Similarly momentous projects, such as the St. Elizabeths and Poplar Point developments, are occurring east of the river. Unfortunately, development east of the river is characterized by much greater levels of uncertainty and is subject to many challenges not seen west of the river. Nevertheless, the Bridge Park has an important role to play in this environment. Serving as a point of connection and a gateway, the Bridge Park can leverage nearby projects to catalyze growth and community development east of the river by taking into account the following recommendations:

- Concentrate physical development
- Commercial development
- Environmental and waterfront synergy
- Strategize physical development for transportation improvements

### Small Businesses in Anacostia

The contrast between the development environments on either side of the river suggests that the Bridge Park has the opportunity to play an especially influential and positive role in economic development on the eastern side, and particularly in Anacostia. The Bridge Park will represent an important asset, wholly incomparable to anything that exists east of the river today. The benefits of the Bridge Park are more likely to directly influence the small business-led revitalization there than in the mega-project dominated landscape west of the river. With this in mind, the Bridge Park can be leveraged for positive economic change east of the river by pursuing the following recommendations:

- Use metrics to assess needs
- Leverage the neighborhood's current art assets
- Include physical and programmatic links between the Bridge Park and Anacostia

- Leverage the new, centralized organizing body

Through these recommendations, the Bridge Park would assume the role of an institutional asset, amplifying and integrating what might otherwise have been more disparate efforts. Leveraging this impact to positively affect Anacostia will require creating direct visual and physical links between the park and the nearby neighborhood and incorporating the art-related developments already taking place there. By creating visual cues that are simultaneously interesting and reflective of a wider shared theme between the Bridge Park and Anacostia, visitors will be drawn to the eastern side of the river and encouraged to stay there after they have left the formal boundaries of the park. Furthermore, these developments could be incorporated not only into the design and programming of the Bridge Park, but into a larger development strategy meant to address some of Anacostia's more pressing problems.

## Sustainable Funding

While the Bridge Park can clearly be leveraged to support the Anacostia community and small business, its success in doing so hinges on the ability to raise sustainable revenue for programming and O&M. Strategies for obtaining such funding can be summarized by the following recommendations:

- Tax-based maintenance fund
- "Friends of 11<sup>th</sup> Street Bridge Park"
- Variety of food and beverage options
- Park facilities as event space
- Activity-based concessions for all users

The most promising of these strategies are those that leverage the Bridge Park for commercial uses that will both generate revenue and support community recreation and connectivity. If – as community members have requested – the Bridge Park features dining options, active recreation such as kayak or paddle-boat rentals, and meeting and event space, then the park will have a number of promising revenue streams to support operating costs. These funding efforts, if directed back toward the same mutually beneficial business development strategies mentioned previously in the report, thus also carry the potential not merely to fund the ongoing operations and maintenance, but to further contribute to directing positive economic change east of the river.

## Appendix A: List of Interviewees

**Janelle Badanes**

Event Planner

In person interview with Kelly Davis

March 30, 2014

**Polina Bakhteiarov**

Executive Director, Great Streets

DMPED

In person interview with Chris Marshall

February 27, 2014

**Jerome Berth**

Vice President of Business Affairs

Bryant Park Corporation

Phone interview with Matt Pfeiffer

March 24, 2014

**Kellie Bollinder**

Executive Director

Earth Conservation Corps

In person interview with John Stowe

April 9, 2014

**Jack Browand**

Supervisor

Alexandria Department Recreation, Parks, and  
Cultural Activity

Phone interview with Matt Pfeiffer

March 27, 2014

**Steve Budas**

Executive Office Manager

Landmark Center

Phone interview with John Stowe

March 24, 2014

**Stephen Coleman**

Executive Director

Washington Parks and People

Phone interview with Matt Pfeiffer

March 6, 2014

**Deborah Freis and Jamie Lantinen**

DC OCFO

Phone interview with Kelly Davis

March 13, 2014

**Paul Giordano**

Washington DC SCORE

Phone interview with Erik Belmont

March 6, 2014

**Adam Gooch**

Vice President, Director of Development

Akridge

Phone interview with Aaron Frank

March 26, 2014

**Ed Grandis**

Executive Director

Anacostia BID

In person interview with Chris Marshall and Erik  
Belmont

March 21, 2014

**Jill Griffin**

AED Specialist

Arlington Economic Development

Phone interview with Matt Pfeiffer

March 24, 2014

**Jonathan Kaplan**

Treasurer

RiNo Arts District

Phone interview with Katie McConnell

Fall 2013

**Ramsey Meiser**

Senior Vice President - Development

Forest City

Phone interview with Aaron Frank

March 17, 2014



**Camille Nixon**

Project Manager, Retail Business Development  
DSLBD  
Phone interview with Chris Marshall  
February 28, 2014

**Nikki Peele**

Director of Marketing and Business  
Development  
ARCH Development/The Hive  
In person interview with Chris Marshall and Erik  
Belmont  
March 13, 2014

