

11th Street Bridge Park

Identifying Community and Economic Development Opportunities



Virginia Tech

Urban Affairs and Planning

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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 11th 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 (11th 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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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 11th 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 11th Street Bridge Park; and *Elevated Parks on the Rise* presents case studies of existing parks with similarities to the 11th 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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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 11th 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 11th 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 11th 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.

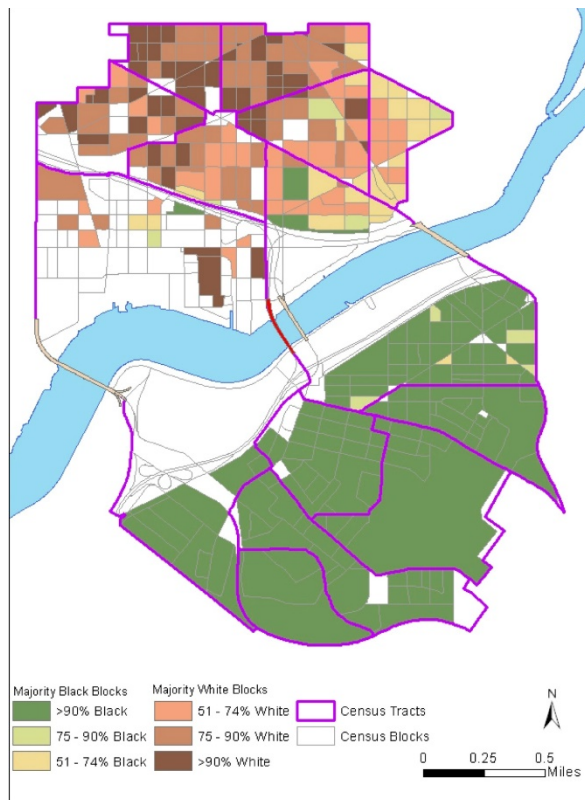


Image via Google Maps.

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.

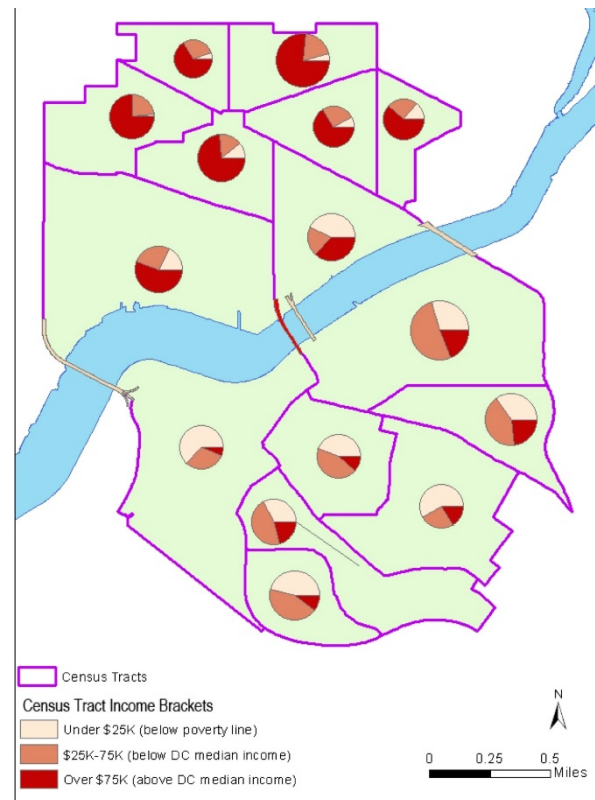
Throughout this analysis, the research teams remained sensitive to the Bridge Park’s goal of building social equity and connecting communities. As documented in Virginia Tech’s 2013 report *People, Places, and Plans* and demonstrated in figure I.2 and figure I.3, the Anacostia River serves as a physical 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