**Katie Rehwalddt**

Manager  
District DPR Park Partners and Community  
Engagement  
Phone interview with Matt Pfeiffer  
March 13, 2014

**Michael Stevens**

President  
Capitol Riverfront BID  
Phone interview with Kelly Davis  
March 4, 2014

**Christopher VanArsdale**

Executive Director  
Canal Park Development Association  
Email correspondence with Yasmine Doumi  
March 17, 2014

**Arlova Vohmn**

Principal Planner  
Arlington County Planning Division  
In person interview with Matt Pfeiffer  
March 12, 2014

**Stan Voudrie**

Principal  
Four Points LLC  
In person interview with Chris Marshall  
March 19, 2014

**Tracy Weil**

Chair  
RiNo Arts District  
Phone interview with Katie McConnell  
Fall 2013

**Janet Weston**

Canal Park Corporation  
Email correspondence with Matt Pfeiffer &  
Yasmine Doumi  
March 28, 2014

**Stockton Williams**

Principal  
HR&A Advisors  
Phone interview with Aaron Frank  
April 3, 2014

**Charles Wilson**

DMPED Small Business team;  
Historic Anacostia Block Association (HABA);  
ANC 8A04 and River East Emerging Leaders  
(reel)  
In person interview with Chris Marshall and Erik  
Belmont  
March 14, 2014

**Chris Woldrum**

Phone interview with Katie McConnell  
Fall 2013

## Appendix B: Business information

### **Active Nature**

15205 Montevideo Rd.  
Poolesville, MD 20837  
[www.anadventures.com](http://www.anadventures.com)  
(202) 350-0503

### **American Horticultural Society River Farm**

7931 E. Boulevard Dr.  
Alexandria, VA 22308  
[www.ahs.org](http://www.ahs.org)  
(703) 768-5700

### **Anacostia Economic Development Corporation**

1800 Martin Luther King, Jr. Ave. SE  
Suite 100  
Washington, DC 20020  
[www.anacostiacdc.com](http://www.anacostiacdc.com)  
(202) 889-5100

### **Anacostia Playhouse**

2020 Shannon Place SE  
Washington, DC 20020  
[www.anacostiaplayhouse.com](http://www.anacostiaplayhouse.com)  
(202) 290-2328

### **ARCH Development Corporation**

1227 Good Hope Rd. SE  
Washington, DC (202)889-5000  
[www.archdevelopment.org](http://www.archdevelopment.org)  
(202) 889-5000

### **Arlington County Gulf Branch Nature Center**

3608 N Military Rd.  
Arlington, VA 22207  
[parks.arlingtonva.us/locations/gulf-branch-nature-center](http://parks.arlingtonva.us/locations/gulf-branch-nature-center)  
(703) 228-3403

### **Arthritis Foundation**

1330 W. Peachtree St.  
Ste. 100  
Atlanta, GA 30309  
[www.arthritis.org](http://www.arthritis.org)  
(404) 872-7100

### **Arts Club of Washington**

2017 I St. NW  
Washington, DC 20006  
[artsclubofwashington.org](http://artsclubofwashington.org)  
(202) 331-7282

### **Capitol Riverfront**

1100 New Jersey Ave. SE  
Suite 1010  
Washington, DC 20003  
<http://www.capitolriverfront.org>  
(202) 465-7093

### **Chesapeake Bay Foundation**

**Philip Merrill Environmental Center**  
6 Herndon Ave.  
Annapolis, MD 21403  
[www.cbf.org/about-cbf/offices-operations/philip-merrill-environmental-center](http://www.cbf.org/about-cbf/offices-operations/philip-merrill-environmental-center)  
(443) 482-2001

### **ConAgra Foods Foundation**

1 ConAgra Dr.  
Omaha, NE 68102  
<http://www.conagrafoodsfoundation.org/>  
(877) 266-2472

### **Cultural Tourism DC**

1250 H St. NE  
#1000  
Washington, DC 20005  
[www.culturaltourismdc.org](http://www.culturaltourismdc.org)  
(202) 661-7581

### **Deanwood Heights Main Streets**

4645 Nannie H. Burroughs Ave. NE  
Suite 202  
Washington, DC 20019  
<http://www.dhmainstreets.org>  
(202) 621-2288

**Disney Worldwide Conservation Fund**

Disney Corporate Citizenship, Conservation Programs  
P.O. Box 10000  
Lake Buena Vista, FL 32830  
[thewaltdisneycompany.com/citizenship/act-responsibly/environmental-stewardship/disney-worldwide-conservation-fund](http://thewaltdisneycompany.com/citizenship/act-responsibly/environmental-stewardship/disney-worldwide-conservation-fund)

**Eastern Market**

225 Seventh St. SE  
Washington, DC 20003  
[www.easternmarket-dc.org](http://www.easternmarket-dc.org)  
(202) 698-5253

**Fletcher's Boathouse**

4940 Canal Rd. NW  
Washington, DC 20007  
[www.fletcherscove.com](http://www.fletcherscove.com)  
(202) 244-0461

**Foundation Center**

79 Fifth Ave./Sixteenth St.  
New York, NY 10003  
[foundationcenter.org](http://foundationcenter.org)  
(212) 620-4230

**Four Points LLC**

1805 Seventh St. NW  
Suite 800  
Washington, DC 20001  
[fourpointslc.com](http://fourpointslc.com)  
(202) 449-9870

**Golden Triangle BID**

1120 Connecticut Ave. NW  
Washington, DC 20036  
[www.goldentriangledc.com](http://www.goldentriangledc.com)  
(202) 463-3400

**Honfleur Gallery**

1241 Good Hope Rd.  
Washington, DC 20020  
[www.honfleurgallery.com](http://www.honfleurgallery.com)  
(202) 365-8392

**Key Bridge Boat House**

3500 Water St. NW  
Washington, DC 20007  
[www.boatingindc.com](http://www.boatingindc.com)  
(202) 337-9642

**Landmark Center**

75 Fifth St.  
St Paul, MN 55102  
[www.landmarkcenter.org](http://www.landmarkcenter.org)  
(651) 292-3233

**Liquid Adventures Kayaking School**

25 Ericsson Rd.  
Cabin John, MD 20818  
[liquidadventureskayakschool.org](http://liquidadventureskayakschool.org)  
(301) 229-0428

**Mariner Sailing School**

Belle Haven Marina  
P.O. Box 7093  
Alexandria, VA 22307  
[www.saildc.com](http://www.saildc.com)  
(703) 768-0018

**Marshall Heights Community Development Organization**

939 Benning Rd. NE  
Washington, DC 20019  
[www.mhcdo.org](http://www.mhcdo.org)  
(202) 396-1200

**Meadowlark Botanical Gardens**

9750 Meadowlark Gardens Ct.  
Vienna, VA 22182  
[www.nvrpa.org/park/meadowlark\\_botanical\\_gardens](http://www.nvrpa.org/park/meadowlark_botanical_gardens)  
(703) 255-3631

**National Building Museum**

401 F St. NW  
Washington, DC 20001  
[www.nbm.org](http://www.nbm.org)  
(202) 272-2448

**National Recreation and Parks Association**

22377 Belmont Ridge Rd.  
Ashburn, VA 20148  
[www.nrpa.org](http://www.nrpa.org)  
(703) 858-0784

**NoMA BID**

1200 First St. NE  
#310  
Washington, DC 20002  
[www.nomabid.org](http://www.nomabid.org)  
(202) 289-0111

**Occoquan Regional Park**

9751 Ox Rd.  
Lorton, VA 22079  
[www.nvrpa.org/park/occoquan/](http://www.nvrpa.org/park/occoquan/)  
(703) 690-2121

**Park Tavern Restaurant**

200 M St. SE  
Washington, DC 20003  
[parktaverndc.com](http://parktaverndc.com)  
(202) 554-0005

**Pioneer Courthouse Square**

701 SW Sixth Ave.  
Portland, OR 97204  
[www.thesquarepdx.org](http://www.thesquarepdx.org)  
(503) 223-1613

**Potomac Paddlesports**

9812 Falls Rd.  
Potomac, MD 20854  
[www.potomacpaddlesports.com](http://www.potomacpaddlesports.com)  
(301) 881-2628

**Stand Up Paddle DC**

Washington, DC  
[www.facebook.com/StandUpPaddleDC](http://www.facebook.com/StandUpPaddleDC)  
(202) 550-8699

**Streetsense**

3 Bethesda Metro  
#140  
Bethesda, MD 20814  
[www.streetsense.com](http://www.streetsense.com)  
(301) 652-9020

**The Hive 2.0**

1227 Good Hope Rd. SE  
Washington, DC 20020  
[www.thedhive.com](http://www.thedhive.com)  
(202) 733-6810

**Thompson Boat Center**

2900 Virginia Ave. NW  
Washington, DC 20007  
[www.thompsonboatcenter.com](http://www.thompsonboatcenter.com)  
(202) 333-9543