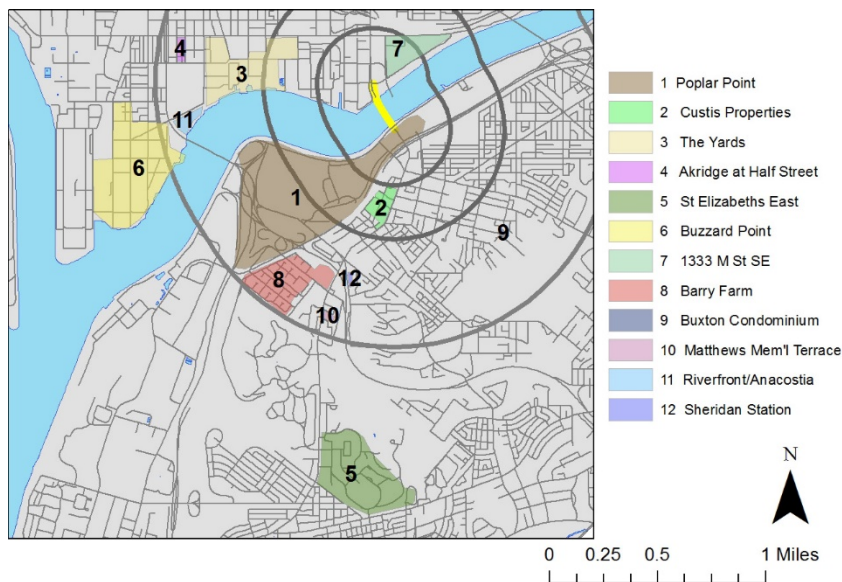
The ability to capitalize fully on the proposed Bridge Park project as an instrument for positive change rests on understanding the current state of physical development in the area. The scale and form of physical development surrounding the proposed park will be a critical component in creating economic 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 11th 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)
Poplar Point	1,000,000	400,000	3,200	300	0.10
Curtis Properties	900,000	144,000	500	-	0.42
The Yards	1,800,000	400,000	2,800	-	0.55
Akridge at Half Street	370,000	55,000	277	-	0.91
St. Elizabeths	1,800,000	600,000	1,300	400	1.56
Buzzard Point	97,000	-	-	-	1.16
Sum Total of New Development	5,967,000	1,599,000	8,077	700	

Source: See Appendix C (Development Directory).

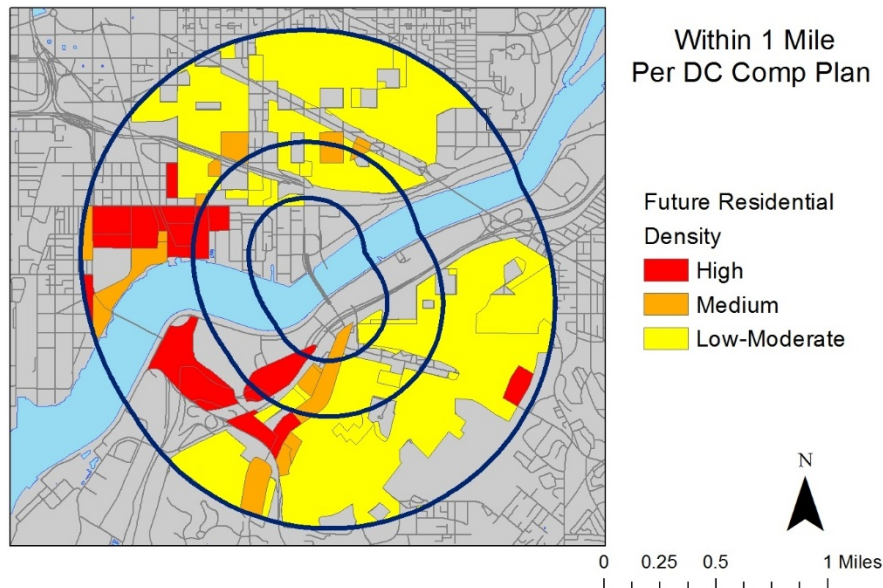
1.2 Residential Development

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 11th 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 12th 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 11th 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).