**Tidal Basin Paddle Boats**

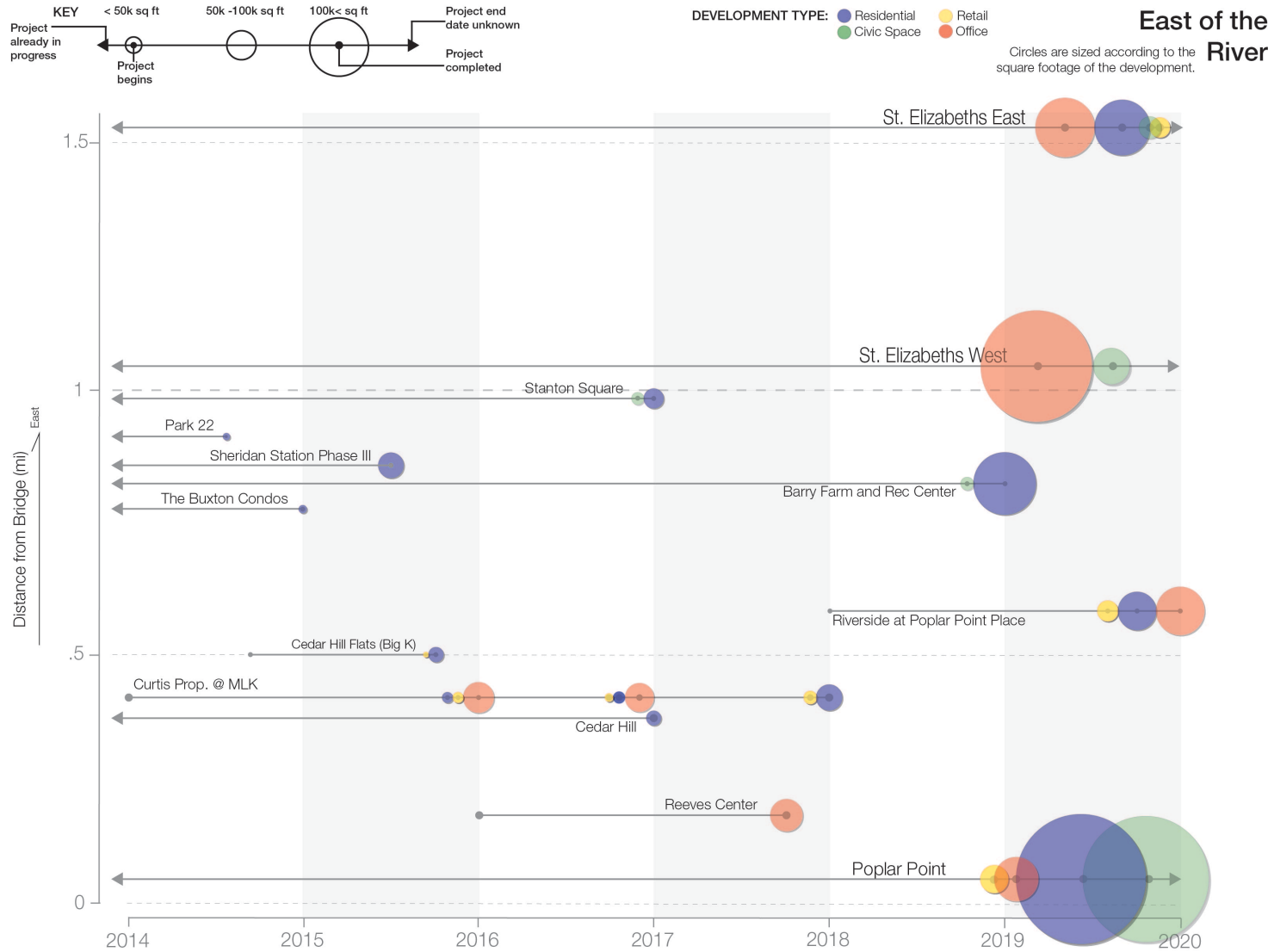
1501 Maine Ave. SW  
Washington, DC 20024  
[www.tidalbasinpaddleboats.com](http://www.tidalbasinpaddleboats.com)  
(202) 479-2426

**Washington Parks and People**

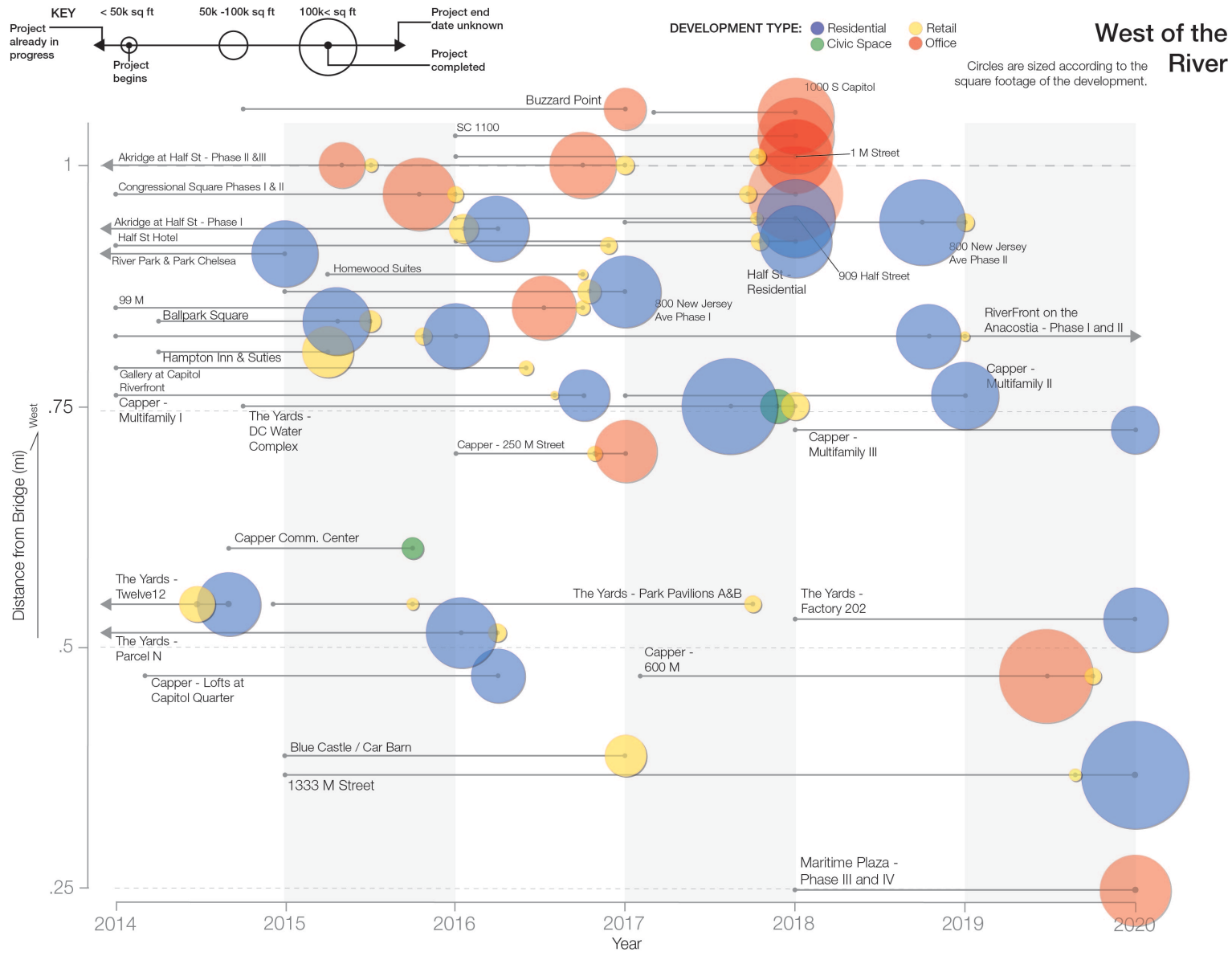
2437 Fifteenth St. NW  
Washington, DC 20009  
[www.washingtonparks.net](http://www.washingtonparks.net)  
(202) 462-7275

## Appendix C: Development Directory and Timeline

**Figure AC.1.** Development timeline for Ward 8, by distance from Bridge Park



**Figure AC.2. Development timeline for Ward 6, by distance from Bridge Park**





**Table AC.1.** Detailed development information for Ward 8, by distance from Bridge Park

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Anacostia Streetcar	JBAB to Buzzard Point, by way of Anacostia & Bridge Park	Varies	Infra-structure	Long Term	DDOT, LKT, Fort Myer Construction	2014	2020	-	-	-	-	-	WDCEP 2013 DC Streetcar 2014
Anacostia Riverwalk Trail	Along Anacostia River	Varies	Civic	Under Const.	AWI, DDOT	Mar 2012	Mar 2016	-	-	-	-	-	AWI 2013c The WashCycle 2014
11th Street Bridge (hwy & local)	11th Street Bridge	0.00	Infra-structure	Near Term	DDOT, Skanska, AECOM, etc.	2009	2016	-	-	-	-	-	WDCEP 2013 AWI 2013d
Poplar Point	Anacostia River and Howard Rd SE	0.10	Mixed-use	Long Term	Multiple firms have submitted proposals	2003	??	3,237,000	1,000,000	400,000	3,049,200	300	DCOP et al. 2009 Neibauer 2012a
Reeves Center (new SE re-location)	1800 MLK Jr Ave SE	0.19	Office	Long Term	DMPED	??	Late 2017	-	200,000	-	-	-	WDCEP 2013
Busboys and Poets Anacostia	2010 MLK Jr Ave SE	0.30	Retail/Commercial	Long Term	Andy Shallal and Washington DC LISC	??	??	-	5,000	7,000	-	-	Echols 2014 O'Connell 2014b
Cedar Hill (aka W St Townhomes)	1252 W Street SE	0.41	Residential	Long Term	Four Points LLC / Comstock Homes	2010	2017	41,000	-	-	-	-	WDCEP 2013
Curtis Properties at MLK - Phase I	2235 Shannon Place SE	0.42	Mixed-use	Under Const.	Four Points LLC and Curtis Development	Aug 2013	2014	57,300	480,900	57,300	-	-	WDCEP 2013 Four Points LLC 2014 O'Connell 2011