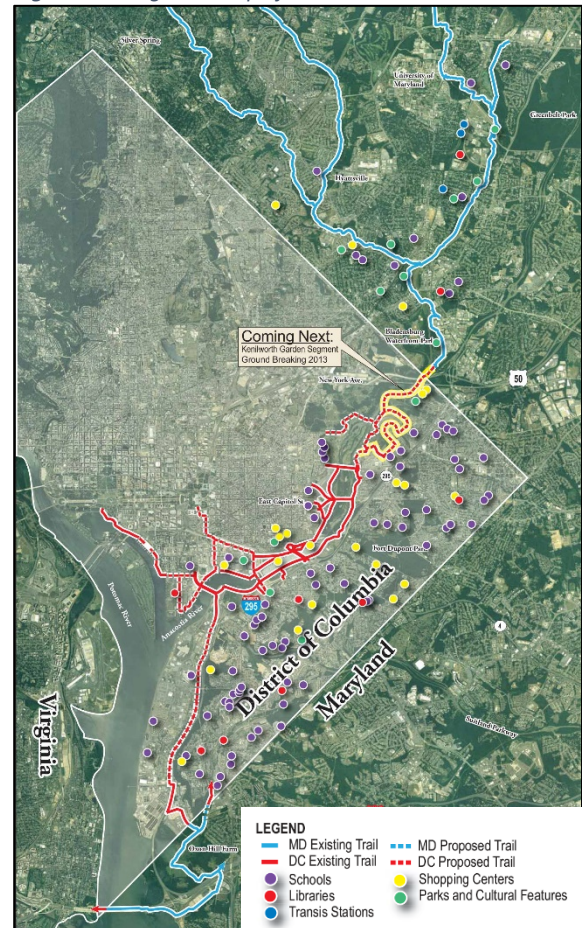
Both the river watershed and trail system have been identified as priority projects under the Environmental Protection Agency’s Urban Waters Federal Partnership (EPA 2012). In 2011, Anacostia was one of seven waterfront communities chosen by the EPA to receive federal-level coordination and assistance with community collaboration through the Partnership, which advances the work of America’s Great Outdoors Initiative¹ and supports previous and existing revitalization efforts in Anacostia.

¹ 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 11th 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 11th 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 11th Street Bridge Spans

There are several bridges that span the Anacostia River. Undeniably, the most relevant to the Bridge Park project are the completed 11th 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 11th 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 11th Street Bridge spans signifies an achieved milestone for the Bridge Park proposal.

1.3.4 South Capitol Street Corridor

To the west of the 11th 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 11th 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 11th 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 11th 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.

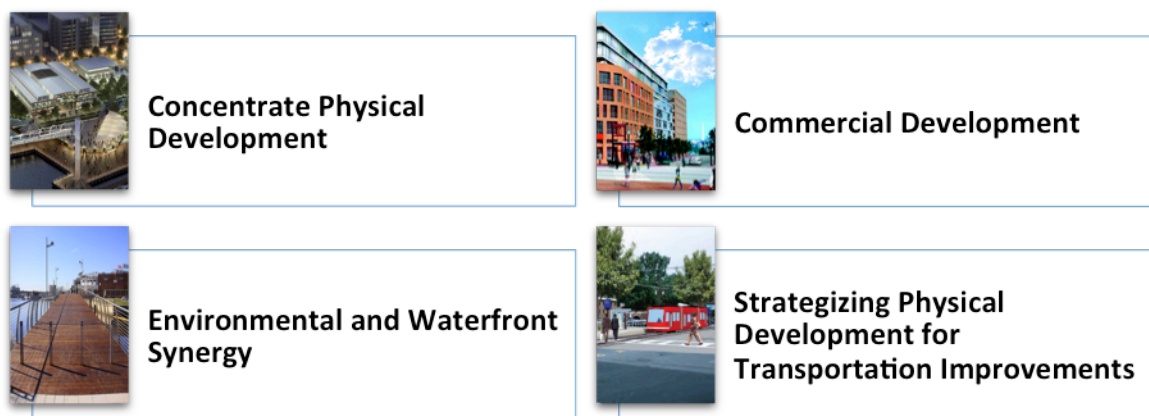
1.4.3 St. Elizabeths

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.