**Table AC.1.** Detailed Ward 8 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Curtis Properties at MLK - Phase III	MLK Jr Ave SE and W St SE	0.42	Mixed-use	Long Term	Four Points LLC and Curtis Development	??	??	343,700	-	88,400	-	-	WDCEP 2013
Cedar Hill Flats (aka Big K site)	2228 MLK Jr Ave SE	0.49	Mixed-use	Near Term	Chapman Development LLC / DC DHCD	2014	2015	114,000	-	14,000	-	-	WDCEP 2013 Muller 2014
Riverside at Poplar Point Place	Howard Rd and Suitland Parkway SE	0.61	Mixed-use	??	Redbrick Partners	??	??	750,000	1,200,000	220,000	-	150	WDCEP 2013 Sernovitz 2013
The Buxton Condos	1700 W St SE	0.70	Residential	Under Const.	Manna Inc.	2013	2014	32,000	-	-	-	-	Manna Inc. 2014 Kaufman 2013
South Capitol Street Corridor	South Capitol Street SE & Frederick Douglas Bridge	0.71	Infra-structure	Under Const.	DDOT	Fall 2014	Dec 2018	-	-	-	-	-	WDCEP 2013
Sheridan Station	2516 Sheridan Rd SE	0.73	Residential	Near Term	WC Smith	2008	July 2015	330,000	-	-	-	-	WDCEP 2013 Cooper 2013
Barry Farm	1200 Stevens Rd SE	0.79	Mixed-use	Near Term	A&R Dev. Corp, Preservation of Affordable Housing Inc., DCHD	2013	2016	2,000,000	-	58,730	86,000	-	WDCEP 2013 Neibauer 2012b Wiener 2013
Barry Farm Rec Center	1230 Sumner Rd SE	0.79	Civic	Long Term	Torti Gallas and Partners	2005	2019	-	8,800	20,500	22,000	-	WDCEP 2013 Neibauer 2014a

**Table AC.1.** Detailed Ward 8 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Park 22	1406 22nd St SE	0.82	Residential	Complete	Stanton View Development	Mar 2013	April 2014	15,000	-	-	-	-	M Squared RE 2014 Stanton View Development 2014
Matthews Memorial Terrace	2632 MLK Jr Ave SE	0.92	Residential	Complete	Matthews Memorial Church, Community Builders and Creative Opportunity Ventures Inc.	2010	2012	59,992	-	-	3,200	-	WDCEP 2013 DMPED 2012 Community Builders 2012
Stanton Square	On Stanton Rd, between Pomeroy and Elvans Rd SE	0.99	Residential	??	Horning Brothers and Community of Hope	2013	2017	200,000	-	-	78,000	-	WDCEP 2013
St. Elizabeths West Campus	2701 MLK Jr Ave SE	1.11	Office	Long Term	GSA	2010	2026	-	3,176,250	-	-	-	WDCEP 2013 Neibauer 2014b
St. Elizabeths East Campus	1100 Alabama Ave SE	1.56	Mixed-use	Long Term	DCOP and DMPED	2010	2026	1,579,000	1,800,000	206,000	250,000	400	WDCEP 2013 St Elizabeths East 2014
St. Elizabeths Gateway Pavilion	2700 MLK Jr Ave SE	1.58	Civic	Complete	DCOP and DMPED	2010	Nov 2013	-	-	-	43,560	-	WDCEP 2013 O'Connell 2014a

**Table AC.2.** Detailed development information for Ward 6, by distance from Bridge Park

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Anacostia Riverwalk Trail	Along Anacostia River	Varies	Civic	Under Const.	AWI, DDOT	Mar 2012	Mar 2016	-	-	-	-	-	AWI 2013c The WashCycle 2014
11th Street Bridge (hwy & local)	11th Street Bridge	0	Infrastructure	Near Term	DDOT, Skanska, AECOM, etc.	2009	2016	-	-	-	-	-	WDCEP 2013 AWI 2013d
Maritime Plaza Phases III - V	1205 M Street SE	0.25	Office	Long Term	Lincoln Property Company	2018	2020	-	350,000	-	-	200	Capitol Riverfront BID 2013 JDland 2013a
1333 M Street	1333 M St SE	0.35	Mixed-use	Long Term	Cohen Companies	2015	2020	804,630	-	10,370	-	-	Neibauer 2013d Capitol Riverfront BID 2013 JDland 2013b
Blue Castle / Car Barn	770 M Street SE	0.38	Retail/ Commercial	Long Term	Madison Marquette	Dec 2015	2017	-	-	94,400	-	-	Madison Marquette 2014 Capitol Riverfront BID 2013 JDland 2011a
Capper - 600 M	600 M St SE	0.48	Mixed-use	Long Term	DCHA and Forest City	Jan 2017	Late 2019	-	484,780	15,000	-	-	Capitol Riverfront BID 2013 JDland 2014b
Capper - Lofts at Capitol Quarter	651 L St SE	0.48	Residential	Near Term	Urban Atlantic / DCHA	Feb 2014	Early 2016	189,100	-	-	-	-	Capitol Riverfront BID 2013 JDland 2014c
The Yards - Parcel N	1331 4th St SE	0.53	Mixed-use	Near Term	Forest City Washington	Late 2013	Early 2016	325,000	-	21,000	-	-	Capitol Riverfront BID 2013 JDland 2014d
The Yards - Factory 202	501 M St SE	0.54	Residential	Long Term	Forest City Washington	??	2020	271,000	-	-	-	-	Capitol Riverfront BID 2013

**Table AC.2.** Detailed Ward 6 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
The Yards - Boilermaker Shops	300 Tingey St SE	0.55	Retail/ Commercial	Complete	Forest City Washington	2011	Dec 2012	-	16,000	33,540	-	-	Capitol Riverfront BID 2013
The Yards - Lumbershed	301 Water St SE	0.56	Retail/ Commercial	Complete	Forest City Washington	2012	2013	-	17,350	17,350	-	-	Capitol Riverfront BID 2013 JDland 2013c
The Yards - Foundry Lofts	301 Tingey St SE	0.57	Mixed-use	Complete	Forest City Washington	2010	2011	170,000	-	10,000	-	-	Capitol Riverfront BID 2013
The Yards - Park Pavilions (P2A)	300 Water ST SE	0.57	Retail/ Commercial	Near Term	Forest City Washington	Late 2014	Late 2015	-	-	7,600	-	-	Capitol Riverfront BID 2013
The Yards - Park Pavilions (P2B)	300 Water ST SE	0.57	Retail/ Commercial	Near Term	Forest City Washington	??	Late 2017	-	-	15,200	-	-	Capitol Riverfront BID 2013
The Yards - Twelve12 aka "Parcel D"	1212 4th ST SE	0.57	Mixed-use	Under Const.	Forest City Washington	2011	June 2014	280,000	-	88,000	-	-	Capitol Riverfront BID 2013 JDland 2014e
Capper - Community Center	500 L ST SE	0.58	Civic	Near Term	DCHA, Brailsford and Dunlavy	July 2014	Oct 2015	-	-	-	30,000	-	JDland 2014f
Capper - 250 M Street	250 M St SE	0.69	Office	Long Term	WC Smith	2016	2017	-	213,000	12,000	-	-	Capitol Riverfront BID 2013 WC Smith 2010 JDland 2010
S Capitol St Corridor	South Capitol St SE	0.71	Infra-structure	Under Const.	DDOT	Fall 2014	Dec 2018	-	-	-	-	-	WDCEP 2013
Capper - Multifamily III	3rd St SE and K St SE	0.72	Residential	Long Term	Urban Atlantic and Forest City	2019	2021	147,000	-	-	-	-	Capitol Riverfront BID 2013 Wiener 2014
The Yards - DC Water Complex (3 bldgs, part of Phase III)	1st St SE and N Place SE	0.75	Mixed-use	Long Term	Forest City Washington	Late 2014	2018	600,000	-	50,000	75,000	-	JDland 2013d JDland 2014g

**Table AC.2.** Detailed Ward 6 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Capper - Multifamily II	2nd St SE and L St SE	0.76	Residential	Long Term	Urban Atlantic and Forest City	2017	2019	295,000	-	-	-	-	Capitol Riverfront BID 2013
Capper - Multifamily I	2nd St SE and L St SE	0.76	Residential	Near Term	Urban Atlantic and Forest City	2014	Late 2016	171,000	-	4,090	-	-	Capitol Riverfront BID 2013 JDLand 2014h
Gallery at Capitol Riverfront	1111 New Jersey Ave SE	0.8	Residential	Near Term	Donohoe Companies	2013	May 2016	-	-	11,200	-	-	Capitol Riverfront BID 2013 WDG 2014 JDLand 2014i
Hampton Inn and Suites	1st St SE and N St SE	0.81	Hotel	Under Const.	Buccini/Pollin Group	Early 2014	Mar 2015	170,000	-	-	-	168	Capitol Riverfront BID 2013
Riverfront on the Anacostia (aka Florida Rock) - Phase II	100 Potomac Ave SE	0.82	Residential	Long Term	FRP Dev/MRP Realty	2017	2019	269,370	-	5,630	-	-	Capitol Riverfront BID 2013
Riverfront on the Anacostia (aka Florida Rock) - Phase I	100 Potomac Ave SE	0.82	Residential	Under Const.	FRP Dev/MRP Realty	2014	2016	281,350	-	18,650	-	-	Neibauer 2013a JDLand 2012a
Riverfront on the Anacostia (aka Florida Rock) - Phase III & IV	100 Potomac Ave SE	0.82	Mixed-use	Long Term	FRP Development Corporation	2020	2022	-	327,000	24,000	-	325	Capitol Riverfront BID 2013
Ballpark Square	1st St SE and M St SE	0.85	Mixed-use	Under Const.	Grosvenor, McCaffery	Early 2014	Mid 2015	300,000	-	30,000	-	170	Capitol Riverfront BID 2013 CBRE 2014
99 M	99 M St SE	0.85	Office	Near Term	Skanska USA	2014	Fall 2016	-	225,000	11,000	-	-	Sernovitz 2012
800 New Jersey Ave (w/ Whole Foods)	800 New Jersey Ave SE	0.87	Mixed-use	Under Const.	WC Smith	2014	2017	336,000	-	35,000	-	-	Capitol Riverfront BID 2013



**Table AC.2.** Detailed Ward 6 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Homewood Suites		0.88	Hotel	Long Term	Hilton Worldwide/ Englewood LLC	Early 2015	Fall 2016	-	-	5,000	-	195	Capitol Riverfront BID 2013 Sernovitz 2014
River Park	1011 1st St SE	0.89	Residential	Under Const.	Toll Brothers	Oct 2013	Fall 2014	287,000	-	-	-	-	Capitol Riverfront BID 2013 JDLand 2014j
Park Chelsea	880 New Jersey Ave SE	0.89	Residential	Under Const.	WC Smith	2012	Dec 2014	432,000	-	-	-	-	Capitol Riverfront BID 2013 WC Smith 2014 JDLand 2014k
Akridge at Half Street Phase I - 1299 Half St	1299 Half St SE	0.91	Mixed-use	Near Term	Akridge	2009	2016	280,000	-	55,000	-	-	Capitol Riverfront BID 2013 Akridge 2009
Half Street - Hotel	55 M St SE	0.91	Hotel	Near Term	Monument Realty	2014	Dec 2016	-	-	15,000	-	196	Capitol Riverfront BID 2013 JDLand 2014l
Half Street - Residential	1200 Half St SE	0.92	Residential	Long Term	Monument Realty	2016	2018	340,000	-	20,000	-	-	Capitol Riverfront BID 2013 JDLand 2014l
Akridge at Half Street Phase III - 25 M	25 M St SE	0.93	Mixed-use	Long Term	Akridge	2015	2017	-	243,000	18,393	-	-	Capitol Riverfront BID 2013 Streetsense 2013
Congressional Square Phase I	88 K St SE and 77 Eye St SE	0.94	Mixed-use	Near Term	DRI Dev. / Jamestown / Jones Lang LaSalle	2014	2016	-	290,000	14,000	-	-	Capitol Riverfront BID 2013 JDLand 2013d
800 New Jersey Ave Phase II	800 New Jersey Ave SE	0.95	Mixed-use	Unknown	WC Smith	??	2019	480,000	-	20,000	-	-	Capitol Riverfront BID 2013 Neibauer 2013e
Akridge at Half Street Phase II - 1201 Half St	1201 Half St SE	0.96	Mixed-use	Long Term	Akridge	2013	2015	-	115,000	9,580	-	-	Capitol Riverfront BID 2013

**Table AC.2.** Detailed Ward 6 development info, ctd.

Project Name	Approx. Location	Distance to Bridge (mi)	Main Type	Status	Firm	Date		Square Feet				Hotel Rooms	Sources
						Start	End	Res	Office	Retail	Civic		
Akridge at Half Street Phase II - 1201 Half St	1201 Half St SE	0.96	Mixed-use	Long Term	Akridge	2013	2015	-	115,000	9,580	-	-	Capitol Riverfront BID 2013
Congressional Square Phase II	Half St SE and K St SE	0.98	Mixed-use	Long Term	DRI Dev. / Jamestown / Jones Lang LaSalle	2016	2018	-	505,000	16,000	-	-	Capitol Riverfront BID 2013 JDLand 2013d
SC 1100	1100 South Capitol St SE	0.99	Office	Long Term	Ruben Companies	2016	2018	-	320,000	-	-	-	Capitol Riverfront BID 2013 Ruben Companies 2014 WDCEP 2013
909 Half Street	909 Half St SE	0.99	Residential	Long Term	Ruben Companies	??	2018	400,000	-	10,000	-	-	Capitol Riverfront BID 2013 JDLand 2011b
1 M Street	1 M St SE	1.01	Office	Long Term	Monument Realty	2016	2018	-	310,000	15,000	-	-	Capitol Riverfront BID 2013
1000 South Capitol	1000 South Capitol St SE	1.03	Office	Long Term	Lerner Enterprises	2017	2018	-	320,000	-	-	-	Capitol Riverfront BID 2013
Buzzard Point	2nd St SW and T St SW	1.16	Retail/Commercial	Near Term	DC United	2014	2017	-	97,000	-	-	-	DC United 2013 Neibauer 2013e

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